

**The Erosion of the Form and Quality of
Central Hobart's Spaces; Planning for
Repair**

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Submitted in fulfillment of the requirements for the
Degree of Master of Town Planning, Department of
Urban Design, University of Tasmania, November
1993.

Acknowledgments

I dedicate this work to my wife, Sue and my children Leesa and Andrew, without their help and support it would not have been possible.

I would also wish to thank many other people who's contributions made the completion of the work possible-

Barrie Shelton for suggesting the topic and his guidance throughout the project.

Judith Urquhart for her guidance in Barrie's absence

Claire Scott for the sketches and figures found throughout the project.

The staff at the Computing Centre from the University for their guidance with the preparation of the document

Other staff of the Urban Design Department who contributed without really knowing they were doing so

Steven Collins for the initial proof reading and the use of his Macintosh Powerbook

Steve Jefferies for the cartography work

Tony Manley for the professional and thorough proof reading of the final draft

Alex Sutherland for her guidance in putting together the text and the graphics

My former employer, Clarence Council and my current employer, Hobart Council for support by providing time off not only for the final project but also the remainder of the course.

Anyone who willingly listened as I explained the project, it helped provide an on-going purpose

Finally anyone who contributed in whatever way, however minor throughout the project

This thesis contains no material which has been accepted for the award of any other degree or diploma in any tertiary institution and that, to the best of the candidate's knowledge and belief, the thesis contains no material previously published or written by any other person except when due reference is made in the thesis.

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Abstract

This research project examines the erosion of street spaces which has occurred within the Central Business District of Hobart. The study area is the Central Business District of Hobart, an area which exhibits both form and function typical of most cities within the western world. The city centre has changed considerably since its days as a fledgling settlement in Van Deiman's Land. However it was the changes that occurred over the last 40 years that have had a direct and significant impact on the public spaces within the city.

The recognition of the importance of the street as an integral part of the spatial framework of the city was made late last century. However it was not until early this century with unprecedented changes occurring to cities world-wide that consideration was given to means of retaining, reinforcing and reestablishing the street space.

These changes were identified as:

Technological; new building material allowed new forms of buildings, personalized transport was possible with the use of the motor vehicle.

Economic; retailing took on a new form and relocated from the city centre, economies of scale encouraged other uses to become dominant within the C.B.D.

Philosophical; Urbanists, Planners and Architects were recognising the problems that were developing in cities and new building and spatial forms were proposed.

The major findings of the study are as follows:

Building forms particularly those which evolved from the modernist movement have eroded the space-making qualities of traditional buildings.

The motor vehicle has had a wide ranging effect on both a micro and macro scale.

Statutory controls have encouraged a break from the traditional building form.

The function of the study area has evolved resulting in a loss of traditional roles (e.g. retailing).

Public spaces (e.g. streets) are being privatised, mostly to the detriment of the life and vitality of the street.

New street types have been introduced (e.g. internal streets, malls) which have fragmented and/or destroyed the traditional shopping street.

Forces outside the study area have had a profound impact on the function of the study area.

Assessment of the findings in the study has led to a number of recommendations, which, in summary are as follows:

Review of various provisions within the statutory framework

Intra and interdepartmental cooperation in the management of the public spaces

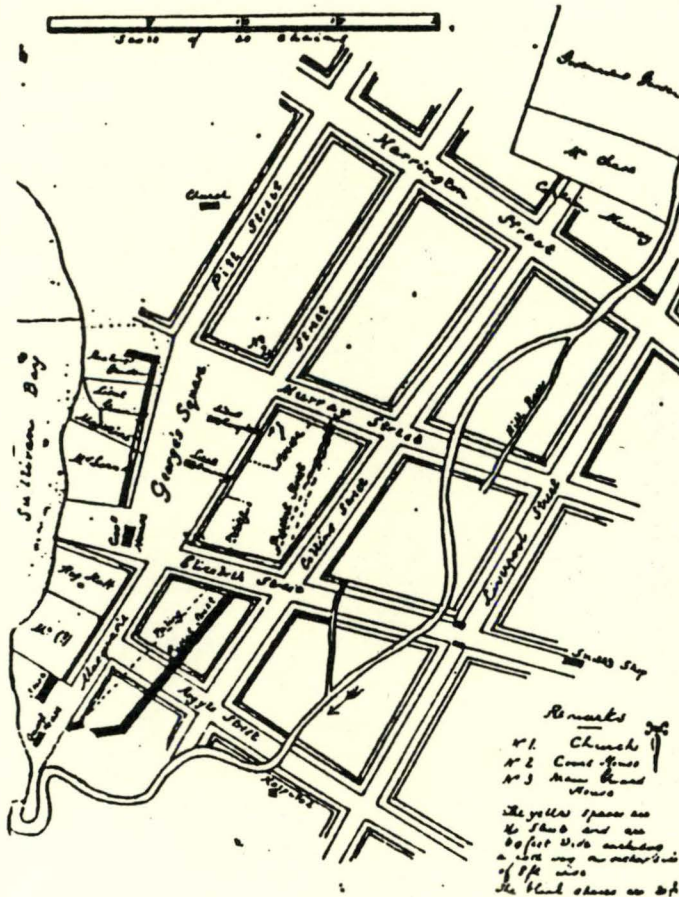
Formation of urban design guidelines

Reduction in the impact of vehicular numbers, movement, parking within the study area through various means

Involvement of citizens groups, business sector and Council in the promotion of the importance and vitality of the street spaces

Regional approach to retailing

1.4 Study Area.....



1.0 Introduction

The quality of urban spaces, particularly those public spaces in the centres of the larger cities throughout Australia, is being diminished. Incrementally through a myriad of changes, the form, use, life, experience and hence quality of the public space have been lessened. It is through the study, recording, observation and analysis of the impact of the changes that have occurred within an identified study area that the process can be better understood and a course of action recommended to remedy the situation.

1.1 Background

1.1.1 Historical Context

The recognition of the street as an important element in the form of the city occurred last century and at that time there was some concern over its future.

Sitte in his book *Der Stadtebau*, was quoted by Shelton (1989, p. 89) as being fundamentally concerned over "the plight of city spaces. City streets

were becoming less and less inviting as places for people as they were more and more treated by planners as mere traffic arteries."

As a consequence of the streets becoming less inviting the street activity gradually waned, activity became internalised, and as a result, "The streets in turn deteriorate into mere utility channels. In the process, the city spaces used most by the public slip from public to private control" (Shelton 1989, p. 30)

Sitte's concerns were well founded. The first two decades of this century saw the rise of the Modernist movement, which reached some prominence in architecture and town planning as a result of the Athens Charter which came out of the Congress Internationaux d'Architecture Moderne (C.I.A.M.) in Athens in 1933. Two of its greatest exponents, Le Corbusier and Frank Lloyd Wright, were active before and after this time. Both these authors and practitioners proposed city forms unlike those that had been experienced previously. Frank Lloyd Wright in his book *The Living City* (1958, p. 34) made the following observation. "To look at the cross section of any plan of a big city is to look at something like the section of a fibrous tumour. In the

light of the space needs of the twentieth century we see there not only the similar inflated exaggerations of tissue but more and more painfully forced circulation; comparable to high blood pressure in the human system".

An attempt to rid the American City of its ills was Wright's Broadacre City. The form of the city was "Wright's conception of the ideal, decentralised form of settlement, meant as a protest against the inhuman overcrowding in America's major cities. Here man's contact with nature is restored but at the cost of sacrificing the spatial system of the town." (Krier 1975, p. 78)

Wright was a modernist in that he advocated the erection of free-standing structures in an open, preferably green rural landscape. Le Corbusier also contributed to the notion of a building as a free form; he did not confine himself to "the order of the traditional building blocks... Instead of a solid mass with a majestic facade surrounding on all sides, Le Corbusier designed his building in a free form, as a high-rise construction on columns, so you don't have to walk around the block but you can, instead, cross the distance diagonally." (Hertzberger 1991, p. 79)

The Corbusian and Wright landscape ignored the street and its various functions and forms and reduced it to a mere traffic and utility channel.

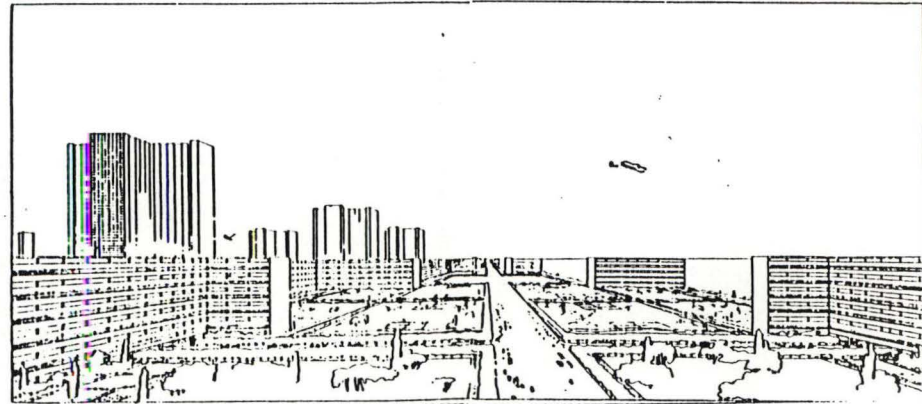


Figure C.1.1 Le Corbusier's Contemporary City.; There is no form to the public spaces as the buildings are free-standing in space. From *City of Tomorrow*

Other Modernists such as Mies van der Rohe spoke of the "transparency of space" which he saw as the sense of a flowing transition from internal to external space. To achieve this Krier (1975, p. 82) suggests "Mies van der Rohe neglected urban spaces in his handful of town planning projects, devoting himself entirely to the individual structure and its specific problems."

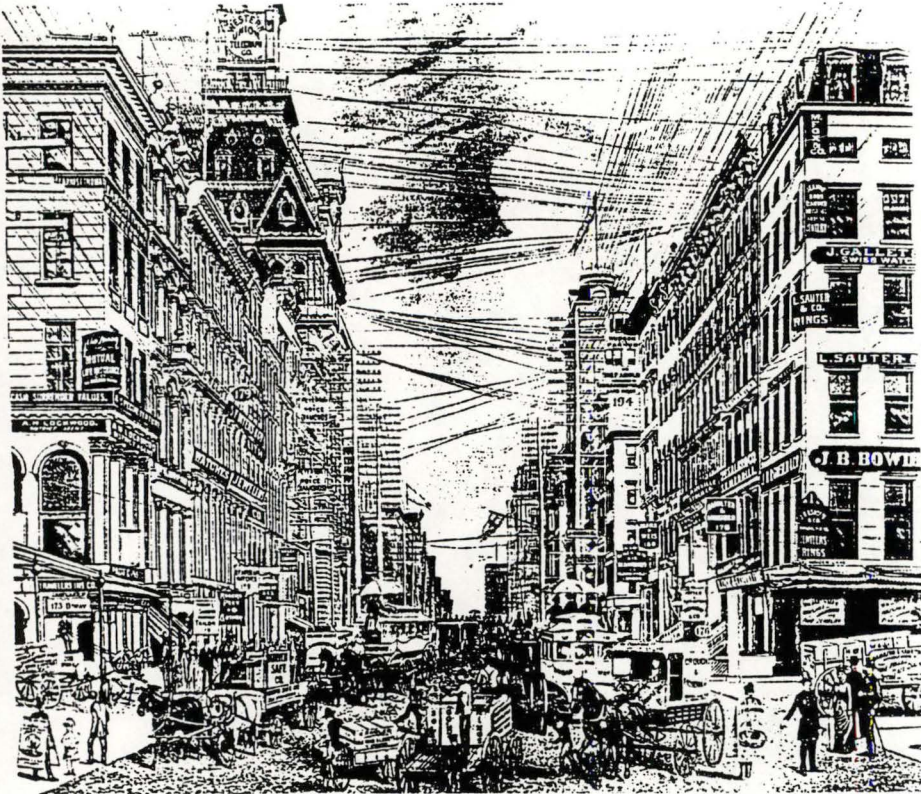


Figure C.1.2 The lithograph by J.J. Fogerty, 1880 exhibits the type of city form which Sitte had come to appreciate and have concerns for. The drawing reflects the space-forming nature of the buildings along Broadway, New York. From Wolfe p.8

Later there were detractors of the Modernist movement. Lewis Mumford and Jane Jacobs wrote extensively on planning in the city in the middle part of the century and were critical of modernist ideals.

Jacobs is quoted as saying (in Moughtin 1992, p. 130) "Streets and their sidewalks, the main public place of the city, are its most vital organs. Think of the city and what comes to mind? The streets. If a city's streets look dull the city looks dull."

A combination of this new architectural philosophy (Modernism), technological advances and a new type of retailing has seen changes occur to the city spaces Sitte would never have envisaged and Wright could only have dreamed about.

1.1.2 Australian Context

Australian city centres, with a few exceptions, were laid out by either English or European surveyors. All adopted a grid pattern with streets (sometimes with varying widths) intersecting at right angles with each other. Buildings were erected shoulder to shoulder up to and addressing the street. A strong form was created by the space between the buildings lining

either side of the street. Toon (1987, p. 7) describes this as "residual space (the space left over from the definition of sets of private space)". This is a somewhat negative description of public spaces which have contributed and continue to contribute as an important 'centre piece' in Australian cities. Public spaces generate a great deal of activity in Australian cities.

However, the grid pattern was not always rigid and formal; it displays some irregularities with alleys and arcades accessing the rear of the buildings or between blocks. These can contribute to the diversity of activities in the city centre. Some of these have become shopping arcades, such as those which originated and flourished in Paris (especially in the first and second arrondissements). These were to become early examples of private or controlled public spaces, being the public interior of private buildings but not open to the public at all times. Similar developments have occurred in Australia, such as the Strand Arcade in Sydney, which, is typical of the earlier type of 'private street'. However, unlike future developments of this type it had little impact on the traditional form and activities of the public spaces because "their outward appearance

was not affected: the exterior, the periphery, continued to function separately and independently as a facade in its own right" (Hertzberger 1991, p. 76).

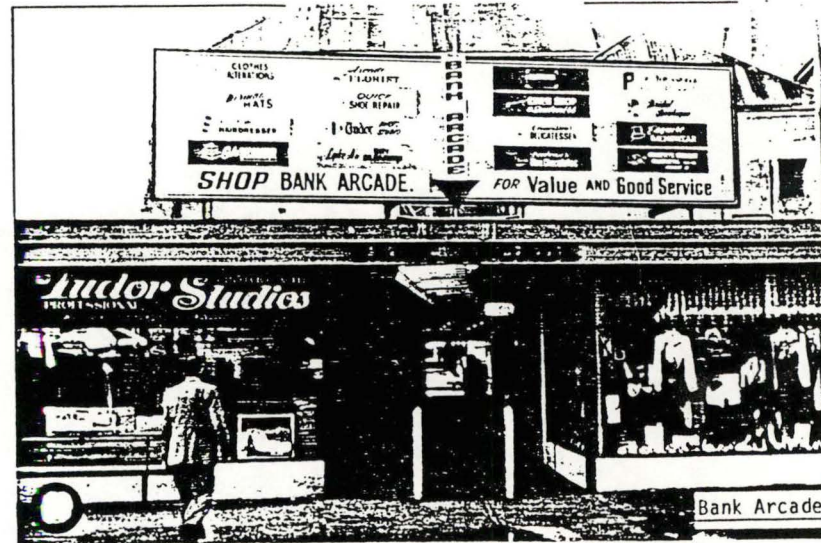


Figure C.1.3 The exterior of the arcade did not detract from the street as it still presented a 'live' front to the street

In addition, movement was generated by the arcades into and along the public spaces. They do not detract from the street as other less complementary developments were to in the future.

1.1.3 Technological Context

Technological changes over the last forty years have had considerable impact on this traditional space, more than has occurred previously.

Despite some changes to the traditional building form early in the twentieth century with the construction of taller buildings (the elevator and building techniques allowed higher buildings), there was little impact on the cities' public spaces as building still presented a 'live' face to the public space. They also rarely exceeded six storeys thus retaining, in most instances, a 1:1 street width to building height ratio. This is particularly evident in the study area and will be discussed later.

The high-rise tower forms (i.e. ten storeys or greater) were made feasible by improved construction techniques, which were attributable to investment in the tertiary sector. In turn this investment saw the development of efficient lift services, reinforced concrete and steel form construction, and new building materials and equipment.



Figure C.1.4 ;The sketch of a part of Murray Street shows that the buildings on either side (of differing ages) reflect a ratio of street width to building height of approximately 1:1. The newer tower on the left clearly exhibits a greater height to width ratio.

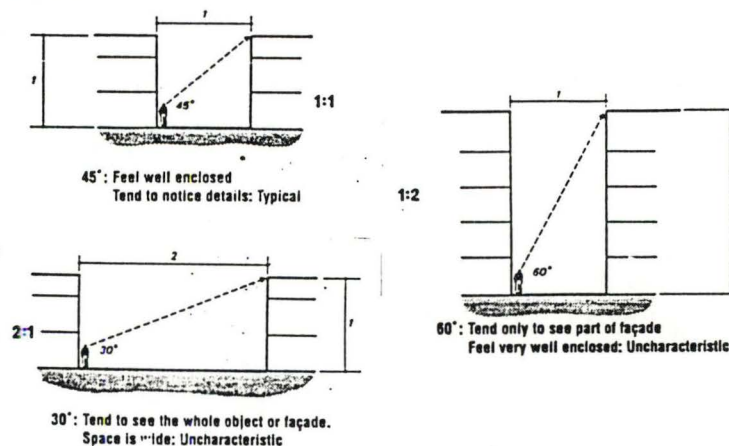


Figure C.1.5 The above sketch from the CASP Issues Report (p. 65) shows the pedestrian perspective of varying building height to street width ratios.

The new technology not only allowed taller buildings to be erected but also allowed the form of the building to change, from that of the traditional square or rectangular shape to more sculptured shapes. The new sculptured shapes do not conform to the rigid, geometrical street pattern.

The invention and subsequent popularity of the motor vehicle was the major external force in the changing shape of the city. The form of the city was forced to change considerably to meet the needs of the motor vehicle and the motoring public.

1.1.4 Economic Context

Greater investment in the tertiary sector saw the development of more office towers within the city centre as the new building techniques reduced the building cost per square metre and increased the lettable floor area. This displaced the traditional retail function at street level. It also led to a subsequent increase in land values in the city centre which, favoured the development of the office tower at the expense of retailing functions.

As a result of the economic pressures imposed by the push for more office space it was becoming increasingly uneconomic to maintain a large street frontage for retailing purposes. Accordingly alternative retailing forms were adopted. One solution was the internalisation of retailing, which occurred through firstly the department store, which still retained the traditional form and street facade, then the provision of on-site, off-street parking adjacent to the store and finally, in response to the regional shopping centre, the internal street or enclosed mall (private street).

A change in the form of retailing from the small specialist shop to the large department store or shopping centre was a response partly to the economics of retailing but also to the popularity of the motor vehicle.

The newer office developments also displaced manufacturing and industrial activities that had been located within the city. In some instances, despite the impact the new office development had, its introduction had benefits by displacing the unclean manufacturing and industrial uses.

1.2 Purpose and Objective of the Study

The study will focus on the development that has occurred in both the private and the public domain in and adjacent to the public streets within the central business district of Hobart during the post-war era. It will look at the philosophy behind such development and the subsequent deterioration of street life within the Hobart central area.

It will focus principally, but not entirely, on the streets as public spaces and on the impact the changes have had on street life and vitality within the study area.

It will determine to what extent Hobart is following the trends that have been identified and are leading to significant change in the traditional form and role of the city centres in other Australian capital cities as well as cities overseas. Given the scale of Hobart, its slow growth and so much of its history still being visible it is easy to identify the trends. Hobart is also ideal for the study of any counter trends which have emerged through the ideas of Jacobs and others since the 1960s. The study will further attempt to demonstrate that there is an alternative to the trends

and that this can be implemented through various means within the central area.

It will assess the influence, or lack of influence, that has resulted from the various statutory and non-statutory controls that have been in place in the post-war era.

Consideration will be given to the impact of the lack of cooperation and communication both at inter-government and inter-department levels in the decision making process and also the impact of specific professional groups on development in the study area.

After investigating the reasons or driving forces within Hobart that are behind the changes that have occurred it will make recommendations that can, through both statutory and non-statutory means, be adopted by various agencies and that would, in time, halt, reverse, or remedy the situation.

1.3 Nature of the City of Hobart

Hobart is the second oldest settlement in Australia, having been founded fifteen years after the original

settlement at Sydney Cove. The spatial history of the study area extends back to 1811 when Governor Macquarie's plan for Hobart was drawn up by Surveyor Meehan (see Figure C.1.6). It "set the spatial pattern for future development. Even the angled relationship of Harrington and Murray, Elizabeth and Argyle Streets (compared with the near parallelism of Elizabeth and Murray) remain." (Solomon 1976, p. 29).

Macquarie also established regulations regarding the erection of new buildings. The street width was set at sixty feet and buildings were to be set back twenty feet from the street. There remain today some legacies of the regulations which were later relaxed. One of these buildings is Ingle Hall, built in 1814, on the corner of Argyle and Macquarie Streets. The regulations were later relaxed and buildings were then allowed to be built up to the street.

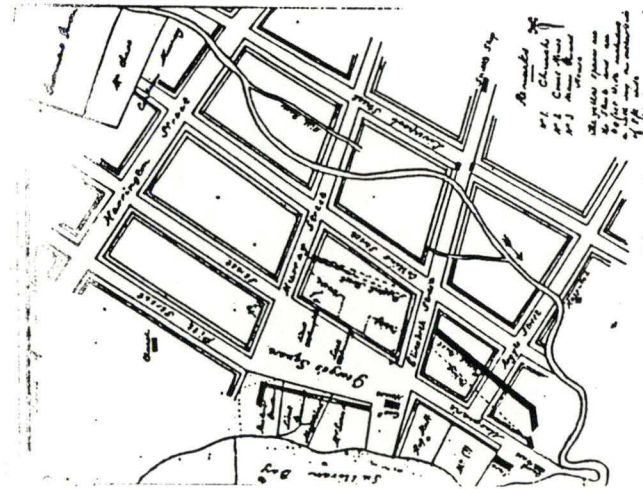


Figure C.1.6 Meehan's map of Hobart, the first street plan, prepared at the request of Governor Macquarie in 1811. Note the non-orthogonal nature of the intersection of some of the streets (from Solomon, p.30)

In 1992 Hobart celebrated the sesquicentenary of its proclamation as a city. At the time the fledgling settlement was proclaimed a city in 1842 it was the second largest settlement in Australia. Today it is Australia's smallest capital city. Hobart has, however, been in a position of primacy within the state of Tasmania since its early settlement, although this was challenged for a while by Launceston. "As it happened the two centres settled down to an approximately 2:1 population relationship which is easily the lowest ratio between first and second

centres in any of the Australian States."(Solomon 1976, p. 11)

As Hobart was a British settlement the form of the city has a strong European, and in particular English, influence and the architecture reflects popular architecture of the time from Georgian houses to the Victorian revival styles such as the Renaissance style of the Town Hall. "No single architectural period dominates the built image of the city. In this regard the central area of Hobart is an eclectic mix of differing styles." (CASP 1991, p. 1-2)

Hobart's setting is unique in Australia being the most southerly capital city, located on the shore of the Derwent River which provides a natural deep harbour in Sullivans Cove.

The core area of the city is located behind the cove which "was Hobart's birthplace and it remains the city's symbolic heart" (Sullivans Cove Strategy 1992, p. 7). The Wellington Ranges and Mt Wellington (1270 m) form a backcloth to the city.

The building forms and spaces within the cove are similar to those in the core area and are as much

under threat as those in the core area. Several examples will be cited in the study.

Hobart has continued to grow as the administrative centre of the state, but its importance in the commercial sphere has been eroded over the years by the dominance of public offices without street addressing activities at ground level. This has contributed in part to the phenomena the study will address.

1.4 Study Area;

The study adopts with minor variation the boundaries of Precincts 1-4 which are identified in The City Of Hobart Planning Scheme 1982.

These precincts cover the 'core' area of the City of Hobart and contain a majority of its retail and administrative functions. The area covered by Meehan's 1811 survey is also contained within the study area. Whilst Hobart has grown considerably since that time the street layout adopted by Meehan still has some significance today and plays a part in the form of the city.

Parts of Sullivans Cove have also been included in the study area because of its significance in the evolution of Hobart and also because of the presence of a number of developments which illustrate the problems which the project is investigating. Part of one of the adjacent precincts to the south-west of the C.B.D. has also been included to enable a number of recent projects to be identified that attempt (whether successfully or not) to repair the street form.

A map of the study area is also provided in Appendix 1 which identifies the location of buildings, streets and other features referred to in the study.



Figure C.1.7 The study area

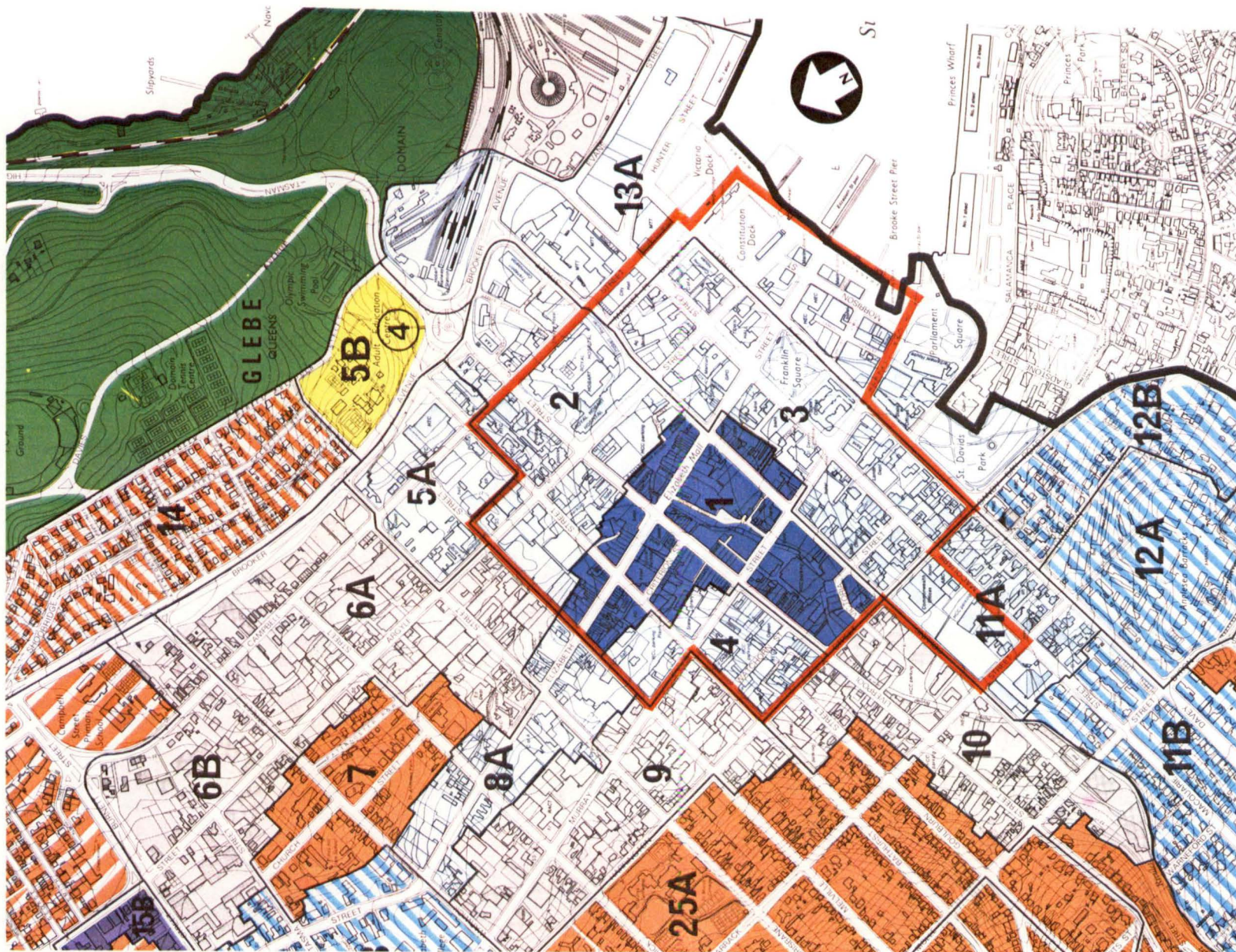


Figure C.1.8 An extract from the zoning map of the City of Hobart Planning Scheme 1982 showing the zoning and the Precincts (The dark blue zone is Central Retail and the lighter blue Central Commercial and Administrative)

Chapter 2



3.0 The Evolution of Hobart's Traditional Form.....

2.1 Early Hobart.....

2.2 1900 - 1945.....

2.3 Post 1945.....

2.0 The Evolution of Hobart's Traditional City Form

2.1 Early Hobart

Unlike some other Australian cities Hobart was not laid out prior to settlement. Whilst the grid pattern was adopted by Meehan, the layout of the streets was influenced by existing buildings. (see figure C.1.6) The remarks on the plan prepared by Meehan note that departure from the regular grid was made so as "not to interfere with many Houses now erected and which, if disposed of in a regular plan, must be entirely destroyed." (Solomon 1976, p. 29)

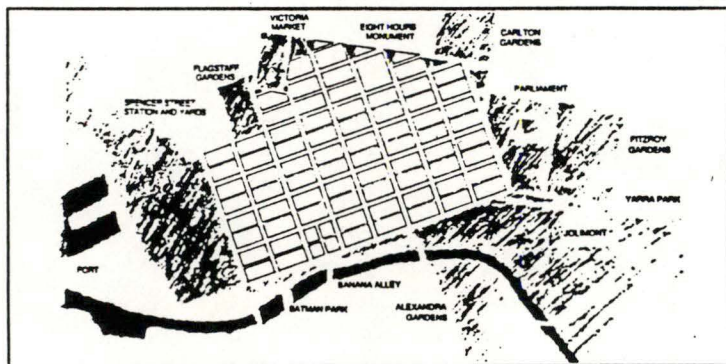


Figure C.2.1 Hoddle's plan for Melbourne exhibits the rectilinear grid pattern adopted by many surveyors for Australian cities (from Flannigan, p. 34)

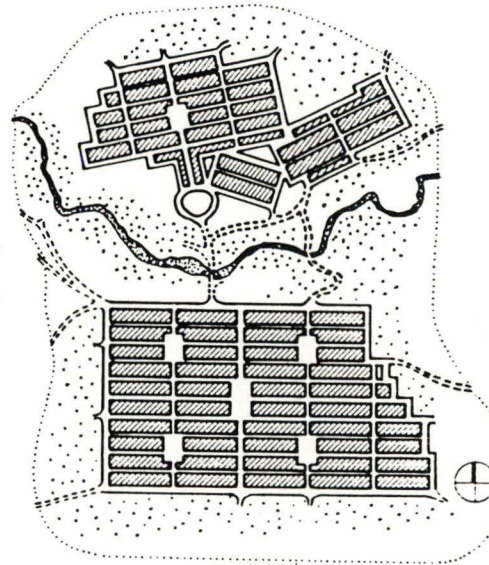


Figure C.2.2 Colonel William Light's plan for Adelaide shows the same rectilinear grid pattern as Hoddle's Melbourne plan. Both adopted a pattern of differing street widths (from Corporation of the City of Adelaide Urban Design Guidelines, p. 3)

Despite Meehan's good intentions a number of buildings were removed to allow for the implementation of the plan. However, despite a number of name changes the plan reflects the current street pattern in the core district.

A survey undertaken by Sprent in 1841 has been reproduced from seventy-four sheets which comprised Sprent's original survey and is shown in figure C.2.3. The Elizabeth, Murray, Collins and Liverpool Streets city block exhibits a principal

building form which is street addressing or similar with the buildings standing shoulder to shoulder to give a more or less continuous line along the edge of the street. Although not a figure ground plan figure C.2.3 shows how strongly Elizabeth Street (the central street angled toward the bottom left of the page) is given form by the buildings which flanked either side of it. This is also evident in parts of Liverpool and Collins Streets.



Figure C.2.3 The map is a composite of Sprent's original surveys undertaken in 1841 found in Solomon's *Urbanisation, the Evolution of an Australian Capital*, P. 116

The result is a more or less continuous facade to the footpath, punctuated by the odd laneway. The laneways, which Scripps (1992, p. 72) claims were "quite numerous", had activities which were "in the main confined to commodity production associated

with retail distributors, warehousing and delivery and newly established or marginal retailing enterprises."

The continuous facade along the footpath provides a strong interface between the shop fronts and pedestrian activity, with a linear, narrow urban space being formed. This space was accentuated by verandahs which projected from the upper levels of the buildings.



Figure C.2.4 This plan produced in 1866 emphasises even more strongly the form of parts of Liverpool, Elizabeth and Collins Streets created by the buildings. (from Solomon, p. 278)



Figure C.2.5 Although taken around 1900 the photograph shows how the buildings, which are standing up hard-edged to the street edge and abutting each other, have created a strong spatial form in the street. The photograph shows that as the buildings are limited to three storeys they give the street a human scale (note the height of the tram in the centre of the photograph).

2.2 1900 - 1945

This period was perhaps the time which heralded the changes that were to come. The new century brought with it technological changes unknown previously. Of these, the motor vehicle, steel-framed construction (a legacy of the Chicago School led by Louis Sullivan, Daniel Burnham, John Root and others) and the elevator were to provide the catalyst for unprecedented changes to the city form and function. The changes were, however, slow during the period with the tallest buildings in Hobart up to the 1930s still being three to four storeys. The T & G Building (corner of Murray and Elizabeth), M.B.F. Building (corner of Elizabeth and Collins), H.E.C. Building (corner of Davey and Elizabeth) and the C.M.L. Building (corner of Elizabeth and Macquarie) were all built in 1938 and all stretched the limits of tall buildings being seven storeys in height, except the H.E.C. Building was initially four storeys but was progressively increased to six.

However, despite the increase in the height of the buildings they still retain their relationship to the street and also retained the built form. All were still built up to the street edge and abutted neighbours.



Figure C.2.6 Hydro-Electric Commission Building, corner of Davey and Elizabeth Streets



Figure C.2.7 M.B.F. Building, corner of Elizabeth and Collins Streets

A visit to Hobart in 1914 by Charles C. Reade led to the creation of the Southern Tasmanian Planning Association. Whilst the Association's aim was the introduction of appropriate town planning legislation, in which it failed, it did influence town planning ideas with moves to improve the standard of housing and the demolition of the dilapidated area around

Wapping (a former inner city suburb located in the vicinity of the current Hobart Sheraton Hotel).

Similarly, with the car, there were changes as elements were introduced into the city form to accommodate the vehicle. Service stations and repair shops were built or building uses converted to provide the service. There were subtle changes throughout the city with coach builders becoming vehicle repairers and shops selling equipment for motoring rather than horse riding. Whilst some modifications were made to some buildings to accommodate the car, ostensibly the building form was retained. However, because of the low level of private ownership of cars and the extent of public transport at the time (including trams, trains and buses) the impact upon basic form was not great.

Perhaps the most significant effect of the vehicle was that in the 1930s verandah posts on the awnings of the buildings abutting the street were banned to avoid the possibility of a vehicle crashing into the posts and bringing the awning down. This resulted in a significant change to the streetscape and the nature of the street. Without the posts some awnings which were unable to be cantilevered were removed

and new buildings were built with no awnings or smaller and less ornate awnings were constructed.

The period concluded with the passing of the Tasmanian Town and Country Planning Act which provided municipalities with the powers to prepare town plans.



Figure C.2.8 Lower Elizabeth Street opposite the H.E.C. buildings (proposed site of future civic square), taken around 1920 (from Beatties, p. 29). The function of the building has changed but not the form.

2.3 Post 1945

1945 saw the preparation of the Cook Plan, the first planning scheme prepared for the City of Hobart. The plan, prepared by Melbourne engineer F.C. Cook, proposed zones throughout the city which amongst other things would control the heights of buildings. It stated that "it is suggested that the height now reached by the Temperance and General Mutual Life Society's building in Collins and Murray Streets should not be exceeded in the central business district of Hobart." (Cook 1945, p. 30). The building was a six-storey office block built in 1938 with a stepped clock tower and entrance in Art Deco style. Despite the plan still being under consideration in 1950 it never came to fruition as a statutory document with perhaps "the very ambitiousness of the plan being what ultimately killed it - the expense involved would have been enormous." (Scripps 1992, p. 8) However, many of the ideas in the Cook Plan reflected the thinking of the time about city development which was based on post-war city revitalisation. One idea was the clearing of 'slums' such as Wapping (referred to previously) and the Glebe (a suburb to the north-east of the city on the

western slopes of the Queen's Domain) and also the redevelopment of Battery Point, which has since been recognised for its significant historical buildings. There was also an emphasis on the engineering disciplines, with major roads proposed into and around the city and street widening and realignment within the city centre. Major redevelopments were also proposed within the city including large office blocks (an administrative centre or precinct centred around Franklin Square) and areas of suburban housing development.

The Holden, Australia's first mass-produced car, began production in the late 1940s. This, along with the increased popularity and acceptance of the car, led to an increase in private ownership of vehicles, and a new-found freedom for the population. A trend was soon established in response to the popularity of the motor vehicle.

The first suburban shopping centre in Australia, Roselands, was opened in Bankstown, N.S.W. in 1960 (others followed within Sydney and other cities), following the trend established in the U.S.A. in the 1950s. This was the catalyst for an exodus of

retailing from its traditional location within the city centre.

Changes in the building form became more evident with the office tower a free-standing structure surrounded by plazas, becoming the dominant form in the larger cities' centres. The form of the tower, with its plaza, broke from the traditional form that had evolved through early European influence and had come to characterise Australian cities.

Hobart lagged somewhat behind the rest of Australia in adopting the new built form. Scripps (1990, p. 73) states in respect to Hobart: "It was not until the 1960s and 1970s that the high-rise development really took off and the city's skyline was transformed from one which was still very much that of the Victorian Edwardian eras to one dominated by anonymous office towers."

The failing, however, of the anonymous office towers compared with the taller buildings built in the 1930s was not their height but their lack of respect for the street. The form was alien to that which had been previously in place. It stood as an object in space, being visible from all sides with each facade presenting the same face. It was generally

surrounded by open plazas or setback with entrances that retreated under the building. This building form was more severe in other Australian cities with Hobart having a number of 'gentler' examples.

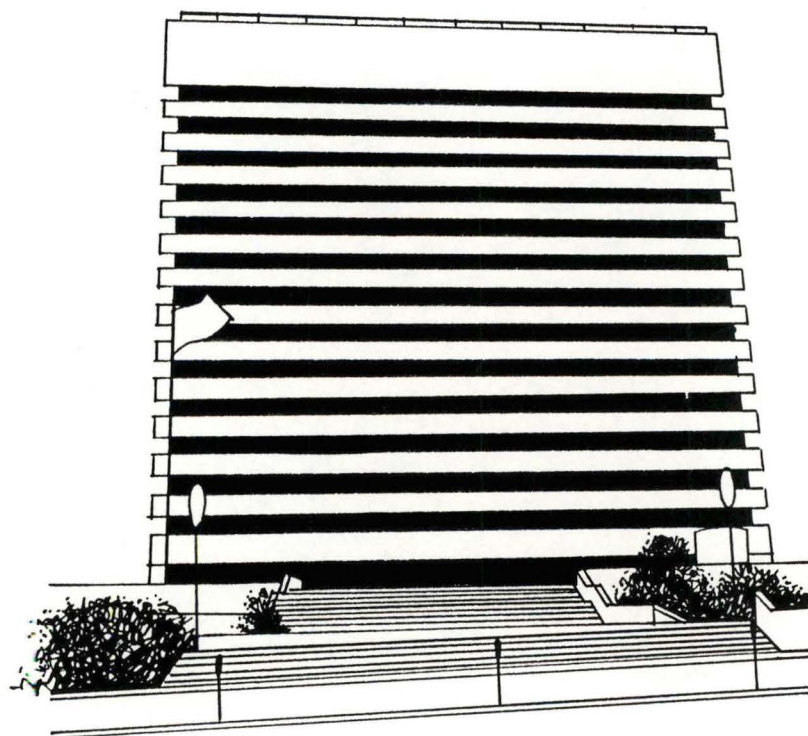


Figure C.2.9 The Commonwealth Offices at 188 Collins Street, built in 1974, was one of the first to exhibit the form of a tower block set back behind an open plaza.

Changes have been continuing up to the present day. Some have resulted in repair to the streetspace. However the period has also seen other changes such as malls and internal streets which have introduced a new type of 'streetspace' to the city.

The previous brief history is common throughout Australia with Hobart evolving in a similar fashion to other cities throughout Australia. Changes in Hobart, however, occurred at a slower pace and to a lesser degree than the larger state capitals. As a result the impact, whilst noticeable, is not as severe and there are perhaps opportunities to remedy the situation before the changes are irreversible.



Chapter 3.....

3.0 Public Spaces.....

3.1 Types of Spaces.....

3.1.1. The Street as a Space.....

3.2 The Form of Space.....

3.3 The Nature of Space-Place Theory.....

3.0 Public Spaces

3.1 Types of Spaces

There are three types of public space within the city. They are the street, the alley and the parks. The street is the primary space.

The street has evolved as a defined space mostly as a result of the rigid geometrical pattern adopted for many Australian cities by English surveyors. Also significant is the influence of European architecture on buildings built within the constraints of the street pattern. This pattern provided the framework in which buildings were aligned to the street. The streets became the primary spaces providing most of the activity, function, use and access within the city.

Alleys and smaller streets are secondary spaces. As in Hoddle's street plan for Melbourne they were deliberately part of the grid pattern. Others were to provide access to the interior of street blocks or between buildings. This sometimes led to another form of space, that of the internal court, an area usually surrounded by buildings.

The form of the alleys and courts is not as rigid as that of the streets, they can have an ad hoc pattern of occurrence and can also reflect both public and privately owned spaces. It has been suggested by Arundell (1982, p. 2.2.1) that there is a defined hierarchy between streets and alleys, there being a "contrast between building facades along the streets and the sides of buildings which define the laneways through the blocks". The arcades and alleys tend generally to run through or part through the blocks like short circuits. Their primary aim is to put the interior areas to use.

The other type of space is the park. Parks are mostly areas set aside for the enjoyment of the occupants of the city. They are less formal than the streets and alleys, containing elements not always found in the streets and alleys such as trees, fountains and public seating. These 'urban gardens' can be an entire street block or almost so (Franklin Square occupies 75% of the Elizabeth/Macquarie/Davey/Murray Streets block). They are described in the Sullivans Cove Strategy Plan (1991, p. 31) as being "variously delineated by lines of trees, walls or equivalents and their planted surface".

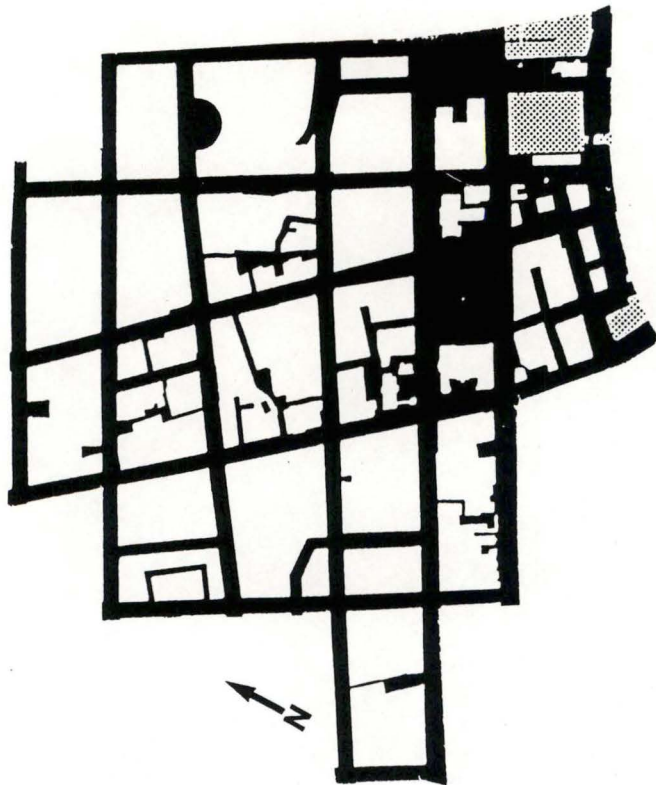


Figure C.3.1 Ground figure of study area showing publically accessible land including streets gardens footpaths and concrete aprons (from C.A.S.P Townscape Report)

Of these spaces the one most under threat in Australian cities is the street space. It has been created through deliberate but uncoordinated acts such as adopting the grid pattern layout for streets and having buildings enclosing and forming the

street into a definable space. In the same way it is being destroyed through other deliberate and uncoordinated acts such as demolition or the internalisation of buildings. Its creation through what could be likened to an evolutionary process is now being destroyed by erosional forces which in themselves appear to be evolutionary process.

3.1.1 The Street as a Space

"Insufficient attention has been paid in recent years to defining the qualities of successful streets as key public spaces in the urban context. Le Corbusier must take some of the blame for arguing in the 1920s that we must kill the street. We shall truly enter into modern town planning only after we have accepted this preliminary determination. Le Corbusier was arguing no doubt as a rationalist in an era in which religion seemed in decline, and the days of religious street processions - for Mumford the key to the 'visible city' - were clearly numbered. But streets have served other ritualistic functions - for demonstrations, flag day marches, carnivals and even motorcades - and can continue to do so." (Rudofsky 1982, p.148)

Buchanan (1988, p.46) also saw the unique importance of the street in urban life when he argues "It is often said that the streets are for the passage of traffic only, and although this may be a sound legal view it has obscured the fact that the streets perform other functions, some of them vital. They give access to buildings, they provide an outlook from buildings, they give light and air, they are settings for architecture, and they are the backbone of the everyday surroundings for many people."

Much of the inspiration for Dickens' novels came from the nineteenth-century street, and when ill in Geneva he admitted that his debilitation was due to an absence of streets. Buchanan (1988, p. 58) considers this is "over romantic, perhaps, in an era of pedestrianized town centres and muzak filled shopping malls, but there is still a chance that the unexpected will happen on a street, that people will meet, stop and gossip, renew acquaintances with long-lost friends 'bumped into' accidentally - that is less likely to happen in a suburban, workplace or institutional setting. Being 'street wise' or having 'street credibility' is still a much prized virtue among

the young and the 'street culture' survives as strongly as ever within youth, music and fashion cultures."

Wolf (1974, p.19) has other sentiments about the street. "In nearly all cities at all times the street has been conceived as a communal space, as everyman's turf; as the market; the place of assembly; the first place of business to be used by all of the people. Simultaneously it is the pulsating, often fluctuating border between the private public and administrative domains of which all cities have always been composed."

The public space can exhibit not only form but also function. It can function as an individual thing such as the 'main street' of a town, or as a network of public spaces which provide a variety of experiences at different times for different people. Trancik (1974, p. 35) describes the street space as one which "supports the normal behaviour of people, allowing them to move and act with ease; informs the users, communicates time, locations, functions and history, promotes the health, comfort and safety of users, protecting them from adverse climate, noise, pollution and dangers and engages and delights the user, providing visual rhythm and continuity, expressing

natural features and creating sequences." The street therefore provides an important component within the overall structure of the city. A component which can be, and is often, ignored by architects, engineers and even planners.

3.2 The Form of Space

In 1748 an Italian, Giambattista Nolli, produced a two-dimensional map of the City of Rome. The map employed a graphic technique which presented the buildings, the predominant field, as a darker mass which then allowed the streets, squares and insides of the public buildings, the open space, to become a figural void. Trancik (1986, p. 99) states that as a consequence the "open space becomes a figural void." The technique sees buildings being read as ground and the surrounding spaces, which are usually read as ground, becoming the figure. This according to Trancik (1986, p. 100) "is the opposite of the modern concept of space where the buildings are figural, freestanding objects and space is an uncontained void. In Nolli the void is figural."



Figure C.3.2 Part of Nolli's figure ground of Rome in 1748 (from Trancik, p. 54)

To appreciate this concept the description by Moughtin (1992, p. 133) when explaining the form of the street in the European city is that "it appears that the streets and public squares are carved from an original block of solid material." He goes on to say that "this is the city Sitte knew and loved; his visual analysis is based on this concept."

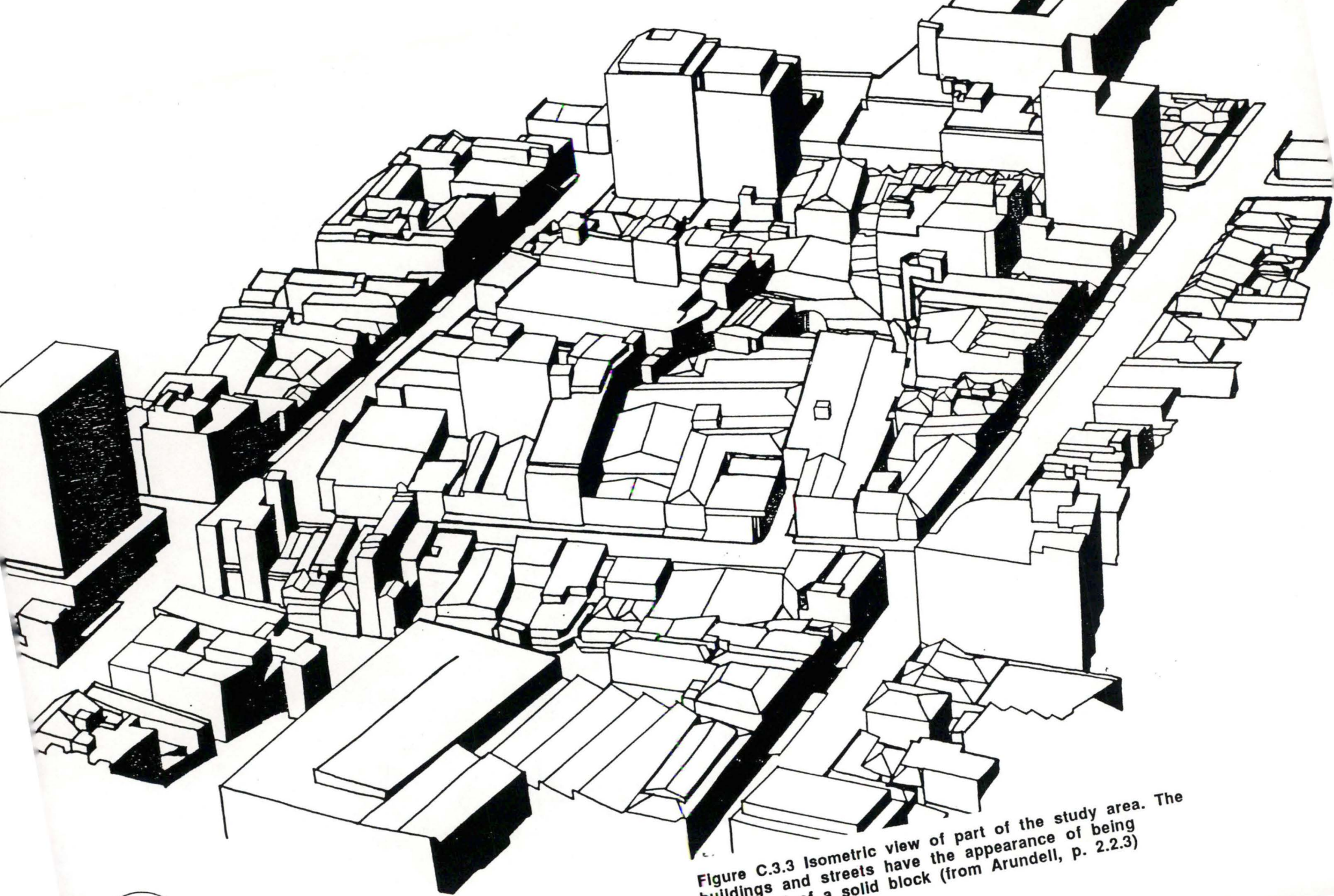


Figure C.3.3 Isometric view of part of the study area. The buildings and streets have the appearance of being carved out of a solid block (from Arundell, p. 2.2.3)



Sitte stated "The ideal street must form a completely enclosed unit! The more one's impressions are confined within it, the more powerful will be its tableau: One feels at ease in a space where the gaze cannot be lost to infinity" (Sitte in Moughtin 1992, p.139).

Trancik (1986, p. 101) goes on to express that such space "is the primary network of streets and squares, a category that corresponds to the predominant field of blocks and contains the active public life of the city. Historically, the streets and squares were the unifying structures of the city... Streets and squares were places to be, to spend time in, as well as corridors through which to move. Throughout most of urban history the network of streets and squares functioned as the principal structure for civic design and spatial organisation."

The technique of figure ground has become a powerful tool in urban design today. Studies using the figure ground theory allow the patterns of the spaces to be identified within an urban environment. It can also show the lack of formed spaces, and how the spaces are affected by different building forms. The loss of formed space has more relevance today

with the predominantly vertical nature of modern buildings which often occupy a small percentage of the site area.

One advantage of the figure ground technique is that it can be applied to a variety of urban landscapes over a period of years. Older surveys, drainage plans or any such maps which identify buildings can yield useful information when converted to figure ground. The evolution or destruction of formed spaces can be identified.

One can identify the type of building form that contributed to the formed spaces. Alternatively those developments which fail to contain the space and allow it to spill out and lose its shape and coherence can also be identified.

The figure ground maps of the study area (see figures C.3.4 - C.3.5) show how, at various times up to 1948 the streets and arcades have developed into a strong positive space as the buildings lining the street enclosed, contained and formed the spaces. The buildings are subservient to the space of the street. Figure C.3.6 provides an insight into the loss of spatial form that has occurred since 1948.



Figure C.3.4 Figure ground of study area, 1900



Figure C.3.5 Figure ground of study area, 1948

3.3 The Nature of Space (Place Theory)

Trancik (1986, p. 112) states that "the essence of place theory in spatial design lies in understanding the cultural and human characteristics of physical space. If, in abstract, physical terms, space is bounded or purposefully void with the potential of physically linking things, it only becomes a place when it is given contextual meaning derived from a cultural or regional context." It can be assumed that, in order to determine contextual space, many different events, artefacts, icons, relationships and buildings, both historic and contemporary, need to be appreciated.

A space can therefore, within a city or another location, because of physical characteristics specific to that place, create a 'sense of place' or a *genius loci* (a spirit of place). The concept of the *genius loci* was developed by Norberg Schultz who discussed the philosophy of transforming an environment into a meaningful place to dwell. A spirit of place has been discussed since early ages and has emerged to create an understanding of a place with social context. Consideration therefore of both the physical form and the social context are necessary to create a

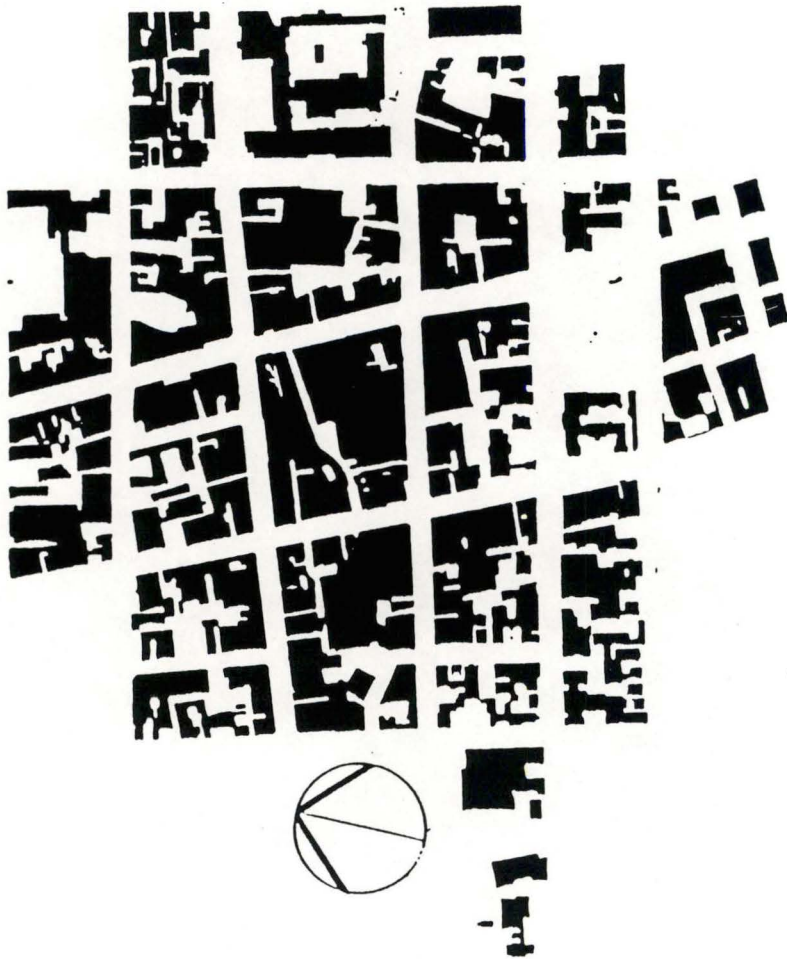


Figure C.3.6 Figure ground of study area, 1990

'place' out of 'space'. The more stable a space is, the more likely a sense of place will develop. Long-standing residents or users of a space can impose on that space their own feelings, needs, desires and cultures.

The rigid grid pattern of streets and alleys adopted in Australia and the form of the public spaces which have resulted are easily recognised whether one is in Adelaide or in Hobart. One has the same 'sense of place' in either city, because of the familiarity of the place, having evolved in the same cultural, social and regional context.

The same could not be said if Tokyo or Singapore were visited; both the physical form of the space and the sense of place would be alien because of the differing cultural and regional context. The Modern Movement, or Modernism, however, would have it that there is a sameness of place, that the architecture would reflect some type of internationalism.

The sense of place is born out of the history of the place, i.e. how it evolved given its cultural context. Kevin Lynch, who is the author of several books on place theory, states that "just as each locality should

be seen as continuous with the recent past, so it should seem continuous with the near future. Each place should be made to be seen as developing, charged with predictions and intentions." (Lynch, in Trancik 1986, p. 115)

What Lynch is implying is that, in the past, development (styles, sizes, context etc.) has respected its predecessors and that in the future it should continue to do so, so that it reflects a continuum in time.

Trancik (1986, p.115) states that "perhaps the most destructive aspect of the Modern Movement and of recent trends in planning has been the self-aggrandisement of designers." Trancik is suggesting that to exalt themselves designers are seeking self-aggrandisement and are losing sight of the humanistic need for space, and of the historical context and the essential qualities of space.

Lynch, in his work *Image in the City*, looked at the city in parts to attempt to define a theory of place. He identified five elements which he called 'elements of urban form': these were paths, edges, districts, nodes and landmarks. He considered that "successful urban spaces" met the following criteria: "(1) legibility: the

mental picture of the city held by the users of the street; (2) structure and identity: the recognisable coherent pattern of urban blocks, buildings and spaces; (3) imageability: user perception in motion and how people experience the spaces of the city."(Trancik 1986, p. 120).

The five spatial elements of the city provided physical reminders which enabled people to comprehend the legibility, structure and identity, and imageability of the city.

Place theory, as the name suggests, is a theoretical concept of space and it is not the intent of this study to support one theory or another. These theories and others provide a framework in which urban designers can work. If used the result can be a place or space which 'works'. If ignored the result could be detrimental to not only the space but the fabric of the city itself.

A brief outline of the theory has been provided to provide an insight into the complexity that exists when looking at the spatial detail of cities, and also to show the theoretical background that supports (and in some cases does not support) some of the observations provided in the study.

3.4 The New Typologies

The preceding Section in this chapter has recognised the street as a space within the context of the city. It has described a classical typology, that of the traditional retail street within the city. What has been occurring is the introduction, into and over the classical typology, of a new typology. Three of these new typologies are very evident within the study area.

3.4.1 The Mall as a Transformation of the Street

The mall was borne out of a world-wide trend which had its origins in the 1960s and 1970s in the U.S.A. and Europe. Victor Gruen's celebrated pedestrian mall in Fresno, California became the subject of a film which toured the world including Australia. It was perhaps the catalyst of many malls throughout Australia.

The mall was seen as a answer to the increasing popularity of the shopping centres (which are

commonly known as malls in the U.S.A.) which were developing throughout the country.

The creation of a pedestrian mall was seen as having all the advantages of a shopping centre in the city without the disadvantages of the vehicular movement associated with the traditional shopping street.

Hobart's first mall was built in 1978 closing off Elizabeth Street between Liverpool and Collins Streets. Elizabeth Street is historically part of the major north-south linkage in not only Hobart but also the State. The Mall creates a barrier to vehicular movement which is now being directed elsewhere, creating increased traffic flow in other streets. Observations in Murray Street between Liverpool and Collins Streets (which runs parallel with Elizabeth) at any time of the day will reveal the quantity of cars using the street. There are other problems within this part of Murray Street as the result of other developments. This will be discussed latter.

Elizabeth Street not only provides for vehicular and pedestrian movement but also provides a visual link between the city and Sullivan's Cove. The vista of

the docks and the River Derwent beyond has been destroyed by the ad hoc location of planter boxes, large 'suburban' trees and play equipment and the podium within the mall. The visual link to the river has been lost.

The only concession within the mall to its origins as a street are two parallel "gutters" (see see figure C.3.7) which delineate the former transition between road pavement and footpath and provide drainage.

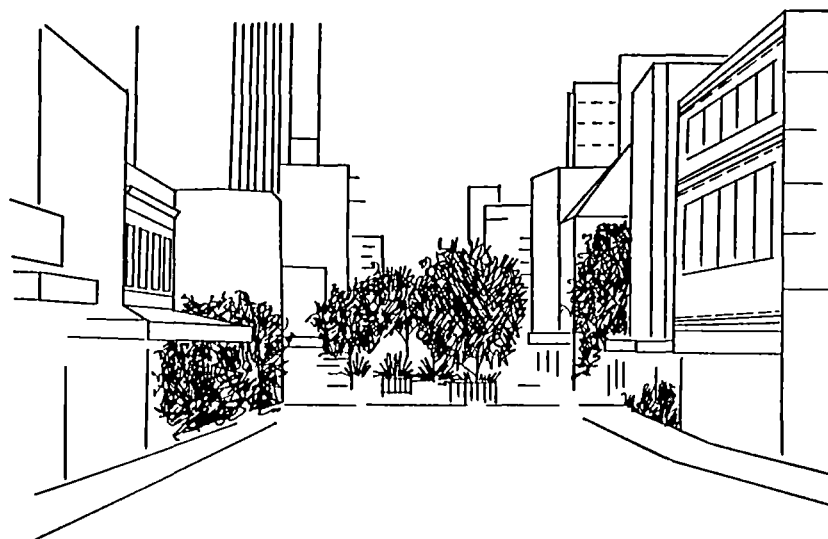


Figure C.3.7 The Elizabeth Mall looking south

The pedestrian movement within the mall is principally linear (north-south) as it was prior to the mall construction. Many people still choose to follow the alignment of the old footpath. This is for several reasons: the awnings along the frontage of the shops provide shelter, the shop windows (mostly intact for the length of the mall) provide stimulus and the shops themselves provide a destination. The randomly placed objects which clutter the view make traversing the centre of the mall somewhat difficult.

The introduction of alien objects in a random pattern such as trees, furniture, non-traditional paving and freestanding artworks detract from the linear spatial form of the street. Shelton (1988, p. 65) suggests "paving and the placement of trees (if appropriate) and furniture should reinforce the spatial form of the street." The objects within the mall do not reinforce its spatial origins and create an environment alien to the surrounding streets.



Figure C.3.8 Plan of Elizabeth Mall showing location of planters, seating etc.

With the exception of the Argyle Street Carpark there is no great generator of pedestrian traffic on the eastern side of the mall that necessitates the unimpeded east-west flow of pedestrian traffic. Pedestrians could easily traverse a narrower road pavement if appropriate traffic-calming methods were in place.

As a result the mall could still achieve its objective of providing a place to sit, be entertained by buskers or watch children play while allowing limited vehicular movement through it.

Compare the mall with the new bus terminus built between Collins and Macquarie Streets in Elizabeth Street (see photo) which is in effect a transit mall (it is accessible to buses, service vehicles, taxis etc.). Pedestrian movement is similar to that in the mall, principally north-south. People still cross from east to west frequently, because they are aware of the reduction both in traffic speed and numbers. The terminus also provides a pleasant place to sit despite the vehicular movement which occurs within it.

Allowing vehicular movement albeit limited may solve one of the mall's failures, which is that it is primarily a daytime space. As Flannigan (1992, p. 286) states, "A pedestrian mall that is devoid of people can appear desolate and threatening."



Figure C.3.9 Elizabeth Street bus terminus looking south

This is the case with the Elizabeth Mall it becomes an alien place after dark. Whilst Hobart is not inflicted with the ills that contaminate many American cities it is possibly only the brave or foolhardy that enter the mall at night. Levinson (in Flannigan 1990, p. 38) suggests that "the problems of pedestrian activity and safety must be recognised. Sometimes it may be necessary to allow cars on a transit street during evening hours."

"There are good reasons for believing that dual (though highly regulated) use of pedestrian areas at night by both people and cars should be developed; there are many examples in North America and in Europe of controlled car traffic in areas where pedestrians retain priority." (Worpole 1992, p. 65)

The benefits of the Elizabeth Mall are perhaps outweighed by its failings and by the impact on other streets within the C.B.D. which have been changed to accommodate the traffic that previously travelled along what is now the mall.

3.4.2 The Internal Shopping Centre as a New Shopping Street

Liverpool and Collins Streets within the city centre have one major similarity: they are both busy roads with retailing on both sides of the road. This form of retailing has been established since the 1880s. Of all the threats to the continuing viability of streets such as these the most significant does not come from the suburbs in the form of the shopping centre but from

within the city itself in the form of the internal shopping street.

The Centrepoin complex in Murray Street is an example of a development within the study area which is a response to the suburban shopping centre. It apes many of the characteristics of the suburban shopping centre by providing its own carparking in a multi-storey carpark accessed from Victoria Street. (The carpark itself has an impact on the street and this will be detailed later) Its pedestrian movement is internal and circular, it presents little to the street aside from the vehicular entrance and main pedestrian entrance and it has established a internal theme of its own which does not relate to the street.

The centre has developed its own entrance (see photo) at the expense of the existing and traditional arcade that provided access to the centre of the block: Bidendopes Lane. The centre presents a formidable facade (see figure C.3.11) at the end of the lane which detracts from its charm as a small shopping arcade. The centre could have made more use of the arcade. The centre is closed of at night; even the retail outlets that front the street (that also

have access from the interior) cannot be accessed after hours.

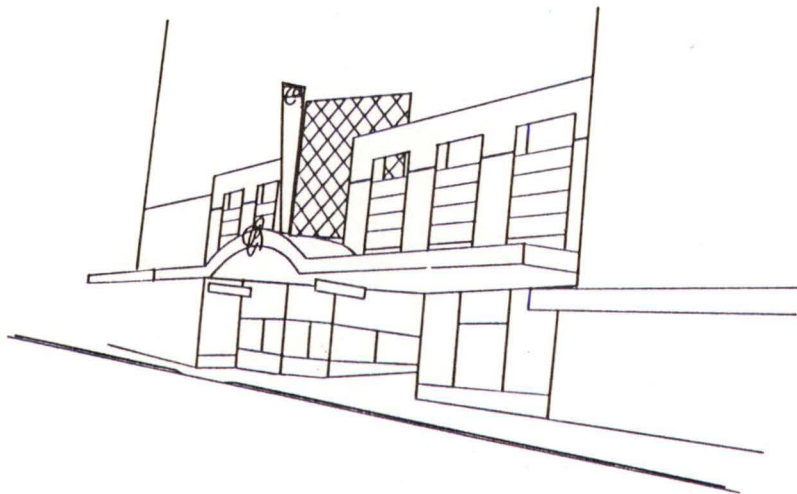


Figure C.3.10 Centrepoint entrance, Murray Street



Figure C.3.11 Bidencopes Lane. Note sign indicating entrance to Centrepoint

Flannigan (1991, p. 43) suggests that developments such as Centrepoint "destroy the shopping street in two prime ways by providing : an inverted built form, the primary focus being on an internal private space : an antisocial interface between the public and private domains."

Whilst the Centrepoint development exhibits the characteristics of Flannigan's first point it is not guilty of the second point except in relation to Bidencopes Lane.

It does have an effect on the movement of pedestrian traffic, in addition to it being internalised. The position of the entrance opposite the entrance to the Cat and Fiddle Arcade has resulted in a pedestrian flow which now bisects two city blocks (see figure C.3 12). However, the movement within Centrepoint is not what is recognised in older arcades. "Most of the older arcades in Australia are directional: running between streets with the relationship between streets being comprehensible at a glance Most of the new shopping forms are not comprehensible from within even from several positions. They tend to be disorientating, with walkways that encourage shoppers to remain inside: the ultimate design

resembles a circle in which shoppers end up where they started." (Flannigan 1991, p. 44). The meeting of the two styles of 'arcade' has also created problems.

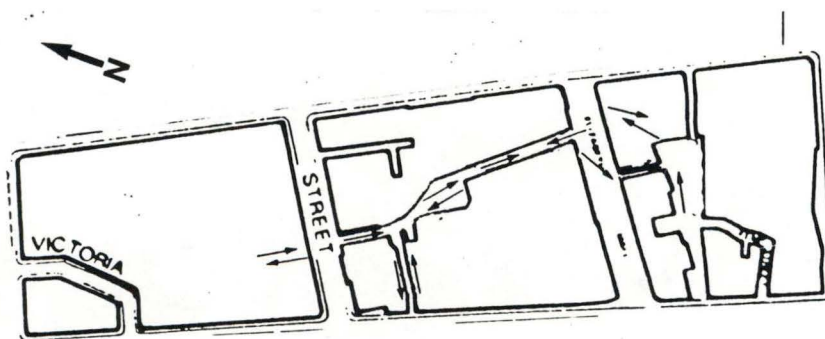


Figure C.3.12 Pedestrian movement through Hobart's central blocks.

This has led to a decline in the quality of Murray Street between Liverpool and Collins. The street carries a high volume, partly as a result of the closure of Elizabeth Street (as discussed previously), which tends to make it an unpleasant place to be.

The uses along the frontage changed considerably and consisted mainly of financial institutions which because they don't rely on passing trade do not

present an 'active' shop front. There has, however, recently been a reversal of this trend with a number of 'up market' clothing outlets being opened. It is suggested that this is a reaction to the high rents required for retail space in Centrepont.

The carpark provides access directly into the centre, so there is no need to negotiate any of the streets surrounding the centre. This has an impact on the street since pedestrian movement is totally internal (see figure C.3.13) The development does not contribute to the street vitality; in effect it does the opposite.

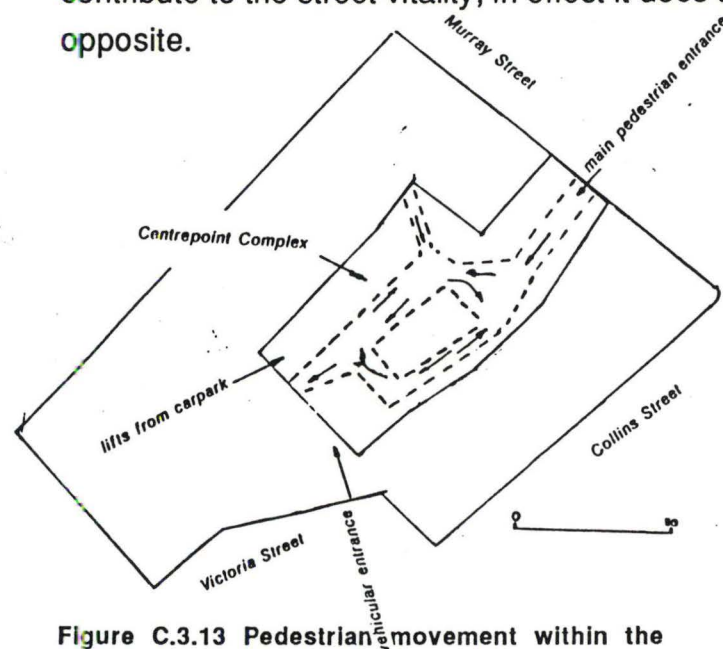


Figure C.3.13 Pedestrian movement within the Centrepont complex.

The entrance to the carpark is provided at the rear of the centre, away from its public face in Murray Street. Here the car dominates over the pedestrian as the entrance to the carpark, combined with an adjacent entrance (which serves a number of businesses fronting Liverpool and Harrington Streets) occupies 30% of the frontage of Victoria Street between its intersections with Collins and Harrington Streets. The spatial definition within Victoria Street has been lost through development of the carpark and its entrance. Provide both photos or sketches and plan of street frontage

The impact of Centrepoin in general terms has been the transformation of the existing shops along Murray Street, the pillage of a number of successful businesses and the utilising of the social attributes that have evolved in the traditional street without providing any tangible benefits to the community or the street.

3.4.3 The Privatised Space

There is also an increasing trend, at specific times, to deny the public access to what have traditionally been public spaces.

An important linkway within the study area is the Cat and Fiddle Arcade. This shopping arcade is an extension of a former lane or alley of the same name. It evolved out of a plan envisaged by Charles Davis at the beginning of the 1900s. In 1956 it was opened up to connect Charles Davis, Fitzgeralds and Brownells (three major department stores). Designed by Architects Philp, Lighton, Floyd and Beattie it gave access to thirty-eight shops and to those three large stores (the large department stores of Charles Davis, Fitzgeralds and Brownells it linked).

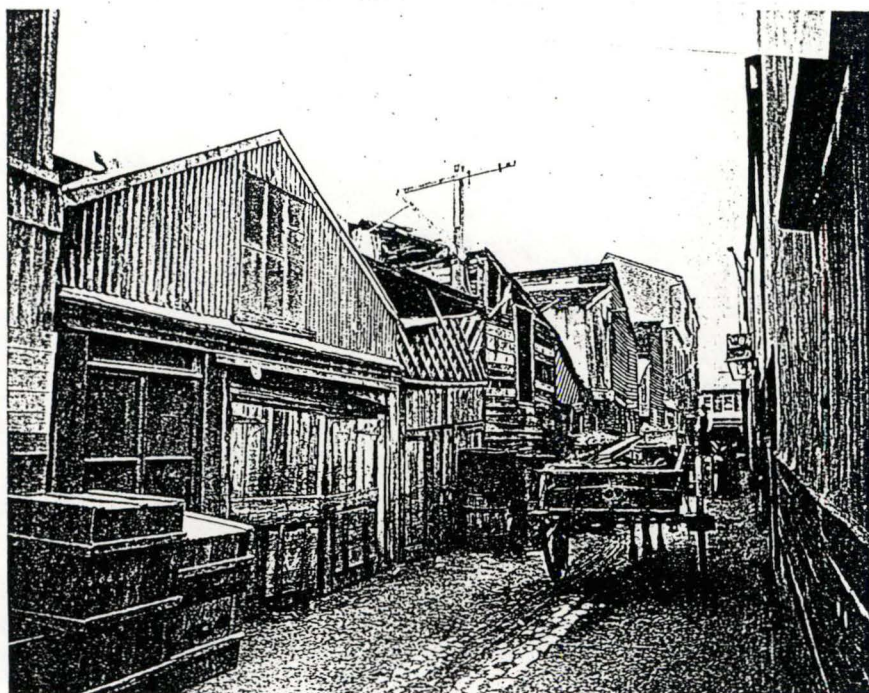


Figure C.3.14 Cat and Fiddle Alley 1880.

The opening up of the Cat and Fiddle Arcade transformed the main city block: it was possible to walk through it rather than around. It did not, as was to be the case with other developments in future years, detract entirely from the retail function of the buildings fronting the streets of the main block. There still existed a 'live' frontage to the surrounding roads for the main stores which were linked to the arcade. In its form, therefore, the Cat and Fiddle Arcade was similar to other arcades throughout Australia.

(Flannigan 1991, p. 45) recognised that "Most of the older arcades in Australia are directional: running between streets, with the relationship between streets and arcades being comprehensible at a glance."

Two developments that have occurred to the arcade over the last ten years have had considerable impact on the nature of its space. Firstly the 'atrium' area in the centre of the arcade was roofed. This changed the identity of the space. It was no longer read as being a public space but as someone else's. There was no easily recognisable interface between private and public domain when one moved from a shop to the atrium area.

The privatisation that resulted from the enclosing of the arcade extended to the establishment of small freestanding retail outlets which spill their goods onto the public space. This may have created more interest for the users of the arcade, and it remains an interesting space with the diversity of visual stimuli from the shops that line the arcade.

However, this diversity and interest has now been denied to those who wish to venture into the arcade

after six o'clock of a night or prior to six o'clock in the morning.

The arcade, once a public space, accessible at all hours, now apes the large suburban shopping centre and after opening hours puts up a public face of shuttered windows and locked gates.

It retains the convenience of the street during the day with access to the retail outlets when closed, however, it serves no purpose. There are no window displays to stimulate the visitor and no chance to window shop; it has become alien.

There are other arcades within the study which have suffered the same fate as the Cat and Fiddle. Wellington Walk, which links the Elizabeth Mall and the Bank Arcade, is now closed outside retail trading times, as is another small arcade which links the Bank Arcade with Liverpool Street. The metal gates (see figure C.3.15) allow the public to glimpse the shops inside but like the shopping centre they deny access and therefore reduce interest and the area becomes less inviting.

As a consequence several of the smaller and more intimate public spaces are lost from the network of

public spaces within the study area. Also lost are the interest and vitality which such a network provides within a city centre.

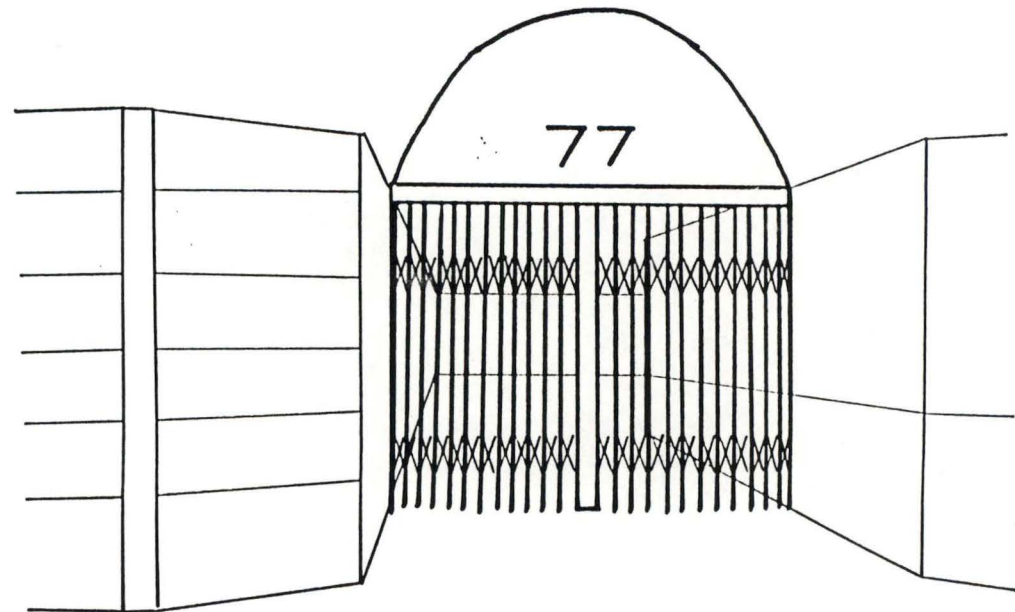


Figure C.3.15 Access to Wellington Walk is denied at night.

Chapter 4.....

4.0 The Erosion of Public Space.....

4.1 The Erosion of the Basic Form.....

4.2 The Erosion of Detail.....

4.2.1 Building Detail.....

4.2.1 Spatial Detail.....

4.3 The Loss of Function.....

4.4 The Conflicts of Professionalism and Bureaucracy.....



4.0 The Erosion of Public Space

The previous chapter described the nature of public spaces. It is the erosion of these space throughout the city which is contributing to a loss of the sense of life and vitality which was easily recognised in cities such as Hobart. Erosion of public spaces is, however, occurring in various ways.

4.1 The Erosion of the Basic Form

The basic form of the public city is the network of spaces that are defined by the buildings which create them. Worpole (1992, p. 68) suggests that "the city is the spaces, the spaces that are defined by the buildings that flank either side of the street. If the space is eroded then the city itself is lost as the spaces are no longer definable and the sense of place is lost."

The street space is eroded by the loss of spatial form. This can occur through the loss of continuity along the street. The loss of a building through demolition or the erection of one which does not conform to the traditional pattern impacts on the spatial form. The

space is no longer contained: it is no longer an easily recognised spatial form.

Krier (1975, p. 81) suggests that "The erosion of urban space is an on-going process which has been with us for the last fifty years in the guise of technological process serving a demographic society."

Trancik (1986, p. 103) states that "throughout most of urban history the network of streets and squares functioned as the principal structure for civic design and spatial organisation. Too often today they do not serve this role, as the mixed use street has been replaced by the shopping centre."

Shelton (1990, p. 24) is of the opinion that "first there was a consistency of development in cities in that buildings were conceived as street making (i.e. space making) elements - a traditional typology. Then there was again a consistency of development in that most new buildings were conceived as individual objects - a Modernist typology." He considers that the traditional form is being attacked and destroyed by the new development "to result in fragmented landscape of opposite and incompatible forms".

The Sullivans Cove Strategy Plan (1991, p. 28) states that with modernism "the form of the individual buildings becomes the expression of its own function and structure. As a consequence, formed public spaces such as streets were seen as an impediment to such expression."

4.2 The Erosion of Detail

4.2.1 Building Detail

Spatial form was not the only thing which buildings gave to the street. The building detail, fenestration, entrance, ornamentation and decoration all added something to the street. It is the relationship of this 'public' face to the space which contributes significantly to the life and vitality within the street space. The loss of this detail occurs when the building presents its back to the street space and has a blank 'public' face. Shelton (1986, p. 36) suggests that "a blank wall may give definition but it does nothing to add to the interest of the space or support activity within it and so reinforces the street as a purely functional road."

4.2.2 Spatial Detail

In addition to the loss of the traditional typology which is at the macro scale, there are also changes, at the micro scale, within the existing streetscape that impact on the street. Examples include the innovations or changes in the form or type of elements which make up the traditional street, such as signs, paving and lights.

The simplicity of the traditional street space is being changed by the presence of various forms of visual communication, with buildings being obscured by signage or having become signs themselves. Building detail and form are being masked or screened by the introduction of street tree-planting. A myriad of paving types, colours and textures are used to delineate spaces, and to direct and confuse people.

Pavements and pedestrian ways are reduced in importance in favour of the vehicle by physically reducing their width, accessibility and priority.

4.3 The Loss of Function

Not all of the erosion of street spaces occurs in the structural or physical sense. The loss of residential or retail uses can reduce the significance and importance of the street to people. It then becomes underused or abandoned by people and is turned over to the vehicle to become a traffic artery. It changes from a 'people place' to one dominated by the car.

A pedestrian use can be retained during the day, but this can be lost at night because there is no residential population. The city needs people, to maintain the vitality of the street once the shops are closed and the workers and shoppers have gone home.

Whilst there may not be a resident population some vitality can be retained by allowing for a variety of uses. Restaurants and cafes which open late at night can add to the vitality of the street after hours.

The erosion of public spaces is later referred to as an evolutionary process. However, it is a process which could only occur in the appropriate environment. This

environment has been created by the increase in bureaucracy and professionalism.

4.4 The Conflicts of Professionalism and Bureaucracy.

In an environment as complex as a city centre there are competing and conflicting, professional as well as non-professional, values, views and opinions by providing the appropriate environment. These have contributed in part to the erosion which has occurred in the public spaces, described in this chapter,

In addition there are a number of statutory bodies and professions who are responsible for the area of their 'expertise' within the city. It could be, for example, the Engineering Department of the local Council looking after traffic management or a State Government Department of Transport concerned with movement of public transport.

There are conflicts between professions, between state and local governments and even between departments in the same level of government. It is these conflicts which have also provided the

appropriate environment in which the erosion of public space has occurred without that fact being easily recognised.

The architect can see the city centre as a place to exhibit, in a built form, an example of design or an individual expression of his or her skills as an architect.

The engineer, however, tends to look at the city centre in terms of management; Management of services (water, stormwater, sewer etc), management of traffic and of people. To this end the engineer requires from the architect some concessions in his design to provide a vehicular entrance of a particular width or grade, a specified number of parking spaces or a building alignment or setback to enable safe ingress or egress.

Both tend to look at the building to a degree in isolation, having little regard to the likely impact on the adjacent building or the street generally.

The planner is also guilty of taking a narrow view and assessing a particular development as if it stood alone. The questions that need to be asked are: How will the building fit in? Are there streetscape

implications? How will it impact on the adjacent properties as a result of its use, height, bulk and vehicular and pedestrian traffic generation?

All professions do exhibit a degree of flexibility; in some cases, however, this is not enough to enable the proposed building to fit into the existing street without causing some degree of impact on the form, nature or use of the public space. In some instances this impact for the particular site may be minimal but a number of such developments within a street can have considerable impact. This will be discussed in one of the case studies.



Chapter 5.....

5.0 Agents of Erosion.....

5.1 Statutory Controls.....

5.1.1. Zoning By-laws.....

5.1.2 The UDPA Scheme.....

5.1.3 The Horner Scheme.....

5.1.4 The Sealed Scheme.....

5.2 The Motor Vehicle.....

5.3 Architectural Philosophy.....

5.4 The Impact of Changing Landuse.....

5.4.1 Retail Uses.....

5.4.2 Residential Uses.....

5.4.3 Administrative Uses.....

5.4.4 Manufacturing and Industrial Uses

5.0 Agents of Erosion

It will be demonstrated that throughout the study area there is an obvious cause-and-effect relationship in the changes which have occurred in both spatial and building detail and form. There are a number of major causes of the change in the form, nature and perception of the public spaces. These I have called the agents of erosion. There is a similarity between the gradual way in which a coastline is altered by the action of waves and the way the public space is altered by the action of statutory bodies, by the introduction of new elements and activities and by the philosophy of design.

5.1 Statutory Controls

Council's control of development within the study area has been, since the Second World War, through several different statutory means. The current planning scheme, The City of Hobart Planning Scheme 1982, has been in effect since December 1991. Prior to this, despite several attempts to produce a sealed planning scheme,

statutory control was not exercised by sealed schemes but by a number of interim planning documents (Interim Orders) and the zoning by-laws.

5.1.1 Zoning By-laws

After the failure of the Cook Plan (see section 2.3) to achieve any status as a planning document a number of by-laws were introduced. These by-laws, introduced in 1951, provided for a number of zones throughout the city. The by-laws were a crude development control device in that it identified uses which were prohibited in each zone. They state for example that, "No person shall within any business zone (the zone which generally covered the study area) use any land for :- a saw mill or saw bench, engineering in which power hammers, riveting machines or noisy metal cutting machines are used and a wide range of manufacturing, such as the manufacture of bricks, plaster board and paint." (City of Hobart Zoning By-laws, pp. 4-5) Some of these activities had been evident in the study area in the 1950s and the By-law was presumably responsible for their later decline.

The By-laws continued in force throughout the 1960s when the first real changes in the city's form were beginning to emerge. The first 'modernist' tower was built, cars were becoming more dominant and land use in the C.B.D. was starting to become dominated by the office.

The By-laws, whilst prohibiting the use of the city centre for a blast furnace or metal melting plant, provided little control over the form of the new building type that was emerging to cater for the cars and the office worker.

5.1.2 The UDPA Scheme

The Zoning By-laws controlled development within Hobart until 1974. When in 1974 the Council appointed UDPA Planners from Sydney to prepare another planning scheme for Hobart. The scheme was adopted as an interim measure in 1976.

The plan prepared by the UDPA planners was the first to introduce plot ratio. It proposed a plot ratio of 5:1 within the central commercial area and also a setback. It stated that "where a development at

ground level at the street frontage is designed or intended for retail use, the building line is to be set one and a half metres back from the boundary between street pavement level and the area at a level three metres above pavement level, and the area between the building line and the street boundary is to be paved to form an extension of the footpath." (UDPA Planners 1973, p. 91)

It also provided for a similar setback in the retail area for buildings fronting Liverpool, Murray, Elizabeth and Collins Streets. The T.B.T. building on the corner of Murray and Collins Streets reflects the requirement of the UDPA Scheme. The building, opened in 1976, displays setbacks to both streets with only the upper floors extending to the street frontage.

The Scheme resulted in a number of developments such as the T.B.T. Building in which erosion of the spatial form occurred. This was not, however, the intention of the Scheme, with the resultant erosion being implicit rather than explicit.

The Scheme did recognise the possible loss of an active face to the streets within the retail area and required all lettable floor space at ground level at the

major street frontage to be used for a shop, cafe, bank or hotel, a use which required direct public access.

5.1.3 The City of Hobart Scheme (Horner Scheme)

A new planner was appointed by the Council in 1980: Coming from Adelaide, David Horner had worked with a unique planning document the City of Adelaide Plan 1976. The approach of the Adelaide Plan to divide the City of Adelaide into Zones and Precincts in which there were, for the Zones, Zone Objectives, and statements of Desired Future Character for the Precincts. Horner introduced both of these concepts into the Hobart scheme he prepared in 1982.

The Zone Objectives and statements of Desired Future Character were to become the qualitative "standards" in the Scheme, whilst quantitative measures were controlled by such things as plot ratio, height and dwelling unit factor (this related more to residential development).

The Scheme, which was adopted in 1984 as an Interim Order, had a number of contradictions in its provisions relating to plot ratio and heights.

It provided within the Core District a height limit of 42 metres and a plot ratio of up to 7:1. This has resulted in developments having either a site coverage of 50% to achieve the maximum height or a podium which is built to the site boundaries and a tower with a floor area of less than 50% of the site. Woolley (1991, p. 17) questions "what was the scheme endeavouring to accommodate; high rise within the Core District as the height limits would suggest or relatively low rise as the plot ratio provisions of the Scheme would suggest, particularly when interpreted against the qualitative standards of the Scheme?"

The consequence of these provisions was a number of proposals, that did not proceed, such as the Imperial Hotel redevelopment at 138 Collins Street and the King Cole development on the corner of Argyle and Collins Streets. One proposal that did proceed was the A.N.Z. Centre at 22 Elizabeth Street, which resulted in a tower set back behind a podium. However, this development retained the

original A.B.C. building facade to Elizabeth Street and the original building facade to Macquarie Street.

Also, to achieve economies of scale, the amalgamation of lots to enable a larger scale of development has been proposed as is the case with the King Cole Development (corner Argyle and Collins Streets). By lot amalgamation the plot ratio is such that sufficient floor area can be built to make the building economically viable.

The provision of a bonus plot ratio for "facilities and features approved or required for the benefit of the city or the particular Precinct" (City of Hobart Planning Scheme 1982, p. 12) allows for the inclusion in the development of plazas and terraces. This can in effect provide a setback for the development notwithstanding the provisions of the Townscape, Amenity and Environment standards in the Scheme, which would encourage the reinstatement of the street form.

5.1.4 The Sealed Scheme

The City of Hobart Planning Scheme 1982 operated as an Interim Order from 1984. As a result of various

decisions of the Special Commissioner for Town and Country Planning following objections to the Scheme, and revision of some of the Codes and Schedules, an amended Scheme was launched in December 1990. It operated as an Interim Order from 1 May 1991 to 9 December 1991, when it was finally sealed.

Both of the schemes since 1982 have provided some urban design detail or guidelines. This was done with both quantitative and qualitative standards. Like the interim scheme some of the qualitative standards are spelt out in statements of Desired Future Character for each Precinct.

The current scheme is similar to the 1982 "interim" scheme in that for the Central Retail Precinct the statement of Desired Future Character states that "streets should be characterised by continuous facades. While large plazas and tower blocks are inappropriate, the occasional setting back of frontages should be encouraged to provide intimate spaces." (City of Hobart Planning Scheme 1982, p. 20).

The effect of the occasional setback is, however, to break the continuous facade that gives the street space its form. Whilst it pre-dates the schemes referred to in this section, the Tourist Bureau Building at 80 Elizabeth Street (see sketch) exhibits an 'intimate space' which is the only break in a continuous facade along both sides of the street within the block.

The interim scheme also provided that "a network of malls, arcades and through site links should be characterised by bright shop windows, displays and activities ... pedestrians should be of primary importance with continuous shelter and easy grades provided wherever possible. The built form of the Precinct should be dominated by continuous facades, mainly at the prevailing height of existing buildings." (City of Hobart Planning Scheme 1982, p. 16 [interim scheme]) This statement was transposed into the Sealed Scheme with slightly different wording but its intent is the same. However it appears to be at odds with the desired future character statement which suggests the occasional setting back of buildings.

The Principles (of which many were deleted or reduced from the interim scheme) within the Scheme provide further 'standards' which relate to urban design detail but which are more general than the Desired Future Character statements. The Principles have no specific quantitative standards against which new development can be assessed to ensure it 'fits' the traditional fabric of the city.

This came about as a result of objections to the 1982 Scheme (Interim Scheme) from the development and business sector as well as design professionals. It resulted in the qualitative standards in respect of townscape, amenity and environment being substantially altered to reduce uncertainty and increase design freedom.

Woolley (1991, p. 14) concludes that "while containing less to interpret it also offers less to assist the determination of what is considered appropriate or inappropriate in any townscape or qualitative sense."

For example more specific control over townscape elements was possible under Principle 30 of the interim scheme which stated "Elements of townscape

such as the relationship of buildings along a street in terms of horizontal and vertical alignments; the relationship of new buildings to existing buildings of heritage significance or interest; and, generally, the design, appearance, scale, roof shape, materials, colours and finishes of proposed building work, advertising and other signs, service poles, external furniture, displays and hoardings, shall be controlled having regard to the desired future character of the Precinct in which the development is sited." (City of Hobart Planning Scheme 1982, p. 14 [Interim Scheme]) This does not exist in the Sealed Scheme therefore as Woolley states, it does not assist in determining what is appropriate in a townscape or qualitative sense.

However, the previous Principle in the interim scheme (Principle 17) which dealt with the awarding of a bonus plot ratio has been inserted in the Sealed Scheme in Principle 8 with similar wording. There is therefore still the encouragement for provisions of plazas and terraces and through-site pedestrian links (under and over streets).

The major failing of statutory controls within the City of Hobart was that despite the Council resolving to

prepare a plan for the city in the late 1940s it was not until more than forty years later that a planning scheme was finally sealed. During this time the interim measures adopted by the Council in the form of various schemes did not have the statutory power of a sealed scheme and were able to be overridden to suit the whim of the Council or the 'flavour' of the period.

It is unfortunate that the forty years it took for a sealed scheme to come to fruition were the most significant period in the history of the city for changes which have had a direct impact on public spaces.

5.2 The Motor Vehicle

Of all the elements which have been introduced into the city this century, the one that has had the most influence is the motor vehicle. The vehicle has enabled greater mobility for people so they are able to choose to drive elsewhere to do their shopping, therefore depriving the city of its traditional role as a retail centre. It has required modifications to buildings and streets to accommodate it within the city. There are myriad structures and buildings to

both support and control its function (petrol stations, repair shops, traffic lights, parking meters etc.). For a city such as Hobart which still exhibited a form which reflected a Victorian/Edwardian era there was considerable impact from the introduction of the vehicle.

It can be easily accepted that the vehicle has come a long way from early this century when a flagman was obliged to walk in front of the vehicle to warn of its approach. Despite this, horse-drawn transport still, however, dominant in the streets of Hobart in the first three decades of the century. Pedestrian acceptance of the changing technology was slow: "early photographs frequently show groups of pedestrians standing about chatting in the roadways of central Hobart." (Scripps 1992, p.67). Today the vehicle is faster, more comfortable, and accessible to most people. It dominates the day-to-day life of most people in the developed world.

All disciplines from engineers to economists have reacted to the increasing popularity of the vehicle. The consequence of this reaction is as noticeable in the city centre as it is elsewhere in the urban landscape.

The wide footpaths gave way to wider roads, and footpaths at major street intersections within the study area were reduced in width when the roadway was splayed to accommodate the faster, more manoeuvrable vehicle. The emphasis was on the speed and efficiency of the vehicle travelling to and through the city centre. In addition to wider roads traffic lights were installed, to control the pedestrian rather than the vehicle. The vehicle, having achieved dominance on the road, needed devices such as traffic lights to control the pedestrian within its domain. As a consequence the motor vehicle slowly gained priority within the street reservation over the pedestrian and other forms of transport, to a point where "A Los Angeles Planning Report described the pedestrian as the largest single obstacle to free traffic movement." (Rudofsky 1982, p. 48)

The vehicle has resulted in a change not only to the spatial form and detail within the city but also to the building form and detail. Buildings flanking the streets were modified, with windows that previously displayed goods for sale giving way to blank facades punctuated only by a large uninviting opening to accommodate the car. At the same time the flow of

pedestrian traffic along the footpath is interrupted by vehicles crossing to access carparks. It is also common throughout the study area for the continuity of the street to be further eroded by blank walls being presented on either side of the vehicular entrance. This is most evident in buildings which have been elevated to allow access to internal carparking. (see figure A.2. 4).

As stated in section 2.2, in 1930 verandah posts on buildings abutting the road edge were banned in Hobart. It was required that the awning be cantilevered to avoid the possibility of a vehicle crashing into the posts and bringing the awning down. The loss of the posts resulted in the loss of a traditional building element within the streetscape. As it was not possible to cantilever some awnings, the awnings themselves were lost from the streetscape. This not only impacts on the visual nature of the street and the building but has also resulted in the loss of a pedestrian amenity.

Like the loss of the verandah posts the introduction of the parking meter into the streetscape resulted in a noticeable change to the street. The meters, first introduced into Australia in Hobart, must have looked

rather strange given the Edwardian nature of the city. Whilst it may not be arguable that the meters have had a detrimental effect on the street they certainly heralded the impending dominance of the car within the study area.

5.3 Architectural Philosophy

As discussed in the Introduction there have been a number of influential people who have considered that the traditional form of the city was wrong and proposed new planning ideas to right the wrongs. The notion of the Modernists that the space in the modern city is free-flowing space has implications for building form and orientation. Shelton (1988, p. 88) suggests that "If a building is conceived according to the notion of a free flowing space it follows that the building orientation is equally important in all directions and therefore the form and address can be 'undifferentiated'". This is the opposite to that which would result if the structure was to be erected within the confines of the traditional city where a ornate public face would be presented to the street, with a more spartan and perhaps utilitarian facade at the

rear and plain side adjacent to the neighbouring buildings.

As the building within the Modernist landscape did not define the space and gave the impression that the building was floating in space there was little need to have either 'tops' or 'bottoms'. Shelton (1988, pp. 92) states that "The most common solutions have been to raise the building on pilotis and form a void or transparent lobby around the service core or, alternatively, to have a dark base which is supposed to retreat visually under the building. At the top of the building, a common solution has been to give the appearance of having sliced it off from an undifferentiated mass of otherwise infinite extension."

The introduction of buildings into the study area which exhibit all or some of the elements of Modernist architecture, such as the Miesian form of the State Library Building at the corner of Bathurst and Murray Streets, has had an impact. The building, elevated to provide parking at ground level, is transparent, and accordingly the spatial definition of the corner is lost. It also exhibits other modernist traits such as the small plaza and vertical building

elements which detract from the spatial definition of the street.

5.4. Impact of Changing Land Use

The change in the use of land throughout the study area is the result of a number of forces. Regardless of the cause of the change of use it has an impact in several ways. New uses can take on new forms. As an example the office tower is more vertical in form and may not have a retail component. This is then a use which functions independently of the retail activities of the city yet may have replaced several retail outlets.

5.4.1 Retail Uses

The traditional metropolitan landscape which prevailed before the Second World War consisted of a dominant C.B.D. and small scattered local centres. In the early to mid 1950s the C.B.D. started to decline as the first regional centres were opened. The largest centre still remained the C.B.D. although it was in decline. By the late 1970s the metropolitan landscape was either "one super regional centre or a

few neighbouring shopping centres which were many times larger than the continually declining C.B.D. with the C.B.D. having become a regional centre amongst many others." (Mees 1993, p. 22)

Whilst the observation of Mees is a general one it can be identified in the framework of the Hobart metropolitan area. That is, there are a few neighbouring shopping centres which are becoming larger than the C.B.D, especially in a retail sense.

One catalyst for the change in the metropolitan landscape is the motor vehicle. The birth of the shopping centre in the United States in the 1950s was a direct reaction to the growing popularity of the vehicle.

The new shopping centre, which found its way to Australia in the early 1960s, differed from the traditional retail form which existed within the C.B.D. It was, usually, a single building containing a number of retail outlets surrounded by a sea of carparking.

The Rosny Regional Shopping Centre, built in the late 1960s on the eastern shore (Municipality of Clarence), was the first of its kind in Tasmania and had a direct impact on retailing within the Hobart

C.B.D. The centre was typical of the classic American centres with two keynote shops (supermarkets) and a number of smaller specialist shops flanking an open plaza area. Refurbishing of the centre over the years to create Eastlands has resulted in a fully enclosed centre with four keynote shops and 80 specialist shops. Immediate access is available from the free carpark to the centre. The centre is located within the Rosny Park Business District which provides financial, professional, civic and other specialist and non-specialist retail outlets. Eastlands is the largest regional shopping centre within the metropolitan area of Hobart. There are others, all of which exhibit the 'classical' type: enclosed, air-conditioned, keynote and specialist shops with free parking. These include Shoreline in Clarence, Northgate and Glenorchy Central in Glenorchy and Channel Court and Kingston Town in Kingborough. There are also a number of smaller centres throughout the Hobart metropolitan area of a similar type.

Together they have had a marked impact on the retail activities of the study area. One retail activity has now vanished from within the C.B.D., that being the supermarket. At the beginning of the 1970s there were four supermarkets within the study area.

In an attempt to counter the impact of the shopping centres two new types of shopping form have evolved within the study area. The mall and the internal shopping street have been discussed previously in chapter 3.

The new-found freedom of the vehicle-borne shopper was to guarantee the success of the regional shopping centre as people chose the convenience of this form of shopping over the traditional city centre shopping. One consequence was that larger stores, cramped for space in the city centre, chose to move to the regional shopping centre. There they became the 'magnet' stores with more room and with access to more potential customers. Therefore there was both the loss of people and the loss of retailers from the city centre to the regional centres.

Prior to the upsurge in dominance of the regional centre the retailer had, within the city centre, adopted an alternative retailing form which was the department store. This provided retailing on several levels and despite being no more than four storeys it was a variation from the individual shops at street level with its own direct entry. Whilst the individual

entrances encouraged pedestrian movement along the street, the department store encouraged to a degree movement within the store. Several stores were also linked to enable internal movement independent of the street. The impact was not as significant as that which was to occur later with the introduction of the internal street because the stores' access and focus remained directly related to the street. The linking of the multi-storey carpark with the internal street caused a greater impact this will be discussed later, with respect to the internal street.

5.4.2 Residential Uses

As well as the retail exodus from the city there has also been a residential exodus. The vehicle has enabled people to choose to live further from the city centre. This has, in part, led to the loss of the residential component from the city centre. There are other causes which have also contributed to the exodus from the city of residential uses.

Solomon provides two maps in his book, which are taken from property assessment rolls, which show the distribution of functional units within the nineteen

inner blocks. Comparison of the two maps (see figures C.5.1 and C.5.2) indicate the reduction in the number of residential units within the study area between 1847 and 1954.

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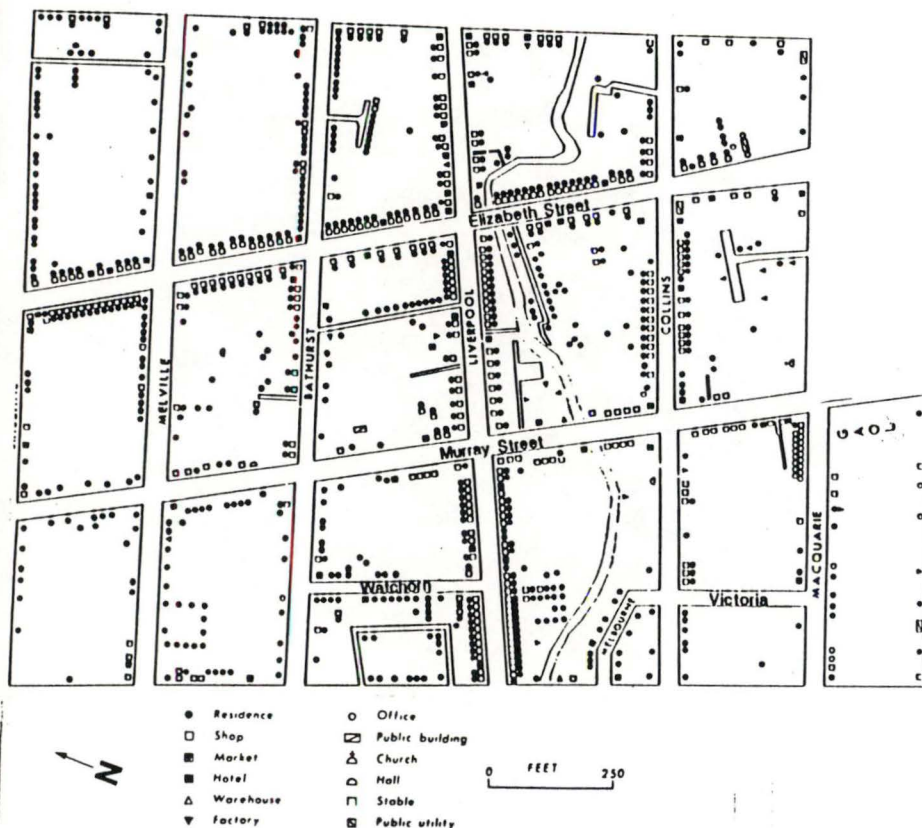


Figure C.5.1 Distribution of functional units 1847 in nineteen inner blocks (From Solomon) (Note-residential units are black circles)

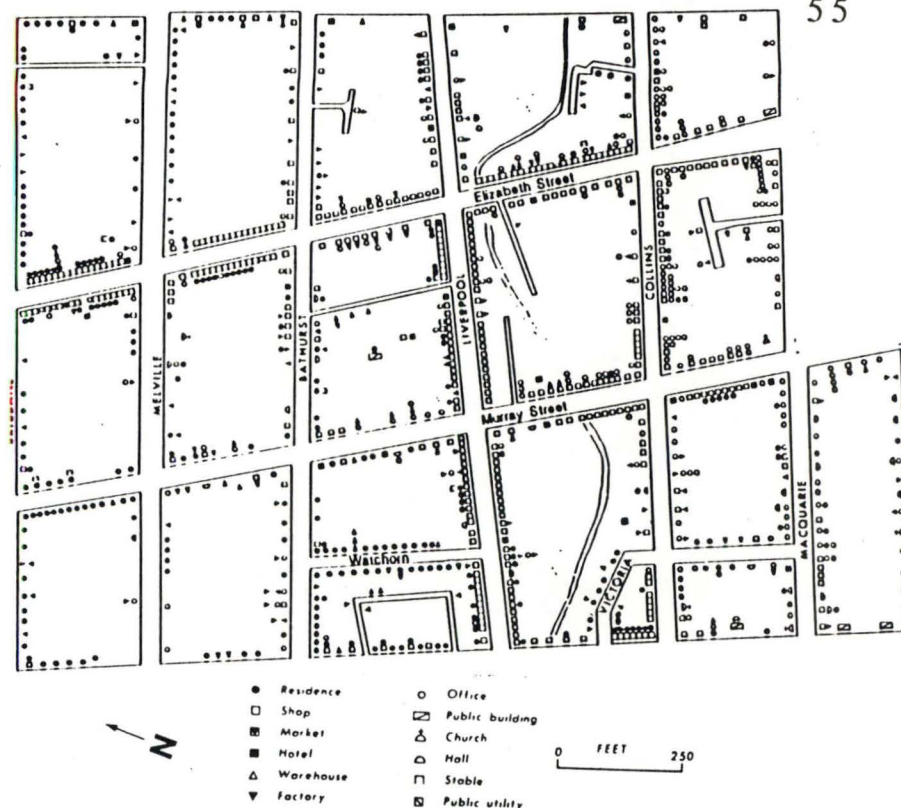


Figure C.5.2 Distribution of functional units 1954 in nineteen inner blocks (From Solomon) (Note-residential units are black circles)

It was noted in the 1988 Inner City Housing Study undertaken by Jacob, Allom and Wade (p. 11) that "Commercial forces also contributed to the disuse of

upper floor accommodation. As land values and trading turnover rose, recognition of the importance of ground floor space led to expansion and intensification of its use; this often involved the removal of internal stairs or side passages which previously gave access to the upper storeys." These upper levels were predominantly and traditionally used as residences for the shopkeeper.

With the improvement of transport and the prosperity of the shopkeeper came a move to the outer suburbs. A negative feedback process was created where the loss of the residential use by turning it over to storage, and the preference for shopkeepers to live off-site in the new suburbs, led to a decline in population and a loss of vitality (particularly after hours) which in turn led to a decline in the popularity of the city centre for residential use.

The C.A.S.P. Issues Report (1992, p. 51) found that "Since 1978 the absolute loss of residential function has been primarily the result of changes in use, with a number of demolitions (especially for car parks) increasingly fewer since 1981. Over 100 properties have been converted to offices alone and many of

these, especially along major axes of Macquarie and Davey Streets, may have contained flats."

Demolition, change of use and simple disuse have been the main contributors to the decline of residential function in the last 15 years.

5.4.3 Administrative Uses

While there were obviously fewer house-shop units and shops were fewer Solomon (1976, p. 313) concludes that "quite the most striking functional development revealed in the 1954 structure was the real advent of business offices... their twenty-fold increase [over the 1847 analysis] in number indicates the arrival of personal, professional and business administrative services on the functional scene quite foreign to mid-nineteenth century populations at large."

Despite the obvious change in the function of the city, however, the form of the city had not changed markedly. The function had changed but it had not become specialised. There were not, prior to the second world war, any specialist commercial offices

such as the A.M.P. with in the city. (There were of course a number of 'government' offices such as the H.E.C). Office functions that existed within the city were mostly ancillary to the established retail and manufacturing uses.

It was not until the sixties and seventies, with the construction of the multi-storey office towers (brought about by technological changes) and expression of the new architectural philosophy, that the form of the city reflected the change in its function. Between 1968 and 1978 the amount of office space constructed was double that of the previous two decades. The change in form heralded a change in the way in which public spaces were recognised and utilised.

It was a study commissioned by the Division of Municipal Planning in 1978 that noted the increase in construction of office space. It also found that in the same period (1968-1978) the area of office space occupied by the State Government had increased by 86% and that by the Commonwealth by 57%. This included both new purpose-built buildings and renovated buildings (e.g. former Highfield Hotel, corner Bathurst and Murray Streets).

The late 1980s also saw a boom in office floor space construction, with 90,000 square metres constructed between 1986 and 1992. This office space has not been taken up and there is currently a vacancy rate of 15-16%.

As a use within the city centre the office tower does not need to attract the shopper on the street to survive, it does not need to present an 'active' face to the street, and it can remain fairly anonymous with only an entrance to enable access by the workers. This is the type of building within an active city centre which can have a marked impact on the form, use and vitality of the streetspace. The Commonwealth Centre in Collins Street is an example of such a building. Its impact will be noted in several sections throughout the report.

5.4.4 Manufacturing and Industrial Uses

The lack of any town planning in Hobart in the 19th century saw the establishment of a wide range of industries throughout the city. Although there were attempts to set aside areas for noxious trades they

met with little success, with Wapping more by accident than design becoming the area for such trades (despite it being primarily a residential area).

Charles Reade's visit in 1916 saw him prepare a report to the government proposing a garden suburb and industrial area between New Town Bay and Prince of Wales Bay in which many trades could be located. Whilst it was later to become the suburb of Lutana with the establishment of the Electrolytic Zinc Company, it resulted in the removal of few of the industries from within the city centre.

The Zoning By-laws became the first really effective method of controlling the use of land within the city centre for industrial or commercial uses. A study undertaken by the City Engineer's Department in 1967-8 using 1961-2 figures showed that there had been a marked reduction in the number of factories in the city area over the previous twenty years.

The C.A.S.P. Non-Office Non-Retail study undertaken in 1990 identified that the amount of floor space designated for manufacturing had decreased from 18,351 square metres in 1984 to 11,109 square metres in 1990. It further noted that a majority of the lost floor area had been turned over to office

accommodation (e.g. Gibson's Flour Mill, 15 Morrison Street).

In many cases, as with Gibson's Flour Mill, the loss of the manufacturing or industrial use did not result in any physical changes to the site and therefore did not impact on the street or streetscape. On other sites the nature of the industrial or manufacturing activity was such that the building form or lack of building resulted in a gap in the street fabric. The timber storage area of Risby's Timber Mill at 175 Collins Street has been replaced with a new office building. The building, despite filling the 'gap' the mill created, is not entirely successful in reinstating the streetscape (see section 8.1.5).

Chapter one described economical and technological forces that have resulted in changes over the last one hundred years. These are the overriding forces that have driven those changes described in this chapter. Individually some of these have had a minimal impact, however, combined, they have contributed to many of the changes which are detailed in the following chapter.

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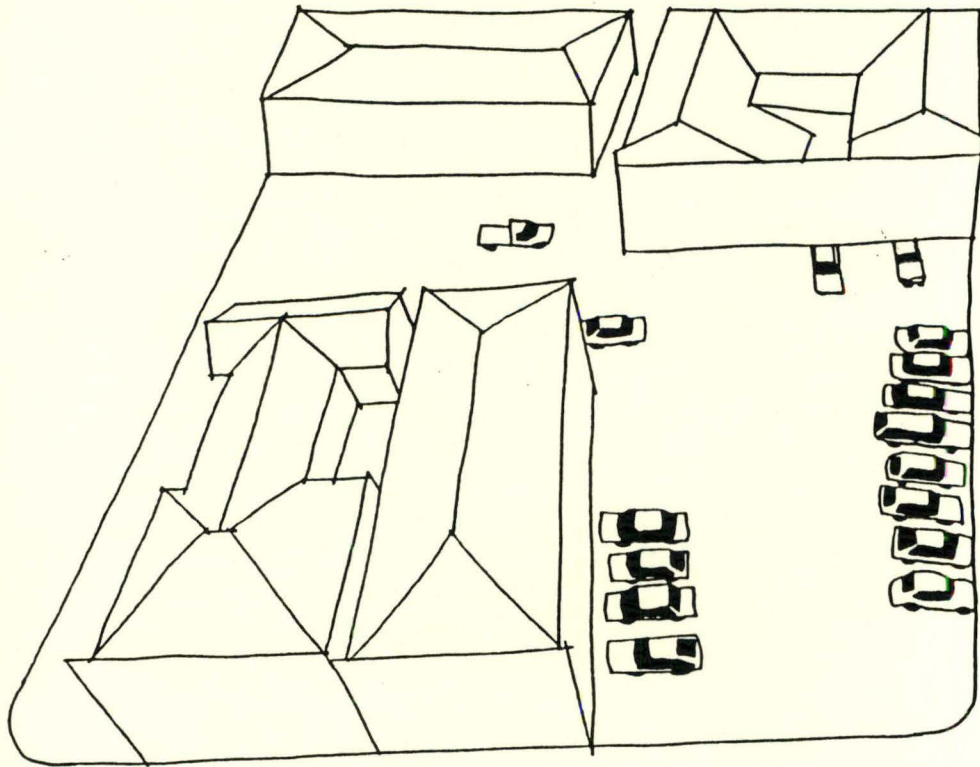
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6.0 The Impacts of Erosional Forces within the Study Area

The various erosional forces have been described in the previous chapter. The impact of these forces is varied. They can impact on the building form itself, on how it addresses the street, on how it is used by vehicular and pedestrian traffic, and on windows, entrances and displays, all of which relate to how the street is used or perceived.

Spatial form can also be lost where the continuity of the street wall is lost by the demolition of buildings or by the construction of building that do not conform to the traditional street or building pattern or introduce other elements into the public space. Activities and structures within the street space can have an impact on its form and function.

This chapter is in four parts. Firstly it will look at the impact on public spaces as a result of alterations to the building form and building detail. Then it will address the impact on public spaces of alterations to the spatial form and spatial detail.

6.1 Building Form

6.1.1 Demolition

The demolition of buildings within the study area has the consequence of exposing the previously unseen facade of the adjacent buildings. With the traditional building form of the buildings abutting each other and addressing the street little attention was paid, when both designing and building the structure, to the facades on either the side or indeed the rear (which usually addressed the interior of the block).

As a consequence of the demolition the sides of the building on the adjacent sites are exposed to the street. This gives the appearance of the street having 'missing teeth'. The adjacent walls are usually blank, consisting of structural elements (piers, beams, columns etc.) and are uninteresting and detract from the more ornate facade of the building which addresses the street. The loss of the building breaks the protection it afforded to the less attractive sides of the adjacent buildings. (see figure C.6.1)

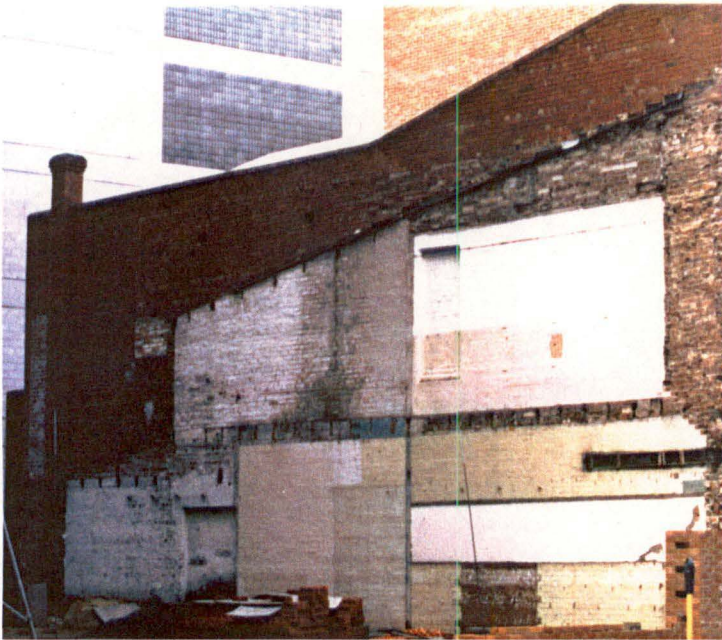


Figure C.6.1 Building demolition at 23 Argyle Street has exposed the structural elements on the adjacent building

6.1.2 Address and Orientation

The Urban Design Guidelines (1988, p. 15) adopted by the City of Adelaide suggest that "development should reinforce the unique grid layout and distinctive urban character of the city by defining the major streets as important linear public spaces which display a formal townscape character by ensuring that buildings fronting on to such streets are of an orientation which relates to and reinforces the rectilinear grid pattern of the city."

This is also applicable to the major streets of Hobart. The difference, however, is that the street layout is not a true rectilinear one as in Adelaide or indeed Melbourne.

The design of a few of the newer buildings throughout the study area have refused to accept this fact. As a result the walls at the street corner of the buildings meet at right angles, when the streets themselves do not.

A building such as the A.M.P., built in 1970 on the corner of Collins and Elizabeth Streets is an example of this. As a result the street is "opened up" nearer the corner and the spatial definition of the street has been eroded. (see figures C.6.2 and C.6.3) This is not the case with two older buildings which are located on the same intersection, the M.B.F. Building (see figure C.2.7) and the Westpac Bank Building.

The AMP Building whilst being one of the anonymous office towers that Scripps describes, and one of the taller buildings in Hobart at the time, could have achieved a better relationship to the street. If the podium had been built to align to the street, and had

a height compatible to the buildings adjacent, the impact would have been considerably less.

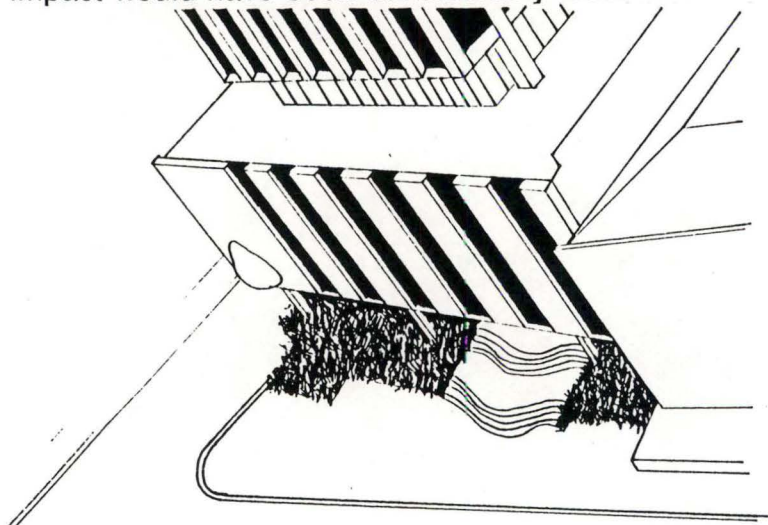


Figure C.6.2 The A.M.P. Building podium; the building's walls are at right angles, the street intersection is not.



Figure C.6.3 Figure ground of Collins/Elizabeth Streets intersection; angled nature of A.M.P has opened up the intersection

6.1.3 Heights

As stated in section 2.2 the early form of buildings within the study area was primarily a maximum of three storeys, abutting each other and addressing the street to form an almost continuous facade. There was a consistency of form, height and bulk amongst these buildings.

Technological changes such as the use of reinforced concrete and steel girders, along with the invention of the elevator, allowed taller buildings to be erected. This ability to build taller structures did not initially impact on the form of the street spaces as it was still the practice to build up to the street edge and retain a modest height.

One of the first buildings in Hobart to exceed the usual three storeys was the Victoria House Treasury and State Taxation Office (originally built as a warehouse in the Chicago style, in 1915) on the corner of Collins and Victoria Streets. The building, despite breaking tradition with its height, was built to the street edge, abutted its neighbours and contained windows and doors at street level, although it has since been modified.

One of the first tall buildings in Hobart to break from the traditional form was the Commonwealth Bank building (corner Elizabeth and Liverpool Streets). Built in the 1950s it abutted the neighbouring properties; however, it was set back from the two street boundaries and its height was uncharacteristic of the buildings that surrounded it. The height, form (expressing strong vertical elements) and setbacks combined to create a significant impact at the intersection. (see figures C.6.4 and C.6.5)



Figure C.6.4 The Commonwealth Bank Building erected in the 1950s.



Figure C.6.5 The setback of the Commonwealth Bank Building from Elizabeth Street.

This is also the case with taller office towers built since the 1960s. These taller buildings (such as the A.M.P., T.B.T. and Commonwealth Buildings) have neglected the street to the detriment of the spatial form. The way in which this has occurred will be discussed in various parts of the chapter.

One impact results from a combination of the height of the building and the structural elements (columns etc.), which accentuates the vertical nature of the structure and hence the vertical scale of the city.

The vertical scale of the city is important to the user of the public spaces. If there is a perception of the buildings towering over and boxing in the user of the space, it will become an uncomfortable experience. The ratio of street width to building height becomes significant and this is discussed in section 6.3.1.

The topography of the study area causes the taller buildings to appear more out of scale than is actually the case. McNeill in the C.A.S.P. Issues Report (1992, p. iv) states that "Hobart's topography... also suggests that the traditional height of buildings should be retained."

6.1.4 Corners

The intersections of the streets within the study area provide an important focal point to the public spaces. The detail of the building at this point can contribute to the image of the corner as a significant focal point.

A recent modification to the Commonwealth Bank building on the corner of Elizabeth and Liverpool Streets has been the inclusion of an entrance on the corner of the building with an awning over (see figure

C.6.6) Although both the building and entrance are set back, providing an entrance at the corner has resulted in some consistency with other corners in the study area. An example is the older, more traditional, National Bank Building, located opposite at the corner of Elizabeth Mall and Liverpool Street (see figure C.6.7.)



Figure C.6.6 The corner entrance to the Commonwealth Bank Building



Figure C.6.7 The corner entrance to the National Bank Building

Corner and spatial definition is lost with buildings such as the T.B.T. Building (corner Collins and Murray Streets). At ground level the building provides a number of retail outlets (including a bank). These are, however, recessed under the building so they do not front the footpath. The main entrance is also recessed under the building, with the structural

columns of the building delineating the line between public and private domains. It also has a secondary access which is less obvious (through the bank); however, it is open only during banking hours.

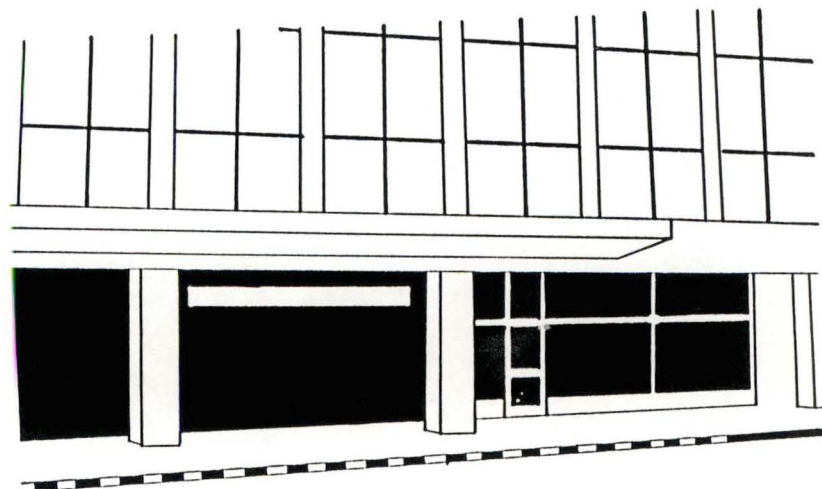


Figure C.6.8 The T.B.T. Building, Murray Street level facade

The tower impacts marginally on the intersection because it is independent from the podium. (Some micro-climatic effects are evident such as shadowing and wind tunnelling) However, this is not the case with the podium itself. The location of the entrance, the shop frontages almost hidden under the building (as if they were a last minute inclusion in the design)

and the structural columns contribute to a lack of respect of the spatial form and street space at the intersection. The result is that the intersection is inconsistent with others in the study area.

6.1.5 Building Form and Mass

The historical layout of the study area was narrow lots (with frontages as narrow as 4.0 m). "This gave rise to the familiar vertically proportioned streetscape of individual, but collectively cohesive, frontage forms." (C.A.S.P. 1992, p. 63) (see figure C.6.9)

When lot amalgamation took place earlier this century to enable larger buildings the development still retained and reflected the traditional frontage forms. This has changed, however, in recent decades "where larger scale floorspace needs have tended to result in an image of wide monolithic buildings often with horizontal fenestration." (C.A.S.P. 1992, p. 63)



Figure C.6.9 Traditional built form on narrow allotments - upper Elizabeth Street

As a result of amalgamation of lots, buildings exhibit a homogeneous mass of colour, texture and style that was not evident with the smaller individual buildings which previously occupied the smaller lots. The C.E.S./A.B.S. Building at 175 Collins Street and the North Central Carpark Building at 99 Bathurst Street are examples (see figures C.6.10 and A.2.6)

Lot amalgamation has also resulted in the loss of small alleys and laneways which provided access to the rear or centre or through the street block. These

alleys sometimes added interest to the street as they provided frontage for fledgling commercial activities or access for services, deliveries etc. They are replaced with a single, large entrance which may be used for a combination of purposes such as carparking access, deliveries and other services. The impact of such entrances is discussed in section 6.2.7.

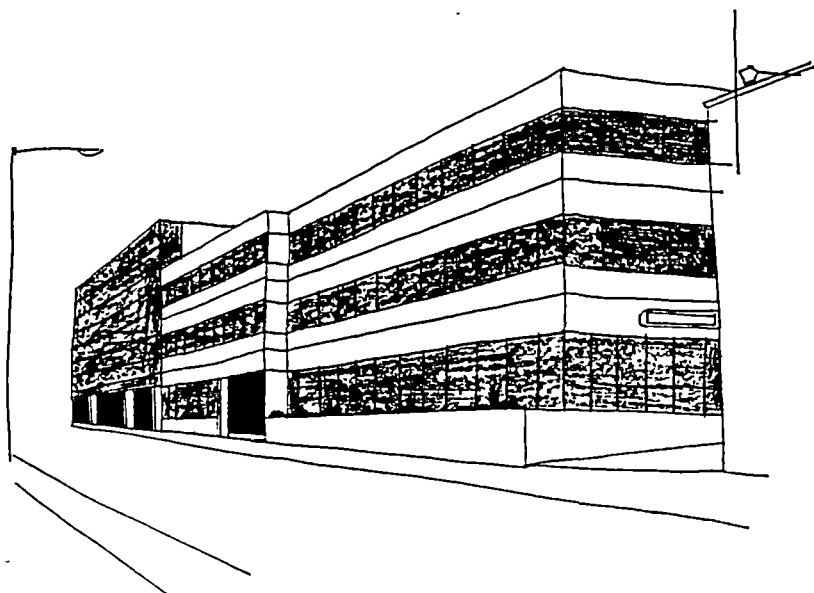


Figure C.6.10 C.E.S./A.B.S. Building 175 Collins Street

6.2 Building Detail

6.2.1 Windows

Physical gaps not only where there is no building or where there is a void in the built form. There are also those gaps where the building does not provide any stimulus - where it presents a blank facade without windows as a result of turning its back to the street. The visual interface that windows afford between the public and private domain has been replaced with a blank wall. (see figure C.6.11)

Windows at street level contribute to the street in several ways. By day they provide a physical barrier between the public and private domain. However, because there is no visual barrier (that is one can see in as well as out) they enhance both the private and the public domains. They also encourage people to cross from one domain to another. The interface between the public and private space is less rigid than if the building were to present a blank wall punctuated by a single door. The internal activities, whether they be inanimate (such as static window displays) or animated (such as a restaurant or coffee shop) add to the vitality of the street.

Windows also allow the activity to spill out into the street so as to blur the demarcation between public and private. This can have differing effects, however, and is discussed in section 6.4.3.

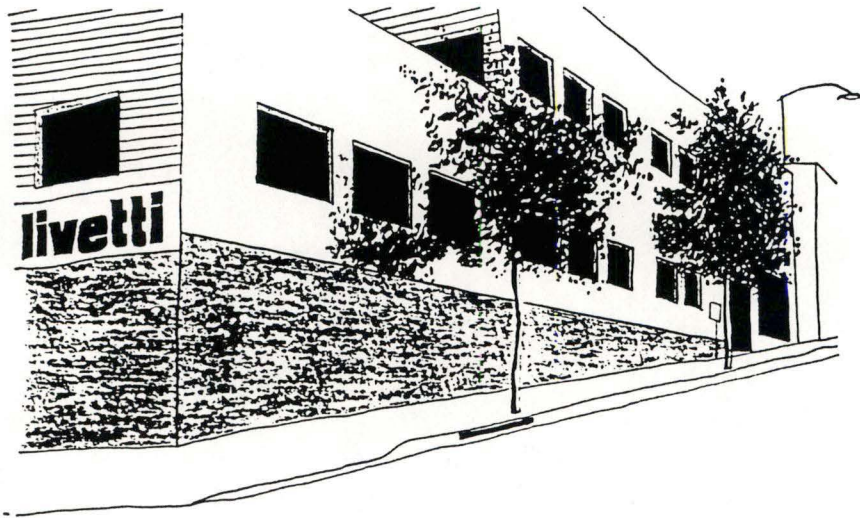


Figure C.6.11 The windows in this building in Watchorn Street are three metres above the pavement. The pedestrian is presented with a blank wall

At night the lights which may illuminate displays in the window spill out into the street. Again the effect contributes to the vitality of the street. If it is not dark and foreboding, people feel safe in a well-lit street. They will venture there to window-shop and the like.

The presence of people has the effect of providing an added degree of security for the building.

6.2.2 Displays

Displays within the windows are perhaps more important at night as they may provide stimulus or the appearance of activity, at a time when the level of activity on the street is not as great as it is during the day.

Nevertheless displays do provide stimulus during the day and may encourage people to stop to observe or provide an interesting element in the street scene as they pass through it.

Displays add more to the street than just the provision of a window itself. However, not all windows need displays to add to the vitality of the street (see section 6.2.3). Most of the central city block provides a high level of displays and there are few buildings throughout the study area which do not utilise the windows at street level for some form of display.

Displays are perhaps one of the main contributors to the vitality of the public spaces throughout the study area.

6.2.3 Lighting

Lighting within the study area is in two forms: the lighting of the street-space (public lighting) and the lighting of the interior and exterior of buildings (private lighting). They both impact on the street-space but in different ways.

The transparent nature of shop fronts allows lighting, particularly when used at night, to spill out onto the street for the users of the street. It provides an interest, it may illuminate a display, it provides light to the footpath which may otherwise be lacking (through failure of local authorities to provide) and it may to some people provide a sense of security or warmth.

It has been the practice to floodlight many of the large number of historic buildings located within the study area. The illumination of the buildings by

floodlighting or similar has a similar effect as the spillage of light from within the building.

The opposite, however, is also the case. A building which is not floodlit or presents a blank facade to the street does not provide incidental lighting of the public space. The consequences, particularly if no public lighting is provided, are that the area becomes hostile-looking and people do not feel secure. This is evident in areas such as Trafalgar Place, Purdy's Mart and Kemp Street.

Nevertheless the study area is well served by lighting in or on buildings which provides for the physiological and psychological needs of the users of the space (see section 6.4.2).

6.2.4 Colour

Colour can be highly subjective and therefore what is liked by one may not be appreciated by another. Despite this, colour does add vitality to a public place. Generally speaking the study area could be described as not colourful but exhibiting enough variation in colour to make it interesting. Where it fails mostly is in the secondary spaces rather than the street spaces. The Trafalgar Place area, particularly

adjacent to the A.N.Z. Centre and Macquarie House, exhibits grey tones on both the buildings and the road pavement (including footpath). The area lacks stimulus and the lack of colour, combined with other factors described later, does not make it a pleasant location.

6.2.5 Signs

Signage within the study area reflects a chronology of technological advances. Initially signs were simple, attached to the wall or projecting from it suspended on a bracket. The message was simple, usually first party (relating to the occupants of the building) and in keeping with the scale of the building.

The advent of electricity allowed the sign to be highlighted by projecting a light onto the sign from above or below. The sign itself did not change

Plastics enabled the light to become the sign. The box-like nature of the sign was the first real change in the form and size from the 'traditional' signs. The sign also became an important part of the building and in some instances dominated the building at the expense of its architectural detail.

The electronic age has enabled signage to become animated, its changes allowing it to become a strong element within the streetscape. This has in some instances allowed it to provide stimulus to the street.

The illumination of signs within or on buildings acts in a similar way to lighting. It creates a source of interest, giving the appearance of activity or life by not only highlighting the sign but illuminating areas or buildings.



Figure C.6.12 Oversignage on a building on the corner of Criterion and Liverpool Streets



Figure C.6.13 Simple but effective signage used by the Myer department store in Liverpool Street.

A plethora of signs on a window or building can, however, confuse and present an untidy or uncoordinated appearance to a building. In addition a large number of signs along a street can have a similar effect.

6.2.6 Awnings

The traditional style of awnings on buildings which extended from the building to the edge of the footpath provides a number of functions. Firstly they provide shelter for the shopper or pedestrian, which

can increase the person's enjoyment of the street. This may cause people to walk more slowly enabling them to enjoy the amenity of the street and be stimulated by displays etc.

Secondly awnings provide a visual break between the street level and the storey or storeys above. The break can distinguish between the appearance of the building above and below the awning. The street level is characterised by shop front windows. A more regular fenestration is evident above the awning, also is the structure of the building. This is seen in the photograph of the Myer frontage in section 6.2.5.

There are those type of awnings which could be described as 'symbolic' awnings. The awning over the entrance of 25 Argyle Street (see figure C.6.14) does not act as a traditional awning, providing shelter and demarcation between the street level of the building and the levels above, but is a symbolic gesture to the street and the adjacent buildings, which exhibit the traditional form.

Another trend evolving throughout the study area regarding awnings is the conversion of the awning to an advertising medium at the expense of its traditional role. This use of advertising can have both

good and bad impacts on the street. (see figure C.6.15)



Figure C.6.14 Pseudo awning over the entrance to 25 Argyle Street



Figure C.6.15 Advertising utilising the form of an awning on the shop at the corner of Bathurst and Murray Streets

Some awnings act as an indicator to provide instant recognition of entrances to buildings. Even this, however is being manipulated by the use of signs or structures that are a distortion of the awning form; such use creates confusion with the building language.

Awnings should also read as part of the street and not part of the building which has extended into the street. The erection of structures which read as part of the building tends to claim that part of the street as belonging to the building.

6.2.7 Vehicular Entrances

The vehicle is accommodated off-street in several ways: at ground level, in open car parks, in multi-storey car parks or in the bowels of the office towers. Accommodating the vehicle in any one of these ways has an impact on the street.

The entrance to the carpark can take up a large percentage of the frontage of the building. Having a number of such entrances along a street creates gaps which destroy the contiguity of the street.

Flannigan (1991, p. 283) suggests that contiguity is important for several reasons: "it increases pedestrian accessibility, it intensifies shopping experience and it assists the sense stimulation." Two ways of ensuring a satisfactory shopping experience are safety and the attention to quality of the experience. A pedestrian/traffic conflict as a result of situations such as that at the Argyle Street Carpark does not achieve such a feeling of safety or quality.

The dedication of the entire frontage to vehicular access has perhaps the most significant impact, as is the case with the Argyle Street Carpark and the adjacent valet carparking at 32-42 Argyle Street. The change of use of the building at 32-42 Argyle Street (a former office/warehouse) to provide valet carparking required the removal of the existing windows at street level (see figure C.6.16) and the provision of access which is the entire width of the site.(see figure C.6.17) This development alone has a significant impact on pedestrian movement, the streetscape and the vitality of the street. The problem is exacerbated in this instance by the proximity of the Argyle Street Carpark with its wide frontage also dedicated to vehicular access. In addition the orientation of the carpark building is not parallel to

the street so that the building itself does not even reinforce the street space.(see figure C.6.18) Combined the two developments represent 40% of the western side of the Argyle Street frontage between Liverpool and Collins Streets. Within the study area this part of Argyle Street exhibits the most significant degree of alteration to the street edge to cater for the car.

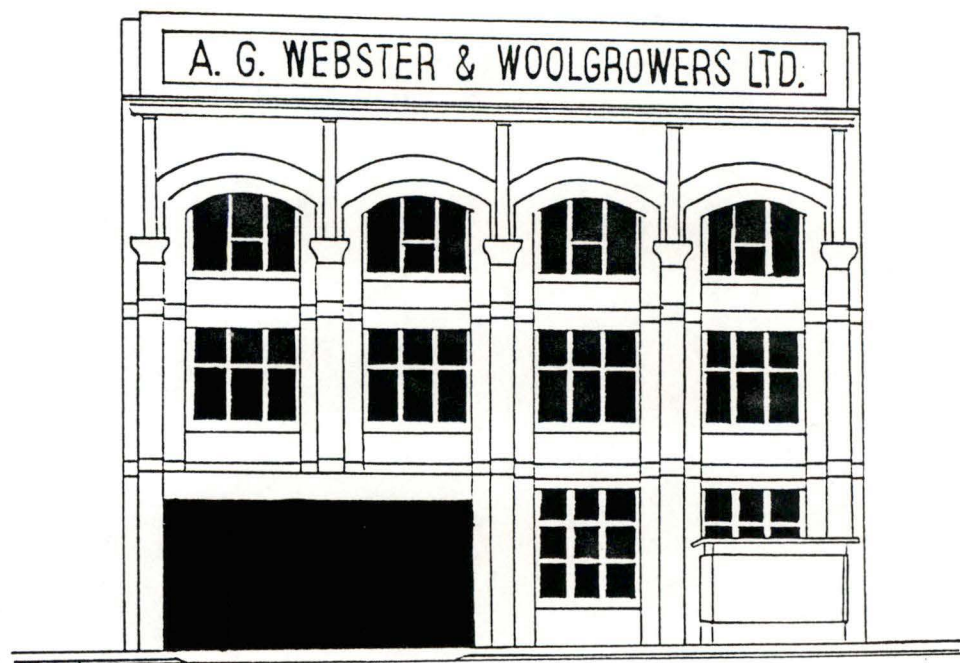


Figure C.6.16 Original facade of the A.G. Webster and Woolgrowers Ltd. warehouse at 32-42 Argyle Street.

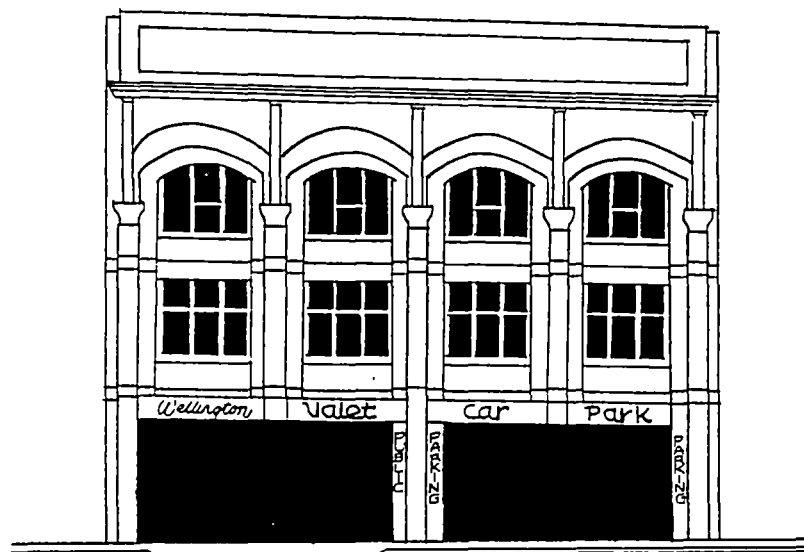


Figure C.6.17 Wellington valet carparking at 32-42 Argyle Street showing modifications for vehicular access

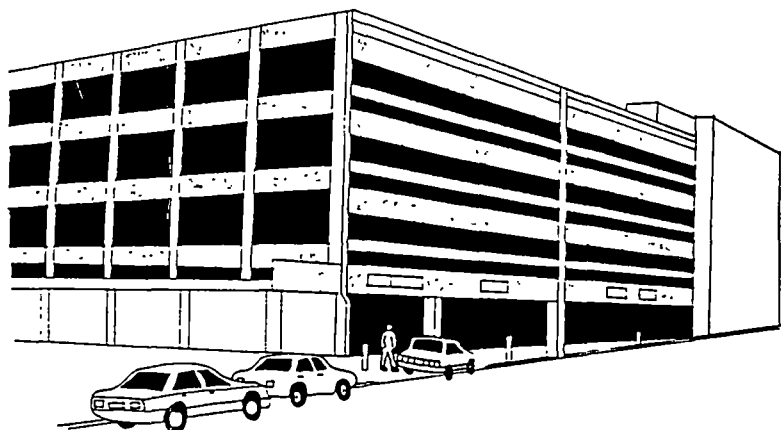


Figure C.6.18 Argyle Street Carpark

6.2.8 Roofscapes and Building Tops

The change in technology and the size and scale of buildings has brought about a change in the form of the roofs. The traditional pitched roof with occasional dormers, spires and chimneys has given way to flat roofs. These fail, in most instances, to define the top of the building and as a result become insensitive to the skyline. (see sketch of Commonwealth Centre, figure C.2.9; North Central Carpark, figure A.2.6)

Many of the newer, taller buildings do not have a defined 'top' whereas many older buildings exhibit, in some cases elaborate detailing. The exaggerated vertical scale and the lack of a defined top of the building takes the eye up the building and beyond resulting in a loss of appreciation of the street space and loss of spatial experience. (see figures C.6.19 and C.6.20)



Figure C.6.19 Hobart's roofscape when viewed from T.B.T. Building



Figure C.6.20 Hobart's roofscape - note A.M.P. Building on left of photo appears to have been sliced off. (view from A.N.Z. Centre)

6.2.9 Pedestrian Entrances

The entrance to the building is its focal point. It can add interest to the street because of its location, size, number or importance. It can also create confusion, be overbearing or detract from the remainder of the building facade.

Modern building regulations and consideration of the disabled and less agile have contributed to the style

of entrances provided on the modern buildings. Also, traditional entrances which were part of a building's architecture and contributed to the streetscape pattern have been modified to differing degrees with some notable impacts.

- Many older buildings within the study area have a splayed frontage to the corner, which in most instances also provides an entry to the building. Often it was the sole entrance, but other entrances were sometimes provided along either or both street frontages. This is also evident in a number of newer buildings. (see Harrington House, figure C.6.21)

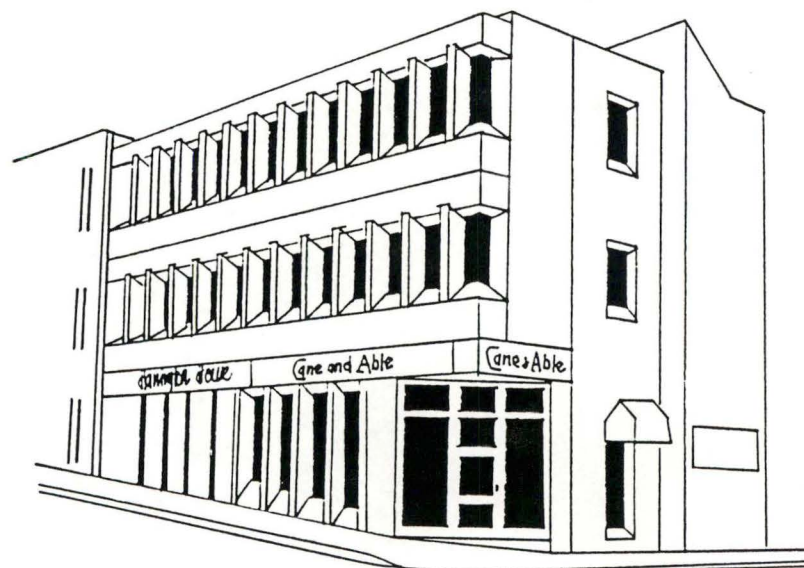


Figure C.6.21 Harrington House - corner of Liverpool and Harrington Streets

The entrance to the H.E.C. Building, originally on the corner of the building, has been relocated to the Davey Street frontage. (see figure C.2.6). In addition a small awning has been erected over the entrance. The change in position has upset the 'balance' of the building and made the corner, now a partial blank wall 1.5 metres high, less interesting.

Some of the older buildings, however, have retained the entrance on the corner in a physical sense but have barred access through it. The Westpac Bank (corner Elizabeth and Collins Streets) has retained the corner entrance but barred entry. Entry is now provided in Collins Street. The retention of the architectural element which makes up the entrance has maintained the architectural balance of the building but taken away its role as the principal entrance. The retention of the form of the entrance has however retained the interest the building provides as a focus at the intersection.

- For a number of reasons, such as when one individual or organisation owns a number of buildings in a street block, entrances to a building or a group of buildings are amalgamated to a single entrance. This rationalisation to allow all buildings to be accessible to each other from within has a number of consequences.

The closure and removal of the former entrance to the State Treasury Building on the corner of Collins and Victoria Street has resulted in a dead edge to Collins Street with the sole entrance being off Victoria Street.

The museum complex (which occupies an almost entire block) is a number of buildings in the one ownership but of differing construction periods and architectural styles. The rationalisation of entrances has effectively created an impermeable facade along the Argyle Street frontage a frontage that previously provided two entrances to the buildings. (see figures C.6.22 and C.6.23)

The movement of people has been transferred to within the buildings at the expense of the street. Pedestrian activity in that part of Argyle Street

between Davey and Macquarie is almost non-existent. This is not aided by the Town Hall complex opposite, which provides a single entry along the same part of Argyle Street. Whilst this example is somewhat removed from the main activity areas of the study area it does show that in order for activity to occur on the street the buildings themselves, through the location of entrances, can generate activity

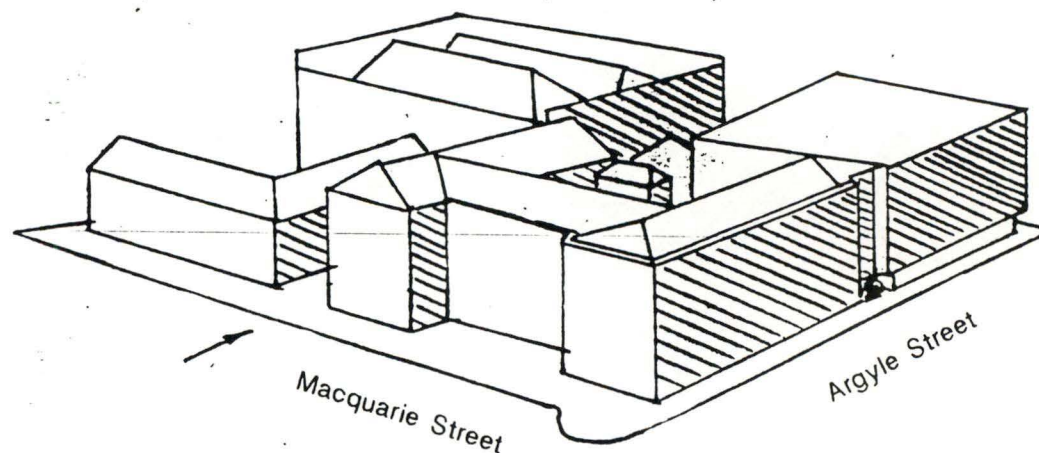


Figure C.6.22 The Museum Complex. The single access to the complex is from Macquarie Street



Figure C.6.23 The former public entry to one of the older buildings in the complex is now closed and used only for deliveries.

- Many of the taller office towers because of their construction (see figure C.6.24) have a central service column which contains lifts, stairs and other services. These are usually centrally located. The entrance to the building is directly into the foyer, and it is also used to access ground level tenancies. There is no direct access from the street to the ground level tenancies.

This is also evident in buildings which are not towers such as the C.E.S./ A.B.S. Building at 175 Collins

Street, (see figure C.6.9). Here buildings have been replaced and a single access is now provided where previously there were several.

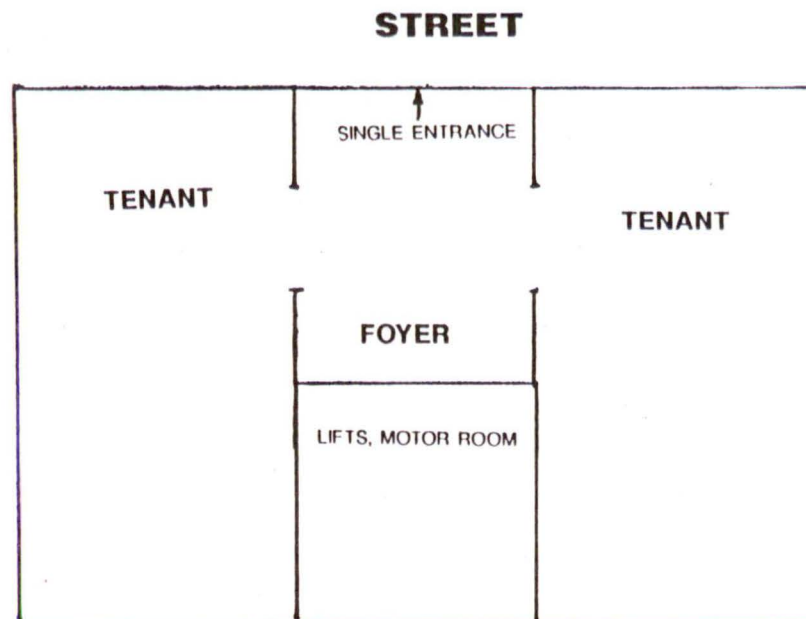


Figure C.6.24 Typical street level layout of office towers within the study area.

- In addition to the removal of entrances a number throughout the study area have been modified with differing results.

On example is the A.N.Z. Bank Building has modified its entrance on the corner of the Elizabeth Mall and Collins Street. The result is a blank wall being presented to the corner of what is a high-volume pedestrian area.



Figure C.6.25 A.N.Z. Bank Building corner Elizabeth Mall and Collins Street



Figure C.6.26 A.N.Z. Bank Building after modification to provide a ramp access to main entrance

Others such as the Westpac Bank and H.E.C. Building mentioned above have had the traditional corner entrance either totally removed or closed and

a new entrance provided along the one of the street frontages.

6.3 Spatial Form

6.3.1 Street Width to Building Height Ratio

The 'feel' of the urban space can be affected by the way the buildings relate to the space. If they are well apart, i.e. the ratio of the width of the street to the height of the buildings is high (2:1 or greater), then the space becomes too open; it does not read as a defined space; it loses its definition. However, if the ratio is 1:2 or less the space becomes too enclosed. Only part of the buildings are visible at street level and the user of the street can feel crowded, with the space becoming almost subservient to the buildings which are forming it.

A 1:1 ratio is generally regarded as acceptable; there is still the sense of enclosure and definition of the space with the space, and the building being complementary with each other.

There is considerable diversity throughout the study area in street width to building height ratios. Woolley

suggests that the typical central area ratio is 1:1. However, whilst a ratio of 1:1 may be common in Hobart it could not be considered typical, particularly when several buildings, especially in Collins Street (Trafalgar, T.B.T. and Telecom Buildings) exhibit ratios of 3:1, and greater.(see figure C.6.26)

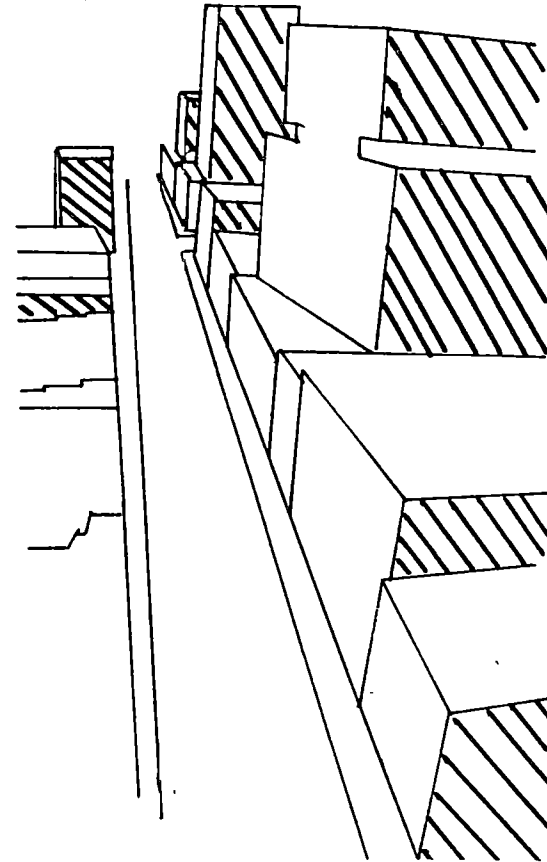


Figure C.6.26 Built form along Collins Street - Height of the taller buildings impact on the street space

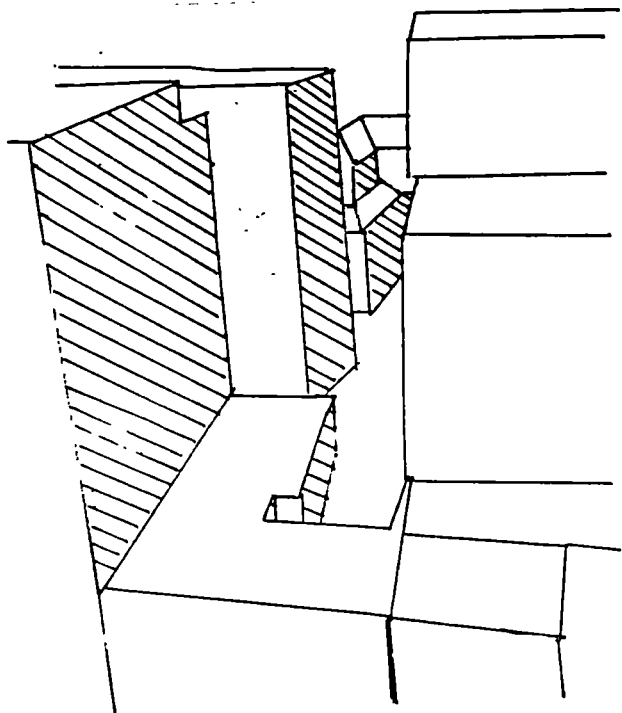


Figure C.6.27 Taller buildings surrounding Trafalgar Place create a sense of enclosure

The consequence of the differing street width to building heights ratios is that there are differing spatial experiences within the same street as it is traversed. The effect of the differing ratios makes the pedestrian's experience of the street space confusing and less enjoyable.

In addition to the variety of spatial experiences created by the various street width to building height ratios there are also impacts on microclimate. The greater the ratio the more likely that a wind tunnel effect is created between the buildings. Also the

differing ratios along the street have differing degrees of wind turbulence, overshadowing and reflection from building surfaces.

The A.M.P. Building impacts considerably on the street intersection through both overshadowing and creating a wind tunnel effect. Other taller buildings in Collins Street such as the Trafalgar and the T.B.T. Buildings have a similar impact. The taller buildings surrounding Trafalgar Place (Trafalgar Building, Macquarie House and the A.N.Z. Centre) overshadow it to a point where it is in almost constant shadow all year round. (see figure C.6.27)

Morrison Street between Brooke Street and Argyle Street shows the impact that taller buildings can have on the street-space. There is a stark contrast when comparing the space created by the older buildings (the former Marine Board Building and the former Gibson's Flour Mill) and that immediately adjacent which is flanked by the towers of the newer H.E.C. and Marine Board Buildings. (see figure C.6.28)

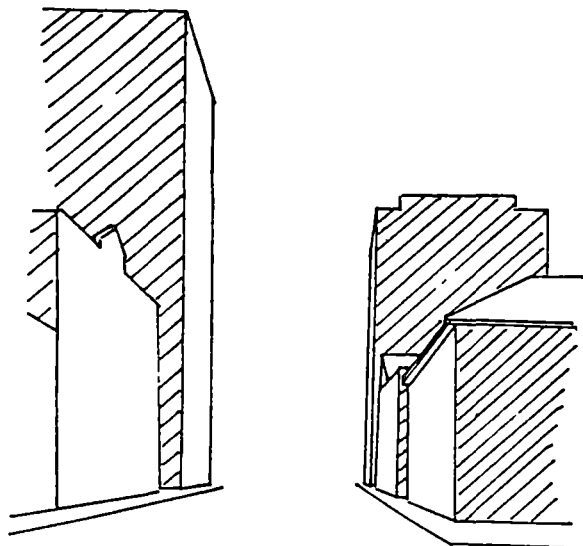


Figure C.6.28 Morrison Street looking east - H.E.C. and Marine Board towers exhibit a greater than 1:1 street width to building height ratio

6.3.2 Setbacks

Setbacks are usually described as the distance a building is set back from its boundary. To create the enclosed street spaces seen in early Hobart the setback from the street and the side boundaries was nil. There was occasionally a small setback at the rear of the building to provide access.

As mentioned previously Meehan's plan for Hobart proposed a twenty-foot setback from the street frontage. There are a number of legacies of these

regulations within the study area. (e.g. Ingle Hall, Temple House).

Engineering plans in the 1950s and 1960s to widen the streets for increased traffic flow resulted in a number of buildings being set back. In many instances such widening did not eventuate. (There are a number of examples of buildings fronting the mall that have been so affected)

As stated previously setbacks are encouraged, in part, by statutory control. The current Planning Scheme provides that "the occasional setting back of frontages should be encouraged to provide intimate spaces." Unfortunately, in creating intimate spaces the spatial form of the street can be eroded.

The loss of continuity of building facade along the street can occur by the setting back of one building. An even greater impact is where a large plaza area is provided so that the building has no facade to the street but exhibits the classical Corbusian form of appearing as an object in space.

There are a number of developments throughout the study which exhibit setbacks to varying degrees. The Capita Building on the corner of Argyle and Liverpool

Street built in 1967 (see figure C.6.29) destroyed the existing corner definition which was previously reinforced by a building addressing the street on both frontages. The figure ground in figure C.6.30 shows part of the city block as it was in 1948 compared with 1968.

The Tourist Bureau (see figure C.6.31) provides, as required by the Scheme, 'an intimate space' which is little used and inconsistent with the street-addressing nature of the buildings on either side.

The best example of a Corbusian typology that has been seen the study area is the Commonwealth Building tower, built in 1974, at 188 Collins Street. (recently extended out over the plaza area) The sketch in section 2.3 shows the large plaza area in front of the building. The impact of the plaza is reflected in a figure ground plan (see figure C.6.32). The building has no respect for the street being set back behind the plaza. It destroys rather than reinforces the spatial form of the street and provides no interest to the user of the street.

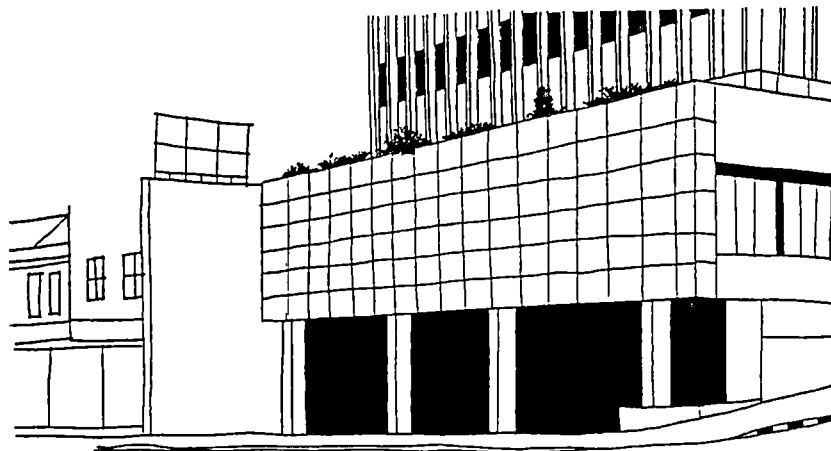


Figure C.6.29 The Capita Building - corner Liverpool and Argyle Streets



Figure C.6.30 Figure grounds of Liverpool and Argyle Streets intersection 1948 and 1968



Figure C.6.31 Tourist Bureau Building Elizabeth Street
Bathurst Street



Figure C.6.32 Figure ground of part of Elizabeth Street
showing impact of Tourist Bureau Building

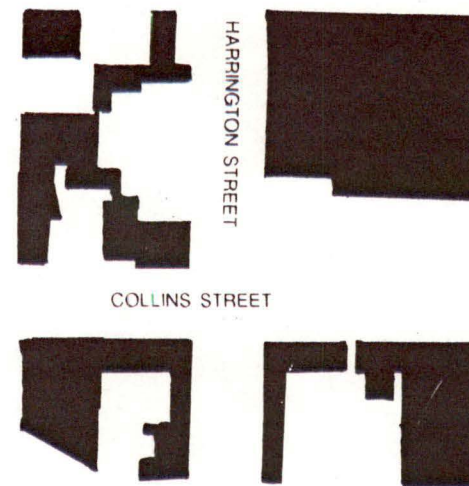


Figure C.6.33 Figure ground of Collins and Harrington Streets intersection (prior to extensions of Commonwealth Centre)

6.3.3 The Skybridge

A phenomenon within city centres both in Australia and overseas has been the erection of Skybridges. They are enclosed pedestrian links over a street between two buildings. They are mainly located at the first floor level of the building but there are examples in the United States where they link buildings at the twentieth floor or higher.

In Australian business districts (particularly the Sydney C.B.D., Chatswood (N.S.W.) and Melbourne) a number of skybridges forming a pedestrian network have created what is known as a skywalk. This has not only taken pedestrians (shoppers) from the street level to the upper level of the building but allows

them to move over several city blocks without descending to street level. This has led to a shift in the emphasis of retailing to the first floor level to the detriment of the street.

Flannigan (1991, p. 34) concludes that the impact of the skybridges would be such that "shoppers could visit the city in terms of its location, and return home, all without visiting the city, in that the sense of the city is the public spaces"

Skybridges and skywalks have also contributed to the increase in the blank facades at street level as the pedestrian movement has been elevated above the street. As there is little need to provide stimuli at the street level because pedestrian flow is above the street, former shop windows become blank or are converted for access by delivery vehicles. It has occurred to such a degree in St. Paul, Minnesota, which has an elaborate skywalk system, that it now has the dubious title 'the blank wall capital of the USA'.

The skybridge within the study area, over Collins Street, links the Trafalgar Building and the Fitzgeralds department store.

The Hobart skybridge and associated pedestrian movement has not had the same impact as in Sydney and Melbourne, however the potential is there. It has nevertheless had an impact on the street vista. Woolley (1990, p. 4.10) states "In Hobart's case the skywalk also blocks framed views down the street and an otherwise defined streetscape open to the sky" (see figure C.6.34)

This is perhaps more so with this part of Collins Street which exhibits an almost unbroken building facade along both sides of the street and is one of the more traditional streets in the study area.

6.3.4 Demolition

Demolition has possibly more of an impact on spatial form than on individual detail. In a city where the spaces have been formed by the buildings, that is the buildings are the space-making elements, the demolition of one or more buildings can impact significantly on the integrity of the space. The definition of the space is lost and the form of the space is compromised. It has been suggested that the voids resulting from demolition "are spaces which have been removed from the pattern and fabric of the

city and in consequence have forfeited their contribution to the city's townscape. In this sense voids are also forfeited spaces."(CASP 1991, p. 3.22)



Figure C.6.34 The Skybridge over Collins Street (view looking east)

The demolition of buildings not only results in the loss of definition of the street along its frontage, it also exposes the interior of the street block and causes loss of the form of other spaces. Lanes and alleys form an integral part of the street pattern and it is on these that demolition of buildings can also impact significantly.

The loss of a building or buildings can result in a loss of interest in the street. There is no stimulus for activity, no building or awning to provide shelter and no specific destination. In the same way that blank facades destroy the contiguity of the street the loss of a building has the same effect. This is made even more so if the open area is also used as carparking as users may also need to contend with the movement of traffic to and from the site across the footpath.

The purpose of most of the demolition that has occurred in the study area over the last thirty years has been to provide ground-level carparking. In some instances it has resulted in greater than 50% of a city block, such as the Civic Square Site (bounded by Elizabeth, Argyle, Davey and Morrison Streets), being used for ground-level carparking (see figure

C.6.35). A further example is the block bounded by Melville, Argyle, Brisbane and Elizabeth Streets. (See figure C.6.37).

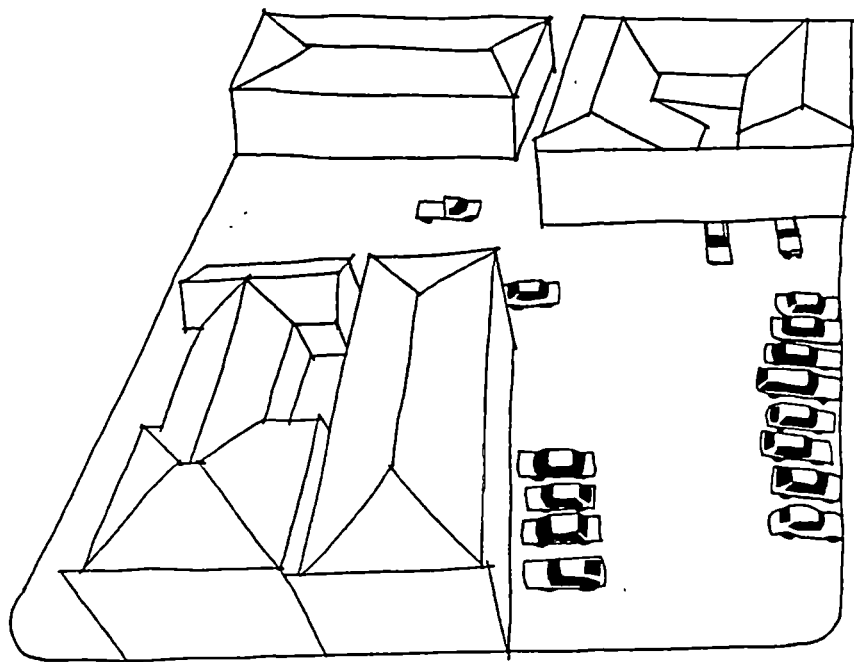


Figure C.6.35 Ground level Carparking occupying most of the block bounded by Davey, Elizabeth, Argyle and Morrison Streets.

The loss of street definition through demolition may also cause a loss of the sense of place. A building may have become a landmark, not because it has some particular architectural quality, but simply

because of its colour. The building itself may not contain any important functions but still provide a focus for describing the location of other buildings. A particular location may be described as 'two doors from the purple building'. The loss of the building may make the description of the location of other buildings difficult; indeed, orientating oneself may become more difficult because the landmark has been removed.

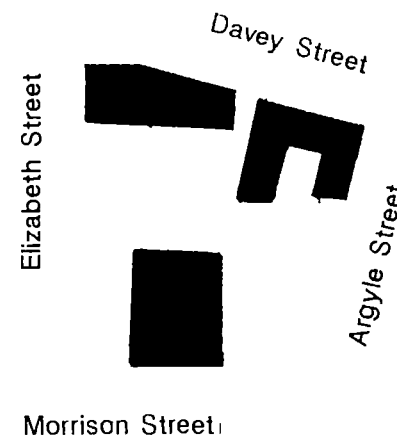


Figure C.6.36 Figure ground of block shown in figure C.6.35

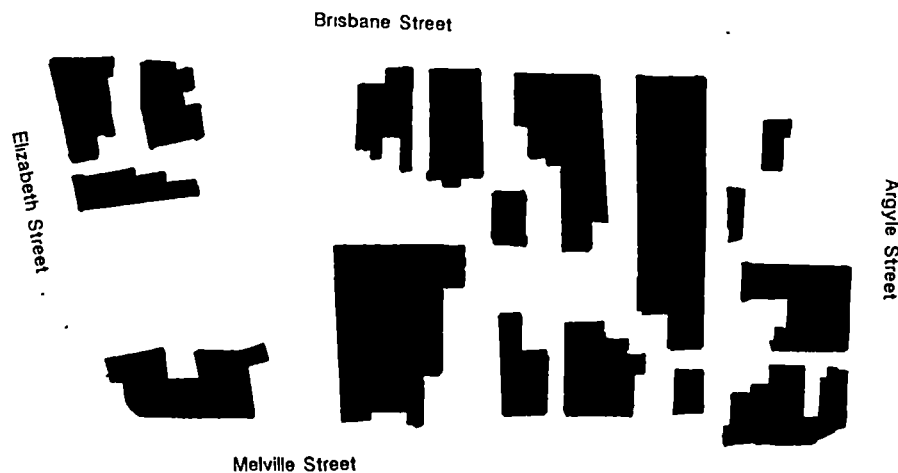


Figure C.6.37 Figure ground of block bounded by Elizabeth, Brisbane, Melville and Argyle Streets showing the fracture of the spatial form by the requirement of ground level carparking.

6.3.5 Corners

The legacy of Meehan's street layout is that some intersecting streets of the grid within the study area do not meet at right angles. Despite this the traditional chiselled or rounded form of some of the buildings with the entrance at the corner ameliorated the non orthogonal nature of the grid pattern.

This has been destroyed, however, by a number of developments which did not respect the historical significance of 'Meehan's grid'.

Woolley, in the C.A.S.P. Townscape study, undertook a corner analysis in which he assessed the corners in the central area of Hobart against qualities of:

scale, shelter, accessibility, and consistency. He defined the qualities as "scale: actual size and three dimensional impact; shelter: provision of covered space adjacent to, within or as part of the building, or implied shelter by proximity of building to street; accessibility: ease of access into buildings at corners; and consistency: degree of appropriateness vs. form and overall design." (CASP 1991, p. A/2)

It is perhaps easy to see how a corner such as the Commonwealth Bank corner (corner Elizabeth and Liverpool Streets - see figure C.6.5) rated poorly in Woolley's analysis. The setback from the street (particularly Elizabeth Street), the irrelevant landscaping (it serves no purpose) and the public seating on the western side of the building either detract from or contribute little to the street. It confuses rather than consolidates the spatial experience at the corner.

The recent additions to the Commonwealth Centre at 188 Collins Street are another example of a building which contributes little to the street. It is out of scale with the street despite having a focus with the clock tower, it does not have an entrance at the corner and the facade of the building does not extend to the

street edge, thus resulting in a loss of spatial form. (The impact of the extension to the Commonwealth Centre is discussed in appendix ii)



Figure C.6.38 The Commonwealth Centre 'clock tower' corner Harrington and Collins Streets

6.3.6 Lanes and Alleys

As stated in section 3.1 lanes and alleys are the secondary type of public space within the city. Generally they complement the street providing access through the lot or to its interior. They also provide variety for users of the streets. When they are

subservient to the street they provide an integral part of the urban space network. However, if they attempt to operate independently from the street or ignore the significance of their connection with the street they can have a considerable impact on the nature, use and life of the street.

Fortunately the study area has not seen a network of lanes and alleys develop which are utilised in lieu of, and to the detriment of, the street. Most, however have developed into small shopping arcades, with shop fronts addressing the lane. All still retain a 'live' front to the street, with shop fronts on either side addressing both the street and the lane. (see figure C.6.39)

The Cat and Fiddle Arcade and Centrepoint (which are discussed in Section 3.4.2 and 3.4.3), combined with several other small arcades, have developed the largest network of spaces that are utilised in conjunction with the street spaces.



Figure C.6.39 The shops provide a frontage to both the street and the lane or arcade.

One practice of late, however, is to limit access to the arcades after shopping hours by closing them with gates. This has the effect of reducing the types and variety of spatial experiences available both at night and at weekends to the users of the city and of reducing the permeability of the city blocks at those times.

6.3.7 Other Building Forms

In addition to the carpark there is one other land use to support the vehicle which has a form that impacts considerably on the street. That is the service station. Initially, buildings that were used to service the 'horseless carriage' were previously used for other purposes. They were not purpose-built, therefore retaining the basic form and the facade adjacent to and addressing the street. This is seen in the figure C.2.8 of the lower part of Elizabeth Street where the buildings have been retained despite their change in function. Later, oil companies recognised the advantages of corner sites, and to accommodate the service station existing buildings had to be removed. There remain several functioning service stations within the study area. The oldest that is still open (Victoria Street built in 1928, figure C.6.40), whilst now heritage in its own right, was a break in the traditional building form of the street (although not being located on a corner) which is still evident today. One other such site, now abandoned as a service station, on the corner of Collins Street and Market Place shows how the corner definition is lost even with a small site (see figure C.6.41) A more significant impact is exhibited by the service station

on the corner of Collins and Barrack Streets. (see figure C.6.42).



Figure C.6.40 6 Victoria Street

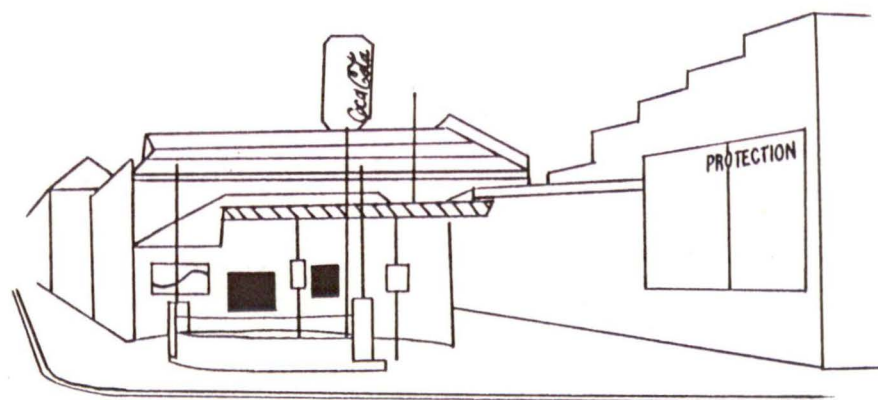


Figure C.6.41 Market Place - Collins Street Intersection



Figure C.6.42 Service station intersection of Collins and Barrack Streets

6.4 Spatial detail

6.4.1 Paving and Surface Treatment

Throughout the study area there is a variety of paving types. The City of Hobart City Centre Pedestrian Study undertaken in 1989 identified nine different types and styles of footpath paving throughout the study area. It noted there were three different types of paving material: concrete, clay brick and hotmix. Paving is used in various ways throughout the study area: to delineate ownership, to differentiate between uses (i.e. roadway and footpath) and to provide a comfortable and safe walking surface.

The way in which the paving is used by either private companies or public authorities can alter the perception of street spaces by the pedestrian.

For example, the paving used in the forecourt of a building, may be extended out to include the footpath in front of the building. This extends the building language into the street space, making it read as part of the building.

It tends to fudge the delineation between private and public domains and influences the continuity of the buildings along the street.

- Aside from the impact of the large vehicular entrances which occur throughout the study area there is the less obvious pavement crossing. In many cases (see figure C.6.43) the material used in the pavement crossing is different from that being used on the footpath. It is therefore read as not part of the footpath but either part of the building or part of the road pavement. A number of crossings in close proximity may appear as a physical barrier to the pedestrian who is slowed, restricted or stopped by the movement of vehicles. This impedes pedestrians' movement along that part of the street space which was principally for their use.

When the pedestrian is forced to slow or stop by vehicles crossing the footpath, as occurs adjacent to the Argyle Street Carpark at 32 Argyle Street, (see figure C.6.18) there is a tendency for the area to be avoided totally, reducing the level of pedestrian activity.

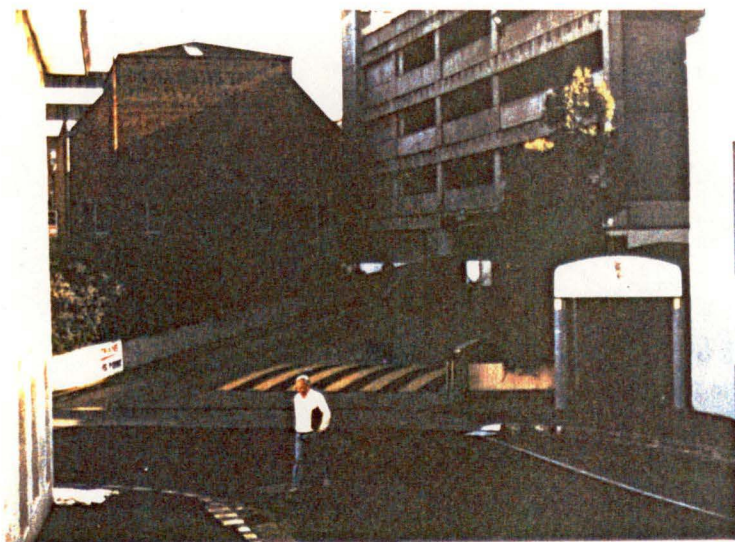


Figure C.6.43 Entrance to Centrepark Carpark, Victoria Street

- Changes to the paving can be used to advantage and have been made with some success within the study area. A change can delineate areas of different use or the other (e.g. vehicular or pedestrian) or help break up a large area which would otherwise appear less inviting such as that in figure C.6.44

An area in which paving could have been used more successfully is in Trafalgar Place (see figure C.6.45). The change in level is the only significant indication of the change in priorities. The planter boxes create

an added hazard by forcing people onto the road and the narrow footpath on the other side is mostly cosmetic and possibly redundant.



Figure C.6.44 Collins Court, different paving colours break up the area and delineate uses



Figure C.6.45 Trafalgar Place, same paving type and colour used for both the footpath and the roadway

6.4.2 Street Lighting

Lighting in the study area is of three types: firstly the street light which has changed form over the years and like the traffic light is no longer a simple vertical element in the street space but extends over the road so that the road surface is illuminated at the expense of the footpath; secondly the lighting provided from the public domain in the form of security lighting or spillage from a window display (which is discussed in section 6.2.3); and thirdly those lights provided specifically for the pedestrian such as the lamps located within the mall.

Like most Australian cities street lighting has evolved to provide almost solely for the motor vehicle. Those areas used by pedestrians and for other activities are often poorly lit and the potential for lighting is either lost or diminished.

Schomberg (1990, p. 4) suggests that "the city user has two primary aims which the city lights must meet. These requirements are either physiological or psychological in nature. The physiological aims of lighting installation are related to the security of the individual. The psychological aims of lighting that

installation must achieve relate to the aesthetics, the mood and expression of the nightscape."

The major streets within the study area, including the mall, provide for most of the physiological and psychological needs of its users which Schomberg describes. The exceptions again are the smaller spaces, the lanes and alleys, which are not adequately served. Bidentopes Lane's only lighting is from a private light provided by a jeweller which is primarily a security device. The space at night, despite the security light, would not meet the psychological and physiological needs of most of the users of the city.

6.4.3 Street Furniture

The provision of furniture within the street space, whether it is table and chairs, benches or umbrellas, provided by local authorities or individual operators, is perhaps one of the few types of privatisation of the public space which can provide a benefit.

The provision of seating outside a cafe or restaurant even though it intrudes on public space, can provide

vitality and give a sense of life and activity therefore making the space more attractive. Despite Hobart's climate being somewhat milder than many European cities that have extensive pavement cafes there appears to be a reluctance to use footpaths outside cafes or restaurants for dining.

There has been in the past considerable opposition from Council to the use of footpaths for dining. Concern came from several quarters expressing concern over impact on pedestrian movement, precedents, health concerns and public liability issues.

Shepley (1992, p. 26) writing of England in *The Planner* highlights the same types of concerns being expressed there but nonetheless "advocates a degree of chaos in our pedestrian areas ... our climate is not so extreme as to exclude the consumption of coffee and cakes for most of the year and when we finally have the good sense to align our clocks with European time, we will be able to extend this pleasant and social activity to the evening too."

These comments could be echoed in respect to public spaces in Hobart, as other Australian cities

have embraced the idea. Melbourne, which has a similar climate to that of Hobart, is provided with outdoor eating in the Swanston Walk and Lygon



Figure C.6.46 An example of a use of the pavement which is sadly lacking throughout the study area

Attitudes have changed somewhat with the recognition that the concerns can be overcome, and the result is beneficial to the vitality and life of the

public space. There are a number of examples outside the study area e.g. along the historic Salamanca Place, of outdoor seating for cafes and hotels. Those establishments within the study area which have provided outdoor seating are currently restricted to arcades or enclosed 'shopping streets' with the exception of a small area within Collins Lane. This small extension into the street space of a cafe provides an interesting enclave along the primarily blank facade of the Imperial Building (see figure C.6.43)

6.4.4 Signs

The spatial impact of signage in the study area has been minimal. The style of sign is predominantly below-awning signs, which provide identity and a sense of activity at street level. This type of signage does not intrude into the street space. Temporary banner signs that are hung across the street from building to building have perhaps the greatest impact. However, given their temporary nature they should be tolerated. No such structures of a permanent nature should be allowed.

6.4.5 Traffic Lights

As mentioned in section 5.2. the presence of the vehicle within the city centre required the introduction of a number of elements into the streetscape to control it and pedestrians. One of these new elements was the traffic light.

Initially traffic lights were vertical in shape with the lights mounted on top of the post. They were positioned on the road edge and because of their nature did not protrude significantly into the street space. This form has now changed and the newer lights extend into the street space so that they have become an element in the space that did not exist previously. As a result they can interrupt the vista along the street, obscure or obstruct the facades of buildings or detract from finer architectural detail on buildings. The lights become a dominant element in the streetscape at the expense of, in some instances, building form and detail. (see figure C.6.47)

6.4.6 Loss of Elements

It is not only the introduction of elements into the public space that has had an impact but also the loss of traditional elements that in the past contributed to the amenity and image of the space.

Examples of such traditional elements are lamps, verandah posts, stone kerbs, lights, types of paving, street furniture and signs. These elements often displayed diversity in design, which is a contrast to the trend of coherent imagery that is evident today.

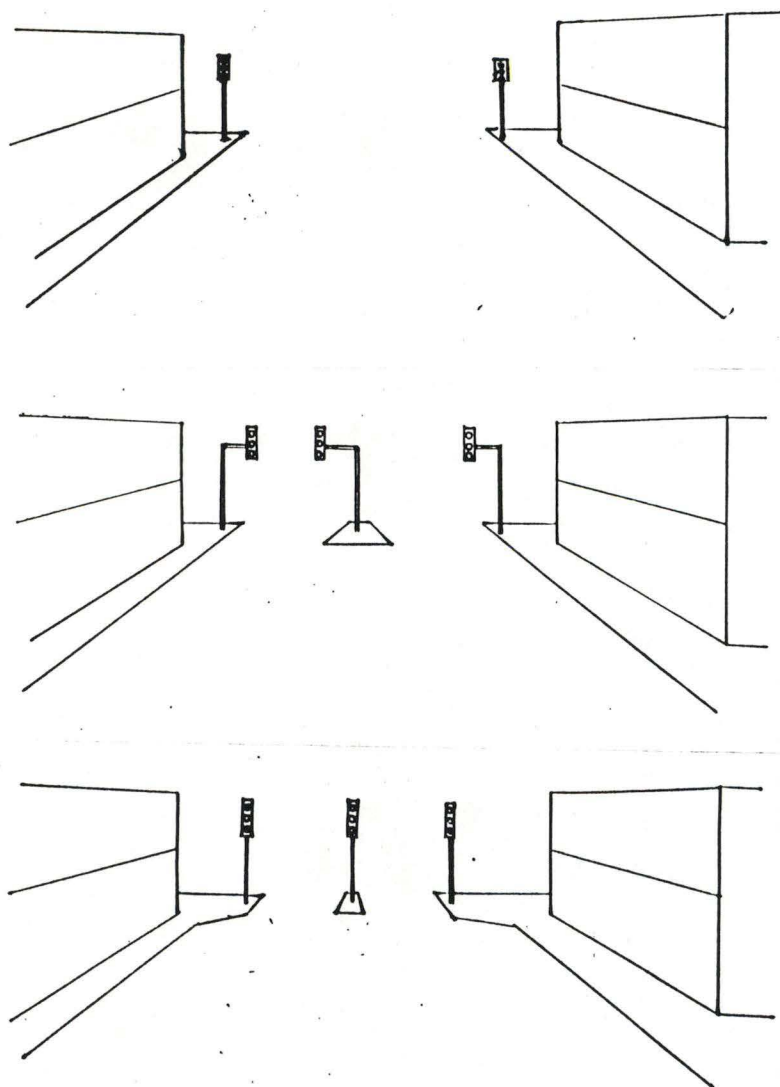
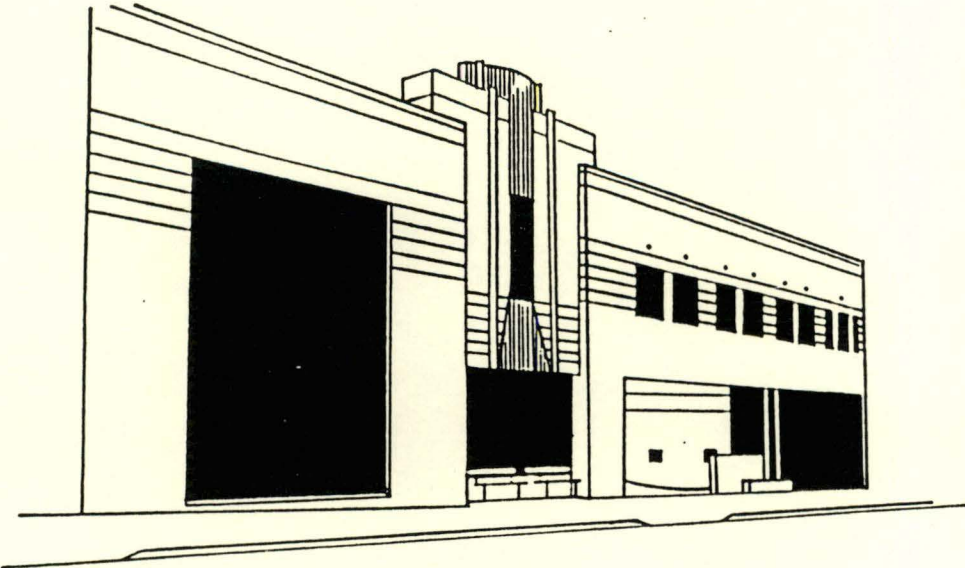


Figure C.6.47 Traffic lights have evolved throughout the study area

Chapter 7.....

**7.0 Positive Changes and Effects
within the Study Area.....**



7.1 Building Detail.....

7.2 Spatial Form.....

7.3 Spatial Detail.....

7.0 Positive Changes and Effects within the Study Area.

Not all changes that have occurred throughout the study area have been detrimental to the form, nature and vitality of public spaces.

A number of developments throughout the study area have occurred lately which have contributed rather than detracted from the traditional street form. They have resulted in the reinforcement of the spatial form, restoration of vitality to the space or repair of previous 'mistakes'.

7.1 Building Detail

The former Marine Board Building at 2 Elizabeth Street (corner Elizabeth and Morrison Streets), which dates from 1886 and was built to a design by Henry Hunter has undergone a number of changes to accommodate a 'modern use'. Several of the windows on the Franklin Wharf facade were removed to provide a large vehicular or goods entrance. The Morrison Street facade underwent similar treatment. (see figure C.7.1)

A recent approval by the Hobart City Council of plans to upgrade the building will see the original architectural elements such as doors and windows reinstated. This will not only restore the building to its original form (externally) but also remove elements of the modifications that affected both the historical significance of the building and its relationship to the streetspace. (see figure C.7.2 One other thing the building is giving back to the street is that it is being recycled to provide modern office spaces. This differs from the current trend, particularly for government tenants who are opting for the construction of new buildings, primarily office towers.

The Mercury Building (fronting Argyle Street, see figure C.7.3) has undergone a change to the facade. The Company has bought a new printing press on line and during its installation removed part of the former blank wall which fronted the street and replaced it with glass. This has enabled people to view the workings within the building, therefore adding some interest to the street.

The interface between the public and the private domains has changed from one of a bland, solid wall

to one which is transparent and interesting (see figure C.7.4).

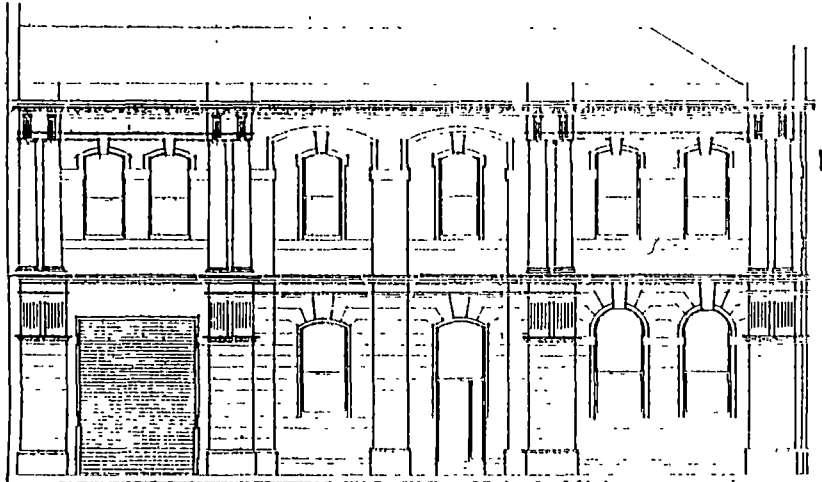


Figure C.7.1 Existing Franklin Wharf facade of the former Marine Board Building, 2 Elizabeth Street

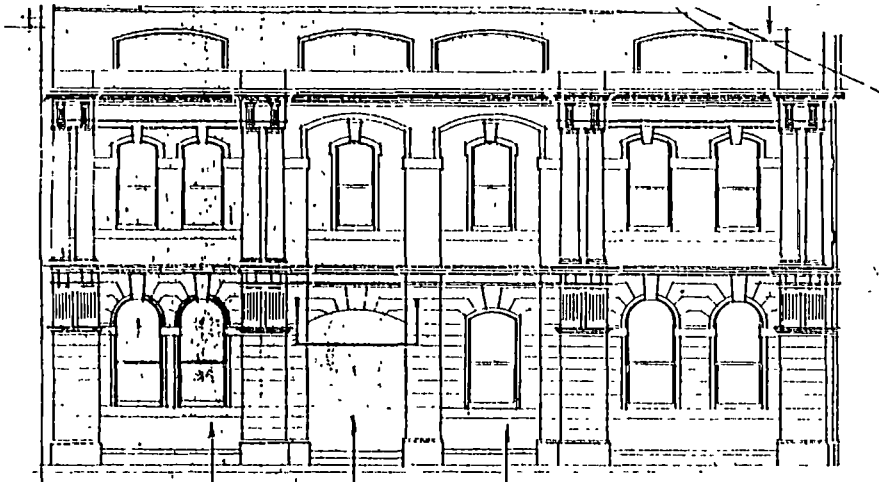


Figure C.7.4 Proposed Franklin Wharf facade of the former Marine Board Building, 2 Elizabeth Street

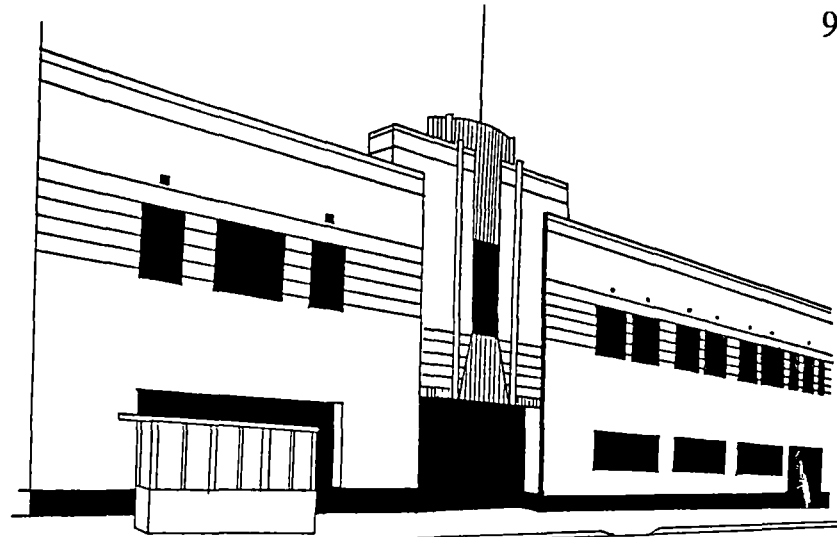


Figure C.7.3 The former facade of the Mercury Building fronting Argyle Street

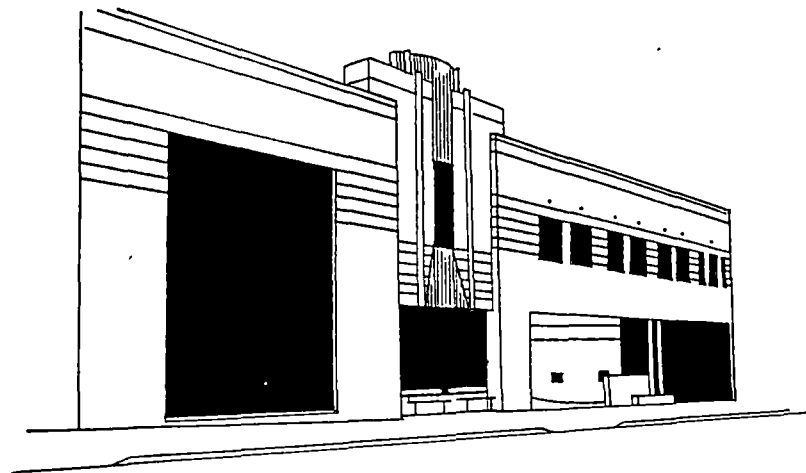


Figure C.7.4 Recent treatment to the facade of Mercury Building has resulted in greater transparency of the building

Some other newer buildings in the study area have taken cues from the traditional corner treatment. Harrington House (corner Harrington and Liverpool Streets), built in 1973, has provided a splayed corner at street level, while a change in brick colours delineates the levels above which also display a different fenestration pattern. Also the upper level is cantilevered over the entrance to provide some shelter without the use of an awning. (see figure C.6. 21)

Diagonally opposite Harrington House is the Quantum Building. Originally built in the middle of the nineteenth century it underwent a contextual reconstruction in 1990 to provide the entrance on the corner with panelled windows on either side. (see figure C.7.5) Both corners although differing in style add interest to the intersection and are complemented by the Shamrock Hotel with its rounded corner and recessed entrance and the Connors building with its glass frontage and cantilevered awning.

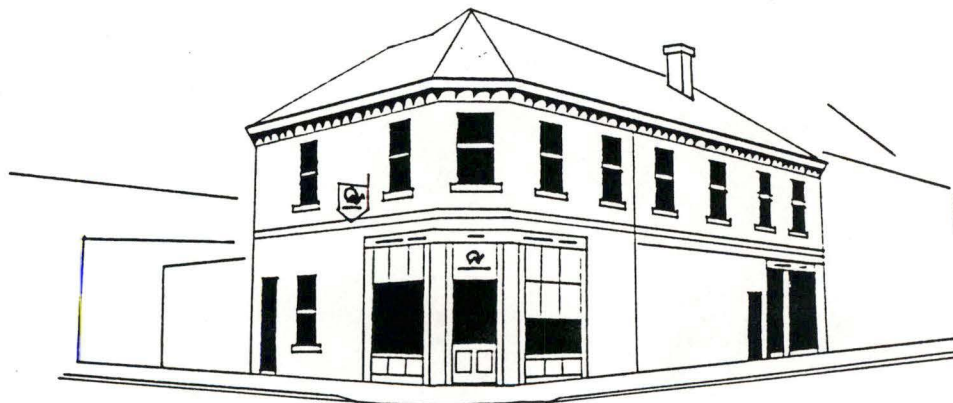


Figure C.7.5 The Quantum Building, corner of Harrington and Liverpool Streets

The intersection not only provides interest but the building forms are such that the street definition is maintained and consistent.

A recent alteration to a building which has resulted in a positive contribution to the street is the inclusion of a window in the Victoria Street wall of the building at 87 Harrington Street (corner Harrington and Victoria Streets). This has provided interest to what was previously an uninteresting blank wall fronting Victoria Street. The display provided by the current

tenant, a lighting retailer, provides additional interest.
(see figure C.7.6.)



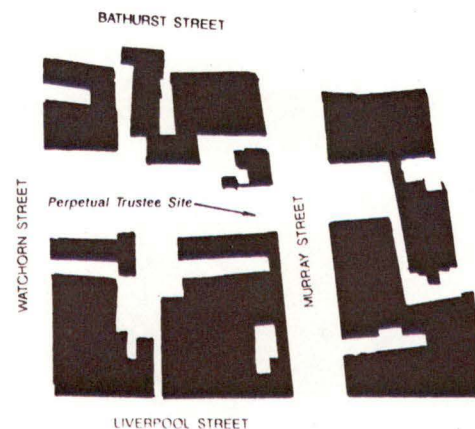
Figure C.7.6 Lights and Lamps store, corner of Harrington and Victoria Streets

7.2 Spatial Form

The Public Trustee Building in Murray Street has replaced one of the 'broken teeth' in the street form. The former ground-level carpark which was created as a result of demolition of a building has been replaced with a building that addresses the street and is of a height and bulk similar to those adjacent. It has reinforced the street form on the western side of Murray Street. (see figure C.7.7 and C.7.8)



Figure C.7.7 The Public Trustees Building (centre of picture) built on the site of a former carpark reinforces the spatial form of this part of Murray Street.



C.7.8 Figure ground of block bounded by Watchorn, Murray, Liverpool and Bathurst Streets prior to erection of the Trustee Building

Stage 2 of the Commonwealth Centre and the Tax Office have on a macro scale reinstated the street form in upper Collins Street (see figure C.7.9) The developments have some shortcomings, however, and these are discussed in appendix ii.

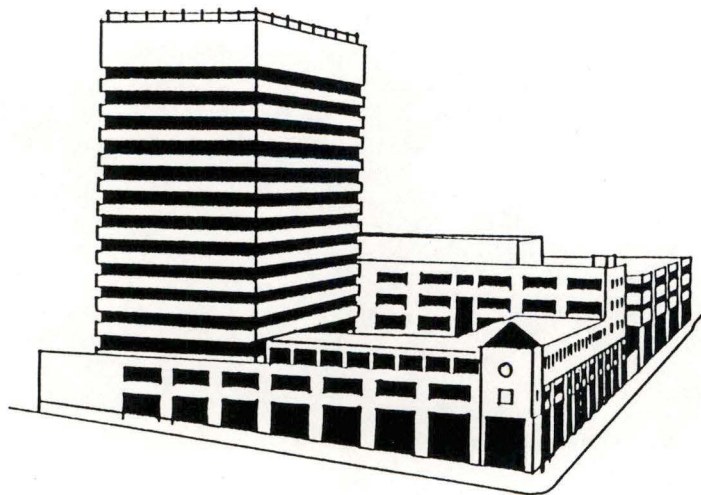


Figure C.7.9 Recent low rise extensions to the Commonwealth Centre and the new Taxation Office, Collins Street

The new A.N.Z. Centre which fronts both Macquarie and Elizabeth Streets has been built without impacting on either the form or the activity of the street. The two buildings fronting Macquarie and Elizabeth Street were retained. These buildings exhibited the traditional form of being street addressing and only two to four storeys high. As a consequence the new building does not impose itself on the street. A new tower has therefore resulted without the consequences which resulted with the erection of such buildings in the sixties and seventies. (See figure C.7.10 and C.7.11)

Some 'repair' has occurred which has destroyed the historical context of some buildings. The Edwardian facade of Maloney's Hotel (corner Argyle and Macquarie Streets) masks a building similar to that of Ingle Hall on the opposite corner. The new facade, whilst addressing the street, has destroyed the former urban garden which reflected the building line set by Governor Macquarie.

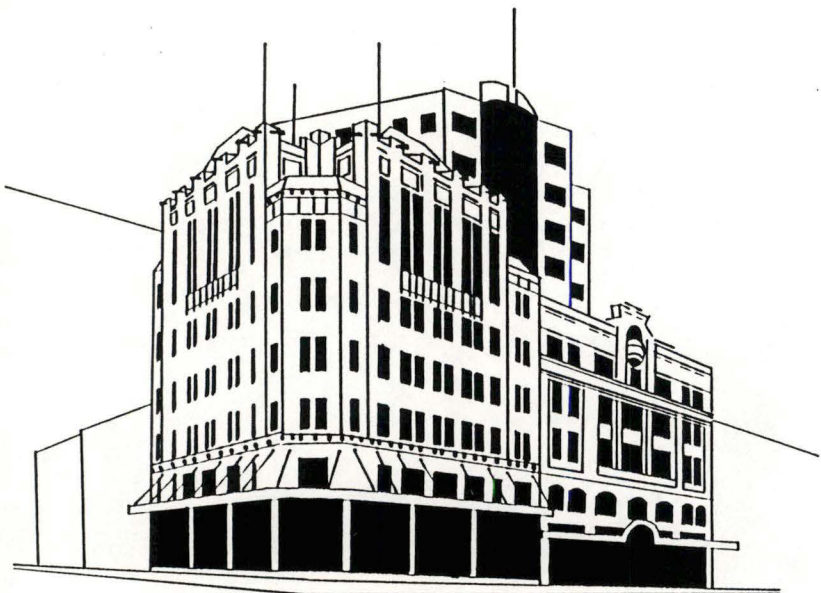


Figure C.7.10 A.N.Z. Centre, Elizabeth Street (taller building, centre of sketch), the facade to Elizabeth Street was retained.

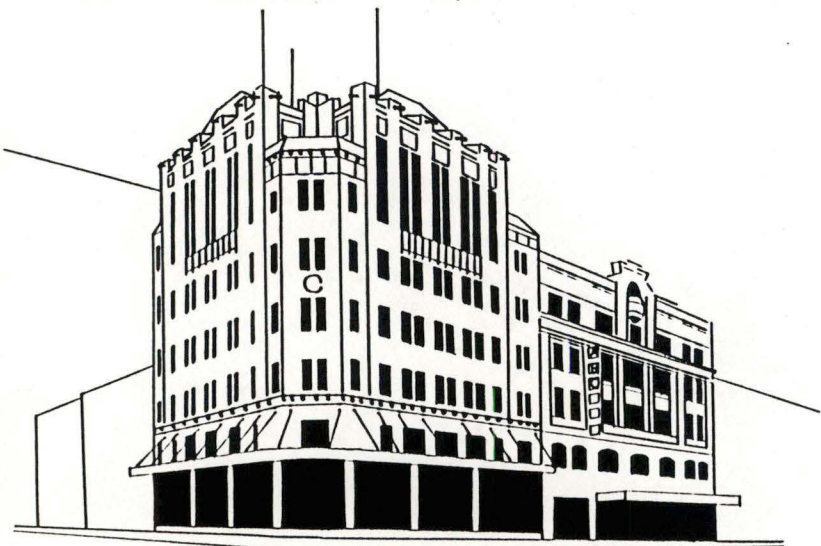


Figure C.7.11 Built form in Macquarie and Elizabeth Streets prior to the erection of the A.N.Z. Centre

7.3 Spatial Detail

Most of the spatial detail within the study area provides elements for the vehicle. With the recognition of the impact of the vehicles many of these elements are being modified to serve the pedestrian rather than the vehicle.

One technique used in the study area is kerb bulbing. In effect it allows the footpath to extend out into the street, effectively bulbing the kerb. There are two types of kerb bulbing which occur throughout the study area, that used at intersections of roads and that used in the middle of the street. (see figure C.7.12)

As mentioned previously the increase in the number of vehicles on the roads and the increase in speed led to the street corners being splayed to suit the faster travelling vehicle. Kerb bulbing is in effect a reversal of that trend. The splaying of corners reduced the amount of footpath between the road surface and the buildings (which in many instances had entrances on the corner). The legibility of the corner was lost and conflict created through competing pedestrian flows.

Kerb bulbing opens the corner up, provides more room for pedestrians and a place to meet, and makes the building entrance more readable. A side effect of kerb bulbing is that the shape of the traffic light has reverted to being vertical. With the footpath protruding into the street the traffic light stands at the edge and does not need the horizontal element to project into the streetspace to be seen.

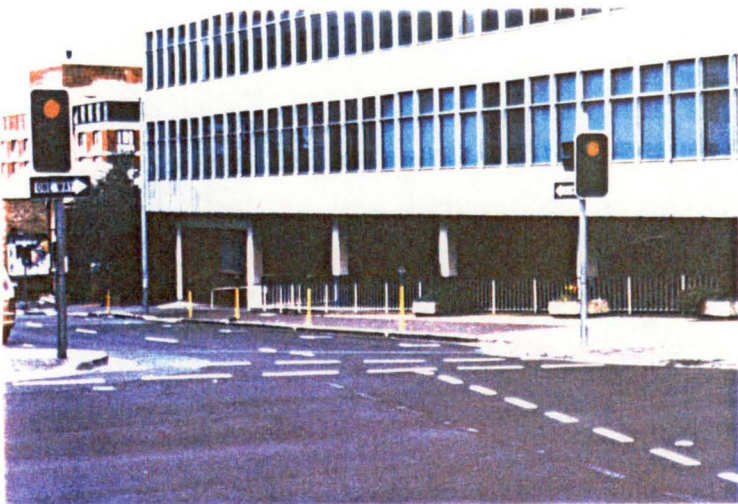
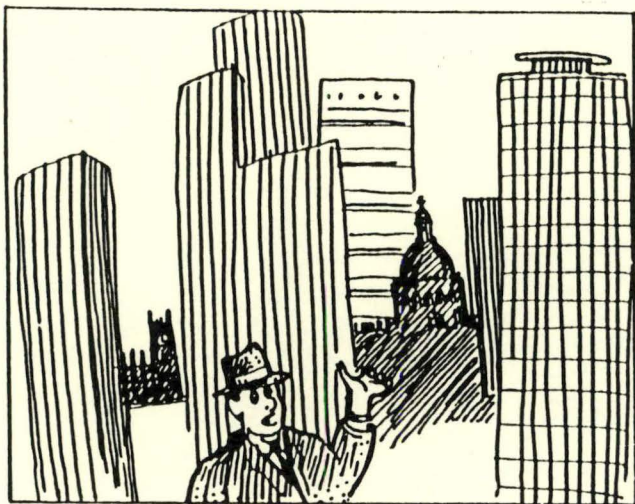


Figure C.7.10 Kerb bulbing within the study area

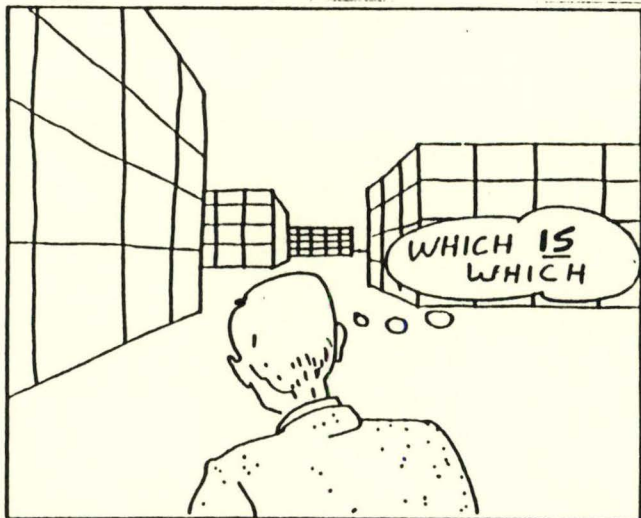


Chapter 8.....

8.0 Summary.....

8.1 Opportunities for Change.....

8.2 Constraints.....



8.0 Summary

The central business district of Hobart has, like all Australian cities, changed over the years. Initially changes were gradual and incremental with little appreciable variation to the form, nature and function of the city. The last forty years, however, have seen the most appreciable changes occur, changes that have seen the form, nature and function of the city *alter significantly*.

The form of the city has altered to reflect the internationalism of design in architecture, to cater for the demands of the vehicle and to reflect the economics of retailing.

As a consequence of the changes the public spaces, especially the streets, have been affected significantly. The street has been deprived of its traditional role as a public space and utilised by both private and corporate bodies to their advantage. The form of the space has been lost by both removing buildings that created the space and imposing elements into the space that also destroy its spatial form.

Statutory control has been lacking during most of the period of significant change throughout the city. This has contributed in part to the impact that has resulted from building setbacks, building heights, and new orientations and forms. However, if it had not been for Hobart's slow growth, physically and economically, the situation could have been considerably worse. One might also question whether the situation would have been any different if a planning scheme that concentrated on land use and ignored the built form had been in place over most of the last forty years.

There has been an uncoordinated approach to land use, both within the public and the private sector throughout the city. This has led to conflicts in pedestrian/traffic movement, and to inappropriate location of services, entrances and signage.

A lack of appropriate design guidelines has seen older buildings altered to accommodate modern uses to the detriment of the street. Modern buildings have been erected that do not respect their neighbours and as a result create a confused rather than consolidated streetscape.

What needs to be appreciated is that the streets within the central city of Hobart have the potential to contribute to the life and vitality of the city not only during retail hours. The changes that have occurred to date have not destroyed this potential. With appropriate planning and guidance of future developments within the city and remedial action initiated by both public and private concerns the street will be recognised as public space and utilised accordingly.

Following is a number of recommendations which may contribute to the reversal of the erosion of public spaces, erosion which it is hoped this study has identified as being significant, within the city of Hobart.

8.1 Opportunities for Change

As seen in chapter 7 there are changes that make a positive contribution to the life and vitality of the streets within the study area. The damage that has been done to date is not so great that there cannot be some, if not total, 'repair' of the street space.

The importance of the street as a public space within the city has been recognised by both professionals and the users of the city. They are beginning to work together to reinstate the streetspace as a recognised, coherent and essential element in the structure of the city. The appreciation by the professionals, and others, combined with their cooperation will provide a catalyst for beneficial changes in the future.

While it is recognised that there are a number of constraints to immediate implementation of some changes they are nevertheless suggested in the recommendations of the study

8.2 Constraints

There are several constraints to the introduction of changes that otherwise would have an immediate to medium term effect.

- The current Building Regulations (a Tasmanian Statute) which has specific provisions relating to fire separation between different uses (e.g. the flat above a retail outlet)
- Engineering standards (Australian standards) which relate to access widths, carparking

requirements, manoeuvring and access grades.

These tend to be applied in general terms rather than site specific.

- Current statutory planning provisions; The City of Hobart Planning Scheme 1982 provides, particularly in the Principles of Development Control, discretion to approve setbacks, exceed height limits and vary standards that impact on built form.

- Reactive nature of Local Government politics; Council tends to react to problems and issues rather than take a pro-active role

- The lack of a regional approach to such issues as retail and office locations, the competitive nature of the four metropolitan Councils for such activities.

- The number of authorities which are active within the streetspace, controlling the location of ; telegraph poles, telephone boxes, bus stops, no parking zones, traffic lights statutory signage etc.

- The Crown, both at a state and federal level not being bound by the provisions of the planning scheme. Effectively allowing them to develop

regardless of the standards, objectives or guidelines of schemes and by-laws.

- There is a lack of willingness on the behalf of developers to invest in the city in anything other than commercial properties. Residential projects are seen as a risk with an unsure market and return.

- Current legislation controls the opening hours of the larger stores (including department stores, chain stores etc.) without the larger stores acting as magnets for shoppers, smaller store owners are reluctant to trade evenings or weekends

A number of the constraints will be overcome in the short term with the introduction of the Australian Building Code into Tasmania, once legislation has been finalised. Legislative changes with the introduction of the new Local Government Act will result in the Crown being bound by planning schemes. It is anticipated that both the legislative changes will occur early in 1944.

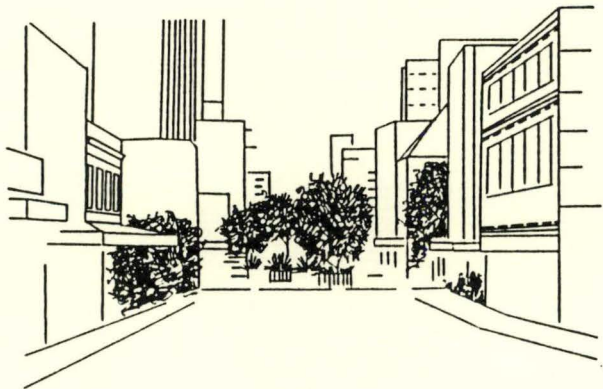
The provisions of the current Local Government Act and the new Act allows amendments to be made to planning schemes through rezoning. A number of such rezoning will need to occur to enable the City of

Hobart Planning Scheme to more effectively control development within the study area.

Other constraints will be difficult to overcome, however, changes in the political mix of the Council and cooperation from other professionals in adopting appropriate codes and standards for Hobart's situation may provide the impetus to overcome them.

The City of Hobart

Urban Design Guidelines



Chapter 9.....

9.0 Recommendations.....

9.1 Short to Medium Term Objectives.....

9.2 Long Term Objectives.....

9.0 Recommendations

The constraints of the existing statutory provisions impose some limitations on immediate implementation of some of the forthcoming recommendations. It is suggested, therefore, that the strategy for implementation should be both short and long term. The short term objectives aim to eject some life and vitality back into the city. While the long term objectives seek to control the erosional forces which have been described in the study. Within the short and long term objectives both general and specific recommendations are being suggested.

9.1 Short to Medium Term Objectives

•Improved Knowledge of the City

As well as the professionals, planners, architects, engineers and the like, the general public should be better informed of the historical nature, cultural significance and importance of the buildings throughout the city centre. A comprehensive building identification has been undertaken of the city centre by a number of people. These should be used by

citizen groups such as the Citizens for Hobart and the Sullivans Cove Citizens Association to 'advertise' the historical and spatial nature of the city. This would provide the associations with a pro-active charter rather than only reacting to developments which would impact on either the historical or spatial nature of the city. In addition each building can be provided with a history plaque detailing its construction date, style, construction method, modifications etc. The program for providing the plaque would be a joint Council/business sector venture.

•Historical Walk

An historical walk should be established which is accompanied by a written guide and information boards (similar to that used in Sullivans Cove) that details building and spatial form from various viewing points throughout the city centre. (e.g. the spatial form of Collins Street when viewed from its intersection with Murray Street). A similar program has been adopted in central Brisbane, sponsored in part by the National Trust, which is successful. The Tasmanian chapter of the Trust should be used to

help implement the program in Hobart. The Trust have been involved in a Life. Be in it promotion which was a Two Foot Tour of Historic Hobart which centred around Sullivans Cove. Also the Sullivans Cove Development Authority in conjunction with the City of Hobart produced a Sullivans Cove Walk booklet. Both of these could be expanded to take in more of the city.

•Elizabeth Mall

The Elizabeth Mall should be re-opened to traffic, during the night and at the weekend. The treatment of the pavement surface should be such that there is a clear distinction between that used by the pedestrian and that used by the car. The closure could be accomplished with appropriately designed bollards at either end of the mall. The type of treatment that could be uses may be similar to that used in Collins Lane (see figure C.6.44)Traffic direction should be one-way and speed-reducing devices installed in the roadway.(see figure C.9.1)

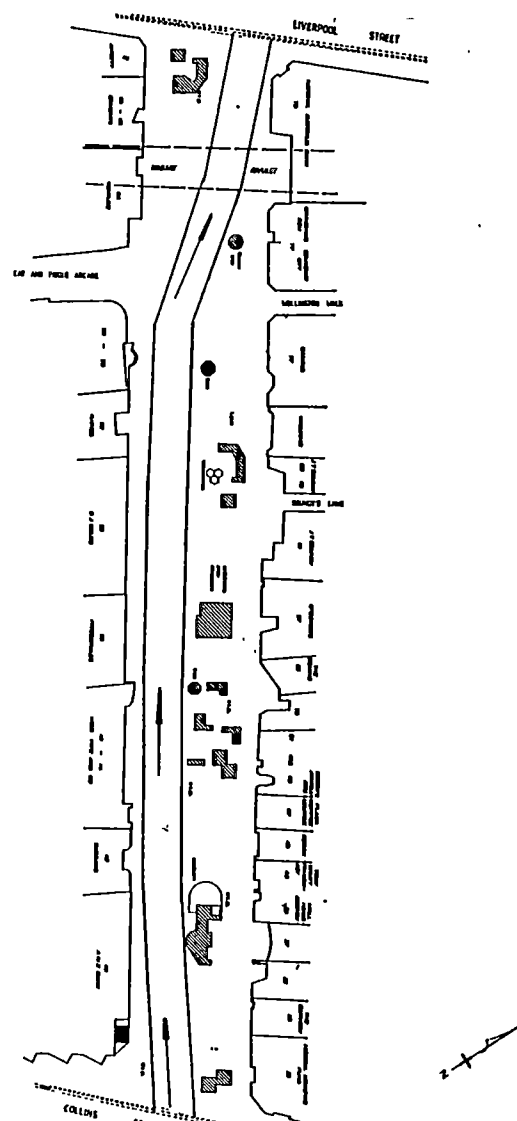


Figure C.9.1 Proposed re-opening Elizabeth Mall to traffic on a limited scale

•Closed Spaces

The arcades that are closed at night and weekends should be encouraged to re-open, especially at weekends. Recent legislation, on extended shop trading hours, adopted by the Parliamentary Liberal Party provides some compromise to the previous bill that was quashed by the Legislative Council. If this is successful in getting through the upper house It will result in the larger stores opening on weekends, which in turn may encourage some of the smaller traders to open.

•Road Pavements

The major streets within the study area, particularly Collins, Elizabeth, Liverpool and Murray, that delineate the central city block should have the road pavement width reduced to provide for a maximum of two lanes of traffic.(see figure C.9.2) Pedestrian space should be expanded and eating establishments and the like encouraged to use part of the pedestrian space. Along these streets, once narrower road pavement widths have been established, parking should still be provided but it should be in small, (three to four spaces), parking

bays. Parking along the entire street edge of the block should be discouraged. If this is proven to be successful other streets within the city could be treated in a similar manner.

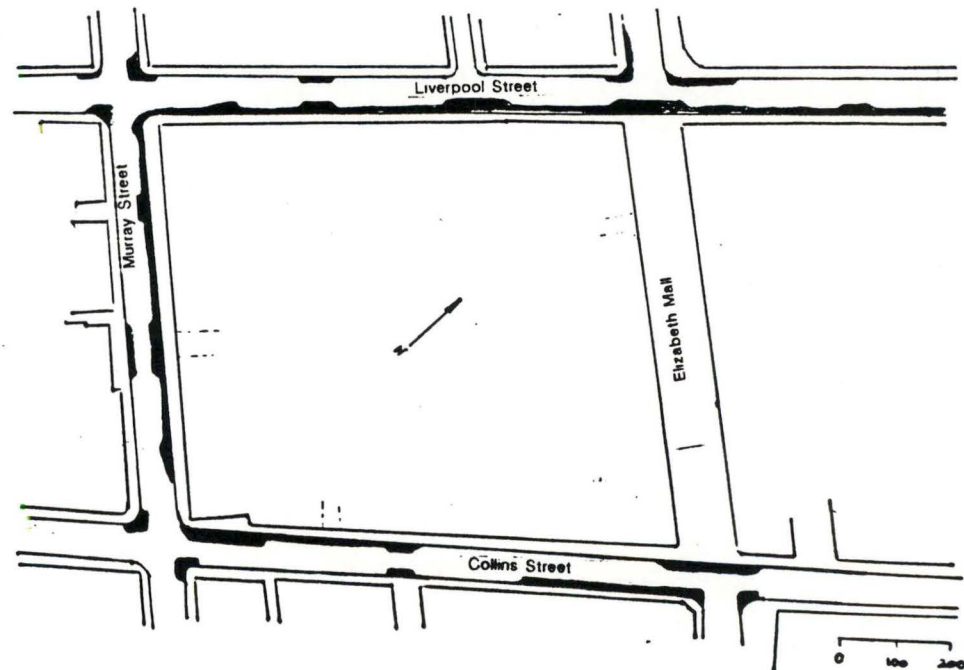


Figure C.9.2 Proposed road pavement width reduction surrounding Hobart's central street block

•Paving

Paving throughout the city centre should be coordinated so that there is consistency between the type that is used for pedestrian traffic and that used for vehicular traffic. Whilst a uniform colour need not be employed for a particular use there should be some consistency of texture and style to reflect that use. Development of narrower road pavements detailed in the previous recommendation could provide some consistency in this regard. Also as repair is undertaken to pavement new paving should be consistent.

•Seating

More public seating should be provided throughout the city centre; this could be integrated with the development of pedestrian-friendly environment surrounding the central block. Seating could be provided where kerb bulbing is undertaken along other streets within the city centre. The location of seating should be carefully considered. Locations should provide a comfortable environment for the

user. What should be avoided is providing seating in 'left over' spaces that are exposed to cold winds or constantly overshadowed (some shady locations could be provided). Seating should be strong, relatively comfortable and accessible to all the users of the space. It may be possible to incorporate the seating with a landscape feature or if adjacent to the street as a physical barrier between the street and the footpath. Consultation should be undertaken by the Council with traders adjacent to the widened footpaths, prior to implementation of the scheme to determine their attitude to public seating and if it effects plans for their use of the footpath.

•Development Consideration/Approval

A development control unit should be established within the Hobart City Council which considers all applications for land use and assesses all approvals needed whether it relates to privately owned land or public land within the city centre. It should be given authority to second persons with the expertise to deal with the application. The unit should report to the one committee for a single approval.

•Spatial Coordination

All the authorities involved in the management and control of elements within the streetspace (telecommunications, transport etc.) should form a single cohesive committee that considers and advises the development control unit on all proposals within the street. This could range from location of telephone boxes to street lighting.

9.2 Long Term Objectives

•Statutory Controls

The provisions of the statutory document (Planning Scheme) should be changed to discourage buildings being set back from the street frontage. This will require the wording of Principles 8 and 16 of the Principles of Development Control within the Scheme to be altered. Reference in Principle 8 to the public facilities such plazas, terraces pedestrian links over and under streets will need to be deleted. Principle 16 should have the wording added " side

setbacks should be provide to enable access to the rear of the site."

The Siting and Landscaping Schedule (particularly Clause D.3.2) will need to be amended. The wording of Clause D.3.2.1 should be amended from "In these zones no specific boundary setbacks are required other than" to "In these zones there is a zero setback to each boundary, other than to satisfy Principle 16". The exception being to provide a link with an existing alley or arcade or provide public access to a building or feature toward the centre of the block.

The statutory standards will also need to make provisions for step back of the upper floors of the building. The Desired Future Character statement for the two inner city Precincts should be amended to include the wording "podium or building bases should be designed to fit with the older, traditional building scale, with the upper levels of the building being setback to reduce visual and environmental impacts on the street." (see figure C.9.3) Failure to provide for the building to step back may result in tall buildings, to whatever height limit is imposed,

impacting on street width to building height ratios.
see figure C 6. 26

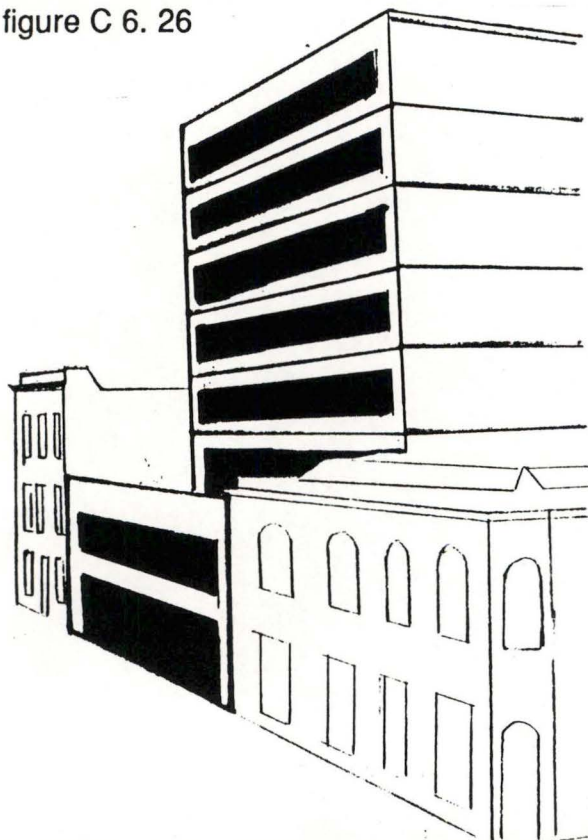


Figure C.9.3 Infill of a previous forecourt area undertaken in Adelaide, shows 'infill' respects the height of adjacent buildings. Similar treatment could be undertaken on a number of buildings in the study area (Capita Building and Tourist Bureau)

Incentives in the form of bonus plot ratio could be provided for those buildings that currently exhibit a setback to encourage them to build up to the street .
Similar action was undertaken by the Melbourne City

Council, which, as a result of its 1985 Strategy Plan, "changed its urban design philosophy and introduced policies which encouraged building to be aligned to the street frontage, without any setback of forecourt, however small." (Flannigan 1991)

It may be found in the study area, as it was in Melbourne, that building over the forecourt represents a bonus return for the developer, as they were likely to have been granted a bonus floor area for providing the forecourt in the first place. The height , however, of any infill of forecourt areas should be consistent with adjacent buildings so as not to detract from the street. (see figure C.9.3)

This should however not relate to 'heritage buildings' where the setback is part of the historical context of the building, e.g. Ingle Hall (corner Argyle and Macquarie Streets) and the Temple House or Solomon residence (corner Argyle and Liverpool Streets) These urban gardens should be retained as part of the heritage value of the building and streetscape (see figure C.9.4)



Figure C.9.4 Ingle Hall (corner Macquarie and Argyle Streets) exhibits the setback established by Governor Macquarie in the 'Meehan' plan. This historical setback should not be destroyed

•Urban Design Guidelines

An immediate start should be made into adopting urban design guidelines for the city centre. These should not form a statutory document in themselves but be an adjunct to the planning scheme. This

would still allow freedom of individual design but emphasis the need to respect the traditional detail throughout the city. The Urban Design Guidelines for the Corporation of the City of Adelaide were published to illustrate the fundamental urban design principles of the planning scheme. As the City of Hobart Scheme is based on the Adelaide scheme the adoption of design guidelines to support and reinforce the Zone Objectives and Statements of Desired Future Character is considered appropriate.

While still allowing individual design of the building emphasis should be placed on how the building addresses and orientates itself to the street. Alignment to the street boundary should be encouraged so that the building allows physical and visual interaction between the street space and the private space of the building.(see figures C.9.5)

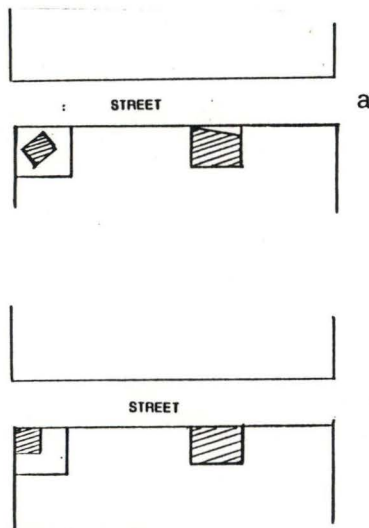


Figure C.9.5 Buildings should respect the grid pattern of the street and align up to it situations such as in 'A' should not occur. A number of sites within the study area with development potential such as the Civic Square Site and Melville Street carpark should be used to reinforce the spatial quality of the street space

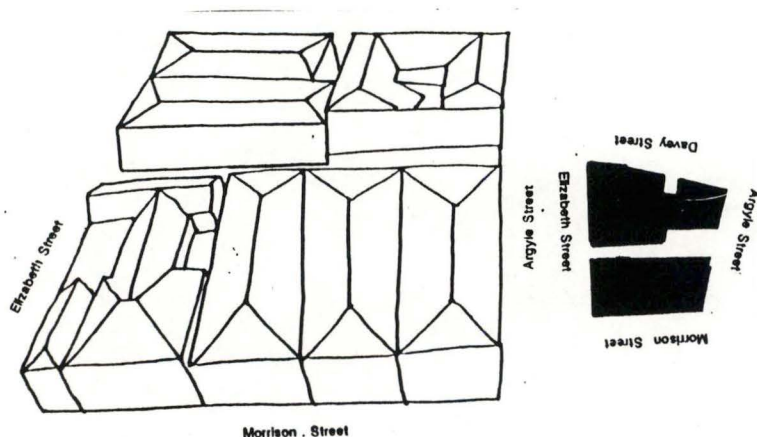


Figure C.9.6 Possible development of Civic Square Site which reinforces the street edge, figure ground shows possible through site link

•Building Height and Form

Given Hobart's topography and the predominant built form building heights should be limited throughout the study area to 30 metres. This would allow a maximum of ten storeys; slightly higher than many of the taller 1930s buildings. However, this would not apply to the entire site. Further investigation should be made into establishing an height envelope within each city block within the study area.(see figure C.9.7) The envelope would evolve out of consideration of the orientation, width and length of the street block, its proximity to adjacent blocks and views and vistas from existing buildings and public spaces. The analysis may result in a maximum of less than 10 metres being established at the perimeter of the block, to achieve an appropriate street width to building height ratio, increasing to a maximum of 30 metres towards the centre of the block. (see figure C.9.8)

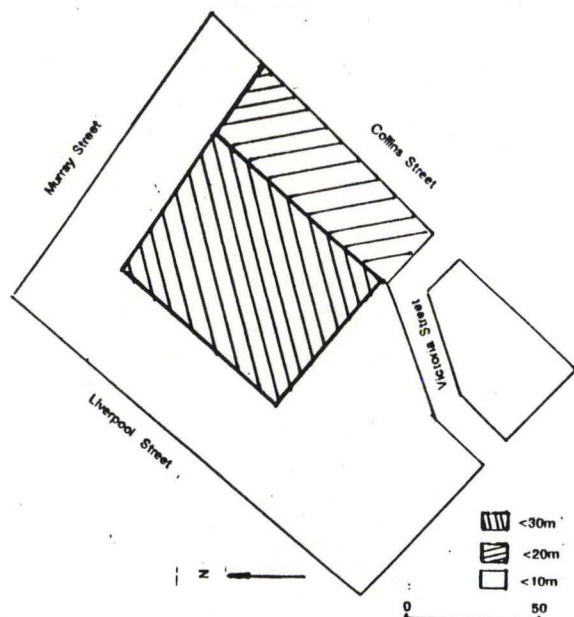


Figure C.9.7 Possible building height envelopes for lot bounded by Murray, Collins, Liverpool, Victoria and Harrington Streets



Figure C.9.8 Possible development of 60 Liverpool Street if a building height envelope was imposed. The result is similar to that seen with the A.N.Z. Centre (figures C.7.10 and C.7.11) that has little impact on the street.

Where it is necessary to amalgamate lots and build structures with large, open floor plans the treatment of the facade of the building should reflect the traditional vertical elements of the city. Specific urban design guidelines should provide details. An example of where this has been done with some success is the Taxation Office (see Appendix ii)

•Windows and Displays

The importance of windows and displays as something that adds vitality to the city centre should not be understated. Buildings that fail to provide, at street level, windows and displays should be discouraged both through statutory and non-statutory means. Statutory means would require changes to the planning Scheme to require a percentage of the street-level facade of the building to have a specific ratio of void to solid. (see figures C.9.9 and C.9.10)

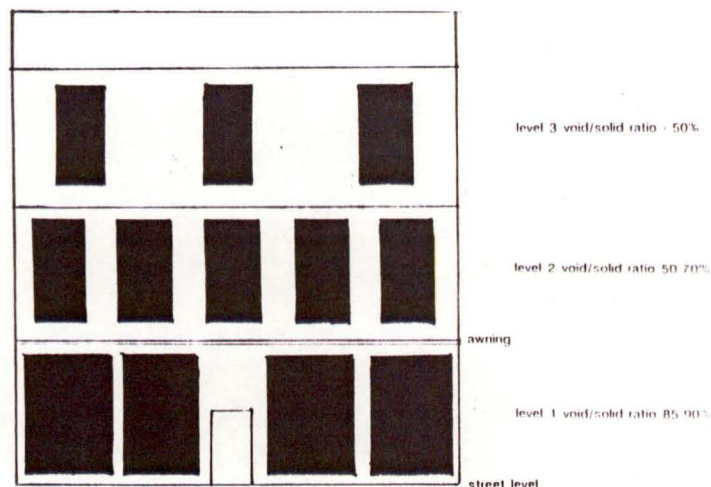


Figure C.9.9 Example of a guideline for window to solid ratio on buildings within the study area.



Figure C.9.10 Existing Building in Liverpool Street exhibits a window to solid ratio which provides transparency at street level

An annual award could be established, sponsored by both the Council and the city traders to encourage a high level of window display for both retail and non retail outlets. Vehicular entrances, where possible should be closed and street level windows and retailing provided (see figures C.9.12 and C.9.13)

•Entrances

The urban design guidelines should encourage buildings to have multiple entrances and more active faces to the street. The re-establishment of awnings on buildings should be encouraged and pseudo-awnings discouraged. Buildings should have recognised tops or roofs and fenestration pattern reflect or complement existing fenestration patterns.

The development of corner entrances should be encouraged. Those corner entrances throughout the city centre that have been closed should be reinstated where possible.



Figure C.9.11 The Westpac Bank Building the corner entrance could be re-opened with little difficulty

•Carparking and Road Widening

Currently the City of Hobart Planning Scheme exempts all uses within the four core precincts from

car parking requirements. This does not, however, prohibit the construction, as part of the development, of car parking within the building. Through statutory means such car parking should be discouraged totally.

Clause E.7.1 of the Traffic Access and Parking code of the planning scheme states that there is no minimum requirement for the number of parking spaces to be provide in the Central retail Zone (Precinct 1) and Precincts 2, 3 and 4. The wording of the clause should read that there is no parking to be provided with any development within Precinct 1 and that there is no minimum in Precincts 2, 3 and 4.

Design guidelines should detail the ratio of carpark entrance width to building width and encourage entrances of a human scale. Double-width entrances (4-5 metres) can be avoided with the use of traffic control devices to control the movement of vehicles in and out of the building. Controlling the vehicle in this fashion also reduces the notion that it has priority when crossing footpaths to enter the building.

The Council should take an active role in identifying those parcels of land which were taken for road widening, causing a building to be set back and

which are still in the ownership of the Corporation. The land should be offered to the adjacent land owner at no cost provided the owner is prepared to develop the land in accordance with design guidelines.(see figure C.9.12)

•Lights and Arts

A program should be initiated by both the Council and the business sector to light up the city centre, particularly the smaller lanes and alleys which suffer from a lack of good public lighting. Many of these alleys also exhibit blank walls; a community arts program or something similar could be established to produce murals, preferably with a specific theme, possibly one relating to the historical development of Hobart. A similar community arts program has been undertaken in Sheffield, which adopted a theme, and has been quite successful.

•Bikes and Paths

Although not discussed in the report the city does little to encourage its use by cyclists. The proposed

road pavement reduction could include provision for a cycling lane. This is particularly important in Collins Street which could provide a link to the city from the soon to be opened cycle path that follows the railway line. Provision of appropriate undercover bike parking by the Council and businesses may encourage more use of cycles and less use of cars for commuting.

•Residential

The trend around Hobart as is the case in most large cities throughout Australia is a move into the inner residential areas and the 'gentrification' of the older homes. This trend should be encouraged further to take in the inner-city areas. Two factors can contribute to the encouragement of central-city living. One is introduction of the Australian Building Code into Tasmania. This code would enable residential units to be established where the current building regulations are restrictive. The requirement of fire isolation of one dwelling unit from another dwelling unit limits potential for residential use. A relaxation of this regulation under the Building Code may allow some of the disused shop-tops to be either converted

to dwellings or restored to their previous residential use.

This would need to be coupled with a change in statutory controls. Currently flats are a discretionary use in the Central Retail Zone, a flat being described as a dwelling unit without private open space. The Scheme does not encourage either the establishment or the extension of residential uses within both the Central Retail and Commercial and Administrative Zones. An amendment to the scheme to make flats permitted would provide, however, the statutory 'green light' but there are the other constraints detailed in section 8.2.

The conversion of other vacant floorspace, such as secondary office space, to residential use should be encouraged. This office space is currently experiencing a vacancy rate of around 20%. Incentives such as rate holidays and parking for apartment tenants in Council-owned carparks could be provided to encourage investment to convert them to residential use. Notwithstanding other statutory controls it may be suitable to allow the plot ratio of a building to be exceeded, provided the established

height limit is not exceeded, if the use was to be solely residential.

To demonstrate the demand and financial viability of inner city residential development several demonstration projects could be initiated by the Council in conjunction with Department of Community Services or one of the larger housing developers (e.g. Jennings). There may, however, not be a need for such a project if the proposal to develop one hundred and eight flat adjacent to the Sheraton Hotel is successful.

•Retailing

The issue of retailing should be tackled on a regional scale. The current situation of the metropolitan councils throughout greater Hobart competing for retail outlets will continue to have an impact on the city centre and indeed on each other. If the current phenomenon of the hyperdome which is occurring in other states were to be established in the Hobart Metropolitan area without some regional coordination it could have considerable impact on the retail structure of not only the city centre but other

shopping centres. A regional retailing strategy will need to be implemented with the cooperation of the four metropolitan Councils



Figure C.6.12 The new shop fronts in Criterion Street, the area was previously used for the parking of tourist coaches in association with the adjacent Tourist Bureau

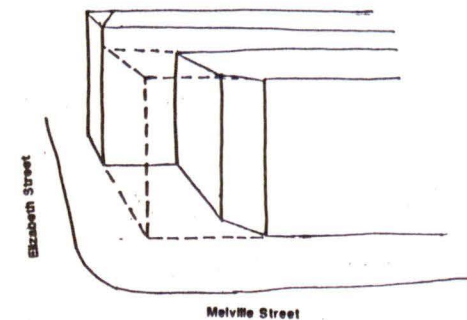
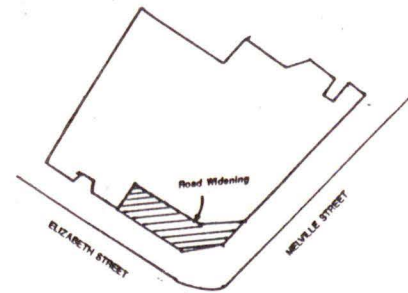


Figure C.9.13 Possible reinstatement of corner previously taken for road widening

The implementation of the recommendations detailed in the section 9.1 will provide for a change to the nature, form and vitality of the streetspaces within the study area while those detailed in section 9.2 will provide the framework for the on-going retention of the existing quality spaces and those created as a result of adopting the earlier recommendations. The recommendations are intended to provide both short and long term planning solutions to the erosion of the form and quality of central Hobart's spaces.

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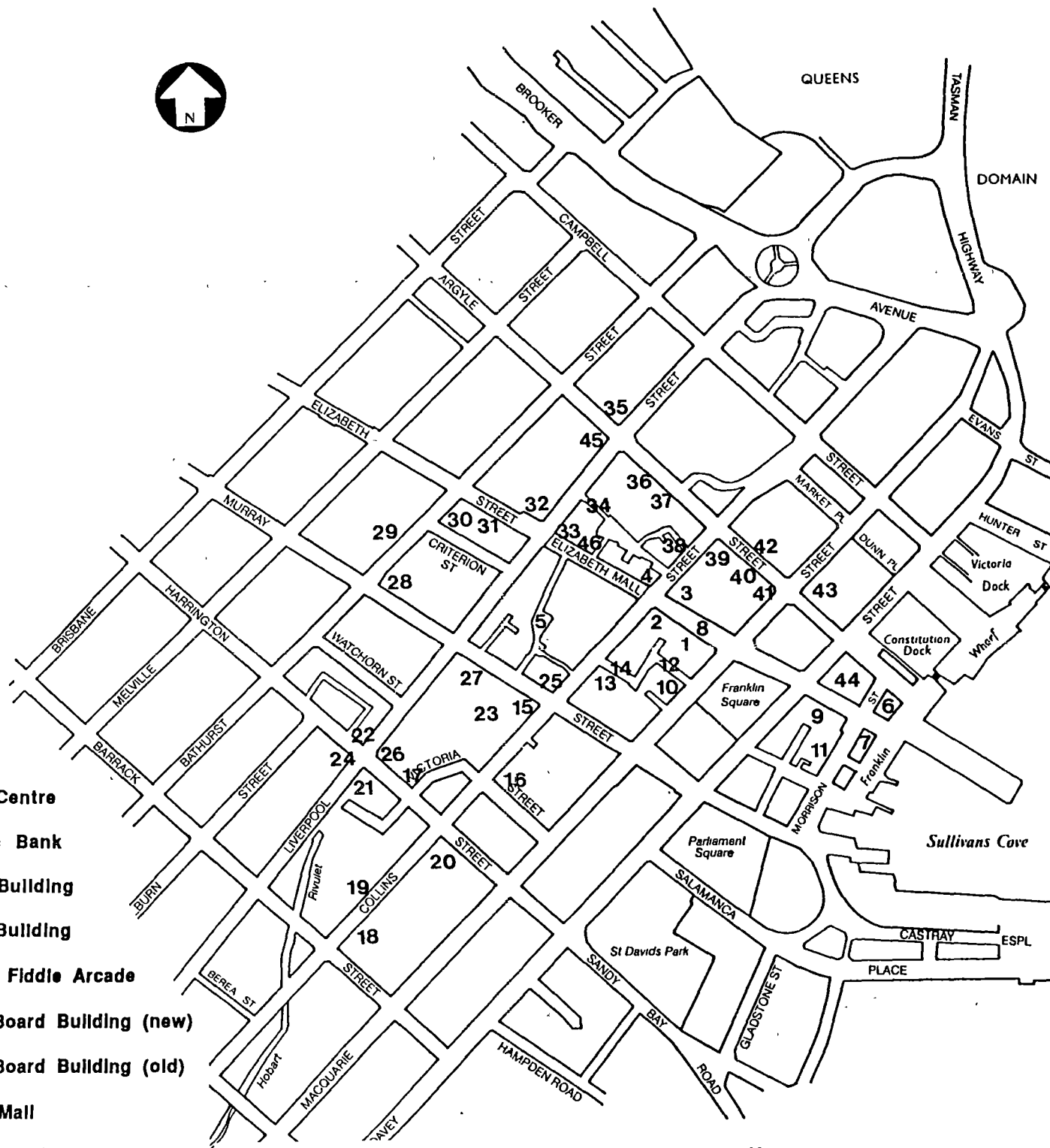
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Appendix i



- | | | | | | |
|----|-----------------------------|----|-----------------------|----|-----------------------|
| 1 | A.N.Z. Centre | 22 | Harrington House | 35 | Temple House |
| 2 | Westpac Bank | 23 | Centrepont | 36 | Valet Parking |
| 3 | A.M.P. Building | 24 | Shamrock Hotel | 37 | Argyle Street Carpark |
| 4 | M.B.F. Building | 25 | T.B.T. Building | 38 | Kemp Street |
| 5 | Cat and Fiddle Arcade | 26 | Connors Store | 39 | Telecom Building |
| 6 | Marine Board Building (new) | 27 | Bldencopes Lane | 40 | Mercury Building |
| 7 | Marine Board Building (old) | 28 | State Library | 41 | Ingle Hall |
| 8 | Transit Mall | 29 | North Central Carpark | 42 | 25 Argyle |
| 9 | H.E.C. Building | 30 | Mid City Hotel | 43 | Museum |
| 10 | Maquarie House | 31 | Tourist Bureau | 44 | Civic Square Site |
| 11 | Gibson's Flour Mill | 32 | Commonwealth bank | 45 | Capita Building |
| 12 | Trafalgar Place | 33 | National Bank | 46 | Wellington Walk |
| 13 | Imperial Building | 34 | Bank Arcade | | |
| 14 | Collins Court | | | | |
| 15 | T & G Building | | | | |
| 16 | State Taxation | | | | |
| 17 | Lights and Lamps | | | | |
| 18 | Taxation Office | | | | |
| 19 | CES/ABS Building | | | | |
| 20 | Commonwealth Centre | | | | |
| 21 | Quantum Building | | | | |

Appendix II

Case Studies

Bathurst Street as a Microcosm of the City Centre

Perhaps the most fragmented of the city streets within the study area is Bathurst Street between Elizabeth and Murray Streets.

Although not a shopping street like those closer or within the city centre it nonetheless displayed a strong spatial form as a consequence of buildings lining the street. With a few exceptions most of the original buildings have been removed. In their place have been erected a number of buildings of various styles and forms. Setbacks, orientation and building bulk have contributed to a severely eroded streetscape (see figure A.2.1).

Those remaining, with the exception of the Playhouse Theatre, such as the buildings on the corner of Criterion and Bathurst and those at either end of the northern side of the street, exhibit the traditional form. They are street addressing, standing shoulder to shoulder so that a almost continuous

facade results. They all provide, in different ways, activities to the street

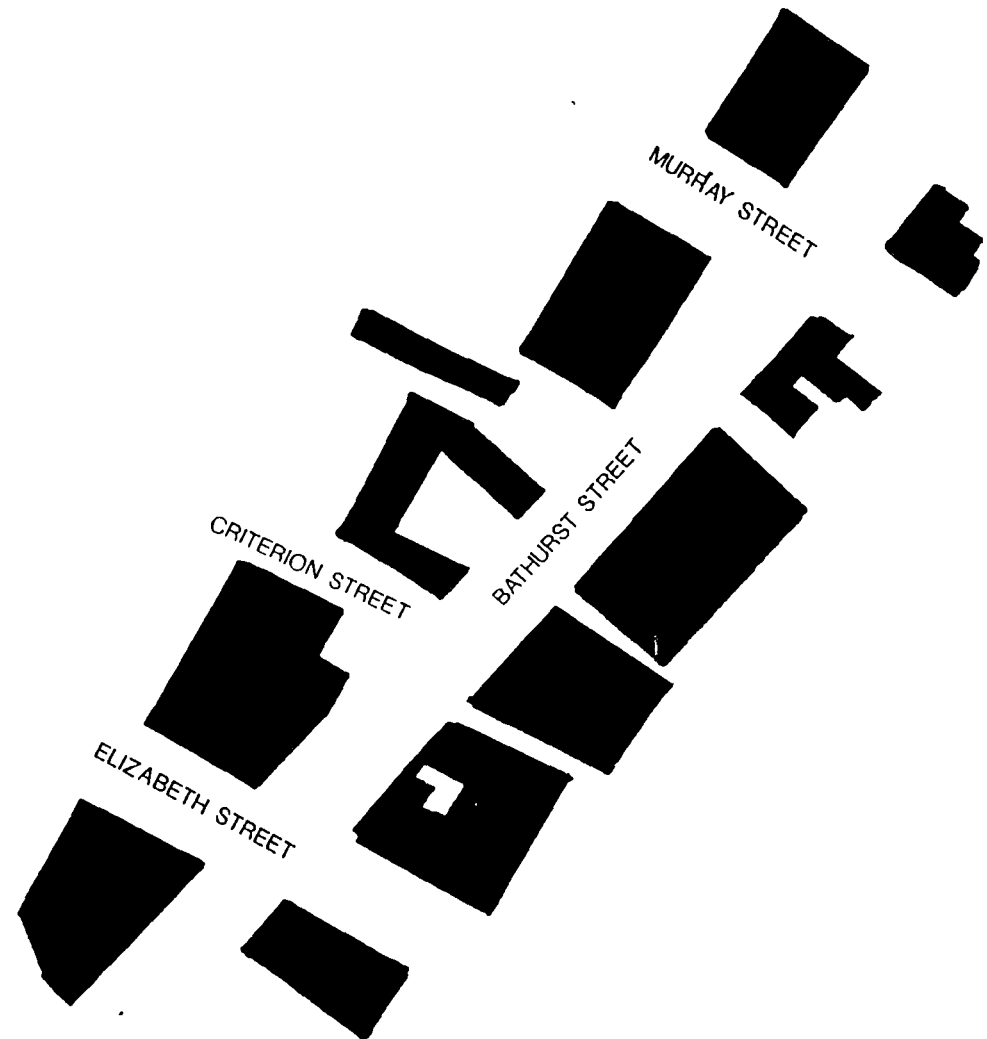


Figure A.2.1 Figure ground Bathurst Street, 1992

Two developments which initially had some impact on the street were the Downtowner Hotel (now the MidCity Motel) at the intersection with Elizabeth Street and the State Library at the intersection of Murray Street.

Both impacted in different ways. The hotel, which has three frontages, only addresses the Elizabeth frontage where there is an entrance and retail shops. The Criterion Street frontage consists almost entirely of a blank wall. The Bathurst Street frontage provides a vehicular entrance on the corner with Criterion Street. As a result the definition of the corner of Criterion and Bathurst Streets is lost. The landscaping does little to enhance the corner and is inappropriate. Landscaping is also provided along the rest of the facade with Bathurst Street but it only screens a blank wall. The building along this part of the street 'pretends' that it is located within a park and not in a city block.

The State Library, built on pillars to enable open street level parking, appears, at street level to be transparent; one can see through the building to the other street. (see figure A.2.8) The street, as well as the corner definition, is lost. The building does not

define the space at this point but is in part the space. Again landscaping is used but it does little to enhance the streetscape or reinforce the form of the street.

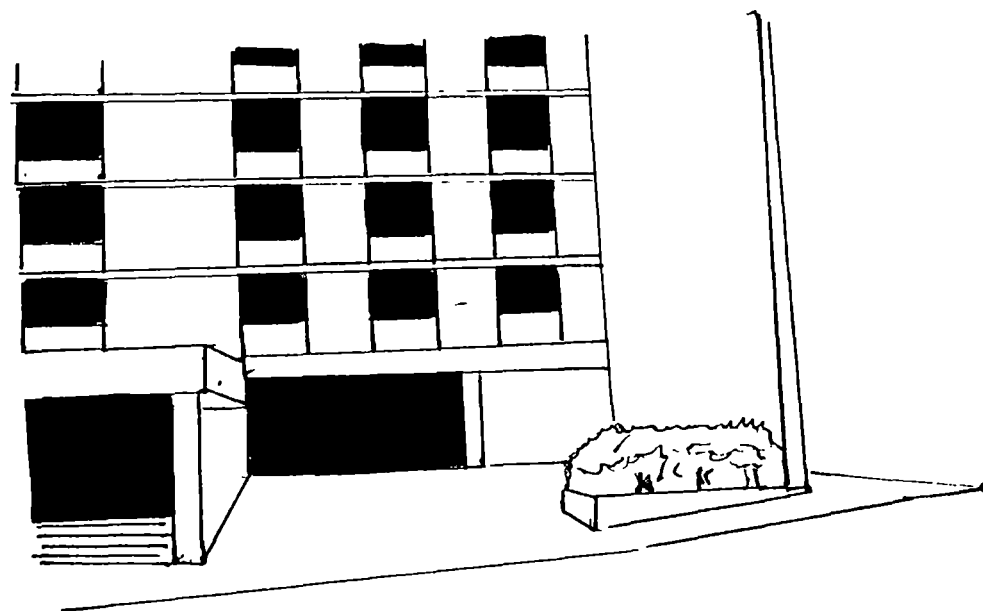


Figure A.2.2 The Mid City Motel, setbacks, landscaping and carparking at the intersection of Bathurst and Criterion Streets

The latest development is the North Central Carpark. This development, which replaced a open street level carpark that had been operating since the early 1960s, is a combination of offices, retail and multi-storey carpark. The development has required the amalgamation of a number of lots and has frontage to both Bathurst Street and Melville Street. The Bathurst Street frontage provides for both offices and retail. The building form, however, detracts from the street almost as much as the previous carpark did. The retail function is not at street level nor does it address the street, it is hidden back under the building, and one has to enter the building forecourt to access the shops. The entrance to the office component again is not at street level; it requires one to ascend a flight of stairs through a grandiose entrance that is out of scale with the building. (see figure A.2.3) In addition the building is not sympathetic to the slope of the land towards Elizabeth Street. The building is elevated at the eastern end to allow for carparking under. The carparking does not relate to use of the multi-storey carpark which is accessed off Melville Street. The carpark provides spaces for tenants of the building; as a result the facade of the building is a blank wall

of between .5 and 3 m in height extending along approximately 60% of the frontage with Bathurst Street. (see figure A.2.4)

The building elements are primarily horizontal in nature which do not follow the natural slope of the road and also present a homogeneous facade to the road.

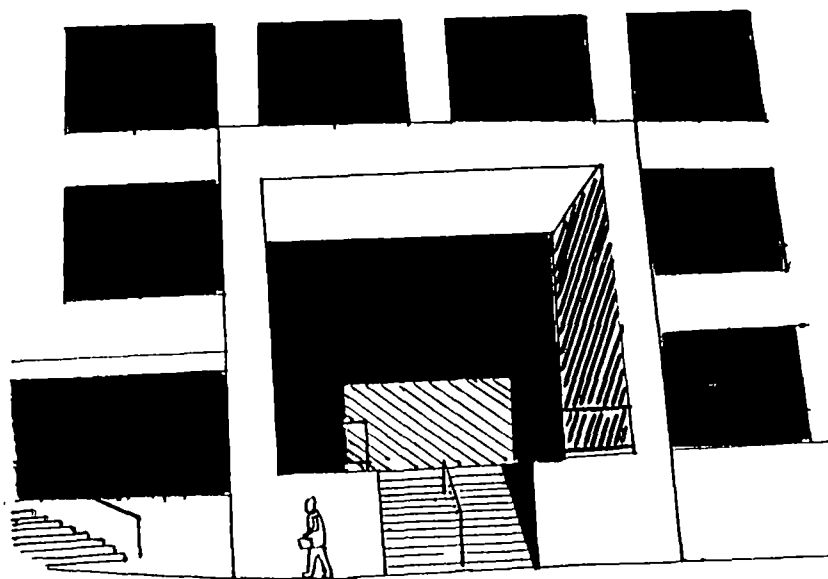


Figure A.2.3 The main entrance to 99 Bathurst Street

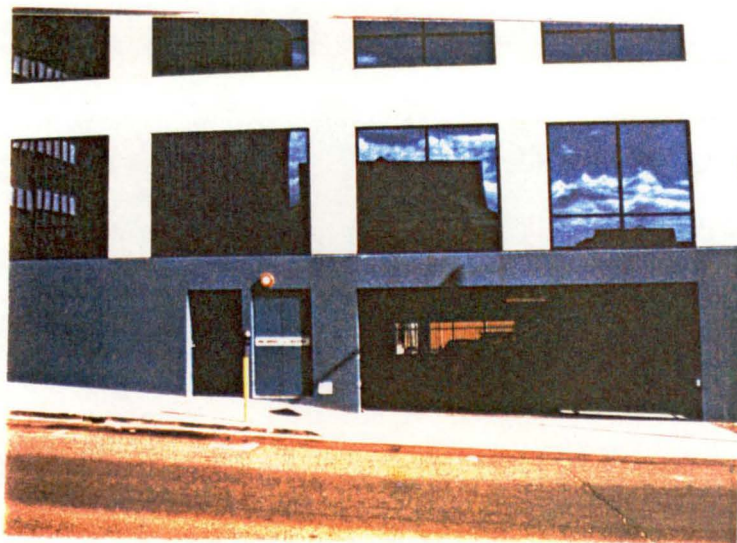


Figure A.2.4 Vehicular entrance to 99 Bathurst Street



Figure A.2.5 Bathurst Street prior to erection of North Central Carpark

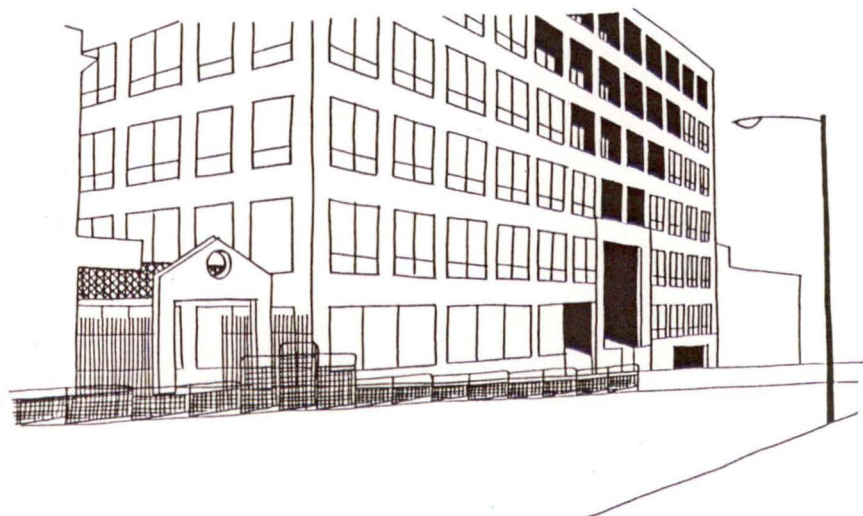


Figure A.2.6 Bathurst Street after erection of North Central Carpark

There remains one vacant parcel of land in the street and this is adjacent to the Playhouse Theatre. Whilst it would not benefit the street as a whole the development of this site should reflect the traditional street form and put something back which the other developments have removed.

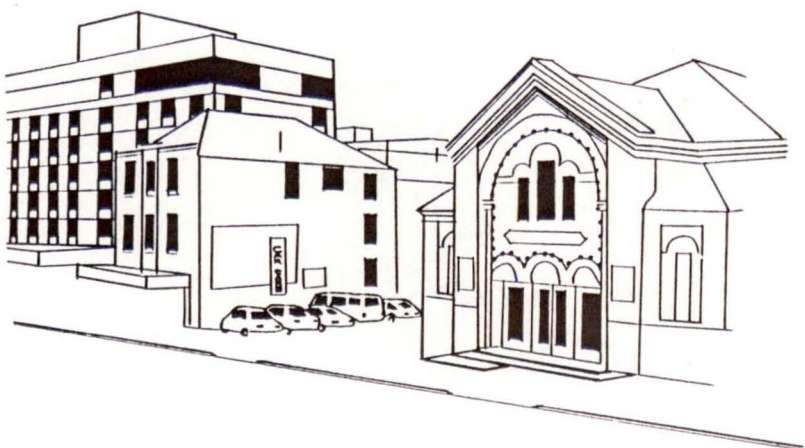


Figure A.2.7 'Broken Teeth' in Bathurst Street form



A.2.8 The State Library, corner Bathurst and Murray Streets

The Telecom Building

The study has identified the impacts on public space both on a micro and macro scale. It has noted that small changes to existing buildings can have an impact, or the erection of new building can impact in a similar or more significant way. Examples have been used from various buildings throughout the study area to identify the impacts the changes have. The Bathurst Street case study above identifies the impact of a number of developments on the street. It is now proposed to use a case study to look at one building and see the impact it can have on the public space adjacent to it.

The Telecom Building was built in 1989 and replaced a number of buildings on the site as well as a small, open, street-level carpark.

This building built on the corner of Argyle and Collins Streets displays many of the things which have contributed to the corner becoming one of the 'dead' spots in the study area.

The building is 'jacked up' towards Argyle Street to allow for carparking under, as a result the Argyle

frontage displays almost entirely blank walls, punctuated only by the vehicle entrance. The entrance is out of scale with the street, being 6m wide and 4m high. (see figure A.2.8) The entire frontage provides nothing for the street. The Collins Street frontage is somewhat confusing. There is another vehicle entrance which has a design that is in scale with the rest of the facade. (see figure A.2.9) This creates confusion in that it is difficult to distinguish between the pedestrian entrance and the vehicular.

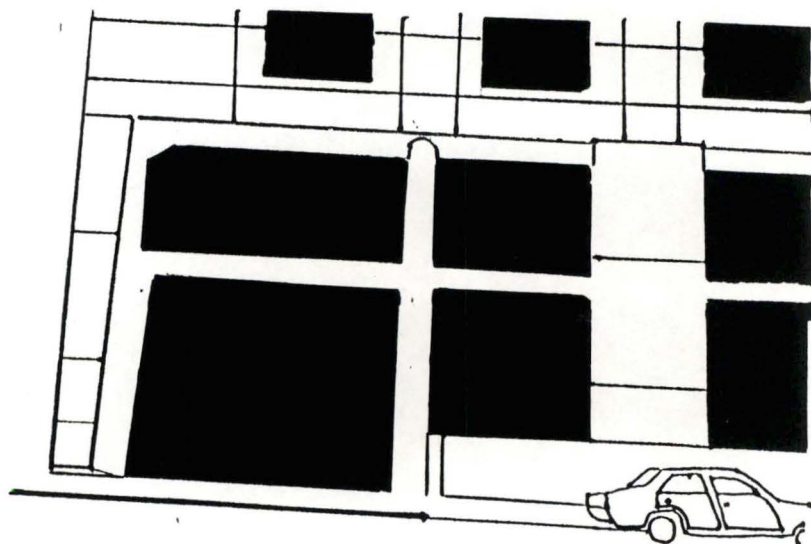


Figure A.2.8 The Argyle Street vehicular entrance to the Telecom Building



Figure A.2.9 The Argyle frontage of the Telecom Building

The wall of the building is set back under the supporting structure, which creates a 'no man's land' between that which is clearly public and that which is private. This results in a confusing edge to the street and detracts from its vitality.

The raised nature of the building results in a poorly defined corner and this is complicated further by the steps that lead up from the corner for no defined reason.

Whilst the building has achieved some repair to the street edge (part of the site was occupied by a ground level carpark for a number of years) it has not added to the vitality of this part of both Collins and Argyle Streets.



Figure A.2.10 Vehicular entrance from Collins Street



Figure A.2.11 Collins Street facade of Telecom Building

In an attempt to gain some bonus plot ratio the developers provided some artwork (sculpture) which is mounted on a platform which is at the same level as the floor. Whilst the sculpture is projected out into the street it still reads as being part of the building and not the public domain. In addition the positioning of the art work is such that pedestrians are inconvenienced and have to walk around it without noticing it.



Figure A.2.12 Public artwork, provided by developer, fronting Collins Street.

The Commonwealth Precinct

The southern end of Collins Street between Harrington and Barrack Streets has seen a number of changes over the years which initially led to the erosion of the street form; more recently it has experienced some repair. However, it has not been totally successful and there are a number of consequences resulting from the erection of the new Commonwealth Office and Tax Office.

As previously discussed the building of the Modernist office tower, with its large plaza area did considerable damage to the street form on the corner of Collins and Harrington Streets. (see figure C.2.9) The 'second stage' of the Commonwealth Centre has effectively built over the plaza area with two immediate results. (see figure C.7.9) Firstly it partly obscures the tower, reducing its impact and importance in the streetscape; secondly it reinforces the street form with the buildings being built up to the street.

The buildings have specific design elements which detract from the street. The Commonwealth Centre is 'suspended' on pillars with little of the building at

street level touching the ground and addressing the street so, that it is mostly 'see through', therefore eroding the effect of the building forming the street. (see figure A.2.12)



Figure A.2.12 The extensions to the Commonwealth Centre over the former plaza, despite some of the plaza being built over the building still does not reinforce the street space

The Tax Office hides its active face under the building and behind tinted glass; it adds nothing to the vitality of the street. It also displays the 'symbolic' awning to delineate one of its entrances.

The Collins Street facade, however, is broken into a number of different elements which gives the

building some dimension and avoids creating a homogeneous facade of strong horizontal planes.(see figure A.2.13)



Figure A.2.13 The Collins Street facade of the Taxation Office

Each building has a different corner treatment. The clock tower on the Commonwealth Centre is perhaps too small and is also 'suspended' on piers so it does not reinforce the street space at the corner. (see figure C.6.38) It doesn't even signify that it is the entrance to the building, that is located along both street frontages.

The Tax Office provides an element on the corner which appears to be an elevator shaft. It is, however, is purely decorative. Access to the building is not gained from this point, however, it leads to a flight of stairs which in turn lead to an entrance in Barrack Street. The entrance arrangement has resulted in a blank wall being presented to the street which is up to four metres high (see figure A.2.14)



Figure A.2.12 The Taxation Office, corner of Collins and Barrack Streets