HOBART
civic square
reconsidered

A Professional Town Planning Project by

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Contents.

Executive Summary.

The debate over a Civic Square for Hobart has been alive ever since Governor Macquarie instructed Surveyor Meehan to lay out the grid of streets in 1811. Part of Macquarie's grand plan was the creation of a large public space at the foot of Elizabeth Street on the Sullivans Cove side of Macquarie Street. This he named Georges Square in honour of the King. It was to serve variously as muster area for the convicts, parade ground for the troops and centre of the town around which all important public buildings were planned. Although the Macquarie Plan was never really fulfilled that square is present in part today as Franklin Square yet the debate over a civic square continues , having reached its height in the 1980s when designs were submitted for a maritime flavoured public space and commercial development. These plans were also never to get much further than the drawing board. So why has the issue of a civic square remained so difficult to resolve and so controversial?

This study contends that most ideas for such a square have been devoid of any considerations of the social and cultural context that is needed to have them accepted by the local people and all too often have been of a physical style or typology which is not characteristic of Hobart and therefore not easily assimilated into the city fabric.

As the twentieth century draws to a close, the rapid social changes brought about by technology raise the question of the role and worth of civic spaces in the contemporary city. The relevance of such public spaces must be determined before any proposals take physical shape. At the same time recent theories of urban design have rediscovered the importance and characteristics of public space, determining that space is the primary element of the city not buildings and that the buildings are used to create the spaces.

Through a process of examining the historical development of public space in Hobart, and the roles and characteristics of spaces in history and their relevance today, the study concludes that far from public space being irrelevant in today's city, it is increasingly needed to act as 'social glue'.

However, in accordance with the need to apply meaning to the physical space, an analysis of the city covering amongst other things functional zones, movement patterns, landforms, climate and ambience, and cultural institutions and associations is carried out. From this analysis a key space emerges as that which offers the opportunity to extend the public realm while linking existing spaces, improving the problematic City to Cove link, providing a much needed adjunct to a major civic building and offering a new site for an isolated civic function which has historical links with the site.

The space is created through repairing the city fabric by a planned intervention on the site at the back of the Hobart Town Hall and the Elizabeth Street edge of Franklin Square, and then reworking the section of Elizabeth Street as a series of connected spaces. The proposal suggests a new wing to the Town Hall abutting the Carnegie Building and running along Davey Street which would be an ideal new home for a public library function.

The essence of the study is not to search for a physical site where a grand space can be created, but to recognise that Hobart has a number of smaller spaces which serve a variety of functions and a huge informal waterfront area which can be used for occasional events. What is required appears to be an intimate space which serves a multitude of functions related to city government and information exchange, and which links the existing spaces and major sections of the city together

The recommendations cover not only the basic characteristics of the key physical space but also management and detailed design considerations which are an integral part of making the space a 'place' which will be 'owned' by the public and used to enhance the social life of the city and its sense of cityhood. The opportunity exists to complete the new Civic Square to coincide with the bicentenary of the founding of Hobart on this site in February 2004.

Section 1

Introduction

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1.1 Reasons for the Study.

The debate about a Civic Square for Hobart has been one that has continued for almost as long as the area has been settled by Europeans and despite numerous suggestions and proposals over a number of years it remains little more than a loosely espoused concept.

The earliest ideas of such a public space had their genesis in the 1811 plan for Hobart commissioned by Governor Macquarie and since then various proposals have been suggested for sites in or around the Sullivans Cove precinct. In recent years these schemes have generated enormous public concern and opposition. Despite the importance of the issue and the considerable studies of the Sullivans Cove area, it was only in 1991 that an analysis of the built form of the Cove suggested a new approach to the Civic Square problem.

Public space is viewed by decision makers and the public alike as essential for securing civic maturity - a sign of truly having achieved city status - however, an impasse on the issue remains despite the studies and the resurgence of professional interest in urban design analysis of built form.

In brief, the idea of a civic square has been around for over 180 years but all proposals have considered it in isolation to the rest of the city and not addressed three basic questions -

> what is a civic square?
>
> does Hobart need one?
>
> where should it fit in the city?

This study contends that the issue of location and form of a civic square cannot be resolved until an assessment of the roles and validity of this type of public space in the late 20th Century is carried out and then married to an analysis of Hobart's built form, needs and structure.

1.2 Structure of the Study.

The study takes the form of part theoretical and historical analysis and part application of those findings to the contemporary situation.

Section 3 presents a background to the evolution of public space in Hobart from the 1811 Macquarie plan to the recent proposals for waterfront developments on the designated 'Civic square' site adjacent to Constitution Dock. Section 4 determines the task and process that needs to be applied to determine the need for such a civic space in Hobart today. Sections 5 carries out the required analysis of the origins, developments and relevance of public space in the contemporary city by examining the traditional uses, forms and placement, and considering the recent revival of interest in urban design and spatial characteristics of our cities.

A comprehensive analysis of the environmental, planning and social structure of the central area of Hobart is presented in Section 6, enabling the deduction of principles and criteria for planning intervention (Section 7) to be observed in resolving the Civic Square issue.

The proposal derived from these principles and criteria constitutes Section 8, while Sections 9 and 10 address emergent planning issues and management objectives and guidelines for planning and controlling the spaces.

The final Section makes recommendations as to how the proposal could be achieved.

1.3 Planning Intent.

The study intent is to produce an analysis of the civic square problem from a new perspective, by applying historical study and theoretical analysis to the local situation in a manner consistent with the character and aspirations of the local community. The thrust is to turn away from considering a civic space in the first instance and instead look at the pattern of buildings, existing spaces, movement and uses, and find the space awaiting discovery and recognition.

The proposals are considered both workable and modest yet (and in fact by virtue of that modesty) they are appropriate to Hobart. Part of the proposal is concerned with the process and evolution of the design and management of the space.

Section 2

Aims and Objectives

2.1 Aims and Objectives of the Study.

This study aims to re-examine the Civic Square issue by considering it in the contemporary context. This includes the physical situation such as the changing use of the city and the Sullivans Cove area, the current development pressures and growth in the waterfront precinct, and the CBD revitalisation projects underway. It will also carry out an assessment of the historical, cultural and social context and the application of recent theoretical developments in the field of urban design.

It is recognised that a civic square cannot be viewed in isolation in space and time and therefore the study will aim to recommend resolution of related planning and design issues and on-going management guidelines for such a space.

The specific objectives are -

* To determine whether Hobart needs a civic square .

* To recommend a location for any such public space.

* To recommend guidelines for the design and character of that space.

* To recommend links to other spaces and guidelines for alterations to them.

* To recommend guidelines for the on-going management of that space.

* To recommend a process for achieving these objectives.

Section 3.

Background

-evolution of public space in Hobart.

Although the idea of a 'Civic Square' in Hobart has remained fairly constant, it has done so in a context of shifting and evolving city form. Public spaces of various functions have been established and relocated many times as they reflect the specific relationships they have to commerce and government.

The physical changes to the city, specifically the land reclamation and wharf developments in Sullivans Cove, have radically altered the natural topography and have in many ways repositioned the city centre in relation to the water. The changing structure of society and the worldwide trends to leisure and mobility have also impacted on the city.

The idea of a civic square has followed these developments both physically and conceptually.

3.1 Beginnings - the Macquarie Plan 1811.

From the days of settlement to the arrival of Governor Macquarie in 1811, Hobart was settled in a haphazardous manner in relation to the topography as much as anything else. The first road from the landing point at Hunters Island extended along the ridge to near where Hadleys Hotel now stands in Murray St. The route of the road is still reflected in the property boundaries in the middle of the block between Collins and Macquarie Streets. and can be seen in the alignment of some office blocks today.

Between 26th and 30th of November 1811, Macquarie ordered Surveyor Meehan to draw up a plan for ordered further settlement following the traditional grid pattern favoured in colonial military outposts.[1] (see Fig. 1)

According to Solomon[2] Macquarie's intention was clearly that Georges Square be the focal area, "since the church, court house and main guard house were projected to look onto it".

The notes on the plan refer to specific buildings (indicated by numbers) representing the main institutions surrounding or within the grand Georges Square.

No.1 Church on the corner of Macquarie and Murray St later the site of St Davids Cathedral; No.2 Court House on corner of Murray and Macquarie facing Georges Sq.; No. 3 Main Guard House opposite the gate to Government House. Note also the Flag Staff on the site of the current Town Hall.

3.2 Early development - the interchange of public buildings and spaces.

Public spaces and public buildings in Hobart have been characterised by a history of interchange and swapping - public squares taken over by Government. Buildings - Markets moving from one side of the Cove to the other and back again, and Customs Houses becoming seats of Government.

The evolution of spaces in the city for the development of markets is discussed by Solomon[3].
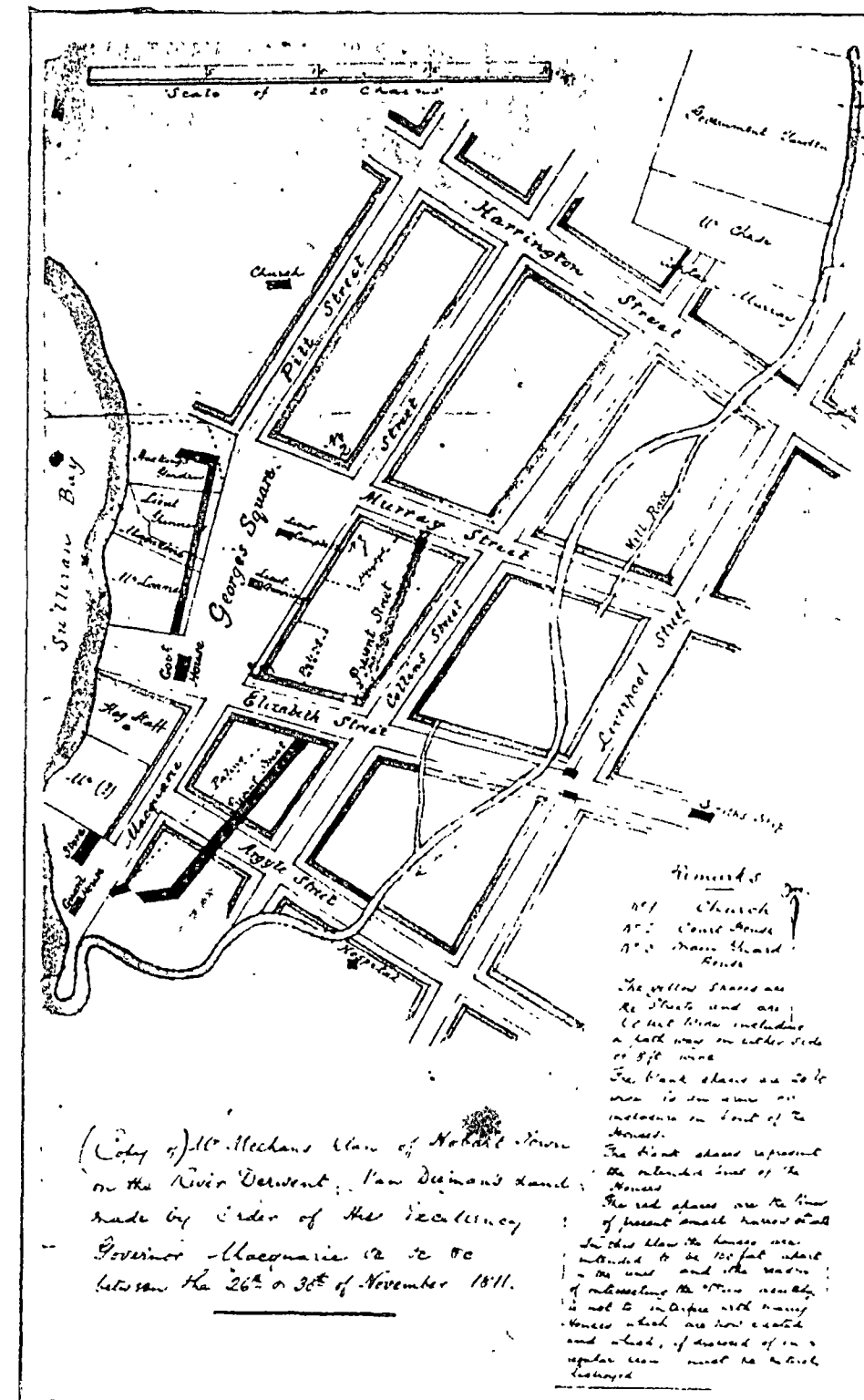

Fig.1 The Macquarie Plan of 1811. Drawn up by Surveyor Meehan under instruction of Governor Macquarie, the centre piece is Georges Square occupied by significant public or Government buildings and overlooking Sullivans Bay (sic).

Source - Lands Dept. Hobart. No. 131.

The Land Commissioners Survey of 1826 (Fig. 2) was commissioned to further develop plans for the growing settlement. Their original thoughts were that the best site for a market was that already reserved at the foot of Macquarie St (were the City Hall now sits) being close to the wharf (Hunter Island) and were the Rivulet flowed out.

Some consideration was given to the need for another public space connected with a yet to be built Town Hall, so for this purpose they determined that land between Liverpool and Bathurst Streets should be appropriated (currently Watchorn Street) . The Land Commissioner's Plan also considered 15 types of Government facilities - and agreed that the Governor's residence should be relocated to the site on the Domain where it now stands but considered its 'current' site in Macquarie Street to be unsurpassable for government offices and that the old Government House building be appropriated for such administrative purposes when it was vacated. The "surrounding area was recommended for governmental offices, the Chief Justices residence, and public purposes generally".[4]

Fig . 2. Excerpt from the Land Commissioners Plan 1826.
Note the site for the Town Hall between Liverpool and Bathurst Streets.
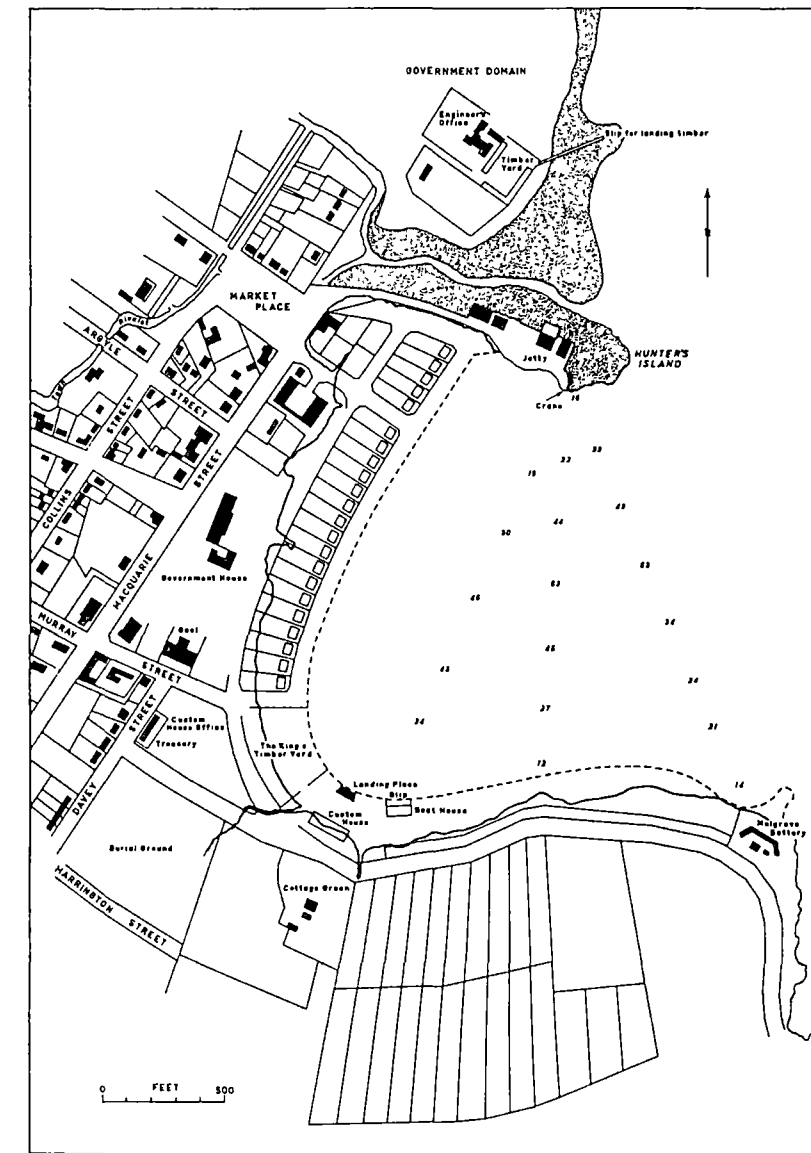Source. Solomon, R Urbanisation. 1976. p.34.

Fig. 3 1836 Port Plan indicating the large Market Place near the Hunter Island wharves, and the grounds of Government House extending to the cliff edge above the Cove.
Source. Solomon, R Urbanisation. 1976. p.78

Market Places.

The original market place at the foot of Macquarie Street is indicated on the 1836 Port plan (Fig. 3) which also shows the proposed reclamation of land for warehouses running parallel to Macquarie Street from Hunter Island to Murray Street. However, on the Frankland Plan of 1839 (Fig. 4) the new market area was established outside the new Customs House designed by John Lee Archer at the foot of Murray Street (now Parliament House). This related to the rapidly developing adjacent 'new wharf' area but was planned only as temporary measure until it was relocated in a purpose built New Market Building designed by W. Porden Kay, Director of Works, on site of the current City Hall which replaced it in 1909.[5]

Plans for the seat of local government.

Despite the Land Commissioners foresight in providing for the Town Hall on land between Liverpool and Bathurst Streets, a 1839 plan for improvements to Sullivans Cove[6] (Fig. 5) indicates a site directly opposite the end of Elizabeth Street in front of the entrance to Government House. Connecting the proposed Town Hall to the Cove was Spode Street running at right angles to Macquarie Street and crossed obliquely by Elliot and Montague Streets. A small lane crossed behind the Town Hall site linking Argyle Street and the Police Building on Murray Street, much as the alleyway through the existing Town Hall next to the Carnegie Building does as it connects to the path through Franklin Square.

Fig. 4 An enlarged section of the 1839 Frankland Plan. showing the new market area near the Archer designed Customs House (now Parliament House) The nearby burial ground is now St. Davids Park.
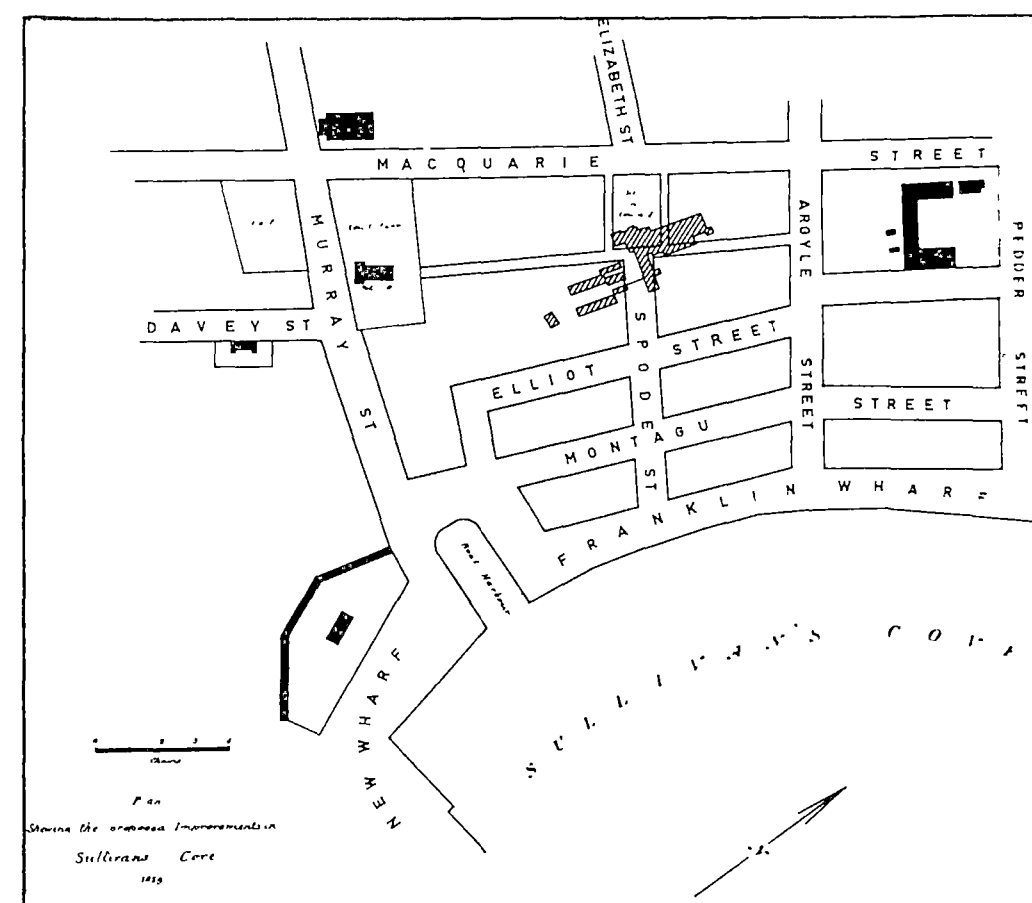Source. Solomon, R Urbanisation. p.51.

Fig. 5 A plan of 1839 showing proposed reclamation of the waterfront. Note the removal of Government House and the indicated site for the Town Hall at the end of Elizabeth Street and the angle of Spode Street .
Source. Solomon, R Urbanisation. p.82.

3.3 Wharf Developments.

Plans to reclaim land below the cliff line started as early as 1828 . The indicated row of warehouses on the 1836 plan led to the need to connect these to the main part of the city through the extension towards the water of Murray, Campbell and later Argyle and Elizabeth Streets. The actual port reclamation is shown on the plans numbered Hobart No. 19, 39 and 40 of the Lands Deptartment (Figs. 6 & 7)
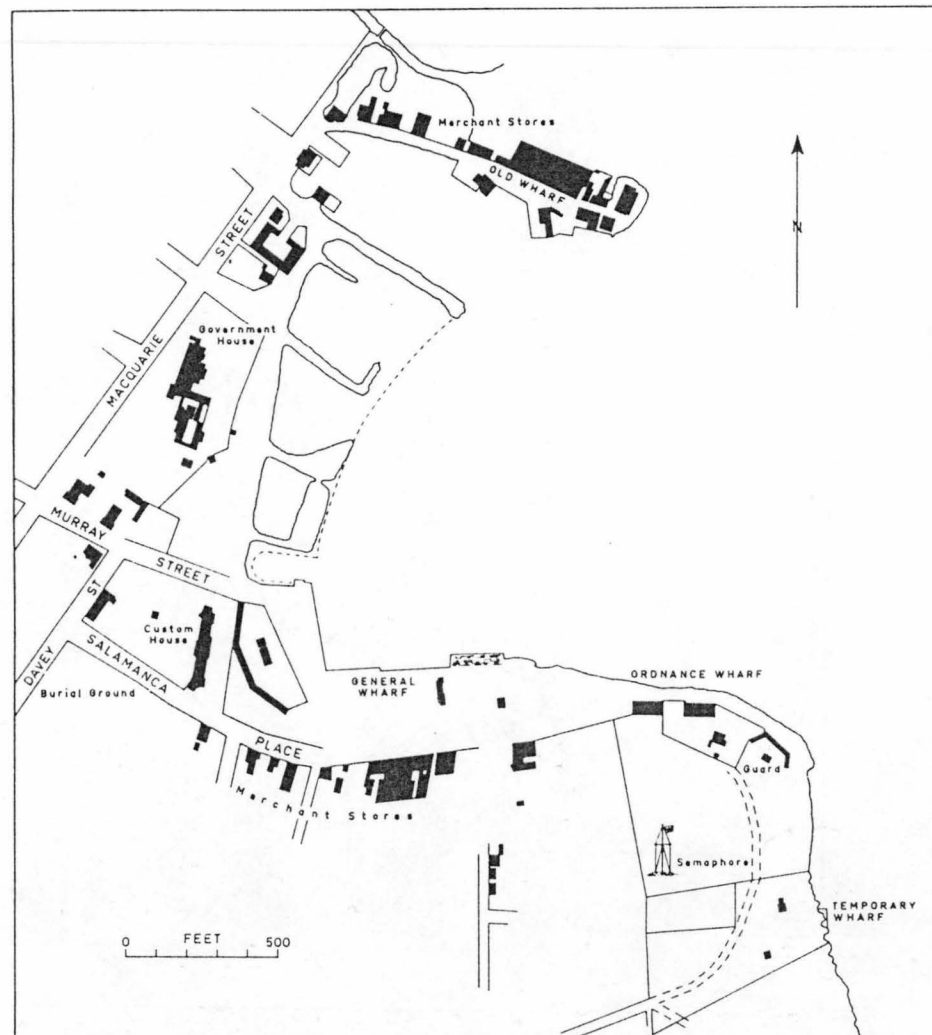
Fig. 6 Reclamation in progress in 1840. New Wharf is shown under development at Salamanca Place, and the embryonic forms of Constitution and Victoria Docks areshown below Government House.
Source. Lands Dept. Plan No.19
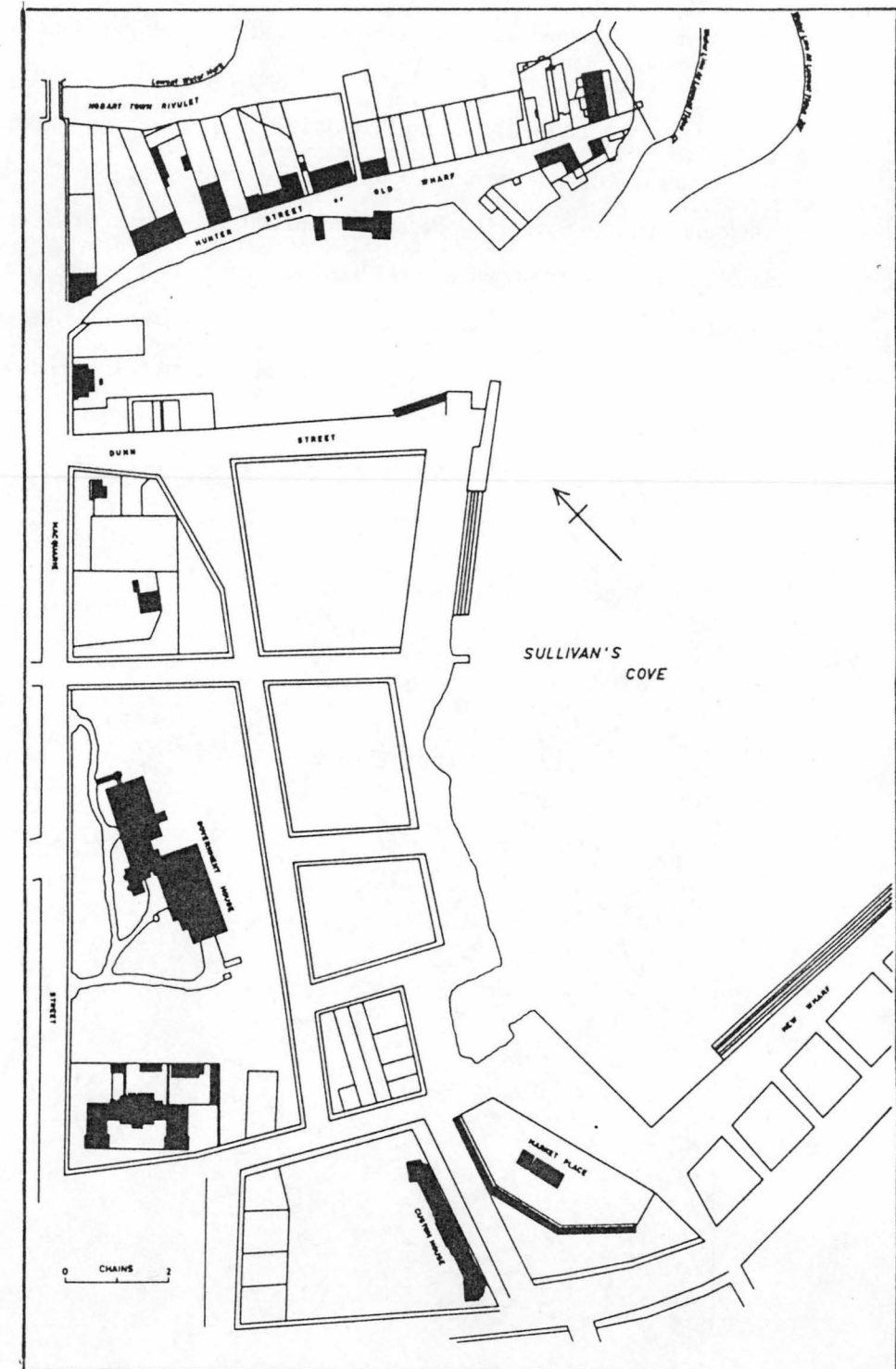
Fig. 7 Structure of the port in 1850..Note the street layout on the water side of Government House, especially the short street in a line with Elizabeth Street but interrupted by the Government House buildings.
Source. Lands Dept. Plan 39/40

3.4 Georges Square.

Georges Square never really fulfilled the aim of Macquarie. The large public space atop the cliff overlooking the Cove was quickly taken over by the sprawling Government House and hardly served as a welcoming space for all citizens because of its relationship to the Goal and Police buildings and the private grounds of the Governor's residence.

By 1839 Government House occupied most of the site as shown on the Frankland Plan, and completely blocked the views down Elizabeth Street to the water, serving as the termination of the vista on the main road into the city from the colony's hinterland. (See Fig. 8)

During its period as essentially grounds surrounding Government House (1830-1860) the planned Georges Square was contained within a white picket fence stretching from Argyle St. to the backs of the government offices facing Murray Street and contained a few captured kangaroos and emus (firstly endemic and following their extinction, imported specimens from the mainland) as decoration.[7]

The Franklins and the 'Arcadia of the South'.

This zoological emphasis was typical of the Governorship of Sir John Franklin (1836 -1847) who with his wife Lady Jane promoted the colony as a haven for fine arts , culture and scientific endeavour. The Franklins fostered the idea of Hobart as a polis of the greek type even to the extent of Lady Franklin erecting the extraordinary Arcanthe at Lenah Valley, modelled on the Temple of Diana in Athens' famous Agora. Diarist GTWB Boyes often refers to the Franklin's "agora" and Bolger explains that the 'Franklin's Hobarton was a strangely exotic growth within a savage landscape: the unspeakable existing alongside eloquence"[8] . The pursuit of this cultural haven proved financially disastrous to the colony and Governor Franklin was replaced by the frugal Wilmot in an attempt to curtail the flamboyant expenditures.
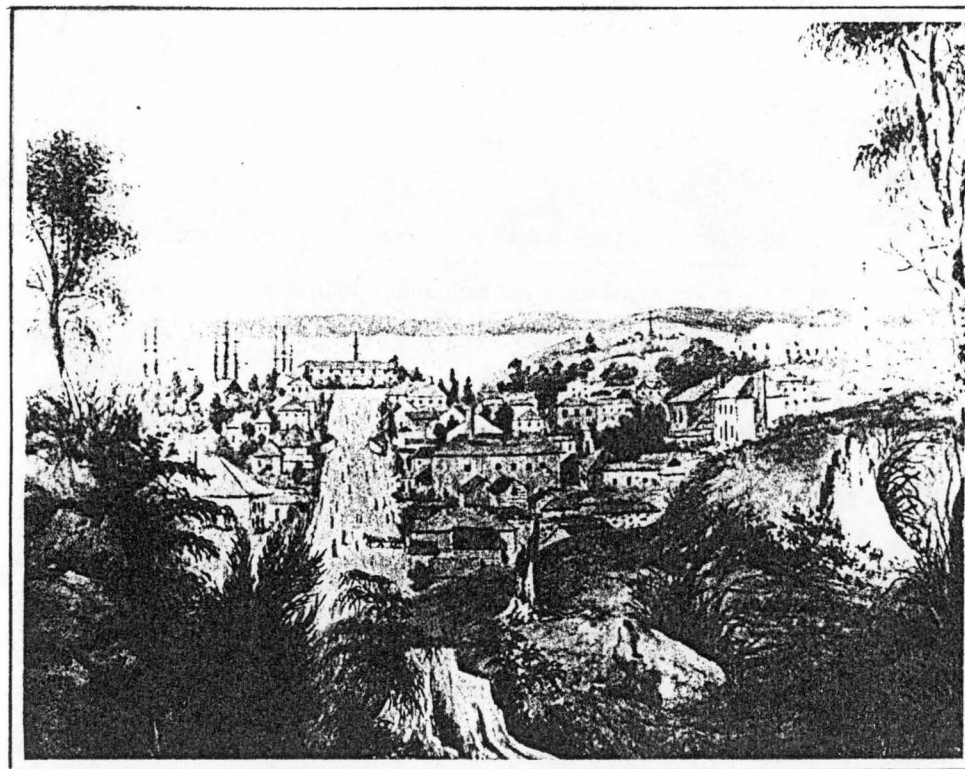

Fig. 8 View down Elizabeth Street in 1839 - Government House terminates the vista.
Source. Solomon. Urbanisation. 1976. Plate. 10

Fig. 9. The back of Government House in 1836.
Source. Solomon. Urbanisation. 1976. Plate 14.

3.5 Civic building boom of the mid-nineteenth century.

In the 1860s the removal of Government House and the construction of the Town Hall to the east and new Supreme Court to the west was matched by the creation of a formal public park. Fenced off from the surrounding streets this was named Franklin Square in honour of the one time Governor who had recently died while searching for the North-West passage. Part of the impetus for the changing nature of Georges Sq (parade and mustering ground) to Franklin Sq (public park and botanical garden) had to do with the emerging restlessness of the prospering settlers against Hobart as a penal and military outpost. The stirrings of discontent started in the early decades of the 19th Century, when settlers attempted to promote the town as an attractive destination for emigrants and to shake off the 'convict stain'[9].

The prosperity of the 1850s prompted consideration of rebuilding the main civic institutions. Plans for the construction of a Town Hall were matched by intentions from the Royal Society to build a museum further down Macquarie Street. In fact Henry Hunter's designs for the Royal Society were considered so favourably by the city fathers that the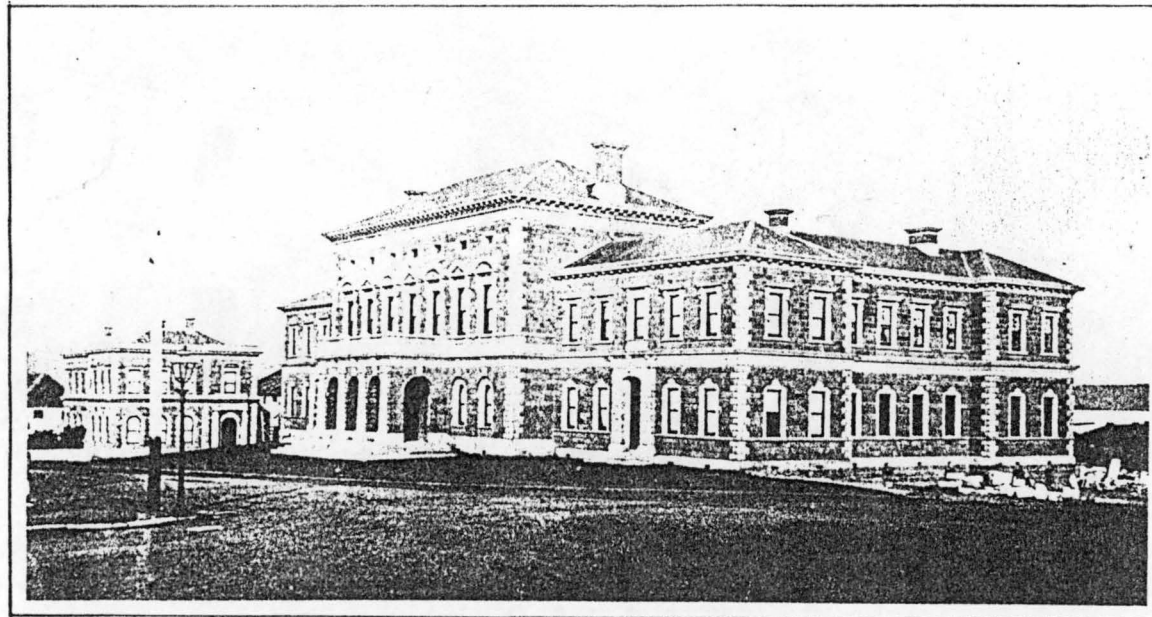y insisted Hunter change his original Town Hall plans from a neo-gothic style to italianate to match. The new Supreme Court was built nearby, while the John Lee Archer Customs House was picked as the temporary home for the fledgling independent parliament until a new 'Westminster' styled Parliament House could be erected in Barrack Square This idea never came to fruition and as growth in the colony slowed in the later part of the century it was decided that the previous Customs House provided an adequate facility for the seat of government.[10] A new customs facility was established on the newly constructed docks next to the Mariners Church where the Marine Board building now stands close to Elizabeth St. Pier.
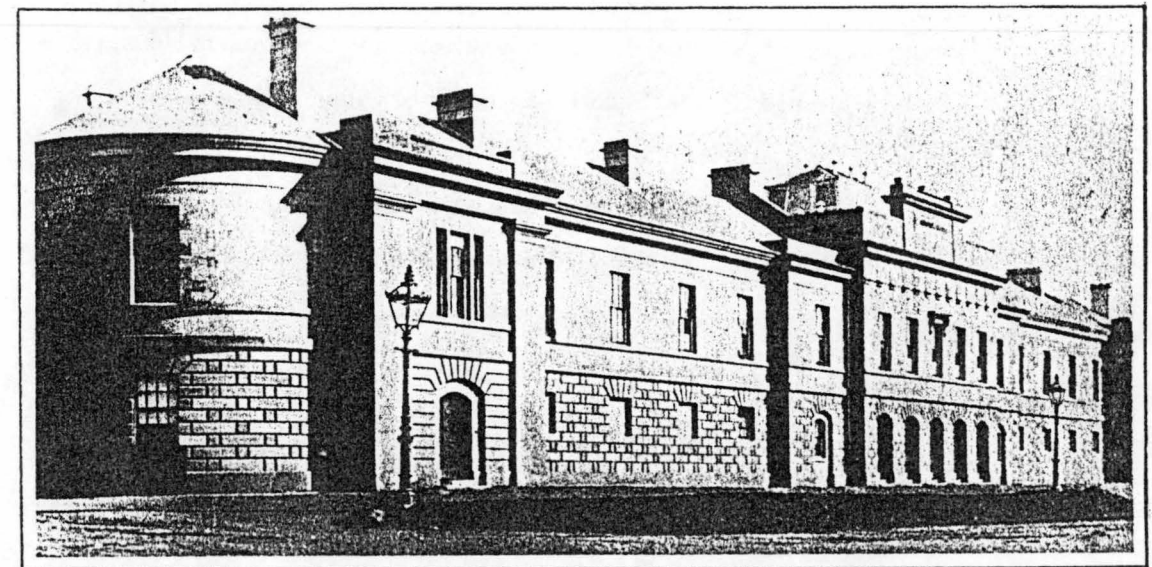
Fig. 11 Parliament House (built as the Customs House)
Source. This Southern Outpost . 1988. p. 23

Fig. 10 The Town Hall and Museum soon after construction in 1868
Source. This Southern Outpost. .1988. page 24

Burial grounds.

The other source of land for public parks came from the reuse of burial grounds. This was not uncommon during the late 19th and early 20th Century. In Britain, the building on disused burial grounds was prohibited by an Act of Parliament in 1884 thus affording considerable green space in fairly densely settled areas.[11] St Davids Park developed from the burial ground in which most of the early settlers are buried but it served as a fenced off garden park similar to Franklin Square, rather than as a civic square or public gathering place.

3.6 The twentieth century.

The Cook Plan 1945 - a city-beautiful solution to public space.

In 1943, the city administration looked toward a bright new future, heavily influenced by urban renewal ideas, they invited Melbourne engineer Frederick Cook to develop a new plan for the central city area. Cook was sent aerial photographs and maps before he flew into Hobart and produced a slim document loaded with sweeping changes from zoning to infrastructure development. [12]

Cook's plan was very much in the City- Beautiful movement mould concerned with planning for ordered, efficient and convenient growth. It included substantial urban renewal including clearing of 'slum' areas such as Battery Point and Wapping, and replacing the run down Salamanca warehouses with new corporate styled Government buildings. In terms of civic space he also proposed the demolition of the collection of public buildings built at the end of Franklin Square (the Supreme Court, Treasury and Government Administration buildings) to create a substantial public square surrounded by a new series of offices(Fig. 12). To Cook this was the natural centre of the city, set amongst the finest civic architecture and permitting expansion of large administrative buildings to cater for the growing city and state government. In many ways Cook's idea was to re-establish the concept of Georges Square envisaged by Macquarie in 1811.

Despite some of the more extreme solutions offered, much of Cook's 'vision' was carried through in subtle or indirect ways. The Brooker Highway and the Railway Roundabout are part of his grand road building scheme, and the extension of Macquarie and Davey Streets across the back of the Railway Station was carried out in 1987. However, Cook's grand vision was not officially adopted and, and unlike Haussmann's dramatic redesign of Paris in the 1890s, Hobart was saddled with piecemeal developments influenced by Cook without the overriding grand plan. No significant public space was created as a result. Franklin Square remained unchanged despite construction of offices for the Marine Board, HEC, and executive government along its southern edge in similar locations to Cook's plan. The focus for a civic square shifted elsewhere.

THE CITY CENTRE — PRESENT AND FUTURE

An air view showing Franklin Square, around which is grouped the Town Hall, Public Offices and the Hydro-Electric Building

This view shows an enlarged Franklin Square and a proposed Government Secretariat from the Hydro-Electric Building along Davey Street to Murray Street, in which to house the departments now in the old Public Offices and scattered throughout the City
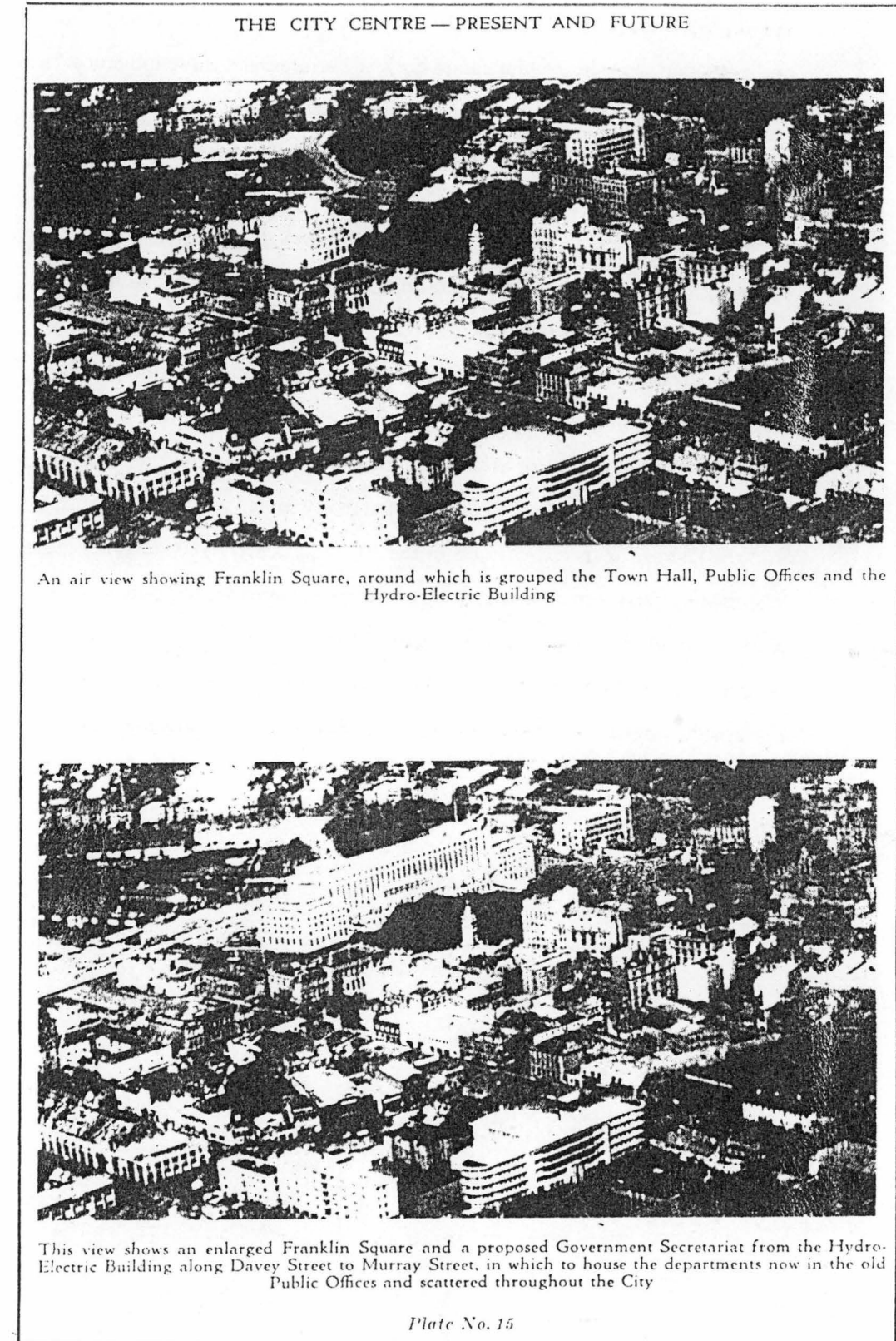
Plate No. 15

Fig. 12 Aerial view of Cook's proposed Civic Centre on the site of Franklin Square. Source. City of Hobart Plan 1945. Plate. 15.

Waterfront space.

Historically the Hobart waterfront has been dominated by port related activities and any open space in the immediate dockside area served those functions. Hence the establishment of various markets and customs houses, yards and storage areas for freight, and broad aprons in the front of warehouses and bond stores for stevedoring.

Changes to the freight handing operations in the late 1950s with the advent of containerisation were marked by the steady replacement of finger piers with large concrete aprons to enable ease of movement and open air storage. These were developed at the Macquarie Wharf to the east of Hunter Street. This allowed a reassessment of the use of areas such as Salamanca Place and the remaining docks aprons which were contiguous of the many finger wharves protruding into the Cove. The social changes of the 1950s and early 1960s towards greater leisure suggested recreational uses and a desire to improve the amenity of these places through the introduction of trees and lawn. The notion of public space connected to the Hobart waterfront reemerged with the idea of establishing a Civic Square at the back of the Town Hall facing the Cove. However, the increasing significance of Davey Street as a through traffic artery effectively isolated the site from the water in all but a visual way.
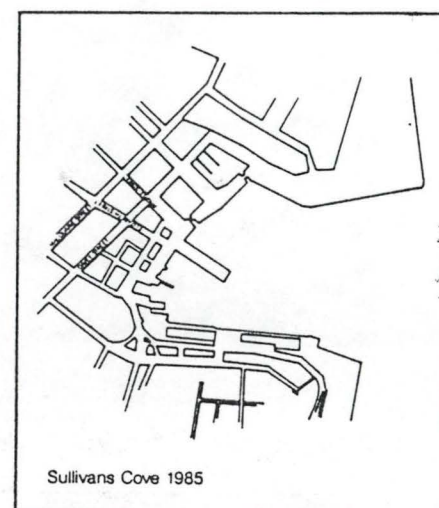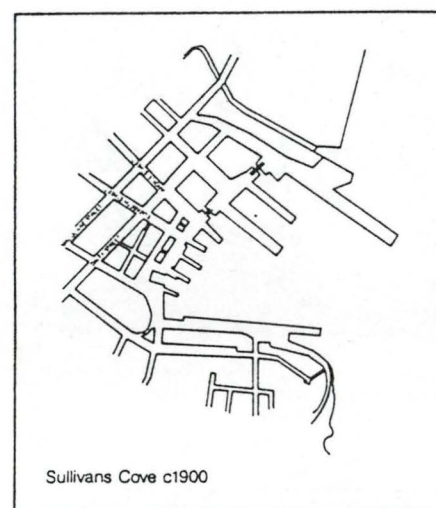
1960s developments.

Any remnant notion of using that space was lost with the extension of the Town Hall in 1967. Jim Moon's modernist office building was designed in two stages, (Fig. 14) but only the first stage was constructed presenting an incomplete facade to the waterfront (which was to be interpreted as 'ambiguous in character' by the Sullivans Cove Planning Review of 1991) The idea of extending the civic space on to the waterfront was dealt a further blow by the construction of the Marine Board and HEC office towers in the 1970s. Consequently the diminishing waterfront options diverted to the side and the portion of land between Elizabeth Street and Constitution Dock was identified as a potential site for a civic square (sic) in the early 1980s in the first of many urban design studies of Sullivans Cove - carried out by Lester Firth and Associates in 1983.[13]

Fig. 13 The shift of port activity to Macquarie Point in the 20th century.
Source. Sullivans Cove Urban Detail and Bicentennial Walking Trial Study 1987.
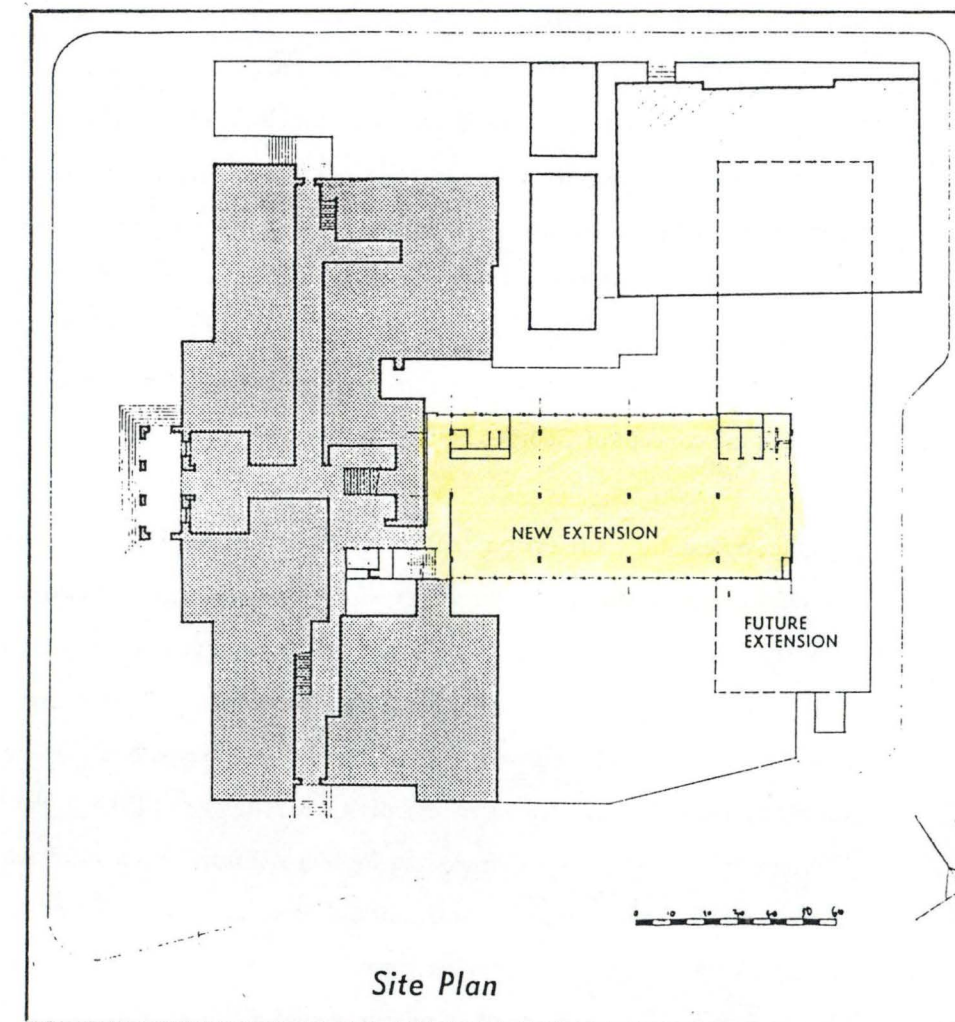

Site Plan

Fig. 14 Plans for the 1967 extension to the Town Hall by Jim Moon.
Stage 1 (highlighted in yellow) was the only part built.

The Dockside Plaza idea.

In many ways the dockside site afforded a far more amenable microclimate than the bottom end of Elizabeth Street, being partially sheltered from the direct winds off the Derwent and facing north-east. However, what it gained in natural advantages became confused by the idea of public space being incorporated into a complex redevelopment proposal for the site involving areas of retail, recreational and commercial functions. The civic space became one component and arguably an adjunct to a international style of waterfront development based on prime commercial and retail floor areas with a maritime outlook. The Lester Firth SCUDS[14] recommendations provided a conceptual plan of a 4 storey building on the corner of Elizabeth and Davey Streets , fronting on to a marine terrace and linked to the Town Hall by a connection over Davey Street. (Figs. 15 & 16)
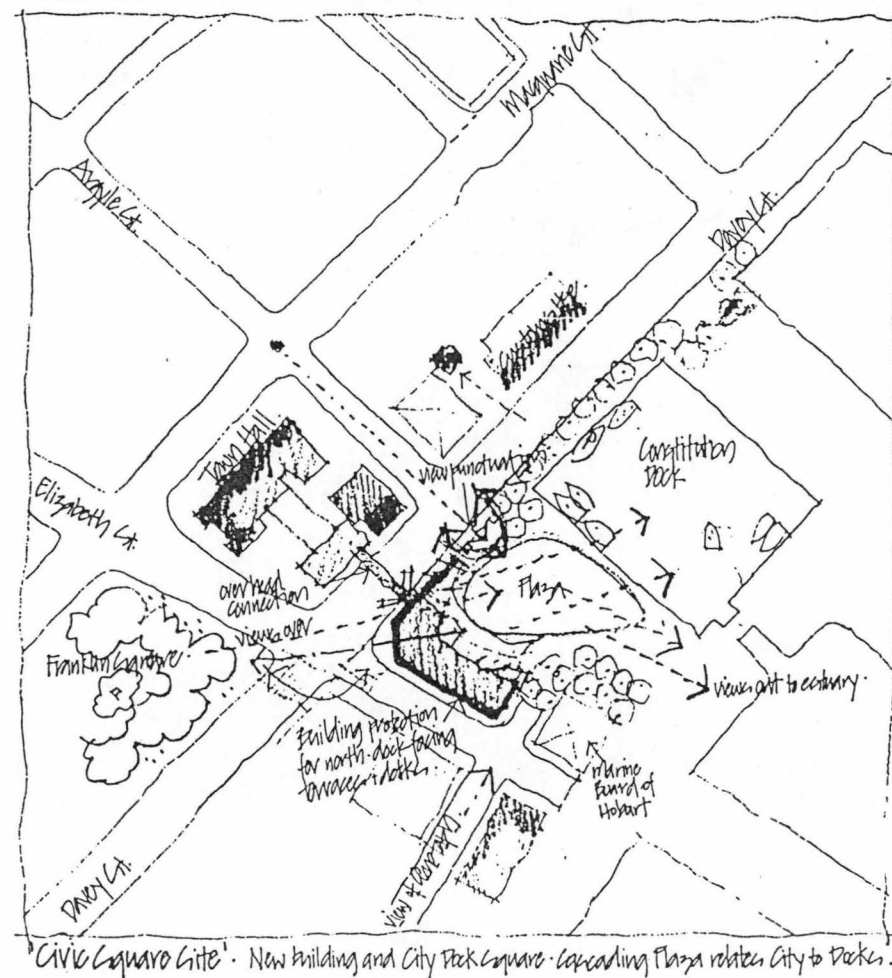
Fig. 15   Conceptual idea for a 'dockside' Civic Square development from the Sullivans Cove Urban Design Study of 1983.
Source. Lester Firth . SCUDS. 1983.
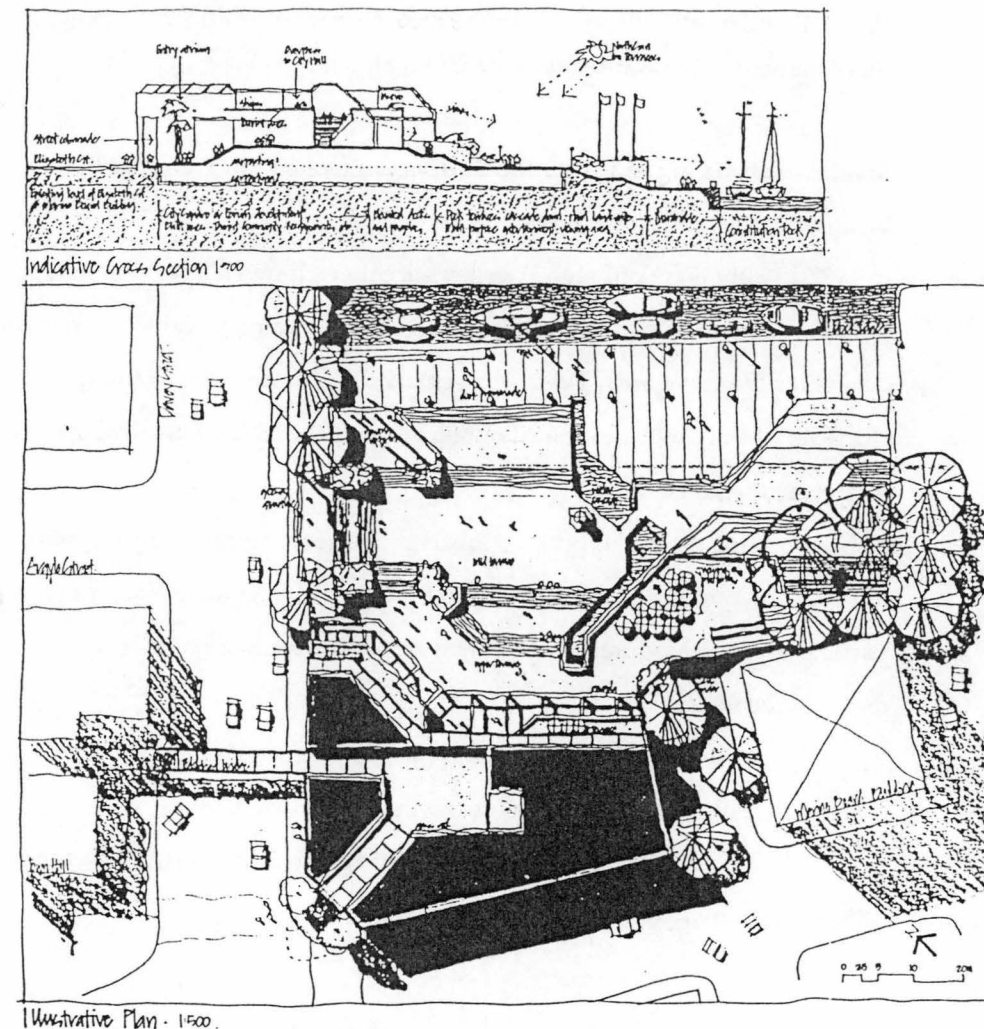
Fig. 16   Detail of the Civic Square development from the Sullivans Cove Urban Design Study of 1983.
Source. Lester Firth . SCUDS .1983.

Sullivans Cove Ideas Competition.

Following the SCUDS recommendations the concept of a Civic Square was supported as a project to mark the 1988.bicentenary of European settlement of Australia. However, by 1985 it had lost momentum and been somewhat overshadowed by the proposal for an international hotel in the Cove. This prompted the Tasmanian Chapter of the Royal Australian Institute of Architects to promote an ideas competition for Sullivans Cove.

The competition was open to all members of the professional institutes covering architecture, planning and landscape architecture and was aimed at encouraging new and exciting ways of looking at the waterfront. It was judged by Sydney

architect Lawrence Nield with the results being announced early in 1986, Most entries pursued the waterfront public space idea, some suggesting the reinstatement of the water alongside Dunn Street.

Spatial analysis of the Cove - the Sullivans Cove Urban Detail and Bicentennial Walking Trail Study.

In 1987 a study team of Leigh Woolley - architect, John Hepper - planner, and Jerry De Gryse - landscape architect, was commissioned to develop urban design details for the Cove area. Their work entailed a new analysis of the spatial character of the Cove and the adjoining areas of the city. Of particular interest they concluded that:

-the essential form of Hobart is one of an amphitheatre sloping toward the Cove and that recent developments had degraded that natural incline, particularly increased traffic movement across the contours hindering movement down to the water.

- the Cove itself is contained within an almost complete 'wall' of nineteenth century buildings addressing the water.

- view corridors down the radiating streets reinforce the sense of setting and provide orientation.

Fig. 17 The 'Wall' of the Cove created by buildings facing the docks.

Source. Sullivans Cove Urban Detail Study. 1987. p. 24.
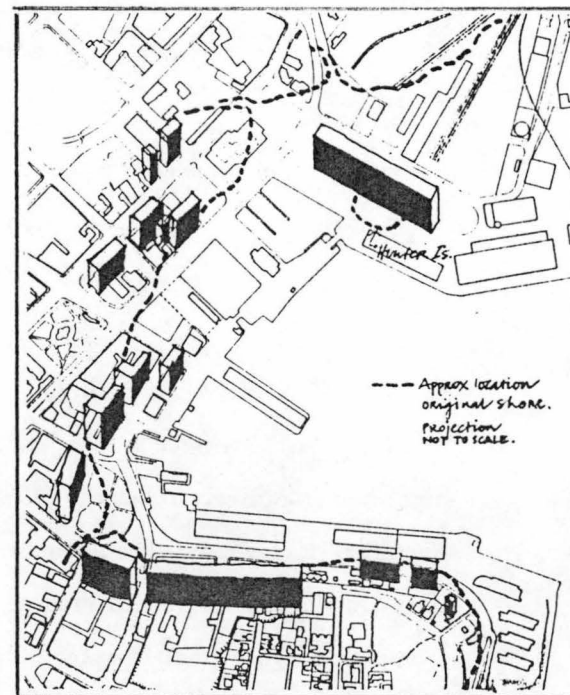
The Urban Detail Study's analysis of the spatial typologies of the Cove identified the characteristic form of buildings and spaces in the area as either concrete aprons; urban gardens; forecourts, courtyards; alleyways, or linkways. They

suggested that courtyards play a major role in the public realm by offering qualities of positive microclimate, scale, access and enclosure which provide opportunities for a variety of activities, performances and small meetings. According to the study the forecourts and urban gardens are traditional ways of setting back buildings from the street edge and are always enclosed with fences, walls or plinths. More free flowing space is represented by the concrete aprons which offer the flexibility of serving the working port and informal passive recreation, while the alleyways and linkways play a vital role in linking these different spaces. The Urban Detail Study radically changed the way in which planners and designers considered the qualities of space in the Cove and nearby city precincts, but its findings appeared to have little influence on the Civic Square design brief being considered by the Hobart City Council.
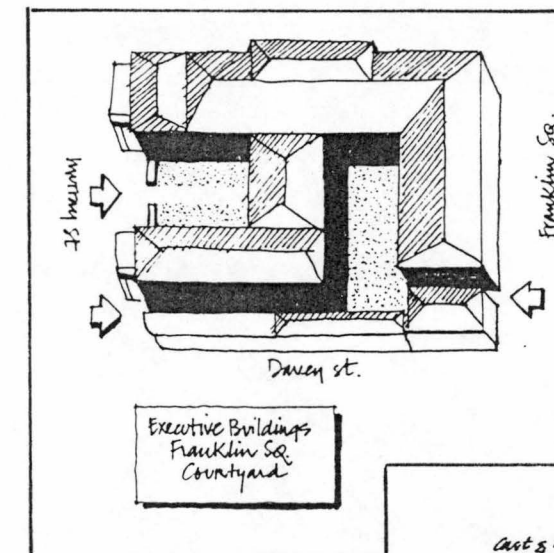

Fig. 18 Courtyards - one of the Spatial Components identified in the Urban detail Study.

Source. Sullivans Cove Urban Detail Study. 1987. p. 42.

Fig. 19 Fences (usually on a plinth) identified as creating spatial definition in the Urban Detail Study.

Source. Sullivans Cove Urban Detail Study. 1987. p. 62
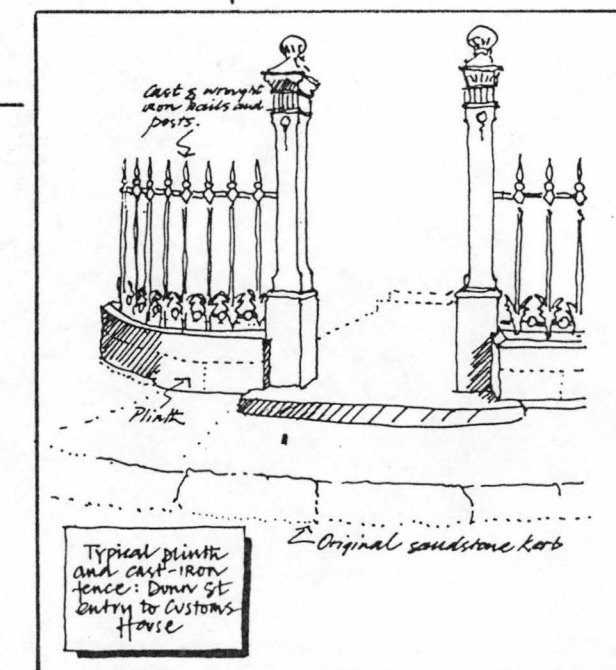
Civic Square Proposals 1987.

In 1985 Lester Firth and Associates developed guidelines for the construction of an international hotel on the Motors showroom site opposite Victoria Dock at the north-eastern end of the Cove. The hotel was built amidst much controversy in 1987 by Kumugai Gumi and occupied by the Sheraton group. The development boom in the Cove seemed well underway and the Hobart City Council called for expressions of interest in developing the land it had acquired in a land swap with the Marine Board alongside Constitution Dock for a dockside plaza based on the guidelines established by Lester Firth. A substantial document was prepared to attract interstate investment.

The expressions of interest document specified design constraints and guidelines for the mixed development but insisted that at least 3,500 square metres of public space should be provided along with other amenities and facilities for the benefit of the public and a carparking component of 100 spaces for use by the Corporation.
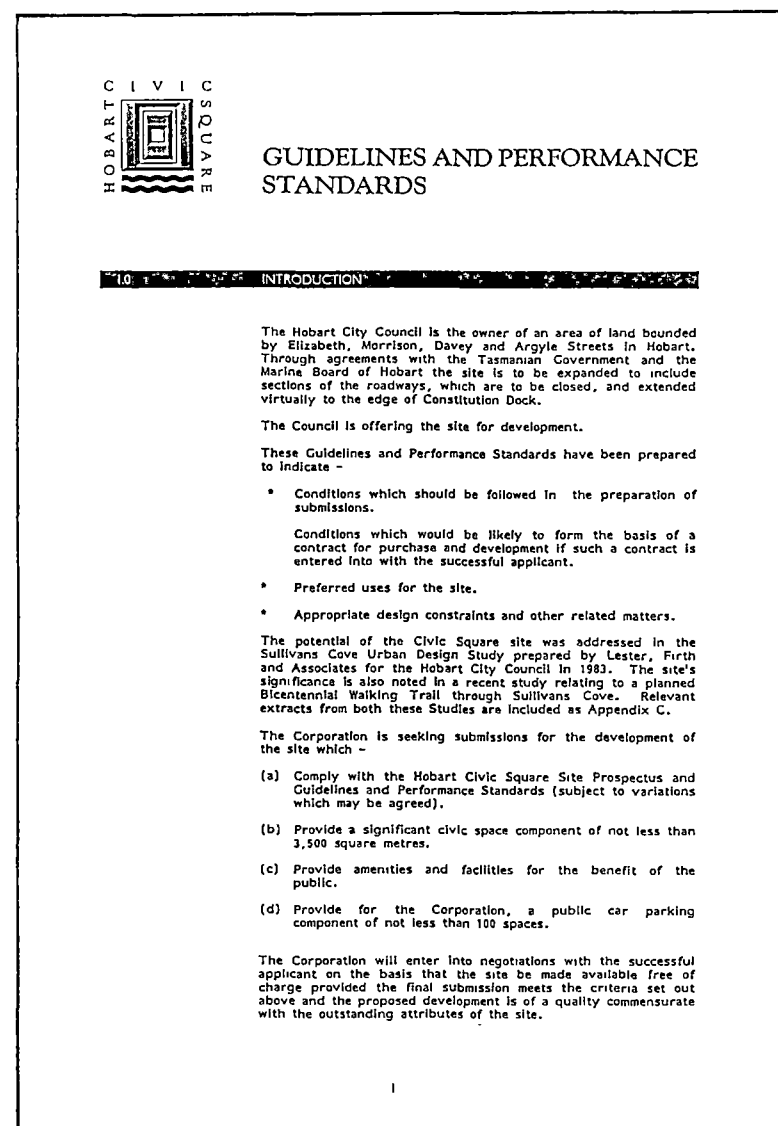
Fig .20   Excerpts from the Design Brief for the Civic Square site.

Fig. 21   Major constraints and opportunities provided in the Hobart Civic Square 'Guidelines and performance Standards' document. Note particularly the Argyle Street View Corridor subsequently ignored by all proposals shortlisted.

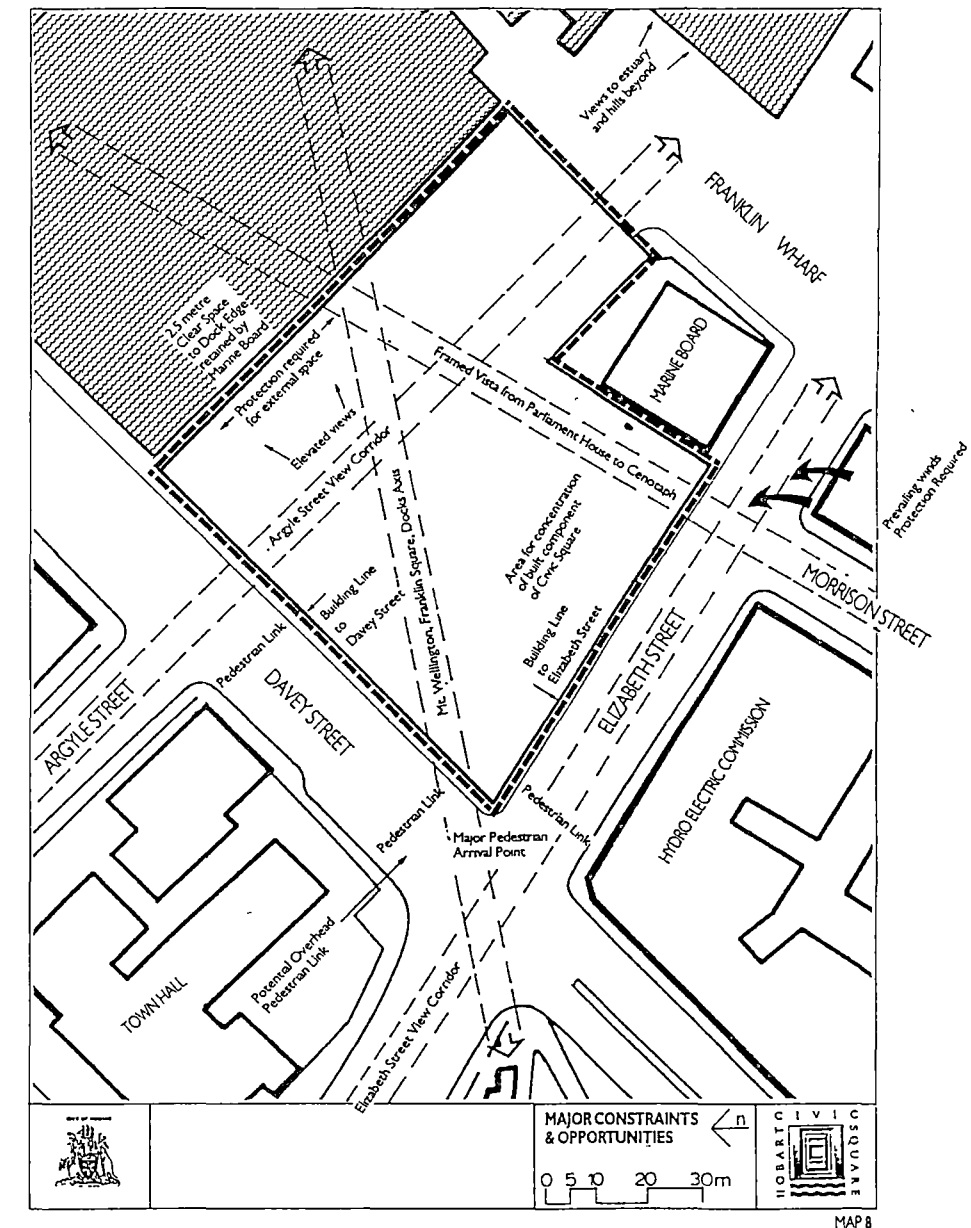Substantial interest in development came from large interstate companies. Three were selected by a selection committee to be put to the public for approval. The public survey of choices was matched by a growing rejection of any of the three by an alliance of conservation groups, professional institutes and leading citizens. The main issues were the appropriateness of an international styled waterfront commercial development amidst Hobart's largely intact historic port, the height and architectural style of the proposals, the concern that the public space element had become exclusive and somewhat privatised by the proposed tenant retail outlets, the demolition of heritage buildings already on the site, and the manner in which views down Argyle Street would be blocked by the new buildings.

The public response to the survey indicated many were not comfortable with any of the three proposals, but the Hobart City Council pursued its plans by entering into an agreement with John Holland Properties whose scheme received the most votes of the three.

*Fig. 23   Above -the Bond Corporation scheme for the Civic Square site.
Source. Mercury.*

After considerable political action and further public protest the developer withdrew from the project citing an unwillingness to proceed with something which clearly had so much public opposition. Within 2 or 3 years the Hobart City Council set about restoring the heritage buildings on the site and considering infill development to reinstate the traditional street block in accordance with recommendations in the recently completed Sullivans Cove Planning Review, 1991.[15]

*Fig.22 Above-the majority favoured John Holland scheme for the Civic Square site.
Source. Mercury.*

*Fig. 24   The restored National Trust building on the Civic Square site today.
Photo . The author , 1994*

The Sullivans Cove Planning Review - a new civic square site.

The failure of the John Holland proposal allowed the opportunity to rethink the issue of the Civic Square. This coincided with the completion of the Sullivans Cove Planning Rev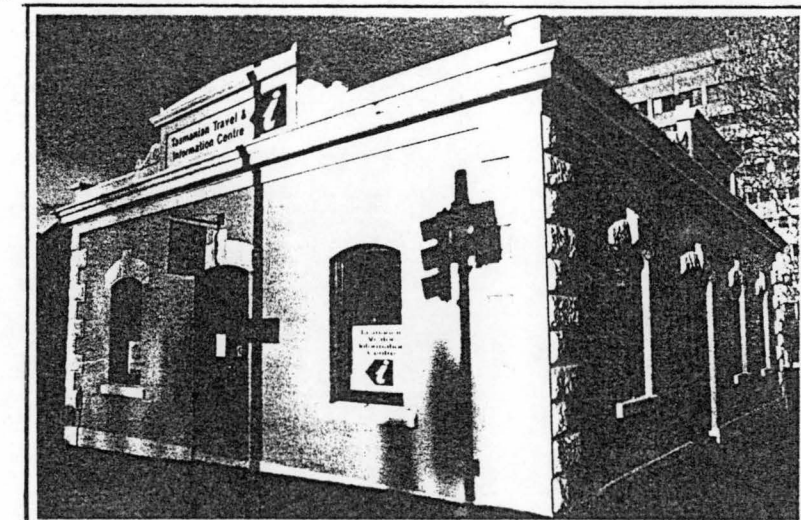iew in 1991, which continued the analysis of the spatial and built character of the Cove started by the Urban Detail Study four years earlier. It made two recommendations which provoked a reassessment of the relevance of the dockside site. Firstly, the Review reinforced the significance of the 'wall' of buildings which create an enclosure of the waterfront area, and give it a distinct spatial character, and that the dockside site represented an interruption in that 'wall'. Secondly it suggested that a large flat area of land at the 'head' of the Cove fronting the City Hall could provide an appropriate site for the long promised public space.[16]

The Dunn Street site offered a significant area with almost direct access to the waterfront and providing some civic context by acting as a forecourt to the 'undervalued' City Hall.
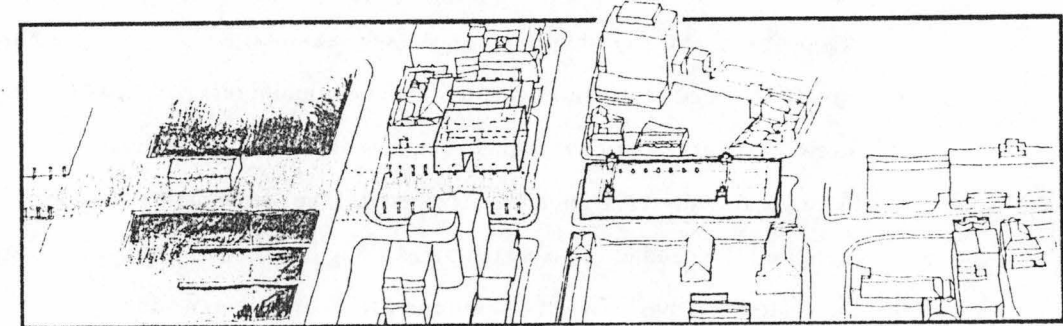
Fig. 26 A new site for a civic square in front of the City Hall identified in the Sullivans Cove Planning Review 1991.
Source. Sullivans Cove Planning Review 1991. p.32.

Another suggestion from the Planning Review was the infill of the previous (designated) Civic Square site with buildings in the traditional pattern, reinstating the 'wall'.

Fig.27 The 'edge or wall' of the Cove (identified earlier in the Urban Detail Study) shown as potentially complete around the designated Civic Square site. Source. The Sullivans Cove Planning Review 1991. p.76.
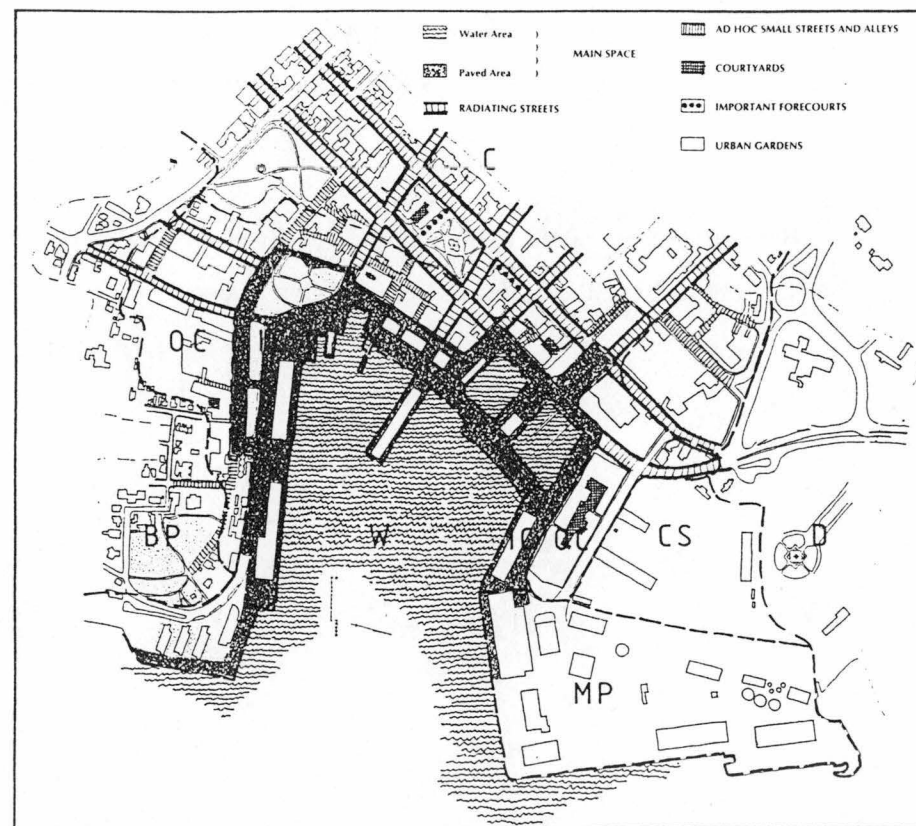

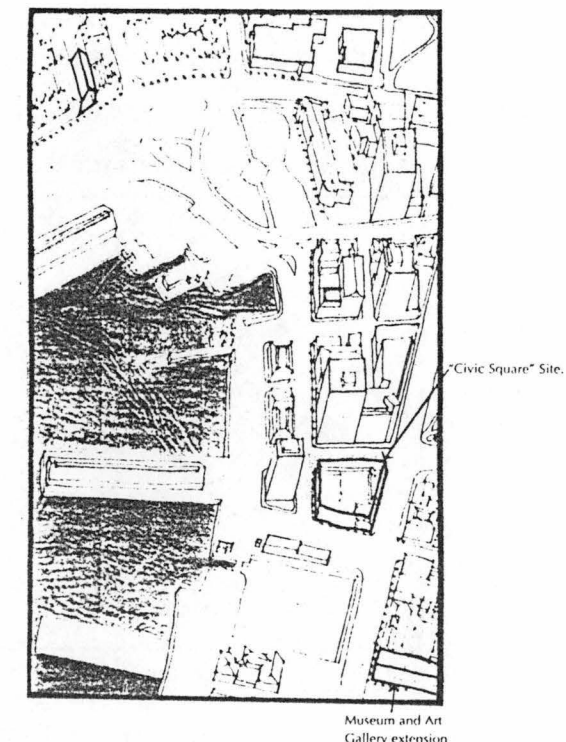*Fig. 25 The spatial types from the Strategy section of the Sullivans Cove Planning Review 1991.*
Source. The Sullivans Cove Planning Review 1991. p.50.

The Central Area Strategy Plan.

In 1990 the Hobart City Council set in place a comprehensive study of the city centre with the aim of creating a strategy to guide its development and to support the commercial and retail focus of the CBD. The Central Area Strategy Plan (CASP) [17] commissioned a number of specific topic reports into aspects of the city, including economic activity, environment, community and movement. One of the specific studies looked at the availability and location of public space in the study area and concluded that there was a shortage of open space to the north of the city centre, that the existing public spaces of Wellington Court and the Elizabeth Street Mall needed upgrading, and that development of a new space on the Dunn Street site in accordance with the recommendations of the Sullivans Cove Planning Review 1991, should be supported. The Movement Topic Report identified the need to improve the paths along Elizabeth, Murray and Argyle Streets to the Cove between Collins and Morrison Streets and the desirability of widening and enhancing amenity of the footpaths in the central block. This latter idea is currently under construction as the City Heart Revitalisation Scheme. Some work on widening the footpath in Elizabeth Street at the edge of Franklin Square has also been carried out and the CASP study indicated the long term need to assist pedestrian movement in the section of Elizabeth Street north of the Mall. (Fig. 28)

The essence of these recommendations has been to strengthen the City Heart area as a pedestrian precinct and indicate the desirability of linking that to the Cove area. Elizabeth Street is clearly the focus of both strategic thrusts.
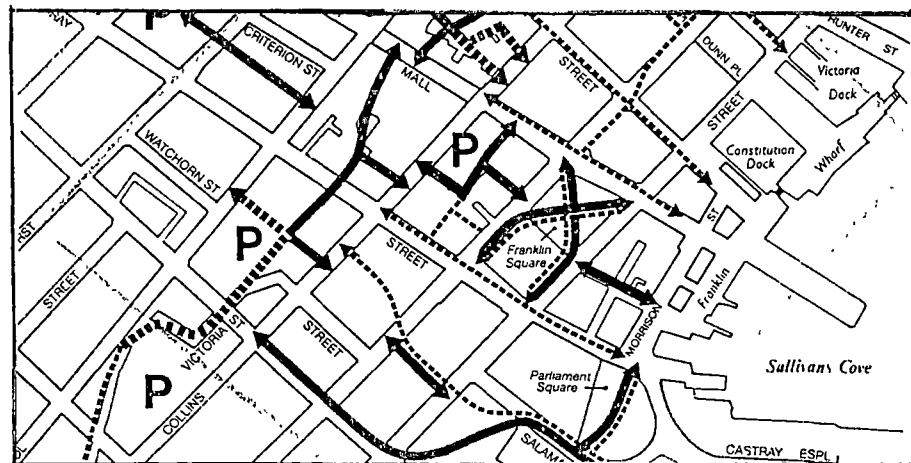
Fig. 28 Excerpt from the CASP Pedestrian analysis showing the need for improved links to the Cove. (dotted lines) down Elizabeth Street.
Source. Central Area Strategy Plan Draft 1993. Figure. 21.

North Hobart - Cove Tram proposals.

The connection of the City to the Cove was also a major theme in the recently completed Historic Tram proposal[18]. Although in itself this initiative lies outside the scope of this study, it is relevant in that it reinforces the movement patterns from city to waterfront. The consultants proposed various options for the route of the tram but preferred the circumnavigation of the city centre and access to the Cove via Murray Street (rather than straight down Elizabeth Street) and returning to the city via Argyle Street running through the designated Civic Square site.

The Sullivans Cove Traffic and Parking Study 1994.[19]

This study into the needs for parking and access to the Cove has two interesting conclusions in relation to the public space issue. It suggests the creation of three underground carparks which could provide for public space above. The Dunn Street site again is suggested as providing the opportunity to create a single level carpark underground and a multi-use space above available for 'occasional' public events. The other two sites propose to clear cars from the existing forecourts in front of the Franklin Square government buildings and Parliament House. In the latter case extending the area and providing new wider formal steps from the adjacent gardens.

Both suggestions reinforce the value and utility of existing spaces but there is no suggestion that either fulfils the role of a 'civic' square.
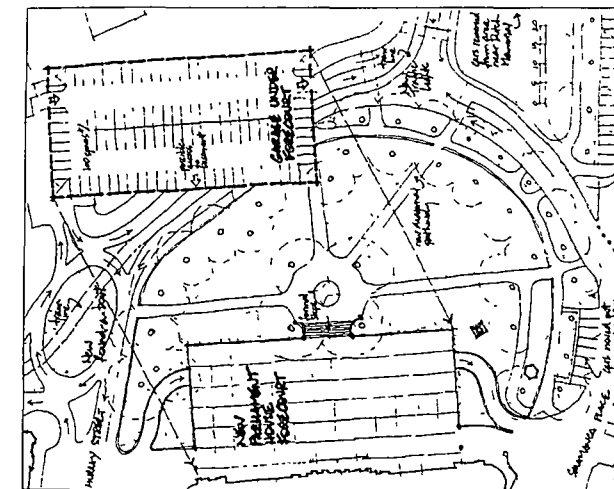
Fig. 29   Off-street parking option for the forecourt of Parliament House creating an underground carpark and enlarged plaza on top.
Source. Sullivans Cove Traffic and Parking Management Study. 1994. Fig. 5.6

3.6 The current situation.

A piecemeal approach to the civic square idea .

Despite the significant step taken by the Sullivans Cove Planning Review in suggesting a new analysis of the Civic Square location through studying and repairing the traditional city form, it has not been readily taken up at the political level. The reason for this could be because the Civic Square idea has always been in the province of local government and has thus always been considered as linked (perhaps sometimes tenuously) to the Town Hall. Indeed many proposals for the dockside site postulated physical overpasses to the Town Hall and/ or strong visual links. Despite the Sullivans Cove Planning Review pointing out a relationship of the Dunn Street space to the City Hall facade across Macquarie Street, there has been little interest from decision makers in pursuing this site. Perhaps the civic functions of the City Hall are not considered strong enough to warrant the adjacent location of Hobart's premier public space.

During the last few years civic leaders have in fact continued an interest in a dockside site or in some loosely espoused continuation of Franklin Square across to the Town Hall. The potential redevelopment of the Salamanca Quarry spawned two ideas for a 'civic square' one in the quarry itself in conjunction with an Art Gallery/ Concert Hall and the other on the site of the Princes Wharf No.1 shed across from Salamanca Place.(Fig. 30)

All of these suggestions illustrate the current problem as one characterised by loose ideas as to what constitutes a civic square, what functions it should serve, to which buildings or context it should relate, and moreover whether there is need for any such space in the contemporary city in any event..
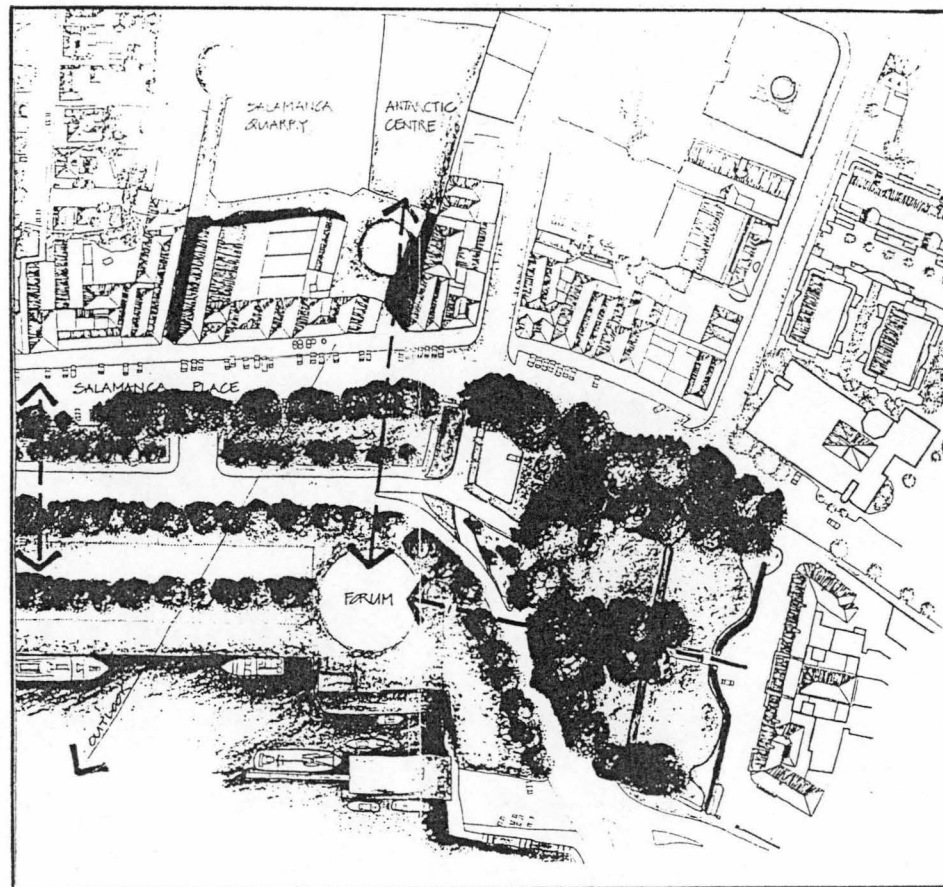
Fig. 30 Excerpt from the 1993 version of the Salamanca Quarry development proposing removal of Princes Wharf Shed No. 1 and the creation of a civic forum.

Source. Development Application - Eastman, Heffernan, Walch and Button.

[1] Middleton, Michael Man made the town. New York. St.. Martin's Press. 1987

[2] Solomon, Robert JUrbanisation: the evolution of an Australian capital. Sydney. Angus and Robertson. 1976

[3] Solomon op. cit. p.35.

[4] Solomon op. cit p.37.

[5] Bolger, Peter Hobart Town. Canberra. Australian National University Press. 1973 p.65

[6] Hobart No. 20 Lands Dept. Cited in Solomon op. cit. p. 82

[7] Bolger op. cit.

[8] ibid p.31

[9] ibid. p.20

[10] Bolger op. cit. p.146

[11] Kostof , Spiro The city assembled. New York. Thames & Hudson. 1991 p.169

[12] Cook, Fred City of Hobart Plan. Hobart. J. Walch & Sons. 1945.

[13] Lester Firth Associates. Sullivans Cove Urban Design Study.final report. prepared for the Sullivans Cove Development Authority. Hobart. Lester Firth Associates.1983.

[14] Ibid.

[15] Sullivans Cove Planning Review. Sullivans Cove Development Authority. Hobart. Department of Land and Environment. 1991.

16 Ibid.

[17] City of Hobart. Central Area Strategy Plan(Draft) Hobart. The Corporation 1993.

[18] North Hobart Tram Study. prepared by Spiller, Gibbins and Swan. for the Hobart City Council. Hobart. The Corporation. 1994.

[19] Douglas, J et al.Sullivans Cove Traffic and Parking Management Study. Hobart. Sullivans Cove Development Authority. 1994.

Section 4.

The Present Situation
- the need for a civic square today

4.1 The Task

The evolution of plans and ideas for the various civic square proposals have been driven by an acceptance that Hobart lacks a public space of grandeur or civic importance, but the sites and designs put forward have concentrated on producing a space without context rather than focussing on the functioning and existing fabric of the city to see where an embryonic space lies awaiting discovery.

The Sullivans Cove Planning Review was the first study to examine where a space might be created by the forms of surrounding buildings, but despite its breakthrough failed to also address the social and cultural context which has proven to be an extremely powerful element in shaping the city and without which a space is destined to struggle as a successful part of the city life.

What remains to be carried out is a marriage of a spatial analysis, such as used in the Sullivans Cove Planning Review, and a study of the social, political and cultural imperatives which are still driving the idea of a Civic Square. Indeed there may be no need for such a public space in Hobart as it enters the 21st Century, but it is only through analysis of the historic role of public space, and its relevance to the contemporary city, and full examination of the spatial and cultural context of the local place that we can determine where and what form such a space should take.

4.2 The Process.

The process needed to address that task must examine the following -

* The nature of civic space through studying the historical development and roles of public space.

* The changing structure of society and the patterns of use in cities at the end of the 20th Century and the subsequent relevance of public space.

* The available range and location of public spaces in Hobart and the changing uses of those spaces .

* The current built form and structure of Hobart and the changing dynamics of the city and Cove.

* The application to the local context of contemporary urban design theories concerned with creating space.

Section 5

Civic Squares and Public places
- their origins, development and relevance today

Within the dense press of the built fabric the greatest luxury of all is empty space. Whether it is used for the spectacle of pomp or for play, the open frame is politically charged; the activities encompassed, frighted with consequence. Only here can a representative portion of the populace mass to make its mood known at a glance. Public space as it is successively reshaped is an artifact of the collective passions that are pursued in an arcadian idyll, or through the ritualized consumption of products and aestheticized environments. Even at its most trivial, the mere presence of a public realm is testimony to the insistence of our need periodically to rediscover the physical fact of community.

Kostof. The City Assembled. p. 172.

5.1 The nature of public spaces.

The public realm is, according to Kostof, defined by private buildings but with a clear distinction of purpose between them. People act differently in public spaces to the way they act in private.[20]

Physical role and social role.

The purpose of public space in the city is partly to do with providing a generosity of space amongst a tight knit urban fabric - a contrast to the mass of buildings. It is also partly to provide a place for encounters with others in the society.

As such public spaces have traditionally provided the stage for a variety of ritual functions. They host structured communal activities such as festivals, celebrations, demonstrations ,markets, political announcements, etc. [21]

Many spaces were multi functional and catered for a coincidence of different aspects of social life . Historically the main two functions have been that of market and civic centre, although in some cities these were separated into discrete purpose built spaces.

5.2 Functional origins.

Militarism, markets and meeting places.

The history of public spaces has been well documented by Mumford,[22] Zucker[23], Kostof [24]et al. Perhaps the earliest and much copied model of public space was the Athenian Agora (Fig. 31) This served as an open air locus of citizen activity for meetings, political expression and law making, and was developed by the Romans as the forum. Functionally, as Mumford[25]explains these spaces progressed from the symbolic, religious, and political roles through to the primary place of economic transaction.

The medieval market place was essentially the centre of trade and business and surrounded not by the gymnasia, baths and meeting houses of the ancients but by merchants houses and banks.
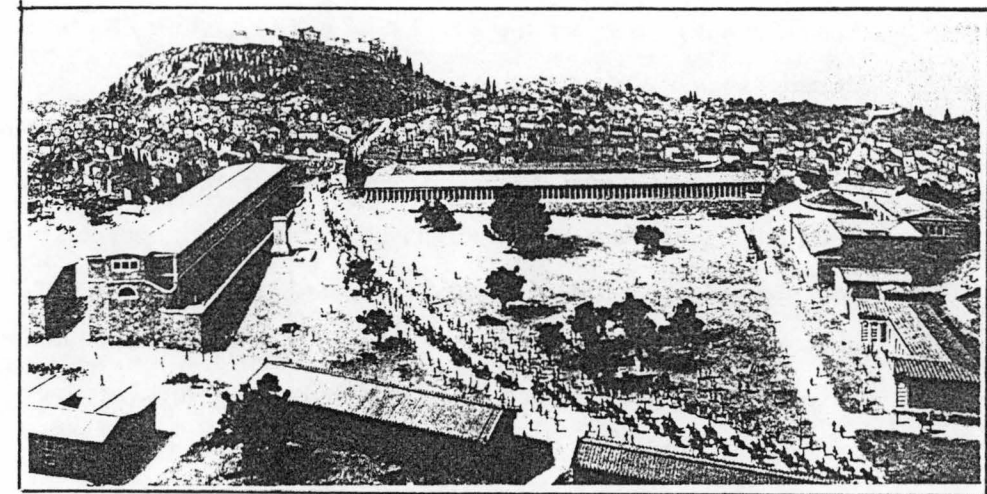
Fig. 31 The Agora in Athens - model of most European public space.
Source: Kostof.The City Assembled. 1992. p. 153

Continuity of location.

In many cases the shape and location of spaces are continued in the layout and spaces of towns today. Middleton[26] points to the oval market places in contemporary European cities are often the progeny of Roman fora built on those sites. In Rome itself the Piazza Navona was built on the foundations of such.
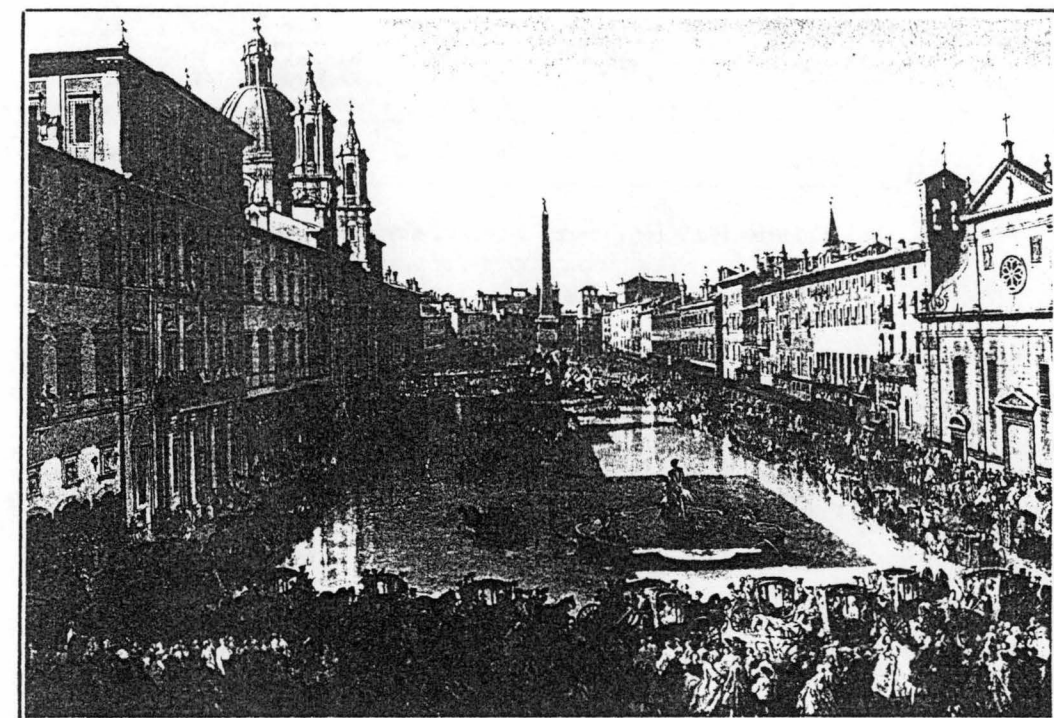
Fig. 32 The Piazza Navona in Rome occupies the site of the original Roman Circus of
Domitian.
Source: Kostof. The City Assembled. 1992. p. 145

5.3 Changing shapes and characteristics.

Organic shape to abstract design.

Spreiregen[27] states that the dawn of the Renaissance impacted on the town plan through the application of abstract design to what was previously the human based and organic medieval town. Public spaces became components in grand or 'ideal' designs. This period was also characterised by a rise of interest in landscape design although still primarily as an adjunct to major buildings. In succeeding centuries open space design and landscaping would become considerably intertwined in both urban and suburban areas.

Fig. 34 London's Bedford Square - one of the earliest examples of the urban park.
Source. Kostof. The City Assembled.1992 p. 164

Fig. 33 Paris, Place De France - a project during the reign of Henry IV (589 - 1610)
- a classic example of geometric city design.
Source: Kostof. The City Shaped. 1991. p. 238

Building - space relationship.

One of the most enduring characteristics of squares and civic spaces is their relationship to the buildings that formed that space, both in aesthetic and functional terms. In the late 19th Century there was a push to regulate the spaces around major public buildings by removing or disencumbering them of various additions. The disencumbering idea applied a rigid notion of setting major buildings within their own space uncluttered by minor buildings alongside. The move received vigorous criticism from Camillo Sitté[28] who argued that no

The advent of urban 'green' space.

During the 17th and 18th Centuries the natural landscape was introduced into the cities particularly in England. with the development of the square around which residential buildings were placed. However, this imposition of 'green' space was criticised by many at the time - contemporary pamphleteers ridiculed them as "mock parks in the middle of town". Nevertheless, the parks became a popular design feature in many European cities, although the definition between the paved, built-up city and the grassed treed parks was clearly defined, most often by fences.

Fig. 35 Redesign for Toulouse in 1827 showing the move to 'disencumber' the church.
Source. Kostof. The City Assembled. 1992 p. 139.

single guideline could be applied to all styles of buildings and types of spaces. Sitté was interested in rediscovering the rules that produced the organic and irregular spaces of medieval and renaissance towns. His studies of numerous towns and villages concluded that spaces in contemporary cities were lacking in two areas - firstly in artistic quality and secondly as enclosed entities. Sitté stressed the importance of spaces being formed by the correct positioning of buildings at the edges and within the space according to certain principles concerned with arrangement, proportion, scale and purpose.

5.4 New paradigms of space.

The country - city mix.

Towards the end of the 19th Century, largely as a result of the squalid living conditions induced by the rapid growth of urban settlements to serve the Industrial Revolution, an amalgamation of ideas of city and country occurred typified by the Garden City Movement of Ebeneezer Howard.[29] The nature of open space in the city took on a particularly rural flavour. Space became unrestricted by edges, buildings were placed in the rural landscape rather than the landscape being 'relocated' to a predetermined location in the city. The notion of continuous or anti-space became the creed of the early 20th Century.

Modernism and the demise of public space.

Sitté's concerns with the impact of the 'disencumbering' on the qualities of urban

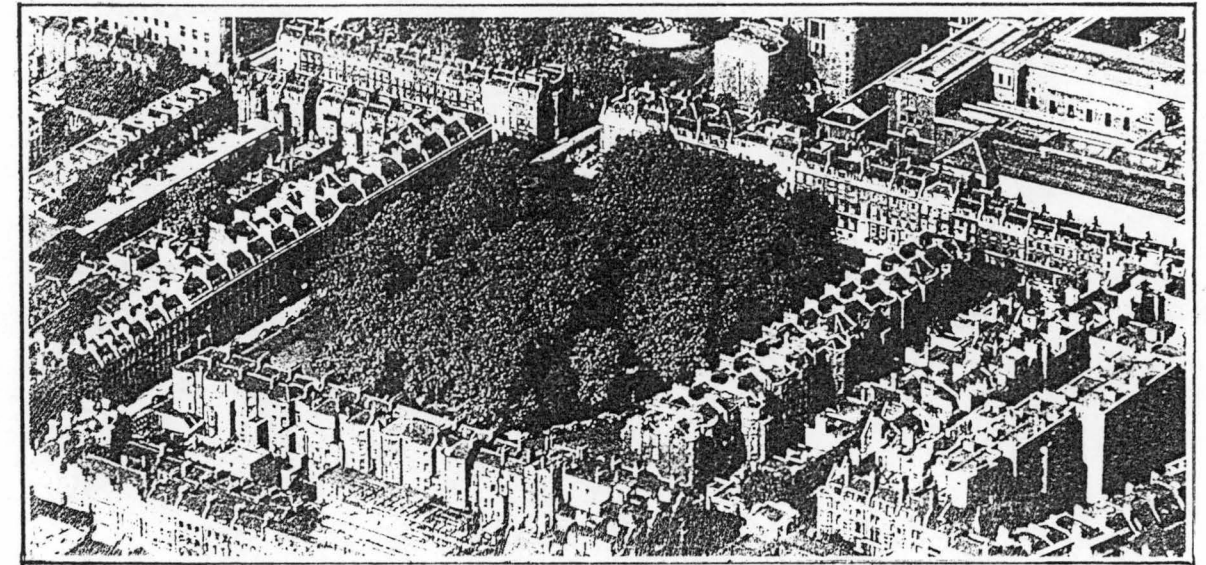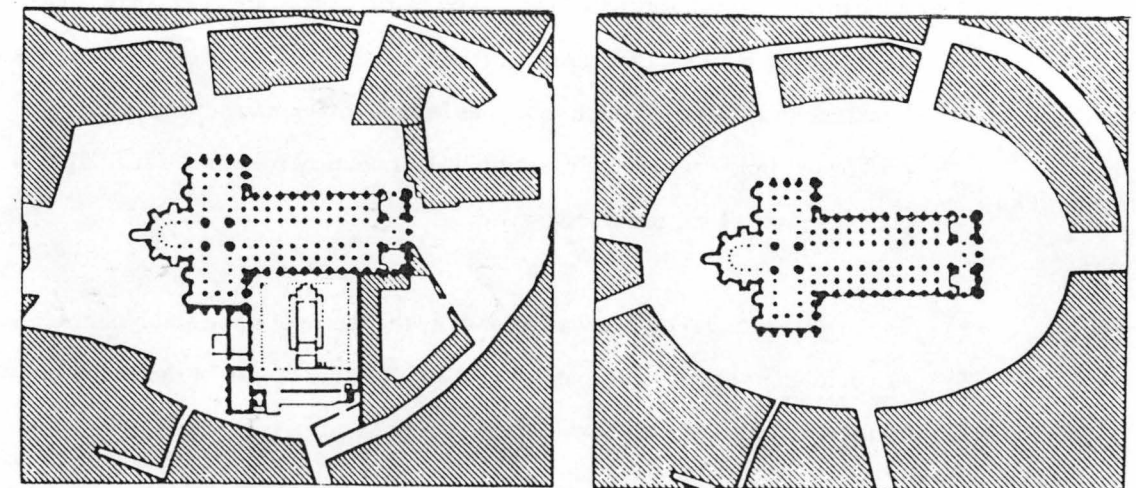*Fig. 36 Le Corbusier's Plan Voisin for Paris in 1925, illustrates the contrast of traditional urban densities with the modernist building in the landscape.
Source. Trancik,. Finding Lost Space. 1986 . p. 28*

space seem insignificant compared to the idea of space which accompanied Modernism. The Modernist movement, led by the work of Le Corbusier, completely revised the nature of space. The principles of containment and enclosure were replaced by that of flowing continuous space surrounding solitary buildings. The building became the primary object and the space secondary. This "International Style", as it became, gained major acceptance in Australia after World War II, and was at its peak when the current Civic Square site was proposed around 1960. The early civic square ideas of flowing green space to the waterfront reflected that philosophy. Partially because of the adoption of suburban recreation open space standards in the inner city, that notion of a 'green' civic space still has some currency today.

5.5 Social space.

The social consequences of Modernism.

Philosophically, Modernism attempted to create singular functional communities by designing new cities and suburbs with predetermined identities. This, according to Sennett[30], was to prevent the difficult encounters with disparate individuals which living in traditional cities can involve. Modernism destroyed the spaces which acted as arenas for social interchange and in so doing created what Morgan[31] claims to be a socio-psychological division between public and private personas. This reduced the inner city to an anonymous place contrasted with the safe homogonous suburbs and thus where strangers presented threat to person and property.

Defensible space.

In response to this arose the theory that the lack of defined territory in the public sphere lay at the heart of the threat and perceived crime. In 1972 Newman[32] postulated the idea of 'defensible' space to combat that anonymity based on the assumption that because criminals make calculated assessments of the risks of surveillance, open well lit public space which permits observation from surrounding buildings may deter vandalism. However, Morgan[33] suggests that this has the effect of deterring not only the anti-social behaviours but also the social, the very reason for the space being there. Defensible space is, he argues, not so much about creating a friendly environment but more to do with securing a buffer zone around private spaces with the consequence of dividing cities into
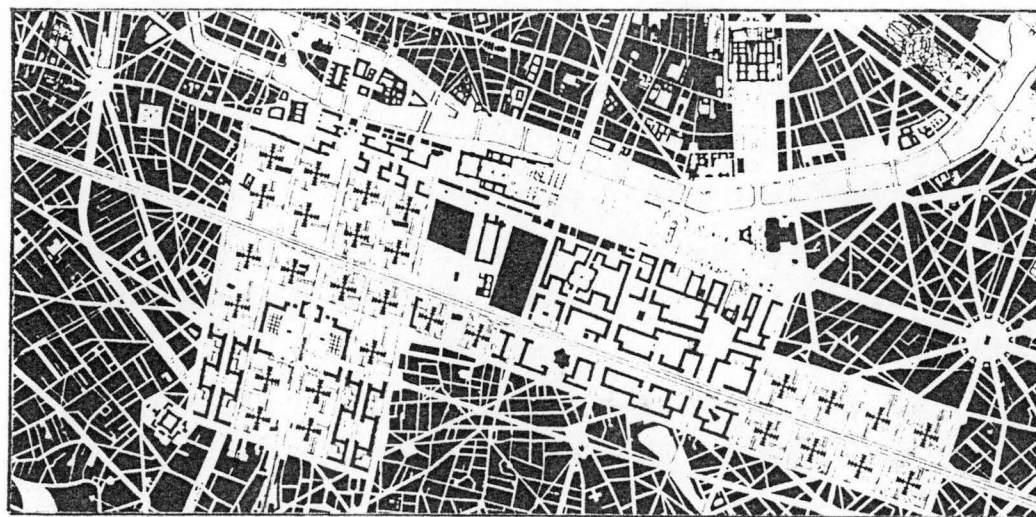
impersonal transit corridors within central commercial areas, and controlled territories of residential suburbs. Indeed various strategies for establishing defensible space included setting up good lighting and security cameras, removing obstacles such as trees, and designing public places to discourage loitering by for example making seats suitable for sitting but not sleeping on. All of which tend to reinforce movement but not sustained use of the space.

5.6 Internalisation of public space.

Shopping centres and malls.

Markets and shops have always been associated with public space, and traditionally occupied a central location in the town or city, but with the spread of the motor car since the Second World War, the nature of shopping has changed radically. The growth of the remote 'all in one' shopping centre has impacted significantly on the urban design of our cities. Shopping centres concentrate many products under one roof, and provide convenient access and parking for the 'mobile' car society. One of the side effects of this revolution was that as shopping was relocated out of town, it became more impersonal, but it wasn't long before the managers and designers of the shopping centres were introducing all the elements that the traditional city centre could offer but in a controlled environment. Shopping Centres became decorated by fountains, sculptures, park benches, trees, and even imitation streets fronted by stores with their own shop windows and roofs.

The controlled environment was the target but that control also attracted criticism from others. William H. Whyte [34] pointed out that there was no sense of place in these artificial environments ... a denial of apprehending the real world conditions and the local context. An internationalisation of design had stripped the shopping centre of any sense of belonging to a particular place.

The Death of Main Street.

Nevertheless, the enclosed and convenient shopping centre thrived in the car based north American and Australian societies. It was less successful in Europe, but still had an impact. The traditional shopping street declined in significance, and with that was a change in the social and 'civic' habits of the residents. Public institutions which remained in the traditional part of towns and cities became

Fig. 37 Internalised 'street and cafe' in Miranda Mall shopping centre, Sydney Source. The Independent. March 1994. p.31. Photo by Graham McCarter

increasingly isolated from the everyday retail activity. Many started to work with the flow rather than against it and set up branches or offices within the new centres. Contemporary shopping centres offer public libraries, banks, post offices, social security offices, and the like. The consequences for the older parts of towns and cities was often rapid and severe decline and consequent blight.

5.7 Reinventing the traditional street.

Pedestrianisation and traffic calming.

To combat the success of the shopping centres many town centre have recently attempted to rejuvenate themselves by cosmetic changes and pedestrianisation of the street.

However, pedestrian malls developed their own problems of security and management. Large places with no through traffic became threatening after dark and in effect defeated the purpose they set out to achieve - the creation of a welcoming 'people' place away from the noise and threat of the traffic. In recent years designers are returning to the idea of controlled mixing and integration of people and traffic or traffic calming. City and town centres are now marketing themselves as authentic environments which are different to the shopping centre.

Fig. 38 Nicolet Mall in Minneapolis - considered a prototype of the pedestrianised street where buses and taxis are permitted but not private cars. Source. Uhlig. Pedestrian areas. 1979. p.88.

5.8 Waterfront revitalisation.

The emergence of an international waterfront style.

In the last 30 years the changing technologies of freight and transport have liberated many waterfront areas from their functional link to shipping. A coincidental increase in leisure time and recreational pursuits has witnessed rapid and significant alterations to the type and range of activities that take place on the waterfront. However, the growing internationalism in redevelopment styles has produced a spate of theme park artificiality in the place of vernacular authenticity. In some working ports the location of significant public space and or landmark buildings and structures connected with the new leisure activities is a source of conflict with shipping activity. There were many design problems with changes to leisure uses on working waterfronts - often a conflict occurred between the desire to unify the design in an aesthetic sense and the need for the port to operate as an effective transport node. Multiple purpose spaces which lend themselves to commercial and recreational or civic purposes have overcome the conflict but the placement of more formal or singular use spaces have often been behind the waterfrontt, away from prime area of freight handling.

5.9 Postmodernism.

Postmodernism and the rediscovery of traditional space.

The relevance of Postmodernism to the discussion of public space is not one that simply deals with architectural style. Just as Modernism had meaning and impact beyond the buildings of Le Corbusier and the International style, so too Postmodernism has relevance beyond a simplistic notion of applied decorative elements to the design of the space. Modernism was essentially about demystifying and producing a repeatable form without reference to specific context.

Postmodernism is often portrayed as architecture with eclectic or historicist elements with no particular relevance to context, but in a broader sense it is about a breaking out of a singular standard or design language into what Leontidou[35] describes as polyvalent and informal and Harvey [36] as an "emporium of styles".

Public space in the polyvalent society.

Postmodernism is also represented as an anti-planning attitude favouring piecemeal urban development and reflecting a diversity of cultures and a multi-dimensional intermingling and cross-fertilisation of tradition.[37] While Postmodernism can offer a threat to the legibility of the city and its buildings through arbitrary application of styles and imagery, and thus render a disorienting and dislocating experience[38], it also reintroduces human values back into what has been the analytical planning process derived from modernism. Given the dislocation of Postmodernism and the greater diversity of cultural experience and tradition, public space arguably has a more significant role to play than it does within a more homogenous and structured society.

The consequences for public space are not that Postmodernism is necessarily anti-urban and therefore rejects planned space (indeed it needs the complexity of urban life to thrive), but in terms of how it can be responsive to the plurality of cultural contexts within which it must operate and how the specifics of design fit in an eclectic architectural environment. Specifically, Postmodernist society demands that any public space reflect the plurality of values and traditions which make up the society and interprets the space as not merely functional but as intrinsically entertaining and containing its own meaning. The space becomes a spectacle.

The public space as 'art'.

This has been expressed by Kostof as the rise of the space as 'designer squares' where the space is not neutral, or a canvas upon which the community paints the

social scene, but an object which demands attention, interpretation and involvement at an artistic level. Examples such as Isozaki's plaza in Tsukuba City 1983.(Fig. 39) and Charles Moore's Piazza D'Italia in New Orleans, 1980 illustrate this.

5.10 Public space in post-industrial society.
Tele-city - new technologies and the impact on public space.

Just how real is the threat to the city structure from the new technologies. Modernism unquestionably wreaked havoc in the traditional city, but at least it was still grounded in physical objects. The current shift, induced by technological developments in communications and work practices, is to the 'virtual' city, where the built fabric and spatial qualities are simply not relevant. The 'virtual' city is by its very nature anti-urban, anarchic and disinterested. Dr Matthew Allen refers to this as a 'seamless informational city[39]. Where do the long standing traditional uses of public space for social interaction, commerce, political expression, and relaxation fit in the post-industrial 'virtual' world. One of the roles of traditional public space in the city was to facilitate individual access to the larger community, and to do so in a non-discriminatory egalitarian manner. That is, all members of society could use and mix within the space regardless of their private access to power, information or the government.

Fig. 39 Isozaki's plaza in Tsukuba City, 1983. Combines elements from traditional Japanese garden design with references to the Campidoglio in Rome in a playful and entertaining fashion.
Source. Kostof, S The City Assembled. 1992. p .182.
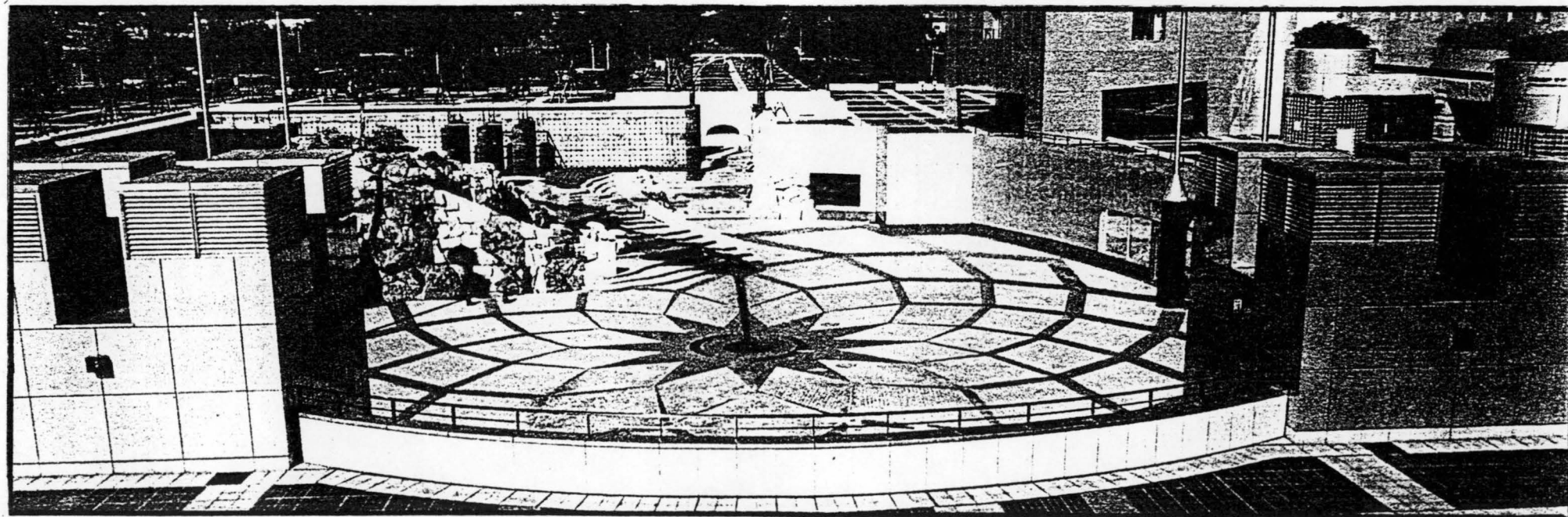
The 'Tele' or 'Virtual' city exists not physically but in the links between those who can afford to participate on the 'network' by virtue of their access to the communication infrastructure. 'Virtual' public space may theoretically exist but entry into it is harder than to the physical space it replaces. The consequence of this might be, as David Harvey suggests, that postindustrial society does not create a different social order but merely impacts and deepens the pre-existing pattern.[40]

If this is so the uses made of public space not only change overall, but the types and numbers of different sections of society using the space can also change. The more philosophical question though is not whether traditional public space is necessary but what form it should take and whether it should in some way combine or act as an intermediary to the 'virtual' space for those of the community excluded privately? The public space equivalent of the public library?

Exopolis -simulation city.

One of the more obvious interactions of the Postmodern condition with the design of public space is to be found at Melbourne's South Bank. Here the prevalence of mixed cultural contexts combines with a world of 'virtual reality' propagated by sounds and sights manufactured specifically to be experienced, in what critic Kim Dovey of the University of Melbourne describes as 'Simulation City'[41]. What disturbs Dovey so much about the South Bank project is that it has alienated the opportunity to enjoy the urban river as a 'place' by interposing an artificial world of spectacle and festivity in a fragmented form.

The essence of the public realm as a place were interaction and cultural intermingling create a cohesive and more tolerant society has been supplanted by a subjective experiencing of virtual reality not in any way peculiar to the particular location. This is Kostof's 'designer space' taken one step further than the public experience of three dimensional physical objects designed specifically to entertain, by including the sensory 'experiences' as well. Just to what extent does the postmodernism of this sort impinge upon the social value of public space located and designed to facilitate community rather than exclude it at the expense of subjective 'virtual' reality.

Postmodernism and cultural identity.

Wark's assessment of the impact of the tele-city is that the rapid exchange of information and the redistribution of work over extensive telecommunication networks also results in the interdependency of cities and the loss of specific place grounded cultural identity[42]. This globalisation of cultural identity is experienced most obviously through the television industry, but its consequence for the physical as opposed to 'virtual' public space of the city is that at the same time as the former is undergoing a loss of definition and a change in use, the latter is diluting or disguising its cultural identity.

5.11 The meaning and role of public space in the contemporary city.

Is there a role for traditional 'physical' public space in the contemporary city where the traditional fabric has been damaged by 'modernism', where the polyvalency of postmodernism dilutes the cultural meaning of the spaces, and where the postindustrial society is developing a 'virtual;' network of employment and social relationships which take place above and beyond the physical structure of the city?

The traditional roles of public space have served functions centred on ordering the hierarchical structure of society and orienting the individual within the social setting. Civic space has been both the physical and symbolic expression of the cultural and political condition and in many ways an outward sign of civic maturity and civilisation. Are these legitimate roles in the contemporary city?

What is the effect of the changing attitudes to and uses of public spaces occurring because of the growth of out of town enclosed shopping centres, traffic calmed main streets and commercial pressures to 'privatise' the public domain? To examine these and determine the relevance of any civic space today we need to look at contemporary theories of public space and 'place'.

5.12 Place theory.

Architectural or physical planning of urban space has proved problematic often because of the apparent negation of the social and political role it plays. With the exception of some contemporary urban design theorists who address the social

and cultural context, a socio-political analysis of public space has often been ignored. Can the locational and design problems be in some way resolved by the application of concepts from sociological analysis?

According to Benhabib[43] there are three different conceptions of 'public space' corresponding to the three main currents in western political thought. The first of these is the 'agonistic' position championed by Hannah Arendt, which views public space from a tradition of 'civic virtue' epitomised by the Greek polis. From this perspective the public realm is where moral and political greatness, heroism and preeminence are revealed, displayed and shared. It bestows a sense of community recognition on those that are celebrated and as such it is exclusive of certain classes and traditionally gender who are not permitted to participate in the exercise of civic power. This is different to the 'associational' view of public space, which as Arendt claims is not a singular physical space but anywhere in which people act together or where 'freedom' can appear.

A Town Hall or Civic Square is not necessarily public space in the associational sense. The relevance of this distinction is that in the modern world with a pluralistic and broadly encompassing participation in the political process, 'agonistic' space has been replaced by an associational space dissipated throughout the community - occurring when and where people act in concert. Given this, is there a role for the sort of physical arena that served the agonistic model of public space as found in the Greek city states? Is the notion of a fixed 'civic' space a relevant concept in the modern city or merely some sentimental attachment to a concept from a different type of society? Indeed it could be argued that for any fixed space to work as a civic or truly public realm it must provide the opportunity for the type of associational activities Arendt identifies to take place and not be an unused expression of the agonistic space related to the ceremony of political power. That is it must serve as an informal setting for discourse as well as offer a ceremonial stage.

Jane Jacobs[44] also pursues this concept by viewing the public realm as the ground upon which the community interact and meet, where members of the society can exercise self expression and therefore caters for a variety of people with many different values. This mixing and interaction between disparate groups is viewed

not as an unnecessary activity in the modern world but one vital to its cohesiveness. Kostof states public space helps to integrate community and avoids divisions, bigotry, and intolerance of others views and values.[45] To this end the charter of public space is to facilitate freedom of action, and equally the right to stay inactive. This role of assisting social cohesiveness has consequences for the location and design of space as much today as it always has.

5.13 Feminist theory and the city.

Of recent social movements in western culture, that of feminism impacts significantly on the meaning and role of public space in the larger sense of the 'public realm' as well as the physical manifestation in the city form. Feminist theory impacts on the shape and meaning of public space in two ways.

Firstly, the model of the 'public realm' has been redefined because of the dissolution of the gender specific domination of political process represented by tradition, custom and rigid roles. The outcome is that a new model of public space based on discourse is more applicable for explaining this redefinition. More specifically, the public realm is not one that bestows legitimacy on certain actions in the community but where "a discursive negotiation of societal norms, the flexible appropriation of tradition and the formation of fluid and reflexive self-identities and life histories"[46] can occur.

The second aspect of Feminism which relates to public space is the physical reclaiming of the city and consequences for the design and use of public space. Jacobs[47] outlines a number of recent studies into the geography of women's fear in the city. Valentine[48] amongst others argues that the restriction of women in public spaces is a spatial expression of the patriarchal system. In specific terms the creation of public spaces must acknowledge those elements which express women's environmental values and enable an inclusive link between urban spaces, social identities and social practices. In practical terms, as Avery points out, this means that the design of the built environment generally must recognise the changing roles of women in society and come up with models that support women's routine activities as well as respect their different perceptions and aspirations of the physical environment[49].

5.14 The relevance of public space today.

The prime conclusion of this excursion into socio-political analysis of public space (which is clearly not simply identified with physical spaces) has been to give some indication of the meaning and role that any limited physical space should serve in the modern social setting. If a 'civic' space is to effectively work it must acknowledge the changing model of society from one of limited participation within a guided agenda to one of discursive and flexible parameters. It must also recognise that far from rendering physical public space redundant, the postmodern condition epitomised by the technological or virtual city, actually requires more opportunities for real interaction and communication to compensate for the artificial or machine mediated world that increasingly large sections of the community interact in.

Public or civic space is not an irrelevancy but a necessity in modern society. As social commentator Hugh MacKay argues, real communication cannot take place via machines, but only face to face, and the Internet is not community, because community is a place where you accidentally have contact with others.[50]

5.15 Recent developments in urban design.

Recreating public places - the new theories of urban design.

This conclusion that public space is vital to healthy community coincides with recent moves within the architectural and urban design field to rediscover the forms and designs of traditional cities where public space took precedence over private buildings.

Sitté - the rediscovery of traditional space design.

Camillo Sitté's concern with the loss or encumbering of traditional urban form in Europe predated much modern theory by nearly 100 years. As mentioned Sitté's concerns were prior to the impact of modernism on the relationship of buildings and space, but his recognition that traditional form was not expendable without having significant social impacts has proven even more relevant in the last half of the 20th Century and inspired much of the contemporary renaissance of urban design.

Fig. 40 Camillo Sitté's Votive Plaza in Vienna, 1909. The proposed infill buildings are labelled G,H, J, and K are designed to enclose the urban space. Source:. Sitté,. Der Stadt Bau, 1965
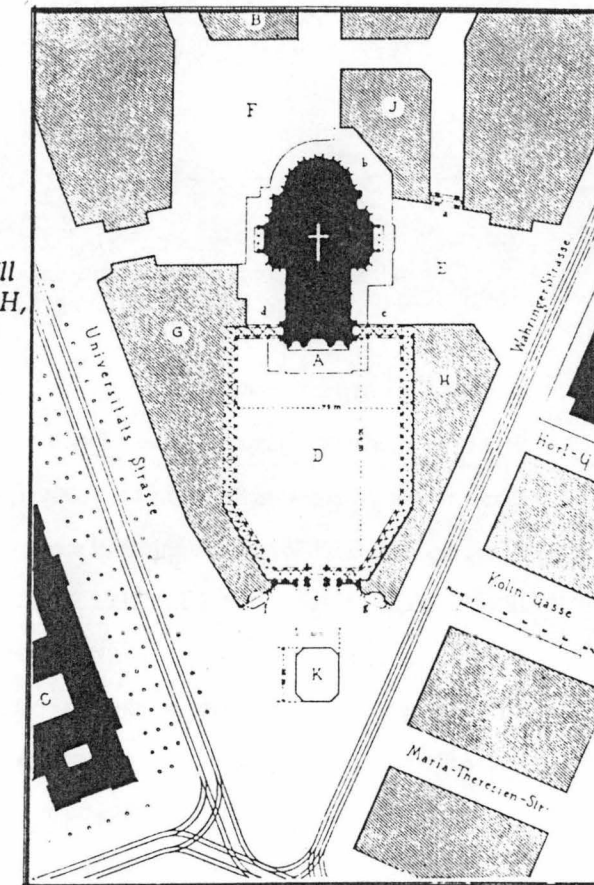
Image analysis and the search for context and meaning.

In the 1960s Kevin Lynch developed his theory of urban form and dynamics based on three principles - legibility, structure and identity, and imageability. Lynch was concerned with the way in which people recognise, experience and carry a mental picture of the city according to five elements - paths; edges; districts; nodes and landmarks (Fig. 41). The relevance of this approach is not just in analysing the way citizens have become disoriented and alienated from urban areas through the disguising or destruction of these elements but also how a coherent form can be reestablished through consciously reorganising and reinstating the patterns and relationships.
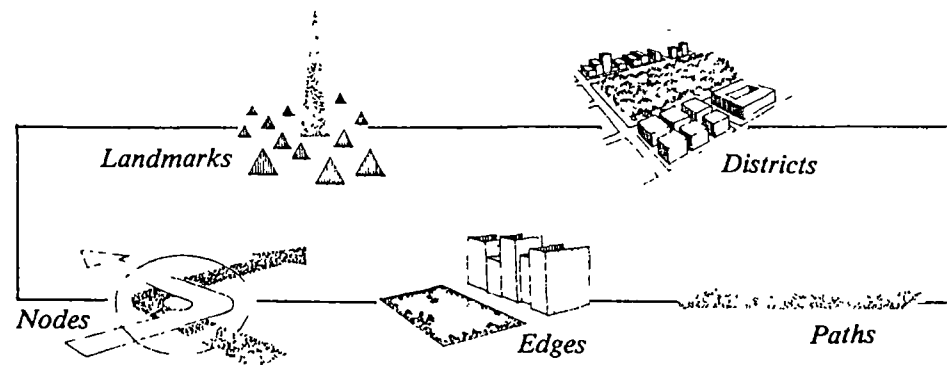
*Fig. 41 Kevin Lynch's components which make up the Image of the City.
Source. Trancik,. Finding Lost Space, 1986. p. 121*

Alexander - organic wholes.

The relevance of patterns and mental systems was further developed by Christopher Alexander firstly in his analysis of a language of building components which create meaningful structures (the Pattern Language[51]) and later by expanding the focus to the urban form and relationship between buildings and spaces.[52] Alexander's concerns with urban design are essentially about process rather than form itself. Perceiving that traditional urban form was controlled by unwritten yet widely appreciated rules about relationships between buildings and the creation of public space, Alexander attempts to formulate a series of guidelines which can recapture this organic wholeness.

The overriding rule proposed by Alexander which governs all others is that *"every new act of construction has just one basic obligation: it must create a continuous structure of wholes around itself."*[53] This rule is followed by a series of seven more detailed rules which assist in achieving the goal. They are about incremental growth, integration into the existing fabric, being guided by vision not just analysis, concentrating on 'positive urban space' (buildings surround space NOT space surrounds buildings), the form and construction of those buildings, and the growth of 'centers (sic)' which are both in themselves whole and satisfying but also linked to or part of other 'centers'.

Alexander's rules of urban design are at once an attempt to prescribe the means of reestablishing those built forms that Sitté mourned for, and yet suggesting that simple physical intervention is not sufficient but must be complimented and driven by correct attitudes and visions based on individual components healing

injuries to the 'whole. There is an emphasis not on universally applicable forms but on singular solutions which are unique in space and time. There are no 'best' answers only those most appropriate at a given time.

Trancik's concept of "Lost Space".

Most of these theories were brought together into a cohesive approach by Roger Trancik in his seminal work on urban design entitled *Finding Lost Space* [54] published in 1986. Trancik concludes that the main problem with the current urban condition is one of ill defined or 'lost' space which disrupts and destroys the public environment. His imperative was to recognise that useable and meaningful public space is a positive element created out of the fabric of the city. This stands in contrast to the anti-space which resulted from the modernist focus on the building in space rather than the traditional model of buildings being the means of forming spaces.
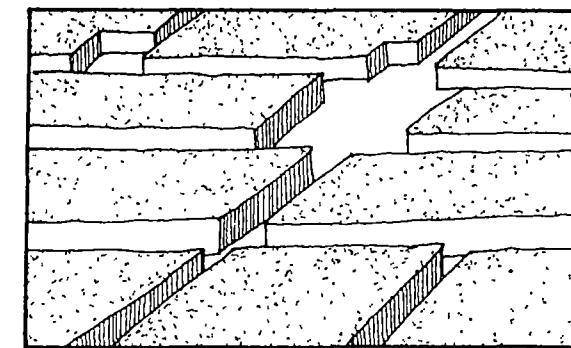
Traditional City Form
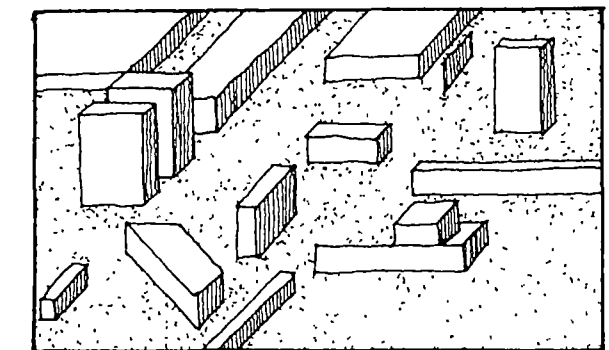
Modern City Form

*Fig. 42 Trancik's illustrations of the traditional and modern urban form, showing the phenomenon he calls 'Lost space'
Source. Trancik. Finding Lost Space, 1986. p.19*

The rise of anti-space was facilitated by the motor car and freeway systems which either interrupted the linkages between spaces or required the demolition of buildings to permit carparking. Trancik set out to redesign that lost space through applying three theories of spatial design - figure-ground theory; linkage theory; and place theory. Although not new in themselves, Trancik's approach was to integrate all three. The figure-ground theory allows for an analysis of existing form through studying the relationship of solid to void. It presents a

simple visual summary of where enclosure by built forms creates spaces, and where the building as primary object sits amongst ill-defined or anti-space denying the public any outdoor rooms for social activity.

The linkage theory is significant in recognising that built form and spaces must relate to one another in a coherent and meaningful manner to knit the fabric together. Linkage theory applies a fourth dimension to the figure-ground analysis, that of time and movement in that it studies the circulation of people and connection of spaces. In this sense it is hybridised from Bentley's [55]concern with permeability and Lynch's application of Image Theory to define the coherence and interrelationship of the cities components.

Fig. 43 Trancik's diagrammatic representation of the three contemporary theories of urban design that he integrates.

Source. Trancik,. Finding Lost Space, 1986. p. 99
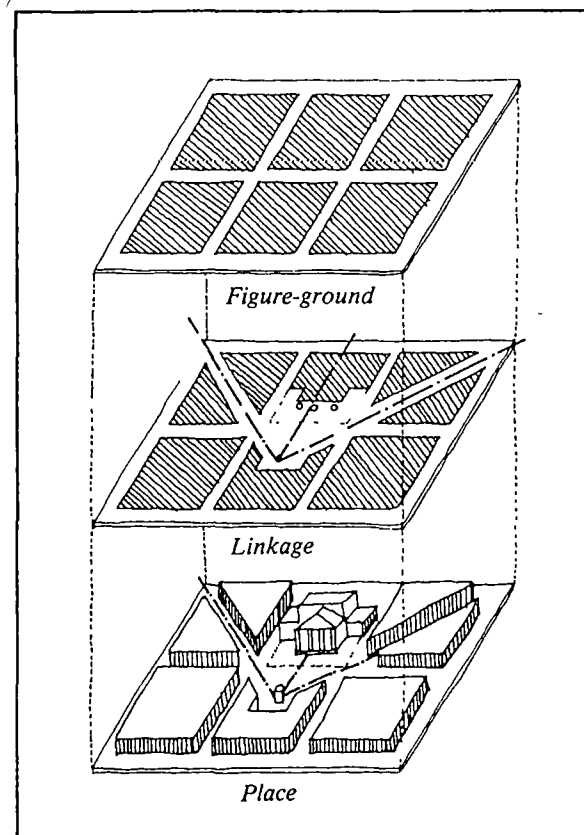
The third layer Trancik proposes is that of 'place theory' which has already been discussed as a sociological concept. It is this application of context and cultural meaning that converts mere space into 'place'. Trancik argues that architecture and landscape architecture must if possible enhance the environmental identity and the sense of place and combine all aspects of the total environment including the social. Indeed he cites many leading theorists and practitioners of planning

and design in stressing the importance of cultural context and connection to the past and through allowing the community to alter its own environment.

Trancik considers there are a number of ways and means for designers to approach this complex demand. An informal organic and vernacular approach is adopted by Ralph Erskine and Christopher Alexander while Leon Krier has revived the classical forms of symmetry and order to knit together buildings of

Fig. 44 Trancik's theories demonstrated by this proposal to repair the urban fabric of Gøteborg in Sweden.

Source. Trancik Finding Lost Space, 1986. p. 195
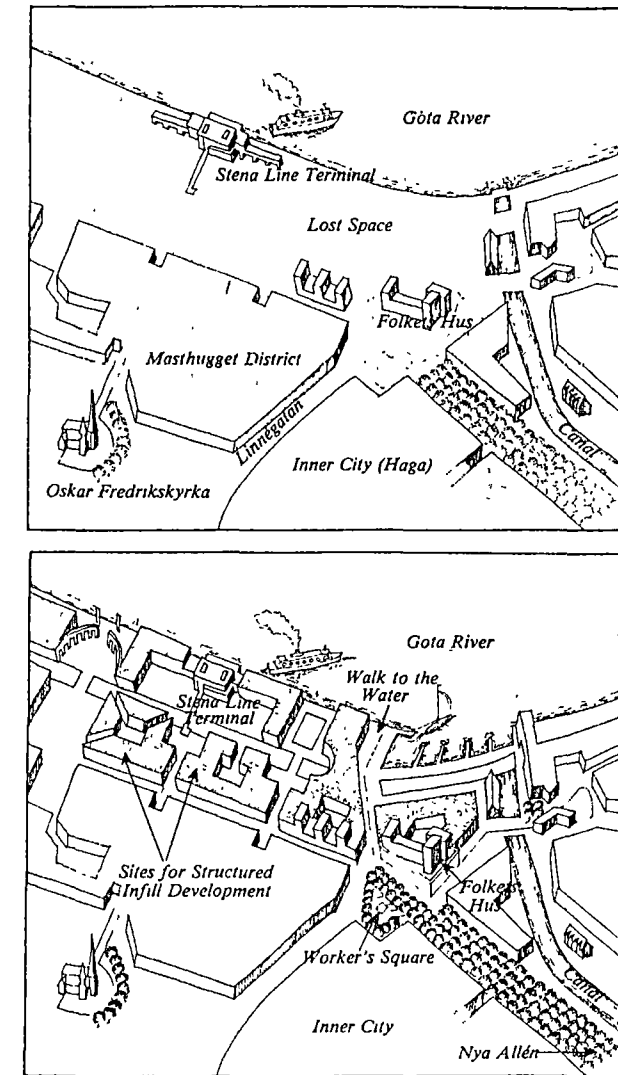
variant forms and materials and provide a coherent pattern of space for transition from the private to the public realm. Others such as the French Contextualists develop Lynch's emphasis on historical and evolutionary patterns and imageability and like Krier use the positive qualities of space creation to link together historic and modern forms although they do so in a manner mimicking the accidental organic growth.

Trancik's gift to contemporary urban design theory is that he respects each of the contributions from figure-ground, linkage and place theory but is aware that alone each is insufficient. The three must be applied together to create a space in the fabric of the city, linked to other spaces and given meaning through strong contextual ties.

5.16 Quality and process in space design and management.

According to Kostof[56] success of public places is a function of their versatility and flexibility. A multitude of uses have taken place historically in public places - markets, venues for sport or exhibition, gathering places for protest and political expression - and those spaces which still work are those which offer flexibility in use. This is in turn is a function of location and design.

Kostof argues that in the conception of a new space a "certain amount of underdesigning, or decision on the side of generalized design, will pay off in terms of mixed use."[57] This concurs with Alexander's theories of allowing a changing design process consistent with a piecemeal assessment of the evolving place within broad patterns. In terms of a particular space it wise to leave a variety of simple components in the space which can be manipulated by the users to create a matching variety of experiences.

Jane Jacobs also expressed concern about the viability and attractiveness of single use spaces - such as the Lincoln Centre in New York.[58] Jacobs also proposes that the quality of public space can act as an advertisement for a city while Levine[59] stresses the importance places play in our remembrance of cities and towns.

5.17 Conclusions.

Consideration of socio-political theory and the changing nature of postmodern and post-industrial society suggest that the need for public space is as vital as it always has been. Civic or public space is still viable despite the different roles and uses it fulfils along with the more traditional.

The recent theories of urban design indicate the need to redesign or rediscover space within the damaged fabric of the 20th Century city by using space forming buildings to carve out the positive void and to integrate the buildings and spaces into the vernacular pattern of urban form.

Both social and design theory recognise that integration and context are vital ingredients in the success of public space. Location must be a function of cultural continuity and relevant to the current use patterns and links in the city.

The creation of public space should also reinforce or fit within the existing image of the city and its design and management be multifunctional and reflect the aspirations of the multivalent society.

The next stage is to carry out an analysis of Hobart through application of these theories so as to determine the locations and forms of space in the local context.

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[24] Kostof, op. cit.

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[34] Whyte cited in Middleton op. cit. p. 176

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[45] Kostof, Spiro The city assembled. op cit.

[46] Ibid. p.110-111.

[47] Jacobs, op. cit.

[48] Valentine,C cited in ibid.

[49] Avery, Hilda. Feminist issues in built environment education. Journal of Art and Design education. v13. no.1 June 1994. p65-71.

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[54] Trancik, Roger Finding Lost Space. Theories of urban design. Van Nostrand Reinhold. New York. 1986.

[55] Bentley, Ian Responsive environments: a manual for designers. London. Architectural Press. 1985.

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Section 6

Analysis of the City.

6.1 Landform and climate.

- **Role.**

For Public Space to be successful it must offer certain qualities which make it a pleasant and interesting place to be. The major issues to consider are -

*Shelter - protection from prevailing winds and inclement weather.

*Sunshine- despite the problems with depletion of the ozone layer, the presence of sunshine is both physically and spiritually warming.

*Comfort - in terms of the physical characteristics of places to sit and walk, and also the psychological sense of well being imbued - a sense of safety, relaxation, and invitation which encourages people to stay within the space.

- **Analysis.**

Wind patterns. - Prevailing winds in Hobart are essentially in three directions -

* Cold south westerlies blowing off Mt. Wellington and down Macquarie, Collins and Liverpool Sts.

* Hot north westerlies in the summer months blowing in line with Elizabeth, Argyle, Campbell and Harrington Sts.

* Cool and fresh on-shore sea breezes coming off the Derwent predominantly from the south east. These can offer relief from summer heat in the afternoon, but full exposure to them in the spring and winter is uncomfortable, rendering the wharf areas inhospitable for anything more than short stays.

Sunshine.- Winter sunshine follows an arc from the north-east to north-west corresponding with the ninety degree change in the street grid (Macquarie St . to Elizabeth St.). This means sites offering protection and sunshine in the winter months are on the mountain side of south-east - north -west running streets which have significant street width and low buildings to north east to avoid casting shadows.

Slopes and orientation - The predominant slope of the land in the city is toward the Cove in a south easterly direction. The central area is fairly flat, cradled between the ridges of Bathurst St and Macquarie St, essentially sloping toward the course of the rivulet. The areas which are exposed to most solar gain are between the Macquarie St. ridge and the rivulet line particularly where it curves towards the Cove in the Elizabeth St Mall/ Wellington Court area and Collins St / Market Place.

Sites with comfortable microclimate. - Very few areas in the central area offer the combination of some protection from cold south-westerly and hot north-westerly winds, while allowing some cooling from sea breezes although not full exposure. In terms of sunshine and shadow most CBD sites are too shaded by surrounding buildings to enable adequate winter solar gain.

Franklin Square offers the right slope, little shading, and significant protection from the cold and hot winds which blow along the orientation of the streets and is partially protected from the sea breezes coming from the Cove.

Landform and climate

HOBART civic square reconsidered

QUEENS

DOMAIN

HOT

COLD

COOL

Sullivans Cove

Legend
Sun path in winter
Cool sea breeze
Hot north-westerlies
Cold south-westerlies
Landform -high to low

6.2 View corridors and nodes/ setting and ambience.

• **Role.**

Determination of the location for any civic space must be based on its legibility and relationship in visual terms to significant parts of the city and views beyond.

Vistas and views give a sense of setting and ambience to any space and create the character and help determine the uses of that space. These can be both within the space and out of the space. Views provide a sense of location, points of interest, and a connection to places and features in the landscape remote from the immediate vicinity.

Civic Squares particularly need to reflect a relationship to tradition, cultural continuity and provide in some way a sense of being the 'natural' centre of the city.

Analysis.

View corridors.

These are mainly down the radiating streets towards the waterfront and across to the eastern shore or along Macquarie Street towards the Cenotaph or Liverpool Street toward the surrounding hills.

Minor view corridors exist along shorter internal streets such as Morrison Street towards Parliament House, and Brooke Street down to Waterman's Dock and up to the Government buildings in Franklin Square.

Viewing Nodes.

These offer a variety of views in various directions. The size and length of the lines indicates the significance or distance of the view.

All nodes are open spaces such as parks or wharf aprons. Those which are elevated offer stronger views.

Memorable and ambience creating buildings are concentrated in Macquarie Street particularly between Murray and Argyle Streets and Sullivans Cove areas.

The close proximity of such buildings to viewing nodes offers the open space an edge or edges of interest and tradition creating a sense of enclosure but permitting viewlines out.

These are natural gathering places for people.

The most obvious of these is the Franklin Square area which is surrounded on all sides by prominent ambience creating buildings representing the tradition and historical evolution of the city, while giving views to the Cove and Mount Wellington.

Views, settings and ambience

HOBART civic square reconsidered

Legend
View corridors -major -minor
Viewing nodes
Ambience creating buildings and facades

6.3 City image analysis.

•   **Role.**

Lynch's seminal work in the 1960s on the image of the city demonstrated the need to understand the way in which cities are mentally mapped by the citizens. Lynch analysed the city according to Edges, Districts, Paths, Nodes and Landmarks which formed the image by which people orient themselves.

In the 1960s geographer Robert Solomon carried out a Lynchian analysis of Hobart. Significant changes have taken place in the built form and traffic arrangements of the city since then and a new analysis is required to determine the current relationship of nodes, landmarks and paths which are important to determining the location and success of any public space.

Public space is most vibrant and vital if its is easily located, accessible and related to the nodes of activity and the main paths.

•   A n a l y s i s .

Nodes.

The significant changes since Solomon's Image Analysis are in the loss of Nodes particularly those relating to transport (Elizabeth Street Pier and Railway Station) and their replacement by the Metro Bus Station in Elizabeth Street.

Extra nodes have developed at gathering places for leisure and shopping - particularly in Elizabeth Street Mall and Salamanca Place and between Constitution and Victoria Docks.

Paths.

The Brooker Highway remains a major path and is now linked more directly to the Davey - Macquarie Street couplet and to the Tasman Bridge. Elizabeth Street has been relegated to a minor path despite the prevalence of activity nodes along it and its functions of linking the city from north to south have been taken up by Argyle, Murray, Harrington and Campbell Streets.

Edges.

The strongest edges remain the obvious physical barriers of river and escarpments but the Davey - Macquarie Street couplet serves as a major new edge effectively isolating the Cove from the City.

Landmarks.

The office building boom of the 1970s-1990s has placed many tall buildings which could serve as landmarks. However, most are not either memorable or sited to emphasize their form. As such the Post Office and the Cathedral remain the obvious landmarks by virtue of their style and siting. Selective lighting has created a new set of landmarks - notably the Hydro Building and the Franklin Square Government Offices.

Of the newer buildings the Sheraton Hotel and the Marine Board offices stand out because of their scale and bulk in relation to their immediate surroundings.

City image analysis

SOLOMON'S ANALYSIS FROM 1967

HOBART
civic square
reconsidered

Legend

Nodes
Paths - major
    - minor
Edges
Landmarks
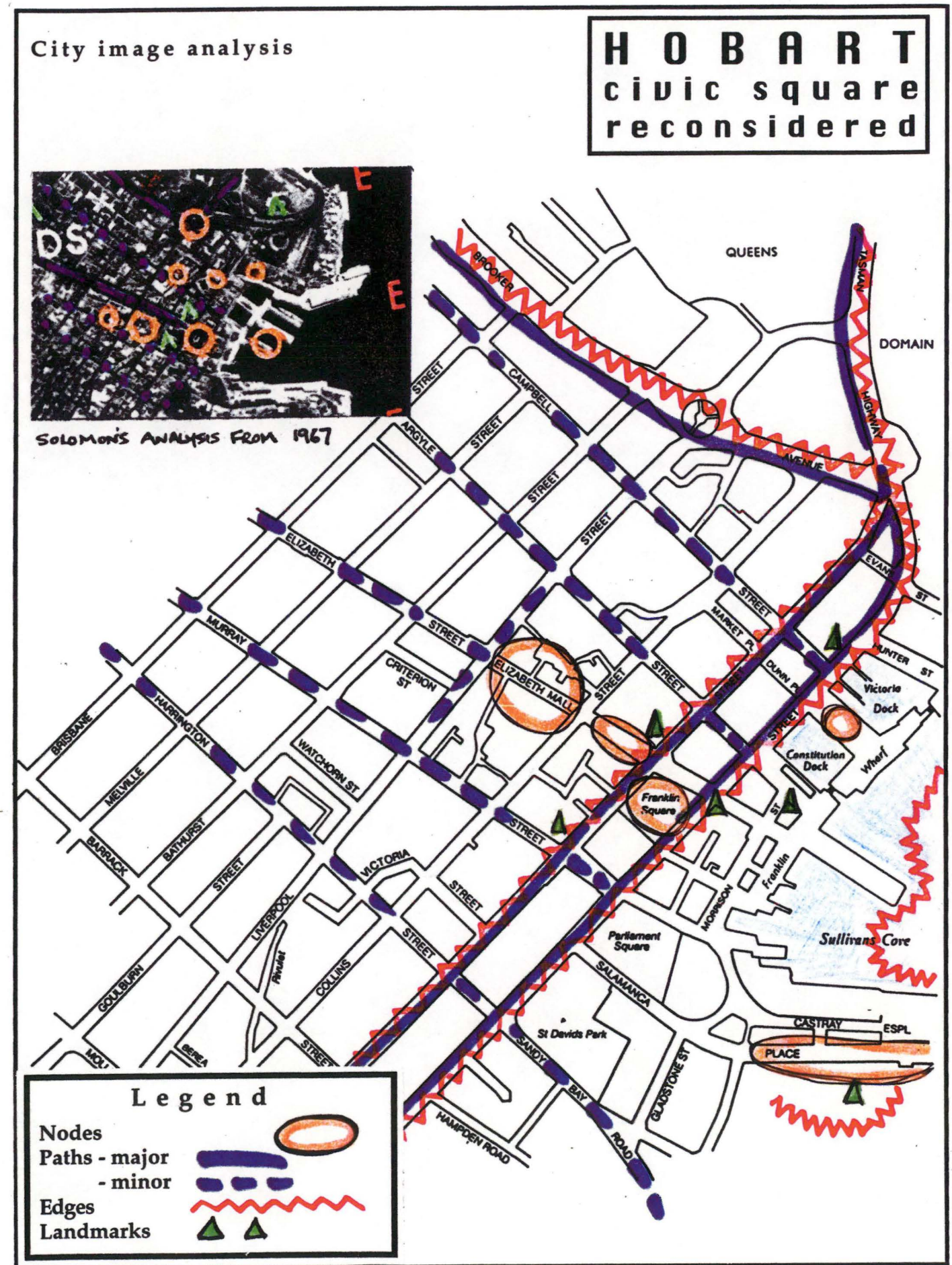
6.4 City - Cove relationship.

- **Role.**

Historically waterfront cities have developed public space either adjacent to or close to the shoreline or river banks. In many instances the commercial pressures relegated the public space to positions just behind the working port interface as in Venice. The evolution of ports in terms of land reclamation and changing landuse associated with transport and shipping technology has often meant that the waterfront has dislocated from the old part of the city and then undergone redevelopment pressures following the abandonment of the old style of wharves and relocation to newer container facilities. The growth of recreational and leisure activities in waterfront zones has reasserted the demands for waterfront public space.

In many cases public spaces located on the edge of the city now find themselves some distance from the water. The relationship between the CBD and increasingly leisure oriented waterfronts is vital to the use of public space.

- **Analysis.**

Topography of City and Cove.

In Hobart the distinction between the CBD and the Cove area is clearly defined by the change in land form. The CBD sits on the higher ground above what was once the river's edge, while the Cove occupies predominantly reclaimed land below the 'cliff' edge.

The 'cliff' edge is now almost entirely obscured by buildings and roadworks but the change in level is still obvious.

Street pattern and orientation.

There is a distinctly different character of street layout and spatial type between the city and the Cove. The Macquarie grid as laid out by Surveyor Meehan in 1811 is the overriding pattern north of Davey St. while the open spaces and more random street patterns predominate in the Cove area. The Macquarie grid is essentially one of cross streets using the ridge running down Macquarie St. as a datum, while the Cove streets curve around the waters edge and radiate away from the port. The bottom end of Davey St. and the slightly skewed continuations of Murray and Elizabeth Sts. south of Macquarie St. is an extension to the Macquarie grid .

Landuse and character.

The 'cliff' line also corresponds to the change in landuse and character between the city and Cove. North of the Macquarie Davey St. couplet is the commercial retail activity of the CBD while to the south lie the port activity, recreational and leisure activities epitomised in Salamanca Place.

City - Cove interface.

The transition from city to Cove is most prominent in the area around Franklin Square because of the rise in ground level, the proximity of major office and civic buildings placed on the ridge contrasting to the flatter lower buildings of the Cove, and the ability to view both these areas by virtue of the open space and vistas.

The park once designed to be at the edge of the city is now conveniently located centrally between the new recreational /leisure waterfront and the commercial retail heart of the city.

City- Cove relationship

H O B A R T
c i v i c   s q u a r e
r e c o n s i d e r e d

L e g e n d
City zone edge
Cove zone edge
Original shoreline
Reclaimed land
Cliff edge or escarpment
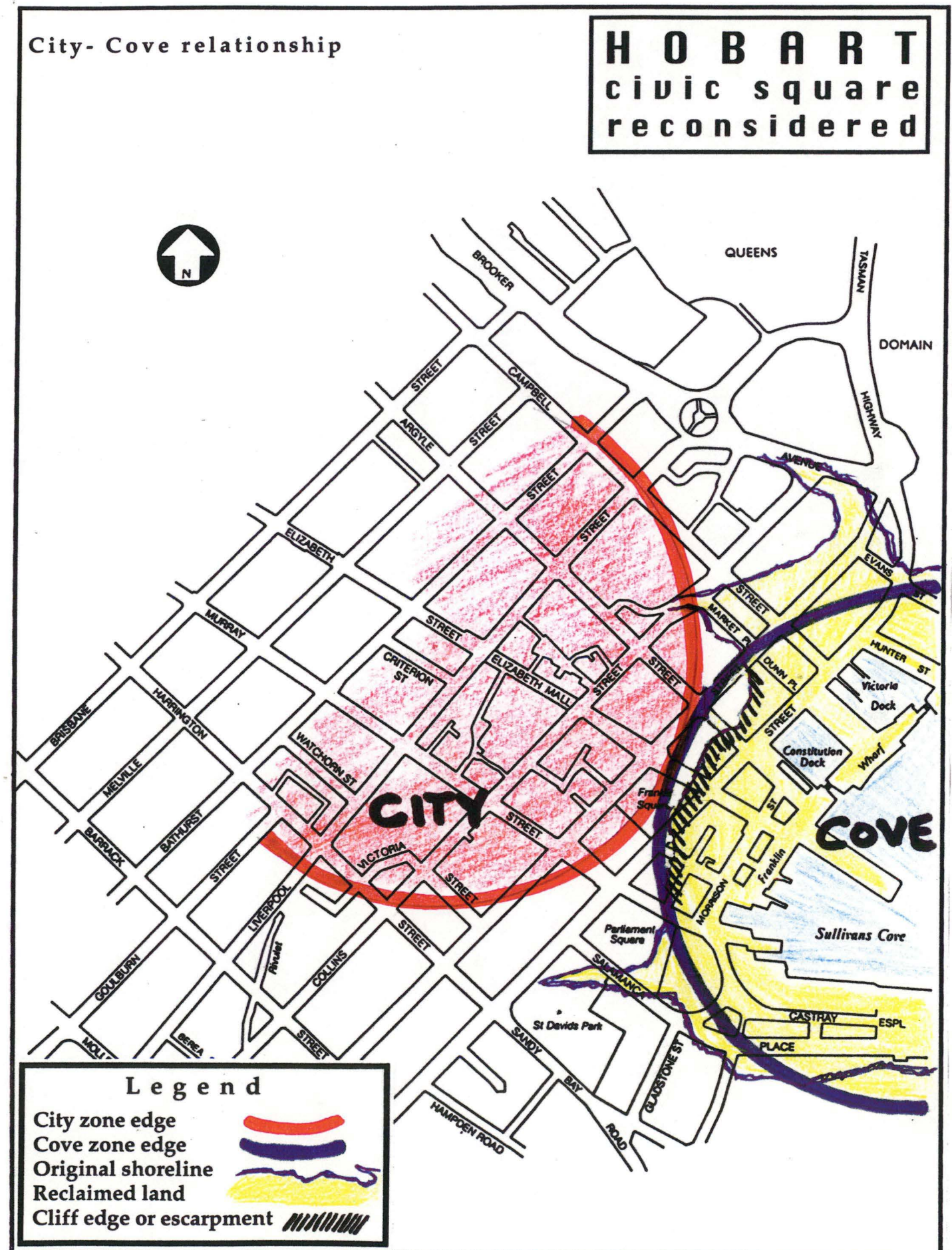
6.5 Spatial and built form.

- **Role.**

Space is the predominant city form - what people remember are the spaces of a city not its buildings. Spaces are created by the forms of buildings around them - in historical or traditional cities buildings were designed as 'space creating' not space denying as in modernist cities. As Trancik states, space provides the sequence between public, semi-public and private domains. However, to work effectively any barriers or gaps in the continuity should be minimised. Significant city spaces can only really be discovered by repairing the damaged built form in the prevailing pattern, not deliberately created without reference to the forms which enclose them.

Figure ground analysis allows contrast between the pattern of buildings and the pattern of spaces and streets. It also reveals the character of different districts by emphasising the changing pattern of the urban fabric.

• Analysis.

District Character.

The figure ground analysis clearly shows the changing pattern of building to space relationship from the central part of the city to the Cove. The city consists of clearly defined blocks of urban fabric with little interruption in the continuous edge along the street grid. The Cove shows buildings and blocks isolated in space. To the water side of Davey St. only the block bounded by Morrison, Murray and Argyle Sts. shows a tight continuous edge broken by courtyards and lanes.

Space making buildings/ space dominating buildings.

The majority of Hobart buildings which create space do so in the sense that they address the street or form the street. Occasionally a significant public building creates space by establishing a forecourt as does the Treasury Building in Murray St. (centre left in the figure ground and forming a horseshoe opening onto Murray St.)

This stands in contrast to the Sheraton Hotel (centre right) which reads as a solid mass sitting in an undefined space. Here the building is clearly the predominant object with little relationship to any other building in an attempt to create space.

The Reverse Figure Ground.

Whereas the traditional figure ground with the building mass as solid shows how the void is shaped and formed by the articulation of that mass, the reverse figure ground in which the spaces read as the solid better indicates the continuous network and interrelationship of the spaces. This clearly shows that Hobart is essentially a city with a regular street grid over a pattern of internal courtyards and irregular lanes and alleys. The only large defined space is that laid out by Macquarie in his 1811 plan as Georges Sq. (now Franklin Sq.). In fact it helps show the original form of Georges Sq. and its relationship to Elizabeth and Murray Streets. Neither of these streets were intended to extend beyond the square, and the extensions into the Cove can be seen as slightly off line from the Macquarie grid. The buildings within the Georges Sq. space (Treasury - Government buildings and the Town Hall) are oriented in line with Macquarie St. and not Murray or Elizabeth Streets. The widening of Elizabeth St. next to the Post Office signifies its termination at Macquarie St. opposite the gates of the original Government House and opening onto the square.

Spatial and built form

HOBART civic square reconsidered

Street addressing

Forecourt of the Treasury building

The Sheraton - a solid mass in space

Figure - Ground analysis of central Hobart

The original shape of Georges Square is easily determined
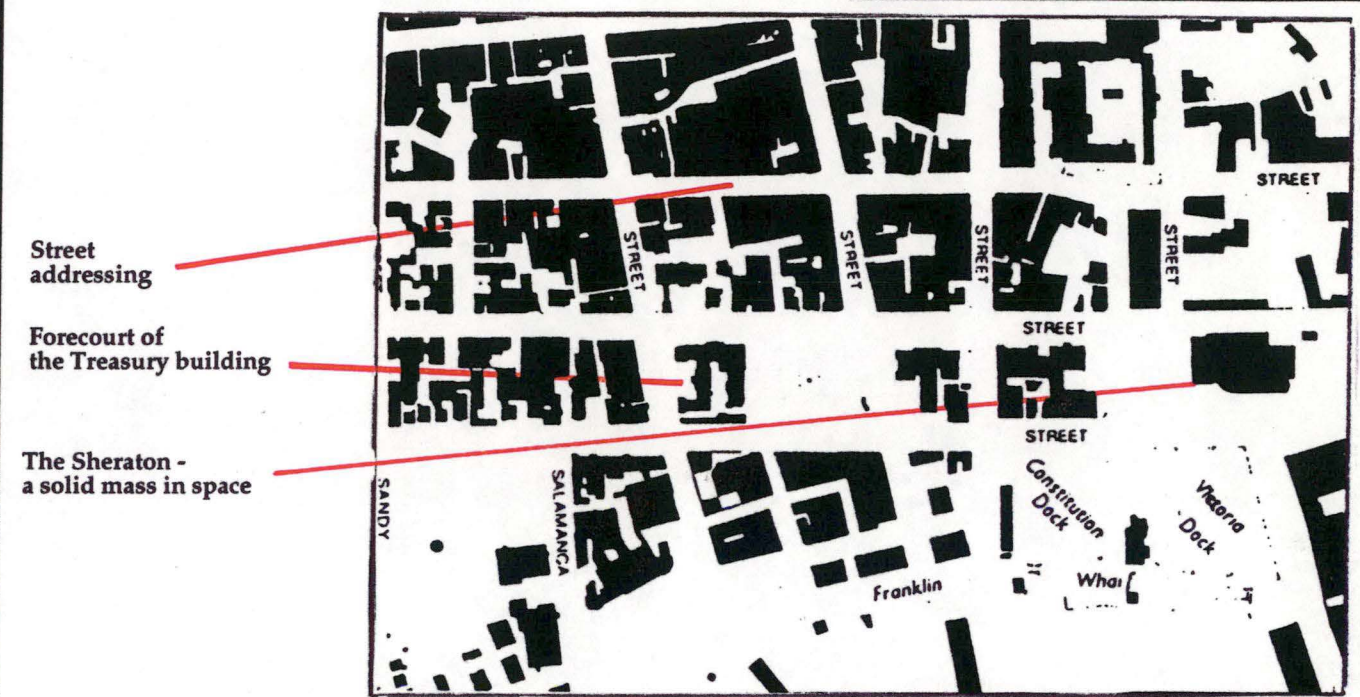
The buildings in the Georges Square area are aligned to Macquarie St.
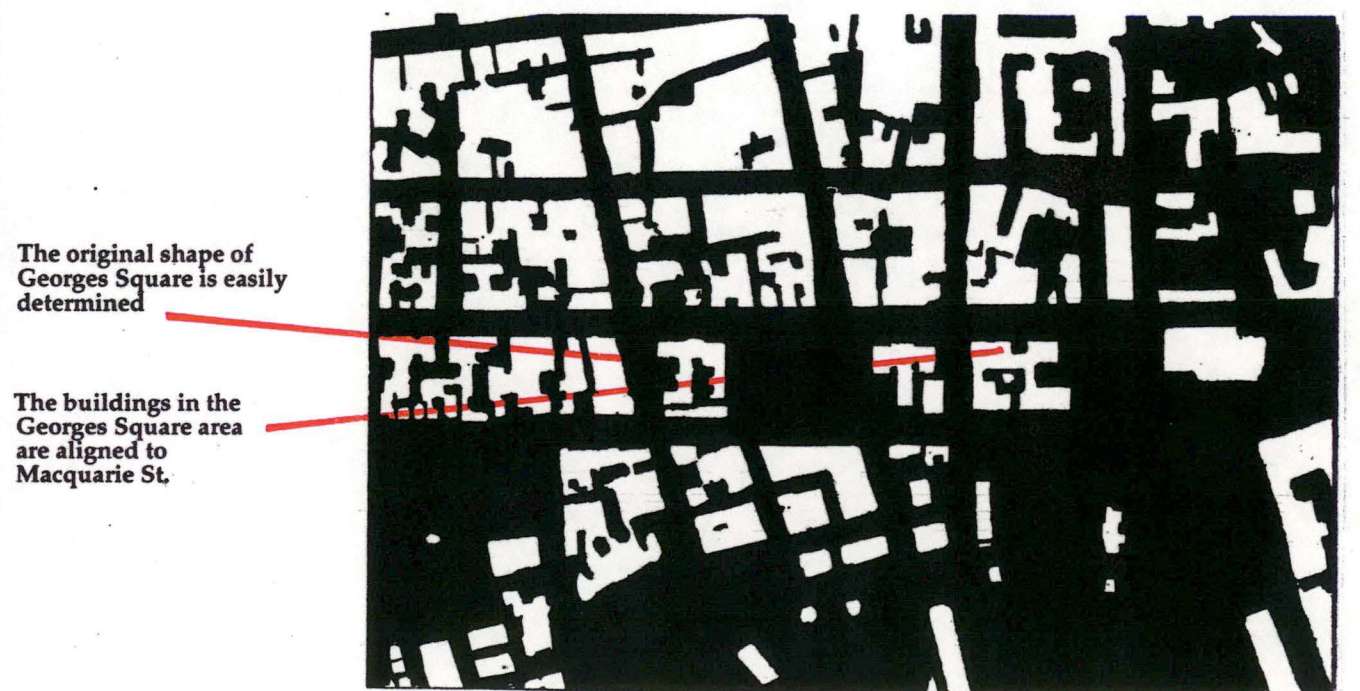
Reverse Figure - Ground analysis of central Hobart

6.6 Lost space

*   Role.

According to Roger Trancik 'Lost Space' is the left over or undefined space which results from damage or interruption to the traditional urban form. Epitomised by the remnant land around highrise office or apartment buildings of the international style, Lost Space is also the result of indiscriminate demolition which fractures the continuity of the streets allowing the articulated space to 'bleed' away destroying the spatial quality and the sense of enclosure and definition which the buildings created.

Lost Space can also be created not by the removal of buildings but by the addition of barriers between existing linked spaces. In this respect the motor car stands as a major cause of the destruction of space in the modern city. The introduction of through roads has often severed traditional links between sections of cities.

Redesigning Lost Space.

The reemergence of interest in traditional city form which has accompanied the postmodern movement, has provided the impetus to redesign the urban fabric to reestablish space as the preeminent form. Ironically, if there is a question of creating a civic space there is need not to focus on the space itself but on the form of the buildings which define the space. There is a certain Zen philosophy involved where the designer must concentrate on the form of the buildings so that the space or void will appear as a consequence of the buildings being in correct relationship to one another and thus giving shape to the space in between.

In practical terms a defined space will emerge if the traditional fabric is repaired and new development reclaims and captures the 'lost space'.

• Analysis.

Lost Space.

Trancik's notion of lost space is obvious in the area around the Sheraton and in the area between Elizabeth and Argyle Streets below Davey St. Here the demolition of buildings has left three others sitting almost unrelated on a small block. The edge of the Town Hall is in reality not so devoid of context because the trees of Franklin Square partly form the equivalent of a 'space forming' building on the other side of Elizabeth St. although the Davey St. edge is broken by the incompletion of the 1960s extension.

The Town Hall figure ground stands in contrast to the Treasury - Court - Government building mass at the other end of Franklin Sq. and the Museum - Bond Store - Customs House complex across Argyle St. which present a built edge to the streets and internal courtyards and forecourts.

Space can also be defined by edges other than buildings. In Salamanca Place the row of plane trees creates the sense of enclosure in parallel to the warehouses. In parts of Hobart an edge is given to spaces by a traditional fence on a plinth. The removal of this from Franklin Square has reduced its definition particularly along the Macquarie and Elizabeth St edges. However, the buildings down Macquarie St. present a reasonably strong edge to compensate, whereas the breakdown of the Elizabeth St. edge is exaggerated by the fall away in ground level and the remoteness of the Town Hall buildings.

Lost space

HOBART
civic square
reconsidered

Lost space is obvious in the Sheraton and old Wapping areas

The Town Hall and 'Civic Square site' have loosely defined space.

Franklin Square edges are broken down by removal of the fence.

The gardens and the roadways read as one space.
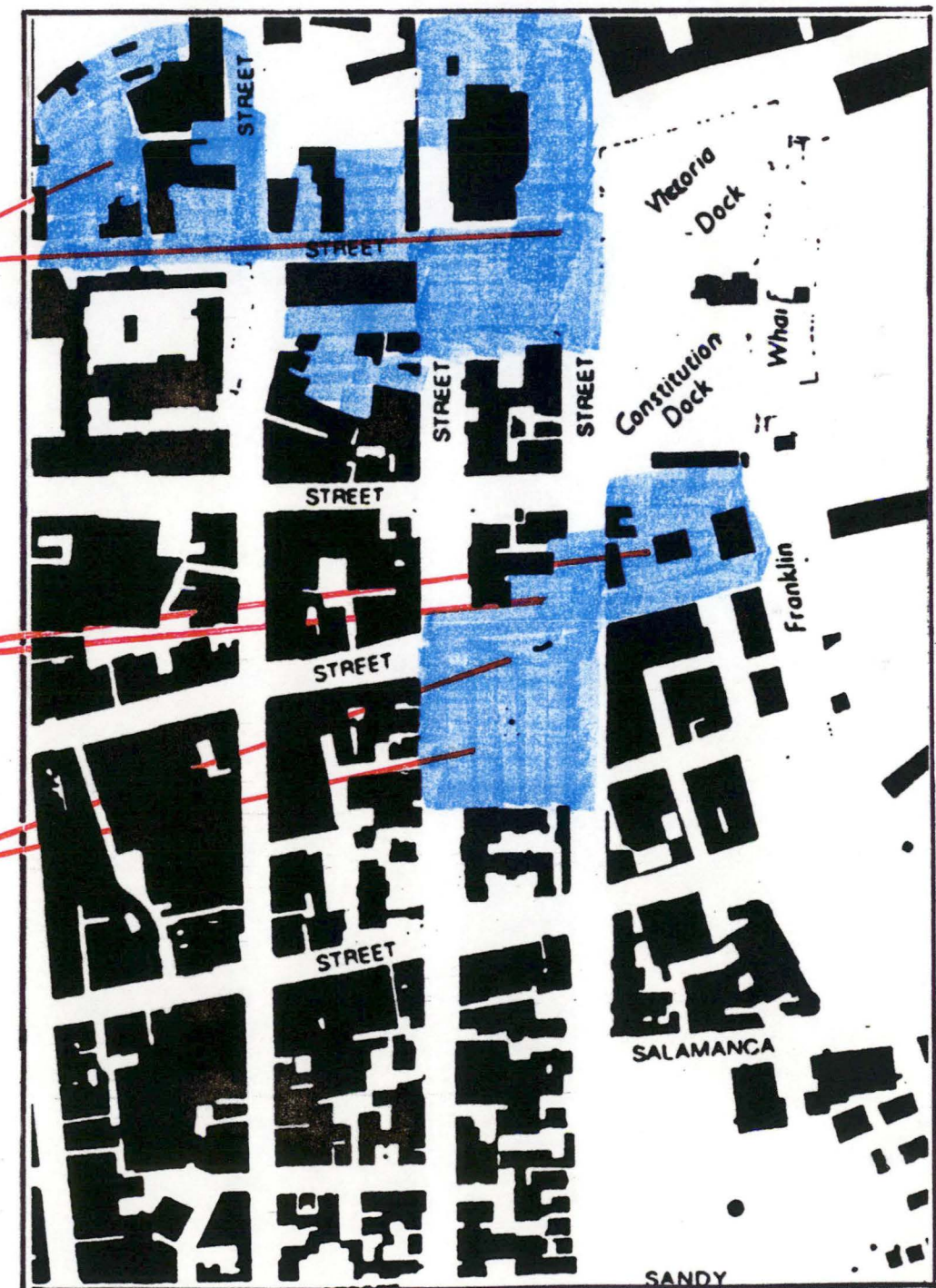
6.7 Existing open or public space.

- **Role.**

The traditional city form has been based around the provision of public and semi-private spaces, these can take the form of parks, plazas, boulevards, malls and arcades. But despite the prevalence and individual merits of these spaces it is the linkages between them that determine their usefulness and attraction and the cohesiveness and effectiveness of the city as a whole.

As such an analysis of the existing open and public space in Hobart must take into account distribution, character, uses and connections.

- **Analysis.**

1.   Locations.

The predominance of public space is in the Sullivans Cove waterfront area - Parliament Gardens; Princes Park; Salamanca Place and adjacent lawns; St. Davids Park; and the concrete aprons of the waterfront.

Other space is found on the Domain and Cenotaph areas to the east of the city, and within the CBD as pedestrianised streets and malls. Franklin Square is the largest single space close to the city centre.

2.   Types of space.

There are four types of space -

* Urban Gardens characterised by formally arranged vegetation often in pockets adjacent to major public buildings such as Parliament House and the Franklin Square Government buildings.

* Parkland which is largely informally planted grass or bush areas such as the Domain.

* Pedestrianised or traffic calmed areas - found in the city centre, these are essentially traffic controlled or traffic free roads or alleyways.

* Wharf aprons - designed for cargo handling associated with shipping operations, these are large flat areas either exposed to the elements or internalised in wharf sheds.

3.   Uses.

Uses are essentially a function of their location and typology. Urban Gardens serve recreational and leisure functions providing a refuge from the city activity. Parklands are for more active recreation such as walking, jogging, kite-flying, etc. Pedestrianised or traffic calmed areas are basically adjuncts to the adjacent retail facilities. The wharf aprons are generally shared areas in which pedestrians are tolerated but can be occasional public use spaces for large events or festivals.

Existing open or public space

HOBART
civic square
reconsidered

Legend
City parks and gardens
Open parkland
Pedestrianised streets
Seasonal or shared
    pedestrian space
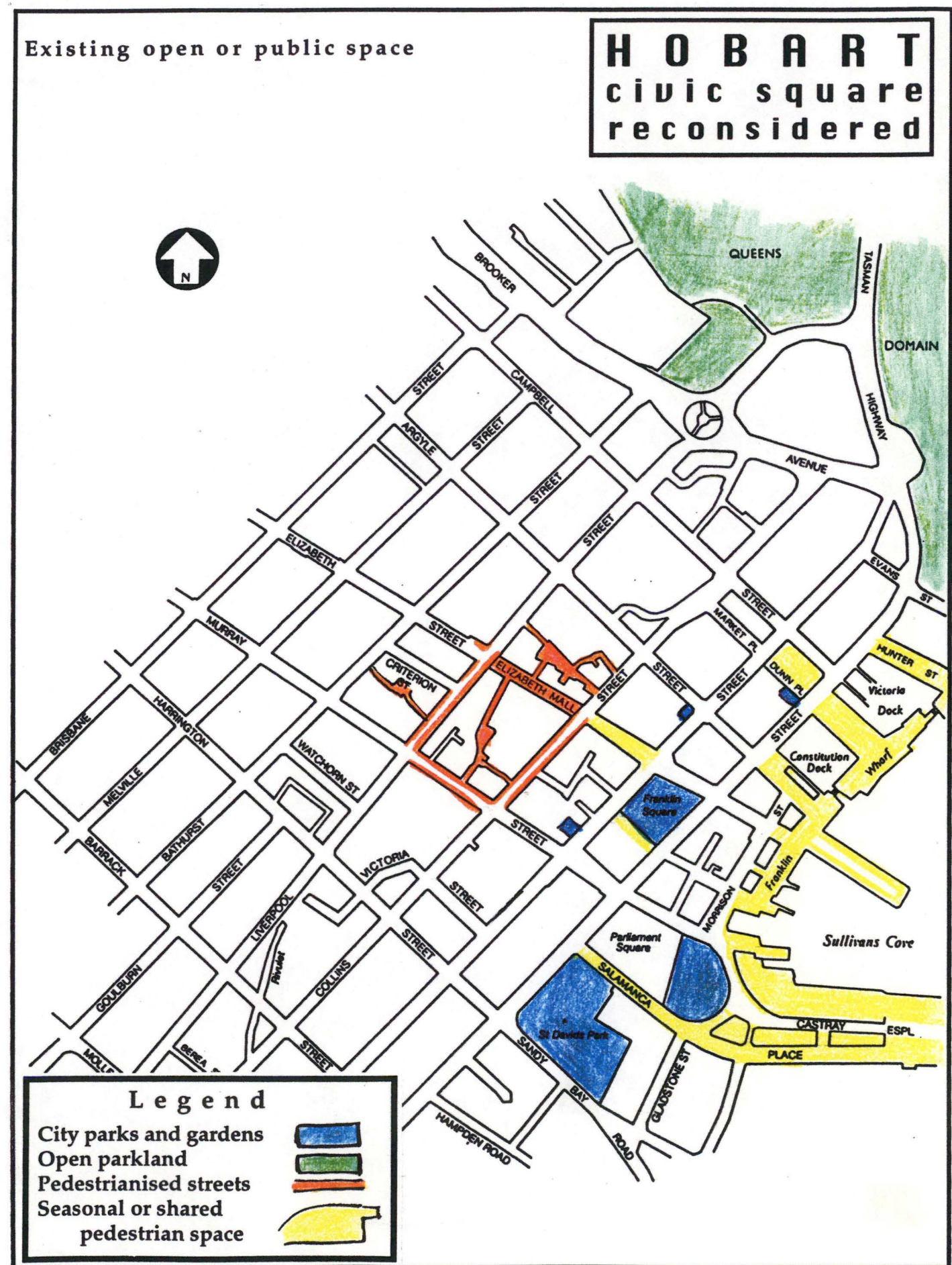
The exceptions to these use rules occur because the location of the space adjacent or close to a particular civic or cultural institution is more important than the characteristics of the space. In these cases the spaces are used despite their typologies rather than because of them.

Examples of these are demonstrations or public meetings in Franklin Square or Parliament Gardens.

These exceptions present two problems - firstly the success of the event (demonstration, public meeting, etc) is often compromised by the physical characteristics of the place, such as the presence of trees hindering views and communication or the inappropriateness of grassed areas in wet weather. Secondly, these uses conflict with the normal activities that take place in those spaces (conflict between public demonstrations and those seeking leisure and refuge from the noise of the city).

4.   Linkages.

Despite the concentration of spaces in the Cove area, the linkages between these and the main part of the city centre are problematic. The main traffic arteries of Macquarie and Davey Street effectively cut off the pedestrianised CBD streets from the urban gardens, and they in turn are somewhat isolated by the Castray Esplanande and Morrison Street traffic from the wharf aprons.

The traffic calmed Metro Bus terminus makes a gesture of connection from the CBD towards the Franklin Square area and the Cove, but the permeability of Franklin Square is itself limited (or at least obscure) offering only a diagonal link through from Murray Street to Elizabeth Street, as Davey Street offers a solid edge along one side.

The primary links between the CBD and the Cove spaces are therefore the normal width footpaths of Elizabeth and Murray Streets.

Existing open or public space - linkages

HOBART civic square reconsidered

Legend

Links between public spaces

Barriers caused by roads
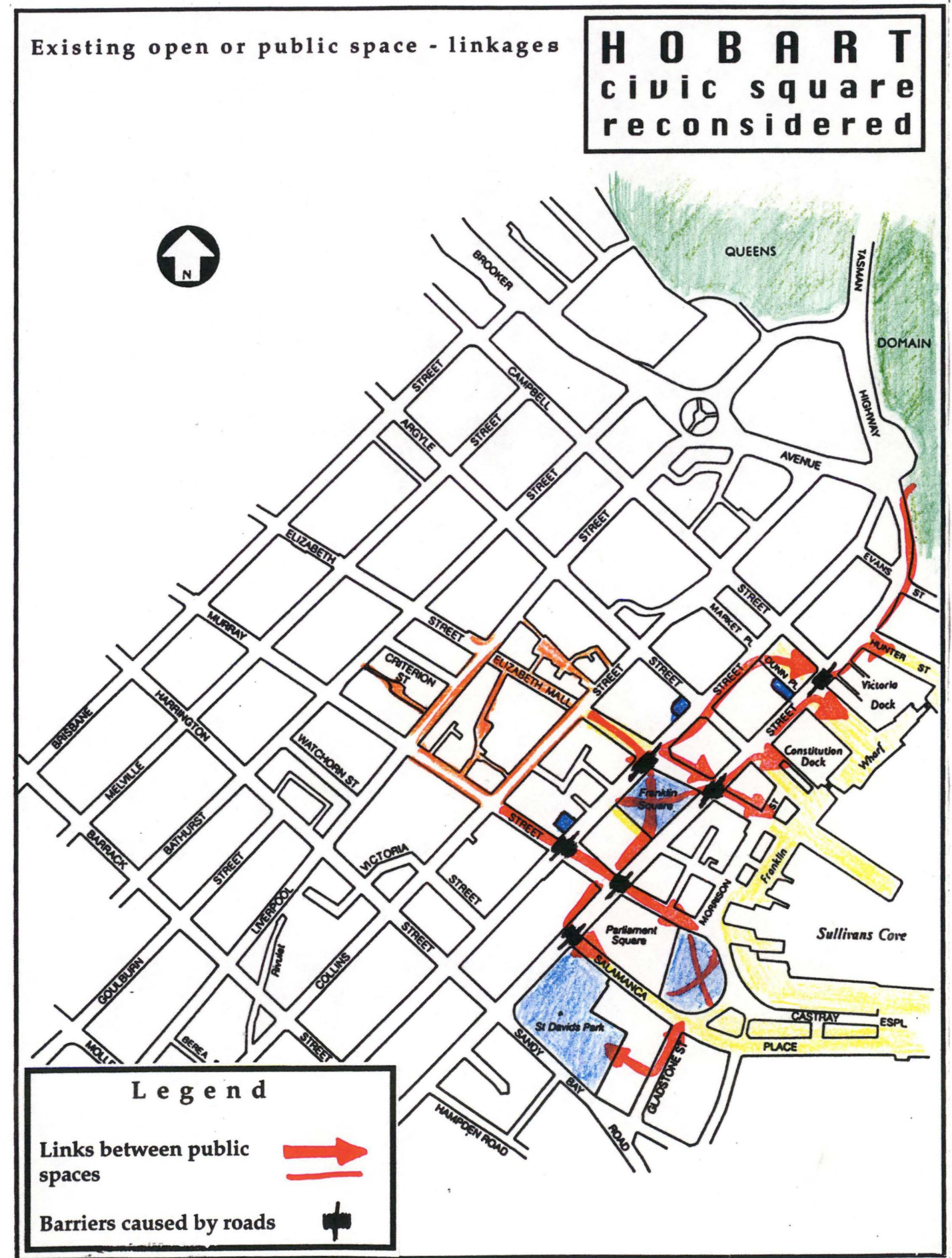
6.8 Land use zones and intersections

- ### Role.

Functional roles of civic space.

Traditionally, civic space has served functions of political control, commerce, ceremony, recreational and social interaction. The success and popularity of civic spaces depends on their location in relation to existing activities and buildings and other spaces which cater for these uses.

Interaction and multifunctionality for vibrancy.

The interaction and multiplicity of uses which take place in civic spaces have an impact greater than the sum of the parts. The most successful and lasting spaces are those which cater for multiple uses and are located in areas linking zones or sections of the city which are different. The variety of experiences offered by spaces is analogous to the littoral or tidal zone between water and land - epitomised by the mangrove swamp. Here the normal inhabitants are supplemented at certain times of the day by those which are land based or sea based. The richness of these zones are well known to biologists and ecologists.

Movement.

Movement through the space is also vital to its success. This provides interest, security, and integrates the space into the normal structure of the city.

- **Analysis.**

The relationship of the City to the Cove has already been examined in terms of topography and character, but there are 5 main functional zones in these areas.

Zones.

Commercial/ Retail   (yellow) centred around the CBD and City Heart areas, with its eastern edge running from Harrington Street down the Davey/ Macquarie couplet to Argyle or Campbell Street.

Recreational/ Tourist   (green) essentially in the Sullivans Cove area but including the Franklin Square and Macquarie Street concentration of heritage buildings and cultural activities. This extends to the end of Macquarie Street to include to rejuvenated Gas Works.

Cultural/ Arts   (red) in a loose relationship at the northern end of Sullivans Cove - includes the Museum and Art Gallery, the Theatre Royal, and the Centre for the Arts and Designer makers Co-op in Hunter Street.

Government/ Administration   (orange) in a roughly rectangular zone running from Parliament House and the Supreme Court in Salamanca Place to the Town Hall and Post Office area. Includes many Government offices, the Marine Board building, banks and financial institutions.

Maritime   (blue) water based or related activity focused on the working port. The docks and wharf sheds and aprons.

Intersection and overlap.

There are two key locations of overlap of these zones (marked 1 and 2)

1. The intersection of Macquarie and Elizabeth Streets where 4 of the 5 zones intersect (Commercial/ Retail; Recreational/ Tourist; Cultural/ Arts; and Government/ Administration)

2. The intersection of Davey and Argyle Streets where 4 zones intersect or overlap (as with 1. except with the Maritime zone replacing the Commercial/ Retail zone). These two intersections are at diagonal corners of the Town Hall block - indicating this as the key littoral area of the city - Cove ecology.

Land use zones and intersections

HOBART civic square reconsidered

KEY LOCATION 1.

KEY LOCATION 2.

Legend
Commercial - Retail
Recreational - Tourist
Cultural
Government - Admin.
Maritime
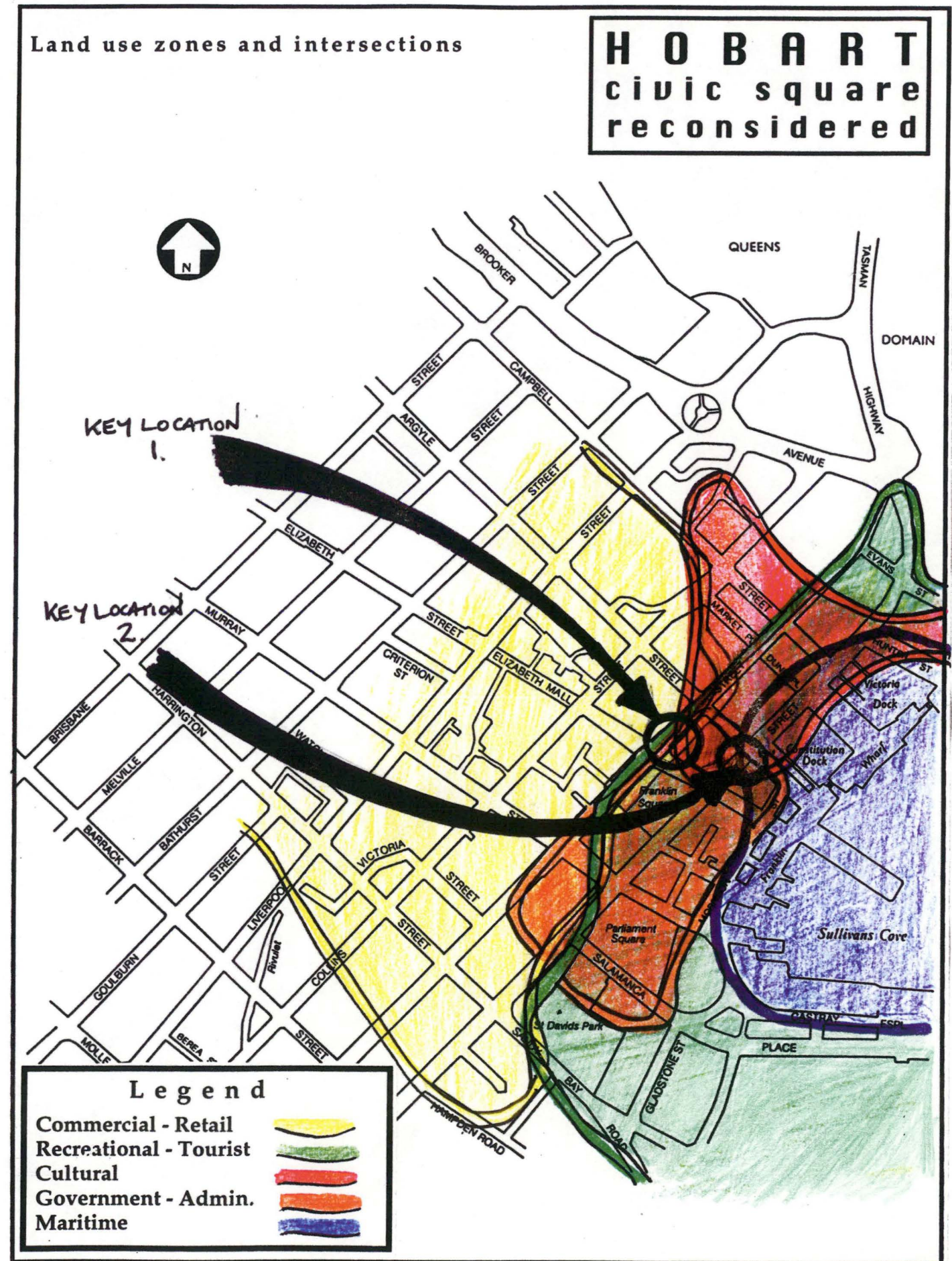
6.9 Movement- zones, nodes and links

• Role.

Access

To be successful public space must relate to the movement patterns of the citizens and integrate into the routes between zones.

Links to public transport nodes and access to places where people gather for specific purposes is also important.

Linkages

Public space will work if it is developed in areas where natural movement passes through - i.e. it is 'on the way' between areas.

Space can also play a role in overcoming divisions and assist in reuniting the city areas which have been divided or split.

Different qualities of spaces.

Movement patterns often reflect the different uses of the various public spaces. In a city structure where there is a minimum of open space in one part, links to the other sorts of spaces becomes vital to the functioning and value of all spaces.
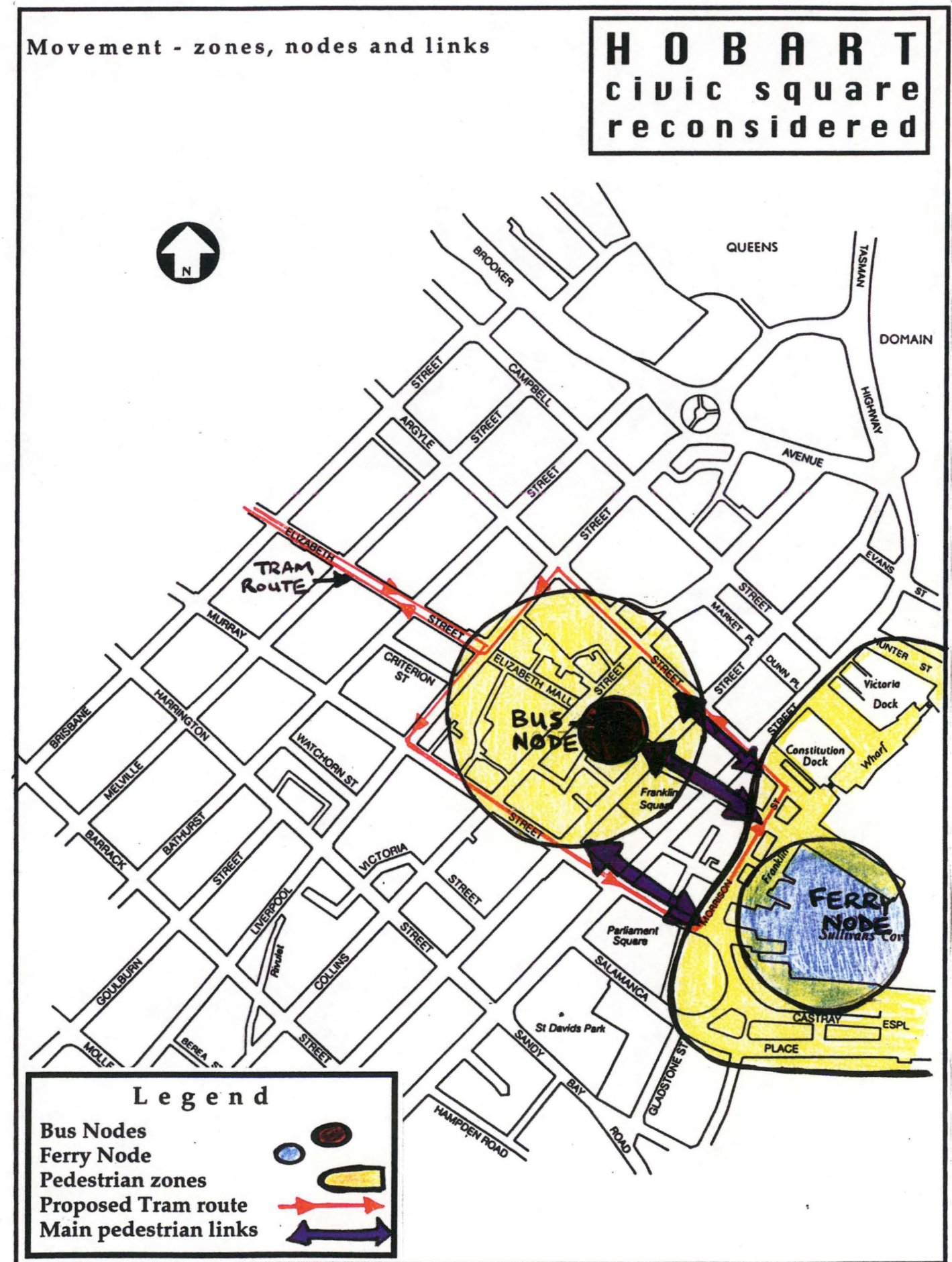
- **Analysis.**

There are 2 main pedestrian zones in Hobart. The first centred on the City Heart area consisting of the 'revitalised' Liverpool, Murray, Collins and Argyle Sts. and extending along Elizabeth St. to the Metro Bus Terminus outside the Post Office. The second in Sullivans Cove particularly in the Salamanca Place to Constitution Dock area made up of the wharf aprons and connecting streets. The links between these two zones are mainly down Murray, Elizabeth and Argyle Streets although all are severely interrupted by the traffic flows on Macquarie and Davey Streets. Pedestrian movement numbers were measured by the Cental Area Strategy Plan Movement Topic Report.

The Public Transport Nodes are -

1.   The Metro Bus Terminus in Elizabeth Street between Collins and Macquarie Streets.

2.   The Waterman's' Dock area between Elizabeth St. Pier and Princes Wharf (also called the New Wharf Basin) where ferry and cruise boat activity takes place.

The third transport aspect is the proposed reintroduction of trams to Hobart. The preferred route is from North Hobart down Elizabeth St. right into Liverpool St. down Murray St. to the waterfront, along Morrison St. and up Argyle St. to Liverpool St. and thence back up Elizabeth St This route runs along three sides of the City Heart pedestrian area and along the north-eastern edge of the Sullivans Cove pedestrian zone, thus providing a convenient link between them across the Macquarie Davey St divide.

The remaining link between the two areas is down Elizabeth St. where only those sections between Macquarie and Davey Streets and Davey and Morrison Streets still carry vehicles, albeit at moderate numbers.

Movement - zones, nodes and links

H O B A R T
c i v i c   s q u a r e
r e c o n s i d e r e d

L e g e n d
Bus Nodes
Ferry Node
Pedestrian zones
Proposed Tram route
Main pedestrian links

6.10 Cultural context and association

- **Role.**

To create 'place' out of space it is necessary to provide meaning and context.

To achieve this the space must have some of the following characteristics:-

- historical associations and continuity of uses
- relationship to past and existing cultural institutions
- continued presence of history- both physical and symbolic
- linkages to other spaces and paths
- interface between cultural institutions and general city life

• **Analysis.**

The cultural context is demonstrated by mapping the development and changes to significant landforms; roads and meeting places; major public institutions and buildings;:-

*Landforms

The most significant landform element that provides historical and cultural context is the changing shoreline of Sullivans Cove. The original shoreline has been all but obscured in most places due to the ambiguous character of recent buildings and the changing gradients of roads. The edge of Georges Square (the grounds of Government House) was originally the escarpment above the sandy beach of the Cove, that edge can still be experienced in Franklin Square above Davey Street, at the end of Brooke Street, and in the Museum complex where the Commandant's Cottage sits atop of the cliff. The extension of Elizabeth Street into the Cove in the 1860s removed the steeper drop from ridge to waters edge. In terms of vegetation, the Franklin Square area has consistently been green space in the city from the earliest days of settlement to the present.

*Roads

The Macquarie grid of 1811 was essentially based around the creation of a large space at the intersection of two main roads - Macquarie and Elizabeth Streets. That intersection has been consistently identified as a key location in the history of the city - variously being the gate to Government House, the site of the original Guardhouse, the remnant tree-stump used for posting public notices, the main water standpipe, a proposed monument designed by Henry Hunter, and later the main tram and bus terminus.

The one-way road system of today has only slightly changed that intersecting pattern with the Davey / Macquarie Street couplet replacing a two-way Macquarie Street. The nature of Elizabeth Street as the 'main road' north has also changed, but its increasingly important role in the pedestrianisation and public transport links to the city centre in some ways compensate.

The functional roles of these two main streets have been reversed over the years.

Cultural context and association

HOBART civic square reconsidered

KEY SPACE

MAIN HISTORICAL ROADS

CLIFF EDGE EXPERIENCE

Legend
Main historical roads
Grouped cultural buildings
Remote cultural buildings
Cliff edge experience

Macquarie St. was originally the ceremonial street linking the Cove (being the old wharf) to the town centre, while Elizabeth Street was the main road out of the settlement starting from the middle of Georges Square. Now the main road out of the centre is Macquarie St. linking with the Tasman Bridge and the Brooker Highway, while Elizabeth St. links the city centre to the Cove and acts as the retail spine. Despite this change the intersection of the two main axes is relatively unchanged - only the inclusion of Davey Street results in a shift of the intersection point from the middle of Macquarie Street to a spot halfway between the couplet roads on Elizabeth Street.

*Buildings

Significant public buildings were constructed along Macquarie Street and around the embryonic Georges Square however this 90 degree shift in road orientation has left many major public buildings 'disoriented' with their main addresses (carefully setback by Macquarie) now fronting a busy traffic thoroughfare rather than an elegant avenue. The functional relationship of the ceremonial way to these formal entrances continues to be nothing more than notional, witnessed by the inconvenient arrangements for arrivals of civic guests at the front entrance of the Town Hall. The closure of Macquarie Street for civic events is rendered all but impossible by its major role in normal traffic movement. Yet again the changes are only functional rather than structural, with many major civic buildings still being located in the vicinity of the original Georges Square. Exceptions to the rule are those associated with nearby Parliament House, the new Magistrates Court complex under construction in Liverpool Street, and the Public Library isolated on the corner of Murray and Bathurst Streets.

* Existing civic / cultural institutions in the vicinity of the original Georges Square are the Post Office, the Museum and Art Gallery, the Magistrates Courts, the Government Treasury and Executive Buildings, the Town Hall, the Hobart City Council offices (the Hydro Electric Commission building), the Anglican Cathedral, the Reserve Bank and other banks, and the office of the major Tasmanian newspaper.

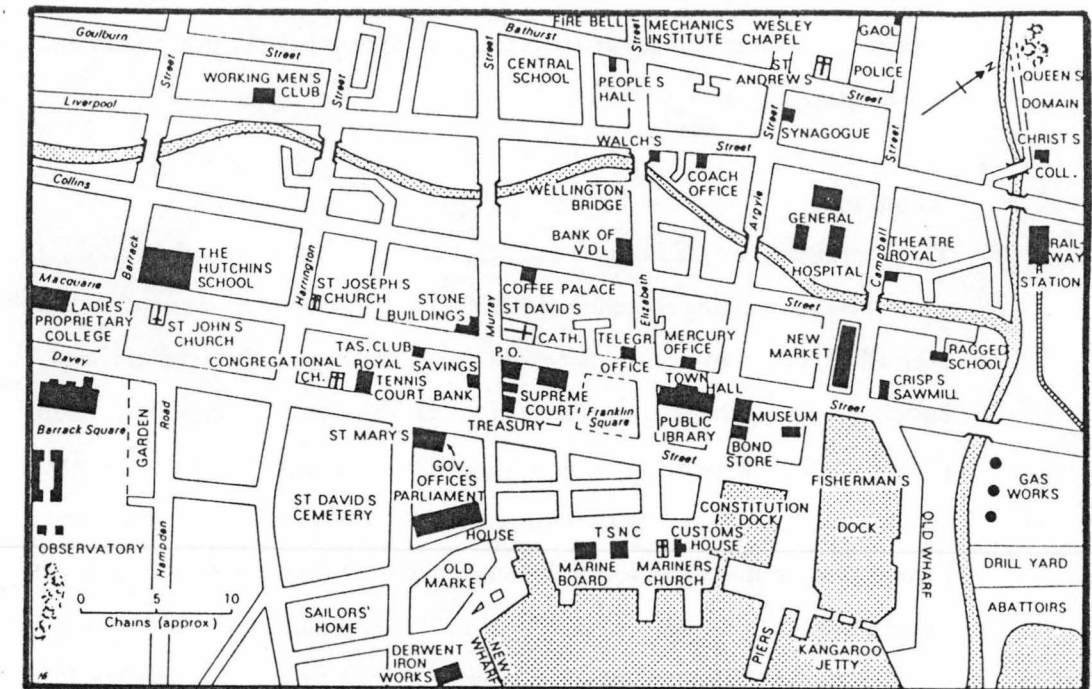Fig. 57 The city in 1889 shows the concentration of civic buildings in Macquarie Street and particularly around Franklin Square.
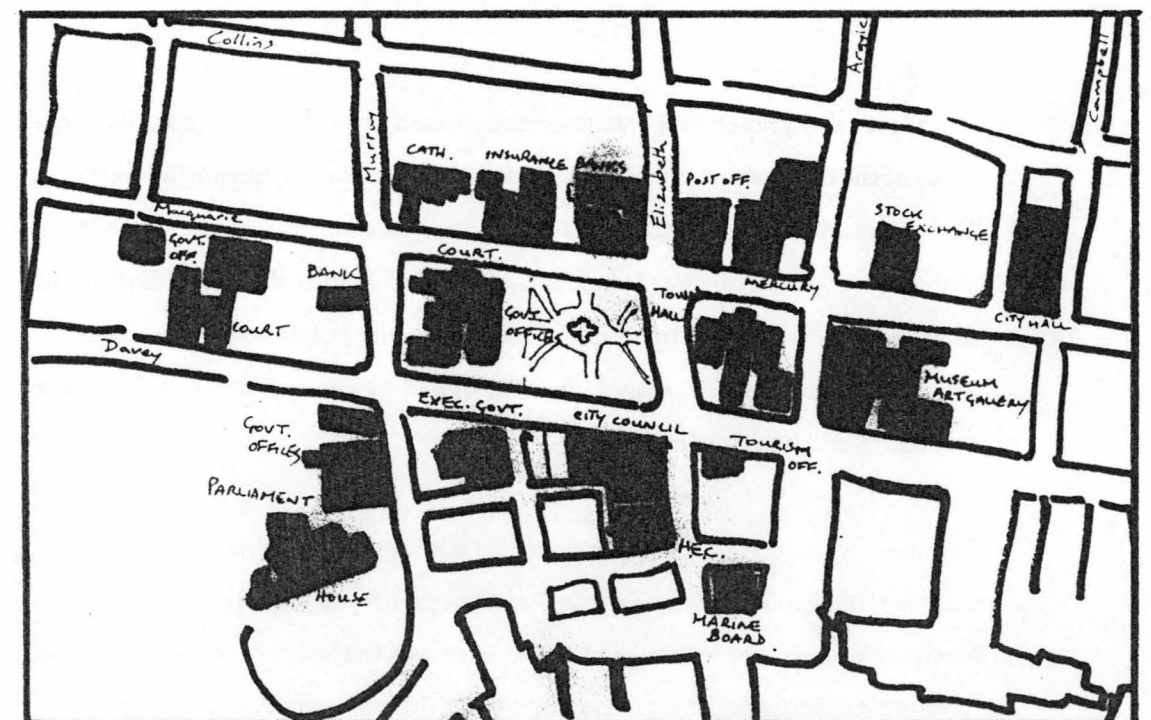Source. Bolger. Hobart Town. 1973. p.187.

Fig. 58 Map of the city in the Franklin Square area today showing the continuity of major cultural and civic institutions in the vicinity.
Adapted from Tasmanian Towns Street Atlas. 1993.

Section 7

Planning Principles and Criteria.

7.1 Principles.

Several essential principles emerge from the theoretical analysis of the role, function and relevance of public space and from the contemporary urban design theories which are rediscovering the traditional value and form of urban space.

Any proposal or resolution of the problem of a civic square in Hobart should:

* create 'wholeness' through repairing the damaged city fabric.

* remember that space is created and enclosed by buildings.

* supplement space by meaning and context to create 'place'.

* be driven by 'vision' and not just by analysis.

* respond to and be derived from the existing situation in an organic manner.

7.2 Criteria.

By extracting the key points from the Analysis Section and applying these to the city in the late 20th Century and through assessing the social, historical and cultural context of the local situation we can develop a series of criteria which must be addressed by any proposal for a civic square.

The criteria are as follows -

* A vernacular solution - the importance of social and cultural tradition and the historical development of public space in Hobart is vital to create 'place' not just space.

* Local scale solution which grows out of the existing fabric of the city.

* Formed by buildings rather than that left over by buildings. Those buildings themselves should repair the vernacular fabric of the city and be relevant to the functions and communal nature of the space.

* Flexible in use and design, and inclusive of all sections of the community.

* Linking other spaces which exist, and being part of a network of spaces of both larger and smaller in size.

* Linking together parts of the city currently alienated by barriers and thus facilitating movement and interchange between the sectors.

* Have a functional and aesthetic relationship to one or preferably many civic and community functions and buildings as interface to other public spaces and as stage for events both organised and spontaneous.

* The shape and form of the space and the building which form it should respect existing urban design factors such as viewlines, topography, building mass and figure ground pattern.

* Accessibility to and within the space should be ensured by relating to existing main paths and transport nodes and through sensitive design processes.

* Climatic and amenity issues need to be addressed to ensure a welcoming and protected space which creates its own ambience.

* Relevant planning documents should be referred to. Any solution should consider sections of the City of Hobart Planning Scheme 1986 (as amended)- particularly the references to the Heritage zones, the Sullivans Cove Urban Detail and Bicentennial Walking Trial Study particularly the guidelines in respect to spatial typologies and urban details, the Sullivans Cove Planning Review 1991, and the Central Area Strategy Plan.

Section 8

The Proposal

"If in abstract physical terms, <u>space</u> is a bounded or purposeful void with the potential of physically linking things, it only becomes <u>place</u> when it is given a contextual meaning derived from cultural or regional content.

While types of space can be defined by categories or typologies based on physical properties, each place is unique, taking on the character or Stimmung of its surroundings. This character consists both of "concrete things having material substance, shape, texture and color" and of more intangible cultural associations, a certain patina given by human use over time."

"The role of the urban designer, then is not merely to manipulate form to make space but to create place through a synthesis of the components of the total environment, including the social. The goal should be to discover the best fit between the physical and cultural context and the needs and aspirations of contemporary users."

Roger Trancik. Finding Lost Space. 1986   p. 112., 114.

8.1 The Key Space identified- proposing the location.

A synthesis of the Analysis (Section 6) and the Principles and Criteria (Section 7) points to one location as the key space -that which the original Georges Square was planned to occupy, and now containing the buildings of the Treasury and Government Offices separated by the park of Franklin Square from the Town Hall , and divided by a road (the extension of Elizabeth Street).

Of this general area the part which ranks highly in all individual analyses and in social and cultural terms is the section bounded by the edge of the Town Hall, Franklin Square, Macquarie Street and Davey Street.

This area has the following characteristics -

* Culturally/ Historically

- the seat of the original colonial seat of government,
- the site of the first permanent Government House and surrounding grounds.
- part of the planned grand square - Georges Square.
- the origin (and conversely the termination) of the main road from Hobart to Launceston.
- the intersection of the two historic (and contemporary) axes of the city.
- the edge of the original shoreline and escarpment above Sullivans Cove.

* Socially

- the interface of the two major activity sections of the city - the CBD or City Heart retail/ commercial area and the Cove based leisure and cultural activities.
- adjacent to a number of significant cultural institutions - Museum/ Art Gallery, Town Hall, Post Office, Tourism Information Centre; Government Offices; Magistrate Courts; various banks and insurance houses; the Anglican Cathedral, and Franklin Square.

* Physically

In terms of - linkages/ ambience / setting/ topography / climate.
- the interface between cove (reclaimed land) and the city ridge allowing views over the waterfront.
- close proximity to many fine architectural examples from varying eras reflecting Hobart's development.
- the north-east facing slope is sufficiently removed from the fresh sea breezes but protected form the cold westerlies.
- at the intersection of the two main axes in the city - Macquarie/Davey couplet and Elizabeth Street.
- a major link in the pedestrian spine in the lower end of Elizabeth Street to the waterfront.

* Image

The symbolic and semiotic qualities.
- symbolically the centre of the city as a whole.
- the natural centre and gathering place .
- the connections with political power and democracy.
- the change from colonial government from Government House to city status with the Town Hall.
- the space offers the opportunity to act as a 'forecourt' to the Town Hall as a substitute for the problematic Macquarie Street entrance, and as such provide formal space around the major civic building.
- symbolically as well as physically ties together the existing public spaces in Elizabeth Street, Franklin Square and the Cove area.

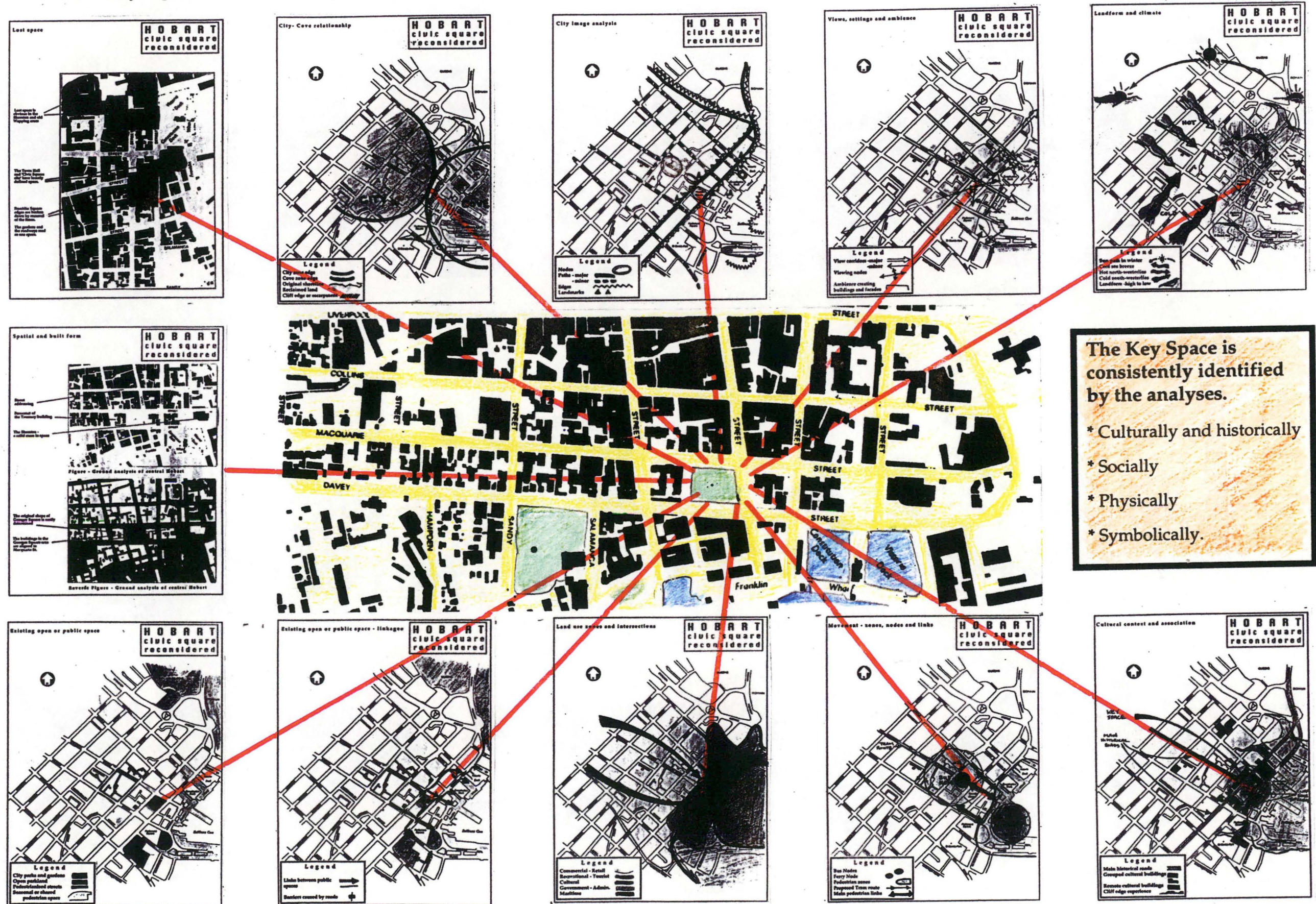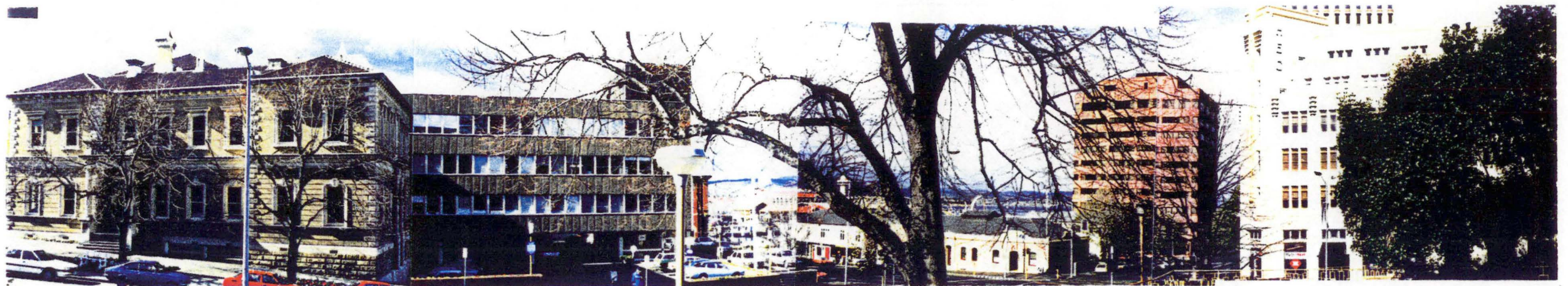The Key Space -   Georges Square reinvented.

The Key Space is consistently identified by the analyses.

* Culturally and historically

* Socially

* Physically

* Symbolically.

Fig. 59

The Key Space today – Views, Ambience, Buildings and Spatial Characteristics.

View from the northestern edge of Franklin Square - framed by the HEC building on the right. The side of the Town Hall presents a balanced facade.

At right centre the Hunter Street Henry Jones buildings and the Derwent River can be glimpsed over the low buildings flanking Davey Street.

View north from the edge of Franklin Square. The CML (with gargoyles projecting from the roof) and the Post Office tower frame the view up Elizabeth Street and present strong corner elements to the site.

From the corner of the HEC building the dimensions of the space and the orientation of the buildings becomes apparent. The back of the original Town Hall is hidden by the 1967 extension. The HEC and Post Office corners create a strong diagonal axis.

View from the Post Office looking down Elizabeth Street. The italianate facade of the Town Hall is aligned to Macquarie Street while the Elizabeth Street wing is at an angle to that road. Beyond the corner of the HEC projects into the space. The original Government House was in the middle of this photograph.
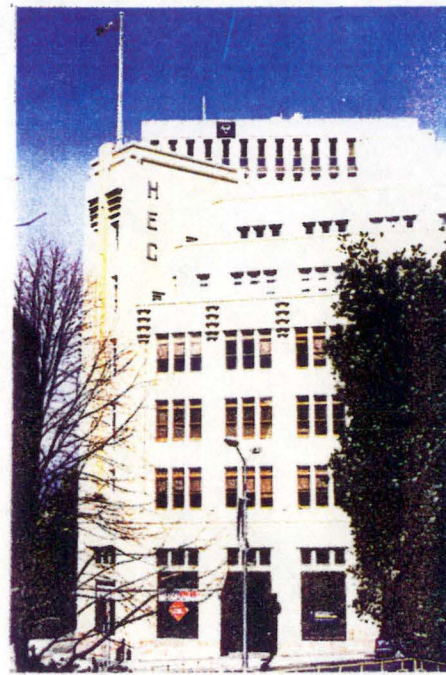
Fig. 60

The Key Space today - Cultural continuity, Landmarks and Edges.

Major financial institutions along Macquarie St. The CML and Post Office tower at the corners of the widening Elizabeth St.

The HEC building - a substantial element giving definition to the space.

The GPO - the most recognisable landmark in Hobart - a traditional meeting place.

The HEC building - a magnificent art deco public building soon to house Hobart City Council offices.

Remnant of the original escarpment at the edge of Franklin Square - the change in topography can still be experienced.

Existing linkway to Argyle St.

Fig. 61

The southern corner of the Carnegie Building - designed as the Public Library in 1904 -this facade is clearly designed to be built against.

79

Application of urban design theories.

Figure Ground Theory
(Spatial / built form)

Linkage Theory
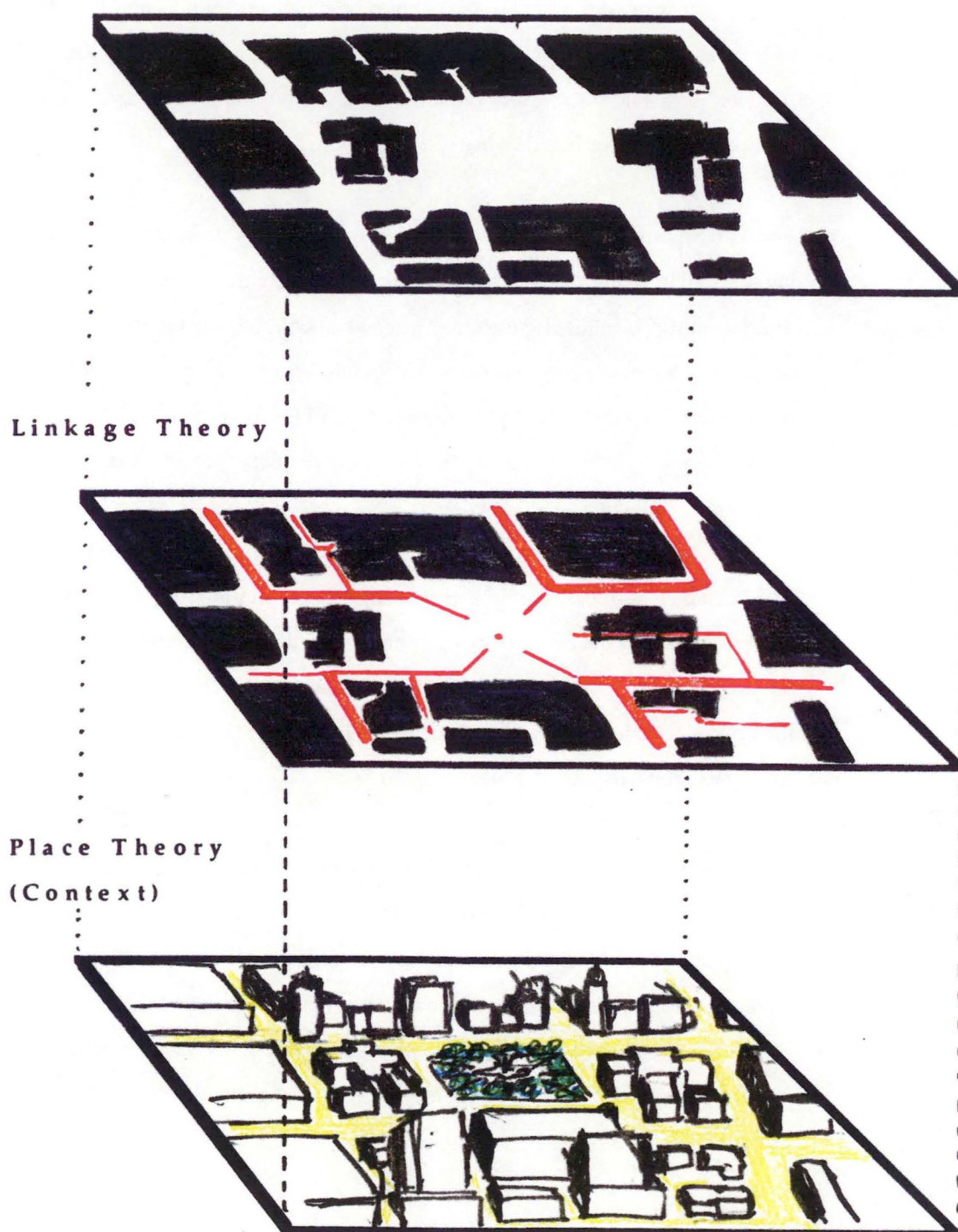
Place Theory
(Context)

Fig. 62

8.2 The role of the space - functions and relationships.

There are four distinct roles for the space   -

1.   Civic and administrative functions.

A stage for civic activities of a formal and informal or unorganised (anarchic) character. An interface between the public and various decision makers and a variety of information sources and mechanisms to fulfil the 'agora' model.

2.   Linkage.

Serves to link existing spaces and divided sections of the city through a vibrant mixed use people space. A processional way from cove to city and symbolic stepping down from the original landform to the waterfront.

3.   Symbolic.

Provision of a civic focus of cityhood. Representative of the evolution of settlement of the city from waterborne arrival to dry land and the return to water for trade and prosperity. The reinterpretation of the rich cultural site - of major importance in early Tasmanian Government.

4.   Relaxation and leisure.

The provision of much needed hard spaces for community interaction and leisure alongside a revitalised and traditionally enclosed green urban garden. Informal seating areas for observing the passing parade of city movement.

The identification of the Key Space resolves the issue of where a civic space should be established and what roles it should serve but the remaining issue is how the space should be formed. The Principles and Criteria listed demand that the space must be created by 'space forming buildings' rather than being that which is left over from the existing buildings. To achieve this we must apply the concepts of finding the 'lost space' and facilitating 'wholeness' to the specific area.

8.3 Forming the Space - relationship of buildings and spaces.

The prevailing and traditional pattern of building is demonstrated by the surrounding blocks of major public buildings - the Museum complex and the Treasury and Government buildings - which consist of internal courtyards and alleyways formed by joined buildings of similar scale and form.

The block occupied by the Town Hall was created by the extension of Elizabeth Street through the site of the demolished Government House in the 1860s. The Town Hall itself has been extended twice, firstly by the Carnegie Library building in 1904 and secondly by the 1967 modernist office wing (Stage 1 of the complete proposal). The former extended the eastern wing of the Town Hall in accordance with the street orientation and traditional setbacks. and created an alley link between the two building leading from the middle of Argyle Street to the recessed back of the Town Hall. The latter extension replaces a free standing two storey brick building from the early 20th Century, and intrudes into that space embryonically being formed by the Carnegie Library extension. Although the completion of the second stage of the 1967 extension may have given a third arm to the massing on the block, it would still have floated above the space by virtue of its modernist predisposition to sit on pilotis one level above the ground. Any space formed by the buildings would 'escape' into the larger expanse of Davey Street and the Cove beyond.

Here, as identified in the application Trancik's analysis of Lost Space, is the opportunity to repair or at least extend the buildings in the traditional - 'space forming' manner. This involves either completing the second stage of the Jim Moon 1967 extension but in a manner which forms an edge to the internal space created or by demolishing that building and constructing a new Davey Street wing to the Town Hall complex abutting the Carnegie building and forming a horseshoe shape enclosing an intimate space and opening onto the bigger space of Elizabeth Street. This second option is favoured as it provides better containment of the space and completes the traditional edge along Davey Street, while extending the Town Hall building in a traditional pattern.

The second intervention in this general area is not one of creating buildings to repair the traditional pattern but to reinforce the existing space which is currently weakened by an ill-defined edge. The green space which is now Franklin Square has been defined by a fence of some sort for all but the last 40 years. Originally a picket fence formed the edge of the Government House grounds, and later this was replaced by a wrought iron fence on the traditional plinth. This was removed and sold for scrap to Japan in the 1950s no doubt in accordance with trend at that time for free flowing space.

Franklin Square is a formal urban garden with obvious geometric shape and layout both in paths and plantings, but the Elizabeth Street edge departs from that formality by following the street edge at an oblique angle to the rest of the Square. As the name suggests the space should be a formal square or at least rectangular. To redefine the space the fence should be reinstated and the rectilinear qualities reinforced by straightening the Elizabeth Street edge at right angles to the Macquarie Street edge.

In accordance with the principle of creating wholes and linking smaller spaces to larger spaces and the network of existing spaces, this reinstatement of Franklin Square in conjunction with the building extension on the Town Hall site provides the opportunity to reexamine that section of Elizabeth Street that lies in between as a space in itself.

The realignment of the Franklin Square edge reveals another space forming element - the corner of the Hydro Electric Commission building now protrudes into the space acting as a dominant element giving form to the Sullivans Cove edge - previously simply an extension of Elizabeth Street. The HEC building now acts in a way similar to the Post Office diagonally opposite , which protrudes into the embryonic space by virtue of not being in alignment with the side of the Town Hall.

Repairing the built pattern

- finding the space

Realign edge of Franklin Square at 90 degrees to Macquarie Street

Space forming corner building - the CML

Space forming corner building - the Post Office tower

Reinstate traditional fence on plinth on Macquarie St. edge of Franklin Square

Demolish the 1967 Town Hall extension

New Courtyard is formed in between

New Wing constructed along Davey St. edge

Viewlines from Sullivans Cove retained

Space forming corner building acting as edge to new space - the HEC
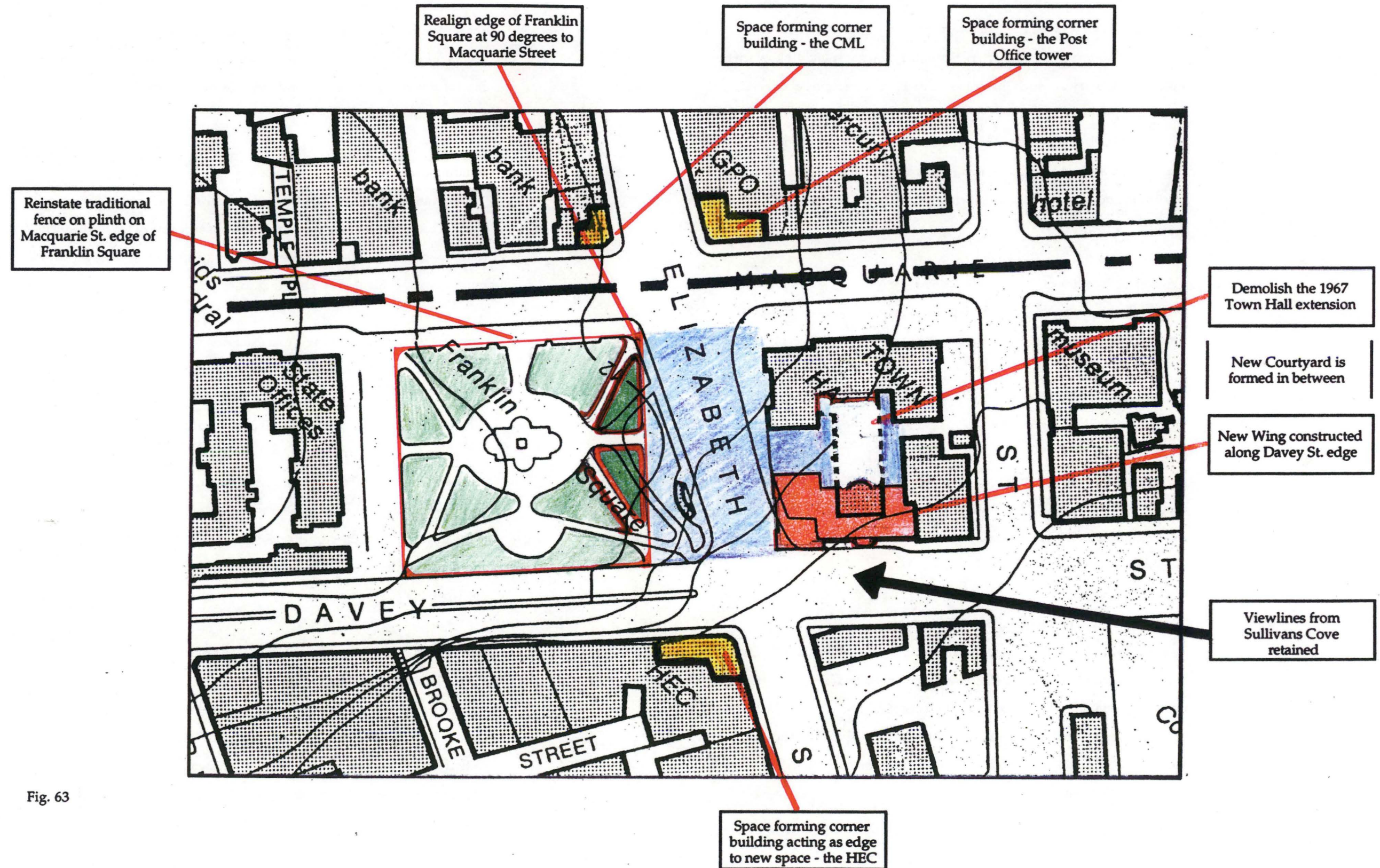
Fig. 63

8.4 Creating place - adding a missing function to the civic centre.

The Analysis of the Cultural Institutions (Section 6.10) indicated that most major civic functions were located in and around the key space. One prominent exception to this was the Public Library currently located at the corner of Murray and Bathurst Streets. The characteristics of the modernist building which now houses the Library are such that it has virtually no street presence and is somewhat remote from related cultural and civic functions. It is proposed that the new Town Hall wing would offer a perfect location for the Lending Library, at the same time adding vital public functions associated with local information, recreation and culture to the area, while providing a far more visible and logical location for the library.

* Historical Precedence.
Placing the library in the Town Hall precinct has considerable historical precedence. The Public Library was located in the Elzabeth Street wing of the Henry Hunter designed Town Hall in the late 19th Century, accessible through the addition of the Elizabeth Street Portico. It was then moved into the purpose built Carnegie Building in 1904.

Preliminary discussions with the some State Library officers indicates that such a move of the Lending Library is both practicable and in many ways desirable. In fact a similar move was apparently contemplated during the Civic Square proposals of the 1980s.

* The Library role in 'place making'.
The functions of a public library obviously fit within the notion of a Civic Square, but the advantage is heightened by the need to deal with the issue of public space in the information age. The theoretical analysis carried out in Section 5, particularly the references to the notion of 'virtual public space', imply the need to combine the physical space of a Civic Square with the 'gateways' to the information networks.

The traditional role of civic space was to act as the interface between public and the outside world or government - a location for the gathering, dissemination and exchange of information - for the civic space to be viable today it must fulfil that role in a contemporary manner. Modern technology offers the possibilities of the spaces and buildings forming the spaces to acts as interactive components in the information seeking activities of the citizens. An example of this would be a section of the library building offering an electronic bulletin board or enquiry facility covering local and community information. The location lends itself to a Citizens Advice Bureau or similar.

* Building characteristics.
The decanting of Hobart City Council administrative functions into the old Hydro Electric Commission building will enable reuse of the Carnegie Building for more public activities and a union with the new library wing, providing much needed exhibition and meeting space.

This new wing will also provide an extension to the Davey Street edge of the Carnegie Building in keeping with the traditional street - building relationship and the hard-edged 'wall' of the Cove. Public access to the building should be provided from Davey Street as well as the plaza level courtyard.

The new wing to the Town Hall must enclose the space (courtyard) but still create permeability through to Davey Street. It should also make a design gesture to the importance of the corner opposite the Hydro Electric Commission building and play a complementary role in scale to the original Elizabeth Street wing of the Town Hall.

A development envelope in accordance with Section 8.3 would be essentially 2 storeys rising to 3 storeys at the corner of Elizabeth and Davey Streets. The proposed envelope would provide approximately 1850 sq mts. sufficient in conjunction with the Carnegie Building to meet the space requirements of the Hobart Lending Library. Proposed functions would include - Adult Lending services; Community Information; Children's Library; Meeting Rooms; Theatrette; Exhibition space; Internet access; Recorded Music; and Recorded Books.

A new civic function - the Lending Library.

Fig. 64 Historical precedence - the former Tasmanian Public Library designed by A.C. Walker in 1904 and funded by the Carnegie Foundation.

Fig. 65 The current State Library building in Murray St. which houses the Hobart Lending Library on the first floor, and the State Reference Library above.

Fig. 66 The entrance to the current Public Library - uninviting and conveying no sense of the activity taking place on the next level. Street level activity is carparking.
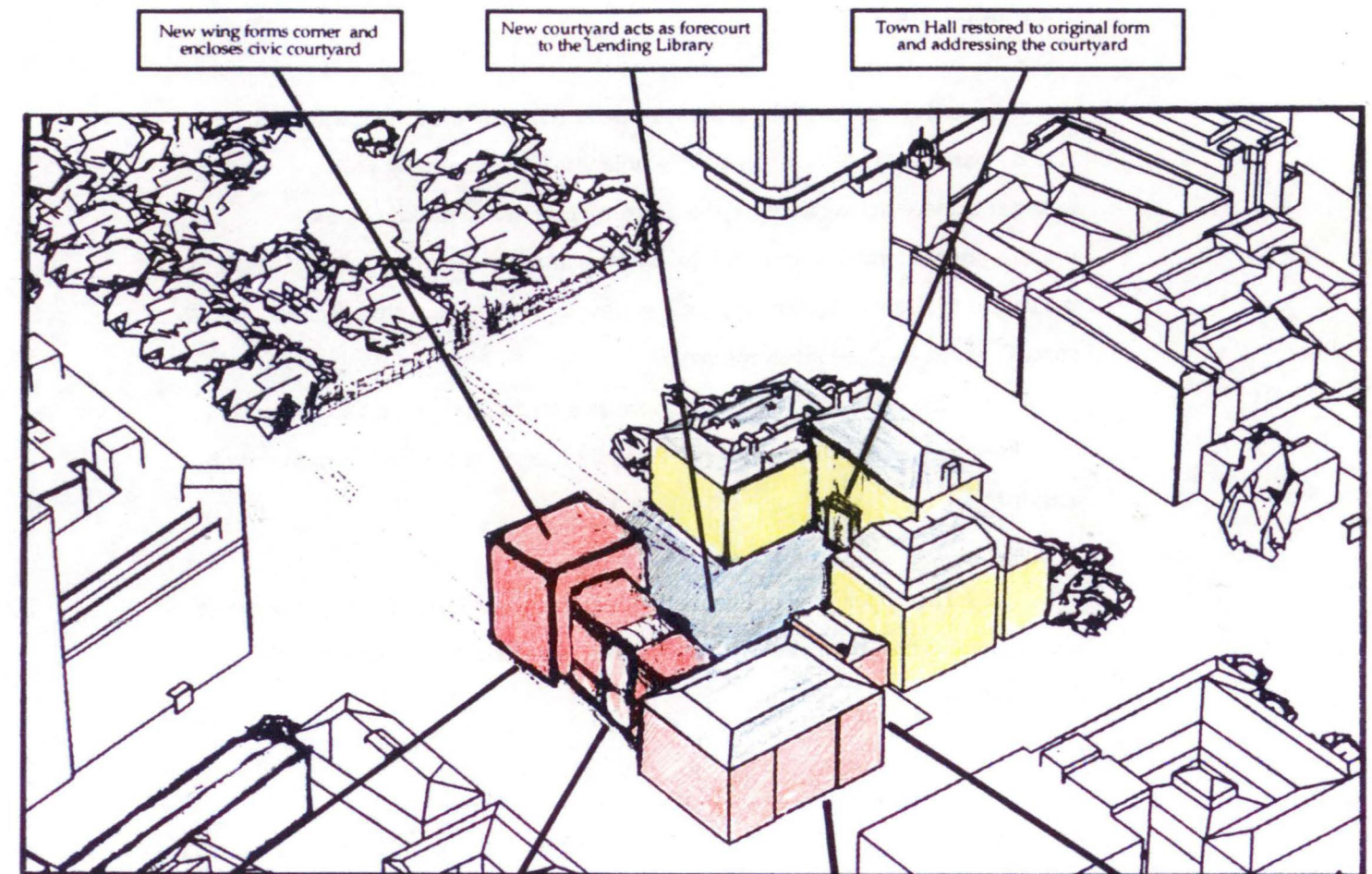

New wing forms corner and encloses civic courtyard

New courtyard acts as forecourt to the Lending Library

Town Hall restored to original form and addressing the courtyard

New building steps up the slope

Davey Street entrance to the Lending Library

Reuse of the Carnegie Building for the Library

Linkway from Argyle Street to the new courtyard

Fig. 67

Access to the new Library through the Courtyard

Linkway maintained to Argyle St.

Main Entrance to Lending Library

Possible location for 24hr public information computer booths.

Fig. 68

8.5 Context and vistas -characteristics of the spaces.

The form and character of the spaces are determined by the Principles already stated - particularly those of creating wholeness and integrating with the existing fabric and space networks, the space forming function of buildings, the importance of maintaining context and vistas, and the underdesigning of detail in the spaces to allow evolutionary, organic development. There are effectively four spaces created by these interventions.

1.   The realigned Franklin Square as a traditional urban garden isolated from the surrounding streets by fence and plinth creating a refuge from the city activity.

2.   The upper level of Elizabeth Street below the level of Macquarie Street and providing the Town Hall with a forecourt (sidecourt?) by addressing the side door and portico.

3.   The small courtyard approximately 25 x 26 metres between the back of the Town Hall and the new extension along Davey Street, acting as a forecourt to the library (or whatever public use that building is put to) and linking to Argyle Street via the existing alleyway.

4.   The lower level of Elizabeth Street elevated above Davey Street but below the upper level space and providing a link between the small courtyard (3) and the larger spaces which reach into the city fabric (1 and 2).

Links to other spaces.

The spaces created in Elizabeth Street act as a link to other significant public spaces completing a network along the spine of Elizabeth Street. while they also link to Franklin Square and Dunn Street (at least conceptually) on a perpendicular axis.

Each space has its own character and role in relation to the buildings which address it while being part of a bigger collection of spaces which work cohesively as multi level civic space.

Fig. 69   **Variety of spatial character.**
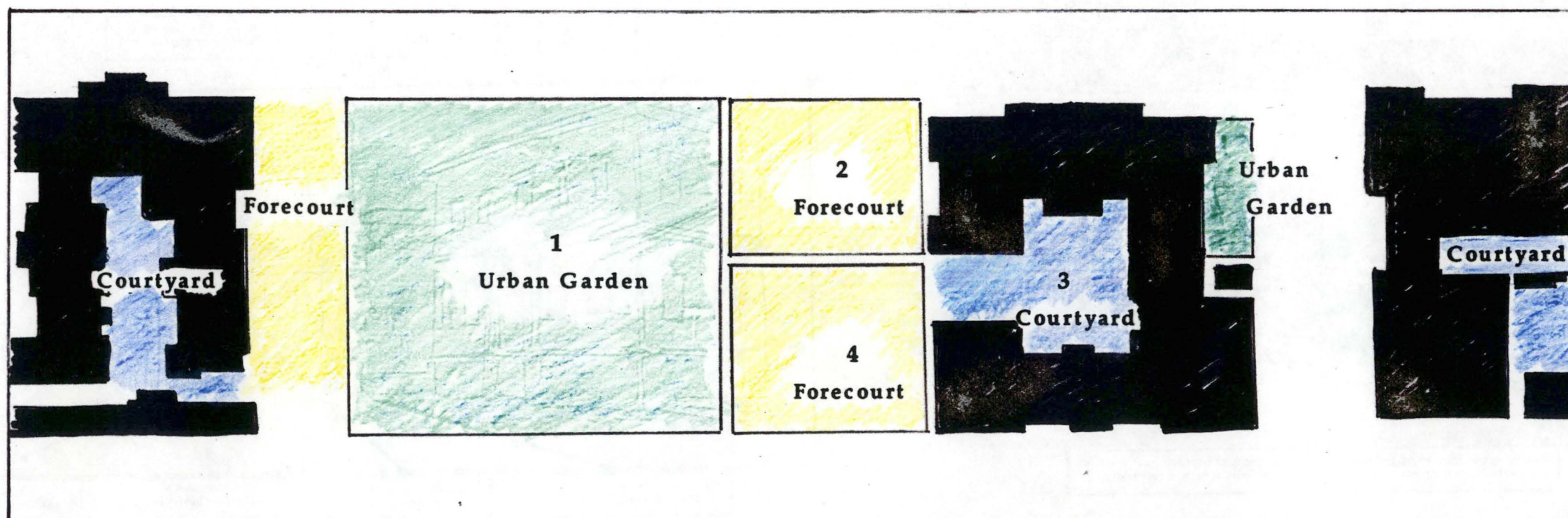
Design details.

* Surfaces

- opportunities for the interpretation of history using previous buildings footprints etc. should be exploited (the potential interpretation of Franklin Square has been more than adequately set out in the Sullivans Cove Urban Detail and Bicentennial Walking Trail Study, and this document should serve as prime reference for interpretation of the adjacent sites).

- use of different materials on different levels - the quality of the materials should reflect the role of this area as the pre-eminent civic space in the city but variation can occur between the different spaces.

- size of the materials used should be in harmony with size of the spaces and related to abutting buildings.

-orientation of spaces to buildings and other spaces can be shown by variety of materials and patterns.

- safety and access - surfaces should reflect concern for pedestrian safety in terms of gradients and materials (there are lessons to be learnt from the conditions in Elizabeth Street Mall).

*Shapes and forms

-detailed attention should be given to preserving and emphasizing gradients, topography, vistas and viewlines in the design and location of spaces.

-the traditional surrounds of buildings and urban gardens should be respected.

Fig. 70 Terracing Elizabeth Street helps to preserve views and vistas between the city and the waterfront

*Decoration and features

-opportunities exist to add vibrancy to the spaces through the addition of sculpture, fountains or other elements. These should not conflict with viewlines, or spatial characteristics and be used to interpret the rich culture and history of the site.

- any furniture should be considered within the Principle of underdesigning and allowing the users to manipulate the space to their requirements. The amount, style, materials, resilience, flexibility, and location of any furniture should then be guided by the existing urban design documents such as the Sullivans Cove Urban Detail and Bicentennial Walking Trail Study.
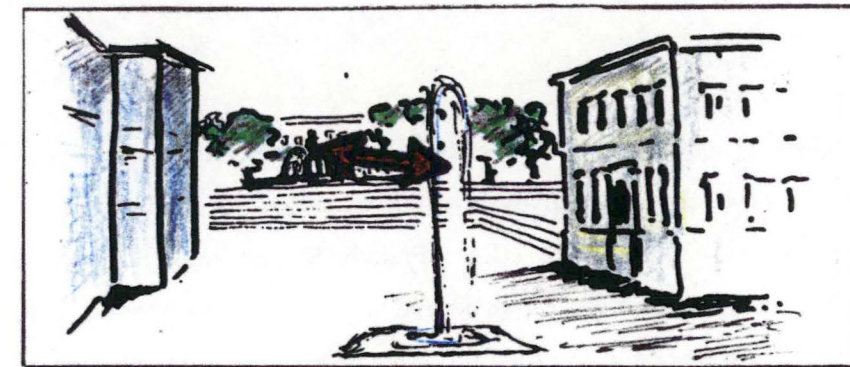

Fig. 71 A potential site for a fountain in the new courtyard, creating a visual link to Franklin Square

* Equity in access.

- equity in accessibility is essential to the notion of a truly civic space. To this end access for the aged, disabled, young, and emergency vehicle must be catered for in the design of the spaces.

-safety and perceived comfort are also imperative in ensuring equity of use. The spaces must provide adequate surveillance, lighting, and sightlines, without unduly impacting on the informality and democratic utilisation of the spaces.

Fig. 72 Ralph Erskine's "Stramps" - a combination step and ramp - an aesthetic way of providing access to all

8.6 Underground carparking and access to buildings.

The creation of two plaza levels provides the opportunity to extend the existing Council carpark (accessible from Davey Street) under Elizabeth Street. This would provide carparking for Council officers, Aldermen and other tenants of the surrounding buildings and some for visitors.

* Capacity.

Approximately 94 cars could be parked under both plazas or 55 under the lower plaza.

* Access.

The Hobart City Council is believed to be investigating a link from the existing carpark to their new offices in the Hydro Electric Commission Building. The extension of the carpark to the edge of Franklin Square would facilitate that link. Further access points to the carpark could be provided from Macquarie Street perhaps in the manner of the submerged public toilets which were once characteristic of the middle of Elizabeth Street.

* Preliminary studies.

Any sub surface work on the site should be carried out only after extensive archaeological investigation and subject to advice from appropriate engineers.
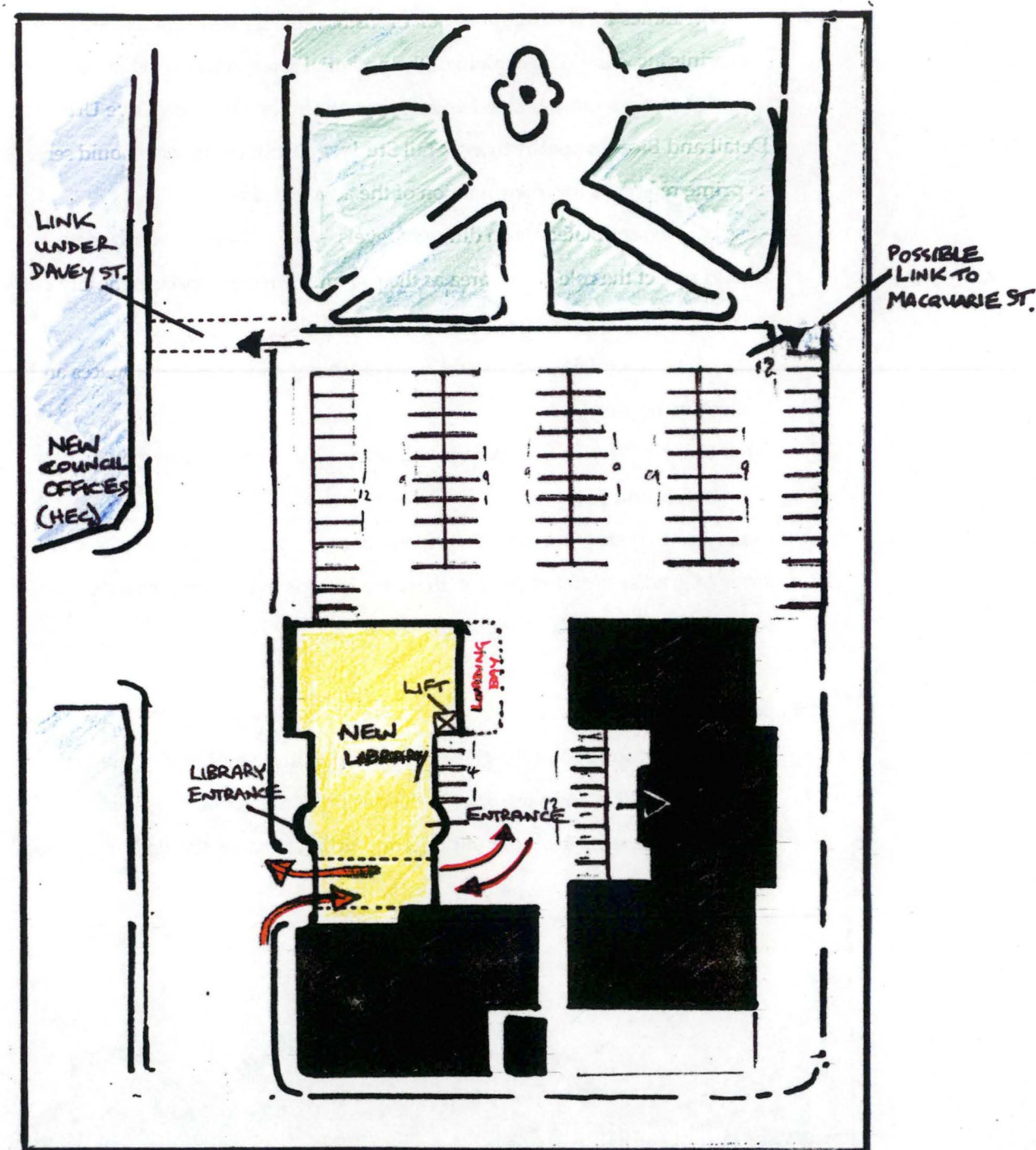
Carparking and access design

Fig. 73
Notional plan for carparking under the plazas providing access to the Council offices in the HEC building, the Town Hall, and patron and service access to the Library.

Section 9

Emergent Planning Issues.

9.1 Emergent Planning Issues.

The following is a summary of issues that need to be addressed in assessing the viability and impact of the proposal.

The particulars of each issue are beyond the scope of this study but it is suggested that given the importance of the initiative in creating such a significant and meaningful civic space, that these issues are not insoluble and that particular studies which would help resolve them are in many cases under way or have recently been completed. These studies are listed under each of the following issue.

ANOTHER SUB-HEADING TYPE - AT LEAST 2 OTHERS PREVIOUSLY USED

1/ Impact of closing Elizabeth Street.
The following issues would need attention
- impact on road networks and traffic movement
- bus movements and bus stops
- Tram Routes
- views

The Hobart City Traffic Study which is about to commence, will examine the impacts of closing this part of Elizabeth Street. However, existing assistance is provided by suggestions in the Sullivans Cove Traffic and Parking Management Study 1994, (that Murray Street revert to 2 way movement between Davey and Morrison Street and Argyle Street become 2 way between Macquarie and Davey Street) and the fact that the Hobart City Council preferred route for the Tram is not down Elizabeth Street, but via Murray and Argyle Streets.

Views down Elizabeth Street and diagonally from the docks area to Franklin Square are recognised as important parts of the image of Hobart. The design of the spaces and infill buildings must reflect these concerns.

2/ Links to other spaces.
- Elizabeth Street above and below
- Sullivans Cove - Argyle / Dockside area
- Dunn Street carpark space
- Franklin Square and Murray Street

The linkage of spaces is vital to their viability and popularity. Hobart has a framework of an intricate network of small and medium size places some with specific functional emphasis others with a more general focus. The proposal actually links together many of the existing spaces but as such will inevitably have repercussions for increased traffic to and from the surrounding spaces.

3/ Franklin Square interface and redesign.
Detailed attention needs to be given to the proposed alterations to Franklin Square, particularly
- position and nature of the fencing
- changes to the landscaping and planting
- access points -steps /ramps/ gates.

Some guidance is provided by the Sullivans Cove Urban Detail Study in discussing the nature of urban gardens and the inappropriateness of certain plantings.
The interface between the new plazas and the northeastern edge of Franklin Square is problematic.

4/ Davey and Macquarie Street interfaces.
- traffic light crossings
- slope resolution - steps and levels

The pedestrianisation of Elizabeth Street implies the need to adjust the controlled crossing to and from the spaces across Davey and Macquarie Streets.
These roads also have sloping gradients which need to be merged with the level plazas to provide safe access in an aesthetically acceptable way.

* Access to the proposed new wing and the main Town Hall.
- car park access
- pedestrian access
- security
- links to Hydro Electric Commission Building

The proposed underground carpark (an extension of the existing Council carpark) under one or both plazas would be accessible from Davey Street, and provide the opportunity for access to the basement of the new wing (Library) and to the basement of the old Town Hall and the new Council offices in the Hydro Electric Commission Building.

5/ Town Hall demolition and restoration

- removal of the 1967 wing

- restoration work on the original Town Hall buildings

- urban gardens and forecourts around the Town Hall and the interface with the new plazas.

Despite the apparent public sympathy for the demolition of the 1967 wing of the Town Hall, the building does have merit as a piece of architecture and part of the development of the Town Hall. Full documentation should be carried out prior to demolition.

Considerable work is currently being carried out by the Hobart City Council into the condition and restoration of the Henry Hunter designed Town Hall. Professional advice should be sought in respect to the appropriateness and compatibility of any urban gardens and fences around the Town Hall.

In general the emergent planning issues are considered manageable and some have already been addressed by studies or are currently subject to investigation.

Section 10

Management Objectives and Guidelines

10.1 Site investigation.

This site is one of the most significant heritage sites in Hobart, yet one of the most under investigated and interpreted. The area contains the cradle of administration of the Colony, and the rich traditions associated with events and persons connected with the original Government House and grounds. In Sydney, the only State capital older than Hobart, the original site of Government House has been subject to a long debate about how to mark its significance in the middle of a city block with immense value for multi-storey office accommodation. The result in Sydney may be a clever piece of architecture which somehow reflects the heritage of the site, but it cannot rival the fortunate position Hobart finds itself in by having the respective site in the middle of an underutilised road, and therefore unencumbered by buildings and devoid of development pressures.

Extensive archaeological investigation must accompany any earthworks on the site. Such investigation will provide both a focus for the community while reinforcing the site as essentially 'civic' and public.

10.2 Evolution of design.

The introduction of fixed street furniture and their positioning should proceed cautiously and in accordance with community participation. Furniture should generally be movable and flexible to enable the users to create their own space characteristics.

The introduction of terracing on the sloping site enables the use of broad steps as both casual seating and access.

The opportunity exists to reinterpret the rich history of the site in the surface treatments and details. The site of the original Government House presents a vital part of Hobart's heritage for investigation and interpretation.

10.3 Building -space functional relationship.

The Principles suggest that there must be a dynamic and integrated relationship between buildings and the spaces they form in terms of function, dimension and design.

In this respect the proposed extension to the Carnegie Building must address the street edge and "wall" of the Cove along Davey Street, relate to the Elizabeth Street space and the HEC building opposite, interact with the back of the Town Hall, the alleyway to Argyle Street, and the intimate courtyard created, in appropriate ways while being a cohesive building in itself.

10.4 Control of the spaces.

To fulfil the mission of the area acting as the Civic Space of Hobart there are three main policies that must override all others.

The space must remain essentially public as opposed to being controlled by a public body. It must within reason permit free expression of individuals and allow the plurality of contemporary society to be experienced.

The space must act as interface between citizen and local government in a variety of ways both symbolically and in reality - through civic events, information provision, exchange of ideas, or simple transactions. Not withstanding the previous points the space must serve as an extension to the Town Hall and whatever other functions operate in the new building, and as a focused place amongst the range of public spaces for local government related citizen activity.

Access to the spaces and buildings must reflect the aspiration to make them equally available to all sections of the community. The sloping site makes this difficult but not impossible. Consequently, attention must be given to design that accords with guidelines established by advisory bodies concerned with equity of access, such as ACROD (the Australian Council on Rehabilitation of the Disabled).

10.5 Infilling the previous 'Civic Square' site.

In accordance with the Principles and Criteria, and the notional plan in the Sullivans Cove Planning Review 1991, design guidelines should be drawn up which infill the buildings on the site bounded by Argyle, Morrison, Elizabeth and Davey Streets. Through-the-site access is vital to link the Town Hall plazas to the multi-use waterfront spaces, possibly by a small courtyard.

Section 11

Recommendations for action.

Recommendations for action.

The following recommendations are designed to enhance the proposal.

They are loosely arranged according to the sequence in which they should be pursued.

11.1 Steering and Management Committee.

A Steering and Management Committee should be established to oversee the functional and design selections and to consider the interpretation of the site and the control of the spaces.

The Committee should be made up of broad community representation reflecting the importance of the proposed space to the general public and the business community as well as the Local and State Governments. Professional planning and design expertise should also be included.

11.2 Archaeological Investigation/Heritage Assessment.

Given the imporance of the site in heritage and archaeological terms, it is imperative that the opportunity to study and interpret this is capitalised on. Professional expertise from Archaeologists , Historians and heritage specialists should be used throughout the planning, design and construction period, particularly while excavating the Government House site.

The 1967 extension of the Town Hall also warrants recording and documentation prior to demolition.

11.3 Franklin Square Landscape Plan.

Advice in respect to the heritage and landscape aspects of Franklin Square should be sought to establish a plan for the reinstatement of fences, plinths and gateways. The work should be closely linked to the design and construction of any new plazas in Elizabeth Street.

11.4 Traffic implications study.

The impact of closing this section of Elizabeth Street needs to be considered. The proposed 'City Traffic and Parking Study' includes a brief to examine implications of such a closure.

Bus stop relocation, car access to the underground carpark, emergency vehicle access, relocation of motorcycle parking, access for Library patrons and staff should all be considered.

The study should also consider the traffic light operation at the intersections of Elizabeth and Davey Street and Elizabeth and Macquarie Street.

11.5 Use of Buildings.

The key to the success of the proposal is the vibrant civic use of the new wing. The option of relocating the Public Library (particularly the Hobart Lending Library) to the site should be pursued with vigour. To this end the Hobart City Council should commence early negotiations with the State Library to examine the desirability and feasibility in more detail. (One possible flow on from relocation could be the reuse of the Murray Street building for State Reference Service; Archives; Tasmaniana; Alport Museum, allowing for the demolition of the problematic Library tower building.)

The uses for the Carnegie Building will depend on these discussions and the space requirements of the Lending Library.

11.6 Design Competition.

To ensure an adequate process of public acceptance of the concept, a design competition for the new wing and the associated plazas and courtyards should be considered. The Brief for such a competition should set out the relationship of buildings and spaces, the desired building envelopes, important vistas, and other constraints. The opportunities of the site include interpretting the rich history and producing a quality building which complements the Town Hall.

The result should be worthy of completing the long sought after Civic Square.