

Hobart City Council

Hobart Central Area Zoning Review

Stage 5

October 2005



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1. Introduction

This report follows stages 1-4 of the Central Area Zoning Review project and formulates development standards for the various recommended zones and development areas in relation to subdivision, height, density and siting. The standards have been prepared in accordance with the format of the planning scheme Template and could be incorporated into a new City of Hobart Planning Scheme.

This stage also formulates policy provisions and requirements for inclusion in a Transport and Access Schedule in respect of parking, servicing and access. The policy provisions address the relative and varying needs and priorities for vehicles, cyclists and pedestrians across the study area taking into account the zone structure and recommended zone purposes.

2. Development Standards

2.1 Definitions Required

The following definitions, from the Template for Planning Schemes, are used in the development standards and therefore will be required in the new City of Hobart Planning Scheme in Part 3.0 Interpretation:

- ▶ Building height (referring to absolute height above ground level);
- ▶ Frontage;
- ▶ Natural ground level;
- ▶ Setback;
- ▶ Storey;
- ▶ Boundary adjustment; and
- ▶ Street line (The following diagram assists to define prevailing street setback)



FIGURE S1.1 Prevailing street setback
(Black line shows the median distance between the front of most building in the street and the building setback the furthest distance from the street.)

In addition, the following definitions from either the current Hobart Council Planning Scheme or the Battery Point Planning Scheme will be required as these terms are used in the development standards:

'minimum inscribed circle' means the minimum diameter of a circle than can be drawn within the boundaries of the lot so that its centre is not more than its diameter from the frontage of that lot; and

'site' means the total area of a lot or two more contiguous lots that is the subject of the same planning application for the use or development of land.

There are other definitions, which are relevant to the Central Area Development Schedule such as Urban Design Envelope and Site Development Plan. These are shown below in the draft schedule. There is no need to place these in the general interpretation section unless they are used in other parts of the planning scheme.

Site Development Plan Clause

A new clause is required to cover the requirements for site development plans. Based on the format of the Neighbourhood and Site Description Design Response under Schedule K of the CHPS 1982, although adapted for an inner urban location, it is intended that a site development plan would consider:

In relation to the area:

- The pattern of development of the area.
- The topography
- The built form, scale and character of surrounding development.
- Architectural and roof styles.
- Predominant street setbacks
- Any other notable features or characteristics of the area
- The significance of any heritage listed building on or adjacent to the subject site.

In relation to the site

- Site shape, size, orientation and easements.
- The location and form of existing buildings on the site and surrounding properties.
- Views to and from the site
- Vistas
- Landmarks

Design response

The design response must explain how the proposed design:

- derives from and responds to the character of the area
- Meets the intent of the relevant Performance Criteria under the Planning Scheme.

It is intended that the design response would include correctly proportioned street elevations or photographs showing the development in the context of adjacent buildings. It is also intended that Council may request a scale model of the proposed building massing and form in the context of the surrounding development.

2.2 Central Business Zone Development Standards

It is proposed that the following development standards will be used in the Central Business zone for the reasons given in the right hand column.

X.3 Standards for Development in the Central Business Zone

X.3.1 Subdivision

Objective: To ensure that subdivision occurs in a way that contributes to the complexity and diversity of the built environment and provides sufficient land area for the physical demands of allowable uses.		
Performance Criteria	Acceptable Solution	Justification
a) Lots will have appropriate area and dimensions for the siting and construction of commercial premises and other uses and also	a) Each lot must have a minimum area of 45m ² with a 4.5m frontage and a minimum inscribed circle of 4.5m.	Reflects the minimum lot and frontage requirements of the current planning scheme which are reasonable and proven suitable for this inner city

<p>be of a size and shape that reinforces the existing streetscape character e.g. narrow fronted, individually identified shopfronts.</p> <p>b) Site consolidation should not result in street frontages that are out of keeping with the complexity and rhythm of existing streetscapes. That is, the consolidation of titles to enable buildings with large undifferentiated floor areas along street frontages, is discouraged.</p>	<p>b) Minor Subdivision for:</p> <p>(i) the adhesion of a lot to another lot with no additional titles created providing the adhesion does not increase the frontage of the resultant lot to a street; and/or</p> <p>(ii) a boundary adjustment reflecting existing site conditions. Examples include an adjustment that rectifies a building encroachment over a boundary.</p>	<p>area.</p> <p>As recommended by the Spiller Gibbins Swan study compliance with plot ratio is not required as an acceptable solution. It is appropriate to use a mixture of building envelopes and height limits as well as heritage controls rather than plot ratios. These are covered in the proposed Central Area Development Schedule</p> <p>Boundary adjustments that resolve existing site conditions or do not create sub minimum lots should be able to be 'permitted'</p>
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X.3.2 Siting, Design and Built Form

<p>Objective: To ensure that building appearance is visually compatible with surrounding development and contributes to the maintenance or enhancement of pedestrian activity and amenity.</p>		
Performance Criteria	Acceptable Solution	Justification
<p>a) Design of facades -</p> <p>The design of new development is to:</p> <ul style="list-style-type: none"> (i) reproduce the block pattern of subdivision and provide façade articulation. e.g. it reinforces a pattern of vertical emphasis and individually identifiable narrow fronted buildings; . (ii) include elevations, roof forms and façade treatments that are integrated with the overall design of the building which create visual interest at street level and which are legible and interesting from a range of perspectives; (iii) facilitate uses which provide active frontages at street level, that is no blank walls or screened windows; (iv) ensure that side walls of taller buildings provide interesting design elements to break up the mass and bulk and reduce the visual impact of blank walls; and (v) utilise robust and high quality materials that are 	<p>a) Design of facades –</p> <ul style="list-style-type: none"> i) External alterations and buildings not visible from a public place; otherwise (ii) There is no acceptable solution for design of facades. <p>i.e all new buildings and/or physical alterations to the façade of a building fronting a public place are discretionary.</p>	<p>To ensure that any new buildings or alterations to existing buildings are complementary to the streetscape and provide for interesting pedestrian spaces.</p> <p>The coverage of the Heritage Schedule (ie listed sites, heritage areas or sites adjacent or opposite heritage sites) is likely to be such that a discretion is invoked for the majority of applications in the central area. The use of performance criteria for external alterations is therefore unlikely to significantly increase the number of discretionary applications. The mechanism of conditioning proposals under a general head power of “matters for consideration” rather than activating discretion was also considered. It was not preferred as there may be instances where it would be necessary to condition a development to an extent that would be tantamount to refusal.</p>

<p>appropriate to the expected life of the building.</p> <p>b) Car parking</p> <p>(i) Where public, emergency or disabled parking is to be provided, car parking is to be contained within a building or at the rear of a building and not be visible from the street.</p> <p>(ii) The façade of public car parks is designed to screen views of cars from public areas and does not result in blank walls to the street.</p> <p>c) Awnings Development that does not retain or reinstate an awning must demonstrate:</p> <p>i) the elevation in question was originally designed without an awning, <i>and</i></p> <p>ii) that pattern of development should continue.</p>	<p>b) Car Parking</p> <p>On site car parking is not to be provided.</p> <p>c) Awnings</p> <p>(i) Buildings are to incorporate awnings where awnings are a characteristic feature of the area.</p> <p>(ii) Conditions may be imposed to require an awning in other locations where it is considered desirable to maintain or improve pedestrian protection or amenity.</p>	<p>As indicated in Section 4 it is considered that site constraints of the Central Business Zone are unsuited to provision of on-site parking and the preferred approach is to encourage centralised multistorey public parking. Emergency and disabled parking can be considered as discretionary application</p>
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2.3 Business Zone Development Standards

X.4 Standards for Development in the Business Zone

X.4.1 Subdivision

<p>Objective: To ensure that subdivision occurs in a way that contributes to the complexity and diversity of the built environment and provides sufficient land area for the physical demands of allowable uses.</p>		
Performance Criteria	Acceptable Solution	Justification
<p>a) Lots will have appropriate area and dimensions for the siting and construction of commercial premises and other uses and also be of a size and shape that reinforces the existing streetscape character e.g. narrow fronted, individually identified shopfronts.</p> <p>b) Site consolidation should not result in street frontages that are out of keeping with the complexity and rhythm of existing streetscapes. That is, the consolidation of titles to enable buildings with large undifferentiated floor areas along street frontages is discouraged.</p>	<p>a) Each lot must have a minimum area of 60m² with a 4.5 m frontage and a minimum inscribed circle of 4.5 metres.</p> <p>b) Minor Subdivision for:</p> <p>(i) the adhesion of a lot to another lot with no additional titles created providing the adhesion does not increase the frontage of the resultant lot to a street; and/or</p> <p>(ii) a boundary adjustment reflecting existing site conditions e.g. to rectify a building encroachment over a boundary.</p>	<p>Reflects the minimum lot and frontage requirements of the current planning scheme which are reasonable and proven suitable for this inner city area.</p> <p>As recommended by the Spiller Gibbins Swan study compliance with plot ratio is not required as an acceptable solution. It is appropriate to use a mixture of building envelopes and height limits as well as heritage controls rather than plot ratios. These are covered in the proposed Central Area Development Schedule</p> <p>Boundary adjustments that resolve existing site conditions or do not create sub minimum lots should be able to be 'permitted'</p>

X.4.2 Design and Built Form

<p>Objective: To ensure that building appearance is visually compatible with surrounding development and contributes to the maintenance or enhancement of pedestrian activity and amenity.</p>		
Performance Criteria	Acceptable Solution	Justification
<p>a) Design of facades -</p> <p>The design of new development is to:</p> <ul style="list-style-type: none"> i) reproduce the block pattern of subdivision and provide façade articulation. e.g. it reinforces a pattern of vertical emphasis and individually identifiable narrow fronted buildings ; ii) include elevations, roof forms and façade treatments that are integrated with the overall design of the building which create visual interest at street level and which are legible and interesting from a range of perspectives; iii) facilitate uses which provide active frontages at street level, that is no blank walls or screened windows; iv) ensure that side walls of taller buildings provide interesting design elements to break up the mass and bulk and reduce the visual impact of blank walls; and v) utilise robust and high quality materials that are 	<p>a) Design of facades –</p> <ul style="list-style-type: none"> i) External alterations and buildings not visible from a public place; otherwise (ii) There is no acceptable solution for design of facades. <p>i.e all new buildings and/or physical alterations to the façade of a building fronting a public place are discretionary.</p>	<p>To ensure that any new buildings or alterations to existing buildings are complementary to the streetscape and provide for interesting pedestrian spaces.</p> <p>The coverage of the Heritage Schedule (ie listed sites, heritage areas or sites adjacent or opposite heritage sites) is likely to be such that a discretion is invoked for the majority of applications in the central area. The discretionary status for external alterations is therefore unlikely to significantly increase the number of discretionary applications. The mechanism of conditioning proposals under a general head power of “matters for consideration” rather than activating discretion was also considered. It was not preferred as there may be instances where it would be necessary to condition a development to an extent that would be tantamount to refusal.</p>

<p>appropriate to the expected life of the building.</p> <p>b) Car parking</p> <p>(i) Where provided, car parking is to be contained within a building or at the rear of a building and not be visible from the street.</p> <p>(ii) The façade of car parks is designed to screen views of cars from public areas and does not result in blank walls to the street.</p> <p>d) Awnings</p> <p>Development that does not retain or reinstate an awning must demonstrate:</p> <p>i) the elevation in question was originally designed without an awning; and</p> <p>ii) that pattern of development should continue.</p>	<p>b) Car Parking</p> <p>On site car parking is not to be provided.</p> <p>c) Awnings</p> <p>(i) Buildings are to incorporate awnings where awnings are a characteristic feature of the area.</p> <p>(ii) Conditions may be imposed to require an awning in other locations where it is considered desirable to maintain or improve pedestrian protection or amenity.</p>	<p>As indicated in Section 4 site constraints, heritage or streetscape considerations often make it difficult to provide on-site car parking in the Business Zone. It is intended that a proposal to provide on-site parking within the Business Zone should activate discretion (i.e. permitted if not provided).</p>
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X.4.3 Upper Elizabeth Street Design Guidelines

<p>Objective: The upper end of Elizabeth Street between Brisbane and Warwick Street should maintain the linear, 2 to 3 storey image of Elizabeth Street, which is a dominant feature of the overall character of this area.</p>		<p>Note: a combination of the zoning plan and description in this objective is considered an adequate spatial reference.</p>
Performance Criteria	Acceptable Solution	Justification
<p>a) Height - The maximum height can be increased where the development will not have an impact on heritage or streetscape values as demonstrated in a 'site development plan' in accordance with the requirements of clause 2.1.</p> <p>b) Front Setback - A greater setback will be permitted where it is demonstrated that the setback is appropriate to the streetscape context.</p>	<p>a) Height - New building is to be a maximum of 8 metres in height to eaves line or top of parapet.</p> <p>b) Front Setback – Buildings are built to the street line with walls located on the front property boundary and extending across:</p> <ul style="list-style-type: none"> i) no less than 90% of the street frontage(s), or ii) a length equal to the frontage of the lot minus 3m if that site has an existing vehicle access. 	<p>These provisions reflect the findings of the land use and height survey conducted in Jan 04 plus on site inspections. These provisions could be placed in the Central Area Development Schedule. However, they have been placed here to reflect that they are only relevant to land in the business zone.</p> <p>No side or rear setback standards are considered necessary for these properties as, in relation to side setbacks, walls built to the side boundaries is part of the established built character. In relation to rear boundaries, the topography and level change between these sites fronting Elizabeth Street and the Church Street precinct would ameliorate any impact of siting on the boundary.</p>

2.4 Commercial Zone Development Standards

X.4 Standards for Development in the Commercial Zone

X.4.1 Subdivision

<p>Objective: To ensure that subdivision occurs in a way that provides sufficient land area for the physical demands of allowable uses and will facilitate the appropriate design and built form of development.</p>		
Performance Criteria	Acceptable Solution	Justification
<p>a) Lots will have appropriate area and dimensions for the siting and construction of permissible uses and associated facilities (e.g. access, delivery of goods, storage and parking) and also be of a size and shape that reinforces the existing streetscape character.</p>	<p>a) Each lot must have a minimum area of 360m² with a 10 m frontage and a minimum inscribed circle of 10 metres.</p> <p>b) Minor Subdivision for,</p> <p>(i) the adhesion of a lot to another lot with no additional titles created, and/or</p> <p>(ii) a boundary adjustment reflecting existing site conditions e.g. to rectify a building encroachment over a boundary.</p>	<p>Reflects the minimum lot and frontage requirements of the current planning scheme which are reasonable and proven suitable for this fringe city area.</p> <p>Boundary adjustments that resolve existing site conditions or do not create sub minimum lots should be able to be 'permitted'</p>

X.4.2 Design and Built Form

<p>Objective: To ensure that building design enhances and maintains the character of the streetscape in terms of proportions, materials, openings and decoration.</p>		
Performance Criteria	Acceptable Solution	Justification
<p>a) Design -</p> <p>The proportions, materials, openings and decoration of building facades must contribute positively to the streetscape and reinforce the built environment of the area in which the site is situated.</p> <p>b) Car Parking – Car Parking to be designed and located to complement the streetscape.</p>	<p>a) Design – No acceptable solution but the performance criteria may be applied as conditions or restrictions on the permit.</p> <p>b) Car Parking – Car Parking to be screened so that it is not visible from a the street Conditions may be imposed to specify the height and material of screening with regard to the site circumstances and streetscape characteristics.</p>	<p>To ensure that any new buildings or alterations to existing buildings are complementary to the streetscape. The intention is to be consistent with the approach in the Draft Battery Point Planning Scheme and that conditions can be placed on the permit without changing the status of the application to discretionary. If for some reason there is a legal difficulty with this approach the acceptable solution and performance criteria could become a general mater for consideration of the Planning Scheme.</p> <p>Car parking can be provided and some site area can be covered to create spaces around buildings. Car parking is addressed in the Transport and Access Schedule.</p> <p>Conditioning the type of screening is preferable to specified solid fencing or landscaping for example, as conditions allow a site-specific response.</p>

2.5 Mixed Use Zone Development Standards

The following development standards relate to a relatively small portion of the study area and represent only a small segment of the likely extent of Mixed Use zoning within the City of Hobart Planning Area. Subsequent to the draft Stage 4 and 5 reports for this study, Council has drafted standards for the entirety of Mixed Use Zoning. The following standards have therefore been largely superseded, however they are retained within this report in the interests of completeness.

X.4 Standards for Development in the Mixed Use Zone

X.4.1 Subdivision

Objective: To ensure that subdivision occurs in a way that provides sufficient land area for the physical requirements of the uses allowed in the zone.		
Performance Criteria	Acceptable Solution	Explanation
<p>a) Lots will have appropriate area and dimensions for the siting and construction of permissible uses and associated facilities (e.g. access, delivery of goods, storage and parking).</p> <p>b) The proposals provides for the reorganisation or consolidation of titles where no new lots are created.</p>	<p>a) Each lot must have a minimum of 480 m² with a 15m frontage and a minimum inscribed circle of 15 metres.</p> <p>b) Boundary adjustments:</p> <p>(i) for the adhesion of a lot to another lot with no additional titles created; and/or</p> <p>(ii) to reflect existing site conditions.</p>	<p>Consistent with the recommendations of the Commercial & Residential Zone Review and with current CHPS provisions.</p> <p>Boundary adjustments that resolve existing site conditions or do not create sub minimum lots should be able to be 'permitted'</p>

X.4.2 Design and Built Form

Objective: To ensure that building design and form enhances and maintains the character of the streetscape and protects residential amenity.		
Performance Criteria	Acceptable Solution	Explanation
<p>a) Design - The proportions, materials, openings and decoration of building facades must contribute</p>	<p>a) Design – No acceptable solution but the performance criteria may be applied</p>	<p>To ensure that any new buildings or alterations to existing buildings are complementary to the</p>

<p>positively to the streetscape and reinforce the built environment of the area in which the site is situated.</p> <p>b) Car Parking – Car parking to be designed and located to complement the streetscape.</p> <p>c) Height - The maximum height can be increased where the development will not have an adverse impact on heritage or streetscape values as demonstrated in a ‘site development plan’ in accordance with the requirements of clause X.1.</p> <p>d) Front Setback - A greater or lesser setback will be permitted where it is demonstrated that the setback is appropriate to the streetscape context.</p> <p>e) Side and Rear Setbacks</p>	<p>as conditions or restrictions on the permit.</p> <p>b) Car Parking – Car parking is to be located behind the building line.</p> <p>c) Height - New building is to be a maximum of 7.5 metres in height.</p> <p>d) Front Setback – All new buildings with a street frontage are to be set back at a distance no more or less than 2 metres from the ‘prevailing street setback’ of existing buildings on the same side of the street within 100m of the site.</p> <p>e) Side and</p>	<p>streetscape.</p> <p>Car parking can be provided and some site area can be covered to create spaces around buildings although it is preferable for streetscape reasons that the car parking would not replace front gardens for example. Car parking standards are provided in the Transport and Access Schedule.</p> <p>Consistent with recommendations of Commercial & Residential Zone Review. The maximum height is a reduction on current allowable height but this is overly generous and has not been utilised in most cases. 7.5m will allow for 2 storey development in most cases. It is also similar to height allowed in the Residential Zone.</p> <p>Setbacks similar to the prevailing street setback will ensure consistency with the existing pattern of development.</p>
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<p>Buildings are to be designed and sited such that there is no unreasonable loss of amenity to the residents of adjacent dwellings caused by overbearing appearance, loss of daylight or sunlight.</p> <p>f) Site Coverage The maximum site coverage can be increased where the development will not have an adverse impact on heritage or streetscape values or the amenity of nearby properties.</p> <p>g) Outdoor living space The outdoor living space is of dimensions to fit the projected requirements of the occupants of the dwelling.</p>	<p>Rear Setbacks - No side or rear setback is required except where the property abuts an allotment within the Residential Zone or used exclusively for residential purposes in which case the building shall be sited within the building envelope specified in clause X.X</p> <p>f) Site Coverage A lot shall have a maximum site coverage of 50%.</p> <p>g) Outdoor living space All dwellings shall have an 'outdoor living space' with a minimum area of 10m² with a minimum horizontal dimension of 2m.</p>	<p>Side and rear setbacks are only required to protect residential amenity and are consistent with those used in the Residential Zone.</p> <p>Plot ratio is not used to control density as recommended by the Spiller Gibbins Swan study. The 50% site coverage is consistent with the pattern of development in most of the existing Commercial & Residential Precincts and will ensure that sites are not over developed</p> <p>Minimum open space requirement given the nature of development in the zone. Consistent with minimum Rescode requirement.</p>
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3. Design Standards for the Central City Area

The following schedule is recommended to cover development standards in the Central City Area. Areas of similar streetscape character are combined. These areas are not consistent with zone boundaries; therefore, a different method of dealing with appropriate design standards is necessary. The area is broken up into four areas requiring similar streetscape and design treatment (see Figure 1).

The boundaries and most of the standards are derived from the Central Area Strategy Plan recommendations, which involved a detailed analysis of the form, function and character of the central area. As indicated in the Stage 4 report for this study, a land use and building analysis survey was undertaken in January 2004 and has been used to update and verify the information in the CASP where functions and general character have changed since that time. In addition, current policies of Council and approaches for urban design have informed suitable future directions. In areas not covered by CASP site inspections determined where similar treatment was required. This is particularly relevant to Central Area 4 on Figure 1.

Figure 2 is Diagram 2 from the CASP – Urban Design Envelopes.

SX.0 Central City Area Design Schedule

SX.1 Purpose of Schedule

SX.1.1 The purpose of this schedule is to ensure that the development of the Central Area is in keeping with the desired future physical, cultural and built environment and provides for innovative design solutions in keeping with the character of the area.

SX.2 Application of Schedule

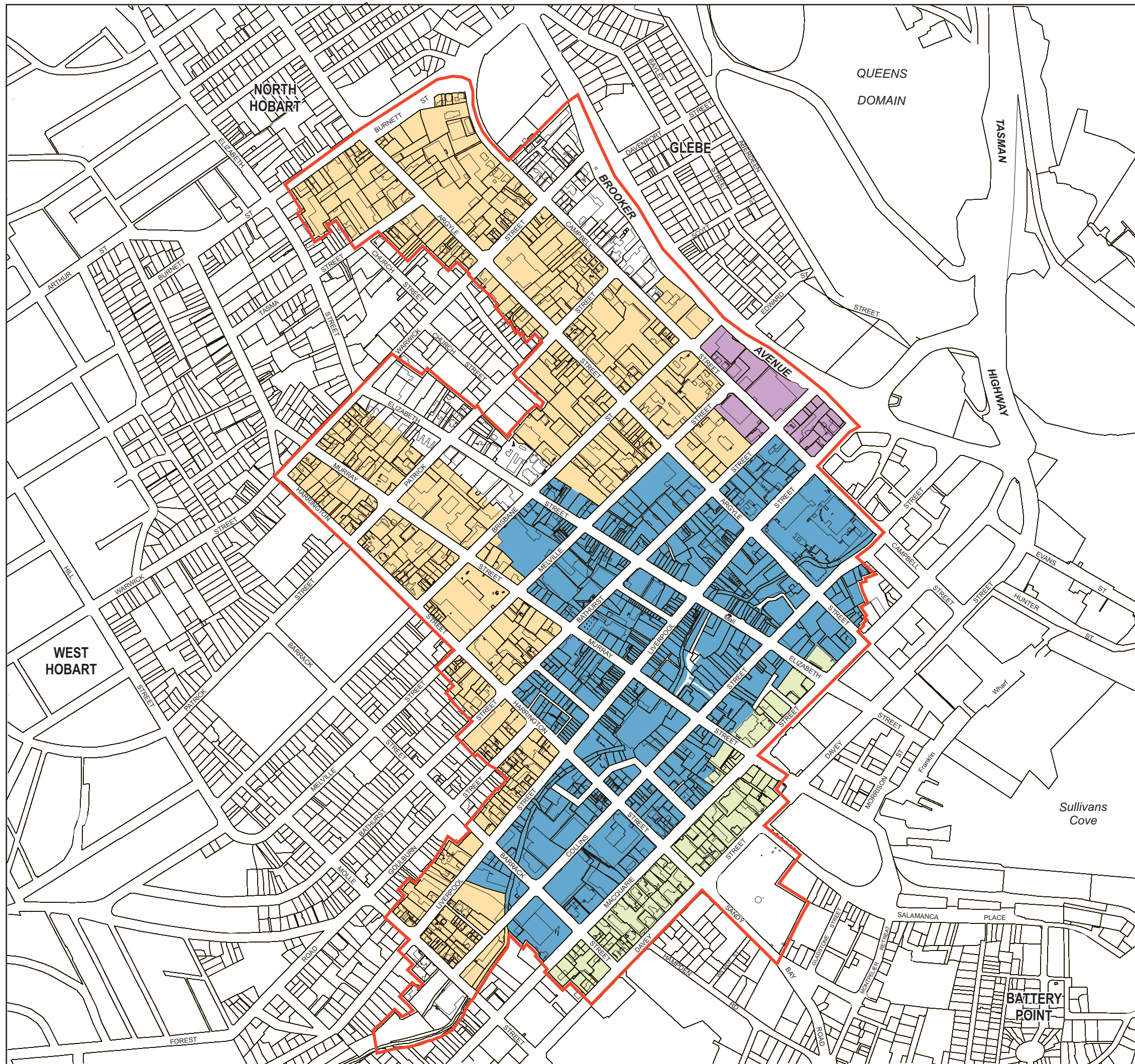
SX.2.1 Proposals for use or development to which this schedule applies must demonstrate compliance with the standards set out in clauses SX.4.1 to SX.4.X below.

SX.2.1 The schedule applies to the central area of Hobart as shown on Figure 1.

SX.3 Definition of Terms in this Schedule

Urban Design Envelope means the height to setback ratios for new buildings as shown in Figure 2

Site Development Plan means a plan that outlines the framework for the future use and development of a site (see Clause 2.1)



**HOBART CENTRAL AREA
ZONING REVIEW
2005**

- CA 1 - Building Envelopes
Height 10m
- CA 2 - Heritage & Streetscape
Height 10m
- CA 3 - Height 10m
- CA 4 - Height 8m

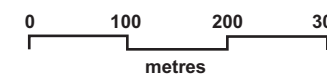
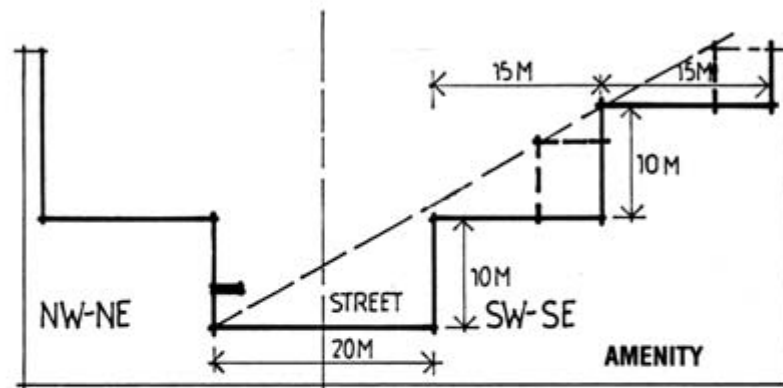


Figure 1
**DESIGN STANDARDS
FOR THE CENTRAL CITY AREA**

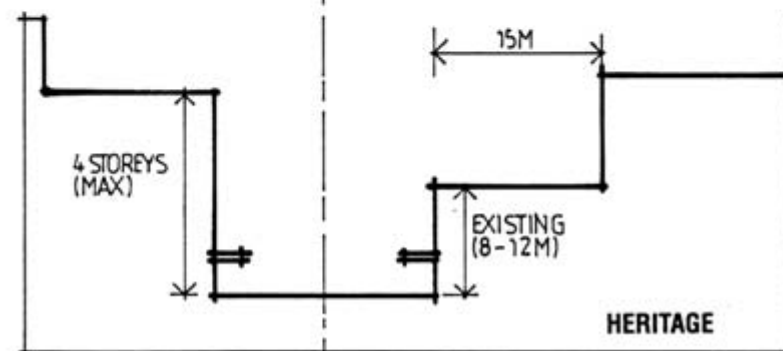


OBJECTIVES

- ENSURE WINTER SUNLIGHT
- CONTROL AIR/WIND TURBULENCE

ADDITIONAL

- NW CORNER CRITICALITY

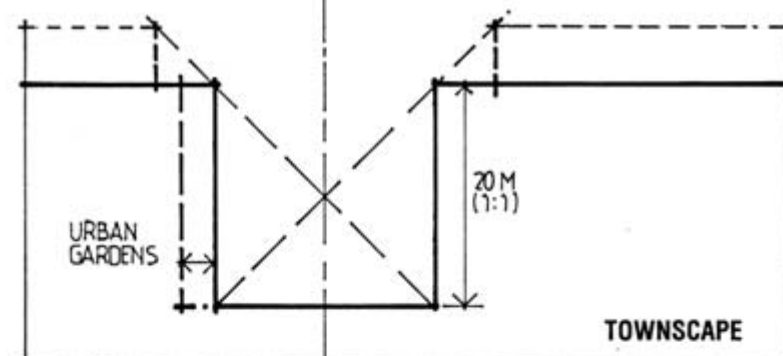


OBJECTIVES

- RETAIN EXISTING SCALE

ADDITIONAL

- LIMIT NEW DEVELOPMENT IN HERITAGE AREAS TO 4 STOREYS

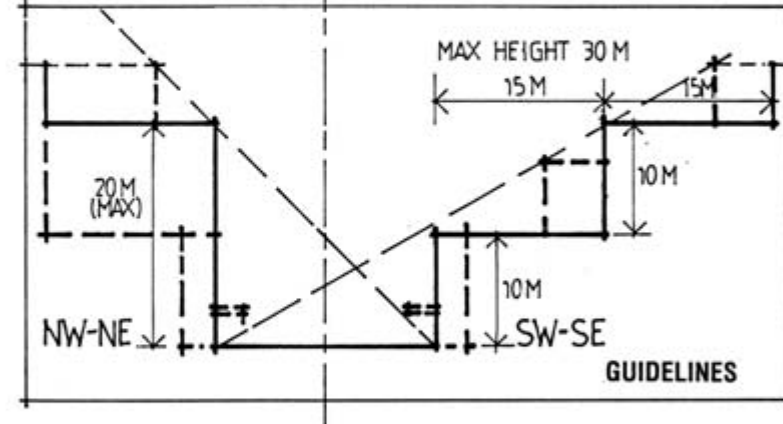


OBJECTIVES

- RETAIN EXISTING STREET SPACE (CHARACTER)

ADDITIONAL

- URBAN GARDEN (GOV. MACQUARIE) LINES



OBJECTIVES

- ALL THE ABOVE
- ACHIEVE WITH SIMPLEST CONTROLS

ADDITIONAL

- SPECIFIC VIEW & VISTAS
- CENTRAL BLOCK HIGH BUILDING LOCATIONS
- DEVELOPMENT OPPORTUNITIES

Derivation from CASP Topic Reports

- AMENITY
- HERITAGE
- TOWNSCAPE

BUILT ENVIRONMENT –
URBAN DESIGN GUIDELINES
ENVELOPE PRINCIPLES

DIAGRAM

2

HOBART CENTRAL AREA
ZONING REVIEW
2005

Figure 2

SX.4 Standards for the Central City Area Design Schedule

SX.4.1 City Central Urban Design Guidelines (the area designated as Central Area 1 on Figure 1)

Objective: New development is to respect the existing streetscape and heritage values and respond to the climatic conditions of the street spaces particularly for solar access penetration and minimising wind tunnelling effects.		
Performance Criteria	Acceptable Solution	Justification
<p>(a) – (b) The maximum height can be increased to 30 metres and front setback can be increased where it is demonstrated that the building envelopes in Figure 2 are met as part of a site development plan in accordance with the requirements of clause 2.1</p>	<p>a) Height – The maximum height for buildings and structures is to be 10 metres to the eaves or top of parapet.</p> <p>b) Front Setback – Buildings must be built to the front boundary</p>	<p>The Building Envelopes identified in CASP have never been reviewed or implemented and therefore it is not known if they work in practice. A recent example for a proposed development for one of the case study sites finds that more detailed site assessment is required rather than relying on the building envelope. To provide a balance of certainty and flexibility the acceptable solution provides a conservative height with regard to existing heritage fabric. The performance criteria allows an alternative subject to detailed site assessments based on climatic conditions, heritage values and impact on streetscapes (see required content of Site Development Plans)</p>

SX.4.2 Macquarie- Davey Street Area Urban Design Guidelines (the area designated Central Area 2 in Figure 1)

Objective: To maintain and enhance the streetscape character which is derived from Georgian and Victorian town houses and cottages.		
Performance Criteria	Acceptable Solution	Justification
<p>a) Height - The maximum height can be increased to 10 metres where the development will not have an impact on heritage or streetscape values as demonstrated in a site development plan in accordance with the requirements of clause 2.1.</p> <p>b) Front Setback - A greater setback will be permitted where it is demonstrated that the setback is appropriate to the streetscape context.</p>	<p>a) Height – Height – The maximum height for buildings and structures is to be 10 metres to the eaves or top of parapet.</p> <p>b) Front Setback - Buildings must be built to the front boundary</p>	<p>To provide a balance of certainty and flexibility the acceptable solution provides a conservative height with regard to existing heritage fabric. The performance criteria allows an alternative subject to detailed site assessments based on heritage and streetscape impacts (see required content of Site Development Plans).</p> <p>It is considered that the site coverage characteristics within this area vary too much to adopt an acceptable solution for site coverage or siting. It is considered that these densities are best dealt with through the heritage provisions that largely cover this area.</p>

SX.4.2 Campbell Street ‘Institution’ Area Urban Design Guidelines (the area designated Central Area 3 in Figure 1).

Objective: To allow new development to be similar in scale to the large institutional buildings in the Campbell Street area while ensuring that streetscape and heritage values are respected.		
Performance Criteria	Acceptable Solution	Justification
<p>a) Height - The maximum height can be increased where the development will not have an impact on heritage or streetscape values as demonstrated in a site</p>	<p>a) Height - New development is to be a maximum of 10 metres in height.</p>	<p>To provide a balance of certainty and flexibility the acceptable solution provides a conservative height with regard to existing fabric. The performance criteria allows</p>

<p>development plan in accordance with the requirements of clause 2.1.</p> <p>b) Front Setback - A greater setback will be permitted where it is demonstrated that the setback is appropriate to the streetscape context.</p>	<p>b) Front Setback - Buildings must be built to the front boundary</p>	<p>an alternative subject to detailed site assessments based on heritage and streetscape impacts (see required content of Site Development Plans)</p>
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SX.4.3 Fringe Area Urban Design Guidelines (the area designated Central Area 4 in Figure 1.)

Objective: To provide for developments requiring a high site coverage while also respecting and enhancing the existing character of 2 storey buildings built to the front boundary.		
Performance Criteria	Acceptable Solution	Justification
<p>a) Height - The maximum height can be increased where the development will not have an impact on heritage or streetscape values as demonstrated in a site development plan in accordance with the requirements of clause 2.1.</p> <p>b) Front Setback - A greater setback will be permitted where it is demonstrated that the setback is appropriate to the streetscape context.</p>	<p>a) Height - New development is to be a maximum of 8 metres in height.</p> <p>b) Front Setback - Buildings must be built to the front boundary</p>	<p>To provide a balance of certainty and flexibility the acceptable solution provides a conservative height with regard to existing fabric. The performance criteria allows an alternative subject to detailed site assessments based on heritage and streetscape impacts (see required content of Site Development Plans)</p>

SX.4.4 Storage

Objective: To ensure that storage of goods does not detract from the character of the Central City Area.		
Performance Criteria	Acceptable Solution	Justification
<p>a) Outdoor Storage or display shall not detract from the character of the area.</p>	<p>a) Outdoor storage areas, outdoor work areas and rubbish receptacles are to be screened from streets adjoining the site.</p>	<p>In the interest of streetscape appearance.</p>

4. Transport and Access Schedule

The project brief for Stage 5 requires the formulation of policy provisions and requirements for inclusion in a Traffic and Access Schedule. It is to address the varying needs and priorities for vehicles, cyclists and pedestrians across the study area taking into account the recommended zone structure from previous stages of the project and particularly include matters of parking, servicing and access.

The Principles of Parking and Movement from the *Parking Standards and Provisions Review Recommendations* provide a guide for the policy basis for parking and movement. The following aims have been compiled with regard to these Principles. Additional matters specific to the CBD location are also incorporated with regard to the existing policy directions under the Sullivans Cove Planning Scheme:

- ▶ Ensure that subject to considerations of streetscape, pedestrian movement and cultural heritage values, parking for cars, other vehicles and areas for loading and unloading are sufficient to meet the reasonable demands of customers, employees or residents arising from changes in the use or development of sites.
- ▶ Ensure that parking, access and manoeuvring areas are designed and located in a safe and efficient manner.
- ▶ Ensure that crossovers/accesses are located and designed with regard to safe pedestrian and vehicle sight distances and traffic flows.
- ▶ Minimise the environmental effects of traffic and parking generation from new and or changed use and developments,
- ▶ Ensure that requirements for parking and access address the practical requirements for persons with disabilities.
- ▶ Encourage walking and cycling by providing safe and convenient pedestrian paths, convenient parking for bicycles and convenient shower and change facilities in new use and development where appropriate.
- ▶ Ensure that the provision of access and parking is only made where it does not conflict with streetscape or cultural heritage values.
- ▶ The provision of short term parking and public car parking stations on appropriate sites in the central area will be promoted. Such stations would be expected to serve a range of users for all days of the week and for 24 hours a day.
- ▶ Within the Central Business Zone any car parking approved as part of the redevelopment of land for a single or mixed use development will be encouraged or required to be made available for public use and not restricted to traffic generated by the particular development.
- ▶ Public transport, services and facilities which serve metropolitan Hobart will be encouraged in the central area.

4.1 Zone Purposes

In addition to these aims, the purposes of the various zones for the Central Area following from Stage 4 suggest a variety of desired attributes for future development of the study area.

Having regard to this zone structure and physical conditions the following key points/considerations in relation to transport, access, servicing and parking are noted for each zone.

4.1.1 Central Business Zone

- ▶ The primary focus for the Central Business Zone is intense pedestrian activity generated by retailing, entertainment and multi-storey office uses.
- ▶ On site customer parking is not possible or appropriate in most instances. Unless provided as a public parking facility, it is considered that on-site parking other than for public, emergency or disabled vehicles should be prohibited. If proposed, an application for public, disabled or emergency parking would be discretionary and subject to considerations of pedestrian movement, safety and streetscape. A Traffic Impact Assessment (TIA) may be necessary to support any proposal for a new or significantly intensified access.
- ▶ Café/restaurant uses often desire outdoor dining in the CBD location. Such seating can contribute to the vitality and amenity of the central area. However, it should be managed and located with regard to pedestrian and vehicle movement, footpath dimensions and solar gain.
- ▶ As with the Mixed Use Activity Area under the Sullivans Cove Planning Scheme the preferred approach for the Central Business Zone is for centralised, multi storey parking available to the wider public rather than a specific user. Such parking could be either privately or publicly operated and should cater for a range of users at varying times.
- ▶ Any on-site parking should be contained within a building or at the rear of a building and not visible from the street. The façade of car parks are to be designed to screen views of cars from public areas and without blank walls to the street.

4.1.2 Business Zone

- ▶ The primary focus for the Business Zone is retailing, office and community services. Many of these uses may benefit from some parking on site although site constraints, heritage or streetscape considerations may often make it difficult to achieve.
- ▶ The density, preferred uses and site coverage of existing and preferred development for this zone suggest a high concentration of employees and customers as a ratio to site area.
- ▶ It may be acceptable for some parking to be provided where site circumstances allow.
- ▶ Particular regard should be had for pedestrian safety and amenity in the creation of new accesses.
- ▶ The area contains a number of institutional uses including the Royal Hobart Hospital and Police Station that will continue to maintain and require parking and access for emergency vehicles.
- ▶ A proposal to provide on site parking within the Business Zone should invoke discretion (i.e. permitted if not provided).

4.1.3 Commercial Zone

- ▶ This zone provides for large floor area retailing and service industries. It is likely that the majority of customers will access these uses via car.

- ▶ Although there is a significant concentration of heritage listed sites, the Commercial Zone represents a higher proportion of larger sites that are capable of accommodating the practical requirements of the preferred uses for access, loading and parking.
- ▶ On-site parking, loading and manoeuvring areas should be provided where possible.
- ▶ Although it is important that safe pedestrian access along footpaths can be achieved it is recognised that the pedestrian environment may be less convenient than the Business and Central Business Zones.
- ▶ A proposal that does not provide the required amount of on site parking should invoke discretion.

4.1.4 Mixed Use Zone

- ▶ It is likely that provision of on-site parking for commercial and residential uses will reduce competition for on-street parking and consequently assist to minimise loss of amenity and inconvenience for these uses.
- ▶ It is desirable that on-site parking be provided. Discretion however should be provided to consider a variation to the permitted requirement subject to matters of streetscape and heritage, the nature and size of the development, the availability and capacity of on-street and other off-street parking facilities, the safety of traffic, pedestrians and users of the subject land and the availability of public transport. Priority of movement

The delineated zones across the study area as identified in Stage 4 of the project represent a variety of existing and preferred land uses. These land uses reflect a range of use characteristics and requirements. Examples include cafes & restaurants in the CBD involving al fresco dining or a distribution warehouse on the fringe of the CBD demanding on site access and manoeuvring for heavy vehicles.

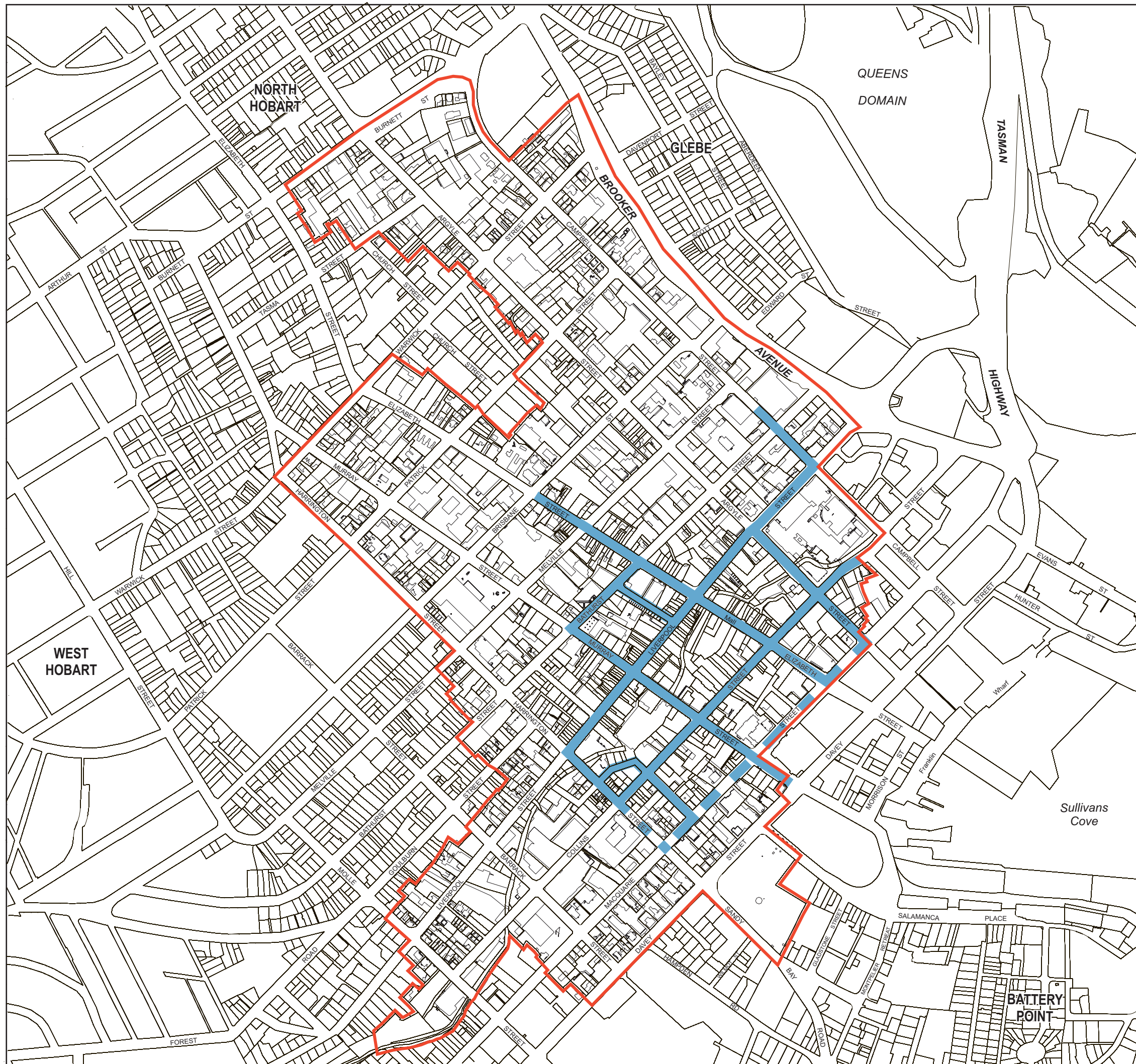
With regard to the above aims and zone purposes Figure 3 identifies street frontages where pedestrian movement and activity should take priority over vehicular access and servicing.

These frontages essentially reflect the pedestrian activity of the CBD but acknowledge in particular:

- ▶ The inner blocks fronting Collins, Liverpool, Murray and Elizabeth Streets within or close to the Central Business Zone including areas covered by the CBD revitalisation program.
- ▶ Links to the large 'people generating' uses/districts of the Royal Hobart Hospital, TAFE, Wapping, State Library.
- ▶ Links to Sullivans Cove along Murray, Elizabeth and Argyle Streets.
- ▶ Macquarie Street is shown as dashed meaning that while its streetscape and public service type uses have the desirable attributes for creating pedestrian priority, the high traffic volume makes this street less hospitable for pedestrians. The reduction of traffic volumes on Macquarie Street is beyond the control of Council and would require State Government intervention.

4.2 Alfresco/Outdoor Dining

In general terms outdoor dining is desirable in this CBD location as it can contribute to the vitality and amenity of the central area. It is particularly desirable within the Central Business Zone and the areas of the Business Zone other than Davey and Macquarie Streets, which are subject to high traffic volumes.



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Street frontages where
pedestrian movement & activity
take priority



Study Area boundary



0 100 200 300
metres

Figure 3

PEDESTRIAN MOVEMENT

However it should be managed and located with regard to safety, the free flow of pedestrian movement and footpath dimensions. While there are other considerations of solar access and passing traffic volumes, it is considered that these conditions will effectively 'self monitor' and outdoor dining will be unlikely to be proposed in areas offering inadequate amenity.

Council's Group Manager Road and Traffic Engineering, is responsible for the administration of occupational licences for outdoor dining under the Highways Bylaws No. 3 of 1997, Section 145 of the Local Government Act 1993 and Sections 5 and 48 of the Local Government Highway Act 1982. He confirms that all outdoor dining proposals are currently considered on their merits with regard to the free flow of pedestrian movement. Interestingly, he reports that there have been no instances where Council have refused an application for an occupation license for such a use.

A development application is not currently taken for outdoor dining and associated non-permanent furniture in the City of Hobart Planning Scheme Planning Area. However, the Sullivans Cove Planning Scheme incorporates outdoor dining standards under a Public Urban Space Schedule. Under this Schedule;

- ▶ Outdoor dining is exempt from planning approval within a location identified on the plan (Hunter Street, Salamanca Square and Salamanca Place) providing it is demonstrated that a free unobstructed pedestrian carriage way can be maintained.
- ▶ Outdoor dining is then discretionary outside areas indicated on the plan. However it is mandatory that a free unobstructed pedestrian carriage way be maintained.

In addition to these standards for planning approval, in Sullivans Cove:

- ▶ Council needs to grant landowners consent for any application within the road reserve or other Council owned land.
- ▶ Council also issues occupation licences for outdoor dining when within the road reserve.

A similar approach of exemptions and discretionary status has been considered for the Central Area. However, given that Council owns the public spaces within the Central Area, it is considered that the three tiered administrative approach requiring, Council's land owners consent, planning approval and an occupation licence is cumbersome and unnecessary.

The merits of outdoor dining proposals could suitably be considered under the existing mechanism of occupation licences and should be exempt from planning approval.

4.3 On-site car parking

The project brief also requires consideration of areas where on-site car parking for business proprietors or principals, employees, customers, commuters should be required.

Figure 4 shows the three areas where on- site parking respectively is

- Prohibited (except for emergency vehicles),
- Discretionary if proposed to be provided and
- Required.

Where required, parking should be provided in accordance with Table 1 – Car Space Provision of the *Parking Standards and Provisions Review*.

The following comments are made of each of these categories.

4.3.1 Prohibited

The area where parking is to be prohibited represents the boundary of the Central Business Zone as identified in Stage 4. In this area on-site customer parking is not possible or appropriate in most instances.

The preferred approach is for centralised, multi storey parking. The existing public car parks in Market Place, Centrepoint, Argyle and Melville Streets currently provide this role. And any future need would be more economically and efficiently met in this way.

In addition to matters of streetscape and pedestrian movement, it is also considered that these central area sites are ideally located to take advantage of public transport and walking or cycling (to work) and thereby contribute to the minimisation of green house gas emissions.

It is considered that parking, other than for public or emergency vehicles, should be prohibited. A discretionary application and supporting TIA would be required for any new or significantly intensified access for such emergency vehicles.

Any on-site parking should be contained within a building or at the rear of a building and not visible from the street. The façade of car parks are to be designed to screen views of cars from public areas and without blank walls to the street.

4.3.2 Discretionary if provided

The area shown on Figure 4 as 'discretionary if provided' aligns the boundaries of the Business Zone identified in Stage 4. These areas relate to higher density office or institutional buildings.

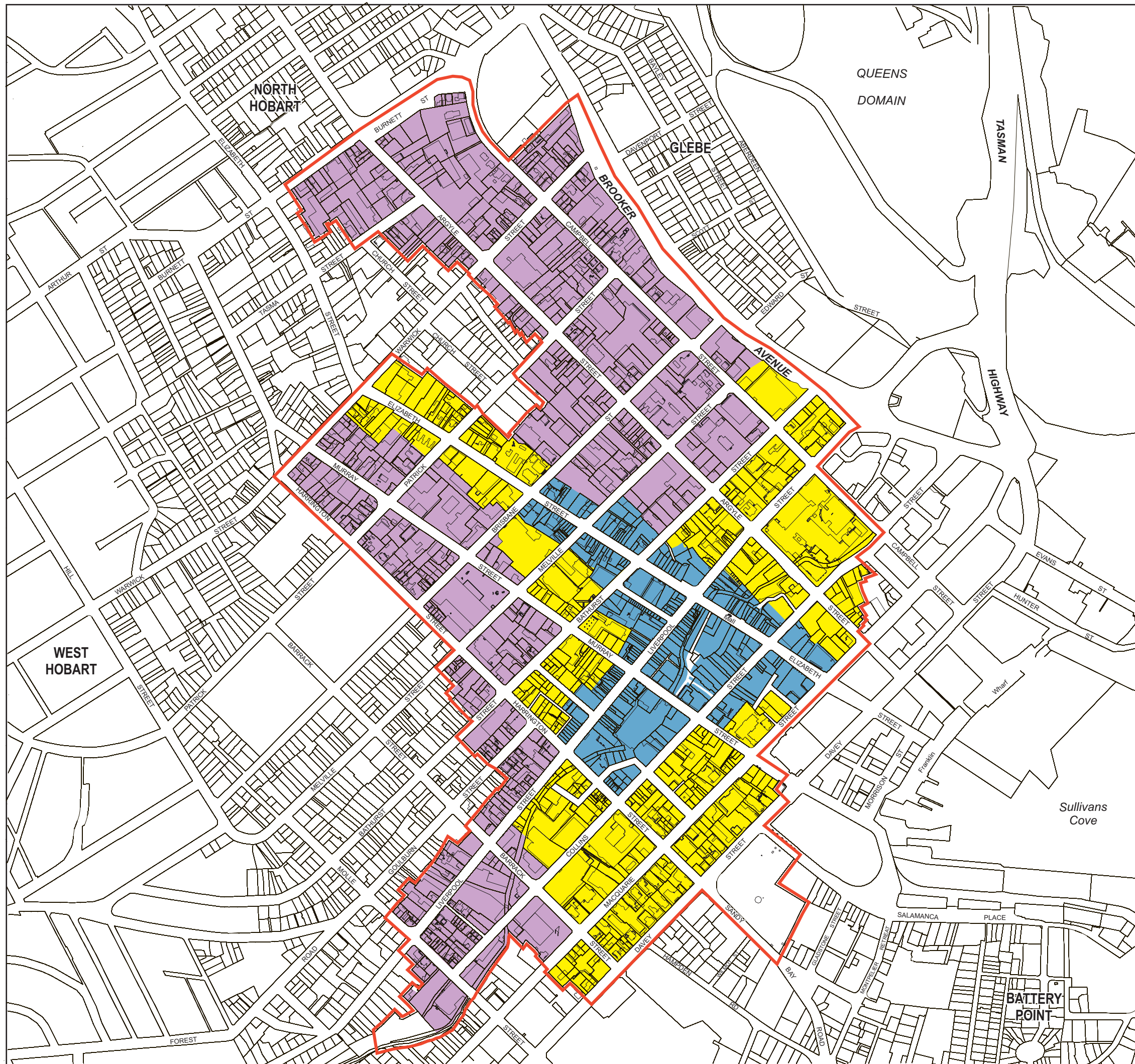
Many of these uses may benefit from providing at least some parking on-site, but heritage, streetscape, traffic conflicts mean that many sites are not particularly suitable for on-site parking. Other considerations are a desire to maximise the efficiency of public transport and minimise green house gas emissions through reduced vehicle movements. It is considered that provision of on-site parking in these areas, other than for short-term public parking should be discretionary (note also that vehicle parking is a discretionary use within all zones covering the study area). The discretion should then be exercised with regard to:

- ▶ A need to justify hours of operation requiring secure parking,
- ▶ Parking for emergency vehicles for ambulances, on call doctors etc, and/or
- ▶ Demonstrate a need for the on street parking and that the proposal does not creating conflicts with traffic, pedestrian movement or streetscape or heritage values.

4.3.3 Required

The areas on Figure 4 where parking is shown to be 'required' relate to the areas identified for Commercial and Mixed Use zones. Although they contain a significant concentration of heritage listed sites, these zones represent a higher proportion of larger sites that are generally capable of accommodating the practical requirements of the preferred uses for access, loading and parking.

It is likely that provision of on site parking will assist to maintain amenity of residences and businesses and minimise conflicts particularly between commercial and residential uses.



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On-site Parking Requirement

- None required
- Discretionary if provided
- Required
- Boundary of Study Area

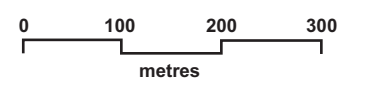
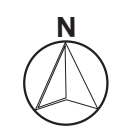


Figure 4
ON SITE PARKING

The preferred uses are likely to be predominantly accessed via vehicle and customer and employee parking, loading and manoeuvring areas should be provided where possible.

Discretion should be provided to vary with consideration of:

- ▶ streetscape and heritage,
- ▶ the nature and size of the development,
- ▶ the availability and capacity of on-street and other off-street parking facilities, and
- ▶ the safety of traffic, pedestrians and users of the subject land.

For use or development involving only a change of use or for alterations to existing buildings, the additional parking requirements should be assessed as the difference between the parking requirements of the existing use or development and that required by the proposed use or development.

5. Conclusion

This stage provides development standards for the zone structure created in previous stages of the Central Area Zoning Review and policy provisions for a Transport and Access Schedule. Both have been prepared in accordance with the format of the planning scheme Template and could be incorporated into a new City of Hobart Planning Scheme.

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