

City of Hobart Planning Scheme 1982

REVIEW OF COMMERCIAL & RESIDENTIAL ZONES

**Development Planning Unit
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1.0 Introduction

This report documents the findings of the various reviews of the Precincts zoned Commercial & Residential under the City of Hobart Planning Scheme 1982 and recommends appropriate provisions for inclusion in the new City of Hobart Planning Scheme based on the Common Key Elements Template introduced by the Resource Planning and Development Commission under Planning Directive No. 1.

This report discusses the issues identified in the context of each Precinct. This does lead to some repetition however it was considered the best approach as many people would only be interested in reading the sections related to the Precinct in which they have an interest.

Each of the Precincts zoned Commercial & Residential under the City of Hobart Planning Scheme 1982 has been the subject of a detailed review to determine if the existing planning controls are resulting in development that meets the Scheme objectives and whether or not those objectives are still appropriate for the future of the area.

The methodology used for gathering information for the various reviews included:

- on site examination of each site in the Commercial & Residential Precincts which included analysis of car parking, land use, density and building heights;
- examination of all property files in each Precinct to review all planning applications received in regard to that property for the past 20 years or so;
- review of previous studies involving the Precincts;
- history and evolution of development in each Precinct was ascertained from the various heritage studies; and
- assessment of existing City of Hobart Planning Scheme 1982 planning controls for the Precincts.

The reviews have not involved community consultation up to this stage as there has been little community interest or pressure for changes to the planning provisions affecting the Commercial and Residential Zone.

2.0 Existing Planning Controls

The Planning Scheme controls development in a number of ways with its structure being based on a series of Zone Objectives, Statements of Desired Future Character and Schedules. The Statements of Desired Future Character provide a description of the intent and envisaged directions for the Precincts that provide the spatial basis for 'local area' planning control.

2.1 Zone Objectives and Statements of Desired Future Character

Under clause 5.5 of the City of Hobart Planning Scheme 1982 the objective of the Commercial & Residential Zone is as follows:-

“The Objective of the Commercial and Residential Zone is to provide for a diversity of commercial and professional uses and some important associated residential uses at densities responsive to the character of historic areas and buildings and/or adjoining Precincts.”

A total of 6 Precincts are contained within the Commercial and Residential Zone and the Statement of Desired Future Character for each of those Precincts is as follows:

The Elizabeth Street Precinct – No 8B

“The Precinct should evolve as a retail and community service area between adjacent residential Precincts. New development should be of lesser density than that to the south and blend with nearby residential areas.”

The Macquarie-Davey Precinct – No. 11B

“The Precinct should continue to function as an area for offices and institutions together with the protection of residential uses and the encouragement of its further development.

The overall townscape of the Precinct derives its character from Georgian and Victorian town houses and cottages. New development should respect this existing streetscape character.”

The Barracks Precincts - Nos. 12A and 12B

“The Barracks Precincts should continue to be dominated by the Barracks complex, surrounded by an inner city mixed use area with the main uses being commercial and administrative. The present diversity of activities should be sustained; uses not presently established in the Precincts should be excluded.

On Hampden Road and within the Anglesea Barracks (Precinct 12A) any new building work should reinforce the predominant character of existing 19th Century buildings.

Development in Precinct 12B should reinforce the existing character of the residential scale buildings surrounded by extensive landscaped open space; the visual prominence of the historic wall and chimney in Sandy Bay Road should not be diminished.”

The Elizabeth Street North Precinct – No. 16B

“Precinct 16B (north of Federal Street) should continue as a mixture of residential and business use with existing buildings converted to flats or office uses. Local services and community uses will also be appropriate.

Buildings should be set back from the street to allow a landscaped frontage and to preserve the character of existing and historic buildings. New development should not exceed two storeys and should be of a scale and design which is sympathetic to the existing development.”

The New Town Road Precinct - No. 18

“The Precinct should continue to be an appropriate location for local shopping facilities and major road commercial uses as well as for residential flat development. Sub-regional shopping facilities and industrial development should be restricted generally to existing establishments.

Increased provision of seating and shelter for pedestrians is desirable, as is an improvement to the quality of the townscape by the landscaping of street frontages.”

A consistent theme can be seen in the Desired Future Character Statements with reference to continuing both residential and commercial uses as the dominant land uses in each of the Precincts. The main exception to this is in the Elizabeth Street Precinct 8B where there is no reference to continuing residential use. Most of the statements also contain a reference to protecting the streetscape and historic character of the Precincts.

Clause 5.1.2 provides that where development is in close proximity to the boundary between two dissimilar Precincts, consideration may be given to adjusting relevant controls to create a gradual transition of use and building form from one Precinct to the other. However, such development must still not detract from the attainment of the Desired Future Character of either Precinct.

2.2 Land Use

Schedule A of the Planning Scheme contains definitions of land use types and specifies the use status for the various use groups in each zone. The use status for development in the Precincts within the Commercial & Residential Zone is shown below:

Prohibited (X), Permitted (P) and Discretionary (d) uses in Commercial & Residential Zone Precincts

Use Group		Use Status***
I	house, ancillary flat, home occupation	P
II	flat, elderly person's unit	P
III	multiple dwelling	d
IV	domestic business	d
V	consulting rooms, community centre, place of worship	P
VI	hospital, welfare institution	d
VII	educational establishment	d
VIII	office	P
IX	shop, take-away shop, bank	P**
X	holiday unit, motel, hotel, club, cinema, theatre, restaurant, discotheque, bed and breakfast accommodation	d
XI	active recreation	d
XII	amusement machine centre, health studio	d
XIII	service industry, showroom, car hire premises	P*
XIV	light industry, warehouse, saleyard	X
XV	transport depot, timber yard, an industry	X
XVI	local shop	P
XVII	passive recreation	P

* except for car hire premises which is 'd'.

** supermarket is discretionary.

*** Note (h) to Table A1 states that for properties 95-115/117 and 98 to 146 New Town Road Use Groups IX (shop, supermarket, take-away food shop, a bank) and XIII (service industry, showroom, car hire premises) shall be prohibited and Use Group XVI shall be discretionary. (This note does not apply to uses in buildings existing on 22nd November 1999 specifically designed and built for commercial purposes.)

2.3 Development Density

Schedule B of the Planning Scheme provides density controls for development within the Commercial & Residential Precincts. Basic Plot Ratio indicates the preferred densities of built form within the Precincts. Maximum Plot Ratio provides the facility (at Councils discretion) for developments to expand beyond the basic plot ratio where the development provides facilities and features to benefit the area as specified in Principle 8. Plot ratio is calculated by dividing the floor area by the site area.

The density provisions for each Precinct are shown in the table below:

Prescribed Densities for Commercial & Residential Precincts

	Precinct					
	8B	11B	12A	12B	16B	18
Density Rating Reference Number	9	9	5	9	10	22
Basic Plot Ratio	0.9	0.9	2.25	0.9	0.9	0.5
Maximum Plot Ratio	1.2	1.2	3.0	1.2	1.2	0.5
Minimum Lot Area (m ²) - means minimum total lot area allowed in individual lots in the case of subdivision, boundary adjustment	480	480	360	480	480	480
Minimum Frontage (m)	15	15	10	15	15	15
Minimum Inscribed Circle (m) - means the minimum diameter of a circle that can be drawn within the boundaries of the lot so that its center is not more than its diameter from the frontage of the lot	15	15	10	15	15	15
Dwelling Unit Factor (m ²) - means the value by which the site area is divided in order to calculate the maximum number of dwelling units permitted in accordance with Section B.7.1 of the scheme.	120	120	120	120	160	120

The basic plot ratio specified for each Precinct is the same apart from Precincts 12A and 18. Precinct 12A contains 2 major institutional complexes these being Anglesea Barracks and the Repatriation Centre. The basic plot ratio for this Precinct presumably reflects the size and scale of the Repatriation Centre buildings, it is not clear however why it would be appropriate for the Anglesea Barracks site to be redeveloped at this density given its heritage value.

The basic plot ratio in Precinct 18 was reduced from 0.9 to 0.5 by way of the 3/97 Amendments. The reasons for this being that the majority of properties on the New Town Road frontage have a plot ratio well below 0.5 and the plot ratio of 0.9 was unlikely to be achieved without causing traffic and parking problems or detracting from the heritage values of the area. In addition, a review of potential development sites in the area indicated that it was unlikely that this plot ratio potential would be utilised.

The minimum lot sizes and dwelling unit factor are similar for each Precinct. Precinct 12A has a slightly lower minimum lot size (360m²) and Precinct 16B has a slightly higher dwelling unit factor (160m²). The theoretical dwelling yield for all the precincts is 4 (480/120), excepting for these 2 precincts, for which it is 3 (360/120 and 480/160) respectively.

2.4 Height

Schedule C of the Scheme specifies the maximum height of buildings or structures. In Precincts 8B, 11B, 12A and 12B the maximum height of buildings is 9m to the top

most habitable floor level i.e. up to 4 storeys on sites with minimal slope. In Precincts 16B and 18 the maximum height of buildings is 4.8m to the top most habitable floor level, the same as for non residential development in the residential zones.

2.5 Siting of buildings

Schedule D of the Scheme contains provisions related to the siting of buildings and landscaping. The clauses relevant to the Commercial and Residential Zone are as follows:

“D.3.2.1 In these zones no specific boundary setbacks are required other than to satisfy Principle 16 or the Statement of Desired Future Character for individual Precincts in respect of front boundary setbacks.

D.3.2.2 However, the provision in respect of boundaries between Precincts as referred to in Section 5.1.2 of the Planning Scheme are particularly important where these Zones meet the Residential Zones. To protect residential or visual amenity the standards set out in D.3.4 below will be applied to those developments which abut a residential site in an adjoining Residential Zone, and buffer landscaping will be required.

D.3.2.3 In addition, in the Commercial and Residential Zone where new development abuts an existing residential development within Use Groups I to III boundary setbacks will be required as though the land in question were located in a Residential Zone and buffer landscaping will be required.”

2.6 Traffic, access and parking

Schedule E of the Scheme contains provisions regarding vehicular access and the provision of car parking spaces depending on the type of use. Policy objectives are specified for each zone and in regard to the Commercial & Residential Zone, clause E.9.5 states as follows:

“High volumes of traffic pass through Precincts 18 and 11B and its smooth flow should be maintained. All day non-resident on-street parking is to be discouraged especially in Precincts 11B, 12A and 12B.”

Under clause E.8.1 cash-in-lieu of car parking spaces may be taken in all of the Commercial & Residential Precincts for development in Use Groups IV to XVI (inclusive).

2.7 Heritage

All of the Commercial & Residential Precincts contain heritage listed places and all contain Heritage Areas or parts of Heritage Areas apart from Precinct 16B. Principle 20 of the Planning Scheme states that areas shown as Heritage Areas and places listed on the Heritage Register (Appendix 1 of Schedule F) shall be

conserved. In addition Clauses F.3.2 and F.4.3 require retention of any listed place or existing building, or structure within a Heritage Area unless: -

- i) it clearly detracts from the cultural significance of the Area, or*
- ii) there are overriding environmental, economic or practical reasons for its removal either wholly or in part.*

Areas adjacent to Heritage Areas and listed properties must also under Clauses F.3.3 and F.4.4: -

"... be in keeping with those characteristics of the Area or place which contribute to its cultural significance."

F.3.4 requires any new development within a Heritage Area to be: -

"... in harmony with the height, bulk, setbacks, material, colours and finishes of existing buildings..."

All development within or adjacent to a Heritage Area or 'place' is discretionary.

2.8 Signs

Schedule G specifies the standards applying to signs. In the Commercial & Residential Zone the status of signs is as follows:

Prescribed Signs Status for Commercial & Residential Precincts

Sign Type	Status
Below Awning Sign, Horizontal Projecting Wall Sign, Transom Sign.	Exempt Signs
Ground Based Sign, Pole or Pylon Sign, Wall Sign.	Preferred Signs
Above Awning Sign, Banner Sign, Poster Sign (Bill Board), Roof Sign, Sun Blind Sign, Vertical Projecting Wall Sign, Wall Mural	Discretionary Signs
Sky Sign, Flashing or Moving Sign, Sign painted on roof of a building.	Prohibited Sign

3.0 Characteristics of the Commercial & Residential Precincts

This section provides a summary of the characteristics of each Precinct in terms of existing land use, building stock, form, density and traffic / parking issues.

3.1 Precinct 8B – Elizabeth Street

Analysis of Precinct 8B reveals quite a mixed precinct both of built form, layout, activity and evolution of development. However, the main use in the Precinct in terms of land area is that of education (see Appendix A Plan 2). In terms of number of uses commercial activities are dominant. The majority of uses appear low key and unobtrusive in activity and signage. Most buildings are relatively low in scale and density.

The density of development is relatively low with the majority of properties being under a plot ratio of 0.6. The vast majority of buildings are 1 or 2 storey (see Appendix A Plan 5). Along Elizabeth Street buildings are generally located close to the road frontage and many occupy the full width of the frontage. Most properties have open space or car parking at the rear of the building.

Commercial activities make up about 70% of the uses in the Precinct. The average plot ratio in Precinct 8B is 0.69 compared to the average plot ratio in the Residential 1 Zone in the vicinity which is 0.3. (see Appendix A Plan 6)

Traffic volumes in this part of Elizabeth Street are in the vicinity of 16,500 vehicles per day based on a count undertaken in 1989. 70% of all properties surveyed in Precinct 8B have some form or provision of off-street parking. On street parking is available along most streets in Precinct 8B although various time limits are in place.

3.2 Precinct 11B – Macquarie - Davey

Detailed analysis of the built form of Precinct 11B uncovers an evolution from distinctly residential uses to a mix of commercial and residential uses (see Appendix B Plan 5). Although there has been a distinct shift towards more commercial uses within the precinct the residential nature still dominates with just under 50% of all land uses being residential. Of those commercial uses a large proportion (around 37%) are professional offices or consulting rooms where the existing residential built fabric has not been altered.

The vast majority of buildings in the Precinct are between two and three storeys in height and there are only a handful of buildings that are greater than three storeys (see Appendix B Plan 6). The architectural styles that dominate the precinct are mainly from the 19th Century, although there are a few streets such as Ispahan and Warneford Streets whose architectural styles are from the early to mid 20th century.

The density of development within the precinct has not varied substantially since the early development of this part of Hobart, which is a good indicator as to the preservation of the original built fabric. There are only 10 properties that have

exceeded the basic plot ratio while the median plot ratio for the precinct is 0.41 and the mean plot ratio is 0.47 (see Appendix B Plan 8).

The area is one of the busiest in Hobart at peak hour as it contains the 2 main roads in and out of Hobart for southern commuters. Parking in the area is not a particularly prevalent land user, given its proximity to the city centre although limited on-street parking exists along most of the streets.

3.3 Precincts 12A & 12B - Barracks

Although the major land uses in these Precincts are the Repatriation Centre and Anglesea Barracks with 52.8% of properties are being used for residential purposes (see Appendix C Plan 5). In recent years the number of residential uses has dropped in favour of commercial uses. Recent development in the area however has concentrated more on changes of use and internal alterations rather than increasing density.

Nearly one third of all properties in the area have a plot ratio of 0.2 while just under 60% of all properties have a plot ratio of 0.4 and under (see Appendix C Plan 7). 35% of all the properties in the area have a plot ratio of between 0.5 and 0.7 while only 7.6% of all properties have a plot ratio of 0.8 and over.

The majority (87.2%) of residential buildings are 2 to 3 storeys high with many of the commercial buildings being higher than this. Several of the commercial buildings are between 4 – 6 storeys in height (see Appendix C Plan 6).

Traffic volumes in the area are relatively low in the internal streets even at peak hour times. The perimeter streets surrounding the Precincts however are very busy, particularly at peak times as they are main thoroughfares from the City to the Southern Outlet, Sandy Bay and the other southern suburbs. The majority of parking in the area is 2hr metered on street parking, in addition most properties have off street parking either to their front or side boundaries (see Appendix C Plan 4).

3.4 Precinct 16B – Elizabeth Street North

This analysis of Precinct 16B reveals a mixed precinct in terms of built form, layout, activity and evolution of development. However, the main use in the Precinct is that of residential (41%) followed by offices, community services and consulting rooms (doctor's surgeries) (see Appendix A Plan 2) (see Appendix D Plan 5). The majority of uses are low key and unintrusive in activity and signage and are located in refurbished 19th century buildings originally constructed as residences.

The majority of buildings are relatively low in scale and mass. Many are ornate in architectural style and display one or more characteristics of the architectural styles popular in the 19th century (see Appendix D Plan 3). Many of these buildings are located on very large blocks dating from 19th century land subdivision and therefore have quite a low plot ratio and density despite the large size of the building. Higher densities occur around the nodal points located at the junction of Elizabeth Street, New Town Road and Augusta Road.

Over one third of all properties in the Precinct have a plot ratio of 0.2 while just under 70% of all properties have a plot ratio of 0.4 and under (see Appendix D Plan 7). 15% of all the properties in the area have a plot ratio of between 0.5 and 0.7 while 13% of all properties have a plot ratio of 0.8 and over. The vast majority of buildings are either one or two storeys (see Appendix D Plan 6).

Traffic and parking movements in Precinct 16B depend on the time of day - traffic movement is at a peak at around 8am and again around 5pm. The Precinct is bordered by New Town Road and Elizabeth Street - these two roads are a major arterial route between North Hobart and the City and the northern suburbs. While the majority of traffic uses the Brooker Highway, traffic levels along New Town Road and Elizabeth Street are still high at peak hour times. 50% of all properties in Precinct 16B have some form of or provision for off-street parking (see Appendix D Plan 4).

3.5 Precinct 18 – New Town Road

Precinct 18 is a mixed precinct in terms of built form, layout, activity and evolution of development. The 2 largest individual land uses are the K-Mart and Woolworths shopping complexes. In terms of the number of uses residential activities are dominant occupying 57.3% of properties. The majority of uses appear low key and unobtrusive in activity and signage. Most buildings are relatively low in scale and density.

The density of development is relatively low with the majority of properties being under a plot ratio of 0.4. Of the larger developments, the Woolworths site has a plot ratio of 0.43 and K-Mart has a plot ratio of about 0.27. The vast majority of buildings are 1 or 2 storey. Along New Town Road buildings are generally located close to the road frontage and most properties have open space or car parking at the rear of the building.

Traffic volumes in this part of New Town Road are in the vicinity of 16,000 vehicles per day. The vast majority of all properties in Precinct 18 have some provision of off-street parking. On street parking is available along most streets in Precinct 18 although various time limits are in place.

4.0 Development Trends

This section examines how each of the Precincts has developed under the operation of the Planning Scheme and the trends in development patterns and land use. The results provide some insight into the demand for and the appropriateness of the zoning which specifically provides for commercial / residential use and its associated standards especially plot ratio, height and dwelling unit factor.

4.1 Precinct 8B – Elizabeth Street

The review of the planning applications in Precinct 8B from January 1984 to June 2004 found the following:

- 80% of properties in the Precinct were the subject of planning applications for this period;
- the majority of planning applications received were for signs, extensions, alterations and changes of use;
- the changes of use do not strongly indicate any particular land use trends in terms of the commercial / residential mix;
- only 25% of all planning applications involved an increase in plot ratio; and
- the vast majority of the increases in plot ratio were less than 0.15.

The number of applications for minor extensions, alterations and changes of use compared to the number of applications for demolition or redevelopment would indicate that existing building stock is being retained and adapted for the changing use.

It would also appear that most of the few residential properties left in the Precinct are not particularly suited to reuse for commercial purposes because of their size, difficult access or location.

4.2 Precinct 11B – Macquarie - Davey

The review of the planning applications in Precinct 11B from January 1984 to June 2000 found the following:

- 55% of the properties in the Precinct were the subject of 1 or more planning applications from January 1984 to June 2000.
- the majority of planning applications received were for extensions / alterations to existing buildings and changes of use;
- the majority of changes of use for the area were from residential (Use Group 1) uses to consulting room uses (Use Group 5) closely followed by residential to office uses (Use Group 8). Changes from offices to consulting rooms was the third most common type of change of use application.
- the changes of use do not strongly indicate any particular land use trends in terms of the commercial / residential mix;
- only 28% of all planning applications involved an increase in plot ratio; and

- the vast majority of the increases in plot ratio were less typically between 0.01 to 0.04.

Residential uses within the precinct make up almost half (48%) of the uses in the area. The proportion of properties in residential use have remained stable with many new developments including Vauclose Retirement Village, the expansion of St. Ann's Rest Home and a number of new residential home applications. Residential infill at the rear of a number of the larger 19th Century properties (now used as commercial premises) in both Davey and Macquarie Streets has also become more prevalent in the last few years.

It should be noted that the 'O' series of amendments of the Planning Scheme in 1995 involved the properties in Gore Street and Ispahan Avenue being rezoned Residential 1 and included in Precinct 26B.

4.3 Precincts 12A & 12B - Barracks

The review of the planning applications in Precincts 12A and 12B from January 1984 to February 2000 found the following:

- 49% of the properties in the Precinct were the subject of 1 or more planning applications from January 1984 to June 2000.
- the majority of planning applications received were for extensions / alterations to existing buildings and changes of use;
- the majority of changes of use in the area were from office (Use Group 8) to residential (Use Group 1) or consulting room uses (Use Group 5);
- the changes of use do not strongly indicate any particular land use trends in terms of the commercial / residential mix;
- only 35% of all planning applications involved an increase in plot ratio; and
- the vast majority of the increases in plot ratio were typically between 0.01 to 0.04.

There appears to be no specific trend of changes from commercial uses to residential uses and vice versa. Residential uses make up slightly less than half of all the uses in the area. The number of residential uses have remained steady in recent years and even increased with the development of several residential apartment blocks in the area.

4.4 Precinct 16B – Elizabeth Street North

The review of the planning applications in Precinct 16B from January 1984 to February 2000 found the following:

- 54% of the properties in the Precinct were the subject of 1 or more planning applications from January 1984 to June 2000.
- the majority of planning applications received were for extensions / alterations to existing buildings and changes of use;
- the most common changes of use in the area were from residential (Use Group 1) to offices or consulting rooms;

- the changes of use do indicate that residential use has declined by 15% over the study period;
- only 21% of all planning applications involved an increase in plot ratio with the average increase being 0.14.

Residential use has declined over the past 20 years but is still a significant component of the land uses present. While houses and flats are permitted uses, the Planning Scheme does not encourage the retention of residential uses in this Precinct through its objectives.

Very few non-residential uses have been converted back to residential in the past 20 years and the trend is towards a continued decline in residential use particularly along Elizabeth Street and New Town Road.

4.5 Precinct 18 – New Town Road

Precinct 18 is a mixed precinct in terms of built form, layout, activity and evolution of development. The 2 largest individual land uses are the K-Mart and Woolworths shopping complexes. In terms of the number of uses residential activities are dominant occupying about 57% of properties.

A detailed review of the planning applications in Precinct 18 over the past 20 years has not been carried out as the area was subject to a detailed planning study by planning consultants (*New Town Commercial Centre Study*, 1996, J Douglas & Associates) in 1996 and a supplementary assessment by the HCC Development & Environmental Services Division in 1997 (see Appendix E). The outcome of this was a number of amendments to the Planning Scheme which altered the boundaries of Precinct 18 in a number of locations and reduced the basic and maximum plot ratio from 0.9 and 1.2 to 0.5.

The 1996 *New Town Commercial Centre Study* did include a detailed land use survey and this was reviewed in June 2005. This showed that the use of 21 properties had changed in the 9 year period. 8 had changed from residential use to commercial use and 5 had changed from commercial use to residential.

There is no apparent trend towards an overall decline in residential use in the Precinct.

5.0 Discussion of Issues

This section summarises the findings of the various Precinct reviews and discusses whether the existing planning controls are appropriate.

It also recommends planning controls appropriate for the Commercial Residential Precincts under a new City of Hobart Planning Scheme based on the Common Key Elements Template introduced by Planning Directive No.1.

5.1 Precinct 8B

5.1.1 Use

The Statement of Desired Future Character for Precinct 8B encourages the area to evolve as a retail and community service area between adjacent residential precincts. It is considered that these overall objectives have generally been achieved as the area does contain a diversity of commercial and professional uses and a significant community service component in the education sector.

Changes of use have most often been consistent with the Planning Scheme's preferred uses and the nature of the uses generally has not had a significant impact on the amenity of adjoining residential Precincts.

Residential use has declined slightly over the past 20 years and is a relatively minor component of the land uses now present. While houses and flats are permitted uses, the Planning Scheme does not discriminate in favour of the retention of residential uses through its objectives.

It appears that there is little demand for new residential developments to occur in the Precinct particularly at ground floor level. There is some scope however for the upper storey of commercial buildings to be used for residential purposes and this should be encouraged by continuing the permitted status of residential use. This is also consistent with the desire for affordable housing to be provided in locations easily accessible to the City.

Future Directions

The types of uses permitted or discretionary under the current Planning Scheme are considered appropriate for the future of the area, and the current Scheme objective to encourage the present 'Precinct' to evolve as a retail and community service area between adjacent residential precincts is also considered appropriate.

5.1.2 Density, Height and Setbacks

The actual densities of development in the Precinct are quite low for an inner city area and the vast majority of all properties are well below the basic and maximum plot ratio specified for the Precinct. Based on a review of planning applications over the past 20 years there appears to be little demand for developing properties to the

allowable plot ratio. Plot ratio provisions have not acted as a restraint on most development in the area.

The review of the number of storeys of each building in the Precinct shows that 92% of buildings are 1 or 2 storeys. The maximum height allowed under the Planning Scheme is 9m to the topmost habitable floor level. This would allow for a 4 storey building in most cases. Again there appears to have been no demand or need for commercial properties to develop to this height.

Schedule D of the Planning Scheme requires new development in Precinct 8B to be setback from the side and rear boundary with existing residential development in accordance with the setbacks required in the residential zones. The aim of this is to protect the amenity of adjoining residential properties. Many of the commercial properties in the Precinct have a rear boundary adjoining land in the Residential 1 Zone.

The density and height provisions in the Planning Scheme are quite generous and are unlikely to be achieved on the majority of properties given the setback provisions and parking requirements.

Future Directions

The Planning Scheme Density Study: Review of Plot Ratio (2001, Spiller Gibbins Swan Pty Ltd) found that plot ratio controls are generally in excess of demand requirements and hence their effectiveness as a mechanism to control density is to a large extent invalidated. It recommended that in any revision of the Planning Scheme plot ratio controls be abandoned in favour of a range of height, setback and building envelope provisions.

This recommendation is supported and it is considered that the height and side and rear setback provisions should be similar to those used in the residential zones where development sites adjoin residential uses or zones. Setbacks on other sites should be consistent with the current scale of development and the recommendations of the North Hobart Heritage Study (1999) outlined in 5.1.4 below.

5.1.3 Parking and Traffic

70% of all properties surveyed in Precinct 8B have some form or provision of off-street parking. On street parking is available along most streets in Precinct 8B although various time limits are in place. Residents are exempt from the parking time limits in a number of streets. Finding short term on street parking can be a problem at some times of the day. There appears to be little scope however to provide additional off street parking for public use and the existing Planning Scheme provisions requiring the provision of on-site parking for new development seem appropriate subject to any heritage constraints. The existing on street parking restrictions are consistent with the Scheme objective to discourage all day non-resident on-street parking.

The majority of changes of uses and extensions to exiting developments are asked to provide off-street parking as a condition of the planning approval. Cash-in-lieu

payments can be taken where it is not possible to provide additional on site parking but this is of limited usefulness as it would be difficult for Council to provide new off street parking in the immediate vicinity.

Traffic movements in Precinct 8B depend on the time of day with traffic movements peaking at around 8am and again around 5pm. The vast majority of traffic is through traffic with volumes in this part of Elizabeth Street being in the vicinity of 16,500 vehicles per day. Traffic volumes at particular times do make it difficult to access or egress sites along Elizabeth Street. There is little that can be done however to alleviate this situation.

Future Directions

The existing policies requiring the provision of on-site parking for new development subject to any heritage constraints and on street parking restrictions to discourage all day non-resident on-street parking should be continued. Cash-in-lieu of car parking should not be required in this area.

5.1.4 Heritage

Precinct 8B contains 13 heritage properties and small parts of 2 heritage areas. About 90% of all properties are either heritage listed or are adjacent to a heritage listed property.

The North Hobart Heritage Study (1999 R Vincent) and the North Hobart Heritage Areas – A Detailed Assessment (2005 K Bennett) recommended that all properties fronting Elizabeth Street between Warwick and Federal Streets should be included in a new heritage area (see Plan 7 in Appendix A).

The North Hobart Heritage Study (1999) also recommended that the existing density of the area should be maintained into the future in order to respect the historic layout of the area. Specific recommendations included; new buildings be set back according to height and not be forward of the prevailing street setback, side setbacks enable vehicular access and that a height restriction be maintained.

Future Directions

The recommendations of the North Hobart Heritage Study are supported in principle and should be factored into the future setback and height provisions and designation of heritage areas in the heritage schedule. Council has adopted a policy position that individual heritage places should be listed in the Tasmanian Heritage Register rather than in the Planning Scheme.

5.1.5 Signs

The Planning Scheme sign provisions are relatively restrictive in this Precinct and this is reflected in most signs being fairly low key and unobtrusive. There have been a significant number of applications for signs over the past 20 years and a number of

these have had conditions placed on them restricting the size, location and style of the sign. Sky signs, flashing or moving signs and signs on the roof of a building are presently prohibited and should continue to be so.

Future Directions

It is recommended that the new Planning Scheme contain similar sign controls for the area to those at present.

5.1.6 Streetscape, amenity and landscaping

The streetscapes in the Precinct particularly along Elizabeth Street are relatively hard edged with landscaping in the area being minimal. The provision of off street parking visible from the street also adds to the hard edge appearance.

The Planning Scheme does discourage the provision of car parking between the building line and the street boundary except where topographical constraints dictate this as the only solution. Principle 12 of the Planning Scheme also allows Council to require the provision of landscaping as a condition of approval for any new development. This could be used for example to soften the appearance of car parking areas.

Future Directions

These policies should be continued in the new planning scheme.

5.1.7 Precinct boundaries and future zoning

In terms of the Statement of Desired Future Character for Precinct 8B, which encourages the area to evolve as a retail and community service area between adjacent residential precincts, the Precinct and zone boundaries appear to be appropriate. No change to the zone boundaries is recommended unless the area becomes part of a larger zone for commercial purposes in the new Planning Scheme.

A new City of Hobart Planning Scheme is required to be based on the Common Key Elements Template introduced by Planning Directive No.1. This template specifies the zones that can be used in the planning scheme. In regard to these zones it would appear that there are 2 options which may be appropriate.

The first is the '*Mixed Use Zone*'; the purpose of which is to provide for a range of residential, commercial, industrial and other uses that complement the function of a locality where a mix of uses has established and it is desirable for a mix to be maintained.

The second is the '*Business Zone*'; the purpose of which is to provide for retailing, offices and community services in a concentrated area.

Additional statements of purpose relevant to the particular area may be included.

The current strategic intent of the Planning Scheme is that the Precinct evolve as a retail and community service area. Unlike the other Precincts in the Commercial and Residential Zone the Statement of Desired Future Character does not encourage the retention or development of residential uses. The Precinct is 'mixed use' in terms of its commercial and community service uses but not in terms of residential use which is a very minor component in terms of land area occupied.

Future Directions

It is considered that the purpose of the 'Business Zone' is more appropriate for the future development of the area and is consistent with the zone to be recommended in the Central Area Zoning review for the adjoining area to the south east along Elizabeth Street (Precinct 8A).

5.2 Precinct 11B

5.2.1 Use

The Statement of Desired Future Character for Precinct 11B encourages the area to continue to function as an area for offices and institutions together with the protection of residential uses and the encouragement of its further development. It is considered that these overall objectives have generally been achieved as the area does contain a diversity of office and institutional uses along with a substantial residential component.

Changes of use have most generally been consistent with the Planning Scheme's preferred uses. Residential uses within the precinct make up almost half (48%) of the uses in the area. The proportion of properties in residential use have remained stable with many new developments including Vaucluse Retirement Village, the expansion of St. Ann's Rest Home and a number of new residential home applications. Residential infill at the rear of a number of the larger 19th Century properties (now used as commercial premises) in both Davey and Macquarie Streets has also become more prevalent in the last few years.

Future Directions

The types of uses permitted or discretionary under the current Planning Scheme generally are considered appropriate for the future of the area as is the Scheme objective for the area to continue to function as an area for offices and institutions together with the protection of residential uses and the encouragement of its further development. It is considered that retail uses should be discretionary in order to ensure that that retail shopping strips do not develop along major arterial roads within the Precinct.

5.2.2 Density, Height and Setbacks

Since 1984 the number of sites on which it was proposed to increase the plot ratio was 63 out of a total of 224 planning applications while 4 proposed decreasing the plot ratio. Most of the plot ratio increases required were relatively small, between

0.01 and 0.04, this is mainly due to most of the applications being for a change of use with minimal extensions. The average plot ratio increase was 0.1.

The actual densities of development in the Precinct are quite low for an inner city area and the vast majority of all properties are well below the basic and maximum plot ratio specified for the Precinct. Based on a review of planning applications over the past 20 years there appears to be little demand for developing properties to the allowable plot ratio. Plot ratio provisions have not acted as a restraint on most development in the area.

The review of the number of storeys of each building in the Precinct shows that 91.6% of buildings are 1 or 2 storeys. The maximum height allowed under the Planning Scheme is 9m to the topmost habitable floor level. This would allow for a 4 storey building in most cases. Again there appears to have been no demand or need for commercial properties to develop to this height.

Schedule D clause D3.2.3 of the Planning Scheme requires new development in Precinct 11B to be setback from the side and rear boundary with existing residential development in accordance with the setbacks required in the residential zones. The aim of this is to protect the amenity of adjoining residential properties. A significant number of the commercial properties in the Precinct have a common boundary with a property used for residential purposes.

The density and height provisions in the Planning Scheme are quite generous and are unlikely to be achieved on the majority of properties given the setback provisions, parking requirements and heritage constraints.

In 1994 the Central Area Strategy Plan (CASP) (Note: not endorsed by Council) recommended that the height and plot ratio for the precinct be amended so that the maximum height of buildings, to the eaves level, should be between 3m and 6m and that the plot ratio for each site should be based on individual heritage and streetscape considerations.

Future Directions

The Planning Scheme Density Study: Review of Plot Ratio (2001, Spiller Gibbins Swan Pty Ltd) found that plot ratio controls are generally in excess of demand requirements and hence their effectiveness as a mechanism to control density is to a large extent invalidated. It recommended that in any revision of the Planning Scheme plot ratio controls be abandoned in favour of a range of height, setback and building envelope provisions.

This recommendation is supported and it is considered that the height and side and rear setback provisions should be similar to those used in the residential zones where development sites adjoin residential uses or zones. Setbacks and height limits on other sites should be consistent with the current scale of development and the need to protect heritage values. A maximum site coverage provision is also recommended to ensure that new development is consistent with the existing pattern of development.

5.2.3 Heritage

Precinct 11B contains 62 heritage properties and a substantial part of the precinct is covered by Heritage Area 5. About 76% of all properties are either heritage listed or are adjacent to a heritage listed property.

The City Fringe Heritage Study (2003 K Bennett for the HCC) recommended that an additional 28 properties be listed on the heritage register in the planning scheme and that Heritage Area 5 be extended to cover all properties in Warneford Street. The South Hobart Heritage Study (2000 P Davies & I Terry) recommended that Heritage Area 5 be extended to cover the vast majority of properties west of Antill Street. (See Plan 2 Appendix B).

Future Directions

The recommendations of the City Fringe Heritage Study are supported in principle and should be factored into the heritage schedule in the new Planning Scheme. Council has adopted a policy position that individual heritage places should be listed in the Tasmanian Heritage Register rather than in the Planning Scheme.

5.2.4 Streetscape amenity and landscaping

The streetscapes in the Precinct are generally characterised by early buildings on a mix of small to relatively large lots. There are several properties with a hard edged appearance where the buildings are close to the street frontage and little opportunity is provided for landscaping.

The Planning Scheme does discourage the provision of car parking between the building line and the street boundary except where topographical constraints dictate this as the only solution. Principle 12 of the Planning Scheme also allows Council to require the provision of landscaping as a condition of approval for any new development. This could be appropriate in certain circumstances to soften the appearance of car parking areas.

Future Directions

These policies should be continued in the new planning scheme.

5.2.5 Traffic and parking.

Despite being located at the entrance to the Southern Outlet, traffic within the Precinct at peak times flows quite well in normal circumstances. Most traffic heads into town along Macquarie Street during the morning as workers from Kingston and Blackmans Bay head into work, and during the afternoon peak this traffic load increases along Davey Street as people head for the Southern Outlet. A significant amount of traffic is also generated from Antill Street and Regent Street, this in turn feeds into both Davey and Macquarie Streets.

Most properties in Precinct 11B have some form of off-street parking. On street parking is available along most streets in the Precinct although various time limits are in place in order to ensure that parking is available for residents and customers and clients of businesses. The existing Planning Scheme provisions requiring the provision of on-site parking for new development seem appropriate. All day on street parking is not allowed in the Precinct consistent with the objective of the Scheme to discourage all day non-resident on-street parking.

The majority of new developments are required to provide off-street parking as a condition of the planning approval. Cash-in-lieu payments can be taken where it is not possible to provide additional on site parking but this is of limited usefulness as it would be difficult for Council to provide new off street parking in the immediate vicinity.

Finding short term on street parking can be a problem at some times of the day particularly around St Michaels Collegiate School at school finishing times.

Future Directions

The existing policies requiring the provision of on-site parking for new development subject to any heritage constraints and on street parking restrictions to discourage all day non-resident on-street parking should be continued. Cash-in-lieu of car parking should not be required in this area.

5.2.6 Signs

The Planning Scheme sign provisions are relatively restrictive in this Precinct and this is reflected in most signs being fairly low key and unobtrusive. There have been a number of applications for signs over the past 20 years and many of these have had conditions placed on them restricting the size, location and style of the sign. Sky signs, flashing or moving signs and signs on the roof of a building are presently prohibited and should continue to be so.

Future Directions

It is recommended that the new Planning Scheme contains similar sign controls for the area to those at present.

5.2.7 Precinct boundaries and future zoning

The Statement of Desired Future Character for Precinct 11B encourages the area to continue to function as an area for offices and institutions together with the protection of residential uses and the encouragement of its further development. This policy objective is considered appropriate for the future planning of this area.

The boundaries of the current Precinct are largely defined by the topography of the area as on the north western side it is bounded by the Hobart Rivulet and on the south eastern side the boundary is defined by the change in built form and use south of Davey Street, as those properties on the southern side of Davey Street are mainly large multi-story buildings with significant amounts of land containing commercial

uses, and these properties back onto smaller residential dwellings. The north eastern and south western boundaries indicate a significant change in built form and uses towards the CBD where the prevalence of residential buildings is significantly less and towards South Hobart where the residential buildings are greater in number.

Future Directions

In regard to the zones provided in the Common Key Elements Template introduced by Planning Directive No.1 it would appear that the 'Mixed Use Zone' is the most appropriate. The purpose of this zone is to provide for a range of residential, commercial, industrial and other uses that complement the function of a locality where a mix of uses has established and it is desirable for a mix to be maintained.

In terms of the purpose of the Mixed Use Zone most of the Precinct and zone boundaries appear to be appropriate. There are a number of sites or areas however which merit some discussion of the appropriateness of the zone boundary. These are discussed below: (see also Plan 9 in Appendix B)

10 Warneford St, 297 & 301 Macquarie St

The properties at 10 Warneford St and 301 Macquarie St contain commercial uses and the precinct and zone boundaries pass through the building on each site so that part of each building / site is in the Residential 1 Zone (Precinct 25C). In the interests of simpler planning scheme administration and consistency of approach, it is preferable if at least the building on a site is contained within 1 zone and precinct. It is considered appropriate in this case for the whole of these properties to be included in the Mixed Use Zone along with the property at 297 Macquarie Street which contains a residential building attached to the building on 301 Macquarie Street.

142 Davey Street

The property at 142 Davey Street contains the St Ann's Nursing Home. The precinct and zone boundary passes through the nursing home building so that part of it is in the residential 1 Zone (Precinct 27A). Again in the interests of simpler planning scheme administration and consistency of approach, it is preferable if at least the building on a site is contained within 1 zone and precinct. It is considered appropriate in this case for the whole of the property to be included in the Mixed Use Zone.

214 to 232 Davey Street and 67 Fitzroy Cres

These properties are all used for residential purposes and all have frontage to Fitzroy Cres. With the exception of 67 Fitzroy Cres they also have frontage to Davey Street although vehicular access is not available from this street due to the proximity of the Southern Outlet.

The properties are located in a relatively quiet street which does not contain any commercial uses at present. The vast majority of properties in Precinct 11B have a frontage to a major arterial road carrying significant traffic volumes.

It is considered that the Planning Scheme should not allow for the intrusion of commercial uses into a residential street with good levels of residential amenity compared to other parts of the Precinct fronting a main road. It is recommended therefore that the properties at 214 to 232 Davey Street and 67 Fitzroy Cres be zoned residential.

Recommended boundaries of the Mixed Use Zone are shown on Plan 9 in Appendix B.

5.3 Precinct 12A & 12B

5.3.1 Use

The Statement of Desired Future Character for Precincts 12A and 12B encourages the area to continue to function as a mixed use area with the present diversity of activities whilst maintaining the historic character.

It is considered that these overall objectives have generally been achieved as the area does contain a mix of uses and the historic character of the Precincts has largely been maintained. Changes of use have most generally been consistent with the Planning Schemes preferred uses.

There is a wide range of land uses in the area from residential uses, offices (architects, lawyers, doctors & medical specialists), educational uses from primary to tertiary, medical uses including research and consulting, business uses (IT specialists, computers, printers, photocopies, etc), military (Anglesea Barracks) and galleries and antique dealers.

There appears to be no specific trend of changes from commercial uses to residential uses or vice versa. Commercial uses seem to be overall slightly increasing although there does not seem to be any strong indication that they are displacing residential uses at a significant rate.

Residential uses make up slightly less than half of all the uses in the area. While the number of residential uses in comparison to commercial uses have slightly declined since the inception of the City of Hobart Planning Scheme 1982, residential uses have remained steady in recent years and even increased with the development of residential apartments in the area.

There does appear to be some potential for the growth for flats and units but the majority of prime sites appear to have been developed in recent years. Many recent unit and flat developments have necessitated the demolition of existing buildings to make way for the development. However, there are several sites presenting opportunities for development in and around Heathfield Avenue as well as to the rear of some of the larger properties in Sandy Bay Road.

Future Directions

The types of uses permitted or discretionary under the current Planning Scheme are generally considered appropriate for the future of the area as is the Scheme objective for the area to continue to function as a mixed use area. It is considered that retail uses should be discretionary in order to ensure that that retail shopping strips do not develop along major arterial roads within the Precinct.

5.3.2 Density, Height and Setbacks

The actual densities of development in the Precincts are quite low for an inner city area and the vast majority of all properties are well below the allowable basic and maximum plot ratios specified. Based on a review of planning applications over the past 20 years there appears to be little demand for developing properties to the allowable plot ratio. Plot ratio provisions have not acted as a restraint on most development in the area.

Site densities were proposed to increase in 35 out of 97 planning applications since 1984 . However, these increases were not proposed to be significant and in most cases are negligible with many increasing the site plot ratio by as little as 0.01 on average. This is because the majority of planning applications for development have been for either changes of use or internal alterations related to changes of use. Current densities in the area are quite low with the average density being 0.4 while a third of all densities in the area are calculated as having a plot ratio of 0.2.

The review of the number of storeys of each building in the Precincts shows that 82.7% of buildings are 1 or 2 storeys. The maximum height allowed under the Planning Scheme is 9m to the topmost habitable floor level. This would allow for a 4 storey building in most cases. Again there appears to have been little demand or need for commercial properties to develop to this height.

Schedule D of the Planning Scheme requires new development in Precincts 12A and 12B to be setback from the side and rear boundary with existing residential development in accordance with the setbacks required in the residential zones. The aim of this is to protect the amenity of adjoining residential properties. Most of the commercial properties in the Precincts have a common boundary with a property used for residential purposes.

In 1994 the Central Area Strategy Plan (CASP) (Note: not endorsed by Council) recommended that the height and plot ratio for the Precincts be amended so that the maximum height of buildings should be between 6m and 9m along Sandy Bay Road and that the height and plot ratio for each site in the remainder of the area should be based on individual heritage and streetscape considerations.

Future Directions

Consistent with the recommendations of The Planning Scheme Density Study: Review of Plot Ratio (2001, Spiller Gibbins Swan Pty Ltd) it is recommended that the use of plot ratio be discontinued and that the height and side and rear setback provisions should be similar to those used in the residential zones where development sites adjoin residential uses or zones. Setbacks and height limits on other sites should be consistent with the current scale of development and the need to protect heritage values. A maximum site coverage provision is also recommended to ensure that new development is consistent with the existing pattern of development.

5.3.3 Heritage

Precincts 12A and 12B contains 20 heritage listed properties and a substantial part of the Precincts is covered by Heritage Areas 3 and 4. 60 properties are either heritage listed or are adjacent to a heritage listed property.

The City Fringe Heritage Study (2003 K Bennett for the HCC) recommended that an additional 20 properties be listed on the heritage register in the planning scheme and that Heritage Area 3 be extended to cover all properties in Hampden Road excluding the Repatriation Centre. (See Plan 2 Appendix C.)

Future Directions

The recommendations of the City Fringe Heritage Study are supported in principle and should be factored into the heritage schedule in the new Planning Scheme. Council has adopted a policy position that individual heritage places should be listed in the Tasmanian Heritage Register rather than in the Planning Scheme.

5.3.4 Streetscape, amenity and landscaping

Streetscape character for the area is typically hard edge. Larger historic properties also give the impression of being harder edge as most have large stone walls along their street facing perimeter. The provision of on and off street car parking has also given the effect of a hard edge to development with many car parking spaces occupying former landscaped areas and gardens.

Landscaping in the area is fairly minimal and most is contained behind walls and fences. Most of the larger buildings in the area were initially built as upper class homes and therefore had quite large lots. Many of these still have large grounds, particularly those in Hampden Road and along Sandy Bay Road.

The Planning Scheme does discourage the provision of car parking between the building line and the street boundary except where topographical constraints dictate this as the only solution. Principle 12 of the Planning Scheme also allows Council to require the provision of landscaping as a condition of approval for any new development. This could be appropriate in certain circumstances to soften the appearance of car parking areas.

Future Directions

These policies should be continued in the new planning scheme.

5.3.5 Traffic and parking

Traffic within the area seems to flow quite well under normal circumstances. The majority of the traffic is found along the perimeters of the area in Sandy Bay Road and Davey Street. This is to be expected as these two roadways are major arterial roads.

Traffic calming measures have been undertaken in the last 30 years to ensure that minimal traffic enters the Precincts from these major roadways. These include the closure of Albuera Street from entering into Sandy Bay Road and making Wilmot Street into a one way street with no traffic entering from Sandy Bay Road. Roads such as Heathfield Avenue and Ellerslie Road have cul de sac ends and therefore do not provide for through traffic into the area.

Parking is available throughout the area with many sites having access to both off and on street parking facilities. On street parking is available in the Precinct although various time limits are in place in order to ensure that parking is available for residents and customers and clients of businesses.

In and around Heathfield Avenue there appears to be a shortage of car parking spaces. The Frame District Car Parking Study (1988) notes that there was a 'technical' shortage of nearly 50% of the required number of car parking spaces under the Scheme.

The majority of commercial properties and residences in the area provide their own on site car parking with some use of on street parking facilities. However, blocks of flats and student accommodation provided by the University of Tasmania provides very little on site car parking facilities.

The existing Planning Scheme provisions requiring the provision of on-site parking for new development seem appropriate. All day on street parking is not allowed in the Precinct consistent with the objective of the Scheme to discourage all day non-resident on-street parking.

The majority of new developments are required to provide off-street parking as a condition of the planning approval. Cash-in-lieu payments can be taken where it is not possible to provide additional on site parking but this is of limited usefulness as it would be difficult for Council to provide new off street parking in the immediate vicinity.

Future Directions

The existing policies requiring the provision of on-site parking for new development subject to any heritage constraints and on street parking restrictions to discourage all

day non-resident on-street parking should be continued. Cash-in-lieu of car parking should not be required in this area.

5.3.6 Signs

The Planning Scheme sign provisions are relatively restrictive in this Precinct and this is reflected in most signs being fairly low key and unobtrusive. The only large and visually significant signs in the area are the ones associated with businesses along Sandy Bay Road. The majority of signs are fixed onto the surface facade of buildings facing the street. There are a few illuminated signs in the area but these are low key and do not intrude or impact on nearby historic buildings.

There have been relatively few applications for signs over the past 20 years. Sky signs and flashing or moving signs and signs on the roof of a building are presently prohibited and should continue to be so.

Future Directions

It is recommended that the new Planning Scheme contains similar sign controls in the area to those at present.

5.3.7 Precinct boundaries and future zoning

The Statement of Desired Future Character for Precincts 12A and 12B encourages the area to continue to function as a mixed use area with the present diversity of activities whilst maintaining the historic character. This policy objective is considered appropriate for the future planning of the area presently covered by these Precincts.

Future Directions

In regard to the zones provided in the Common Key Elements Template it would appear that the 'Mixed Use Zone' is the most appropriate for the future of this area. The purpose of this zone is to provide for a range of residential, commercial, industrial and other uses that complement the function of a locality where a mix of uses has established and it is desirable for a mix to be maintained.

The current Precinct and zone boundaries are defined by streets which generally follow the topography in the area. The boundaries appear appropriate and logical in the context of the surrounding zones and land uses and the objective of the 'mixed use' zone.

5.4 Precinct 16B

5.4.1 Use

The Statement of Desired Future Character for Precinct 16B encourages the area to continue as a mixture of residential and business use with existing buildings being converted to flats or office uses. Local services and community uses are also considered appropriate.

It is considered that these overall objectives have generally been achieved as the area does contain a mixture of residential and commercial uses as well as a number of community related uses.

Changes of use have most often been consistent with the Planning Scheme's preferred uses and the nature of the uses generally have not had a significant impact on the amenity of adjoining residential precincts.

Residential use has declined over the past 20 years but is still a significant component of the land uses present. While houses and flats are permitted uses, the Planning Scheme does not discriminate in favour of the retention of residential uses through its objectives.

Very few non-residential uses have been converted back to residential in the past 20 years and the trend is towards a continued decline in residential use particularly along the Elizabeth Street and New Town Road frontage.

Future Directions

The types of uses permitted or discretionary under the current Planning Scheme are generally considered appropriate for the future of the area and the Scheme objective to encourage the Precinct to continue as a mixture of residential and business use with existing buildings being converted to flats or office uses is also considered appropriate despite the apparent lack of market demand for conversion to flats in this area. It is still an objective worth pursuing however as it does provide the opportunity for affordable housing in a location with good access to the central City. It is considered that retail uses should be discretionary in order to ensure that retail shopping strips do not develop along major arterial roads within the Precinct.

5.4.2 Density, Height and Setbacks

The actual densities of development in the Precinct are quite low for an inner city area and the vast majority of all properties are well below the basic and maximum plot ratio specified for the Precinct. Based on a review of planning applications over the past 20 years there appears to be little demand for developing properties to the allowable plot ratio for residential or non residential development. Only a few development proposals have involved an increase in plot ratio. Plot ratio provisions have not acted as a restraint on most development in the area.

The review of the number of storeys of each building in the Precinct shows that 93.2% of buildings are 1 or 2 storeys. The maximum height allowed under the Planning Scheme is 4.8m to the topmost habitable floor level. This would allow for a 2 storey building in most cases. This height limit appears appropriate to cater for most residential and commercial needs in the area and is also consistent with the character of the area.

Schedule D clause D.3.2.2 of the Planning Scheme requires new development in Precinct 16B to be setback from the side and rear boundary with existing residential development in accordance with the setbacks required in the residential zones. The aim of this is to protect the amenity of adjoining residential properties. Many of the commercial properties in the Precinct have a rear boundary adjoining land in the Residential 1 Zone.

The density provisions in the Planning Scheme are quite generous and if realised would result in a significant change to the character of the area.

Future Directions

The Planning Scheme Density Study: Review of Plot Ratio (2001, Spiller Gibbins Swan Pty Ltd) found that plot ratio controls are generally in excess of demand requirements and hence their effectiveness as a mechanism to control density is to a large extent invalidated. It recommended that in any revision of the Planning Scheme plot ratio controls be abandoned in favour of a range of height, setback and building envelope provisions.

This recommendation is supported and it is considered that the height and side and rear setback provisions should be similar to those used in the residential zones where development sites adjoin residential uses or zones. Setbacks on other sites should be consistent with the current scale of development and the recommendations of the North Hobart Heritage Study (1999) outlined in 5.4.4 below. A maximum site coverage provision is also recommended to ensure that new development is consistent with the existing pattern of development.

5.4.3 Traffic and parking

50% of all properties surveyed in Precinct 16B have some form of off-street parking. On street parking is available along most streets in Precinct 16B although various time limits are in place. The existing Planning Scheme provisions requiring the provision of on-site parking for new development seem appropriate. All day on street parking is allowed in parts of the Precinct even though it is the objective of the Scheme to discourage all day non-resident on-street parking.

The majority of new developments are asked to provide off-street parking as a condition of the planning approval. Cash-in-lieu payments can be taken where it is not possible to provide additional on site parking but this is of limited usefulness as it would be difficult for Council to provide new off street parking in the immediate vicinity.

Traffic movements in Precinct 16B depend on the time of day with traffic movements peaking at around 8am and again around 5pm. The vast majority of traffic is through traffic with volumes in this part of Elizabeth Street being in the vicinity of 16,500 vehicles per day. Traffic volumes at particular times do make it difficult to access or egress sites along Elizabeth Street. There is little that can be done however to alleviate this situation given the role of Elizabeth Street in the road network.

Future Directions

The existing policies requiring the provision of on-site parking for new development subject to any heritage constraints and on street parking restrictions to discourage all day non-resident on-street parking should be continued. Cash-in-lieu of car parking should not be required in this area.

5.4.4 Heritage

There are no heritage areas within or adjacent to Precinct 16B. It does however contain 15 heritage properties. About 62% of all properties are either heritage listed or are adjacent to a heritage listed property. The Planning Scheme provides that any development on or adjacent to a heritage listed property is discretionary.

The North Hobart Heritage Study (1999 R Vincent) and the North Hobart Heritage Areas – A Detailed Assessment (2005 K Bennett) recommended that properties in the Precinct fronting Elizabeth Street between Elphinstone Road and Lyndhurst Avenue should be included in a new heritage area (see Plan 8 Appendix D) around McTavish Avenue and Commercial Road.

The North Hobart Heritage Study (1999) also recommended that the existing density of the area should be maintained into the future in order to respect the historic layout of the area. Specific recommendations included; new buildings be set back according to height and not be forward of the prevailing street setback, side setbacks enable vehicular access and that a height restriction be maintained.

Future Directions

The recommendations of the North Hobart Heritage Study are supported in principle and should be factored into the future setback and height provisions and designation of heritage areas in the heritage schedule. Council has adopted a policy position that individual heritage places should be listed in the Tasmanian Heritage Register rather than in the Planning Scheme.

5.4.5 Signs

The Planning Scheme sign provisions are relatively restrictive in this Precinct and this is reflected in most signs being fairly low key and unobtrusive. There have been relatively few applications for signs over the past 20 years and a number of these have had conditions placed on them restricting the size, location and style of the sign. Sky signs, flashing or moving signs and signs on the roof of a building are presently prohibited and should continue to be so.

Future Directions

It is recommended that the new Planning Scheme contain similar sign controls for the area to those at present.

5.4.6 Streetscape, amenity and landscaping

The streetscape in the Precinct, particularly along the western side of Elizabeth Street, is characterised by notable buildings in a landscaped setting. There are some properties however with a more hard edged appearance where the buildings are close to the street frontage and little opportunity is provided for landscaping.

The Planning Scheme does discourage the provision of car parking between the building line and the street boundary except where topographical constraints dictate this as the only solution. Principle 12 of the Planning Scheme also allows Council to require the provision of landscaping as a condition of approval for any new development. This could be used for example to soften the appearance of car parking areas.

Future Directions

These policies should be continued in the new planning scheme.

5.4.7 Precinct boundaries and future zoning

The Statement of Desired Future Character for Precinct 16B encourages the area to continue as a mixture of residential and business use with existing buildings being converted to flats or office use, local services and community uses are also considered suitable. This policy objective is considered appropriate for the future planning of the Precinct.

Future Directions

In regard to the zones provided in the Common Key Elements Template introduced by Planning Directive No.1 it would appear that the 'Mixed Use Zone' is the most appropriate. The purpose of this zone is to provide for a range of residential, commercial, industrial and other uses that complement the function of a locality where a mix of uses has established and it is desirable for a mix to be maintained.

In terms of the purpose of the Mixed Use Zone most of the Precinct and zone boundaries appear to be appropriate. There are a number of sites or areas however which merit some discussion of the appropriateness of the zone boundary. These are discussed below: (see also Plan 9 in Appendix D)

35 New Town Road

The boundary between Precinct 16B and 15A (Residential 3) at one point follows the boundary between the properties at 35 and 37 New Town Road. These properties each contain a dwelling with a common party wall along the boundary.

There appears to be little logic for the precinct / zone boundary to go through the middle of a conjoined dwelling. A change of use of the property at 35 New Town Road from residential to commercial would not necessarily be desirable given its proximity to the adjoining dwelling and its location in the middle of the intersection with Augusta Road.

It is recommended that the property be zoned residential and that the zone boundary follow the boundary between 35 and 33-31 New Town Roads which is a well established commercial property.

435 – 439 New Town Road

This property is part of The Friends School site, most of which is located in the adjoining Residential 3 Zone (Precinct 15A). It could be argued that all of the School properties should be located in the one zone in order to provide some consistency in planning controls over the school site.

The property at 435-439 New Town Road contains buildings of a commercial nature used for a school uniform shop and gymnasium. These uses operate independently of the school use and public membership is available to the gymnasium. The buildings could readily and reasonably be used for commercial purposes not related to the school. Given these factors it is considered that the property at 435-439 New Town Road should not be included in the residential zone with the main part of The Friends School site.

2A, 4 and 6 Rupert Avenue

The properties at 2A, 4 and 6 Rupert Avenue are currently used for residential purposes and are located in a relatively quiet street which does not contain any commercial uses at present. The vast majority of properties in Precinct 16B have a frontage to a major arterial road carrying significant traffic volumes or are already used for non-residential purposes.

It is considered that the Planning Scheme should not allow for the intrusion of commercial uses into a residential street with good levels of residential amenity compared to those other properties in the Precinct fronting a main road. It is recommended therefore that the properties at 2A, 4 and 6 Rupert Avenue be zoned residential.

32 Elphinstone Road

The precinct / zone boundary between Precinct 16B and Precinct 23 (Residential 2 Zone) runs through a block of units on the property at 32 Elphinstone Road. The property does not have any frontage to Elizabeth Street and its use for commercial uses is limited. It is recommended that the future zone boundary should follow the rear boundary of 444 Elizabeth Street.

391 and 431 Elizabeth Street

The properties at 391 and 431 Elizabeth Street are located in Precinct 15A (Residential 3 Zone) on the eastern side of Elizabeth Street across the road from Precinct 16B. 431 Elizabeth Street is occupied by a service station and 391 Elizabeth Street by a car sales yard. Both properties have been used for commercial purposes for many years and their conversion to residential use is unlikely or difficult.

Their inclusion in the Mixed Use Zone would allow greater flexibility in the future use of these properties .

Recommended boundaries of the Mixed Use Zone are shown in Appendix D Plan 9.

5.5 Precinct 18

Precinct 18 is a mixed precinct in terms of built form, layout, activity and the evolution of its development. The 2 largest individual land uses are the K-Mart and Woolworths shopping complexes. In terms of the number of uses, residential activities are predominant occupying 57.3% of properties.

A detailed review of the planning applications in Precinct 18 over the past 20 years has not been carried out as the area was subject to a detailed planning study by planning consultants (*New Town Commercial Centre Study*, 1996, J Douglas & Associates) in 1996 and a supplementary assessment by the HCC Development & Environmental Services Division in 1997. The outcome of this was a number of amendments to the Planning Scheme which altered the boundaries of Precinct 18 in a number of locations and reduced the basic and maximum plot ratio from 0.9 and 1.2 to 0.5.

The 1996 *New Town Commercial Centre Study* did include a detailed land use survey and this was reviewed in June 2005. This showed that the use of 21 properties had changed in the 9 year period. 8 had changed from residential use to commercial use and 5 had changed from commercial use to residential. There is no apparent trend towards an overall decline in residential use in the Precinct.

5.5.1 Use

The Statement of Desired Future Character for Precinct 18 encourages the area to continue to be an appropriate location for local shopping facilities and major road commercial uses as well as for residential flat development. Sub-regional shopping facilities and industrial development are restricted generally to existing establishments.

It is considered that these overall objectives have generally been achieved as the area does contain local shopping facilities and major road commercial uses as well as residential development including flats.

Note (h) to Table A1 states that for properties 95-115/117 and 98 to 146 New Town Road Use Groups IX (shop, supermarket, take-away food shop, a bank) and XIII (service industry, showroom, car hire premises) shall be prohibited and Use Group XVI (local shop) shall be discretionary. The intention of this is to avoid adverse impacts on the character and amenity of the area which may be caused by more intensive commercial uses which have the potential to increase traffic and parking problems in New Town Road.

Residential use is a significant component of the land uses present comprising 57% of all uses and there is no apparent trend towards a decline in residential use. While houses and flats are permitted uses, the Planning Scheme does not discriminate in favour of the retention of residential uses through its objectives.

Future Directions

The types of uses permitted or discretionary under the current Planning Scheme are generally considered appropriate for the future of the area as is the Scheme objective to encourage the Precinct to continue as a location for local shopping facilities and major road commercial uses as well as for residential flat development. . It is considered that retail uses should continue to be prohibited for the properties at 95-115/117 and 98 to 146 New Town Road as per the current note (h) in Table A1 of the CHPS..

5.5.2 Density, Height and Setbacks

The actual densities of development in the Precinct are relatively low for an inner city area and the vast majority of all properties are below the basic and maximum plot ratio specified for the Precinct. There appears to be little demand for significantly increasing plot ratios and the plot ratio provisions have not acted as a restraint on most development in the area.

The vast majority of buildings in the Precinct are 1 or 2 storeys. The maximum height allowed under the Planning Scheme is 4.8m to the topmost habitable floor level. This would allow for a 2 storey building in most cases. This height limit appears appropriate to cater for most residential and commercial needs in the area and is also consistent with the character of the area.

Schedule D clause D.3.3.2 of the Planning Scheme requires new development in Precinct 18 to be setback from the side and rear boundary with existing residential development in accordance with the setbacks required in the residential zones. The aim of this is to protect the amenity of adjoining residential properties. Many of the commercial properties in the Precinct have a rear boundary adjoining land in the Residential 1 Zone.

Future Directions

The Planning Scheme Density Study: Review of Plot Ratio (2001, Spiller Gibbins Swan Pty Ltd) found that plot ratio controls are generally in excess of demand requirements and hence their effectiveness as a mechanism to control density is to a large extent invalidated. It recommended that in any revision of the Planning Scheme plot ratio controls be abandoned in favour of a range of height, setback and building envelope provisions.

This recommendation is supported and it is considered that the height and side and rear setback provisions should be similar to those used in the residential zones where development sites adjoin residential uses or zones. A maximum site coverage

provision is also recommended to ensure that new development is consistent with the existing pattern of development.

5.5.3 Traffic and parking

Most of New Town Road within the Precinct is subject to some parking restriction with the most common time limits being ½ to ¼ of an hour. The New Town Commercial Centre Study (although now somewhat dated) indicated that parking in the area is adequate mainly due to the dispersed nature of the commercial operations but concluded that an intensification of commercial activity would reduce the availability of on street parking, with few attractive options for easy off street parking evident.

The existing Planning Scheme provisions requiring the provision of on-site parking for new development seem appropriate. The majority of new developments are asked to provide off-street parking as a condition of the planning approval. Cash-in-lieu payments can be taken where it is not possible to provide additional on site parking but this is of limited usefulness as it would be difficult for Council to provide new off street parking in the immediate vicinity.

Traffic movements in Precinct 18 depend on the time of day with traffic movements peaking at around 8am and again around 5pm. The vast majority of traffic is through traffic with volumes in this part of New Town Road being in the vicinity of 20,000 vehicles per day. Traffic volumes at particular times do make it difficult to access or egress sites along New Town Road. There is little that can be done however to alleviate this situation given the role of New Town Road in the road network.

Significant intensification of commercial activity and redevelopment in the area could substantially increase traffic and parking problems in New Town Road resulting from vehicles slowing and turning. Note '(h)' in Table A1 of the Planning Scheme is intended to prevent significant intensification of commercial activity.

Future Directions

The existing policies requiring the provision of on-site parking for new development subject to any heritage constraints and on street parking restrictions to discourage all day non-resident on-street parking should be continued. Cash-in-lieu of car parking should not be required in this area.

5.5.4 Heritage

The Precinct contains part of Heritage Area No 17 which covers about half of the Precinct. It also contains 13 properties listed in the Heritage Schedule of the Planning Scheme. The Planning Scheme provides that any development on or adjacent to a heritage listed property or within a heritage Area is discretionary.

The list of places with statutory protection under the City of Hobart Planning Scheme 1982 is derived largely from work undertaken by the National Trust in the 1960s and

1970s, and does not now reflect the actual scale or diversity of New Towns environmental heritage.

New Town is one of the earliest settled parts of Hobart, however it is poorly represented in Council's heritage register (Appendix 1 of Schedule F – City of Hobart Planning Scheme 1982). Council recognises the need for a professionally prepared review of the historical evolution of New Town, and an investigation of the suburb's cultural heritage attributes and is about to commission a heritage review which will include the identification of additional properties with heritage value in Precinct 18 and the appropriateness of the current heritage area boundaries.

Future Directions

The results of this review, when completed, will be factored into the new planning scheme.

5.5.5 Signs

The Planning Scheme sign provisions are relatively restrictive in this Precinct and this is reflected in most signs being appropriate for the business on which they are located. Sky signs, flashing or moving signs and signs on the roof of a building are presently prohibited and should continue to be so.

Future Directions

It is recommended that the new Planning Scheme contains similar sign controls in the area to those at present.

5.5.6 Streetscape, amenity and landscaping

The streetscape in the Precinct is characterised by a relatively hard edged appearance as many of the buildings are close to the street frontage and little opportunity is provided for landscaping.

The Planning Scheme does discourage the provision of car parking between the building line and the street boundary except where topographical constraints dictate this as the only solution. Principle 12 of the Planning Scheme also allows Council to require the provision of landscaping as a condition of approval for any new development. This could be used for example to soften the appearance of car parking areas.

Future Directions

These policy provisions should be continued in the new planning scheme.

5.5.7 Precinct boundaries and future zoning

The Statement of Desired Future Character for Precinct 18 encourages the area to continue to be an appropriate location for local shopping facilities and major road

commercial uses as well as for residential flat development. Sub-regional shopping facilities and industrial development are restricted generally to existing establishments. This policy objective is considered appropriate for the future planning of the Precinct.

Future Directions

In regard to the zones provided in the Common Key Elements Template it would appear that the 'Mixed Use Zone' is the most appropriate for the future of this area. The purpose of this zone is to provide for a range of residential, commercial, industrial and other uses that complement the function of a locality where a mix of uses has established and it is desirable for a mix to be maintained.

In terms of the purpose of Mixed Use Zone the current precinct and zone boundaries appear to be appropriate. A number of minor modifications were made to the zone/precinct boundaries in 1998 (3/97 Amendments) following the New Town Zoning Review.

6.0 Recommendations

6.1 General

1. The type of uses permitted or discretionary in the Commercial and Residential Zone under the current Planning Scheme are generally considered appropriate for the future of the Precincts currently within that zone and should be similar under the new Scheme. The exception to this is retail uses which are recommended to be discretionary to avoid the development of 'retail strips' along major arterial roads within the zone which may have adverse impacts on traffic flow / congestion and the viability of existing retail centres.
2. That plot ratio controls be abandoned in favour of a range of height, setback and site coverage provisions.
3. The height and side and rear setback provisions for development sites adjoining residential uses or zones should be similar to those used in the residential zones.
4. Planning scheme provisions should continue to require the provision of on-site parking for new development (new buildings, alterations/extensions and changes of use) except where there would be adverse impacts on the streetscape or heritage values.
5. That the new Planning Scheme discourage the provision of car parking between the building line and the street boundary except where existing building location or topographical constraints dictate this as the only solution.
6. That the new Planning Scheme contain similar sign controls in the Mixed Use Zone to those at present in the Commercial and Residential Zone.
7. That the new Planning Scheme allow Council to require the provision of landscaping or other treatments to improve the appearance of the streetscape where considered appropriate as a condition of approval for any new development (new buildings, alterations/extensions and changes of use) .

6.2 Precinct 8B

1. That the area of land within Precinct 8B be included in the 'Business Zone' under the proposed new Planning Scheme.
2. That all properties fronting Elizabeth Street between Warwick and Federal Streets be included in a new heritage area as recommended in the North Hobart Heritage Study (1999).
3. New buildings work in the proposed heritage area not be forward of the prevailing street setback, side setbacks should enable vehicular access and appropriate height restriction be maintained.

6.3 Precinct 11B

1. That the area of land within Precinct 11B be included in the ‘Mixed Use Zone’ under the proposed new Planning Scheme subject to the following modifications: (See Plan 9 Appendix B)
 - The properties at 10 Warneford St, 297 and 301 Macquarie St and 142 Davey Street be included in the Mixed Use Zone.
 - The properties at 214 to 232 Davey Street and 67 Fitzroy Cres be zoned Residential.
2. That any future heritage area cover the existing Heritage Area 5 and include all properties in Warneford Street and properties west of Antill Street as recommended in The City Fringe Heritage Study (2003 K Bennett for the HCC) and the South Hobart Heritage Study (2000 P Davies & I Terry).

6.4 Precincts 12A and 12B

1. That the area of land within Precincts 12A and 12B be included in the ‘Mixed Use Zone’ under the proposed new Planning Scheme.
2. That any future heritage area cover the existing Heritage Areas 3 and 5 and Heritage Area 3 be extended to cover all properties in Hampden Road excluding the Repatriation Centre as recommended in The City Fringe Heritage Study (2003 K Bennett for the HCC).

6.5 Precinct 16B

1. That the area of land within Precinct 16B be included in the ‘Mixed Use Zone’ under the proposed new Planning Scheme subject to the following modifications: (See Plan 9 Appendix D)
 - That the Mixed Use Zone boundary follow the boundary between 35 and 33-31 New Town Roads.
 - That the properties at 2A, 4 and 6 Rupert Avenue be zoned residential.
 - That the property at 32 Elphinstone Road be zoned residential and the future Mixed Use Zone boundary follow the rear boundary of 444 Elizabeth Street.
 - That the properties at 391 and 431 Elizabeth Street be included in the Mixed Use Zone.

2. Properties fronting Elizabeth Street between Federal Streets and Lyndhurst Avenue should be included in the new Heritage Area G as recommended in the North Hobart Heritage Study (1999).
3. New buildings in the proposed heritage area be set back according to height and not be forward of the prevailing street setback, side setbacks should enable vehicular access and appropriate height restriction be maintained.

6.6 Precinct 18

1. That the area of land within Precinct 18 be included in the 'Mixed Use Zone' under the proposed new Planning Scheme.

REVIEW OF THE ELIZABETH STREET PRECINCT No. 8B

1.0 Introduction

1.1 Preface

This report is part of a review of areas zoned Commercial & Residential under the City of Hobart Planning Scheme 1982 to determine if the existing planning controls are resulting in development that meets the Scheme objectives and whether or not those objectives are still appropriate for the future of the area.

This report also recommends planning controls appropriate for the area covered by Precinct 8B under a new City of Hobart Planning Scheme based on the Common Key Elements Template introduced by Planning Directive No.1 .

Precinct 8B includes properties in Elizabeth Street between Warwick and Burnett Streets and all properties in the block bounded by Warwick, Elizabeth, Tasma and Murray Streets.

Plan.1. shows the boundaries of the study area.

1.2 Methodology, sources & outline

The structure and methodology of this report is derived from that used in *Central Service Area Review*, (Frazer Read 1998) and utilises much of the background analysis documented as part of that report.

The methodology used for gathering information for this report included:-

- on site analysis of Precinct 8B that included survey work of car parking, land use, density, and building heights,
- examination of all property files in the Precinct to review all development applications received in regard to that property, and
- existing City of Hobart Planning Scheme 1982 planning controls for Precinct 8B reviewed.

Discussion in light of the above analysis leads to recommendations for the nature of the planning provisions in the proposed new City of Hobart Planning Scheme.

2.0 History of Precinct 8B

The area now known as Precinct 8B began to be first developed in the 1820's with the construction of Elizabeth Street.

Elizabeth Street was an important transport route to the north and a number of stately residences were built along it in the 1820's and 1830's including Melbourne Lodge on the north east corner of Elizabeth and Warwick Streets.

The 1800's also saw the development of commercial activities along Elizabeth Street including numerous public houses. In the 1890's the area became increasingly developed due to the introduction of a tram service along Elizabeth Street.

The Elizabeth Street Practising School was constructed in 1911 (this became the Elizabeth Matriculation College in 1968) and the nearby Baptist Church was constructed in 1887.

The 1960's and 1970's brought change to the area in the form of increased levels of commercial activity. By the mid 1990's the proportion of properties used solely for residential purposes in the Precinct had dropped to about 40% of all land uses. Today, 30% of properties are used solely for residential purposes while commercial uses presently account for over 70% of all uses in the area. Elizabeth College is now the major single land use in the Precinct. Refer to **Plan 2** for existing land uses in the area.

3.0 Planning controls for the Precinct under the CHPS 1982

3.1 Introduction

This section of the report will analyse the policy framework and planning controls for the study area which have directed development since 1984. Also provided will be a discussion of the effect of both the objectives and numerical schedules of the planning scheme.

3.2 City of Hobart Planning Scheme 1982

Development within Precinct 8B is subject to the provisions of the City of Hobart Planning Scheme 1982. The Planning Scheme controls development in a number of ways however, its structure is based on a series of Zone Objectives, Statements of Desired Future Character and Schedules. The Statements of Desired Future Character provide a description of the intent and envisaged directions of the Precinct.

Under the City of Hobart Planning Scheme 1982 the objective of the Commercial & Residential Zone is as follows:-

“The Objective of the Commercial and Residential Zone is to provide for a diversity of commercial and professional uses and some important associated residential uses at densities responsive to the character of historic areas and buildings and/or adjoining Precincts.”

The Elizabeth Street Precinct – No 8B is within the Commercial & Residential Zone and the Statement of Desired Future Character for that Precinct is as follows:

“The Precinct should evolve as a retail and community service area between adjacent residential Precincts. New development should be of lesser density than that to the south and blend with nearby residential areas.”

3.3 Land use

Under Schedule A, definitions for land use types and their status is given for Precinct 8B. The use classifications for Precinct 8B are shown below:

Prohibited, Permitted and Discretionary uses in Precinct No. 8B

Use Group I	house, ancillary flat, home occupation	P
Use Group II	flat, elderly person's unit	P
Use Group III	multiple dwelling	d
Use Group IV	domestic business	d
Use Group V	consulting rooms, community centre, place of worship	P
Use Group VI	hospital, welfare institution	d
Use Group VII	educational establishment	d
Use Group VIII	office	P
Use Group IX	shop, take-away shop, bank	P
Use Group X	holiday unit, motel hotel, club, cinema, theatre, restaurant, discotheque, bed and breakfast accommodation	d
Use Group XI	active recreation	d
Use Group XII	amusement machine centre, health studio	d
Use Group XIII	service industry, showroom, car hire premises	P*
Use Group XIV	light industry, warehouse, saleyard	X
Use Group XV	transport depot, timber yard, an industry	X
Use Group XVI	local shop	P
Use Group XVII	passive recreation	P

*except for car hire premises which is 'd'.

3.4 Development density

Schedule B of the Planning Scheme provides density controls for development within Precinct 8B. Basic Plot Ratio indicates the preferred densities of built form within the Precinct. Maximum Plot Ratio provides the facility (at Councils discretion) for developments to expand beyond the basic plot ratio where the development provides facilities and features to benefit the area as specified in Principle 8. Plot ratio is calculated by dividing the floor area by the site area.

Prescribed Densities for Precinct 8B

Density Rating Reference Number	9
Basic Plot Ratio	0.9
Maximum Plot Ratio	1.2
Minimum Lot Area - means minimum total lot area allowed in individual lots in the case of subdivision, boundary adjustment	480m ²
Minimum Frontage	15 metres

Minimum Inscribed Circle - means the minimum diameter of a circle that can be drawn within the boundaries of the lot so that its centre is not more than its diameter from the frontage of the lot	15 metres
Dwelling Unit Factor - means the value by which the site area is divided in order to calculate the maximum number of dwelling units permitted in accordance with Section B.7.1 of the scheme.	120

3.5 Height

Schedule C of the Scheme specifies the maximum height of buildings or structures. In this Precinct the maximum height of buildings is 9m.

3.6 Siting of buildings

Schedule D of the Scheme contains provisions related to the siting of buildings and landscaping. The clauses relevant to the Commercial and Residential Zone are as follows:

“D.3.2.1 In these zones no specific boundary setbacks are required other than to satisfy Principle 16 or the Statement of Desired Future Character for individual Precincts in respect of front boundary setbacks.

D.3.2.2 However, the provision in respect of boundaries between Precincts as referred to in Section 5.1.2 of the Planning Scheme are particularly important where these Zones meet the Residential Zones. To protect residential or visual amenity the standards set out in D.3.4 below will be applied to those developments which abut a residential site in an adjoining Residential Zone, and buffer landscaping will be required.

D.3.2.3 In addition, in the Commercial and Residential Zone where new development abuts an existing residential development within Use Groups I to III boundary setbacks will be required as though the land in question were located in a Residential Zone and buffer landscaping will be required.”

3.7 Traffic, access and parking

Schedule E of the Scheme contains provisions regarding vehicular access and the provision of car parking spaces depending on the type of use. Policy objectives are specified for each zone however the Commercial and Residential Zone contains no specific reference to Precinct 8B.

3.8 Heritage

Precinct 8B contains 13 heritage listed properties and small parts of 2 heritage areas. These being Heritage Area 12 which extends along Tasma Street from Murray Street to Elizabeth Street and Heritage Area 13 which covers Trinity Hill and extends along Warwick Street from Patnoster Row to Elizabeth Street.

Principle 20 of the Planning Scheme states that areas shown as Heritage Areas and places listed on the Heritage Register (Appendix 1 of Schedule F) shall be conserved. In addition Clauses F.3.2 and F.4.3 require retention of any listed place or existing building, or structure within a Heritage Area unless: -

- i) *it clearly detracts from the cultural significance of the Area, or*
- ii) *there are overriding environmental, economic or practical reasons for its removal either wholly or in part.*

Areas adjacent to Heritage Areas and listed properties must also under Clauses F.3.3 and F.4.4: -

“... be in keeping with those characteristics of the Area or place which contribute to its cultural significance.”

F.3.4 requires any new development within a Heritage Area to be: -

“... in harmony with the height, bulk, setbacks, material, colours and finishes of existing buildings...”

Heritage Area boundaries and listed sites are shown on **Plan 3**.

3.8 Signs

Signage within the Precinct is controlled under Schedule G of the Planning Scheme. These provisions are prescribed under G.9.13.3 for Zone 4 Commercial and Residential.

Table 2 - Prescribed Signs Status for Precinct 8B

Sign Type	Status in Precinct 8B
Below Awning Sign, Horizontal Projecting Wall Sign, Transom Sign.	Exempt Signs
Ground Base Sign, Pole or Pylon Sign, Wall Sign.	Preferred Signs
Above Awning Sign, Banner Sign, Poster Sign (Bill Board), Roof Sign, Sun Blind Sign, Vertical Projecting Wall Sign, Wall Mural.	Discretionary Signs
Sky Sign, Flashing or Moving Sign, Sign painted on roof of building.	Prohibited Signs

4.0 Existing characteristics of Precinct 8B

4.1 Introduction

This section examines the basic characteristics of the Precinct in terms of existing land use, building stock, form, density and traffic movements. Information was sourced from various site visits, photographs and information contained in relevant property files as well as that contained in the *Central Service Area Review*(1998).

4.2 Existing character of the study area

There are 2 main character elements in the Precinct. The first is that of the commercial strip along Elizabeth Street containing a variety of service oriented commercial activities. The second is that of a major educational institution occupying a substantial proportion of the land in the Precinct. Residential use plays a very minor role in establishing the character of the Precinct.

The density of development is relatively low with the majority of properties being under a plot ratio of 0.6. The vast majority of buildings are 1 or 2 storey . Along Elizabeth Street buildings are generally located close to the road frontage and many occupy the full width of the frontage. Most properties have open space or car parking at the rear of the building. Architectural styles vary considerably from Victorian and Federation to the more contemporary commercial buildings.

Elizabeth Street is also a major transport route linking Hobart to the northern suburbs and has quite heavy traffic during the peak hours of 8-9am and 4-6pm.

4.3 Parking and Traffic Movement

Traffic and parking movements in Precinct 8B depend on the time of day with traffic movements peaking at around 8am and again around 5pm. While the majority of traffic uses the Brooker Highway to access the northern suburbs, traffic levels along New Town Road and Elizabeth Street are still high at peak hour times. Traffic volumes in this part of Elizabeth Street are in the vicinity of 16,500 vehicles per day.

70% of all properties surveyed in Precinct 8B have some form or provision of off-street parking. On street parking is available along most streets in Precinct 8B although various time limits are in place. In Tasma, Warwick and Murray Streets residents are exempt from the parking time limits. Finding short term on street parking can be a problem at some times of the day. *Plan 4* indicates the availability of on street parking.

4.4 Existing land use

A land use survey of the Precinct in February 2004 identified the land uses listed in Table 3. As can be seen from that table, commercial activities make up about 70% of the uses in the Precinct. Land uses are also shown on Plan 2.

Table 3. Existing Principal Land Uses in Precinct 8B as at February 2004

USE	NO.	% OF TOTAL
<i>Shop / Restaurant / Hotel</i>	9	19.5
<i>CarYard/ Service Industry/ Service Station</i>	9	19.5
<i>Professional/ Office</i>	7	15.2
<i>Religious/ Community</i>	1	2.1
<i>Education</i>	2	4.2
<i>Medical</i>	3	6.5
<i>Visitor Accommodation</i>	1	2.1
<i>Residential</i>	14	30.5

4.5 Development density

Table 4 below shows the number of storeys of buildings Precinct 8B. As can be seen, the vast majority of buildings are either one or two storeys. Also refer to **Plan 5**.

Most of the larger buildings are found on the Elizabeth College campus. Elsewhere in the Precinct buildings are generally more residential in scale.

Table 4. Number of storeys in Precinct 8B

No. of storeys	No. of buildings in precinct	% of Total buildings in precinct
1	18	32.7
2	33	60
3	3	5.4
4	1	1.8

Plot ratio levels as at 2004 are shown below in Table 5 and on **Plan 6**. These are approximations calculated off scaled Plans and also by reference to relevant property files.

Despite quite a variation in density, these levels are in the majority of cases well below the prescribed allowable plot ratio for the Precinct which is 0.9. The density levels in the

Precinct are relatively low considering that it is strategically located along a major arterial route between New Town, North Hobart and Hobart.

Density levels are at their highest in the Precinct at the main nodal point at the junction of Tasma and Elizabeth Streets. This is mainly due to the development of ‘corner’ shop type uses in the early 20th century.

Table. 5 Plot ratio and densities in Precinct 8B

PLOT RATIO	NO. OF PROPERTIES	% OF TOTAL PROPERTIES
0 - 0.39	7	13.7
0.4 – 0.49	7	13.7
0.5 – 0.59	8	15.7
0.6 – 0.69	11	21.6
0.7 – 0.79	7	13.7
0.8 – 0.89	2	3.9
0.9 – 0.99	2	3.9
1.0 – 1.2	3	5.9
1.21 – 1.9	5	9.8

The average plot ratio in Precinct 8B is 0.69 compared to the average plot ratio in the Residential 1 Zone which is 0.3.

4.7 Conclusion

Analysis of Precinct 8B reveals quite a mixed precinct both of built form, layout, activity and evolution of development. However, the main use in the Precinct in terms of land area is that of education. In terms of number of uses commercial activities are dominant. The majority of uses appear low key and unintrusive in activity and signage. Most buildings are relatively low in scale and density.

5.0 Planning Applications Review 1984 - 2004

5.1 Introduction

All development in Precinct 8B is subject to the provisions of the City of Hobart Planning Scheme 1982.

This section will examine how the area has developed under the operation of the Planning Scheme. The results will provide some insight as to the demand for and the appropriateness of the zoning which specifically provides for commercial residential use and its associated standards especially plot ratio, height and dwelling unit factor.

Although the current scheme did not come into effect as a finally approved Planning Scheme until December 1991, the policy basis was applicable to development in the form of various interim orders from September 1984.

A review of all planning applications within the study area since 1984 was compiled by researching all relevant Council property files. This research provides a basis for reviewing the evolution of the case study area and to demonstrate how it has changed in use and built form over this period. It also provides an examination of whether this development has been consistent with the preferred uses, density and character directions under the Planning Scheme.

5.2 Review of planning applications within the study area

There are 60 properties within the study area. Of these, 48 (or 80%) different properties were subject to a planning application of some sort from January 1984 to June 2004. 20% of all properties were not subject to any proposal. Council entertained 125 different planning applications over this period with many properties having more than one planning application. Table 6 summarises the number and percentage of each type of application for planning applications within the Precinct. Applications involving changes of use, signs, extensions and alterations were the most common.

Table 6 - Planning Applications in Precinct 8B from January 1984 to June 2004

TYPE OF PLANNING APPLICATION	NO. APPLICATION (JAN 1984 - JUN 2004)	% OF TOTAL
<i>Changes of Use</i>	21	16.8
<i>Demolition</i>	7	5.6
<i>Extensions</i>	29	23.2
<i>Sign</i>	35	28
<i>Alterations</i>	21	16.8
<i>Redevelopment</i>	3	2.4

<i>Other</i>	9	7.2
<i>Total</i>	125	100

5.3 Changes in plot ratio

Out of 125 planning applications proposed for Precinct 8B between January 1984 and June 2004, 32 proposed increasing the existing plot ratio. Changes in plot ratio were generally small with 28 applications involving an increase in plot ratio of less than 0.15. Only 2 applications involved a plot ratio increase in excess of 0.8 and only one of these was above the maximum plot ratio.

5.4 Changes of use

Table 7 provides a summary of the changes of use applications. Although there seems to be no concentration of changes from one use to another it can be noted from the table that changes of use from residential to office accounted for 4 applications.

The Central Service Area Review (1998) found that majority of changes in use were to uses permitted in the Precinct.

Table 7 - Changes of use application details in Precinct 8B

Original Use	Proposed Use	No of Applications
Shop	Residential	1
Warehouse/storage	Shop	2
Shop	Office	3
Office	Guest House	1
Vacant Attic	Residential	1
Residential	Office	4
Storage	Church Hall	1
Office	Health Centre/Studio	2
Shop	Cafe	2
Hall	Office	1
Dental Lab	Consulting Rooms	1
Residential	Retail	1
Service Station	Take-away food shop	1

5.5 Conclusion

From the review of the development applications in Precinct 8B from January 1984 to June 2004, the following can be summarised:-

- 80% of properties in the Precinct received development applications for this period;
- the majority of development applications received were for signs, extensions, alterations and changes of use;
- the changes of use do not strongly indicate any particular land use trends in terms of the commercial / residential mix;
- only 25% of all development applications involved an increase in plot ratio; and
- the vast majority of the increases in plot ratio were less than 0.15.

The number of applications for minor extensions, alterations and changes of use compared to the number of applications for demolition or redevelopment would indicate that existing building stock is being retained and adapted for the changing use. It would also appear that most of the few residential properties left in the Precinct are not particularly suited to reuse for commercial purposes because of their size, difficult access or location.

6.0 OCCUPANTS PERCEPTIONS OF PRECINCT 8B

As part of the *Central Service Area Review* (1998) a survey of business operators and residents in Precinct 8B was carried out in order to ascertain their views about the area and benefits/problems associated with the location.

In Precinct 8B the main reasons business operators gave for locating in the area included suitable premises, proximity to the CBD and prominent location with an Elizabeth Street frontage. The main disadvantage identified was parking problems.

Most residents chose to live in the area because it was close to the City but experienced problems with noise, crime and vandalism and heavy through traffic.

7.0 DISCUSSION OF ISSUES

7.1 Introduction

This section summarises the findings of the foregoing analysis and discusses whether the existing planning controls are appropriate. It also recommends planning controls appropriate for the area covered by Precinct 8B under a new City of Hobart Planning Scheme based on the Common Key Elements Template introduced by Planning Directive No.1.

7.2 Use

The objective of the Commercial and Residential Zone is to provide for a diversity of commercial and professional uses and some important associated residential uses. The Statement of Desired Future Character for Precinct 8B encourages the area to evolve as a retail and community service area between adjacent residential precincts.

It is considered that these overall objectives have generally been achieved as the area does contain a diversity of commercial and professional uses and a significant community service component in the education sector.

Changes of use have most often been consistent with the Planning Scheme's preferred uses and the nature of the uses generally have not had a significant impact on the amenity of adjoining residential Precincts.

Residential use has declined slightly over the past 20 years and is a relatively minor component of the land uses present. While houses and flats are permitted uses, the Planning Scheme does not discriminate in favour of the retention of residential uses through its objectives.

It appears that there is little demand for new residential developments to occur in the Precinct particularly at ground floor level. There is some scope however for the upper storey of commercial buildings to be used for residential purposes and this should be encouraged by continuing the permitted status of residential use. This is also consistent with the desire for affordable housing to be provided in locations easily accessible to the City.

The types of uses permitted or discretionary under the current Planning Scheme are considered appropriate for the future of the area and the Scheme objective to encourage the Precinct to evolve as a retail and community service area between adjacent residential precincts is also considered appropriate.

7.3 Density, Height and Setbacks

The actual densities of development in the Precinct are quite low for an inner city area and the vast majority of all properties are well below the basic and maximum plot ratio specified for the Precinct. Based on a review of development applications over the past 20 years there appears to be little demand for developing properties to the allowable plot ratio. Plot ratio provisions have not acted as a restraint on most development in the area.

The review of the number of storeys of each building in the Precinct shows that 92% of buildings are 1 or 2 storeys. The maximum height allowed under the Planning Scheme is 9m

to the topmost habitable floor level. This would allow for a 4 storey building in most cases. Again there appears to have been no demand or need for commercial properties to develop to this height.

Schedule D of the Planning Scheme requires new development in Precinct 8B to be setback from the side and rear boundary with existing residential development in accordance with the setbacks required in the residential zones. The aim of this is to protect the amenity of adjoining residential properties. Many of the commercial properties in the Precinct have a rear boundary adjoining land in the Residential 1 Zone.

The density and height provisions in the Planning Scheme are quite generous and are unlikely to be achieved on the majority of properties given the setback provisions and parking requirements.

The *Planning Scheme Density Study: Review of Plot Ratio* (2001, Spiller Gibbins Swan Pty Ltd) found that plot ratio controls are generally in excess of demand requirements and hence their effectiveness as a mechanism to control density is to a large extent invalidated. It recommended that in any revision of the Planning Scheme plot ratio controls be abandoned in favour of a range of height, setback and building envelope provisions.

This recommendation is supported and it is considered that the height and side and rear setback provisions should be similar to those used in the residential zones where development sites adjoin residential uses or zones. Setbacks on other sites should be consistent with the current scale of development and the recommendations of the *North Hobart Heritage Study* (1999) outlined in 7.5 below.

7.4 Parking and Traffic

70% of all properties surveyed in Precinct 8B have some form or provision of off-street parking. On street parking is available along most streets in Precinct 8B although various time limits are in place. Residents are exempt from the parking time limits in a number of streets. Finding short term on street parking can be a problem at some times of the day. There appears to be little scope however to provide additional off street parking for public use and the existing Planning Scheme provisions requiring the provision of on-site parking for new development seem appropriate. The existing on street parking restrictions are consistent with the Scheme objective to discourage all day non-resident on-street parking.

The majority of new developments are asked to provide off-street parking as a condition of the planning approval. Cash-in-lieu payments can be taken where it is not possible to provide additional on site parking but this is of limited usefulness as it would be difficult for Council to provide new off street parking in the immediate vicinity.

Traffic movements in Precinct 8B depend on the time of day with traffic movements peaking at around 8am and again around 5pm. The vast majority of traffic is through traffic with volumes in this part of Elizabeth Street being in the vicinity of 16,500 vehicles per day. Traffic volumes at particular times do make it difficult to access or egress sites along Elizabeth Street. There is little that can be done however to alleviate this situation.

7.5 Heritage

Precinct 8B contains 13 heritage properties and small parts of 2 heritage areas. About 90% of all properties are either heritage listed or are adjacent to a heritage listed property. The Planning Scheme provides that any development on or adjacent to a heritage listed property is discretionary.

The *North Hobart Heritage Study* (1999 R Vincent) and the *North Hobart Heritage Areas – A Detailed Assessment* (2001 K Bennett) recommended that all properties fronting Elizabeth Street between Warwick and Federal Streets should be included in a new heritage area (see *Plan 7*).

The *North Hobart Heritage Study* (1999) also recommended that the existing density of the area should be maintained into the future in order to respect the historic layout of the area. Specific recommendations included; new buildings be set back according to height and not be forward of the prevailing street setback, side setbacks enable vehicular access and that a height restriction be maintained.

The principal of these recommendations is supported and should be factored into the future setback and height provisions.

7.6 Signs

The Planning Scheme sign provisions are relatively restrictive in this Precinct and this is reflected in most signs being fairly low key and unintrusive. There have been a significant number of applications for signs over the past 20 years and a number of these have had conditions placed on them restricting the size, location and style of the sign. Sky signs, flashing or moving signs are signs are presently prohibited and should continue to be so.

It is recommended that the new Planning Scheme contains similar sign controls in the area to those at present.

7.7 Streetscape, amenity and landscaping

The streetscapes in the Precinct particularly along Elizabeth Street are relatively hard edged with landscaping in the area being minimal. The provision of off street parking visible from the street also adds to the hard edge appearance.

The Planning Scheme does discourage the provision of car parking between the building line and the street boundary except where topographical constraints dictate this as the only solution. Principle 12 of the Planning Scheme also allows Council to require the provision of landscaping as a condition of approval for any new development. These policies should be continued in the new planning scheme.

7.8 Precinct boundaries and future zoning

In terms of the Statement of Desired Future Character for Precinct 8B, which encourages the area to evolve as a retail and community service area between adjacent residential precincts, the Precinct and zone boundaries appear to be appropriate. No change to the zone boundaries is recommended unless the area becomes part of a larger zone for commercial purposes in the new Planning Scheme.

A new City of Hobart Planning Scheme is required to be based on the Common Key Elements Template introduced by Planning Directive No.1. This template specifies the zones that can be used in the planning scheme. In regard to these zones it would appear that there are 2 options which may be appropriate.

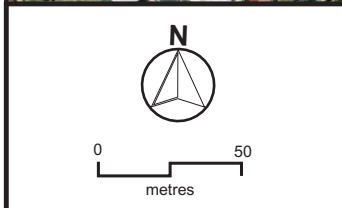
The first is the 'Mixed Use Zone'; the purpose of which is to provide for a range of residential, commercial, industrial and other uses that complement the function of a locality where a mix of uses has established and it is desirable for a mix to be maintained.

The second is the 'Business Zone'; the purpose of which is to provide for retailing, offices and community services in a concentrated area.

Councils may include additional statements of purpose relevant to the particular area.

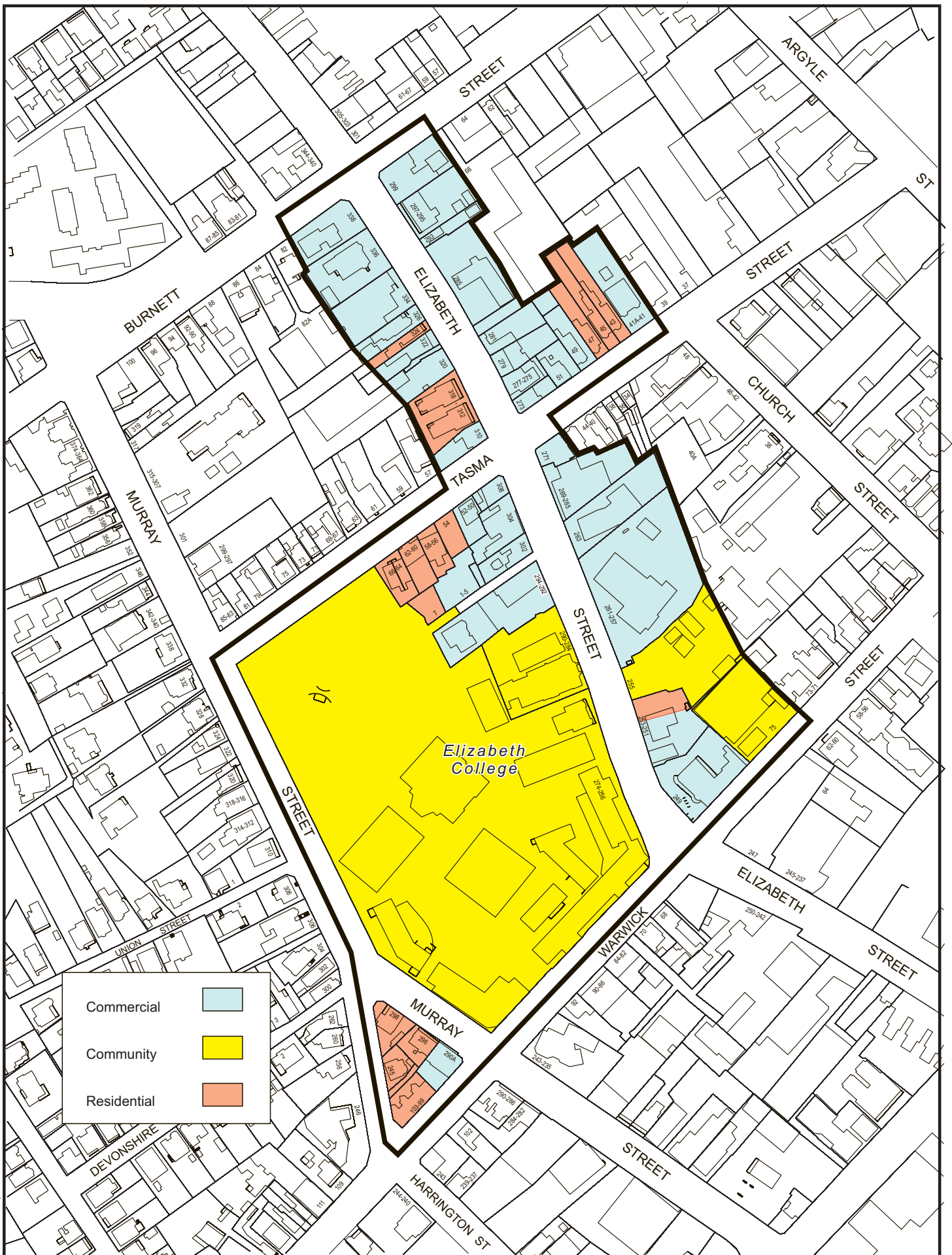
The current strategic intent of the Planning Scheme is that the Precinct evolve as a retail and community service area. Unlike the other Precincts in the Commercial and Residential Zone the Statement of Desired Future Character does not encourage the retention or development of residential uses. The Precinct is 'mixed use' in terms of its commercial and community service uses but not in terms of residential use which is a very minor component in terms of land area occupied.

It is considered that the purpose of the 'Business Zone' is more appropriate for the future development of the area and is consistent with the zone to be recommended in the Central Area Zoning review for the adjoining area to the south east along Elizabeth Street (Precinct 8A).



REVIEW OF PRECINCT 8B
 City of Hobart Planning Scheme 1982
BOUNDARY OF PRECINCT 8B

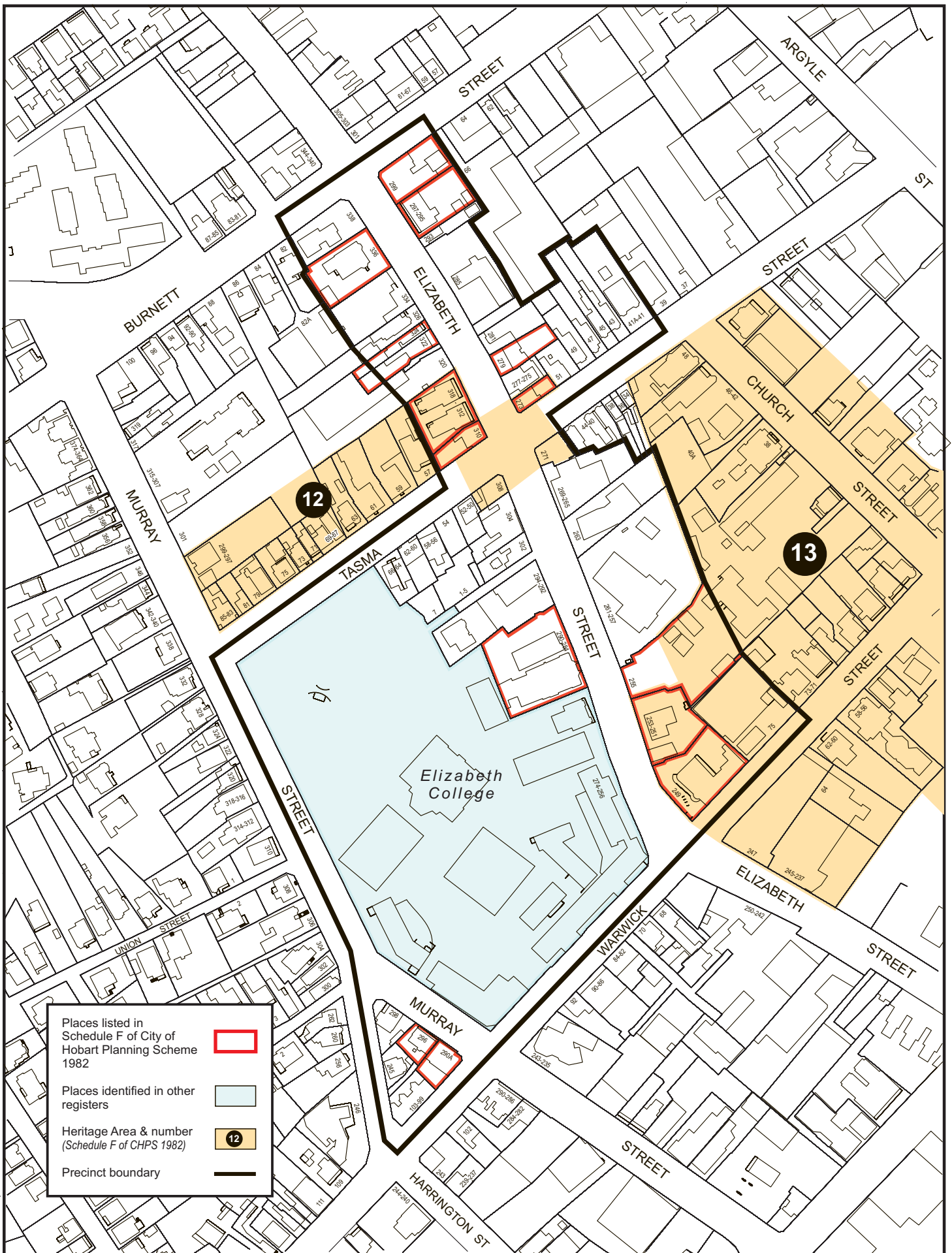
PLAN
1



REVIEW OF PRECINCT 8B
City of Hobart Planning Scheme 1982

EXISTING PRINCIPAL LAND USE
April 2004

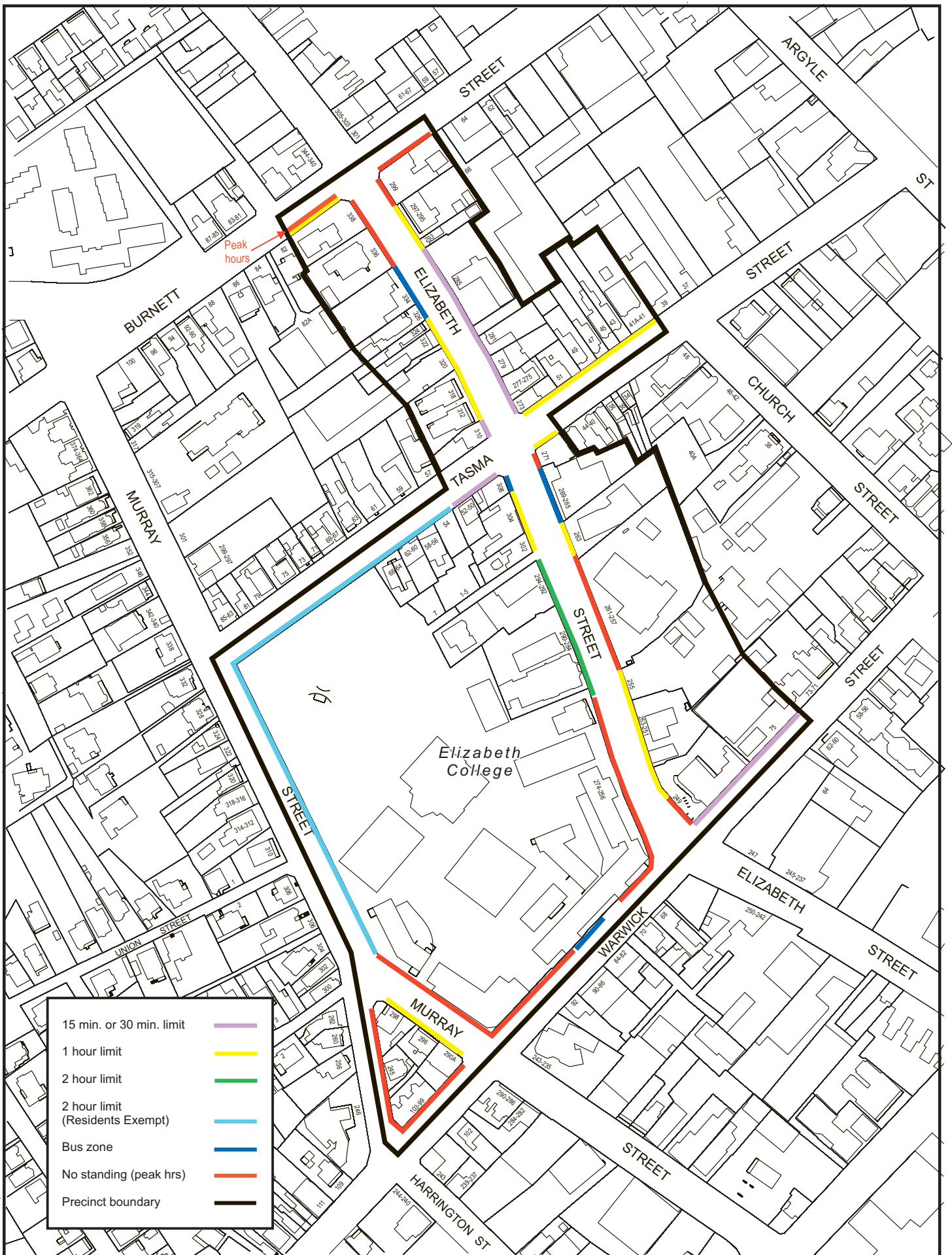
PLAN
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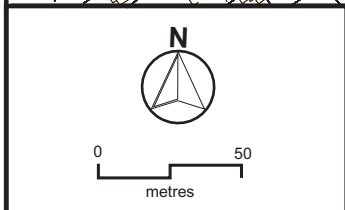
REVIEW OF PRECINCT 8B
City of Hobart Planning Scheme 1982

Heritage Areas, Heritage Listed Properties & Effective Coverage of Heritage Controls for Precinct 8B

PLAN
3

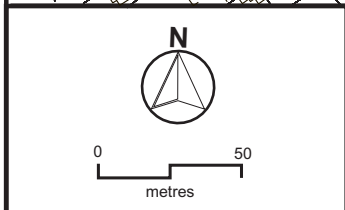
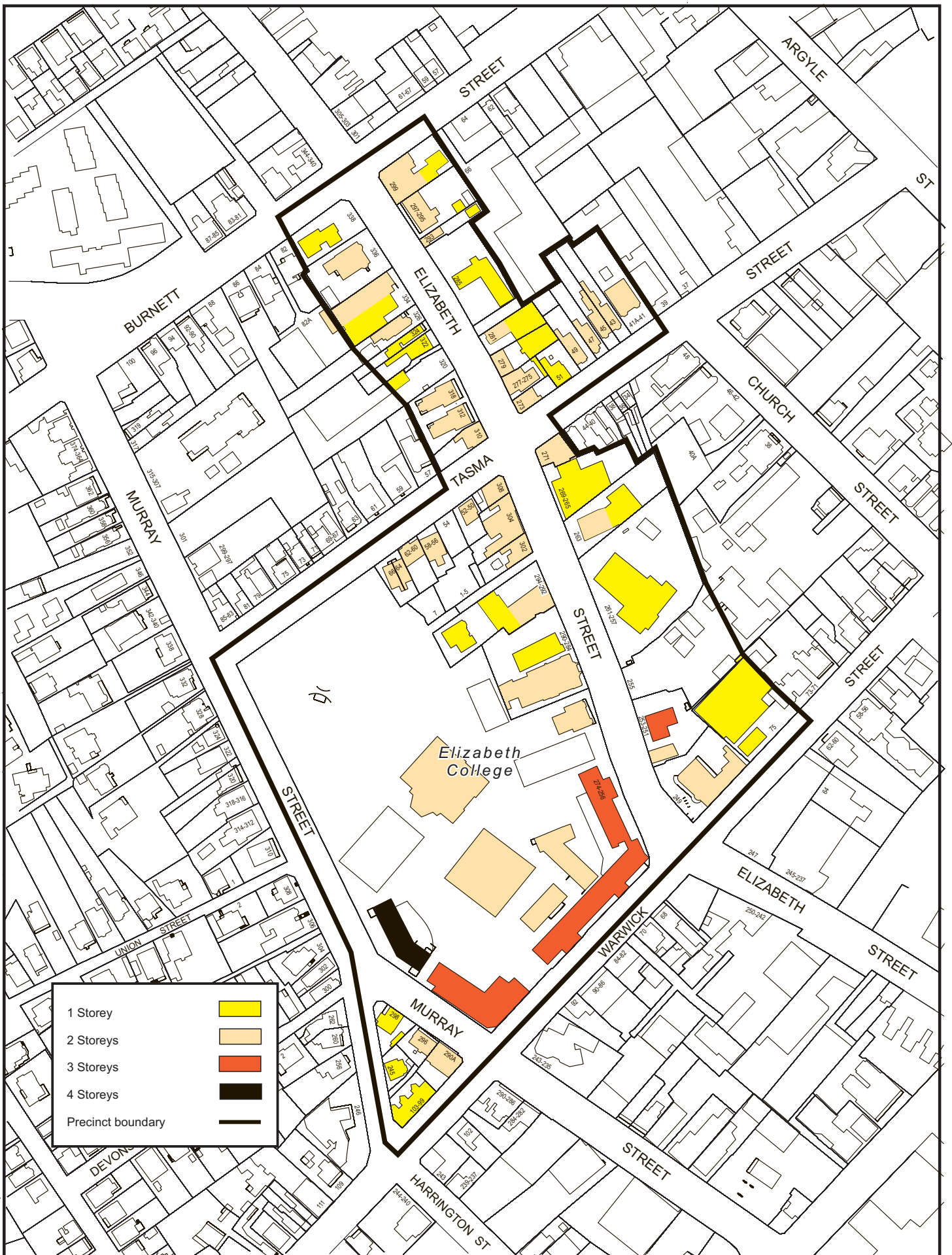


15 min. or 30 min. limit	
1 hour limit	
2 hour limit	
2 hour limit (Residents Exempt)	
Bus zone	
No standing (peak hrs)	
Precinct boundary	



REVIEW OF PRECINCT 8B
 City of Hobart Planning Scheme 1982
PARKING RESTRICTIONS

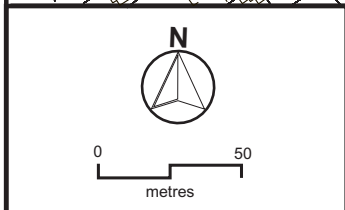
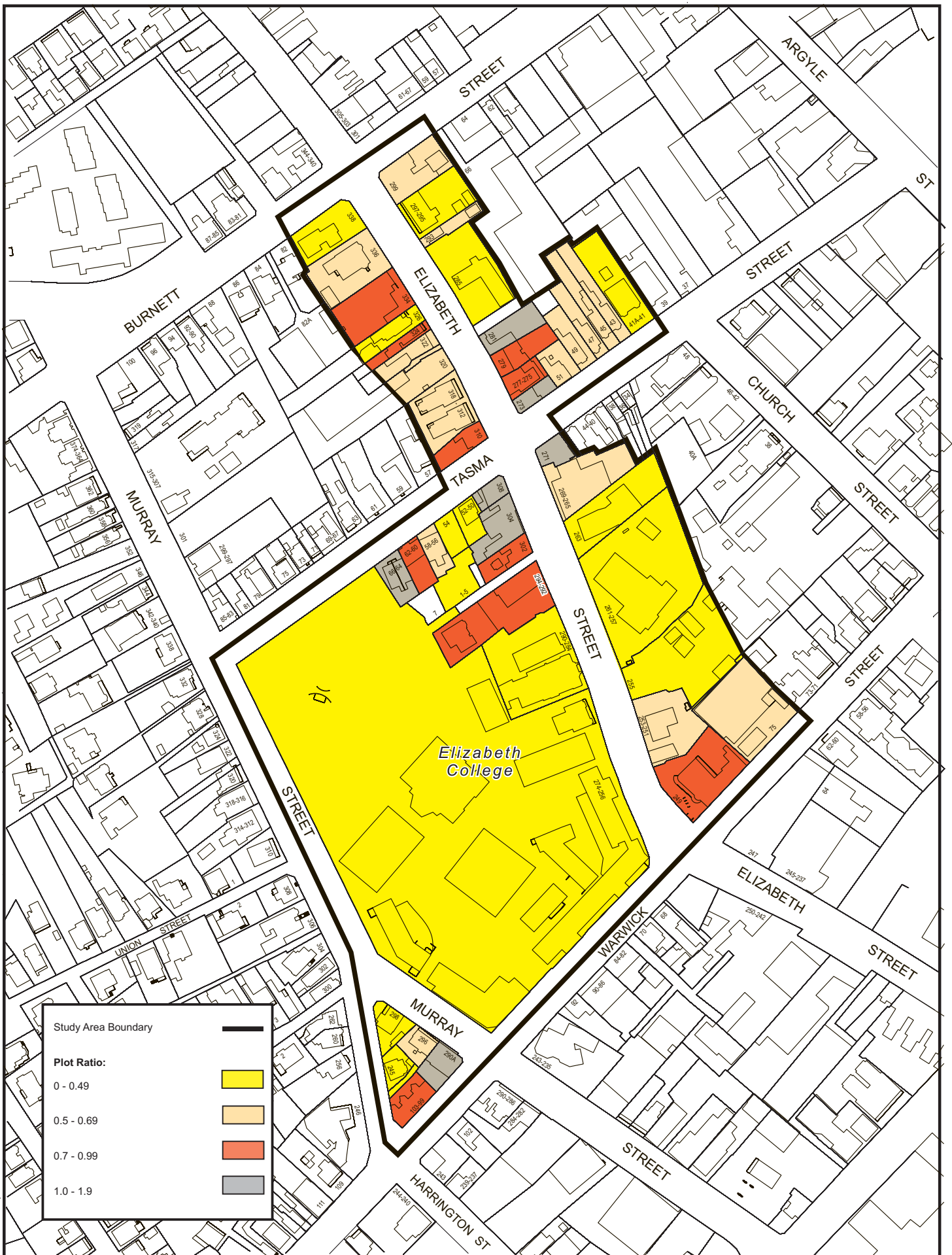
PLAN
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REVIEW OF PRECINCT 8B
 City of Hobart Planning Scheme 1982

NUMBER OF STOREYS

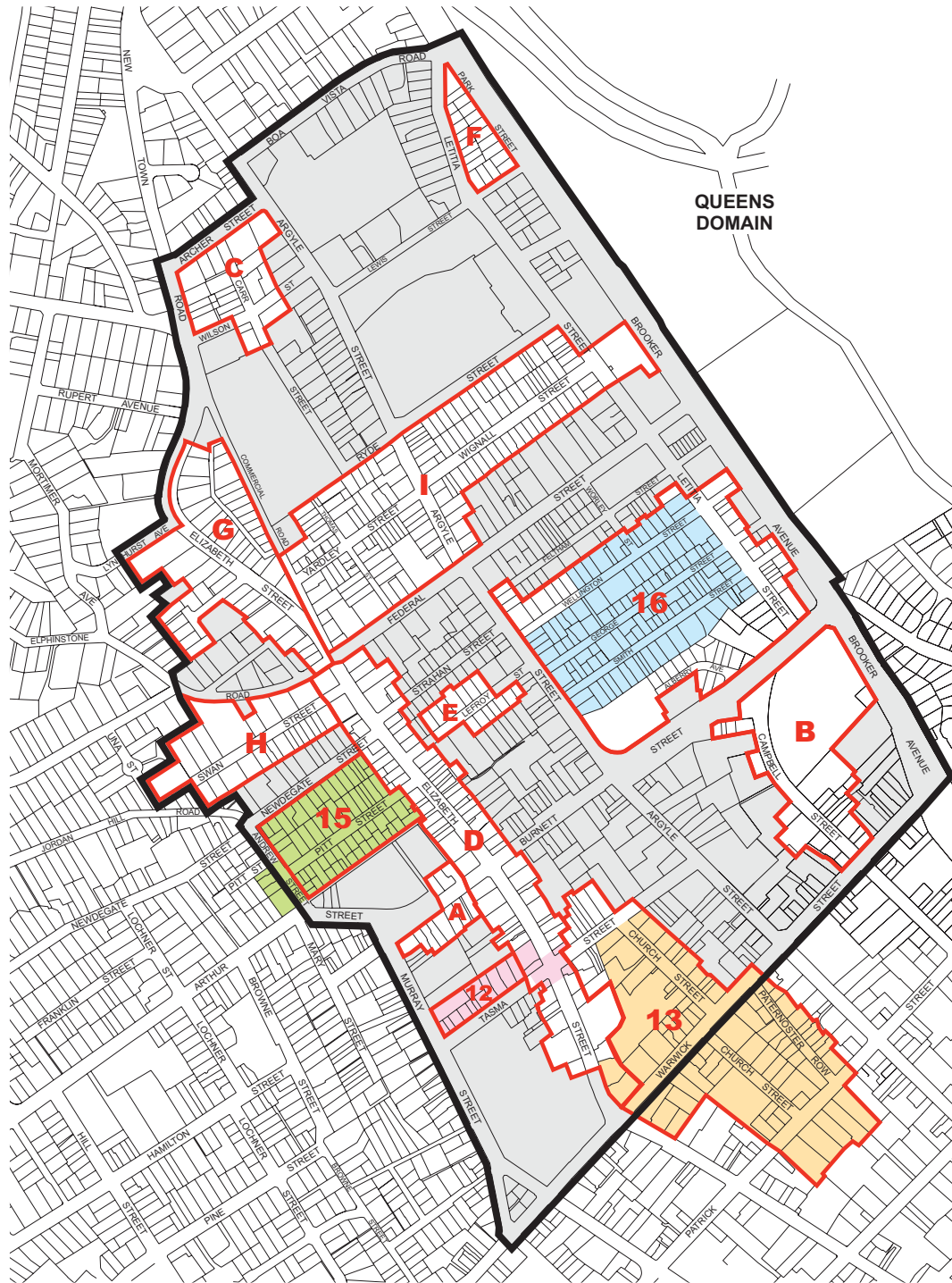
PLAN
5



REVIEW OF PRECINCT 8B
 City of Hobart Planning Scheme 1982

PLOT RATIOS

PLAN
6



- | | | | |
|------------------------------------|---|------------------------------------|---|
| Study area boundary & extents |  | Current extent of Heritage Area 16 |  |
| Current extent of Heritage Area 12 |  | Proposed Heritage Area boundary |  |
| Current extent of Heritage Area 13 |  | Proposed Heritage Area number | 16 |
| Current extent of Heritage Area 15 |  | | |



0 200
metres

REVIEW OF PRECINCT 8B
City of Hobart Planning Scheme 1982

North Hobart Heritage Review
Proposed Heritage Areas

PLAN

7

REVIEW OF PRECINCT 11B

1.0 introduction

1.1 Preface

This report is part of a review of areas zoned Commercial & Residential under the City of Hobart Planning Scheme 1982 to determine if the existing planning controls are resulting in development that meets the Scheme objectives and whether or not those objectives are still appropriate for the future of the area.

This report also recommends planning controls appropriate for the area covered by Precinct 11B under a new City of Hobart Planning Scheme based on the Common Key Elements Template introduced by Planning Directive No.1 .

Precinct 11B mostly includes properties in Davey and Macquarie Streets from just south of Barrack Street to the Southern Outlet.

Plan 1 shows the boundaries of Precinct 11B.

1.2 Methodology, sources & outline

The methodology used for gathering information for this report included:-

- on site analysis of Precinct 11B that included survey work of car parking, land use, density, and building heights,
- examination of all property files in the Precinct to review all development applications received in regard to that property between January 1982 and June 2000, and
- existing City of Hobart Planning Scheme 1982 planning controls for Precinct 11B reviewed.

Discussion in light of the above analysis leads to recommendations for the nature of the planning provisions in the proposed new City of Hobart Planning Scheme.

2.0 Evolution of Precinct 11B

2.1 Introduction

Precinct 11B was one of the main residential areas in Hobart during the 19th century and while it was predominantly a working class area with several large homes of the affluent, it did not gain the notoriety that other early residential areas such as Wapping and Battery Point did. This is perhaps due to the superiority of the landscape and street layout of the area which did not lend itself to flooding, dampness or narrow alleys and streets that were part of the streetscape in Wapping and Battery Point. It's position near the Military Barracks and presence of several fine homes of the affluent also may have maintained some sense of civility.

Today, much of the 19th century residential form is still relatively intact and the area still contains many residences with a very high residential to commercial ratio, unlike the other Residential Commercial precincts in the City of Hobart scheme which are steadily losing residential uses in favour of commercial uses.

2.2 Evolution of built form and land use

The area now known today as Precinct 11B within the *City of Hobart Planning Scheme 1982* first evolved from a regular grid plan of streets that formed the first plan of Hobart, drawn up by Governor Macquarie in 1811. This plan was drawn up by Macquarie to give the fledgling town of Hobart some form and to prevent the development of chaos and lack of forethought that Sydney was characterised by. Macquarie Street was obviously named after himself while Davey Street was originally called Pitt Street.

The first residences built in the precinct were mainly constructed of timber and many were small Georgian style dwellings of only one storey. However, the area did also contain a few large homes of grand proportions as seen by those that still exist in Davey Street between numbers 130 and 150.

The block surrounded by Davey and Macquarie Street with Antill and Molle Street at its ends, contains a very high number of early to mid 19th century dwellings, mostly of working class standard. Many of these were built around 1840 and today have few exterior modifications. Many are also still being used as residential homes and flats.

Vaucluse in upper Macquarie Street started off as a private residence and was one of the large grand homes in the area. The residence was surrounded by high stone walls and included extensive grounds, an ornamental pond and an observatory. By the turn of the 20th century the site was still in private hands but became the Infectious Diseases Hospital by the early 20th century. The Vaucluse site was used as a hospital right up until the 1970's. However, by the early 1990's the site was essentially vacant and starting to fall into disrepair. Council received many complaints about the 'sorry' state of the site. However, in the mid 1990's, an application for the whole site proposed that it was to be fully restored and this saw the site becoming used as a retirement home. 1998 saw a further application to further develop the site as a retirement home as well as expanding this use to surrounding vacant properties.

Several of the larger buildings in the 11B area constructed in the mid to late 19th century were constructed for uses such as hospitals (211 Macquarie Street & 319 Macquarie Street) while hotel establishments were constructed in the late 19th century and early 20th century at the corners of Antill and Davey (Globe Hotel) and Macquarie Street and Dennison Lane (Dennison Arms). The Dennison Arms closed its doors as a hotel in 1919 while the Globe Hotel at the corner of Antill and Davey Streets is still in operation today. It is interesting to note that the Globe Hotel was originally an old Georgian building on the corner of Macquarie Street and Antill Street. When this building was demolished, the Globe Hotel was rebuilt as a new premises one block over on the next street corner.

The hotel on the corner of Molle and Davey Streets originally opened as Guest House accommodation but began trading as the Aberfeldy Hotel in 1950. In 1997 it became the Bridie O'Reilley's Irish pub.

In the 1960's, uses such as service stations began to occupy major intersections in the precinct. One of the major service station sites was located on the corners of Davey and Antill Streets. The western street corner site was formerly the site for 2 large sandstone and brick Georgian residences and accompanying stables but these were all demolished in 1965 to make way for the proposed service station. Georgian residences were also demolished to make way for the service station on the opposite corner.

While there have been other sites with 19th century buildings that have been totally demolished in recent years to make way for late 20th century commercial development, these have been few in number. The precinct is almost totally made up of 19th century fabric with only a few ‘modern’ buildings. One of these sites is the former Wheatsheaf Hotel site which is now a showroom for Prestige Cars. To the side and rear of this site was formerly very small Georgian residences accessed via a lane in Macquarie Street. These cottages can be clearly seen in 1910 City of Hobart Metropolitan Drainage Board plans. It is not known when they were demolished.

Several houses have been demolished to make way for commercial premises car parks over the years, including the access and car park at the Bridie O’Reilley’s Hotel and the Jim’s Shopping Oasis Supermarket site.

Electric trams ran through much of the site in the late 19th century to the mid 20th century with major routes along Macquarie Street to the Cascades and along Antill Street to Sandy Bay.

In the last 20 years since the inception of the 1982 planning scheme, the area has retained a very strong residential presence with many 19th century dwellings being converted to flats and residences. Many other 19th century residences in the area have been converted to small professional offices or most popularly, medical surgeries. In fact medical surgeries and consulting rooms along with residential uses are the most popular land uses in the precinct to date (as at July 2000).

Table 1 - land use and built form evolution in Precinct 11B from settlement to present.

Year	Land Use / Activity	Street
1814	adjacent to Military Barracks & agricultural land,	Davey Street, Macquarie Street - both drawn up in 1811
1829	Military Barracks, some residential in Macquarie and Davey Street, agricultural land, at the ‘fringe’ of urban settlement	Davey Street, Macquarie Street, Molle Street
1859	Military Barracks, residences in Davey Street & Macquarie Street, Davey and Macquarie Street lined with small cottages, most of which are timber construction	Davey Street, Macquarie Street, Molle Street, Antill Street,
1895	Davey and Macquarie Street lined with cottages and houses of many sizes, most being brick or stone. Warneford Street lined with brick residences, Tram route along Macquarie Street to Cascades and Antill Street to Sandy Bay, several pubs in the area	Davey Street, Macquarie Street, Molle Street, Antill Street, Dennison Lane, Warneford Street
1920	Smaller cottages in Davey and Macquarie Street starting to become run down, Area starting to become dominated by the use of the car	Davey Street, Macquarie Street, Molle Street, Antill Street, Dennison Lane, Warneford Street
1954	Smaller 19 th century cottages and residences under consideration for commercial redevelopment, many demolished by 1960’s. Area dominated by car usage, servo’s starting to pop up as well as car yards and drive thru bottle shops. 19 th century fabric becoming quite dilapidated.	Davey Street, Macquarie Street, Molle Street, Antill Street, Dennison Lane, Warneford Street, Ispahan Street
2000	Many commercial properties in area in former residences but still very strong residential presence. Retirement homes major development in area.	Davey Street, Macquarie Street, Molle Street, Antill Street, Dennison Lane, Warneford Street. Ispahan Street.

2.4 Role of Precinct 11B for business

Precinct 11B was originally one of the major residential area's in Hobart. However it has recorded diminishing numbers of residences since the mid 20th century due to increasing inner city land prices and a trend towards shifting residential homes towards outlying suburbs rather than near the city centre. Since the 1960's the area has expanded as a Commercial area, mainly housing small low key office uses.

However, the main single land use in the area besides residential and professional offices is that of surgeries and consulting rooms for GP's and medical specialists (as well as dentists, etc). The area contains the highest percentage of medical professionals in overall land use activity than any other precinct in Hobart.

As at January 2005 the precinct contained no less than 27 medical related land uses. This is perhaps because of the close proximity to the city, the high standard of building stock in the Precinct, the proximity to major residential area's such as South Hobart, Dynnryne, Sandy Bay and West Hobart, proximity to hospitals such as St John's, St Helen's and the Royal Hobart Hospital and close in position to residential area's that have a high proportion of elderly residents.

The area also houses several major architectural firms. The 'grouping' of Commercial uses of the same nature is quite common and can also be seen in the high number of medical professionals in the area.

2.5 Role of Precinct 11B for residential

While the other Residential Commercial Precincts so far reviewed have shown a definite trend towards increasing commercial uses and decreasing residential uses, it has been shown that residential uses account for over 48% of all land uses in the Precinct 11B area and are standing their ground so far as commercial take over goes. Precinct 11B has a higher proportion of residential to commercial ratio than the other Commercial Residential Precincts (16B and 12A & 12B).

The area has a very high number of applications for change of use and while many of these are from residential to commercial uses, there is still a substantial number of commercial land uses being converted back to their original residential use. Also, many new developments in the area are residential. These include the Vacluse Retirement Village and several applications for new homes being built in Ispahan Street.

2.6 Conclusion

Out of all of the Commercial Residential precincts, Precinct 11B has the highest equal proportion of residential to commercial uses. While the building fabric in the area was predominantly built for residential uses first in the early 19th century, the area has increasingly become known for commercial uses, particularly in the last 30 years.

Residences are the single most common land use, followed by professional offices (high incidence of architectural firms) and followed by consulting rooms and medical specialists.

Out of the residential and commercial land uses, commercial uses seem to be slightly increasing over residential uses in the area by way of changes of use. However, residential projects in the last 10 years in the area by way of new development's seem to be rejuvenating the residential character of the area. These projects include the expansions of St Ann's Rest Home in Davey Street, the redevelopment and then further expansion of the Vacluse Retirement Village site and several applications for new homes being built in Ispahan Street. Residential infill to the rear of 19th century properties in both Davey and Macquarie Street's is

also becoming increasingly more prevalent in the last few years. Many of these properties are privately owned medical surgeries that have redeveloped a former stable into flats. There have been several such examples in Davey Street in the last few years.

3.0 Planning controls for the Precinct under CHPS 1982

3.1 Introduction

This section of the report will analyse the policy framework and planning controls for Precinct 11B which have directed development since 1984. Also provided will be a discussion of the effect of both the objectives and numerical schedules of the planning scheme.

3.2 City of Hobart Planning Scheme 1982

Development within Precinct 11B is subject to the provisions of the City of Hobart Planning Scheme 1982. The Planning Scheme controls development in a number of ways however, its structure is based on a series of Zone Objectives, Statements of Desired Future Character and Schedules. The Statements of Desired Future Character provide a description of the intent and envisaged directions of the Precinct.

3.3 Zone objectives and statement of desired future character

Under the City of Hobart Planning Scheme 1982 the objective of the Commercial & Residential Zone is as follows:-

“The Objective of the Commercial and Residential Zone is to provide for a diversity of commercial and professional uses and some important associated residential uses at densities responsive to the character of historic areas and buildings and/or adjoining Precincts.”

Precinct 11B is within the Commercial and Residential Zone and the Statement of Desired Future Character for that Precinct is as follows:

“The Precinct should continue to function as an area for offices and institutions together with the protection of residential uses and the encouragement of its further development. The overall townscape of the Precinct derives its character from Georgian and Victorian town houses and cottages. New development should respect this existing streetscape character.”

A consistent theme can be seen in the Desired Future Character Statement with reference to continuing both traditional residential and commercial uses as the dominant land uses in the Precinct. Conservation of traditional uses and existing 19th century buildings in the Precincts is also vital as the area has a high number of culturally significant heritage buildings, namely Georgian and Victorian cottages along both Davey and Macquarie Street.

3.4 Land use

Under Schedule A, definitions for land use types and their status is given for Precinct 11B. The use classifications for Precinct 11B are shown below:

Prohibited, Permitted and Discretionary uses in Precinct No. 11B

Use Group I	house, ancillary flat, home occupation	P
Use Group II	flat, elderly person's unit	P
Use Group III	multiple dwelling	d
Use Group IV	domestic business	d
Use Group V	consulting rooms, community centre, place of worship	P
Use Group VI	hospital, welfare institution	d
Use Group VII	educational establishment	d
Use Group VIII	office	P
Use Group IX	shop, take-away shop, bank	P**
Use Group X	holiday unit, motel hotel, club, cinema, theatre, restaurant, discotheque, bed and breakfast accommodation	d
Use Group XI	active recreation	d
Use Group XII	amusement machine centre, health studio	d
Use Group XIII	service industry, showroom, car hire premises	P*
Use Group XIV	light industry, warehouse, saleyard	X
Use Group XV	transport depot, timber yard, an industry	X
Use Group XVI	local shop	P
Use Group XVII	passive recreation	P

*except for car hire premises which is 'd'.

** supermarket is discretionary.

3.5 Development density

Schedule B of the Planning Scheme provides density controls for development within Precinct 11B. Basic Plot Ratio indicates the preferred densities of built form within the Precinct. Maximum Plot Ratio provides the facility (at Councils discretion) for developments to expand beyond the basic plot ratio where the development provides facilities and features to benefit the area as specified in Principle 8. Plot ratio is calculated by dividing the floor area by the site area.

Table 1 - Prescribed Densities for Precinct 11B

Density Rating Reference Number	9
Basic Plot Ratio	0.9
Maximum Plot Ratio	1.2
Minimum Lot Area - means minimum total lot area allowed in individual lots in the case of subdivision, boundary adjustment	480m ²
Minimum Frontage	15 metres
Minimum Inscribed Circle - means the minimum diameter of a circle that can be drawn within the boundaries of the lot so that its centre is not more than its diameter from the frontage of the lot	15 metres
Dwelling Unit Factor - means the value by which the site area is divided in order to calculate the maximum number of dwelling units	120

3.6 Height

Schedule C of the Scheme specifies the maximum height of buildings or structures. In this Precinct the maximum height of buildings is 9m to the top most habitable floor level.

3.7 Siting of buildings

Schedule D of the Scheme contains provisions related to the siting of buildings and landscaping. The clauses relevant to the Commercial and Residential Zone are as follows:

“D.3.2.1 In these zones no specific boundary setbacks are required other than to satisfy Principle 16 or the Statement of Desired Future Character for individual Precincts in respect of front boundary setbacks.

D.3.2.2 However, the provision in respect of boundaries between Precincts as referred to in Section 5.1.2 of the Planning Scheme are particularly important where these Zones meet the Residential Zones. To protect residential or visual amenity the standards set out in D.3.4 below will be applied to those developments which abut a residential site in an adjoining Residential Zone, and buffer landscaping will be required.

D.3.2.3 In addition, in the Commercial and Residential Zone where new development abuts an existing residential development within Use Groups I to III boundary setbacks will be required as though the land in question were located in a Residential Zone and buffer landscaping will be required.”

3.8 Traffic, access and parking

Schedule E of the Scheme contains provisions regarding vehicular access and the provision of car parking spaces depending on the type of use. Policy objectives are specified for each zone and in regard to Precinct 11B clause E.9.5 states that the smooth flow of traffic should be maintained and all day non-resident on-street parking is to be discouraged.

3.9 Heritage

Principle 20 of the Planning Scheme states that areas shown as Heritage Areas and places listed on the Heritage Register (Appendix 1 of Schedule F) shall be conserved. In addition Clauses F.3.2 and F.4.3 require retention of any listed place or existing building, or structure within a Heritage Area unless: -

- i) it clearly detracts from the cultural significance of the Area, or*
- ii) there are overriding environmental, economic or practical reasons for its removal either wholly or in part.*

Areas adjacent to Heritage Areas and listed properties must also under Clauses F.3.3 and F.4.4: -

“... be in keeping with those characteristics of the Area or place which contribute to its cultural significance.”

F.3.4 requires any new development within a Heritage Area to be: -

“... in harmony with the height, bulk, setbacks, material, colours and finishes of existing buildings...”

Precinct 11B has in excess of 40 heritage listed properties, most of which is in the form of Georgian cottages along both Davey and Macquarie Streets. There are also several large grand buildings that were originally used as residences but in recent years have acquired new uses. One of these is the Vacluse site which is today a retirement village, was formerly the infectious diseases hospital and prior to then was one of the major stately homes in the district.

Heritage listed properties in Precinct 11B include:- numbers 97, 105, 129, 130, 132, 136, 137-139, 142, 149-151, 153-171, 173, 187-197, 196, 205, 209-211, 214 and 222 Davey Street, numbers 197, 203-205, 218 (plus wall), 223, 225-227, 229, 231, 234, 235, 236, 237-247, 249, 251, 240, 242-250, 253-255, 258-260, 262, 266, 274-276, 277, 282-284, 287, 295, 301, 305, and 319 Macquarie Street.

The Precinct also contains part of Heritage Area No.5.

Heritage Area boundaries and listed sites are shown on *Plan 2*.

3.10 Signs

Signs in the area are quite numerous given its proximity to the city centre and its high proportion of commercial uses. Signs range from simple signs fixed to the facade of buildings or roof signs advertising hotel establishments. Several older signs painted on the side walls of buildings still exist, dating from when Hobart telephone numbers had only 4 digits. While these signs have no function today, they are a reminder that the area has had a strong association with signage in the 20th century in regard to the commercial activity that has been supported in the area.

Table 3 - Prescribed Signs Status for Precinct 11B

Sign Type	Status in Precinct 11B
Below Awning Sign, Horizontal Projecting Wall Sign, Transom Sign.	Exempt Signs
Ground Based Sign, Pole or Pylon Sign, Wall Sign.	Preferred Signs
Above Awning Sign, Banner Sign, Poster Sign (Bill Board), Roof Sign, Sun Blind Sign, Vertical Projecting Wall Sign, Wall Mural	Discretionary Signs
Sky Sign, Flashing or Moving Sign, Sign painted on roof of a building.	Prohibited Sign

3.11 Discussion of planning controls in Precinct 11B

The planning controls for Precinct 11B are much the same for other Residential and Commercial areas in that they encourage both the continuance and preservation of residential and commercial uses in the area.

The form and layout of future development, particularly how it addresses the road is very important in continuing the existing scale and traditionally residential character of development in the area as the area has a very strong linear form of streetscape that creates a hard edge ‘wall’ along both Davey and Macquarie Streets.

The planning controls also recognise the areas special heritage characteristics and specially mention a need to both preserve and enhance the heritage characteristics in the area in future development.

The general theme of the areas zone objectives is to both continue and enhance the existing commercial and residential uses inherent to the area. Another main objective of the zone is to continue and enhance the predominant character of existing 19th century buildings and in particular to continue to reinforce the residential scale of development along with the existing character of the typically extensive landscaped space around residences.

Land uses that are deemed appropriate for the area include residential uses ranging from houses and flat, mostly in the form of Victorian and Georgian cottages, offices (in buildings built in the 19th century as residences), place of worship (church), shops and medical surgeries (very high proportion of surgeries and medical specialists in area).

4.0 Existing characteristics of Precinct 11B

4.1 Introduction

This section examines the characteristics of Precinct 11B in terms of existing land use, building stock, form, density and traffic movements. Information was sourced from various site visits and notes taken from these visits, photographs and information taken off relevant property files.

4.2 Characteristics of Precinct 11B

The area's most predominant characteristic is that of its remaining 19th century built heritage in the form of small workers cottages, wide streets, late 19th century mansions, small street setbacks creating a hard edge throughout the precinct and little landscaping or vegetation. The majority of built form is from the 19th century with little development from the 20th century.

Characteristics of the area include;

- medium density;
- high number of 19th century buildings and fabric;
- wide streets;
- many small 19th century cottages (Georgian and Victorian style);
- street corners in Davey Street occupied by service stations;
- development in Davey and Macquarie Street is the oldest;
- development in 'side' streets such as Ispahan and Warneford early to mid 20th century (all of the buildings in the streets are from the same era of development);
- very busy traffic activity at peak hours;
- Davey and Macquarie Street's are major thoroughfares for traffic coming in and out of the city;
- very high incidence of land uses such as professional offices (architect's & medical specialists) as well as residential properties;
- variety of architectural styles and building forms from the 19th century;
- high incidence of land use changes involving offices, consulting rooms and residential;
- large prominent buildings occupying most street corners (all are commercial buildings today but many were built as residences);
- densities and plot ratio's are relatively low considering the proximity to the city;
- almost 50-50 ratio of residential to commercial land uses;

4.3 Traffic and parking movement

The area is one of the busiest in Hobart at peak hour and contains the 2 main roads in and out of Hobart for commuters. These two streets - Davey and Macquarie Street - are one way streets, while side streets such as Ispahan, Denison Lane, Warneford Street, Antill and Molle Street are all two way. Maintaining good traffic flow in the area is essential given its important role in traffic entering and leaving the city.

Parking in the area is not particularly prolific given its proximity to the city centre although on-street parking exists along most of the roadways. Most parking in the area is located to the side and rear of properties. It was difficult to ascertain the formality and nature of parking as most off-street parking is located to the rear of properties which is due to the fact that the majority of buildings were constructed in the early to mid 19th century, well before the invention of the car.

On-street parking is in high demand during peak hour mostly because of the presence of the Collegiate School in the area (it was noted that parents use these parks to wait for their children).

*** Also refer to Plan 4 for parking locations, nature, and traffic movement, etc**

4.4 Land use

Survey work on existing land uses in the area was carried out in numerous site visits in early February to late June 2000 and this was again reviewed in January 2005. Below is a table that show land uses in Precinct 11B as at January 2005.

*** Also refer to Plans 5 and 7**

Table 4. Land Uses in Precinct 11B

USE	NO.	% OF TOTAL
<i>CarYard/ Service</i>	3	1.85
<i>Industry/ Service</i>		
<i>Station</i>		
<i>Professional/ Office</i>	38	23.4
<i>Religious/ Community</i>	3	1.85
<i>Education</i>	5	3.08
<i>Shop and or gallery</i>	5	3.04
<i>Medical</i>	27	16.6
<i>Residential</i>	78	48.1
<i>Vacant</i>	3	1.85
<i>Total</i>	162	100%

4.5 Number of storeys

Below is a table that show the number of storeys in development in Precincts 11B as of July 2000. The majority of residential buildings are 2 to 3 storeys high with several commercial buildings being 3 storeys or more. There appears to be no pattern in the height of buildings in the area with differing building height being scattered almost randomly throughout the area. However, the majority of 19th century development is 2 storeys high - these mainly being formerly residential buildings. There is some indication that land use and topography affects the number of storeys although many of the 19th century buildings that currently house commercial uses were intended as being residences and therefore the use has no bearing on the number of storeys. However, many 20th century commercial buildings in the area are 3 or more storeys. Residences built in the early to mid 20th century in Ispahan and Warneford Streets are all typically one storey residences (only a few of these have changed over to house commercial uses).

* Also refer to Plan 6

Table 5. Number of storeys in Precinct 11B

No. of storeys	No. of buildings in precinct	% of Total buildings in precinct
1	66	39.52%
2	87	52.09%
3	11	6.58%
4	2	1.19%
5	1	0.59%
Total	167	100%

4.6 Plot ratio

Plot ratio levels as at July, 2000 are given below. These are approximations off scaled plans and also by reference to relevant property files.

Also refer to Plan 8

Table. 6 Plot ratio in Precinct 11B

PLOT RATIO	NO. OF PROPERTIES	% OF TOTAL PROPERTIES
0.0-0.09	2	1.3
0.1-0.19	8	5.5
0.2-0.29	21	14.6
0.3-0.39	33	22.8
0.4-0.49	27	18.7
0.5-0.59	19	13.2

0.6-0.69	9	6.2
0.7-0.79	10	7.0
0.8-0.89	3	2.0
0.9-0.99	4	2.7
1.0-1.09	2	1.3
1.1-1.19	3	2.0
1.2+	4	2.7

4.7 Conclusion

Detailed analysis of the built form of Precinct 11B uncovers an evolution from distinctly residential uses to a mix of commercial and residential uses. Although there has been a distinct shift towards more commercial uses within the precinct the residential nature still dominates with just under 50% of all land uses being residential. Of those commercial uses a large proportion (around 37%) are professional offices or consulting rooms where the existing (residential) built fabric has not been altered (other than a small brass plate or relatively unintrusive signage in the front yard).

The vast majority of buildings in the Precinct are between two and three storeys in height and there are only a handful of buildings that are greater than three storeys. The architectural styles that dominate the precinct are mainly from the 19th Century, although there are a few streets such as Ispahan and Warneford Streets (essentially side streets) whose architectural styles are from the early to mid 20th century.

The density of development within the precinct has not varied substantially since the early development of this part of Hobart, which is a good indicator as to the preservation of the original built fabric. There are only 10 properties that have exceeded the basic plot ratio while the median plot ratio for the precinct is 0.41 and the mean plot ratio is 0.47.

5.0 Development Applications Review 1984 - 2000

5.1 Introduction

All development in Precinct 11B is subject to the provisions of the City of Hobart Planning Scheme 1982.

This section will examine how the area has developed under the operation of the Planning Scheme. The results will provide some insight as to the demand for and the appropriateness of the zoning which specifically provides for commercial residential use and its associated standards especially plot ratio, height and dwelling unit factor.

Although the current scheme did not come into effect as a finally approved Planning Scheme until December 1991, the policy basis was applicable to development in the form of various interim orders from September 1984.

A review of all planning applications within the study area since 1984 was compiled by researching all relevant Council property files. This research provides a basis for reviewing

the evolution of the case study area and to demonstrate how it has changed in use and built form over this period. It also provides an examination of whether this development has been consistent with the preferred uses, density and character directions under the Planning Scheme.

5.2 Review of planning applications within Precinct 11B

As can be seen in Table 7, 280 planning applications were received between 1984 and 2000. The majority of applications were for changes of use or extensions/alterations to existing buildings.

Table 7 - Planning Applications in Precinct 11B from January 1984 to June 2000.

TYPE OF PLANNING APPLICATION	NO. APPLICATION (JAN 1984 - JUN 2000)	% OF TOTAL
<i>Changes of Use</i>	78	27.86
<i>Demolition</i>	23	8.21
<i>Extensions/Alterations</i>	81	28.93
<i>Sign</i>	47	16.79
<i>Fence/ boundary wall/ gates etc</i>	8	2.86
<i>Subdivision</i>	3	1.07
<i>Garage/carport</i>	4	1.43
<i>Ancillary building/ new dwelling, etc</i>	14	5.00
<i>Deck</i>	2	0.71
<i>Boundary Adjustment</i>	1	0.36
<i>Stratum Titling</i>	1	0.36
<i>Conversion</i>	4	1.43
<i>Home Occupation</i>	1	0.36
<i>Pool</i>	2	0.71
<i>Adehesion</i>	1	0.36
<i>Mural</i>	3	1.07
<i>Carpark</i>	6	2.14
<i>Unlisted Use</i>	1	0.36
<i>Total</i>	280	100%

Table 8 shows 55% of the properties in the Precinct received 1 or more development applications from January 1984 to June 2000.

Table 8 - Number of planning applications per property in Precinct 11B

APPLICATIONS PER PROPERTY (January 1984 - June 2000)	NO.	% OF TOTAL	CUMULATIVE TOTAL
No planning applications	68	45.33%	45.33%
One planning application	34	22.66%	67.99%
Two planning applications	17	11.33%	79.32%
Three planning applications	14	9.33%	88.65%
Four planning applications	5	3.33%	91.98%
Five planning applications	3	2%	93.98%
Six planning applications	1	0.66	94.64%
seven (or more) planning applications	8	5.33	99.97
Total	150	100%	

5.3 Changes in plot ratio

Out of the 280 planning applications received for the area between January 1984 and June 2000, 29.9% (or 67 in number) proposed a change of plot ratio. 63 out of 67 of these proposed increasing the plot ratio while 4 proposed to decrease the plot ratio by way of demolition and alteration.

For the planning applications proposing increases in the plot ratio, the majority of these increases in plot ratio were typically between 0.01 to 0.04.

In Table 9, plot ratio's marked out in bold, were approved and completed. Applications to increase plot ratio not marked out in bold were not carried out through to completion, withdrawn or subsequently refused. Applications for carports and garages - although few - were not counted as including an increase in plot ratio.

Table 9 - Plot ratio increases (or reductions) in planning applications January 1984 to June 2000.

PLANNING APPLICATION	DEVELOPMENT TYPE	CHANGE IN PLOT RATIO	INCREASE IN PLOT RATIO
1. 319 Macquarie Street 920971	change of use from vacant to retirement village	0.31 to 0.6	0.29
2. 319 Macquarie Street 971320	extension of retirement village	0.31 to 0.4	0.09
3. 313 Macquarie Street 891014	change of use & alterations	0.41 to 0.42	0.01
4. 303 Macquarie Street 900746	Alterations and additions to	0.56 to 0.6	0.04

	office		
5. 303 Macquarie Street 200410	Intensifying office use & extensions	0.56 to 0.6	0.04
6. 301 Macquarie Street 1652	New Tavern & Restaurant & additions	0.32 to 0.37	0.05
7. 299 Macquarie Street 881164	Change of use from house to rest.	0.72 to 0.79	0.07
8. 297 Macquarie Street 921135	change of use & new house	0.09 to 0.4	0.31
9. 287 Macquarie Street 1425	additions to dwelling	0.71 to 0.72	0.01
10. 287 Macquarie Street 850442	change of use with alterations	0.72 to 0.98	0.26
11. 251 Macquarie Street 970673	demolition and addition to flat	not given	decrease 0.02
12. 241 Macquarie Street 990915	demolition & new house	0.0 to 0.9	0.9
13. 223 Macquarie Street 2557	change of use	0.26 to 0.43	0.17
14. 223 Macquarie Street 880757	additions to consulting rooms	0.5 to 0.6	0.1
15. 217-221 Macquarie Street 847336	extension to dental surgery	1.15 to 1.19	0.04
16. 217-221 Macquarie Street 850300	demolition & building extensions	1.19 to 1.18	decrease 0.01
17. 211 Macquarie Street 850329	change of use	0.75 to 0.8	0.05
18. 211 Macquarie Street 991119	extensions to offices	0.8 to 1.14	0.34
19. 286-314 Macquarie Street 920693	hotel alterations & new offices	0.26 to 0.46	0.2
20. 286-314 Macquarie Street 931187	new building, offices and flats	0.26 to 0.46	0.2
21. 276 Macquarie Street 940964	new house (additional house)	0.23 to 0.42	0.19
22. 276 Macquarie Street 950979	extensions, alterations and COU	0.45 to 0.41	decrease 0.04
23. 262 Macquarie Street 2295	additions and change of use	0.13 to 0.14	0.01
24. 262 Macquarie Street 850397	renovation and change of use	0.14 to 0.2	0.06
25. 262 Macquarie Street 870919	office extensions	0.21 to 0.23	0.02
26. 262 Macquarie Street 880096	extensions	0.21 to 0.25	0.04
27. 262 Macquarie Street 880598	office extensions	0.23 to 0.24	0.01
28. 252-256 Macquarie Street 870625	alterations, extensions and COU	0.8 to 0.88	0.08
29. 250 Macquarie Street 880424	change of use	0.33 to 0.4	0.07
30. 250 Macquarie Street 890622	alterations & additions	0.46 to 0.5	0.04
31. 246 Macquarie Street 870680	change of use and extensions	0.31 to 0.41	0.1
32. 236 Macquarie Street 860870	change of use	0.26 to 0.3	0.04
33. 236 Macquarie Street 920204	change of use	0.26 to 0.3	0.04

34. 218-212 Macquarie Street 2265	alterations and additions	0.49 to 0.58	0.09
35. 218-212 Macquarie Street 850688	school extensions	0.58 to 0.59	0.01
36. 218-212 Macquarie Street 870551	New sports facility	0.6 to 0.7	0.1
37. 218-212 Macquarie Street 900856	partial demolition and extensions	0.7 to 0.71	0.01
38. 218-212 Macquarie Street 940178	mezzanine extensions	0.72 to 0.73	0.01
39. 218-212 Macquarie Street 950847	Performing arts centre	0.73 to ??	??
40. 6 Ispahan Avenue 200267	change of use, alterations and extensions	0.29 to 0.37	0.08
41. 18 Ispahan Avenue 900935	house extensions	0.27 to 0.3	0.03
42. 18 Ispahan Avenue 930019	house extensions	0.27 to 0.3	0.03
43. 1 Ispahan Avenue 860063	2 new houses	0.0 to 0.24	0.24
44. 10 Warneford Street 880961	school extension	0.14 to 0.18	0.04
45. 10 Warneford Street 930334	new residences on vacant area	0.12 to 0.33	0.21
46. 10 Warneford Street 950080	new consulting rooms	0.29 to 0.3	0.01
47. 1 Warneford Street 850004	change of use	0.25 to 0.3	0.05
48. 9 Warneford Street 200330	partial demo. & house extensions	0.35 to 0.45	0.1
49. 159 Davey Street 881185	alterations and change of use	0.66 to 0.49	decrease 0.17
34. 171 Macquarie Street 890477	partial demo. & house extensions	0.6 to 0.67	0.07
50. 173 Davey Street 980887	extensions, alterations and COU	0.23 to 0.24	0.01
51. 175-179 Davey Street 981211	new shop and offices	0.0 to 0.51	0.51
52. 175-179 Davey Street 990723	new shop on vacant site	0.0 to 0.38	0.38
53. 205 Davey Street 950649	change of use	0.39 to 0.4	0.01
54. 207-209 Davey Street 1809	change of use to primary school	0.39 to 0.5	0.11
55. 124 Davey Street 850648	extension to bottle shop	0.5 to 0.51	0.01
56. 132 Davey Street 940265	alterations and extensions	0.58 to 0.59	0.01
57. 132 Davey Street 970241	partial demo. Alterations and deck	0.46 to 0.48	0.02
58. 142 Davey Street 890248	extensions & alterations	0.78 to 0.85	0.07
59. 142 Davey Street 890464	extensions and alterations	0.78 to 0.85	0.07
60. 142 Davey Street 900105	extensions to nursing home	0.85 to 0.86	0.01
61. 142 Davey Street 900741	alterations and extensions	0.86 to 0.9	0.04
62. 142 Davey Street 910975	extensions (pool) to nursing home	0.9 to 0.93	0.03
63. 152-158 Davey Street 951258	partial change of use	0.09 to 0.10	0.01

64. 178 Davey Street 870678	alterations and extensions	0.45 to 0.46	0.01
65. 186-194 Davey Street 970554	demo. & extensions & new shops	0.34 to 0.75	0.41
66. 202-204 Davey Street 970656	partial demo. & house extensions	0.52 to 0.53	0.01
67. 67 Fitzroy Crescent 951029	house extensions	0.26 to 0/28	0.02

***Note: bold plot ratio value's in the last column indicate that the planning application proceeded to completion.**

5.4 Changes of use

Planning applications for changes of use were the second most common types of development applications in the period surveyed from January 1984 to June 2000.

The majority of changes of use for the area were from residential (Use Group 1) uses to consulting room uses (Use Group 5) closely followed by residential to office uses (Use Group 8). Changes from offices to consulting rooms was the third most common type of change of use application.

Table 10 - Changes of use application details in Precinct 11B

Existing Use	Proposed Use								
	I	II	V	VII	VIII	IX	X	XIII	
I	1	1	10	2	9	2	1		
II			4		3				
V	3				5	1			
VIII	3	2	8	1	2	2	1		
IX	1	1	1				1		
X					2		1	1	
XIII							1		
Unlisted		1	1		1				
Vacant		1	2		5				1

Please note:

PERMITTED USE

DISCRETIONARY USE

PROHIBITED USE

6.0 DISCUSSION OF ISSUES

6.1 Introduction

This section summarises the findings of the foregoing analysis and discusses whether the existing planning controls are appropriate. It also recommends planning controls appropriate for the area covered by Precinct 11B under a new City of Hobart Planning Scheme based on the Common Key Elements Template introduced by Planning Directive No.1.

6.2 Use

The objective of the Commercial and Residential Zone is to provide for a diversity of commercial and professional uses and some important associated residential uses. The Statement of Desired Future Character for Precinct 11B encourages the area to continue to function as an area for offices and institutions together with the protection of residential uses and the encouragement of its further development.

It is considered that these overall objectives have generally been achieved as the area does contain a diversity of office and institutional uses along with a substantial residential component.

Changes of use have most generally been consistent with the Planning Scheme's preferred uses.

Residential uses within the precinct make up almost half (48%) of the uses in the area. The proportion of properties in residential use have remained stable with many new developments including Vacluse Retirement Village, the expansion of St. Ann's Rest Home and a number of new residential home applications. Residential infill at the rear of a number of the larger 19th Century properties (now used as commercial premises) in both Davey and Macquarie Streets has also become more prevalent in the last few years.

The types of uses permitted or discretionary under the current Planning Scheme are considered appropriate for the future of the area as is the Scheme objective for the area to continue to function as an area for offices and institutions together with the protection of residential uses and the encouragement of its further development.

6.3 Density, Height and Setbacks

Since 1984 the number of sites on which it was proposed to increase the plot ratio was 63 out of a total of 224 planning applications while 4 proposed decreasing the plot ratio. Most of the plot ratio increases required were relatively small, between 0.01 and 0.04, this is mainly due to most of the applications being for a change of use with minimal extensions. The average plot ratio increase was 0.1.

The actual densities of development in the Precinct are quite low for an inner city area and the vast majority of all properties are well below the basic and maximum plot ratio specified for the Precinct. Based on a review of development applications over the past 20 years there appears to be little demand for developing properties to the allowable plot ratio. Plot ratio provisions have not acted as a restraint on most development in the area.

The review of the number of storeys of each building in the Precinct shows that 91.6% of buildings are 1 or 2 storeys. The maximum height allowed under the Planning Scheme is 9m to the topmost habitable floor level. This would allow for a 4 storey building in most cases. Again there appears to have been no demand or need for commercial properties to develop to this height.

Schedule D of the Planning Scheme requires new development in Precinct 11B to be setback from the side and rear boundary with existing residential development in accordance with the setbacks required in the residential zones. The aim of this is to protect the amenity of adjoining residential properties. A significant number of the commercial properties in the Precinct have a common boundary with a property used for residential purposes.

The density and height provisions in the Planning Scheme are quite generous and are unlikely to be achieved on the majority of properties given the setback provisions, parking requirements and heritage constraints.

In 1994 the Central Area Strategy Plan (CASP) (Note: not endorsed by Council) recommended that the height and plot ratio for the precinct be amended so that the maximum height of buildings, to the eaves level, should be between 3m and 6m and that the plot ratio for each site should be based on individual heritage and streetscape considerations.

The *Planning Scheme Density Study: Review of Plot Ratio* (2001, Spiller Gibbins Swan Pty Ltd) found that plot ratio controls are generally in excess of demand requirements and hence their effectiveness as a mechanism to control density is to a large extent invalidated. It recommended that in any revision of the Planning Scheme plot ratio controls be abandoned in favour of a range of height, setback and building envelope provisions.

This recommendation is supported and it is considered that the height and side and rear setback provisions should be similar to those used in the residential zones where development sites adjoin residential uses or zones. Setbacks and height limits on other sites should be consistent with the current scale of development and the need to protect heritage values.

6.4 Heritage

Precinct 11B contains 62 heritage properties and a substantial part of the precinct is covered by Heritage Area 5. About 76% of all properties are either heritage listed or are adjacent to a heritage listed property. The Planning Scheme provides that any development on or adjacent to a heritage listed property or within a Heritage Area is discretionary.

The *City Fringe Heritage Study* (2003 K Bennett for the HCC) recommended that an additional 28 properties be listed on the heritage register in the planning scheme and that Heritage Area 5 be extended to cover all properties in Warneford Street. The *South Hobart Heritage Study* (2000 P Davies & I Terry) recommended that Heritage Area 5 be extended to cover the vast majority of properties west of Antill Street. (See **Plan 3**)

The principal of these recommendations is supported and should be factored into the Heritage Schedule in the new planning scheme.

6.5 Streetscape amenity and landscaping

The streetscapes in the Precinct are generally characterised by early buildings on a mix of small to relatively large lots. There are several properties with a hard edged appearance where the buildings are close to the street frontage and little opportunity is provided for landscaping.

The Planning Scheme does discourage the provision of car parking between the building line and the street boundary except where topographical constraints dictate this as the only solution. Principle 12 of the Planning Scheme also allows Council to require the provision of landscaping as a condition of approval for any new development. These policies should be continued in the new planning scheme.

6.6 Traffic and parking.

Despite being located at the entrance to the Southern Outlet, traffic within the precinct at peak times flows quite well in normal circumstances. The clear majority of traffic heads into town along Macquarie Street during the morning as workers from Kingston and Blackmans Bay head into work, and during the afternoon peak this traffic load increases along Davey Street as people head for the Southern Outlet. A significant amount of traffic is also generated from Antill Street and Regent Street, this in turn feeds into both Davey and Macquarie Streets.

Most properties in Precinct 11B have some form of off-street parking. On street parking is available along most streets in the Precinct although various time limits are in place. The existing Planning Scheme provisions requiring the provision of on-site parking for new development seem appropriate. All day on street parking is not allowed in the Precinct consistent with the objective of the Scheme to discourage all day non-resident on-street parking.

The majority of new developments are required to provide off-street parking as a condition of the planning approval. Cash-in-lieu payments can be taken where it is not possible to provide additional on site parking but this is of limited usefulness as it would be difficult for Council to provide new off street parking in the immediate vicinity.

Finding short term on street parking can be a problem at some times of the day particularly around St Michaels Collegiate School at school finishing times.

6.7 Signs

The Planning Scheme sign provisions are relatively restrictive in this Precinct and this is reflected in most signs being fairly low key and unobtrusive. There have been a number of applications for signs over the past 20 years and many of these have had conditions placed on them restricting the size, location and style of the sign. Sky signs, flashing or moving signs are presently prohibited and should continue to be so.

It is recommended that the new Planning Scheme contains similar sign controls in the area to those at present.

6.8 Precinct boundaries and future zoning

The Statement of Desired Future Character for Precinct 11B encourages the area to continue to function as an area for offices and institutions together with the protection of residential uses and the encouragement of its further development. This policy objective is considered appropriate for the future planning of the Precinct.

The borders of this precinct could largely be considered to be defined by the topography of the area as on the north western side it is bound by the Hobart Rivulet and on the south eastern side the boundary is defined by the change in built form and use south of Davey Street, as those properties on the southern side of Davey Street are mainly large multi-story buildings with significant amounts of land containing commercial uses, and these properties back onto smaller residential dwellings. The north eastern and south western boundaries indicate a significant change in built form and uses towards the CBD where the prevalence of Residential buildings is significantly less and towards south Hobart where the residential buildings are significantly greater in number.

A new City of Hobart Planning Scheme is required to be based on the Common Key Elements Template introduced by Planning Directive No.1. This template specifies the zones that can be used in the planning scheme. In regard to these zones it would appear that the 'Mixed Use Zone' is the most appropriate. The purpose of this zone is to provide for a range of residential, commercial, industrial and other uses that complement the function of a locality where a mix of uses has established and it is desirable for a mix to be maintained.

In terms of this statement most of the Precinct and zone boundaries appear to be appropriate. There are a number of sites or areas however which merit some discussion of the appropriateness of the zone boundary. These are discussed below:

10 Warneford St, 297 & 301 Macquarie St

The properties at 10 Warneford St and 301 Macquarie St contain commercial uses and the precinct and zone boundaries pass through the building on each site so that part of each building / site is in the Residential 1 Zone (Precinct 25C). In the interests of simpler planning scheme administration and consistency of approach, it is preferable if at least the building on a site is contained within 1 zone and precinct. It is considered appropriate in this case for the whole of these properties to be included in the Mixed Use Zone along with the property at 297 Macquarie Street which contains a residential building attached to the building on 301 Macquarie Street.

142 Davey Street

The property at 142 Davey Street contains the St Ann's Nursing Home. The precinct and zone boundary passes through the nursing home building so that part of it is in the residential 1 Zone (Precinct 27A). Again in the interests of simpler planning scheme administration and consistency of approach, it is preferable if at least the building on a site is contained within 1 zone and precinct. It is considered appropriate in this case for the whole of the property to be included in the Mixed Use Zone.

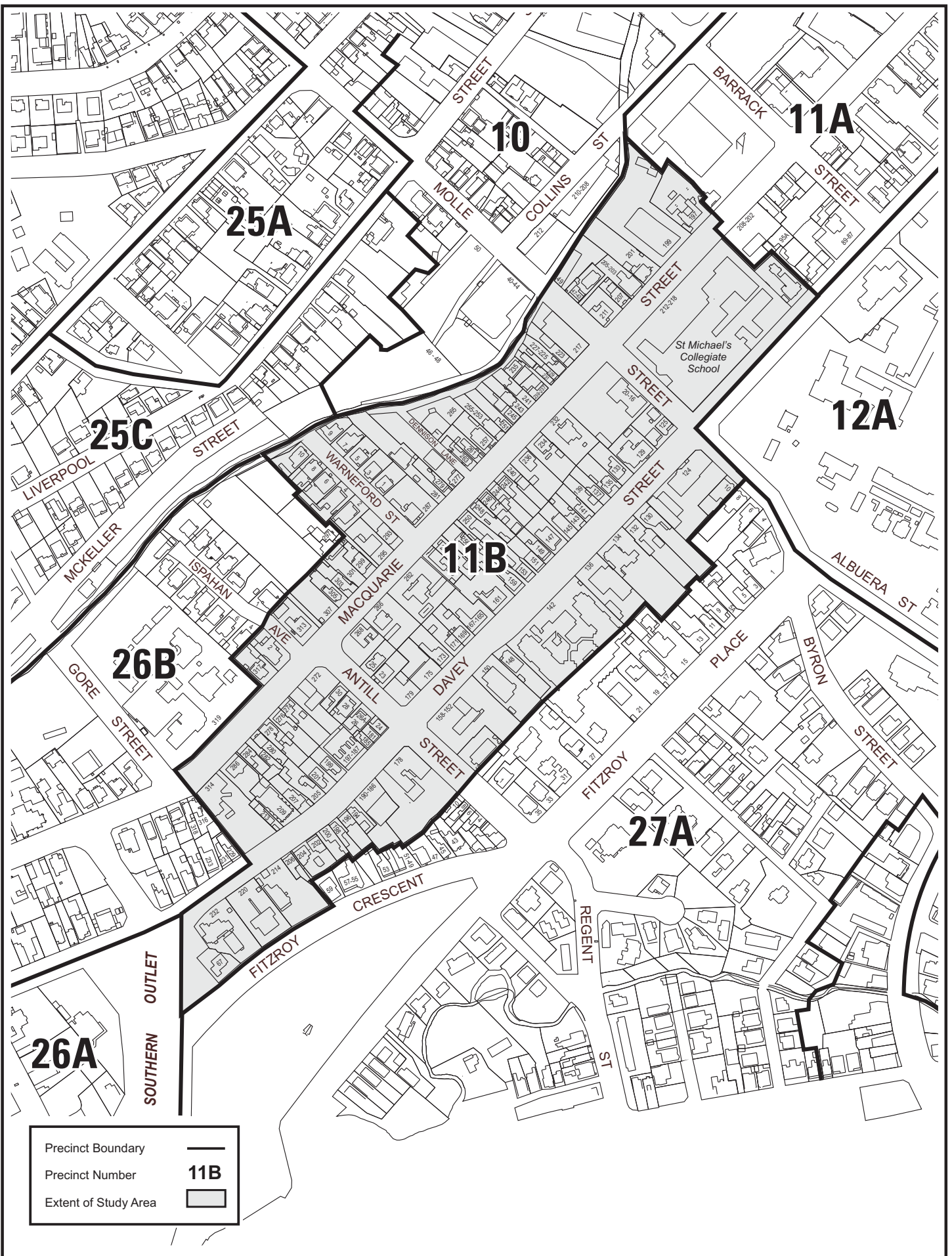
214 to 232 Davey Street and 67 Fitzroy Cres

These properties are all used for residential purposes and all have frontage to Fitzroy Cres. With the exception of 67 Fitzroy Cres they also have frontage to Davey Street although vehicular access is not available from this street due to the proximity of the Southern Outlet.

The properties are located in a relatively quiet street which does not contain any commercial uses at present. The vast majority of properties in Precinct 11B have a frontage to a major arterial road carrying significant traffic volumes.

It is considered that the Planning Scheme should not allow for the intrusion of commercial uses into a residential street with good levels of residential amenity compared to other parts of the Precinct fronting a main road. It is recommended therefore that the properties at 214 to 232 Davey Street and 67 Fitzroy Cres be zoned residential.

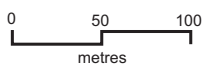
Recommended boundaries of the Mixed Use Zone are shown on *Plan 9*.

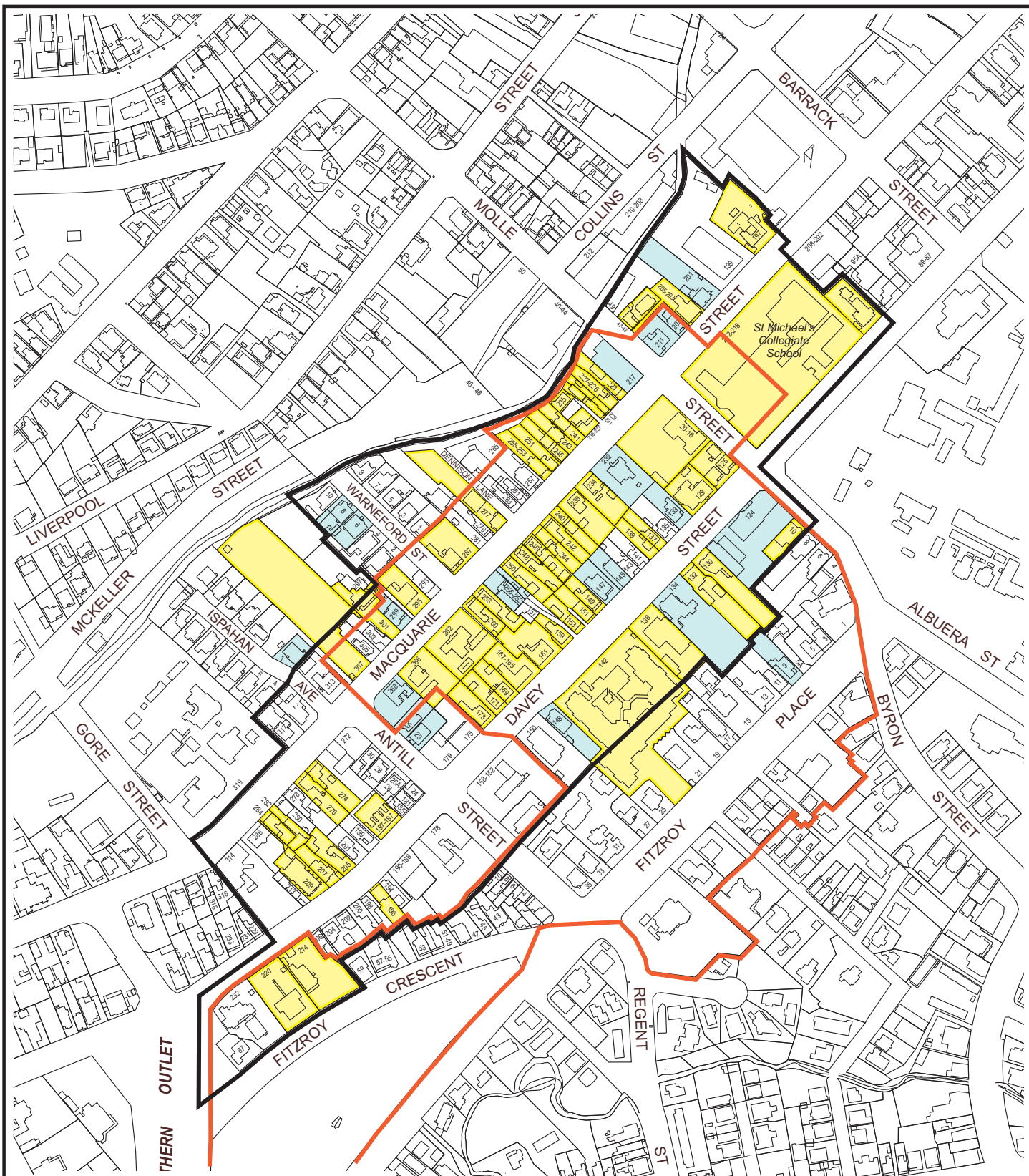





REVIEW OF PRECINCT 11B
City of Hobart Planning Scheme 1982

PRECINCT BOUNDARIES


PLAN
1



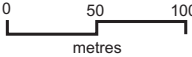


Places listed in Schedule F of City of Hobart Planning Scheme 1982	
Places recommended for listing in 'City Fringe Heritage Review'	
Boundary of Heritage Area 5	

N



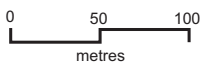
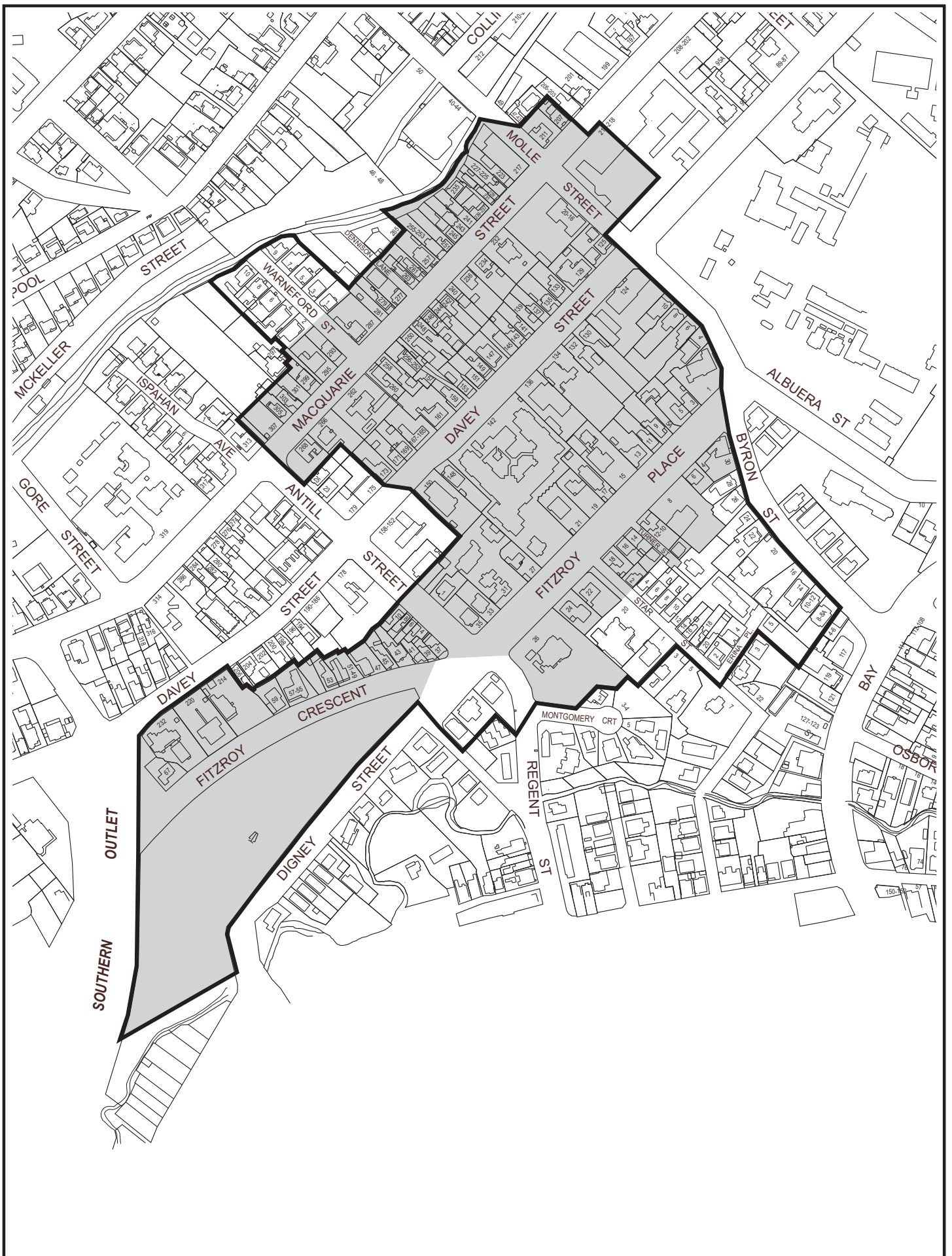
0 50 100 metres



REVIEW OF PRECINCT 11B
City of Hobart Planning Scheme 1982

HERITAGE LISTED PROPERTIES

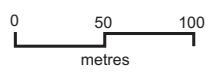
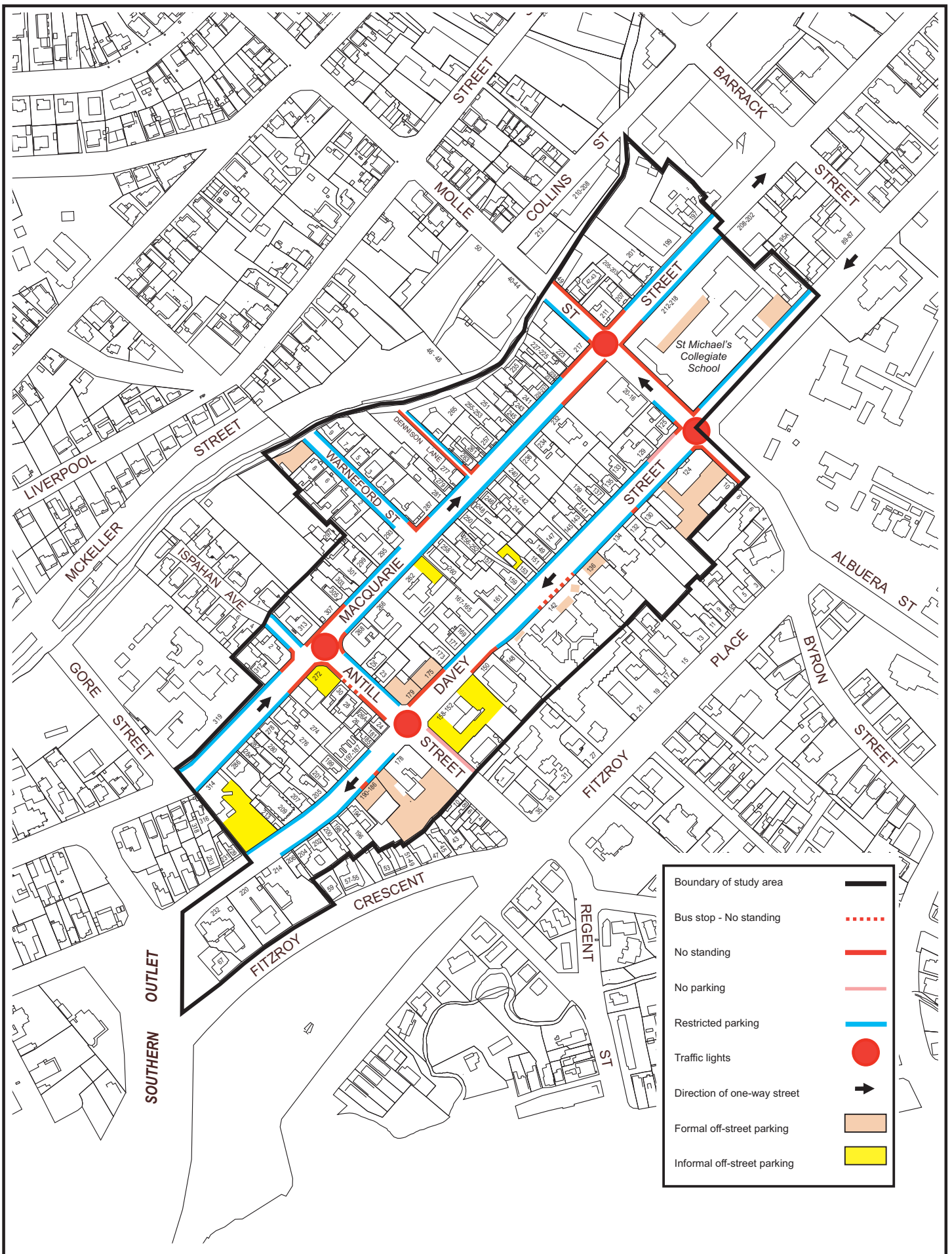
PLAN
2



REVIEW OF PRECINCT 11B
City of Hobart Planning Scheme 1982

RECOMMENDED EXTENT OF HERITAGE AREA 5
(City Fringe & Sandy Bay Heritage Reviews)

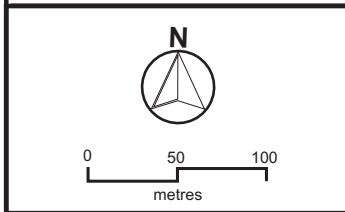
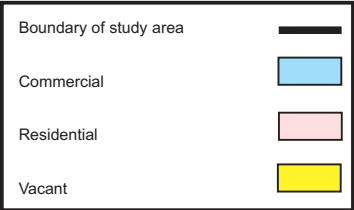
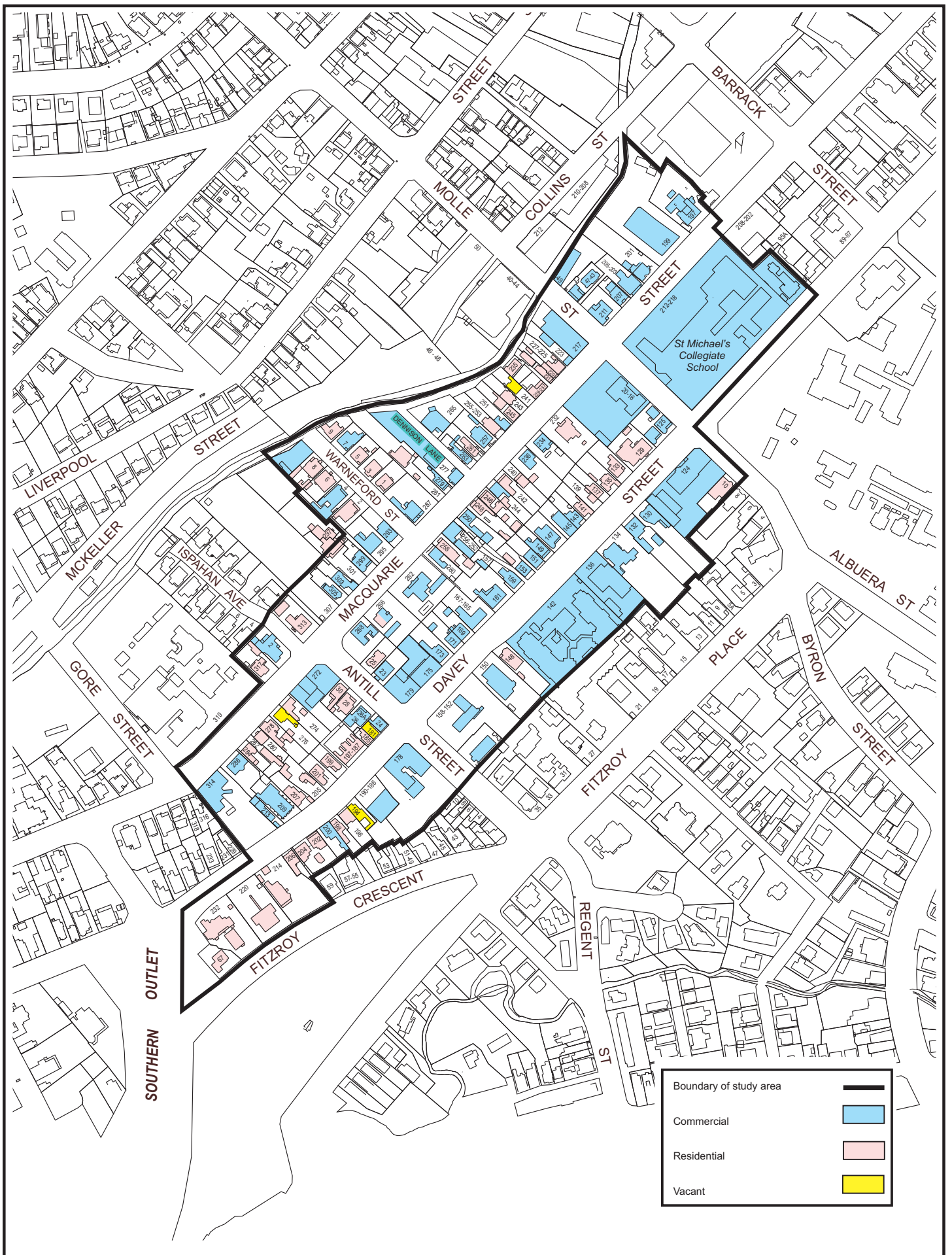
PLAN
3



REVIEW OF PRECINCT 11B
City of Hobart Planning Scheme 1982

PARKING/TRAFFIC FLOW

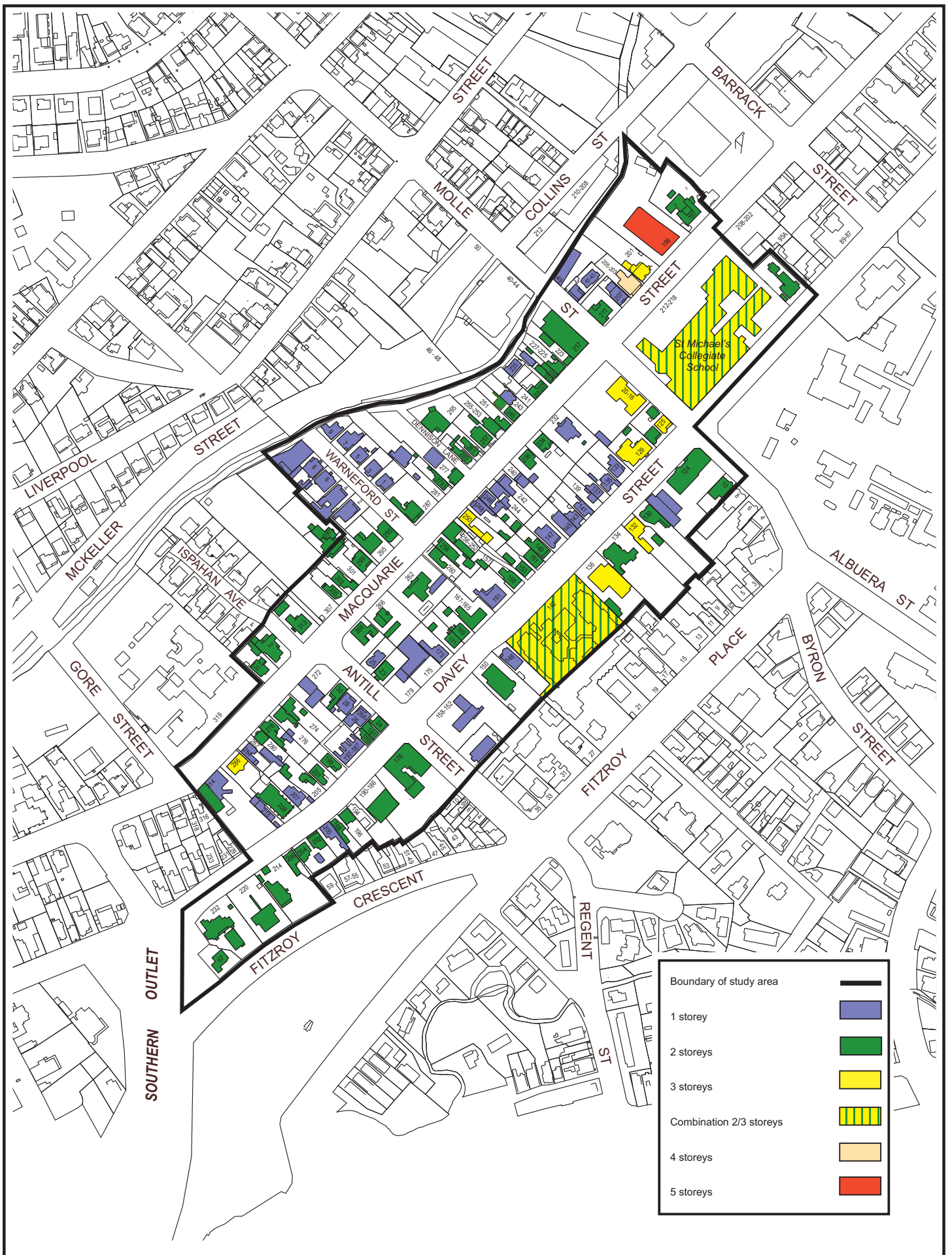
PLAN
4



REVIEW OF PRECINCT 11B
 City of Hobart Planning Scheme 1982

LAND USE

PLAN
5



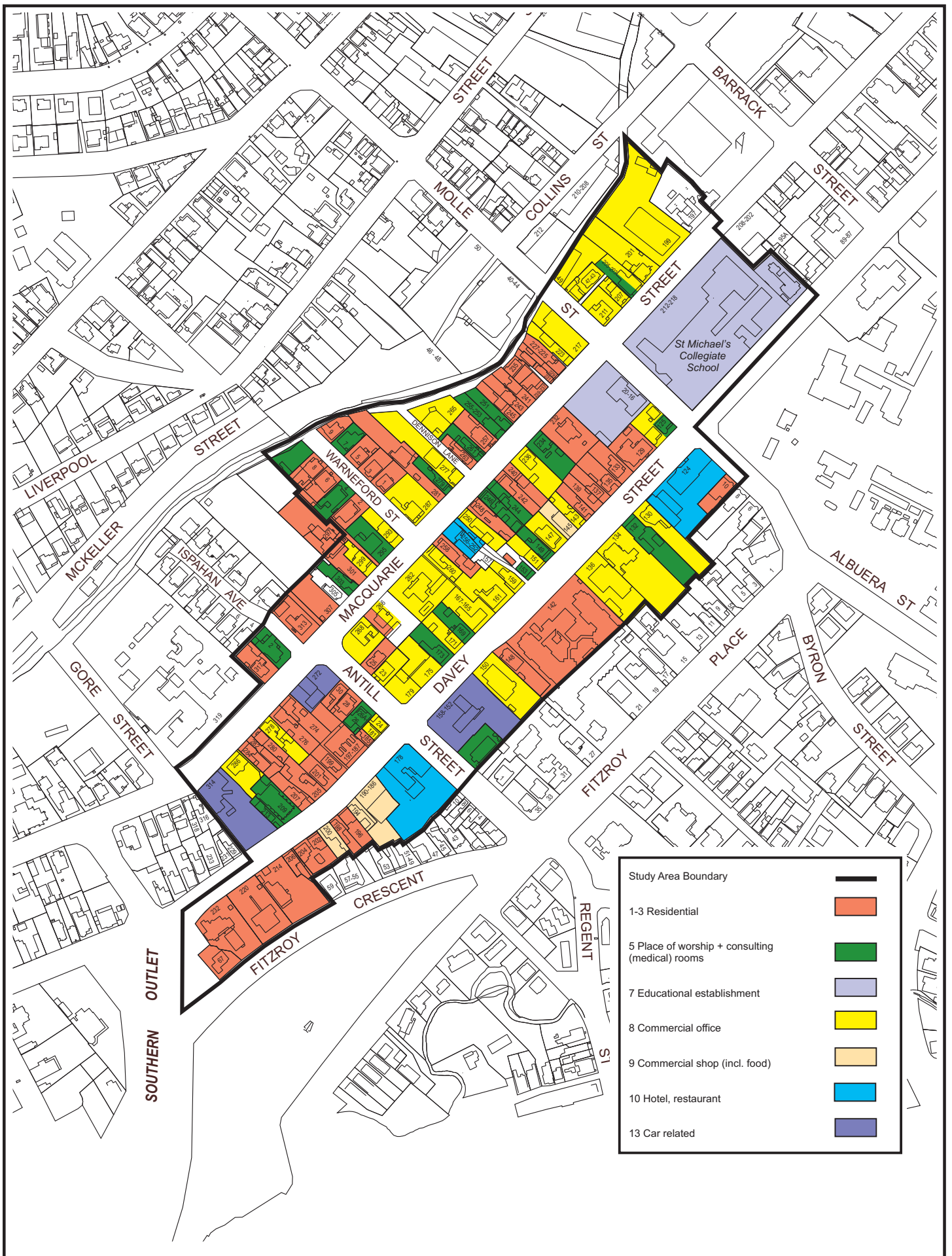
0 50 100
metres

REVIEW OF PRECINCT 11B
City of Hobart Planning Scheme 1982

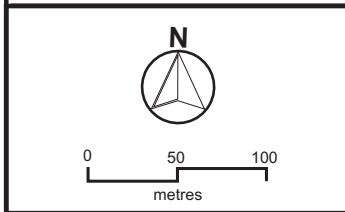
BUILDING HEIGHTS

PLAN

6



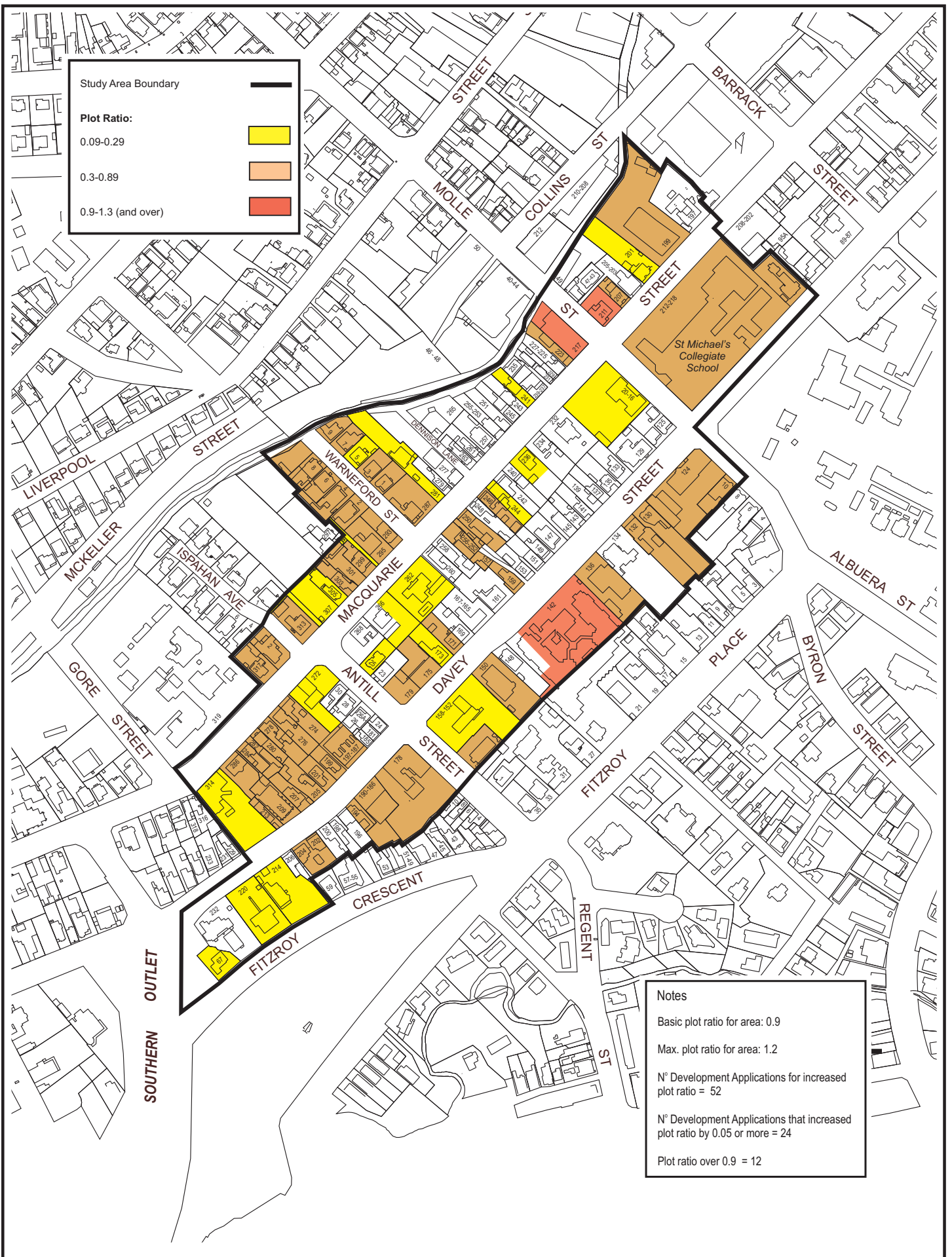
Study Area Boundary	
1-3 Residential	
5 Place of worship + consulting (medical) rooms	
7 Educational establishment	
8 Commercial office	
9 Commercial shop (incl. food)	
10 Hotel, restaurant	
13 Car related	




REVIEW OF PRECINCT 11B
 City of Hobart Planning Scheme 1982


USE CLASSES


PLAN
7




Study Area Boundary 

Plot Ratio:

0.09-0.29 

0.3-0.89 

0.9-1.3 (and over) 

Notes

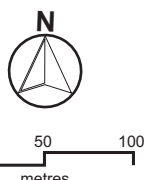
Basic plot ratio for area: 0.9

Max. plot ratio for area: 1.2

N° Development Applications for increased plot ratio = 52

N° Development Applications that increased plot ratio by 0.05 or more = 24

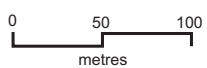
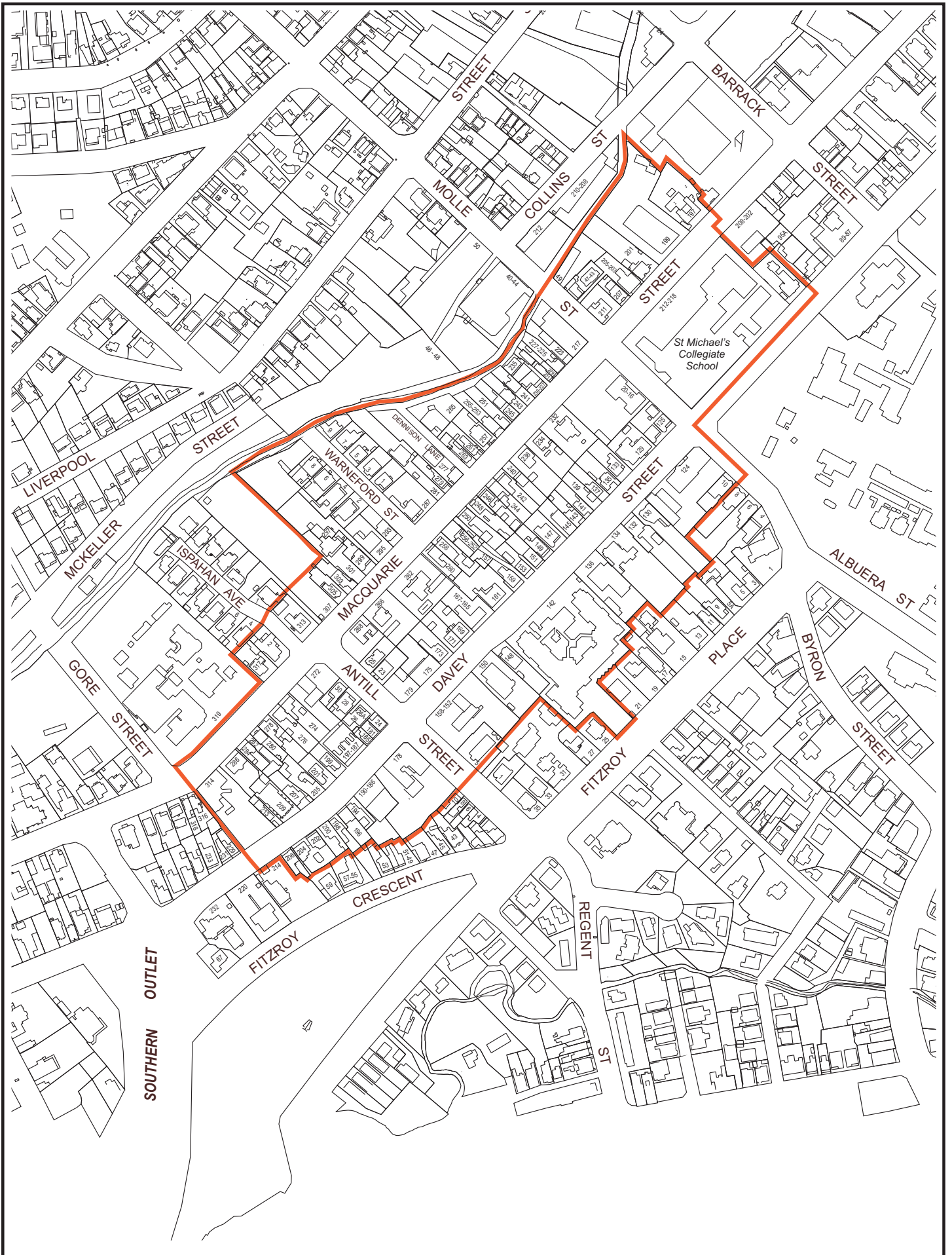
Plot ratio over 0.9 = 12



REVIEW OF PRECINCT 11B
 City of Hobart Planning Scheme 1982

DENSITY/PLOT RATIO

PLAN
8



REVIEW OF PRECINCT 11B
City of Hobart Planning Scheme 1982

PROPOSED 'MIXED USE' ZONE BOUNDARY

PLAN
9

REVIEW OF PRECINCTS 12A AND 12B

1.0 Introduction

1.1 Preface

This report is part of a review of areas zoned Commercial & Residential under the City of Hobart Planning Scheme 1982 to determine if the existing planning controls are resulting in development that meets the Scheme objectives and whether or not those objectives are still appropriate for the future of the area.

This report also recommends planning controls appropriate for the area covered by Precincts 12A and 12B under a new City of Hobart Planning Scheme based on the Common Key Elements Template introduced by Planning Directive No.1 .

Precincts 12A and 12B includes properties in the area bounded by Sandy Bay Road, Albuera Street and Davey Street.

Plan 1 shows the boundaries of Precincts 12A and 12B.

1.2 Methodology, sources & outline

The methodology used for gathering information for this report included:-

- on site analysis of Precincts 12A and 12B that included survey work of car parking, land use, density, and building heights,
- examination of all property files in the Precinct to review all development applications received in regard to that property between January 1984 and February 2000, and
- existing City of Hobart Planning Scheme 1982 planning controls for Precinct 12A and 12B reviewed.

Discussion in light of the above analysis leads to recommendations for the nature of the planning provisions in the proposed new City of Hobart Planning Scheme.

2.0 History of Precincts 12A and 12B

2.1 Introduction

The area has a very strong traditional association with both residential and military uses. The site was ‘officially settled’ in 1811 with the announcement that it was going to be the site for the colony’s military barracks. Its position including a hill that overlooked the harbour and Derwent River, as well as the early settlement of Hobart was the key deciding factor in determining the base for the military barracks. Building at the Barracks site began in 1814 and steadily continued through until the 1870’s.

By 1840, the majority of the streets that make up the area were laid out and began to be developed. Wilmot Street was the first fully developed street in the area, this street being lined by small brick and stone workers cottages by the 1860’s.

By the 1860’s the site was basically divided into 2 major land uses; that of the military barracks sitting on top of the hill and a residential area which was primarily based in and

around Hampden Road and Wilmot Street. The streets Ellerslie Road and Heathfield Avenue take their names from the nearby historic homes that were built in the mid 19th century. However these two roads were not formally laid out and developed until the 20th century.

The late 19th century saw the area diversify and also cater for educational uses and commercial uses ranging from the Battery Point Model School, a school for trades, a brewery and a hat factory as well as a public park - this being in the same area that the Repatriation Centre stands today. By the late 19th century, the area had been physically 'severed' from Battery Point with the creation of the 'Deviation' which was a cut through from Harrington Street to Sandy Bay Road. The 'Deviation' effectively separated the area from the rest of Battery Point, this was further emphasised by increasing traffic including trams on Sandy Bay Road.

This separation of the area from Battery Point further increased in the mid 20th century with the introduction of traffic islands in Sandy Bay Road thus effectively cutting off one end of Hampden Road from the other. Traffic volumes also steadily increased in the area at this time and were particularly high around the Sandy Bay Road and Davey Street boundaries of the area. The 'Deviation' cut diagonally through the block marked out by Hampden Road, Kirksway Place, Montpelier Retreat and Wilmot Street and started from the Gladstone Place intersection and ended at the intersection of Sandy Bay Road, Montpelier Retreat and Hampden Road.

Commercial development along Sandy Bay Road and Hampden Road since the 1950's has led to the demolition and refurbishment of several 19th century residences - this being a typical occurrence in the mid 20th century. However, during the late 1960's (Green Ban era) conservation and restoration of the area's various historic buildings and streetscapes became more prevalent. It is perhaps this era that ensured that the presence of the 19th century buildings and streetscape was continued rather than being demolished to make way for blocks of flats or offices.

Today the area has evolved into a mix of residential, military and low key commercial uses ranging from offices, IT services, antique stores and educational institutions comprising the Albuera Street School and the University of Tasmania's Conservatorium of Music. The area is also the site of the former Repatriation Hospital - now the Repatriation Centre - and various medical specialists.

The majority of its streets are exactly as they were when they were laid out over 150 years ago, except that now all of them are fully developed with houses and former residences converted into offices lining the streets.

2.2 Evolution of built form and land use

The area's first and still predominant use is that of the Military Barracks. For the first 40 years or so after being declared a site for the Military Barracks in 1811, the site was almost exclusively used for Military purposes. There were a few residences but the majority of the land in and around the site was used for agricultural purposes. By the mid 19th century however, the area was becoming rapidly known as a residential uses, this being only

natural as the area was still considered to be an 'upper' part of Battery Point where several fine homes and mansions were built.

Hampden Road was the main roadway in the area and where it intersected with Sandy Bay Road, there was a fine fountain which marked the intersection as a major nodal point in the area. However, as traffic increased with the onset of the 20th century, this fountain was removed.

By the late 19th century, the area was also known for such varied uses as a brewery and a hat factory as well as the site for several schools including the Battery Point Model School. Educational, military and residential uses that have continued into the 20th century and remain are the dominant uses of the area which has never really included any major commercial activity. This is perhaps due to its location between the major shopping areas of Hobart and Sandy Bay and the continual presence of residential homes which have lingered on in areas such as Sandy Bay Road and Wilmot Street.

The majority of roadways and streets in the area are in their original layout with minor changes to traffic flow since the mid 20th century due to increases in traffic levels. However with traffic increases along the major roads that make up its boundaries especially Davey Street and Sandy Bay Road, traffic within the area itself has markedly decreased. Traffic increases around the perimeter of the area has also created a somewhat 'island' effect. This perhaps has helped preserve traditional land uses and built form.

Following is a summary of the development of land uses in the area:-

- Area first defined by the laying out of the grid like network of Hobart streets, ordered by Governor Macquarie in 1811 - the two main streets that define the area (Davey and Harrington, later to extend into Sandy Bay Road) are laid down at this time;
- After declaring the top of the hill in the area to be the site for the colony's military barracks, building first starts on Military buildings in 1814.
- Surrounding land at this time is still defined as being on the edge of town and consists of mostly grazing land, agricultural land and uncleared bushland.
- Directly opposite the site is St Davids cemetery (by the early 1820's) which is to become the major cemetery in the settlement for some years until the development of the Cornelian Bat cemetery;
- By the 1820's Molle Street is in existence on the southern side of the area and defines the third boundary of the area;
- Surrounding land at this time (including some in the area) is in the possession of William Sorell and the Rev Knopwood - it is used as farmland as it is cleared. A Timber Yard was noted on the Barracks site on an 1926 Land Commissioners Plan. A street is also shown dividing the Barracks site and meeting up with Wilmot Street from Albuera Street but this is not evidenced in later Plans of the site;
- By the 1840's, there are several large mansions in Hampden Road and the development of Wilmot Street begins. In 1847, the Tooth's Brewery begins business at its Hampden Road site - its chimney and associated wall along Sandy Bay Road can still be seen today;

- By 1841, all of the streets that define the major boundaries of the area were established. Streets yet to come were the Deviation of Harrington Street to form present day Sandy Bay Road which begins from Harrington Street, Heathfield Avenue and Ellerslie Road. Apart from a few houses in Hampden Road and the Barracks, the rest of the land contained within the area and surrounding it was agricultural land. Wilmot Street however, was well developed by this time with 8 dwellings present - all constructed of either brick or stone. Davey Street near the intersection of Harrington Street also had numerous dwellings.
- A 1844 plan of the Barracks shows nearly 40 buildings on the Military Barracks site, most of which are brick or stone. Linden Road has been allocated as the main entrance to the Barracks while Albuera Street is a major boundary to the south (the area of land that is a reserve today on the corner of Molle and Davey Streets was granted to the Infant School in the 1844 plan).
- The 1860's showed major residential growth in Wilmot Street (the whole street was developed by 1866) and Hampden Road. The Hampden Road and Montpelier Street junction was a major nodal point and contained a fountain at its centre.
- From the 1870's onwards, the area became more residential in character while building at the Anglesea Barracks had ceased by 1870 (the site being covered in various buildings, mostly constructed in stone or brick with very few timber buildings);
- the 1880's saw the 'deviation' being developed which created a 'cut through' from Sandy Bay Road at the corner of Hampden Road to join up with Harrington Street at the corner of Davey and Harrington Street.
- Plans from the 1890's show a large building at the intersection of Hampden Road and Montpelier Retreat - this was the Battery Point Model School, a large sandstone gothic style building. All that remains of this building today is the fine sandstone wall that encircled the site.
- By the early 20th century, Sandy Bay Road had connected up with both Byron and Albuera Streets to form a direct route to Hobart's major southern suburbs of Dynnyrne and Sandy Bay to which tram routes followed.
- The turn of the century saw the area being an almost wholly residential area save the site of the Military Barracks.
- Many of the houses in Ellerslie Road and upper Hampden Road appear to have been built in the early to mid 20th century suggesting that there was a boom of residential house building at this time.
- By the mid to late 20th century, the area was becoming well established with office uses - most of which were housed in residences, with few external alterations. Traffic had also increased in this time, particularly along Sandy Bay Road. This meant that Sandy Bay Road was given right of way over Hampden Road, effectively severing Hampden Road.
- The 1950's and 1960's were a time of demolition and rebuilding for older buildings and built form in the area. The trend was demolishing many buildings from the 1800's to make way for bigger and more modern office buildings to house office and commercial uses that the area was increasingly becoming to cater. Many landmark buildings were demolished during this time including the Battery Point Model School on the corner of Hampden Road, sandstone residences along Sandy Bay Road near Wilmot Street to make way for the ABC building (later to become the Conservatorium of Music in the early 1990's).
- Heritage conservation in the late 20th century around the Green Ban era of the late 1960's and 1970's was a big factor in retaining the 19th century built fabric that was

still existing after the 1960's - a lot of which was demolished to make way for residential blocks of units, office buildings and the ABC centre.

- Growth of the area in the last 20 years of the 20th century has been slow and mainly restricted to minor alterations to convert former residences into office buildings. Many buildings from the 19th century have been renovated and restored.
- Present day road structure remains almost unchanged for the 20th century - most of the roads have been in place since the early 19th century. Traffic flow conditions and parking may have varied slightly with the introduction of traffic islands, closing of street ends (Albuera Street) and making streets one way (Wilmot Street).

A summary of the evolution of land use and built form in the area is shown below in Table 1.

Table 1 - Land use and built form evolution in Precincts 12A and 12B from settlement to present.

Year	Land Uses / Activity	Streets
1814	Military Barracks & agricultural land, adjacent to St David's cemetery	Davey Street, Harrington Street
1829	Military Barracks, some residential in Wilmot and Davey Street and Hampden Road, agricultural land, at the 'fringe' of urban settlement	Davey Street, Harrington Street (joins up with Montpelier Retreat), Wilmot Street, Molle Street
1859	Military Barracks, residences in Wilmot and Davey Street & Hampden Road, Tooths Brewery in Hampden Road becomes Bidencopes Hat Factory	Davey Street, Wilmot Street, Hampden Road (major road and nodal point), Montpelier Retreat extends to meet Albuera Street, Harrington Street, Molle Street extends into Albuera and Byron Streets
1895	Military Barracks, stone and brick houses in most streets particularly Hampden Road, Wilmot and Davey Streets and Sandy Bay Road, Battery Point Model School one of main schools in area - also used as a trades school, also park at Repat. Centre site (from 19 th century engraving and Plans). Commercial uses such a shops slowly increasing	Davey Street, Wilmot Street, Hampden Road, Albuera Street, the Deviation has been developed to join Harrington Street and Sandy Bay Road and to sever the area from Battery Point - all other streets the same as above. Sandy Bay Road getting very busy - major tram route from city to southern suburbs and 'country'
1920	Military Barracks, major residential area with some commercial activity, Battery Point Model School losing numbers to rapidly expanding Albuera Street School	Most streets fully laid out and developed as they appear today with the exception of Eilerslie Road and Heathfield Avenue
1954	Military Barracks, residential throughout, growing commercial uses, decreasing educational and growing office use, demolition and clearing begins of early development in the area, site of the Repatriation Hospital and many private GP's as well as medical research. Site for telephone exchange and ABC radio.	All streets are as they appear today, however increasing traffic flow further isolates site and changes traffic conditions (closing streets, traffic islands, etc) The area becomes further isolated from Battery Point when traffic islands are put into Sandy Bay Road to assist traffic flow and increased pedestrian traffic.
2000	Military Barracks, equal residential and commercial usage (low key office uses in former homes), major educational uses (Conservatorium of Music & Albuera St School) and medical (Repat Centre & private specialists), some antique stores, widespread conservation and restoration of heritage	Area is now just as much defined by its topography as its very busy roadway perimeters, little traffic within area, mostly parking. Not really part of Battery Point anymore but neither part of the city. One way streets and dead ends included in internal streets to assist traffic conditions.

2.3 Role of the study area for business

The area has enjoyed an increasing role for business, particularly in the last 20 years. The majority of the commercial uses are low impact, low key and occupy former residences and mansions that have been altered to suit commercial needs. These alterations make up the majority of the development applications for the area in the last 17 years since the operation of the *City of Hobart Planning Scheme 1982* first through various interim orders and then as a finally approved planning scheme.

The majority of commercial uses are professional offices such as lawyers and architects. Medical surgeries and specialists and IT uses are also prevalent. Even now many former residences are being converted for use as commercial offices. Conversion of former residences in recent years has consisted of minor alterations, while demolitions were the order of the day in the 1950's and 1960's.

The area also has had a strong role for medical uses and professions in the 20th century with a hospital, private surgeries, a medical centre, medical research and specialists occupying many former mansions such as Melrose or in 1960's constructed multi storey buildings along Hampden and Ellerslie Roads.

Other major businesses and land uses that have established in the area in recent years have included the Telstra Telephone Exchange and the University of Tasmania Conservatorium of Music.

The few commercial uses such as shops that the area contains are in the form of the various antique shops and galleries, other shops in the area are related to computers, software and IT.

2.4 Role of Precincts 12A and 12B for residential

While the area still maintains a strong residential presence, there is indication that there has been a slowly decreasing role for residential in the 12A and 12B Precincts.

Many residences are being converted into surgeries or offices, with minor internal alterations. The majority of these buildings have admittedly been restored and the only clue to their commercial nature is the business sign at the front of the property. It does appear that one major benefit for increasing commercial activity to the area is the restoration and upkeep of former residential homes and the preservation of traditional residential streetscapes.

The area contains a number of flats and multiple dwellings, many of these have replaced small sandstone and brick cottages built in the early part of the 19th century. Most of flats and multiple have been built in the last 40 years but some consist of older homes that have been converted into flats (there is also some student accommodation around the Conservatorium of Music). One recent development application however has been received which proposes to redevelop a major commercial building in Sandy Bay Road into a serviced apartment complex.

Hampden Road and Ellerslie Road are the major residential areas with a lot of 20th century dwellings located in Ellerslie Road. Several small sandstone and brick residences can still be found in Wilmot Street that date from the early to mid 19th century.

The area is architecturally rich as it includes residential housing styles representative of most periods from Georgian onwards to Neo-Federation (despite a relatively low number of residences).

2.5 Conclusion

Today, it is the commercial uses that are beginning to be predominant over the residential uses although the traditional residential scale of the area along with its buildings and streetscape has prevailed. Growth appears to be slow and commercial uses do not seem to stay in the one area or premises for long periods (10 years or more). However, the area seems to be well suited to its growing educational and medical uses due to its low internal traffic and abundance of parking on and off site.

3.0 Planning controls for the Precincts under the CHPS 1982

3.1 Introduction

This section of the report will analyse the policy framework and planning controls for Precincts 12A and 12B which have directed development since 1984. Also provided will be a discussion of the effect of both the objectives and numerical schedules of the planning scheme.

3.2 City of Hobart Planning Scheme 1982

Development within Precincts 12A and 12B is subject to the provisions of the City of Hobart Planning Scheme 1982. The Planning Scheme controls development in a number of ways however, its structure is based on a series of Zone Objectives, Statements of Desired Future Character and Schedules. The Statements of Desired Future Character provide a description of the intent and envisaged directions for the Precincts.

3.3 Zone objectives and statement of desired future character

Under the City of Hobart Planning Scheme 1982 the objective of the Commercial & Residential Zone is as follows:-

“The Objective of the Commercial and Residential Zone is to provide for a diversity of commercial and professional uses and some important associated residential uses at densities responsive to the character of historic areas and buildings and/or adjoining Precincts.”

Precincts 12A and 12B are within the Commercial and Residential Zone and the Statement of Desired Future Character for those Precincts is as follows:

“The Barracks Precincts - Nos. 12A and 12B

The Barracks Precincts should continue to be dominated by the Barracks complex, surrounded by an inner city mixed use area with the main uses being commercial and administrative. The present diversity of activities should be sustained; uses not presently established in the Precincts should be excluded.

On Hampden Road and within the Anglesea Barracks (Precinct 12A) any new building work should reinforce the predominant character of existing 19th Century buildings.

Development in Precinct 12B should reinforce the existing character of the residential scale buildings surrounded by extensive landscaped open space; the visual prominence of the historic wall and chimney in Sandy Bay Road should not be diminished.”

3.4 Land use

Under Schedule A, definitions for land use types and their status is given for Precincts 12A and 12B. The use classifications for Precincts 12A and 12B are shown below:

Table 2 Prohibited, Permitted and Discretionary uses in Precincts 12A and 12B

Use Group I	house, ancillary flat, home occupation	P
Use Group II	flat, elderly person’s unit	P
Use Group III	multiple dwelling	d
Use Group IV	domestic business	d
Use Group V	consulting rooms, community centre, place of worship	P
Use Group VI	hospital, welfare institution	d
Use Group VII	educational establishment	d
Use Group VIII	office	P
Use Group IX	shop, take-away shop, bank	P**
Use Group X	holiday unit, motel hotel, club, cinema, theatre, restaurant, discotheque, bed and breakfast accommodation	d
Use Group XI	active recreation	d
Use Group XII	amusement machine centre, health studio	d
Use Group XIII	service industry, showroom, car hire premises	P*
Use Group XIV	light industry, warehouse, saleyard	X
Use Group XV	transport depot, timber yard, an industry	X
Use Group XVI	local shop	P
Use Group XVII	passive recreation	P

*except for car hire premises which is ‘d’.

** supermarket is discretionary.

3.5 Development density

Schedule B of the Planning Scheme provides density controls for development within Precincts 12A and 12B. Basic Plot Ratio indicates the preferred densities of built form within the Precinct. Maximum Plot Ratio provides the facility (at Councils discretion) for developments to expand beyond the basic plot ratio where the development provides facilities and features to benefit the area as specified in Principle 8. Plot ratio is calculated by dividing the floor area by the site area. A higher plot ratio is allowed in Precinct 12A than in 12B.

Table 3 - Prescribed Densities for Precincts 12A & 12B

	Precinct 12A	Precinct 12B
Density Rating Reference Number	5	9
Basic Plot Ratio	2.25	0.9
Maximum Plot Ratio	3.0	1.2
Minimum Lot Area - means minimum total lot area allowed in individual lots in the case of subdivision, boundary adjustment	360m ²	480m ²
Minimum Frontage	10 metres	15 metres
Minimum Inscribed Circle - means the minimum diameter of a circle that can be drawn within the boundaries of the lot so that its centre is not more than its diameter from the frontage of the lot	10 metres	15 metres
Dwelling Unit Factor - means the value by which the site area is divided in order to calculate the maximum number of dwelling units permitted in accordance with Section B.7.1 of the scheme.	120	120

3.6 Height

Schedule C of the Scheme specifies the maximum height of buildings or structures. In these Precincts the maximum height of buildings is 9m to the top most habitable floor level.

3.7 Siting of buildings

Schedule D of the Scheme contains provisions related to the siting of buildings and landscaping. The clauses relevant to the Commercial and Residential Zone are as follows:

“D.3.2.1 In these zones no specific boundary setbacks are required other than to satisfy Principle 16 or the Statement of Desired Future Character for individual Precincts in respect of front boundary setbacks.

D.3.2.2 However, the provision in respect of boundaries between Precincts as referred to in Section 5.1.2 of the Planning Scheme are particularly important where these Zones meet the Residential Zones. To protect residential or visual amenity the

standards set out in D.3.4 below will be applied to those developments which abut a residential site in an adjoining Residential Zone, and buffer landscaping will be required.

D.3.2.3 In addition, in the Commercial and Residential Zone where new development abuts an existing residential development within Use Groups I to III boundary setbacks will be required as though the land in question were located in a Residential Zone and buffer landscaping will be required.”

3.8 Traffic, access and parking

Schedule E of the Scheme contains provisions regarding vehicular access and the provision of car parking spaces depending on the type of use. Policy objectives are specified for each zone and in regard to Precincts 12A and 12B clause E.9.5 states that all day non-resident on-street parking is to be discouraged.

3.9 Heritage

Principle 20 of the Planning Scheme states that areas shown as Heritage Areas and places listed on the Heritage Register (Appendix 1 of Schedule F) shall be conserved. In addition Clauses F.3.2 and F.4.3 require retention of any listed place or existing building, or structure within a Heritage Area unless: -

- i) it clearly detracts from the cultural significance of the Area, or*
- ii) there are overriding environmental, economic or practical reasons for its removal either wholly or in part.*

Areas adjacent to Heritage Areas and listed properties must also under Clauses F.3.3 and F.4.4: -

“... be in keeping with those characteristics of the Area or place which contribute to its cultural significance.”

F.3.4 requires any new development within a Heritage Area to be: -

“... in harmony with the height, bulk, setbacks, material, colours and finishes of existing buildings...”

Precincts 12A and 12B contain 20 heritage listed properties which also includes the sandstone wall and chimney located along Sandy Bay Road. Heritage listed properties in the study area include:- The Anglesea Barracks at Davey Street, 70 Davey Street, numbers 104, 112, 119, 137-139, 141 and 143 Hampden Road, numbers 23, 25-29 and 53 Sandy Bay Road, numbers 6, 9-13, 10 and 15 Wilmot Street. These properties represent over 28% of all properties in the Precinct. The Precincts also contain Heritage Areas No's. 3 and 4 .

Heritage Area boundaries and listed sites are shown on **Plan 2**.

3.10 Signs

Signs in the area are relatively low key and consistent with those expected in association with the type of commercial and community activities in the area.

Table 4 - Prescribed Signs Status for Precincts 12A and 12B

Sign Type	Status in Precincts 12A and 12B
Below Awning Sign, Horizontal Projecting Wall Sign, Transom Sign.	Exempt Signs
Ground Based Sign, Pole or Pylon Sign, Wall Sign.	Preferred Signs
Above Awning Sign, Banner Sign, Poster Sign (Bill Board), Roof Sign, Sun Blind Sign, Vertical Projecting Wall Sign, Wall Mural	Discretionary Signs
Sky Sign, Flashing or Moving Sign, Sign painted on roof of a building.	Prohibited Sign

3.11 Discussion of planning controls in Precincts 12A and 12B

The planning controls for Precincts 12A and 12B encourage the continuance of the present diversity of activities and uses in the area. Plot ratios are generous and few properties have been developed to the extent allowed by the plot ratio.

The planning controls also recognise the Precincts special heritage characteristics and specially mention a need to both preserve and enhance the heritage characteristics in the area in future development.

The general theme of the area's zone objectives is to both continue and enhance the existing commercial and residential uses inherent to the area. Another main objective of the zone is to continue and enhance the predominant character of existing 19th century buildings and in particular to continue to reinforce the residential scale of development along with the existing character of the typically extensive landscaped space around residences.

Land uses that are deemed appropriate for the area include residential uses ranging from houses and flat, offices, place of worship (church), community centre, shops and medical surgeries. Other uses that are also permitted in the area include bank, service industry, showroom, car hire premises and local shop. None of these uses are currently established in the area even though they are permitted uses.

The Statement of Desired Future Character for the Area for the Precincts specifically states that uses not already established in the area should be encouraged excluded. This contradicts the extent of permitted uses. The large open spaces and signage associated with uses such as service industry, showroom, car hire premises may be at odds with the existing heritage character and residential nature of the area.

4.0 Existing characteristics of Precincts 12A and 12B

4.1 Introduction

This section briefly examines the basic study characteristics of the study area in terms of existing land use, building stock, form, density and traffic movements. Information was

sourced from various site visits and notes taken from these visits, photographs and information taken off relevant property files.

4.2 Characteristics of Precincts 12A and 12B

In the 'older' parts of Precincts 12A and 12B, the building and development is characterised by a small building setbacks, large landscaped gardens to the front of residences (mostly facing Sandy Bay Road) and quite narrow width roads. Development is quite dense in parts of Wilmot Street with residences quite closely built next to each other. However, development densities in the Precinct 12A are quite low - this is the Anglesea Barracks Precinct. Buildings are sited in irregular patterns, in some cases buildings at the Barracks are in the same layout as 150 years ago with little variance. *Plan 3* shows the general characteristics of properties in the area.

Characteristics of the area include:-

- 19th century high density houses in Wilmot Street;
- large setbacks along Sandy Bay Road enclosed by the former Tooth's Brewery sandstone wall;
- the Chimney located at the rear of the former Tooth's Brewery which dominates the sky line in the area;
- low density 19th century buildings in the Barracks region;
- mixed uses in the Albuera Street area;
- mixed period residential uses along the southern side of the Ellerslie Road;
- variance in the mix of architectural styles and periods in the whole area;
- mixed commercial uses along Sandy Bay Road housed in former large residences;
- small setbacks and higher densities associated with 19th century dwellings along upper Hampden Road (opposite Repatriation Centre);
- medical uses associated in and around upper Hampden Road;
- high densities and large building masses in and around Heathfield Avenue;
- hard edge commercial uses based on major corners throughout the area:- at the edge of Albuera Street and Sandy Bay Road, Hampden Road and Sandy Bay Road and Davey Street and Sandy Bay Road corner;
- residential uses spread randomly throughout the area;
- military and medical uses confined to Precinct 12A area (as well as a few recreational uses such as Bowls Green and park).

4.3 Traffic and parking movement

Traffic volumes in the area are relatively low in the internal streets even at peak hour times. The perimeter streets surrounding the Precincts however are very busy, particularly at peak times and are the main thoroughfares from the City of Hobart to the Southern Outlet, Sandy Bay and the other southern suburbs in Hobart and vice versa.

Streets within the area are relatively narrow and while most are 2 way, parking is basically only allowed on one side of the street. Wilmot Street is the only 1 way street in the area, this is largely due to its very narrow width. Albuera Street is the only street that has been turned into a no through street - it has been cut off from allowing traffic entering into Sandy Bay Road.

The majority of parking in the area is metered on street parking, most are 2hr meters - this is due to the areas close proximity to the City. The majority of properties have off street parking either to their front or side boundaries. **Plan 4** shows the availability of car parking in the area.

4.4 Land use

A survey of existing land uses in the area was carried out in early February to late February 2000. Below is a table that show land uses in Precincts 12A and 12B at that time. A more recent review (March 2005) does not indicate any significant change in uses since that time. Land uses are shown on **Plan 5**.

Table 5. Land Uses in Precincts 12A and 12B

USE	NO.	% OF TOTAL
<i>Professional/ Office</i>	22	25.2%
<i>Religious/ Community</i>	2	2.2%
<i>Education</i>	4	4.5%
<i>Shop and or gallery</i>	3	3.4%
<i>Military</i>	1	1.14%
<i>Medical</i>	5	5.7%
<i>Visitor Accommodation</i>	1	1.14%
<i>Residential</i>	46	52.8%
<i>Vacant</i>	3	3.4%
<i>Total</i>	87	100%

4.5 Number of storeys

Below is a table that show the number of storeys in buildings in Precincts 12A and 12B as of February 2000. The majority (87.2%) of residential buildings are 2 to 3 storeys high with many of the commercial buildings being higher than this. There appears to be no pattern in the height of buildings in the area with differing building height being scattered almost randomly throughout the area. It appears that land use and topography is also related to the number of storeys. **Plan 6** shows the number of storeys in buildings throughout the Precincts.

Table 6. Number of storeys in Precincts 12A and 12B

No. of storeys	No. of buildings in precinct	% of Total buildings in precinct
1	50	36%
2	65	46.7%

3	16	11.5%
4	4	2.87%
5	3	2.2%
6	1	0.7%
Total	139	100%

4.6 Plot ratio

Plot ratio levels as at February, 2000 are given below. These were assessed by estimation off scaled plans and also by reference to relevant property files. The plot ratio of properties in the Precincts are shown on *Plan 7*.

Table 7 Plot ratio in Precincts 12A and 12B

PLOT RATIO	NO. OF PROPERTIES	% OF TOTAL PROPERTIES
0.09	0	0%
0.1	4	5.6%
0.2	21	29.5%
0.3	7	9.8%
0.4	10	14%
0.5	11	15.4%
0.6	7	9.8%
0.7	7	9.8%
0.8	1	1.4%
0.9	1	1.4%
1.0	0	0%
1.1	0	0%
1.2	0	0%
1.3 plus	2	2.8%

4.7 Conclusion

Nearly one third (29.5%) of all properties in the area have a plot ratio of 0.2 while just under 60% of all properties have a plot ratio of 0.4 and under. Just under 35% of all the properties in the area have a plot ratio of between 0.5 and 0.7 while only 7.6% of all properties have a plot ratio of 0.8 and over.

These figures suggest that traditional residential sized plot ratios have been retained in recent years despite the number of residential uses dropping in favour of commercial uses. Development in the area in recent years has concentrated more on changes of use and internal alterations rather than increasing density. These figures also suggest that there is little demand for high density development in the area and that lower density development is more appropriate to maintain the character of the area.

5.0 Planning applications review 1984 - 2000

5.1 Introduction

All changes of use and development in Precincts 12A and 12B is subject to the provisions of the City of Hobart Planning Scheme 1982.

This section will examine how the area has developed under the operation of the Planning Scheme. The results provide some insight as to the demand for and the appropriateness of the zoning which specifically provides for commercial / residential use and its associated standards especially plot ratio, height and dwelling unit factor.

Although the current scheme did not come into effect as a finally approved Planning Scheme until December 1991, the policy basis was applicable to development in the form of various interim orders from September 1984.

A review of all planning applications within the study area between 1984 and 2000 was compiled by researching all relevant Council property files. This research provides a basis for reviewing the evolution of the case study area and to demonstrate how it has changed in use and built form over this period. It also provides an examination of whether this development has been consistent with the preferred uses, density and character directions under the Planning Scheme.

5.2 Review of planning applications within Precincts 12A and 12B

Nearly 50% of the 97 planning applications for development in the 17 years since the inception of the *City of Hobart Planning Scheme 1982* have been for alterations and additions to existing properties. The majority of these alterations and additions have been to refurbish historic properties for use as commercial premises or offices. The development of an ancillary dwelling or building was the second most common type of development application - mainly in the form of new residential infill to some of the larger properties.

The third most common type of planning application entertained were that of changes of use. Changes of use were equally from residential uses to commercial uses and vice versa. There did not appear to be any particular trends in changes of use with one particular use type typically being changed to another use type. Instead, changes of use greatly varied and indicated a presence of varied commercial and residential uses in the area.

The planning applications reviewed show that while there have been few new buildings, except for several residential infill developments to the rear of larger lots in Wilmot Street and Ellerslie Road, the majority of planning applications have been changes of use and alterations and additions that have altered former residences for use as commercial properties. While these alterations and additions have been relatively minor, they have further increased the transition of the area from a majority residential one to one that is essentially mixed commercial and residential.

Changes in plot ratio since 1984 have also been minor with the majority of changes in the vicinity of an increase in plot ratio of 0.01. The increase in density in the area has been insignificant.

Planning 'trends' for the area mainly consist of changes of use and minor alterations and additions. There has been very little development in the form of major projects or buildings. Restoration and renovation in the form of minor external and internal alterations of existing 19th century buildings in the area has also made up some of the planning and building activity in the area.

Table 8 - Planning Applications in Precincts 12A and 12B from January 1984 to February 2000.

TYPE OF PLANNING APPLICATION	NO. APPLICATIONS (JAN 1984 - FEB 2000)	% OF TOTAL
<i>Changes of Use</i>	14	14.43%
<i>Demolition (includes part demolition)</i>	11	11.34%
<i>Extensions/Alterations</i>	44	45.36%
<i>Sign</i>	7	7.21%
<i>Floodlighting</i>	1	1.03%
<i>Relocation</i>	1	1.03%
<i>Fence</i>	2	2.06%
<i>Subdivision</i>	2	2.06%
<i>Ancillary building/ new dwelling, etc</i>	15	15.46%
<i>Total</i>	97	100%

Council entertained 97 different planning applications over this period with many properties having more than one application for development. It does not reveal whether the applications or approvals were implemented. Nevertheless it is considered that the research provides a firm indicator of development intentions during the review period.

Most of the properties (nearly 51%) in the area did not record a single planning application from January 1984 to February 2000. Nearly a quarter of properties in the area recorded a single planning application in the time surveyed while over 15% of properties recorded 2 planning applications. The percentage of properties that recorded 3 or 5 planning applications was relatively low at 2.8% but 7% of all properties surveyed recorded four planning applications during the time. These were for commercial properties along Sandy Bay Road and Hampden Road, the majority of which were alterations and additions.

Table 9 - Shows number of planning applications per property in Precincts 12A and 12B

APPLICATIONS PER PROPERTY (January 1984 - February 2000)	NO.	% OF TOTAL
No planning applications	36	50.70%
One planning application	16	22.53%

Two planning applications	11	15.49%
Three planning applications	2	2.81%
Four planning applications	5	7.04%
Five (or more) planning applications	2	2.81%
Total	71	100%

5.3 Changes in plot ratio

Out of the 97 planning applications that Council entertained for the area between January 1984 and February 2000, 37% (or 36 in number) proposed a change of plot ratio. Thirty five out of thirty six of these proposed increasing the plot ratio while one proposed to decrease the plot ratio by way of demolition of an existing garage and rebuilding a smaller garage.

For the rest of the planning applications proposing increases in the plot ratio, the majority of these increases in plot ratio were typically 0.01 to 0.04.

Some of the larger plot ratios were for the development of sites along Sandy Bay Road which involved almost total redevelopment of the site for new offices, town houses or units. These increases in plot ratio were 1.35, 1.09 and 0.77. However, all of the other increases in plot ratio were from 0.01 to 0.05.

Table 10 - Shows plot ratio increases (or reductions) in planning applications January 1984 to February 2000.

PLANNING APPLICATION AND NUMBER	DEVELOPMENT TYPE	CHANGE IN PLOT RATIO	INCREASE IN PLOT RATIO
1. 5-7 Sandy Bay Road, Sandy Bay 920880	Redevelopment of ABC site	0.94 to 0.99	+0.05
2. 11 Sandy Bay Road, Sandy Bay 2477	Development of site for offices and residences	zero to 1.35	+1.35
3. 11 Sandy Bay Road, Sandy Bay 870317	Development of site for offices	zero to 1.09	+1.09
4. 11 Sandy Bay Road, Sandy Bay 930697	Development of site for townhouses	zero to 0.77	+0.77
5. 45-49 Sandy Bay Road, Sandy Bay 850280	Office Extensions	0.25 to 0.28	+0.03
6. 45-49 Sandy Bay Road, Sandy Bay (not given)	Office Extensions	0.30 to 0.31	+0.01
7. 45-49 Sandy Bay Road, Sandy	Office Extensions	0.28 to 0.32	+0.04

Bay	870998			
8.	45-49 Sandy Bay Road, Sandy Bay	890992	Office Extensions	0.38 to 0.48 +010
9.	45-49 Sandy Bay Road, Sandy Bay	940578	Office Extensions	0.51 to 0.54 +0.03
10.	45-49 Sandy Bay Road, Sandy Bay	971300	Office Extensions	0.19 to 0.23 +0.04
11.	45-49 Sandy Bay Road, Sandy Bay	970049	Office Extensions	0.47 to 0.48 +0.01
12.	45-49 Sandy Bay Road, Sandy Bay	200012	Office Extensions	0.50 to 0.51 +0.01
13.	55 Sandy Bay Road, Sandy Bay	880702	Demolition and construction of offices	0.45 to 0.79 +0.34
14.	55 Sandy Bay Road, Sandy Bay	891138	Demolition and construction of offices	0.45 to 0.79 +0.34
15.	55 Sandy Bay Road, Sandy Bay	940143	Demolition and construction of holiday units.	0.45 to 0.68 +0.23
16.	55 Sandy Bay Road, Sandy Bay	990824	Demolition, subdivision, boundary adjustment and construction of houses and offices	0.45 to 0.71 +0.26
17.	57 Sandy Bay Road, Sandy Bay	940143	Demolition and construction of holiday units	0.45 to 0.68 +0.23
18.	63 Sandy Bay Road, Sandy Bay	3322	Gallery Additions	0.44 to 0.55 +0.11
19.	63 Sandy Bay Road, Sandy Bay	880450	Gallery Additions	0.55 to 0.56 +0.01
20.	63 Sandy Bay Road, Sandy Bay	890532	Extension of office space	0.56 to 0.57 +0.01
21.	3 Heathfield Avenue, Hobart	870687	Office Extensions	0.70 to 0.80 +0.10
22.	10 Wilmot Street, Hobart	990445	Dwelling Extensions	0.43 to 0.46 +0.03
23.	110 Hampden Road, Hobart	900451	Office Extensions	0.44 to 0.46 +0.02
24.	110 Hampden Road, Hobart	960751	Garage development	0.28 to 0.31 +0.03
25.	112 Hampden Road, Hobart		Dwelling Extensions	0.39 to 0.45 +0.06

911012			
26. 112 Hampden Road, Hobart 930701	Dwelling Extensions	0.45 to 0.50	+0.05
27. 119 Hampden Road, Hobart 900608	Partial demolition and Office Extensions	0.48 to 0.72	+0.24
28. 143 Hampden Road, Hobart 870916	Change of use from 1, XIII to V	0.36 to 0.38	+0.02
29. 68 Davey Street, Hobart 880323	Internal Office Alterations.	0.51 to 0.53	+0.02
30. 6 Ellerslie Road, Hobart 981244	Partial demolitions and construction of pool and deck.	0.24 to 0.26	+0.02
31. 3 Albuera Street, Hobart 980979	Demolition and new garage.	0.26 to 0.25	-0.01 (reduction)
32. 5 Albuera Street, Hobart 900509	Conservatory addition to residence.	0.20 to 0.21	+0.01
33. 9 Albuera Street, Hobart 880964	Dwelling Additions	0.16 to 0.17	+0.01
34. 10 Albuera Street, Hobart 990973	Extension to School.	0.22 to 0.24	+0.02
36. Anglesea Barracks, Davey Street, Hobart 920270	Office Extension.	92 metres to 126 metres square (plot ratio's not given)	+34 metres

5.4 Changes of use

Planning applications for changes of use were the third most common types in the period surveyed from January 1984 to February 2000. The majority of changes of use for the area were from office (Use Group 8) uses to residential uses (Use Group 1) and from office uses (Use Group 8) to consulting rooms (Use Group 5). Changes from residences (Use Group 1) to either offices (Use Group 8), consulting rooms (Use Group 5) or bed and breakfast accommodation (Use Group 10) were also some of the most common changes of use.

The fourth most common type of planning application over the period from 1984 to February 2000 was demolitions most of which were for redevelopment in the form of alterations and additions to former residences being used as offices and commercial businesses. Table 11 shows no direct correlation between any of the changes of use. Rather, changes of use vary greatly and show a variety of commercial and residential activities flourishing in the area.

Table 11 - Changes of use application details in Precincts 12A and 12B

Existing Use	Proposed Use					
	I	V	VII	VIII	IX	X
I		2		1		1

II	1	1				1
V				1	1	
VIII		2	1	1		
IX						
X						
XIII	3			2		1
Total	4	5	1	5	1	3

Note:

PERMITTED USE

DISCRETIONARY USE

6.0 DISCUSSION OF ISSUES

6.1 Introduction

This section summarises the findings of the foregoing analysis and discusses whether the existing planning controls are appropriate. It also recommends planning controls appropriate for the area covered by Precincts 12A and 12B under a new City of Hobart Planning Scheme based on the Common Key Elements Template introduced by Planning Directive No.1.

6.2 Use

The objective of the Commercial and Residential Zone is to provide for a diversity of commercial and professional uses and some important associated residential uses. The Statement of Desired Future Character for Precincts 12A and 12B encourages the area to continue to function as a mixed use area with the present diversity of activities whilst maintaining the historic character.

It is considered that these overall objectives have generally been achieved as the area does contain a mix of uses and the historic character of the Precincts has largely been maintained. Changes of use have most generally been consistent with the Planning Schemes preferred uses.

There is a wide range of land uses in the area from residential uses, offices (architects, lawyers, doctors & medical specialists), educational uses from primary to tertiary, medical uses including research and consulting, business uses (IT specialists, computers, printers, photocopies, etc), military (Anglesea Barracks) and galleries and antique dealers.

There appears to be no specific trend of changes from commercial uses to residential uses and vice versa. Commercial uses seem to be overall slightly increasing although there does not seem to be any strong indication that they are displacing residential uses at a significant rate.

Residential uses make up slightly less than half of all the uses in the area. While the number of residential uses in comparison to commercial uses have slightly declined since the inception of the *City of Hobart Planning Scheme 1982*, residential uses have remained steady in recent years and even increased with the development of several multi storey residential apartments in the area.

There does appear to be some potential for the growth for flats and units but the majority of prime sites appear to have been taken in recent years. Many recent unit and flat developments have demolished existing buildings to make way for development. However there are several sites presenting opportunities for development in and around Heathfield Avenue as well as to the rear of some of the larger properties in Sandy Bay Road.

The types of uses permitted or discretionary under the current Planning Scheme are considered appropriate for the future of the area as is the Scheme objective for the area to continue to function as a mixed use area.

6.3 Density, Height and Setbacks

The actual densities of development in the Precincts are quite low for an inner city area and the vast majority of all properties are well below the allowable basic and maximum plot ratios specified. Based on a review of development applications over the past 20 years there appears to be little demand for developing properties to the allowable plot ratio. Plot ratio provisions have not acted as a restraint on most development in the area.

Site densities were proposed to increase in 35 out of 97 planning applications since 1984. However, these increases were not proposed to be significant and in most cases are negligible with many increasing the site plot ratio by as little as 0.01 on average. This is because the majority of planning applications for development have been for either changes of use or internal alterations related to changes of use. Current densities in the area are quite low with the average density being 0.4 while a third of all densities in the area are calculated as having a plot ratio of 0.2.

The review of the number of storeys of each building in the Precincts shows that 82.7% of buildings are 1 or 2 storeys. The maximum height allowed under the Planning Scheme is 9m to the topmost habitable floor level. This would allow for a 4 storey building in most cases. Again there appears to have been little demand or need for commercial properties to develop to this height.

Schedule D of the Planning Scheme requires new development in Precincts 12A and 12B to be setback from the side and rear boundary with existing residential development in accordance with the setbacks required in the residential zones. The aim of this is to protect the amenity of adjoining residential properties. Most of the commercial properties in the Precincts have a common boundary with a property used for residential purposes.

In 1994 the Central Area Strategy Plan (CASP) (Note: not endorsed by Council) recommended that the height and plot ratio for the Precincts be amended so that the maximum height of buildings should be between 6m and 9m along Sandy Bay Road and that the height and plot ratio for each site in the remainder of the area should be based on individual heritage and streetscape considerations.

The *Planning Scheme Density Study: Review of Plot Ratio* (2001, Spiller Gibbins Swan Pty Ltd) found that plot ratio controls are generally in excess of demand requirements and hence their effectiveness as a mechanism to control density is to a large extent invalidated. It recommended that in any revision of the Planning Scheme plot ratio controls be abandoned in favour of a range of height, setback and building envelope provisions.

This recommendation is supported and it is considered that the height and side and rear setback provisions should be similar to those used in the residential zones where development sites adjoin residential uses or zones. Setbacks and height limits on other sites should be consistent with the current scale of development and the need to protect heritage values.

6.4 Heritage

Precincts 12A and 12B contains 20 heritage listed properties and a substantial part of the Precincts is covered by Heritage Areas 3 and 4. 60 properties are either heritage listed or are adjacent to a heritage listed property. The Planning Scheme provides that any development on or adjacent to a heritage listed property or within a Heritage Area is discretionary.

The *City Fringe Heritage Study* (2003 K Bennett for the HCC) recommended that an additional 20 properties be listed on the heritage register in the planning scheme and that Heritage Area 3 be extended to cover all properties in Hampden Road excluding the Repatriation Centre. (See Proposed Heritage Area - City Fringe 31.)

The principal of these recommendations is supported and should be factored into the Heritage Schedule in the new planning scheme.

6.5 Streetscape, amenity and landscaping

Streetscape character for the area is typically hard edge. Larger historic properties also give the impression of being harder edge as most have large stone walls along their street facing perimeter. The provision of on and off street car parking has also given the effect of a hard edge to development with many car parking spaces occupying former landscaped areas and gardens.

Landscaping in the area is fairly minimal and most is contained behind walls and fences. Most of the larger buildings in the area were initially built as upper class homes and therefore had quite large lots. Many of these still have large grounds, particularly those in Hampden Road and along Sandy Bay Road.

The Planning Scheme does discourage the provision of car parking between the building line and the street boundary except where topographical constraints dictate this as the only solution. Principle 12 of the Planning Scheme also allows Council to require the provision of landscaping as a condition of approval for any new development. These policies should be continued in the new planning scheme.

6.6 Traffic and parking

Traffic within the area seems to flow quite well under normal circumstances. The majority of the traffic is found along the perimeters of the area in Sandy Bay Road and Davey Street. This is to be expected as these two roadways are major arterial roads.

Traffic calming measure have been undertaken in the last 30 years to ensure that minimal traffic enters the Precincts from these major roadways. These include the closure of Albuera Street from entering into Sandy Bay Road and making Wilmot Street into a one way street with no traffic entering from Sandy Bay Road. Roads such as Heathfield Avenue and Ellerslie Road have cul de sac ends and therefore do not provide for through traffic into the area.

Parking is available throughout the area with many sites having access to both off and on street parking facilities. On street parking is either restricted by time limits or meters as can be seen on Plan 4.

In and around Heathfield Avenue there appears to be a shortage of car parking spaces. The Frame District Car Parking Study (1988) notes that there was a 'technical' shortage of nearly 50% of the required number of car parking spaces under the Scheme.

The majority of commercial properties and residences in the area provide their own on site car parking with some use of on street parking facilities. However, blocks of flats and student accommodation provided by the University of Tasmania provides very little on site car parking facilities.

The existing Planning Scheme provisions requiring the provision of on-site parking for new development seem appropriate. All day on street parking is not allowed in the Precinct consistent with the objective of the Scheme to discourage all day non-resident on-street parking.

The majority of new developments are required to provide off-street parking as a condition of the planning approval. Cash-in-lieu payments can be taken where it is not possible to provide additional on site parking but this is of limited usefulness as it would be difficult for Council to provide new off street parking in the immediate vicinity.

6.7 Signs

The Planning Scheme sign provisions are relatively restrictive in this Precinct and this is reflected in most signs being fairly low key and unobtrusive. The only large and visually significant signs in the area are the ones associated with businesses along Sandy Bay Road. The majority of signs are fixed onto the surface facade of buildings facing the street. There are a few illuminated signs in the area but these are low key and do not intrude or impact on nearby historic buildings.

There have been relatively few applications for signs over the past 20 years. Sky signs and flashing or moving signs are presently prohibited and should continue to be so.

It is recommended that the new Planning Scheme contains similar sign controls in the area to those at present.

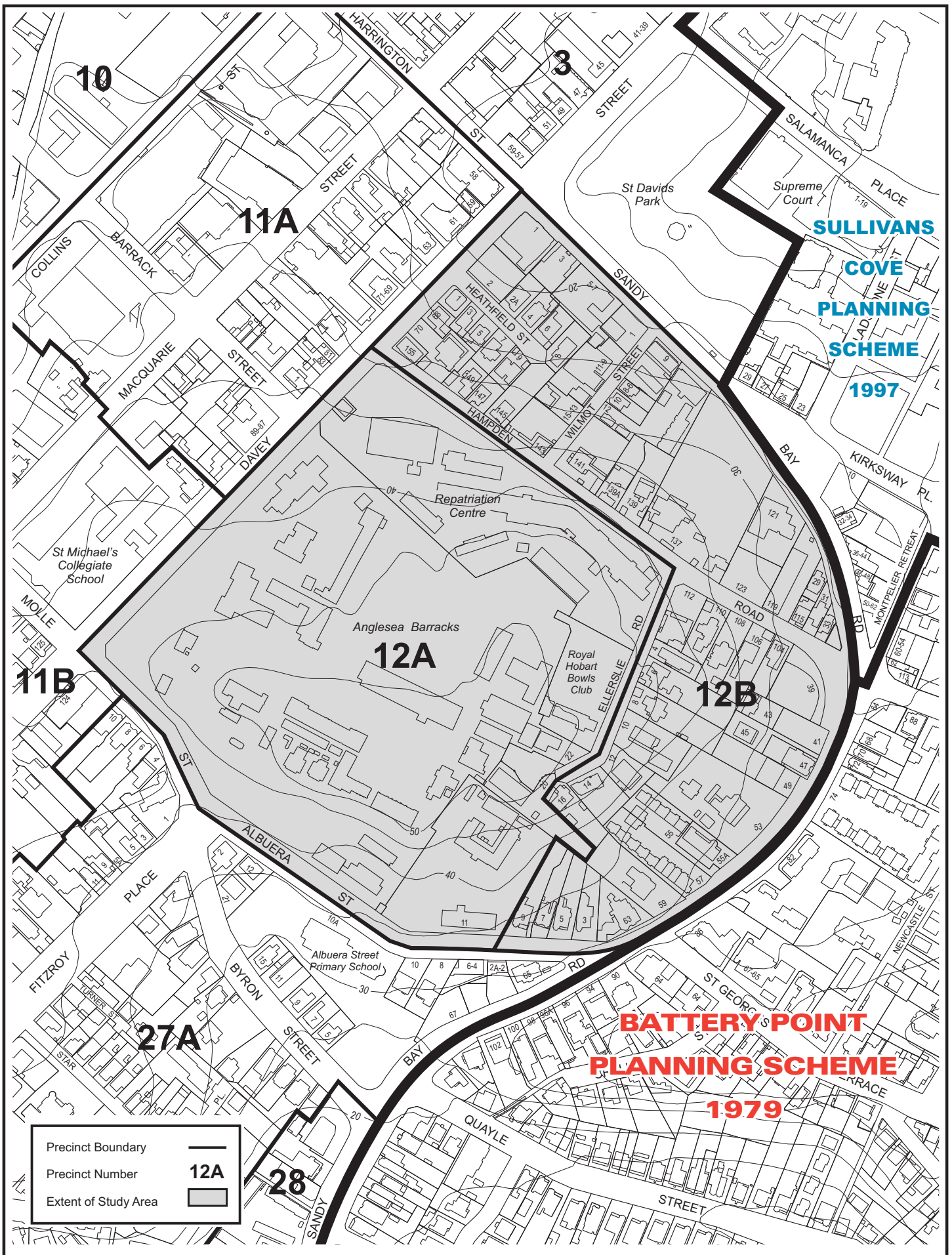
6.8 Precinct boundaries and future zoning



The Statement of Desired Future Character for Precincts 12A and 12B encourages the area to continue to function as a mixed use area with the present diversity of activities whilst maintaining the historic character. This policy objective is considered appropriate for the future planning of the Precincts.

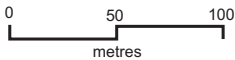
A new City of Hobart Planning Scheme is required to be based on the Common Key Elements Template introduced by Planning Directive No.1. This template specifies the

zones that can be used in the planning scheme. In regard to these zones it would appear that the 'Mixed Use Zone' is the most appropriate. The purpose of this zone is to provide for a range of residential, commercial, industrial and other uses that complement the function of a locality where a mix of uses has established and it is desirable for a mix to be maintained.

The current Precinct and zone boundaries are defined by streets which generally follow the topography in the area. The boundaries appear appropriate and logical in the context of the surrounding zones and land uses and the objective of the 'mixed use' zone.



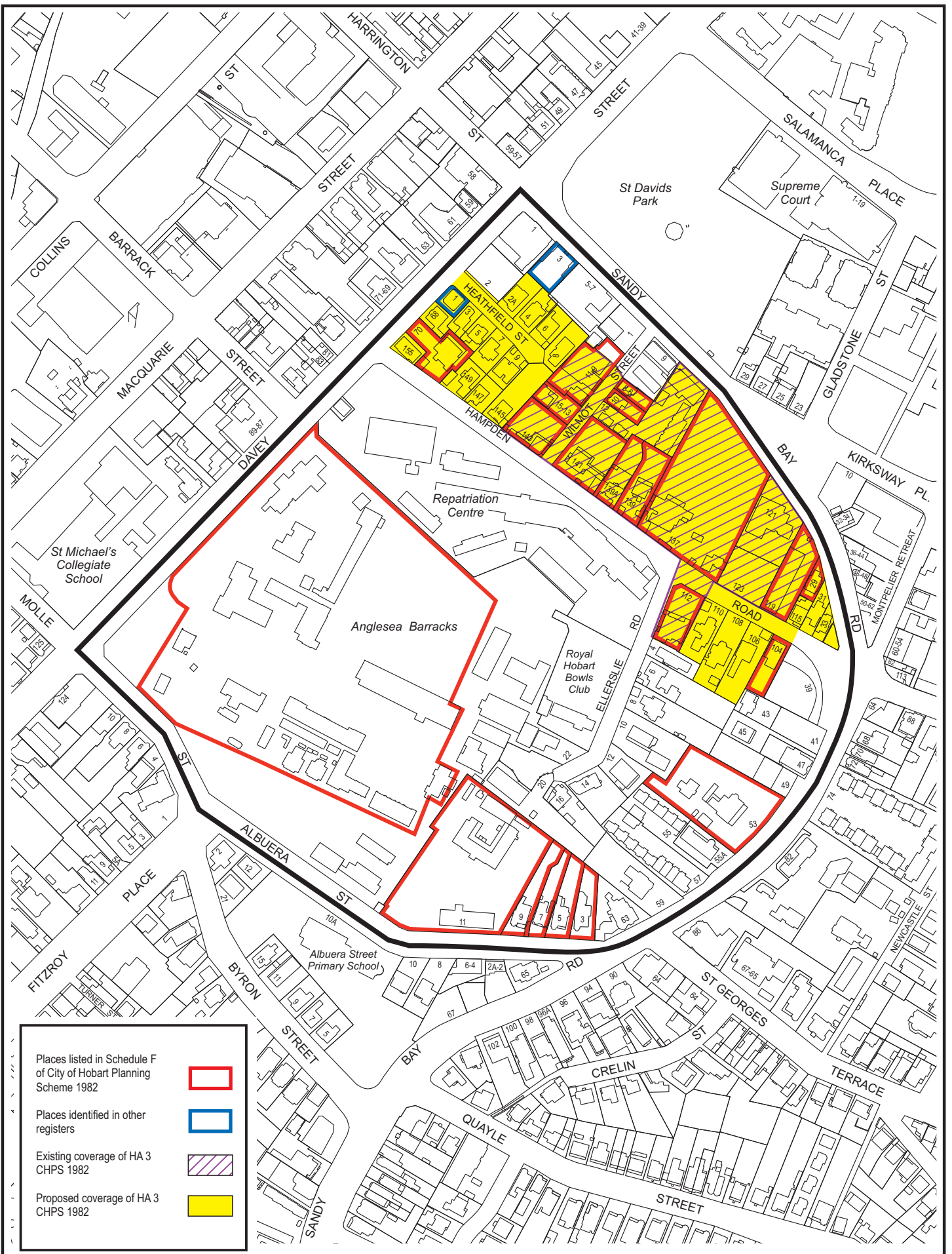
Precinct Boundary	
Precinct Number	12A
Extent of Study Area	



REVIEW OF PRECINCTS 12A & 12B
City of Hobart Planning Scheme 1982

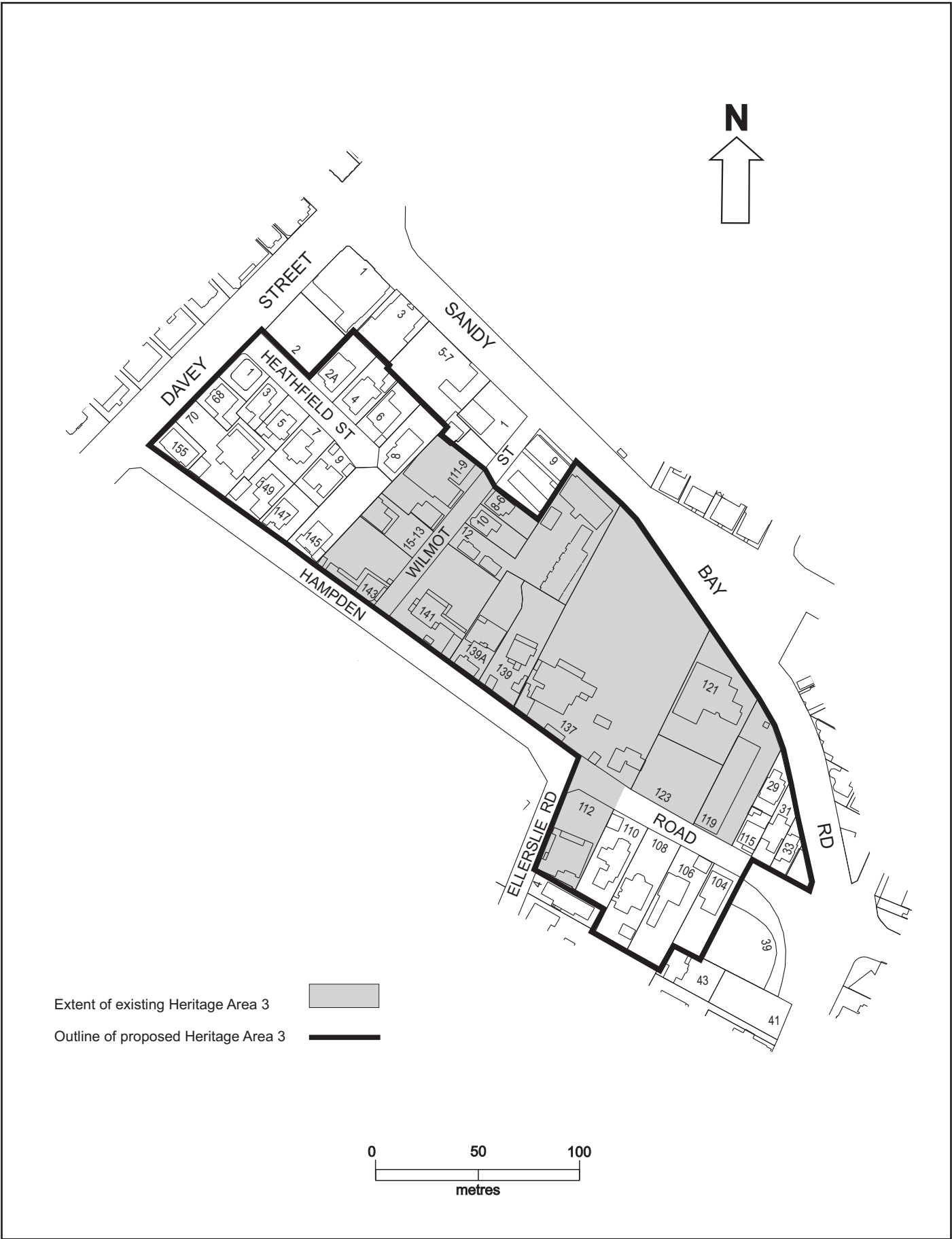
PRECINCT BOUNDARIES

**PLAN
1**



REVIEW OF PRECINCTS 12A & 12B
 City of Hobart Planning Scheme 1982

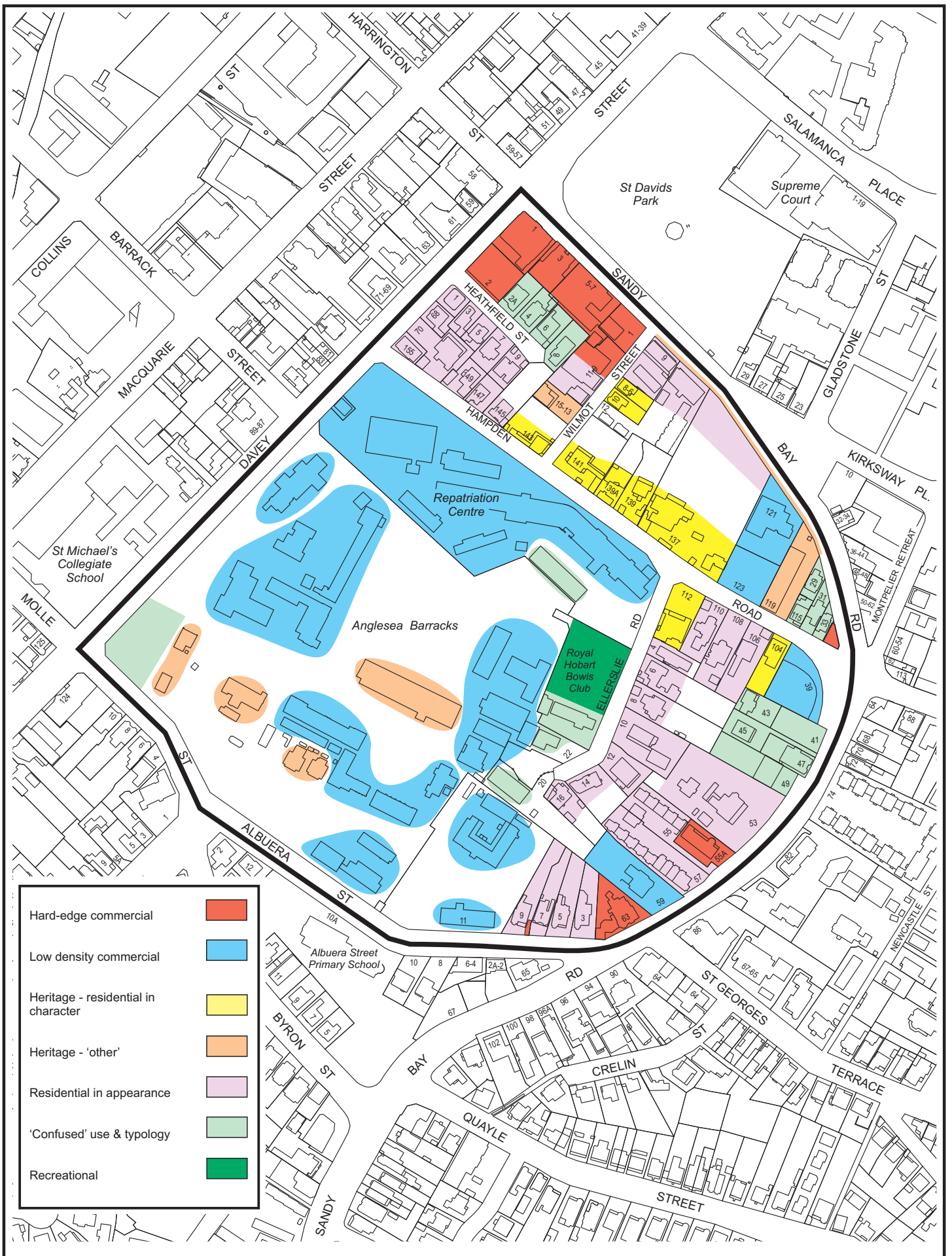
HERITAGE LISTED PROPERTIES










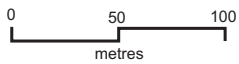
HERITAGE

City of Hobart Planning Scheme 1982 - Schedule F

PROPOSED HERITAGE AREA 3 - CITY FRINGE



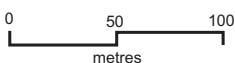
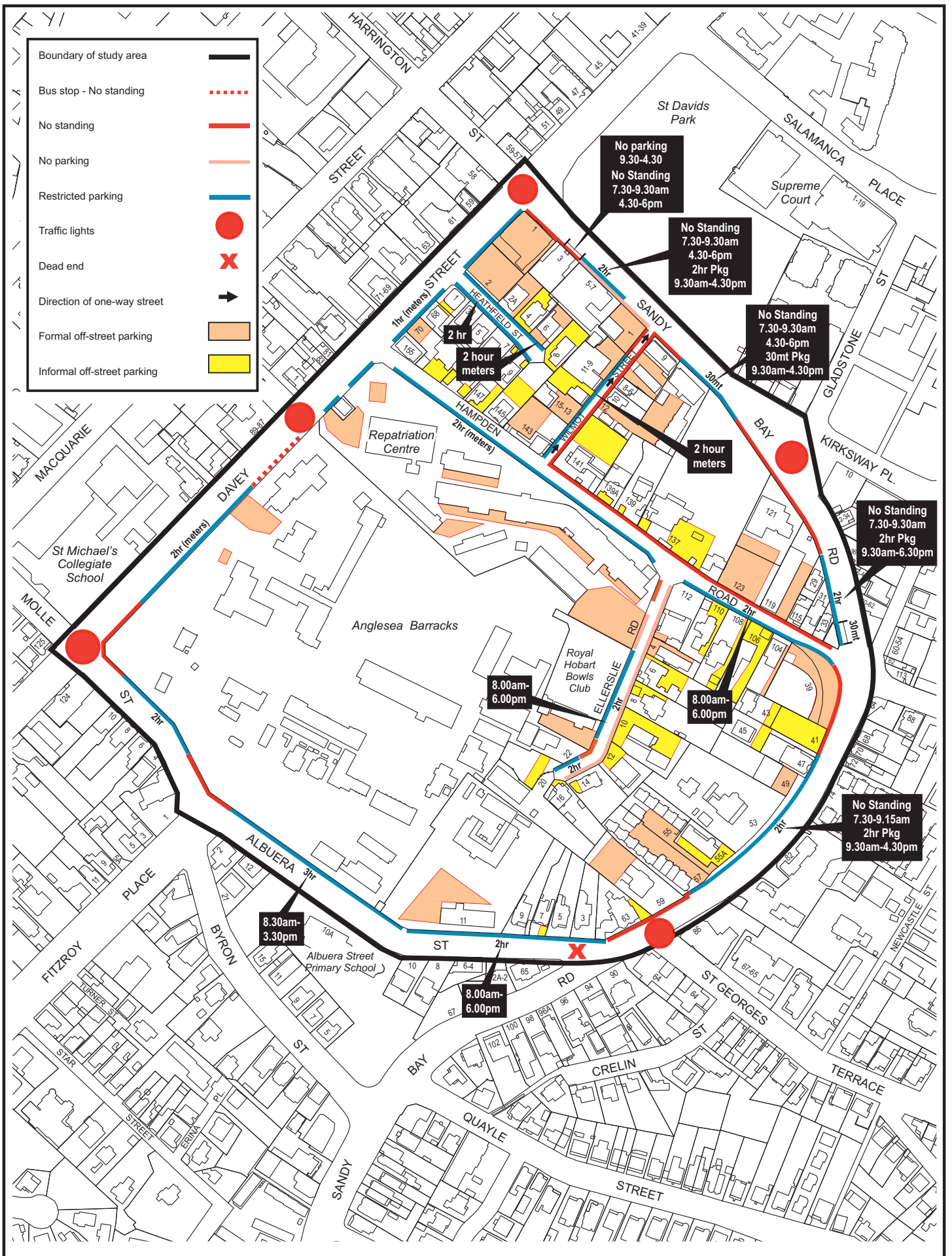
Hard-edge commercial	
Low density commercial	
Heritage - residential in character	
Heritage - 'other'	
Residential in appearance	
'Confused' use & typology	
Recreational	



REVIEW OF PRECINCTS 12A & 12B
City of Hobart Planning Scheme 1982

CHARACTERISTICS

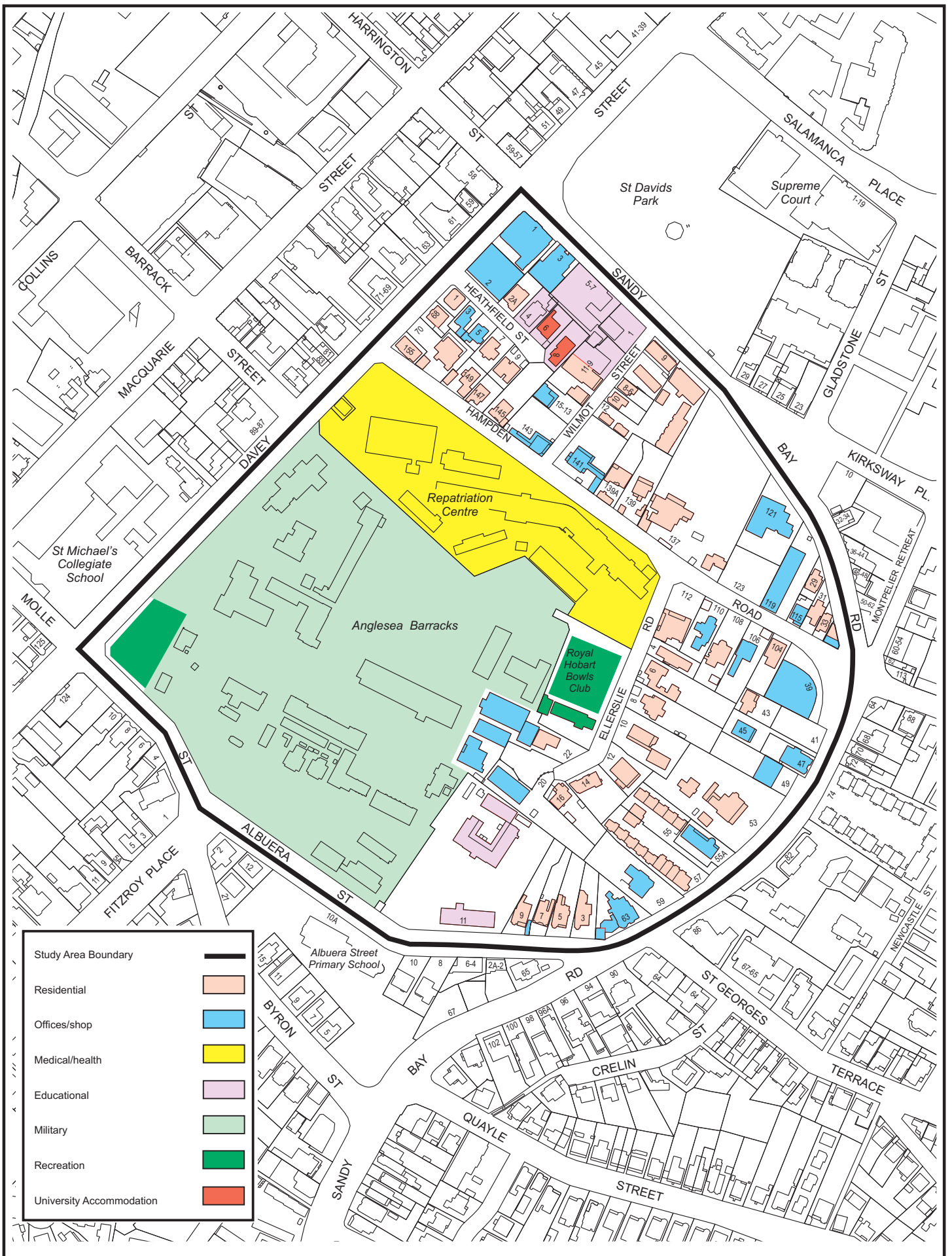
PLAN
3



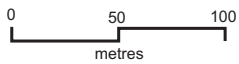
REVIEW OF PRECINCTS 12A & 12B
City of Hobart Planning Scheme 1982

PARKING/TRAFFIC FLOW

PLAN
4



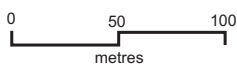
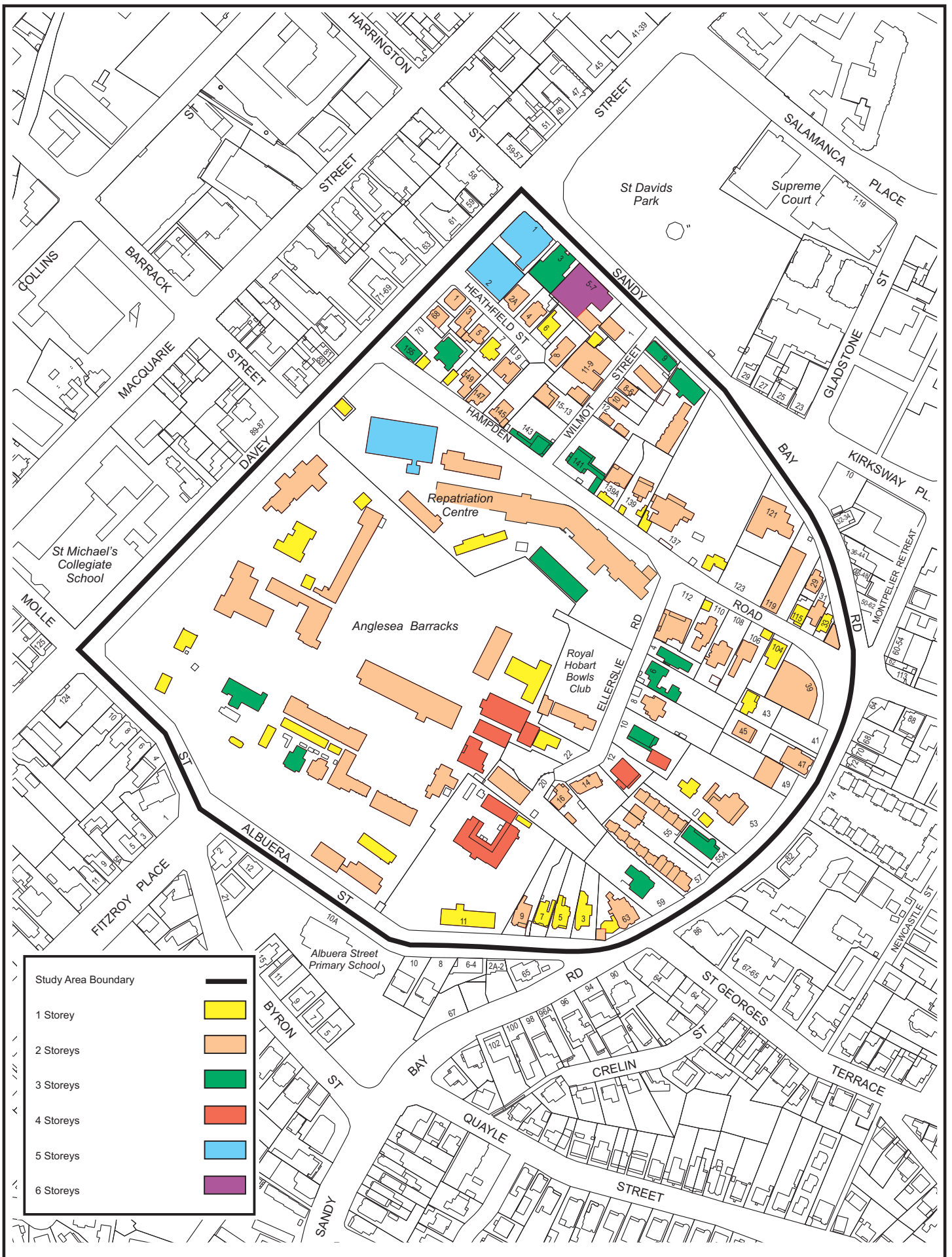
Study Area Boundary	
Residential	
Offices/shop	
Medical/health	
Educational	
Military	
Recreation	
University Accommodation	



REVIEW OF PRECINCTS 12A & 12B
City of Hobart Planning Scheme 1982

LAND USE

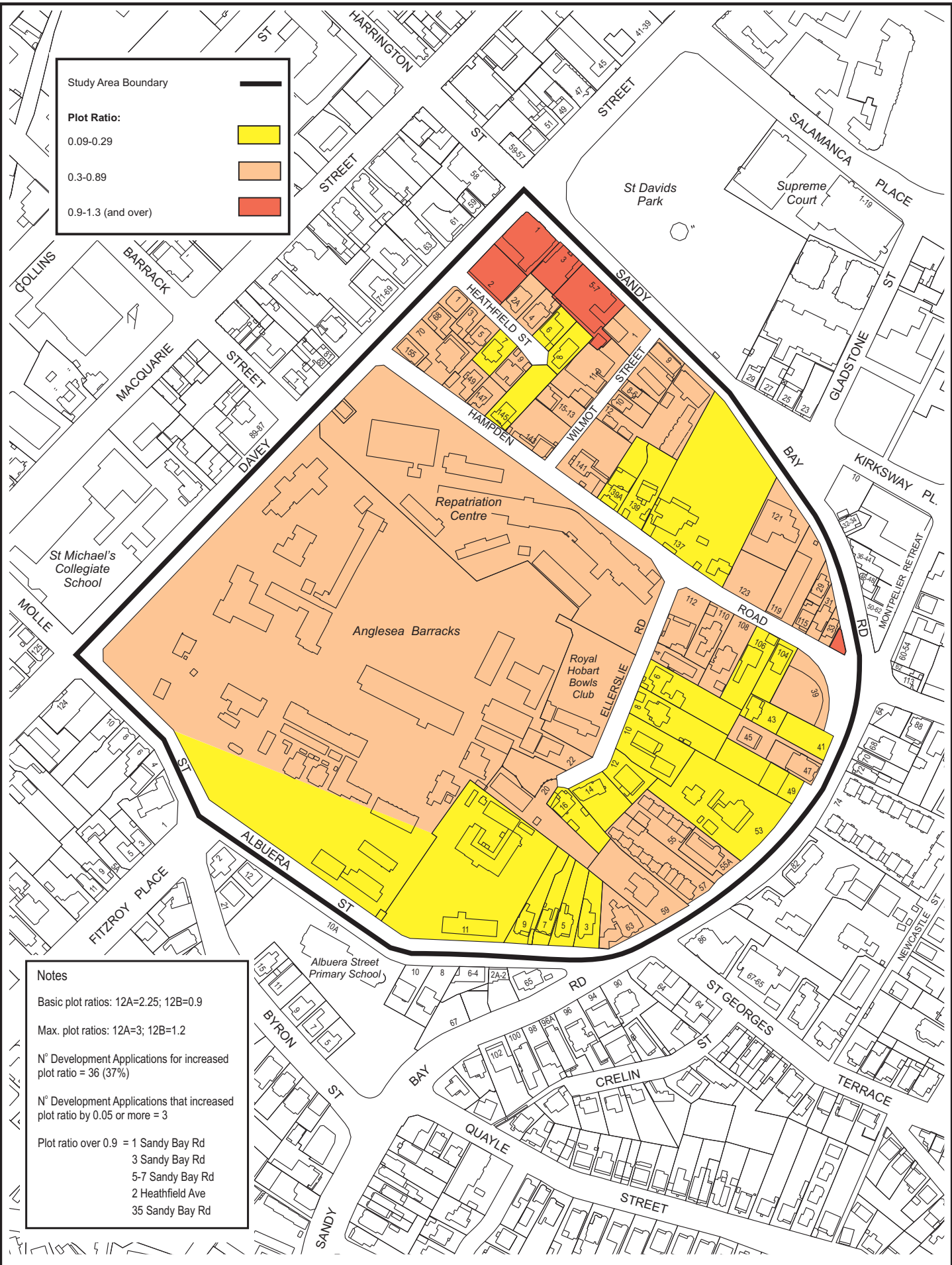
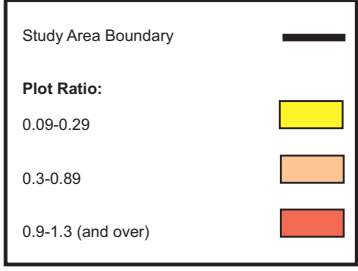
PLAN
5



REVIEW OF PRECINCTS 12A & 12B
 City of Hobart Planning Scheme 1982

BUILDING HEIGHTS

PLAN
6



Notes

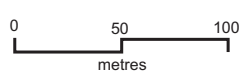
Basic plot ratios: 12A=2.25; 12B=0.9

Max. plot ratios: 12A=3; 12B=1.2

N° Development Applications for increased plot ratio = 36 (37%)

N° Development Applications that increased plot ratio by 0.05 or more = 3

Plot ratio over 0.9 = 1 Sandy Bay Rd
 3 Sandy Bay Rd
 5-7 Sandy Bay Rd
 2 Heathfield Ave
 35 Sandy Bay Rd



REVIEW OF PRECINCTS 12A & 12B
 City of Hobart Planning Scheme 1982

DENSITY/PLOT RATIO

PLAN
7

REVIEW OF PRECINCT 16B

1.0 Introduction

1.1 Preface

This report is part of a review of areas zoned Commercial & Residential under the City of Hobart Planning Scheme 1982 to determine if the existing planning controls are resulting in development that meets the Scheme objectives and whether or not those objectives are still appropriate for the future of the area.

This report also recommends planning controls appropriate for the area covered by Precinct 16B under a new City of Hobart Planning Scheme based on the Common Key Elements Template introduced by Planning Directive No.1 .

Precinct 16B mostly includes properties on the western side of Elizabeth Street between Federal Street and Augusta Road and on the western side of New Town Road between Augusta Road and Stoke Street.

Plan 1 shows the boundaries of the study area.

1.2 Methodology, sources & outline

The structure and methodology of this report is derived from that used in *Central Service Area Review*, (Frazer Read 1998) and utilises much of the background analysis documented as part of that report.

The methodology used for gathering information for this report included:-

- on site analysis of Precinct 16B that included survey work of car parking, land use, density, and building heights,
- examination of all property files in the Precinct to review all development applications received in regard to that property between January 1984 and December 1999, and
- existing City of Hobart Planning Scheme 1982 planning controls for Precinct 16B reviewed.

Discussion in light of the above analysis leads to recommendations for the nature of the planning provisions in the proposed new City of Hobart Planning Scheme.

2.0 Evolution of Precinct 16B

2.1 Introduction

The area now known as Precinct 16B first began to be developed in the 1830's with the erection of the first residence at what is now known as 444 Elizabeth Street, North Hobart. This house still stands.

The majority of roads that define the area were developed very soon after European settlement and were in their existing location and place by the 1810-1820's. Federal Street was originally known as Colville Street.

When development first began in the precinct, the area was more known for its fields and crops over which a few dominant houses presided. By the 1850's the area had begun to be broken up into very large residential blocks lining Elizabeth Street and New Town Roads.

By the late 19th century, the area was an affluent residential area save the presence of a few corner shops. Post Second World War activity saw the introduction of ethnic groups into the area and this introduced new community uses and activities as well as the development of associated facilities such as halls.

The 1960's and 1970's brought change to the area in the form of changes of use and increased levels of commercialism. By the 1990's the level of residential use in the Precinct had dropped to about 50% of all land uses. Today, residential use stands at 44% in the Precinct while commercial uses continue to grow and presently account for over 55% of all uses in the area. Refer to **Plan 5** for land uses in the area.

2.2 Evolution of built form and land use

- Majority of existing roadways were in place by the 1820's and the area was a major arterial road out of Hobart and into the prime 'country' areas of New Town and Glenorchy;
- residential development in the area first started around 1835 with the development of a residence at 444 Elizabeth Street (still standing today although in a somewhat dilapidated condition);
- 1840's land use survey map shows the area as one primarily dominated by fields and crops (also possibly orchards) with several large residential homes;
- at least 4 other major residences were built 15 years later in 1850 and by the 1870's the area was known as a relatively affluent residential area;
- many large residential mansions built in the mid to late 19th century, surrounded by gardens on very large lots, particularly in the area south of Augusta Road;
- some smaller high density residential properties also erected during the 1850's (418-422 Elizabeth Street);
- road widening took place in the early 1900th century, around 1913. This included the widening of Elizabeth Street and New Town Road and the construction of a sandstone barrier wall along most of Elizabeth Street from numbers 418 to 436. This wall still stands and is in varying condition (property files show some degree of dilemma between Council and property owners over its condition and subsequent repair between the late 1940's up until the early 1980's);
- commercial uses are now as common as residential (losing large percentage of residential uses in last 20-50 years while commercial/business uses are the main sector of growth);
- area has been traditionally associated with ethnic groups such as the Polish and Italian after the end of the Second World War - these groups have built large community halls to the back of mansions that were once mansion residences (now offices and community centres for these ethnic groups);
- residential infill has occurred in the last 20 years to the rear of several large mansions that are now being used as business offices/visitor accommodation, etc;
- built form is much more dense north of Augusta Road - this has always been traditionally an area of higher densities and continues to be so, especially with the development of the Friends Health and Fitness Centre in the last few years;
- traditionally, the lots in Precinct 16B have very large setbacks and are substantially landscaped. However, north of Augusta Road the lots have smaller setbacks with some even being built to right up to the footpath in 'hard edge' fashion.

2.3 Role of the study area for business

Main land uses in the area today include offices and businesses, community organisations, health, educational and community centres. Shops are a permitted use but there are very few shops in the area - most commercial uses are of a low key nature that maintain and conserve the existing residential character of the former residences that they occupy.

Because of the once solely residential nature of the area, many business and community uses have refurbished residential buildings - often with minor alterations. Nearly 52% of business and commercial uses in the Precinct use refurbished buildings that were built as residences.

Of the 42 properties in the Precinct, there have been 66 planning and development applications since January 1, 1984. Of these 21 were for changes of use - or partial changes of use. In these changes of use applications, there were 7 applications to change a dwelling to another use. The most common use were either doctors surgeries or offices. On the other hand, there were 3 planning applications to change non residential uses to residential dwellings. These included applications to change a doctors surgery, Adult Ed (community) centre and offices to residences.

However, out of 42 properties in the Precinct the overall loss of residential properties to non-residential uses represents a loss of 4 properties from a total of 27 residential properties in 1984 or a loss of nearly 15% of the residential housing stock since the 1982 Planning Scheme began operation in 1984.

Therefore one would estimate that the Precinct is losing residential uses at a rate of up to 1% a year and slowly commercial uses such as offices and consulting rooms are increasing.

2.4 Role of Precinct 16B for residential use

The area has been primarily used for residential uses since 1835 with the erection of *Jean Cottage* 444 Elizabeth Street. Other 'older' buildings in the precinct that were built as residences include the 3 small houses at the corner of Elphinstone Road and Elizabeth Street (418-422 Elizabeth Street) which were built in 1850. These houses are now used as a Barristers and Solicitors office, a residence (no. 420) and a Human Resources consultancy. No. 446 Elizabeth Street now being used as Southern Cross Telecommunications offices was built in 1878 as a fine residential mansion called *The Willows*. It was later called *Mimosa*. No. 432 Elizabeth Street was built as a mansion called *Newbury* in 1850 and is now being used as offices for the Catholic Education Centre.

Large mansions dating from the nineteenth century are now commonly used for business offices or community purposes, too large for today's typically smaller households. However, the area still maintains a strong residential character with the retention of these stately mansions and homes in their original condition and grounds (if not somewhat smaller) with few structural external modifications or alterations. Some of these mansions have recent residential infill occurring to the rear, for example no. 442, 444 and 452 Elizabeth Street.

2.5 Conclusion

The role of Precinct 16B for business and residential is equally encouraged as a Commercial and Residential zoned area. The area is roughly made up of 55% residential and 45%

commercial uses although the balance is tipped in the favour of commercial uses and this seems to be increasing with time.

The majority of Commercial uses in the area are low key and unobtrusive and therefore lend themselves to the once wholly residential area. Such uses are encouraged under the Scheme although more potentially intrusive Commercial uses such as shops, takeaway premises, car hire premises, local shop and service industry uses are also Permitted in the Precinct - uses that perhaps might not be quite as suited to the area as residential and office/community uses.

3.0 Planning controls for the Precinct under the CHPS 1982

3.1 Introduction

This section of the report will analyse the policy framework and planning controls for the study area which have directed development since 1984. Also provided will be a discussion of the effect of both the objectives and numerical schedules of the planning scheme.

3.2 City of Hobart Planning Scheme 1982

Development within Precinct 16B is subject to the provisions of the City of Hobart Planning Scheme 1982. The Planning Scheme controls development in a number of ways however, its structure is based on a series of Zone Objectives, Statements of Desired Future Character and Schedules. The Statements of Desired Future Character provide a description of the intent and envisaged directions of the Precinct.

3.3 Zone objectives and statement of desired future character

Under the City of Hobart Planning Scheme 1982 the objective of the Commercial & Residential Zone is as follows:-

“The Objective of the Commercial and Residential Zone is to provide for a diversity of commercial and professional uses and some important associated residential uses at densities responsive to the character of historic areas and buildings and/or adjoining Precincts.”

Precinct 16B is within the Commercial and Residential Zone and the Statement of Desired Future Character for that Precinct is as follows:

“Precinct 16B (north of Federal Street) should continue as a mixture of residential and business use with existing buildings converted to flats or office uses. Local services and community uses will also be appropriate.

Buildings should be set back from the street to allow a landscaped frontage and to preserve the character of existing and historic buildings. New development should not exceed two storeys and should be of a scale and design which is sympathetic to the existing development.”

A consistent theme can be seen in the Desired Future Character Statement with reference to continuing both residential and commercial uses as the dominant land uses in the Precinct. Community uses are also defined as being appropriate for the area.

3.4 Land use

Under Schedule A, definitions for land use types and their status is given for Precinct 16B. The use classifications for Precinct 16B are shown below:

Prohibited, Permitted and Discretionary uses in Precinct No. 16B

Use Group I	house, ancillary flat, home occupation	P
Use Group II	flat, elderly person's unit	P
Use Group III	multiple dwelling	d
Use Group IV	domestic business	d

Use Group V	consulting rooms, community centre, place of worship	P
Use Group VI	hospital, welfare institution	d
Use Group VII	educational establishment	d
Use Group VIII	office	P
Use Group IX	shop, take-away shop, bank	P**
Use Group X	holiday unit, motel hotel, club, cinema, theatre, restaurant, discotheque, bed and breakfast accommodation	d
Use Group XI	active recreation	d
Use Group XII	amusement machine centre, health studio	d
Use Group XIII	service industry, showroom, car hire premises	P*
Use Group XIV	light industry, warehouse, saleyard	X
Use Group XV	transport depot, timber yard, an industry	X
Use Group XVI	local shop	P
Use Group XVII	passive recreation	P

*except for car hire premises which is 'd'.

** supermarket is discretionary.

3.5 Development density

Schedule B of the Planning Scheme provides density controls for development within Precinct 16B. Basic Plot Ratio indicates the preferred densities of built form within the Precinct. Maximum Plot Ratio provides the facility (at Councils discretion) for developments to expand beyond the basic plot ratio where the development provides facilities and features to benefit the area as specified in Principle 8. Plot ratio is calculated by dividing the floor area by the site area.

Table 1 - Prescribed Densities for Precinct 16B

Density Rating Reference Number	10
Basic Plot Ratio	0.9
Maximum Plot Ratio	1.2
Minimum Lot Area - means minimum total lot area allowed in individual lots in the case of subdivision, boundary adjustment	480m ²
Minimum Frontage	15 metres
Minimum Inscribed Circle - means the minimum diameter of a circle that can be drawn within the boundaries of the lot so that its centre is not more than its diameter from the frontage of the lot	15 metres
Dwelling Unit Factor - means the value by which the site area is divided in order to calculate the maximum number of dwelling units permitted in accordance with Section B.7.1 of the scheme.	160

3.6 Height

Schedule C of the Scheme specifies the maximum height of buildings or structures. In this Precinct the maximum height of buildings is 4.8m to the top most habitable floor level.

3.7 Siting of buildings

Schedule D of the Scheme contains provisions related to the siting of buildings and landscaping. The clauses relevant to the Commercial and Residential Zone are as follows:

“D.3.2.1 In these zones no specific boundary setbacks are required other than to satisfy Principle 16 or the Statement of Desired Future Character for individual Precincts in respect of front boundary setbacks.”

D.3.2.2 However, the provision in respect of boundaries between Precincts as referred to in Section 5.1.2 of the Planning Scheme are particularly important where these Zones meet the Residential Zones. To protect residential or visual amenity the standards set out in D.3.4 below will be applied to those developments which abut a residential site in an adjoining Residential Zone, and buffer landscaping will be required.

D.3.2.3 In addition, in the Commercial and Residential Zone where new development abuts an existing residential development within Use Groups I to III boundary setbacks will be required as though the land in question were located in a Residential Zone and buffer landscaping will be required.”

3.8 Traffic, access and parking

Schedule E of the Scheme contains provisions regarding vehicular access and the provision of car parking spaces depending on the type of use. Policy objectives are specified for each zone however the Commercial and Residential Zone contains no specific reference to Precinct 16B.

3.9 Heritage

Principle 20 of the Planning Scheme states that areas shown as Heritage Areas and places listed on the Heritage Register (Appendix 1 of Schedule F) shall be conserved. In addition Clauses F.3.2 and F.4.3 require retention of any listed place or existing building, or structure within a Heritage Area unless: -

- i) it clearly detracts from the cultural significance of the Area, or*
- ii) there are overriding environmental, economic or practical reasons for its removal either wholly or in part.*

Areas adjacent to Heritage Areas and listed properties must also under Clauses F.3.3 and F.4.4: -

“... be in keeping with those characteristics of the Area or place which contribute to its cultural significance.”

Precinct 16B does not contain any land within or adjacent to a heritage area.

Precinct 16B contains 16 heritage listed properties which also includes trees listed at 450 Elizabeth Street (cypress pines). These listed properties include:- numbers 418-422, 432, 444, 446-450, 452 and 454 Elizabeth Street, 77 Federal Street, 81 Federal Street and 38-44 New Town Road. These properties represent over 30% of all properties in the Precinct.

Also refer to Plan 2.

3.10 Signs

Signage within the Precinct is controlled under Schedule G of the Planning Scheme. These provisions are prescribed under G.9.13.3 for Zone 4 Commercial and Residential.

Table 2 - Prescribed Signs Status for Precinct 16B

Sign Type	Status in Precinct 8B
Below Awning Sign, Horizontal Projecting Wall Sign, Transom Sign.	Exempt Signs
Ground Base Sign, Pole or Pylon Sign, Wall Sign.	Preferred Signs
Above Awning Sign, Banner Sign, Poster Sign (Bill Board), Roof Sign, Sun Blind Sign, Vertical Projecting Wall Sign, Wall Mural.	Discretionary Signs
Sky Sign, Flashing or Moving Sign, Sign painted on roof of building.	Prohibited Signs

4.0 Existing characteristics of Precinct 16B

4.1 Introduction

This section briefly examines the basic study characteristics of the Precinct in terms of existing land use, building stock, form, density and traffic movements.

Information was sourced from various site visits and notes taken from these visits, photographs and relevant property files.

4.2 Existing characteristics of the study area

The overriding characteristic of the Precinct is that it is a residential area gradually giving way to commercial and business uses while built form remains much the same. The Precinct is a major nodal point between North Hobart and outer Hobart suburban areas such as New Town and Lenah Valley. It is also a major transport route and has quite heavy traffic during the peak hours of 8-9am and 4-6pm.

Other observations of the Precinct include:-

- 19th century, early 20th century mansions now being used for offices/community uses;
- Most of these mansions are in good to excellent condition, having been renovated in recent years;
- North of Augusta Road, large mansions have been divided up into flats;
- There are a number of religious/community/ethnic establishment/uses in the area,
- Residential uses are seemingly being 'pushed out' by commercial uses such as offices and community. However, there is some evidence that residential uses are being sub-divided behind some of the large mansions to create residences in the former 'back yards' of now low impact commercial uses;
- Existing residences seem to have either very large front gardens or very small ones;
- The area has a main road feel to it but does not include any shops/local shop uses to date.
- On-street parking is non-existent in some areas of the Precinct along Elizabeth Street/New Town Road. The vast majority of parking is off-street - which is easily provided given the large size of some of the blocks.
- Gardens around residences are typically landscaped and well established, most have very large deciduous trees as well as typical 'English' style gardens.
- Traffic is quite heavy through the precinct from about 8am to about 10am and then again from about 3:30pm to about 6:30pm as the Precinct runs alongside the major traffic/public transport route from the city to the northern suburbs.
- There are very few vacancies in the area, only 1 out of over 40 properties surveyed as at end of March 2000. This is a former service station site. There were no vacant buildings in the area at this time.
- Commercial development mostly resides in renovated buildings originally intended as residences.
- The newest and most significant development over the past few years in the precinct is that of the Friends School Health and Fitness Centre. The front facade of this development is large and may be perceived as somewhat bulky and not in the character of the Precinct regardless of the fact that existing buildings have been renovated and included as part of the development.

- The precinct is a ‘transition’ zone located between the New Town and North Hobart shopping and commercial strips. These shopping and commercial strips are the main shopping areas and location of activity outside the Hobart CBD and Moonah.

*** Also refer to Plan 3**

4.3 Traffic and parking movement

Traffic and parking in Precinct 16B movements depend on the time of day - traffic movement is at a peak at around 8am and again around 5pm. The Precinct is bordered by New Town Road and Elizabeth Street - these two roads are a major arterial route between North Hobart and the City and the northern suburbs, especially for public transport. While the majority of traffic uses the Brooker Highway, traffic levels along New Town Road and Elizabeth Street are still high at peak hour times.

50% of all properties surveyed in Precinct 16B have some form or provision of off-street parking, including:-

- 25% of properties with off street parking have provided informal parking with no markings to indicate spaces (jockey parking is permitted in these parks);
- 75% of properties with off street parking have formal parking spaces with lines (and in some cases numbers & names) indicating spaces;
- 81% of properties with off street parking have parking located to the rear of the property;
- 15% have their off street parking located to the front of the property;
- 4% have off street parking located to the side of the property.

On street parking is restricted for certain periods of time due to the fact that only 2 lanes of road are available for traffic travelling north or south (total of 4 lanes). Parking is allowed along some sections of both Elizabeth Street and New Town Road but most areas only allow restricted space for 1 or 2 hours. Parking is also restricted to times of the day depending on traffic flow at peak hour times. Parking is also restricted in McTavish Avenue, Federal Street, Lyndhurst Avenue, Rupert Avenue, Augusta Road and Wilson Street.

These restrictions are undoubtedly due to high traffic flow at peak hour times of the way and trying to reduce negative impact upon the quite narrow streets that run off New Town Road and Elizabeth Street which are of a predominantly residential nature.

No problems or specific traffic complaints were reported by Council’s traffic engineers.

*** Also refer to Plan 4 for parking locations, nature, etc**

4.4 Current land use of the area

Survey work on existing land uses in the area was carried out in numerous site visits in mid December 1999 to early January 2000. Below is a table that show land uses in Precinct 16B as at December 30, 1999.

Also refer to Plan 5

Table 3. Existing Uses in Precinct 16B as at end of March 2000

USE	NO.	% OF TOTAL
<i>CarYard/ Service Industry/ Service Station</i>	2	3.5%
<i>Professional/ Office</i>	8	14.2%
<i>Religious/ Community</i>	12	21.4%
<i>Education</i>	3	5.3%
<i>Medical</i>	4	7.1%
<i>Visitor Accommodation</i>	1	1.7%
<i>Residential</i>	23	41.1%
<i>Vacant</i>	3	5.3%

4.5 Number of storeys

Below is a table that shows the number of storeys of buildings in Precinct 16B as of end of March 2000. As can be seen, the majority of buildings are either one or two storeys. Third storeys were commonly dormer bedroom windows above the second storey. Many buildings are actually of large height dimensions despite being only one or two storey's high - this is due to the fact that they were built in an era where a ceiling height of 12 to 15 feet was considered standard internal building height.

It would appear from on site observation that the majority of buildings have similar use levels for all floors - there appears to be a lack of unused 'shop top' space that is often found in areas zoned Commercial and Residential.

Also refer to Plan 6

Table 4. Number of storeys in Precinct 16B

No. of storeys	No. of buildings in precinct	% of Total buildings in precinct
1	28	46.6%
2	28	46.6%
3	4	6.6%

4.6 Plot ratio

Plot ratio levels as at December 30, 1999 are given below. These are approximations off scaled maps and also by reference to relevant property files.

Despite quite a variation in density, these levels are in many cases far below the prescribed allowable plot ratio for the Precinct. The table below show that density levels in the Precinct are quite low despite being strategically located along a major arterial route between New Town, North Hobart and Hobart and composed equally of commercial and residential uses.

Density levels are at their highest in the Precinct at the main nodal points at the junctions of New Town Road, Augusta Road and Elizabeth and the junction of Elizabeth Street and Federal Street. This is mainly due to the development of ‘corner’ shop type uses in the early 20th century. The majority of these buildings are now being occupied by offices and residential.

Lower plot ratio’s are experienced along Elizabeth Street where large mansions were built on very large blocks of land in the mid to late 19th century and have not been significantly extended despite being now used for offices and community uses. The affluent nature of these buildings also explains their low density as many large mansions in the 19th century were built on very large blocks (this is also the case for many houses in Sandy Bay, Battery Point and New Town).

Also refer to Plan 7

Table. 5 Plot ratio and densities in Precinct 16B

PLOT RATIO	NO. OF PROPERTIES	% OF TOTAL PROPERTIES	CUMULATIVE TOTAL
0.09	1	1.75%	1.75%
0.1	6	11.76%	13.51%
0.2	11	21.56%	35.07%
0.3	8	15.68%	50.75%
0.4	9	17.64%	68.39%
0.5	2	3.92%	72.31%
0.6	1	1.75%	74.06%
0.7	7	13.72%	87.78%
0.8	0	0%	87.78%
0.9	1	1.75%	89.53%
1.0	0	0%	89.53%
1.1	3	5.88%	95.41%

1.2	1	1.75%	97.16%
1.3	1	1.75%	98.91%

4.7 Conclusion

This analysis of Precinct 16B reveals a mixed precinct in terms of built form, layout, activity and evolution of development. However, the main use in the Precinct is that of residential followed by offices, community services and consulting rooms (doctor’s surgeries). The majority of uses are low key and unintrusive in activity and signage and are located in refurbished 19th century buildings originally constructed as residences.

The majority of buildings are relatively low in scale and mass. Many are ornate in architectural style and display one or more characteristics of the architectural styles popular in the 19th century. Many of these buildings are located on very large blocks dating from 19th century land subdivision and therefore have quite a low plot ratio and density despite the large size of the building. Higher densities occur around the nodal points located at the junction of Elizabeth Street, New Town Road and Augusta Road.

5.0 Planning Applications Review 1984 - 1999

5.1 Introduction

All development in Precinct 16B is subject to the provisions of the City of Hobart Planning Scheme 1982.

This section will examine how the area has developed under the operation of the Planning Scheme. The results will provide some insight as to the demand for and the appropriateness of the zoning which specifically provides for commercial / residential use and its associated standards especially plot ratio, height and dwelling unit factor.

Although the current scheme did not come into effect as a finally approved Planning Scheme until December 1991, the policy basis was applicable to development in the form of various interim orders from September 1984.

A review of all planning applications within the study area between 1984 and 2000 was compiled by researching all relevant Council property files. This research provides a basis for reviewing the evolution of the case study area and to demonstrate how it has changed in use and built form over this period. It also provides an examination of whether this development has been consistent with the preferred uses, density and character directions under the Planning Scheme.

5.2 Review of planning applications within the study area

There are 42 properties within the study area. Of these, 23 (or 54%) different properties were subject to a planning application of some sort from January 1984 to December 1999. 45.5% of all properties were not subject to any proposal. The percentage of properties subject to planning applications in the study area is shown below in Table 6.

Table 6 Number of planning applications per property in Precinct 16B

APPLICATIONS PER PROPERTY	NO.	% OF TOTAL
No planning applications	19	45.2%
One planning application	7	16.6%
Two planning applications	3	7.1%
Three planning applications	7	16.6%
Four planning applications	2	4.7%
Five planning applications	4	9.5%
Total	42	100%

Table 7 - Planning Applications in Precinct 16B from January 1984 to December 1999.

TYPE OF PLANNING APPLICATION	NO. APPLICATION (JAN 1984 - DEC 1999)	% OF TOTAL
<i>Changes of Use</i>	21	32%
<i>Re-zoning</i>	2	3%
<i>Demolition</i>	3	4.5%
<i>Extensions/Alterations</i>	19	28.7%
<i>Sign</i>	6	9.1%
<i>Fence</i>	3	4.5%
<i>Garage/carport</i>	7	10.6%
<i>Ancillary building/ new dwelling, etc</i>	5	7.6%
<i>Total</i>	66	100%

Council entertained 66 different planning applications over this period with many properties having more than one planning application. The research does not reveal whether the applications or approvals were implemented however it is considered that it provides a firm indicator of development intentions during the review period.

Table 7 summarises the number and percentage of each type of application for planning applications within the precinct. Applications involving changes of use and extensions/alterations were the most common with changes of use and garages/carports also prominent.

5.3 Changes in plot ratio

Out of 66 planning applications proposed for Precinct 16B between January 1984 and December 1999, 13 proposed increasing the existing plot ratio while 1 proposed reducing the plot ratio (demolition and construction of a McDonalds restaurant). Table 8 below shows increases in plot ratio in development applications from 1984 to 1999.

Table 8 - Plot ratio increases in planning applications January 1984 to December 1999.

PLANNING APPLICATION	DEVELOPMENT TYPE	CHANGE IN PLOT RATIO	INCREASE IN PLOT RATIO
1. 4 Thomas Street, North Hobart 980927	Change of use from I to V	0.29 to 0.30	+0.01
2. 81-83 Federal Street, North Hobart 2477	Development of community sporting complex (bocce)	0.66 to 1.25	+0.59
3. 81-83 Federal Street, North Hobart 890789	Bocce complex extensions	0.62 to 0.69	+0.07
4. 432 Elizabeth Street, North Hobart 911118	Extensions and partial Demolition	0.25 to 0.38	+0.13
5. 452 Elizabeth Street, North Hobart 930086	Change of use from V to X	0.11 to 0.12	+0.01
6. 452 Elizabeth Street, North Hobart 950196	Development of 3 units	vacant to 0.26	+0.26
7. 452 Elizabeth Street, North Hobart 960464	Extensions	0.23 to 0.24	+0.01
8. 4 Rupert Avenue, North Hobart 920596	Development of Ancillary Flat	0.19 to 0.25	+0.06
9. 30-36 New Town Road, New Town 910243	Extensions	0.20 to 0.27	+0.07
10. 30-36 New Town Road, New Town 910643	Extensions	0.20 to 0.27	+0.07

11. 30-36 New Town Road, New Town 950092	Demolition and Change Of Use from XIII to X	0.27 to 0.12	-0.15 (decrease in plot ratio)
12. 5-7 Wilson Street, North Hobart 961274	Development of sports complex	0.61 to 0.92	+0.31
13. 4 Augusta Road, New Town 990447	Change of Use from I to I	0.19 to 0.25	+0.06

It can be seen from this table that only 21% of all planning applications in Precinct 16B from January 1984 to December 1999 proposed an increase in plot ratio. The majority of these plot ratio increases are only very marginal with the average being an increase of 0.14 in plot ratio.

The only major developments that proposed a significant increase in plot ratio were the Friends Health and Fitness development at 5-7 Wilson Street, North Hobart and the Italian Club's Bocce Complex at 81-83 Federal Street, North Hobart.

All of the remaining proposed plot ratio increases were minimal and were mainly the result of extensions and changes of use (incorporating extensions).

One planning application did propose a decrease in plot ratio - this was the McDonalds development application proposed in 1995. This planning application proposed demolition of the existing service station and then building a restaurant on the site, effectively decreasing the plot ratio by over half. This planning proposal (along with the accompanying signs applications) was refused by Council.

5.4 Changes of use

Table 9 shows the details of planning applications proposing changes of use. Although there seems to be no concentration of changes from one use to another or a general correlation, it can be noted from the table that changes of use from residential to another use were quite common and accounted for 9 development applications. The majority of these were residential uses converted to office uses.

Table 9 - Changes of use applications from one use class to another in Precinct 16B

Precinct 16B Use Class	Proposed Use							
	I	V	VII	VIII	IX	X	XI	XII
Existing use								
I	1	3	1	4				
V	1	1		1	1	1		
VIII				2	1			
IX				1				
XI							1	
XIII	1		1			<u>1</u>		1
Total	3	4	2	8	2	2	1	1
	PERMITTED USE		DISCRETIONARY USE					

* Bold underlined uses in table mean that change of use application was refused.

5.5 Conclusion

From study of the development applications in Precinct 16B from January 1984 to December 1999, the following can be summarised:-

- 55% of properties in the Precinct received development applications for this period;
- the majority of development applications received were for changes of use followed by extensions and then garages and carports;
- the majority of changes of use were from residential uses to offices or consulting rooms (Doctor's surgeries), this represents a 15% loss in residential use of the period surveyed;
- 21% of all development applications involved an increase in plot ratio;
- the average increase of these plot ratio's was just 0.14;
- the majority of increases in plot ratio can be attributed to extensions and changes of use (involving extensions);
- over a third of properties recorded an average of either 1 or 3 development applications over the period while nearly 10% recorded 5 development applications in this time.

6.0 DISCUSSION OF ISSUES

6.1 Introduction

This section summarises the findings of the foregoing analysis and discusses whether the existing planning controls are appropriate. It also recommends planning controls appropriate for the area covered by Precinct 16B under a new City of Hobart Planning Scheme based on the Common Key Elements Template introduced by Planning Directive No.1.

6.2 Use

The objective of the Commercial and Residential Zone is to provide for a diversity of commercial and professional uses and some important associated residential uses. The Statement of Desired Future Character for Precinct 16B encourages the area to continue as a mixture of residential and business use with existing buildings being converted to flats or office uses. Local services and community uses are also considered appropriate.

It is considered that these overall objectives have generally been achieved as the area does contain a mixture of residential and commercial uses as well as a number of community related uses.

Changes of use have most often been consistent with the Planning Scheme's preferred uses and the nature of the uses generally have not had a significant impact on the amenity of adjoining residential precincts.

Residential use has declined over the past 20 years but is still a significant component of the land uses present. While houses and flats are permitted uses, the Planning Scheme does not discriminate in favour of the retention of residential uses through its objectives.

Very few non-residential uses have been converted back to residential in the past 20 years and the trend is towards a continued decline in residential use particularly along Elizabeth Street and New Town Road.

The types of uses permitted or discretionary under the current Planning Scheme are considered appropriate for the future of the area and the Scheme objective to encourage the Precinct to continue as a mixture of residential and business use with existing buildings being converted to flats or office uses is also considered appropriate despite the apparent lack of market demand for conversion to flats in this area. It is still an objective worth pursuing however as it does provide the opportunity for affordable housing in a location with good access to the central City.

6.3 Density, Height and Setbacks

The actual densities of development in the Precinct are quite low for an inner city area and the vast majority of all properties are well below the basic and maximum plot ratio specified for the Precinct. Based on a review of development applications over the past 20 years there appears to be little demand for developing properties to the allowable plot ratio and very few development proposals have applied for an increase in plot ratio. Plot ratio provisions have not acted as a restraint on most development in the area.

The review of the number of storeys of each building in the Precinct shows that 93.2% of buildings are 1 or 2 storeys. The maximum height allowed under the Planning Scheme is 4.8m to the topmost habitable floor level. This would allow for a 2 storey building in most cases. This height limit appears appropriate to cater for most residential and commercial needs in the area and is also consistent with the character of the area.

Schedule D of the Planning Scheme requires new development in Precinct 16B to be setback from the side and rear boundary with existing residential development in accordance with the setbacks required in the residential zones. The aim of this is to protect the amenity of adjoining residential properties. Many of the commercial properties in the Precinct have a rear boundary adjoining land in the Residential 1 Zone.

The density provisions in the Planning Scheme are quite generous and if realised would result in a significant change to the character of the area.

The *Planning Scheme Density Study: Review of Plot Ratio* (2001, Spiller Gibbins Swan Pty Ltd) found that plot ratio controls are generally in excess of demand requirements and hence their effectiveness as a mechanism to control density is to a large extent invalidated. It recommended that in any revision of the Planning Scheme plot ratio controls be abandoned in favour of a range of height, setback and building envelope provisions.

This recommendation is supported and it is considered that the height and side and rear setback provisions should be similar to those used in the residential zones where development sites adjoin residential uses or zones. Setbacks on other sites should be consistent with the current scale of development and the recommendations of the *North Hobart Heritage Study* (1999) outlined in 6.5 below.

6.4 Parking and Traffic

50% of all properties surveyed in Precinct 16B have some form of off-street parking. On street parking is available along most streets in Precinct 16B although various time limits are in place. The existing Planning Scheme provisions requiring the provision of on-site parking for new development seem appropriate. All day on street parking is allowed in parts of the Precinct even though it is the objective of the Scheme to discourage all day non-resident on-street parking.

The majority of new developments are asked to provide off-street parking as a condition of the planning approval. Cash-in-lieu payments can be taken where it is not possible to provide additional on site parking but this is of limited usefulness as it would be difficult for Council to provide new off street parking in the immediate vicinity.

Traffic movements in Precinct 16B depend on the time of day with traffic movements peaking at around 8am and again around 5pm. The vast majority of traffic is through traffic with volumes in this part of Elizabeth Street being in the vicinity of 16,500 vehicles per day. Traffic volumes at particular times do make it difficult to access or egress sites along Elizabeth Street. There is little that can be done however to alleviate this situation given the role of Elizabeth Street in the road network.

6.5 Heritage

There are no heritage areas within or adjacent to Precinct 16B. It does however contain 15 heritage properties. About 62% of all properties are either heritage listed or are adjacent to a heritage listed property. The Planning Scheme provides that any development on or adjacent to a heritage listed property is discretionary.

The *North Hobart Heritage Study* (1999 R Vincent) and the *North Hobart Heritage Areas – A Detailed Assessment* (2001 K Bennett) recommended that properties in the Precinct fronting Elizabeth Street between Elphinstone Road and Lyndhurst Avenue should be included in a new heritage area (see **Plan 8**) around McTavish Avenue and Commercial Road.

The *North Hobart Heritage Study* (1999) also recommended that the existing density of the area should be maintained into the future in order to respect the historic layout of the area. Specific recommendations included; new buildings be set back according to height and not be forward of the prevailing street setback, side setbacks enable vehicular access and that a height restriction be maintained.

The principal of these recommendations is supported and should be factored into the future setback and height provisions.

6.6 Signs

The Planning Scheme sign provisions are relatively restrictive in this Precinct and this is reflected in most signs being fairly low key and unobtrusive. There have been relatively few applications for signs over the past 20 years and a number of these have had conditions placed on them restricting the size, location and style of the sign. Sky signs, flashing or moving signs are signs are presently prohibited and should continue to be so.

It is recommended that the new Planning Scheme contains similar sign controls in the area to those at present.

6.7 Streetscape, amenity and landscaping

The streetscape in the Precinct, particularly along the western side of Elizabeth Street, is characterised by notable buildings in a landscaped setting. There are some properties however with a more hard edged appearance where the buildings are close to the street frontage and little opportunity is provided for landscaping.

The Planning Scheme does discourage the provision of car parking between the building line and the street boundary except where topographical constraints dictate this as the only solution. Principle 12 of the Planning Scheme also allows Council to require the provision of landscaping as a condition of approval for any new development. These policies should be continued in the new planning scheme.

6.8 Precinct boundaries and future zoning

The Statement of Desired Future Character for Precinct 16B encourages the area to continue as a mixture of residential and business use with existing buildings being converted to flats or office use, local services and community uses are also considered suitable. This policy objective is considered appropriate for the future planning of the Precinct.

A new City of Hobart Planning Scheme is required to be based on the Common Key Elements Template introduced by Planning Directive No.1. This template specifies the zones that can be used in the planning scheme. In regard to these zones it would appear that the 'Mixed Use Zone' is the most appropriate. The purpose of this zone is to provide for a range of residential, commercial, industrial and other uses that complement the function of a locality where a mix of uses has established and it is desirable for a mix to be maintained.

In terms of this statement most of the Precinct and zone boundaries appear to be appropriate. There are a number of sites or areas however which merit some discussion of the appropriateness of the zone boundary. These are discussed below:

35 New Town Road

The boundary between Precinct 16B and 15A (Residential 3) at one point follows the boundary between the properties at 35 and 37 New Town Road. These properties each contain a dwelling with a common wall along the boundary.

There appears to be little logic for the precinct / zone boundary to go through the middle of a conjoined dwelling. A change of use of the property at 35 New Town Road from residential to commercial would not necessarily be desirable given its proximity to the adjoining dwelling and its location in the middle of the intersection with Augusta Road.

It is recommended that the property be zoned residential and that the zone boundary follow the boundary between 35 and 33-31 New Town Roads which is a well established commercial property.

435 – 439 New Town Road

This property is part of The Friends School site, most of which is located in the adjoining Residential 3 Zone (Precinct 15A). It could be argued that all of the School properties should be located in the one zone in order to provide some consistency in planning controls over the school site.

The property at 435-439 New Town Road contains building of a commercial nature used for a school uniform shop and gymnasium. These uses operate independently of the school use and public membership is available to the gymnasium. The buildings could readily be used for commercial purposes not related to the school. Given these factors it is considered that the property at 435-439 New Town Road should not be included in the residential zone with the main part of The Friends School site.

2A, 4 and 6 Rupert Avenue

The properties at 2A, 4 and 6 Rupert Avenue are currently used for residential purposes and are located in a relatively quiet street which does not contain any commercial uses at present. The vast majority of properties in Precinct 16B have a frontage to a major arterial road carrying significant traffic volumes or are already used for non-residential purposes.

It is considered that the Planning Scheme should not allow for the intrusion of commercial uses into a residential street with good levels of residential amenity compared to those other properties in the Precinct fronting a main road. It is recommended therefore that the properties at 2A, 4 and 6 Rupert Avenue be zoned residential.

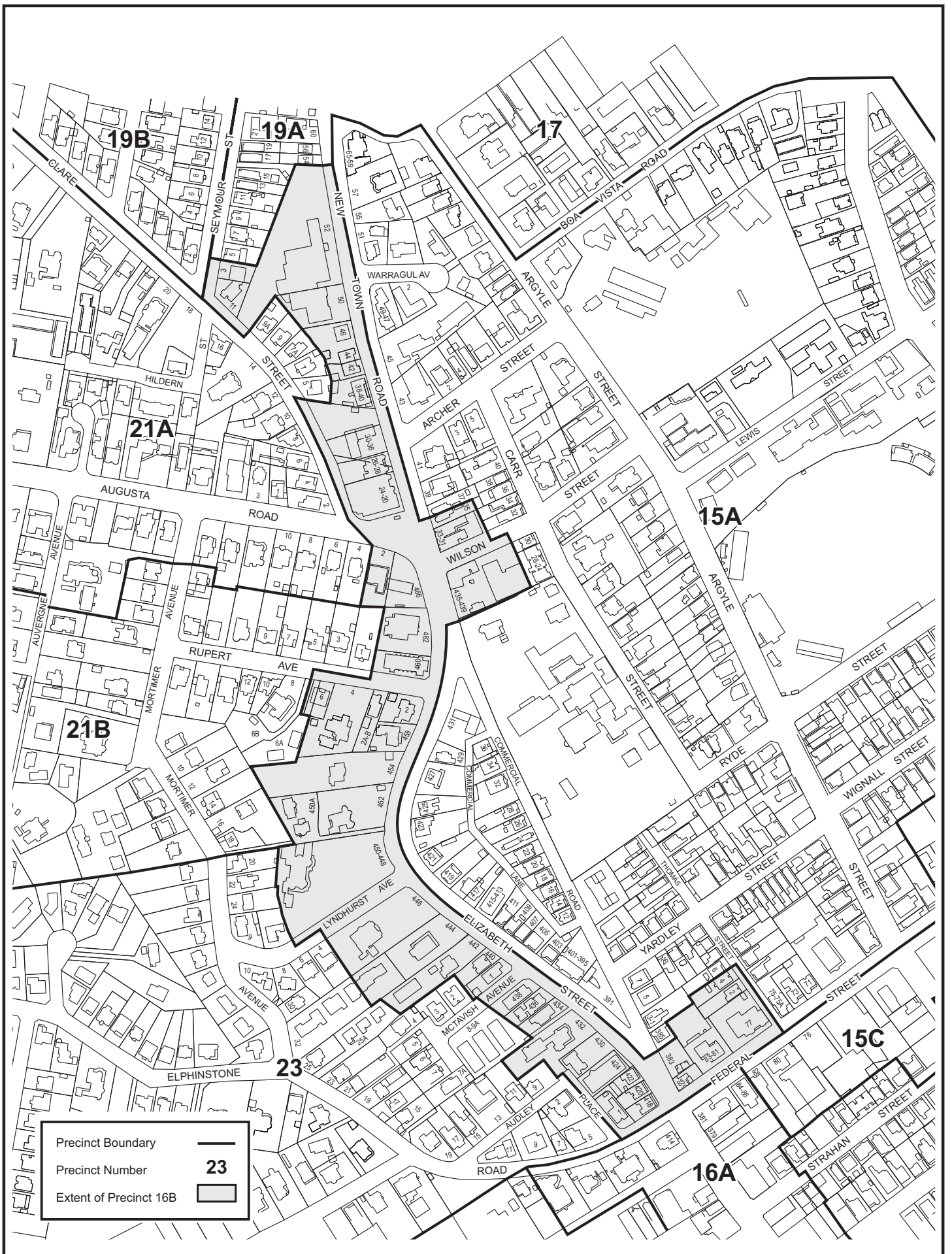
32 Elphinstone Road



The precinct / zone boundary between Precinct 16B and Precinct 23 (Residential 2 Zone) runs through a block of units on the property at 32 Elphinstone Road. The property does not have any frontage to Elizabeth Street and its use for commercial uses is limited. It is recommended that the future zone boundary should follow the rear boundary of 444 Elizabeth Street.

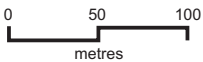
391 and 431 Elizabeth Street

The properties at 391 and 431 Elizabeth Street are located in Precinct 15A (Residential 3 Zone) on the eastern side of Elizabeth Street across the road from Precinct 16B. 431 Elizabeth Street is occupied by a service station and 391 Elizabeth Street by a car sales yard. Both properties have been used for commercial purposes for many years and their conversion to residential use is unlikely or difficult. Their inclusion in the Mixed Use Zone would allow greater flexibility in the future use of these properties .

Recommended boundaries of the Mixed Use Zone are shown on *Plan 9*.



Precinct Boundary	
Precinct Number	23
Extent of Precinct 16B	

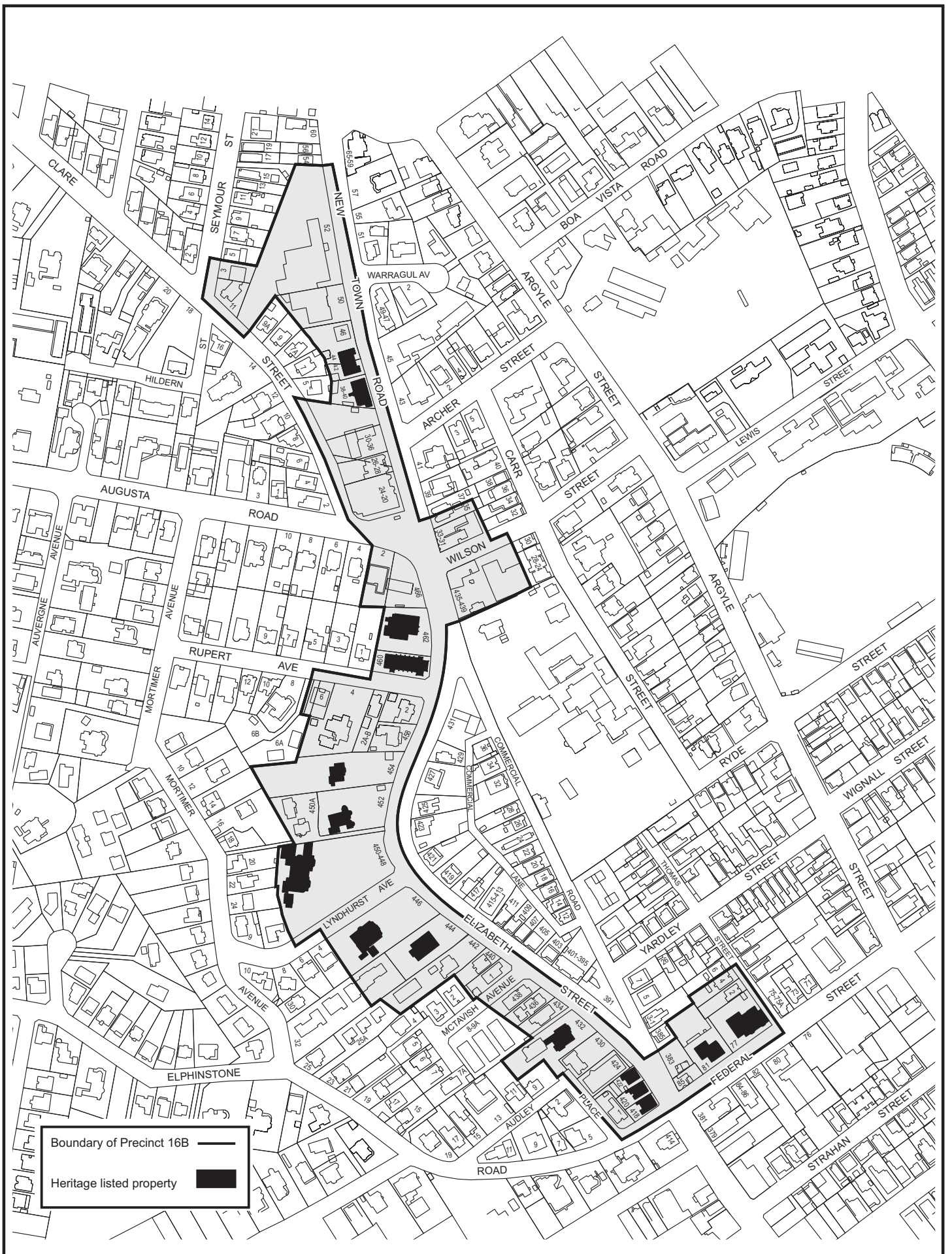


REVIEW OF PRECINCT 16B
City of Hobart Planning Scheme 1982

BOUNDARIES OF PRECINCT

PLAN

1



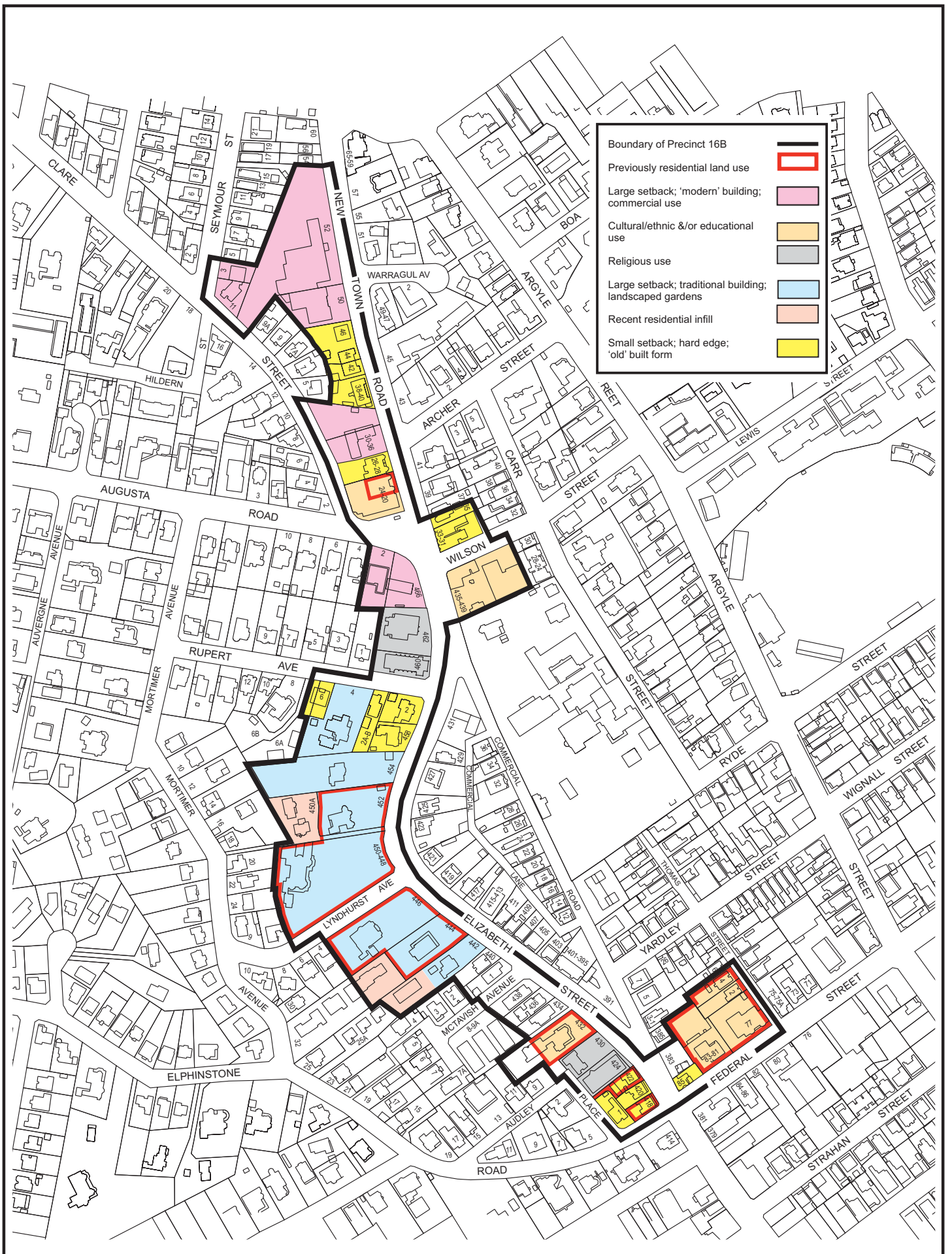
REVIEW OF PRECINCT 16B
 City of Hobart Planning Scheme 1982

HERITAGE LISTED PROPERTIES

PLAN
2



0 50 100
 metres



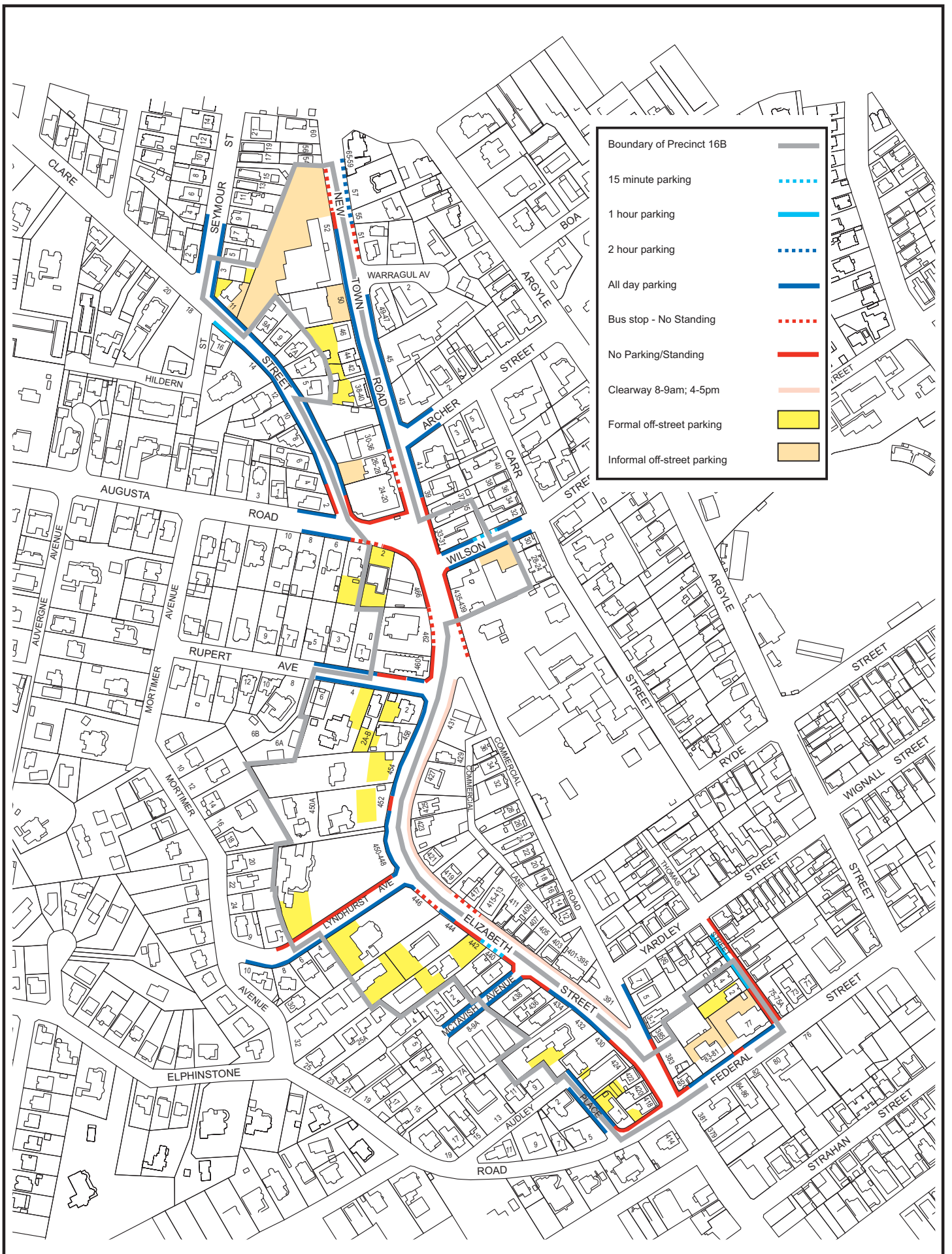
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REVIEW OF PRECINCT 16B
City of Hobart Planning Scheme 1982

EXISTING CHARACTERISTICS

PLAN

3

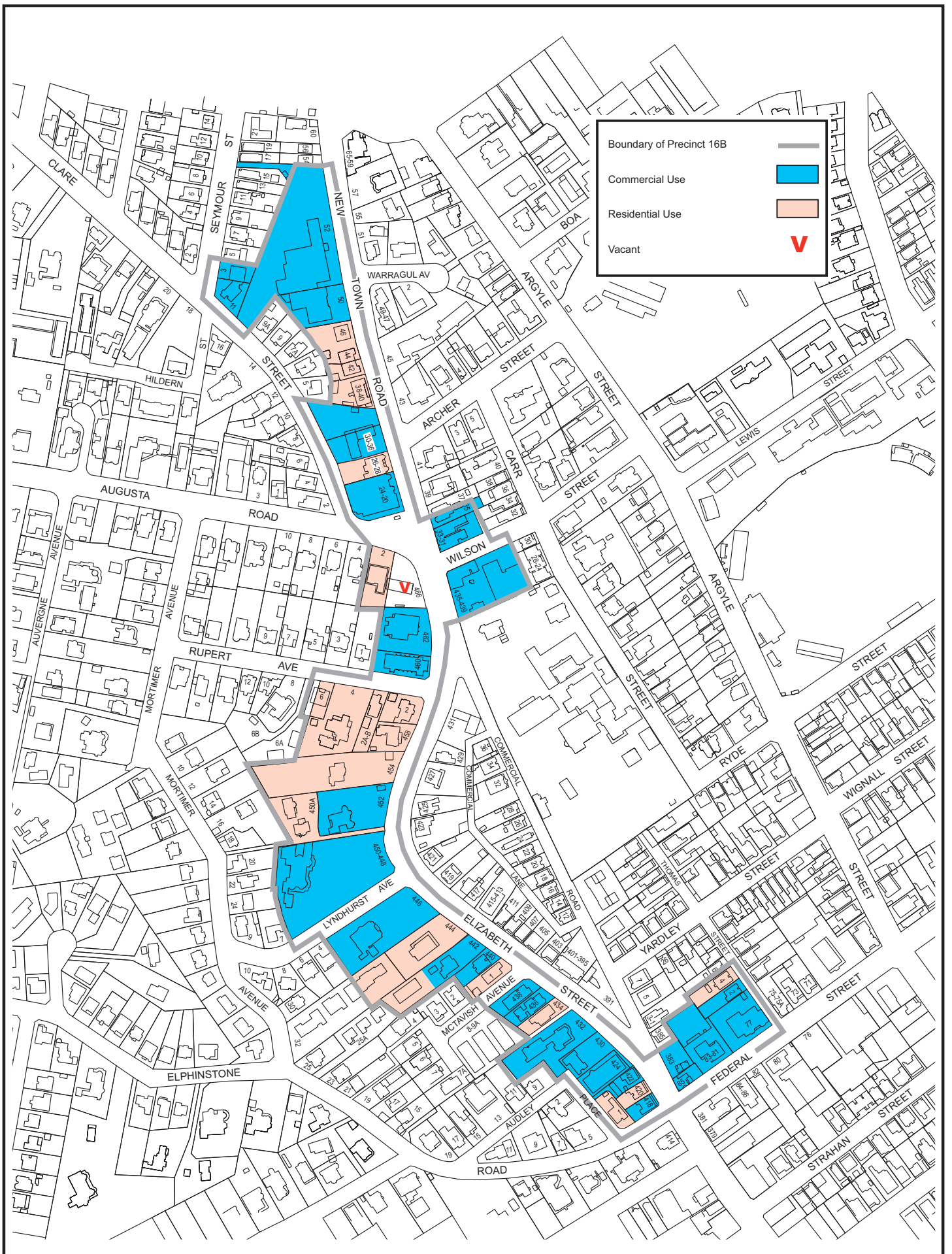


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REVIEW OF PRECINCT 16B
City of Hobart Planning Scheme 1982

PARKING

PLAN
4



Boundary of Precinct 16B	
Commercial Use	
Residential Use	
Vacant	

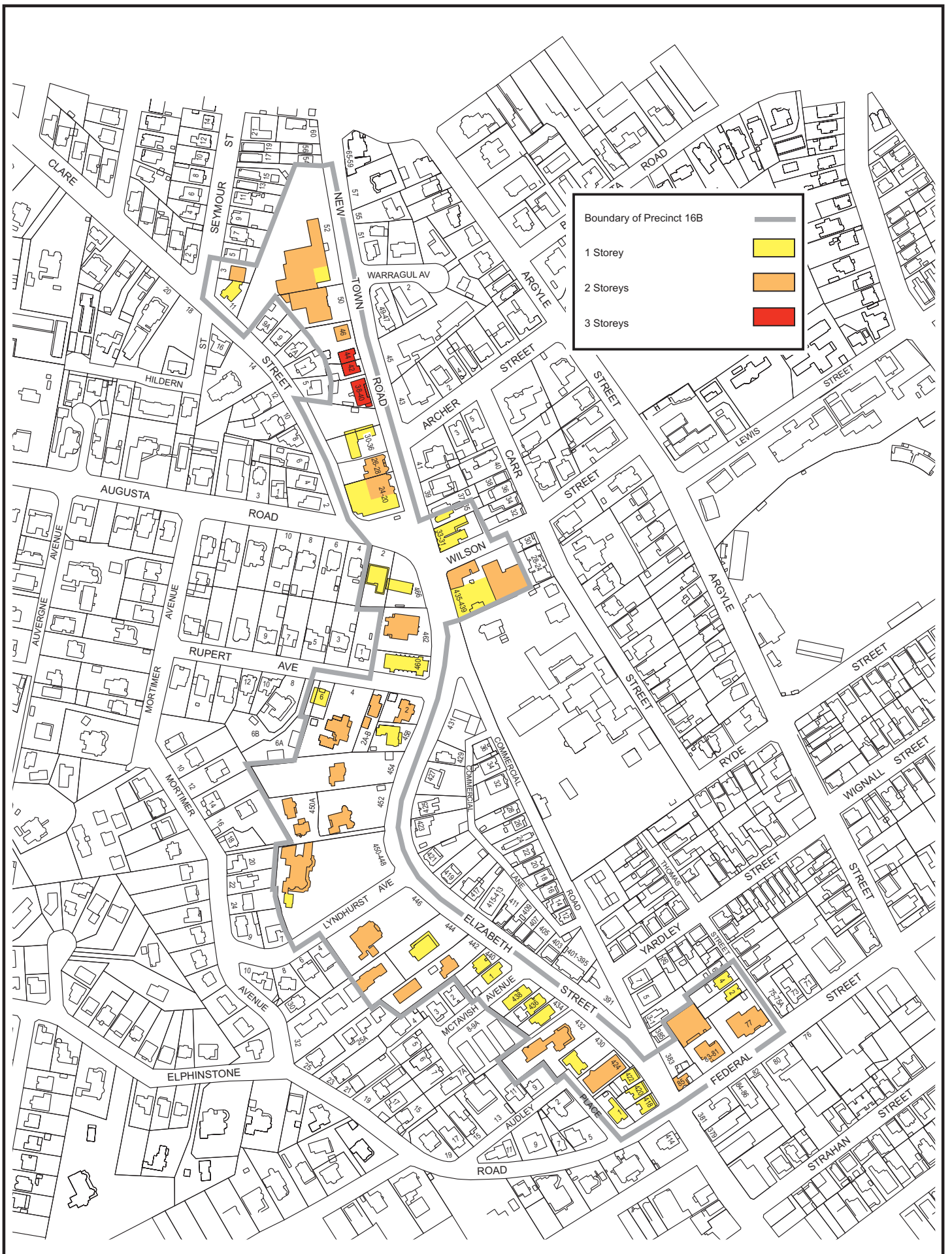
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REVIEW OF PRECINCT 16B
 City of Hobart Planning Scheme 1982

LAND USE

PLAN
5



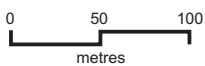
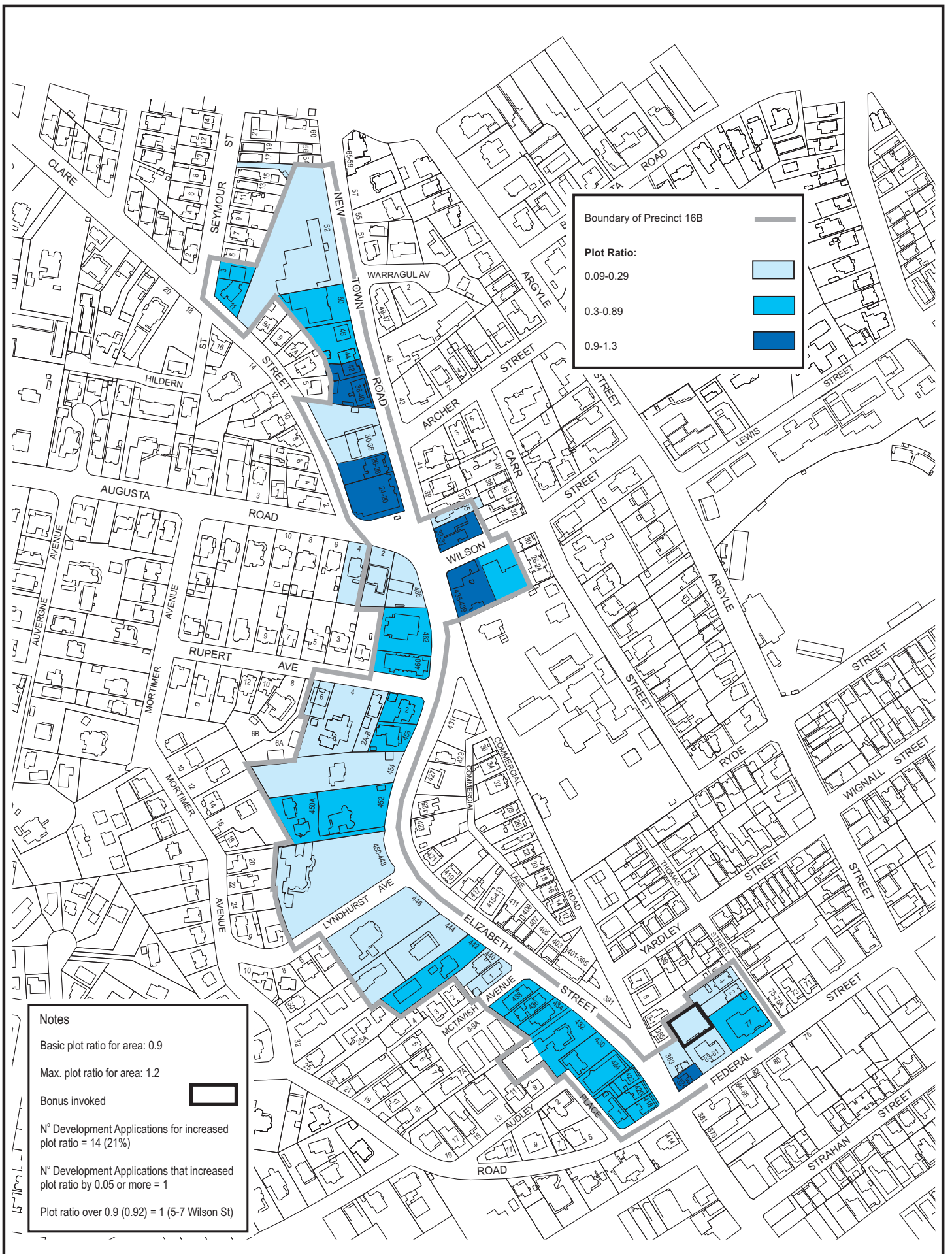
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REVIEW OF PRECINCT 16B
City of Hobart Planning Scheme 1982

NUMBER OF STOREYS

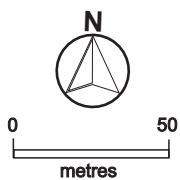
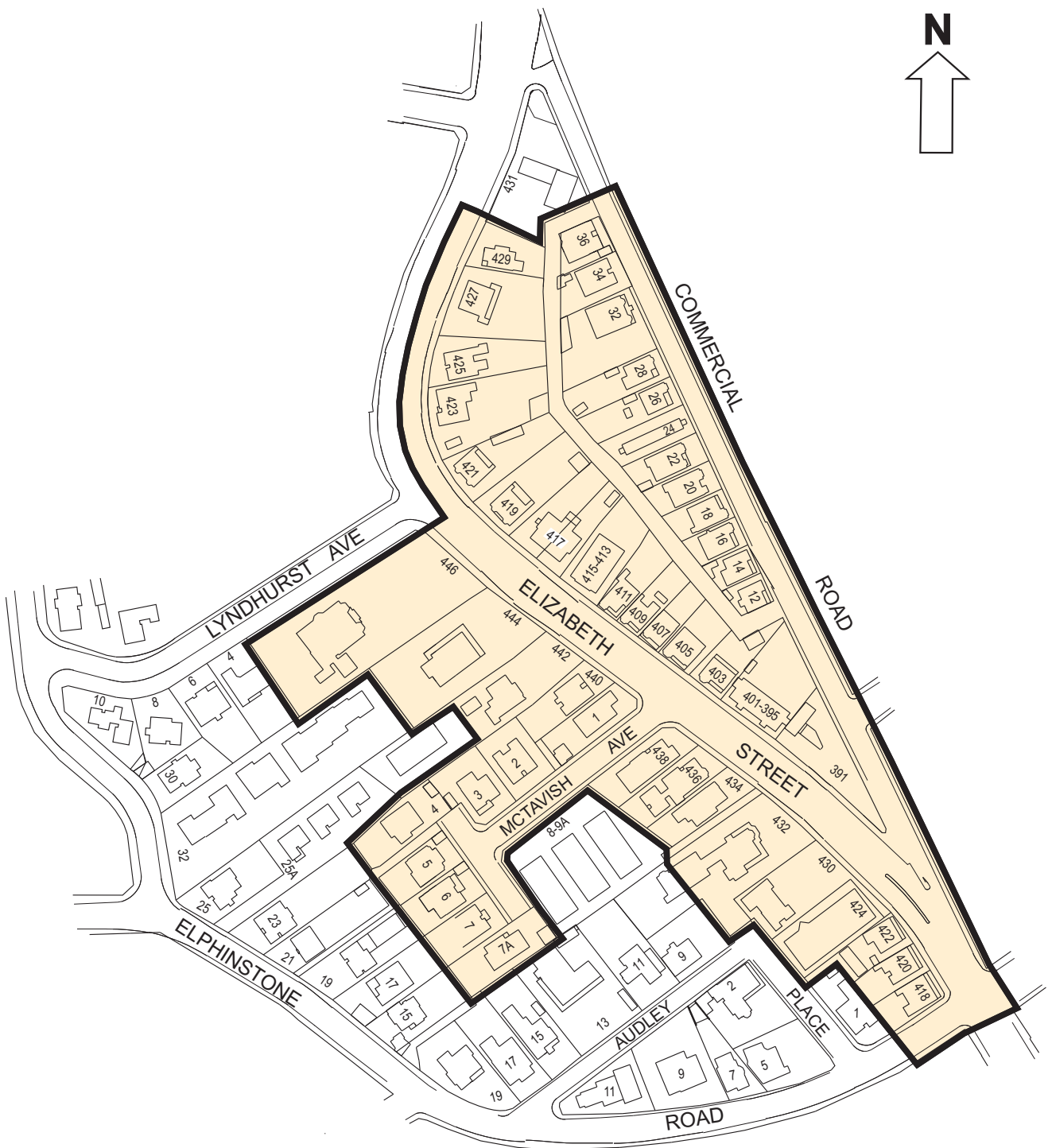
PLAN

6



REVIEW OF PRECINCT 16B
City of Hobart Planning Scheme 1982

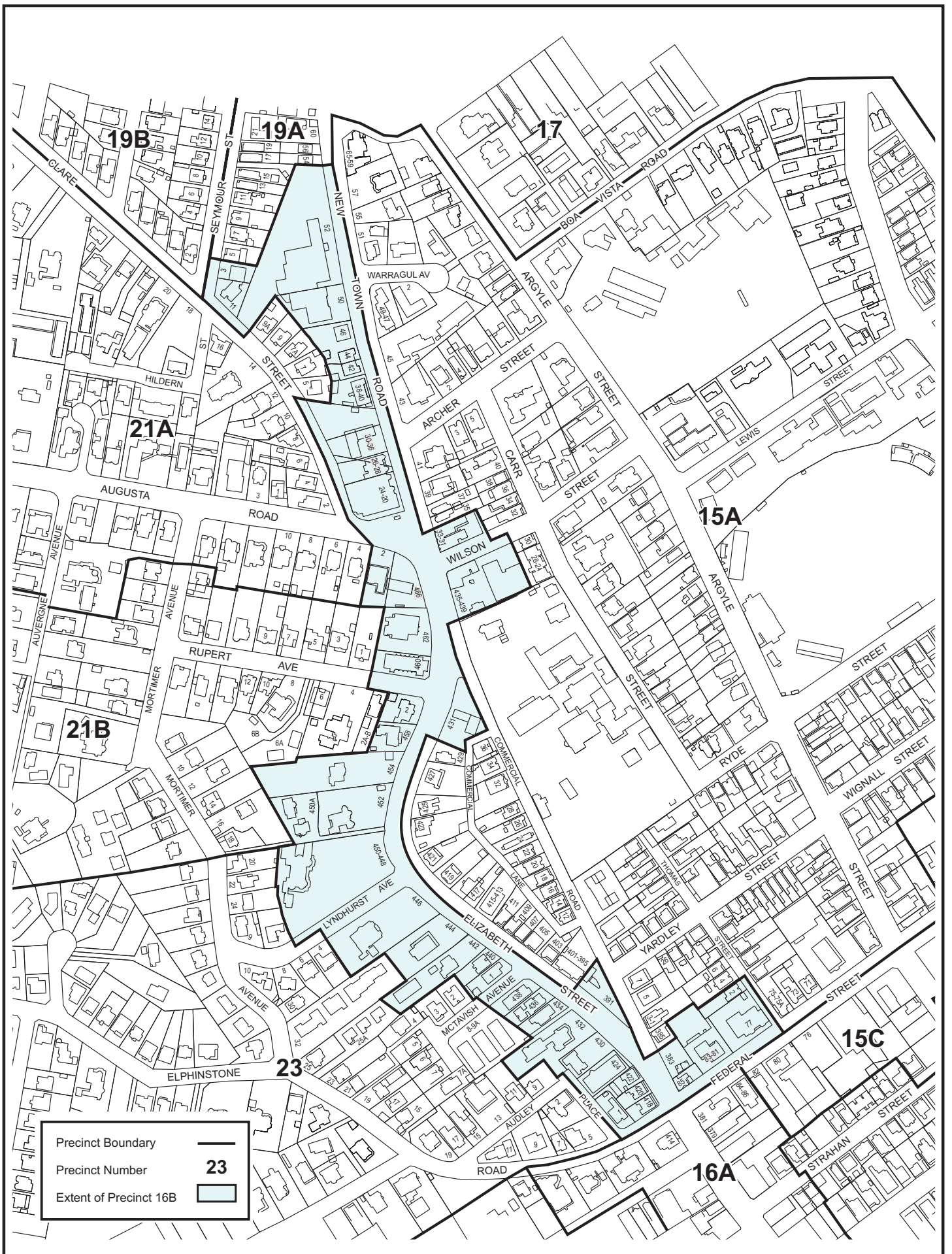
PLOT RATIOS & DENSITIES



REVIEW OF PRECINCT 16B
City of Hobart Planning Scheme 1982

RECOMMENDED HERITAGE AREA
North Hobart Heritage Study 1999

PLAN
8



REVIEW OF PRECINCT 16B
 City of Hobart Planning Scheme 1982

**RECOMMENDED 'MIXED USE'
 ZONE BOUNDARIES**

PLAN

9

New Town Commercial Centre Study
Supplementary Report

Prepared by

**Development &
Environmental Services
Division**

Hobart City Council

October 1997



1.0 Introduction

This report investigates in detail the likely effects of Option 1 provided by the New Town Commercial Centre Study, 1996 and suggests an additional option for rezoning.

2.0 Background

In consideration of issues arising from the development of the Purity New Town Supermarket, Development Services Committee resolved on 11 December 1995:-

“That appropriate zoning of that area bounded by New Town Road, Cross Street, Pirie Street and Risdon Road together with the site situated at 216-220 New Town Road be investigated as a matter of urgency.”

In response to this resolution Council commissioned planning consultants James Douglas & Associates to identify the need and options for future rezoning of land within the study area identified in **figure 1**.

The completed New Town Commercial Centre Study was provided to Council for consideration on 26 May 1997.

The Study presents 4 options for consideration. These options reflect a consideration of New Town as a possible new commercial and/or community node of some kind. It presents general zoning options for a wide area rather than looking in detail only at the characteristics of properties fronting New Town Road from Pirie Street to the Maypole.

The report does not examine in detail the land use capability in relation to the above New Town Road frontage properties and related issues of the potential impact of redevelopment or intensification of development to higher densities associated with simply rezoning.

The options are not evaluated in any detail as to the physical or visual effects likely to ensue from rezoning or the impact on traffic movements.

3.0 Options - General Evaluation

The Study suggests that Option 1 provides for minimum change and basically reinforces the existing functions of the area whilst allowing for some additional potential for consulting rooms and professional offices on the western side of New Town Road. This would not necessarily be the case.

The other 3 options allow for moderate to substantial intensification of commercial activity in the area. The study recognises that there is insufficient justification in terms of need or demand, based on detailed retail catchment analysis, for changes to the Planning Scheme to allow such intensification.

Option 1 is the only option which is considered to have sufficient merit to warrant detailed consideration. The other 3 options are not therefore further discussed in this report.

4.0 Option 1 - Further Evaluation

The adoption of Option 1 (**figure 2**) as outlined in the Study would result in the following changes to the Planning Scheme:

- The inclusion of the whole study area within one Precinct with a new Statement of Desired Future Character.
- The rezoning of properties at 98 to 162, 185 to 189 and 216-220 New Town Road and the property at 134 Montagu Street from Residential 1 to Commercial and Residential.
- Increasing the basic plot ratio of the properties to be rezoned from Residential 1 to Commercial and Residential from 0.5 to 0.9.
- The retention of the New Town Road, Cross Street and Pirie Street triangle in residential 1 Zone.

In the consideration of Option 1 further “in-house” analysis has been undertaken of a number of factors affecting future development in the area. These include existing plot ratios, redevelopment potential based on proposed plot ratios, land use, heritage, amenity, access and provision of on-street car parking.

4.1 Plot Ratio

Within the Commercial and Residential Zone parts of this area the current basic plot ratio under the Planning Scheme is 0.9 and the maximum is 1.2. **Table 1** shows that most have a plot ratio under 0.4. Of the larger developments, the Purity site has a plot ratio of 0.43 and K-Mart has a plot ratio of about 0.27. This suggests that, in theory, many sites have potential for considerable expansion of commercial activity.

Table 1: New Town Commercial Centre Study- existing and proposed plot ratios under option 1 of the study for properties fronting New Town Road.

STREET	NUMBER	SITE AREA	FLOOR AREA	CURRENT PLOT RATIO	CURRENT BASIC PLOT RATIO UNDER THE SCHEME	PROPOSED BASIC PLOT RATIO UNDER OPTION 1	POTENTIAL FLOOR AREA UNDER PROPOSED PLOT RATIO OF 0.9	ADDITIONAL FLOOR AREA UNDER PROPOSED PLOT RATIO OF 0.9
<i>New Town Rd</i>	<i>98</i>	<i>600</i>	<i>133</i>	<i>0.22</i>	<i>0.5</i>	<i>0.9</i>	<i>540</i>	<i>407</i>
<i>New Town Rd</i>	<i>100</i>	<i>408</i>	<i>140</i>	<i>0.34</i>	<i>0.5</i>	<i>0.9</i>	<i>367</i>	<i>227</i>
<i>New Town Rd</i>	<i>104</i>	<i>860</i>	<i>115</i>	<i>0.13</i>	<i>0.5</i>	<i>0.9</i>	<i>774</i>	<i>659</i>
<i>New Town Rd</i>	<i>106</i>	<i>358</i>	<i>117</i>	<i>0.33</i>	<i>0.5</i>	<i>0.9</i>	<i>322</i>	<i>205</i>
<i>New Town Rd</i>	<i>108</i>	<i>507</i>	<i>105</i>	<i>0.21</i>	<i>0.5</i>	<i>0.9</i>	<i>456</i>	<i>351</i>
<i>New Town Rd</i>	<i>110</i>	<i>470</i>	<i>122</i>	<i>0.26</i>	<i>0.5</i>	<i>0.9</i>	<i>423</i>	<i>301</i>
<i>New Town Rd</i>	<i>112</i>	<i>940</i>	<i>160</i>	<i>0.17</i>	<i>0.5</i>	<i>0.9</i>	<i>846</i>	<i>686</i>
<i>New Town Rd</i>	<i>116</i>	<i>1130</i>	<i>170</i>	<i>0.15</i>	<i>0.5</i>	<i>0.9</i>	<i>1017</i>	<i>847</i>
<i>New Town Rd</i>	<i>118</i>	<i>615</i>	<i>175</i>	<i>0.28</i>	<i>0.5</i>	<i>0.9</i>	<i>554</i>	<i>379</i>
<i>New Town Rd</i>	<i>120</i>	<i>630</i>	<i>120</i>	<i>0.19</i>	<i>0.5</i>	<i>0.9</i>	<i>567</i>	<i>447</i>
<i>New Town Rd</i>	<i>124</i>	<i>925</i>	<i>152</i>	<i>0.16</i>	<i>0.5</i>	<i>0.9</i>	<i>833</i>	<i>681</i>
<i>New Town Rd</i>	<i>126</i>	<i>822</i>	<i>307</i>	<i>0.37</i>	<i>0.5</i>	<i>0.9</i>	<i>740</i>	<i>433</i>
<i>New Town Rd</i>	<i>130</i>	<i>790</i>	<i>314</i>	<i>0.40</i>	<i>0.5</i>	<i>0.9</i>	<i>711</i>	<i>397</i>
<i>New Town Rd</i>	<i>132</i>	<i>610</i>	<i>152</i>	<i>0.25</i>	<i>0.5</i>	<i>0.9</i>	<i>549</i>	<i>397</i>
<i>New Town Rd</i>	<i>134-138</i>	<i>2000</i>	<i>400</i>	<i>0.20</i>	<i>0.5</i>	<i>0.9</i>	<i>1800</i>	<i>1400</i>
<i>New Town Rd</i>	<i>140</i>	<i>740</i>	<i>122</i>	<i>0.16</i>	<i>0.5</i>	<i>0.9</i>	<i>666</i>	<i>544</i>
<i>New Town Rd</i>	<i>142</i>	<i>775</i>	<i>344</i>	<i>0.44</i>	<i>0.5</i>	<i>0.9</i>	<i>698</i>	<i>354</i>
<i>New Town Rd</i>	<i>144-146</i>	<i>350</i>	<i>30</i>	<i>0.09</i>	<i>0.5</i>	<i>0.9</i>	<i>315</i>	<i>285</i>
New Town Rd	170-174	417	410	0.98	0.9	0.9	375	-35
New Town Rd	176	392	320	0.82	0.9	0.9	353	33
New Town Rd	180	427	147	0.34	0.9	0.9	384	237
New Town Rd	182	1245	143	0.11	0.9	0.9	1121	978
New Town Rd	184	1137	245	0.22	0.9	0.9	1023	778
New Town Rd	188	1125	320	0.28	0.9	0.9	1013	693
New Town Rd	190	820	190	0.23	0.9	0.9	738	548
New Town Rd	Purity	9700	4171	0.43	0.9	0.9	8730	4559
New Town Rd	198	435	160	0.37	0.9	0.9	32580	22950
New Town Rd	200	1080	240	0.22	0.9	0.9	972	732
New Town Rd	202	870	750	0.86	0.9	0.9	783	33
New Town Rd	206 - 208	640	350	0.55	0.9	0.9	576	226
New Town Rd	210	490	140	0.29	0.9	0.9	441	301
New Town Rd	212	520	480	0.92	0.9	0.9	468	-12
<i>New Town Rd</i>	<i>216-220</i>	<i>2080</i>	<i>280</i>	<i>0.13</i>	<i>0.5</i>	<i>0.9</i>	<i>1872</i>	<i>1592</i>
New Town Rd	93	250	400	1.60	0.9	0.9	225	-175
New Town Rd	95-97	1300	930	0.72	0.9	0.9	1170	240
New Town Rd	99	710	180	0.25	0.9	0.9	639	459
New Town Rd	101	630	145	0.23	0.9	0.9	567	422
New Town Rd	103	500	260	0.52	0.9	0.9	450	190
New Town Rd	103A	340	100	0.29	0.9	0.9	306	206
New Town Rd	105	930	450	0.48	0.9	0.9	837	387
New Town Rd	107	645	235	0.36	0.9	0.9	580.5	345.5
New Town Rd	109	450	110	0.24	0.9	0.9	405	295
New Town Rd	109A	1400	540	0.39	0.9	0.9	1260	720
New Town Rd	111	475	230	0.48	0.9	0.9	427.5	197.5
New Town Rd	113	1500	220	0.15	0.9	0.9	1350	1130
New Town Rd	115	2570	1040	0.40	0.9	0.9	2313	1273
New Town Rd	117	550	310	0.56	0.9	0.9	495	185
New Town Rd	119	1530	425	0.28	0.9	0.9	1377	952
New Town Rd	121-127	450	120	0.27	0.9	0.9	405	285
New Town Rd	131	760	860	1.13	0.9	0.9	684	-176
New Town Rd	133- 137	590	560	0.95	0.9	0.9	531	-29
New Town Rd	139	780	340	0.44	0.9	0.9	702	362
New Town Rd	145	4300	1630	0.38	0.9	0.9	3870	2240
New Town Rd	147	760	340	0.45	0.9	0.9	684	344
New Town Rd	149	1115	450	0.40	0.9	0.9	1003.5	553.5
New Town Rd	151	240	70	0.29	0.9	0.9	216	146
New Town Rd	153	450	90	0.20	0.9	0.9	405	315
New Town Rd	153A	195	170	0.87	0.9	0.9	175.5	5.5
New Town Rd	155	750	280	0.37	0.9	0.9	675	395
New Town Rd	157	320	600	1.88	0.9	0.9	288	-312
New Town Rd	157A	160	200	1.25	0.9	0.9	144	-56
New Town Rd	159	185	170	0.92	0.9	0.9	166.5	-3.5
New Town Rd	159A	190	170	0.89	0.9	0.9	171	1
New Town Rd	159B	530	130	0.25	0.9	0.9	477	347
<i>New Town Rd</i>	<i>185-197</i>	<i>337</i>	<i>170</i>	<i>0.50</i>	<i>0.5</i>	<i>0.9</i>	<i>303.3</i>	<i>133.3</i>
<i>New Town Rd</i>	<i>189</i>	<i>730</i>	<i>320</i>	<i>0.44</i>	<i>0.5</i>	<i>0.9</i>	<i>657</i>	<i>337</i>
<i>Montagu Street</i>	<i>134</i>	<i>1100</i>	<i>640</i>	<i>0.58</i>	<i>0.5</i>	<i>0.9</i>	<i>990</i>	<i>350</i>
Risdon RD	K Mart	36200	9630	0.27	0.9	0.9	32580	22950

Properties with a plot ratio over 0.5.

Note: *Properties proposed for rezoning under Option 1 of the Study from Residential 1 to Commercial & Residential with a plot ratio increase of 0.5 to 0.9 are marked in bold italics and shaded.*

The properties zoned Residential 1 between 98 and 162 New Town Road can be developed to a plot ratio of 0.5 under the Planning Scheme. **Table 1** above shows that most of these sites have a plot ratio of between 0.15 and 0.35. If these properties are rezoned to Commercial and Residential as suggested in Option 1, with a basic plot ratio of 0.9 (*and a maximum plot ratio of 1.2*), there would be a theoretical potential for substantial redevelopment and intensification of commercial activity. **Table 1** also shows the additional floor area which would be allowed on each of these sites under the proposed basic plot ratio. (*note: the maximum plot ratio of 1.2 could allow a further significant increase in floor area.*)

In practice it would be difficult for most properties in this area to be developed to the basic plot ratio of 0.9 or the maximum plot ratio of 1.2. This is mainly due to the need to provide off-street car parking, height limits and the need for rear and side setbacks where adjacent to residential properties within the zone or the adjoining Residential 1 Zone.

4.2 Access and Parking

Several properties between 98 and 110 and between 159 and 183 New Town Road would be difficult to develop for commercial purposes due to the difference in level between these properties and the main road. Access is available to the properties between 98 and 110 New Town Road (**figure 3**) from Pedder Street however this is awkward as all traffic would have to enter from the west due to a road division in that area. Additionally eastern bound traffic on Pedder Street is unable to enter New Town Road and must turn into Seymour Street thus increasing non residential traffic in a residential street.

Most of New Town Road within the study area is subject to some parking restriction with the most common time limits being $\frac{1}{2}$ to $\frac{1}{4}$ of an hour (**Figure 4**). The Study indicates that existing parking in the area is currently adequate mainly due to the dispersed nature of the commercial operations but concludes that an intensification of commercial activity would reduce the availability of on street parking, with few attractive options for easy off street parking evident.

If the development potential of a Commercial and Residential zoning was realised through intensification of commercial activity and redevelopment in the area, it could significantly increase traffic and parking problems in New Town Road resulting from vehicles slowing and turning.

4.3 Amenity and Heritage

The rezoning of the south western side of New Town Road from opposite the Pirie Street intersection to Cross Street to Commercial and Residential with a basic plot ratio of 0.9 and a maximum plot ratio of 1.2, as suggested in **Option 1**, and the potential to have uses such as take-away food shops and showrooms, may have the effect of encouraging extensive redevelopment of existing properties and demolition of buildings. This would increase the intensity of commercial activity in the area and

could adversely affect the amenity of adjacent residential properties and the surrounding residential areas visually and possibly from traffic using residential streets.

Extensive redevelopment would also impact on the existing streetscape and the heritage values identified in the area. Most of the properties proposed to be rezoned are located within Heritage Area 17 (**Figure 5**) under the Planning Scheme.

There appears to be little benefit in placing the residential properties in the block bounded by New Town Road, Cross Street and Pirie Street in the same Precinct as all of the other properties zoned Commercial and Residential. The residential use of these properties is adequately protected by the existing provisions of Precinct 17



Option 1 of the Study would allow extensive redevelopment. This would impact on the existing streetscape and the heritage values identified in the area.

4.4 Economic

There is little demand to justify the encouragement of a commercial centre in this New Town area as it is located close to Moonah, North Hobart and Hobart centres. These all provide established retail and commercial services to the people of Hobart within a convenient distance. In addition, if there was to be any significant intensification of commercial activity in this area, it would most likely be to the detriment of these other established areas.

However the area does present good opportunities for the establishment of professional offices and consulting rooms. These uses are of less impact than others provided for in option 1 and are in keeping with the heritage status and residential component of the area. This case is also strengthened by the position of the Tasmanian Chamber of Commerce and Industry as provided by Mr Andrew Edwards as input into the Study. He states:

“The study area represents good prospects for the location of professional services - Medical Practitioners and Specialists have ready access to Calvary Hospital via

Montagu Street or Main Road. Additionally there is an underlying demand for professional offices for a range of consultant practitioners such as Accountants, Town Planners, Environmental Scientists, Engineers, Architects, Personnel and Management Consultants and the like.”

5.0 Hypothetical Applications

The following examines potential affects of rezoning of the properties between 96 and 162 New Town Road from Residential 1 to Commercial & Residential under *Option 1* of the proposed *New Town Commercial Centre Study*.

Hypothetical development applications have been trialed with a view to modelling the implications of someone seeking to maximise the development potential or intensify use within the properties fronting New Town Road.

5.1 HYPOTHETICAL APPLICATION 1

Change from existing car yard to new offices (see attached plan1)

Under this proposed development application the existing building on the site would be demolished and replaced with a new two storey office building. The building would be located close to the street with parking in front and at the rear.

ADDRESS: **124 New Town Road**



CURRENT USE:	XIV 'saleyard'
SITE AREA:	925 m²
FLOOR AREA:	150 m²
MAX FLOOR AREA UNDER PROPOSED PLOT RATIO:	830 m²
CURRENT CARPARKING PROVISION:	30

USE:

The Statement of Desired Future Character under the proposed rezoning would state that when assessing the merit of proposals for commercial development Council shall give precedence to uses which contribute to the amenity of the area and provide a local service over non-local serving uses.

An application for change of use to an 'office', use group VIII would be approved regardless of whether it was to provide local or non-local services.

DENSITY:

Option 1 proposes a basic plot ratio increase from 0.5 to 0.9 which effectively allows a floor area of 830m² on this site.

The proposal would utilise this maximum floor area with the construction of a new two storey office building of 830m².

CARPARKING:

The proposed Desired Future Character Statement for the Commercial & Residential Zones requires that the design and siting of new commercial uses recognises the need to ensure sufficient on-site parking is provided to meet all of the extra parking demand generated by customers and staff of the proposed development.

The car parking requirements under table E1 of the scheme would therefore need to be met:-

use group VIII:- 830 m²
@ '1 space per 80 metres of floor area.'
=11 car parks

HERITAGE:

124 New Town Road is situated within heritage area 17.

Clause 3.3 of Schedule F requires that any new development within or adjacent to a Heritage Area shall be in keeping with and shall not detract from those characteristics of the area which contribute to its cultural significance.

A qualitative decision would need to be made as to what impact a proposed development would have on the cultural significance of the area.

SET BACK:

As the site abuts existing residential developments at 120 and 126 New Town Road - boundary setbacks are required as though the land in question were located in a residential zone and buffer landscaping is required.

FRONT BOUNDARIES

Under Principle 16 new building work would not be allowed to obtain a lesser setback from the street alignment than prevailing in the vicinity.

SIDE AND REAR BOUNDARIES

3 m or 55% of the height of the wall- which ever is greater

LANDSCAPING:

Buffer landscaping would be required on the site as it abuts a residential use.

CONCLUSIONS

- The proposed increase in the allowable plot ratio would result in a huge increase in the floor area potential of this site.
- If a proposal was to utilise this plot ratio potential to the maximum the building would need to be two storey to allow enough room to cater for the car parking requirements. A proposal of this size would most likely detract from the heritage values of the area due to the excessive building bulk.
- Increased traffic flows and demand for parking associated with an office development of this size could also detract from the heritage values and streetscape amenity of the area.
- It is also likely that the parking proposed between the building line and the street would be refused as it would not contribute to the streetscape amenity of the area.
- Buffer landscaping would be required on boundaries with residential properties to protect residential amenity.

5.2 HYPOTHETICAL APPLICATION 2

Extension and change of use to consulting rooms and construction of new office at rear. (see attached plan 2)

ADDRESS: 138 New Town Road



CURRENT USE:	I 'house' XIV 'saleyard'
	(marine hire yard at rear)
SITE AREA:	2150 m ²
FLOOR AREA:	430 m ²
MAX FLOOR AREA:	1930m ²
CURRENT CARPARKING PROVISION:	2

USE:

The Statement of Desired Future Character under the proposed rezoning would state that when assessing the merit of proposals for commercial development Council shall give precedence to uses which contribute to the amenity of the area and provide a local service over non-local serving uses.

An application for change of use to an 'office', use group VIII and the development of land for 'consulting rooms'- use group V would both be approved under the proposed option 1.

DENSITY:

Option 1 proposes a basic plot ratio increase from 0.5 to 0.9 which effectively allows a floor area of 1930m² on this site. As the existing building has a floor area of 430m², the development of a further 1500m² of floor space on the site would be allowable.

In this proposal (see plan) an extension of 150m² attaches to the rear of the existing building and combines to create a total of 580m² of floor area for consulting rooms. The new offices to the rear would create an additional 450 m² of floor area.

The proposal would result in a total of 1030m² of floor area on the site. This equates to a plot ratio of 0.53 which is much less than the basic plot ratio limit of 0.9.

CARPARKING:

The proposed Desired Future Character Statement for the Commercial & Residential Zones requires that the design and siting of new commercial uses recognises the need to ensure sufficient on-site parking is provided to meet all of the extra parking demand generated by customers and staff of the proposed development.

The car parking requirement for :-

use group VIII 'office':- 450 m²
@ '1 space per 80 metres of floor area.'
= 6 car parks

use group V 'consulting rooms':- 580 m²
@ 1 space per 30m² floor area
= 19 car parks

A total of **25 car parks** would need to be provided on site.

HERITAGE:

138 New Town Road is situated within heritage area 17.

The report recommends the addition of this building on the heritage register.

Clause 4.4 of Schedule F requires that any new development within or adjacent to a place listed on the Heritage Register shall be in keeping with and shall not detract from those characteristics of the place which contribute to its cultural significance.

A qualitative decision would need to be made as to what impact a proposed development would have on the cultural significance of the area. Under these controls it would be unlikely that an extension could be approved.

SET BACK:

As the site abuts an existing residential development - boundary setbacks are required as though the land in question were located in a residential zone and buffer landscaping is required.

FRONT BOUNDARIES

Under Principle 16 new building work would not be allowed to obtain a lesser setback from the street alignment than prevailing in the vicinity.

SIDE AND REAR BOUNDARIES

3 m or 55% of the height of the wall- whichever is greater

LANDSCAPING:

Buffer landscaping would be required on the site as it abuts a residential use.

CONCLUSIONS

- Any proposal which attempts to utilise anything close to the proposed allowable plot ratio of 0.9 on this site would most likely detract from the heritage values of the area due to the requirement for extensive car parking provision and increased building bulk.
- The proposed two storey office building to the rear of the site would not be appropriate or acceptable as it is within a heritage area and abuts a residential area.
- The application as proposed would detract from the heritage values of the building which is recommended for inclusion on the heritage register.

5.3 HYPOTHETICAL APPLICATION 3

Intensification of use. (see attached plan 3)

ADDRESS: 112 New Town Road



CURRENT USE:	XIII 'service industry'
SITE AREA:	940 m ²
FLOOR AREA:	160 m ²
MAX ADDITIONAL FLOOR AREA:	686 m ²
CURRENT CARPARKING PROVISION:	10

This existing use 'service industry' could be intensified as follows under the proposed option 1:-

Option 1 proposes a basic plot ratio increase from 0.5 to 0.9 which effectively allows an increase in floor area of approximately 680m².

CARPARKING:

The car parking requirement for use group XIII is:-

'1 space per 100 square meters of floor area or 1 space per 2 employees, which ever is greater.'

As there are 10 existing car parks on the site the use could intensify to the maximum floor area without increasing the number of car parks to be provided.

HERITAGE:

112 New Town Road is situated adjacent to the boundary of heritage area 17 and adjacent to a listed property at 116 New Town Road. Clauses 3.3 and 4.4 of schedule F demand that any new development shall not detract from those characteristics of the area or adjacent site which contribute to its cultural significance.

A qualitative decision of whether any proposed intensification of this site would affect the cultural significance of the adjacent listed property or heritage area would need to be made.

SET BACK:

The existing building is set back about 10 m from the front boundary.

As the site abuts an existing residential development - boundary setbacks are required as though the land in question were located in a residential zone and buffer landscaping is required.

FRONT BOUNDARIES

Under Principle 16 new building work would not be allowed to obtain a lesser setback from the street alignment than prevailing in the vicinity.

SIDE AND REAR BOUNDARIES

3 m or 55% of the height of the wall- which ever is greater

LANDSCAPING:

Buffer landscaping would be required on the site as it abuts a residential use.

CONCLUSIONS

- Any proposal to intensify the use on this site, which utilises anything close to the allowable plot ratio, would most likely detract from the heritage values of the adjacent heritage listed property at 116 New Town Road and the heritage area.
- The design proposes a two storey building with an increase in floor area of 680 m² from 160 m² to 840 m². Such building bulk would not be appropriate or acceptable due to the loss of amenity to nearby residential properties caused by overshadowing and visual obstruction.
- It is unlikely that a service industry would propose a two storey building for that use.
- Any opportunity to upgrade the street frontage of the property is diminished by the provision of ten car parking spaces in the front of the building.

5.4 HYPOTHETICAL APPLICATION 4

New offices (see attached plan 4)

Under this proposed development application the existing house would change use to an office. The floor area would increase significantly with an extension to the rear and the addition of a second storey.

ADDRESS: **118 New Town Road**



CURRENT USE:	I 'house'
SITE AREA:	615 m ²
FLOOR AREA:	210 m ²
MAX FLOOR AREA UNDER PROPOSED PLOT RATIO:	553 m ²
CURRENT CARPARKING PROVISION:	1

USE:

The Statement of Desired Future Character under the proposed rezoning would state that when assessing the merit of proposals for commercial development Council shall give precedence to uses which contribute to the amenity of the area and provide a local service over non-local serving uses.

An application for change of use to an 'office', use group VIII would be approved regardless of whether it was to provide local or non-local services.

DENSITY:

Option 1 proposes a plot ratio increase from 0.5 to 0.9 which effectively allows a floor area of 553m² on this site.

Although the proposed extension would not utilise this maximum a substantial increase in floor area of 200m² could occur. This equates to a total floor area of 420m² or plot ratio of 0.68 on the site.

CARPARKING:

The proposed Desired Future Character Statement for the Commercial & Residential Zones requires that the design and siting of new commercial uses recognises the need to ensure sufficient on-site parking is provided to meet all of the extra parking demand generated by customers and staff of the proposed development.

The car parking requirements under table E1 of the scheme would therefore need to be met:-

use group VIII:- 330 m²
@ *'1 space per 80 metres of floor area.*
=5 car parks

HERITAGE:

118 New Town Road is situated within heritage area 17 and adjacent to a proposed listed property at 116 New Town Rd. Clauses 3.3 and 4.4 of schedule F demand that any new development shall not detract from those characteristics of the area or adjacent site which contribute to its cultural significance

A qualitative decision would need to be made as to what impact a proposed development would have on the cultural significance of the area. It would be unlikely that a second storey extension would be appropriate within this heritage area or adjacent to a listed property at 116 New Town Road.

SET BACK:

As the site abuts existing residential developments at 116 and 120 New Town Road - boundary setbacks are required as though the land in question were located in a residential zone and buffer landscaping is required.

FRONT BOUNDARIES

Under Principle 16 new building work would not be allowed to obtain a lesser setback from the street alignment than prevailing in the vicinity.

SIDE AND REAR BOUNDARIES

3 m or 55% of the height of the wall- which ever is greater

LANDSCAPING:

Buffer landscaping would be required on the site as it abuts a residential use.

CONCLUSIONS - OTHER RESIDENTIAL PROPERTIES

- It is unlikely that the proposal would be allowed to locate two of its car parking spaces between the building line and the street as this could result in loss of visual amenity to the streetscape and the erosion of the areas heritage values. Any proposed development along this strip should in fact be encouraged to enhance the streetscape.
- The plot ratio as proposed is unrealistically high due to the site layout and could not be utilised without the unlikely demolition of the existing housing.
- There are eight other houses in the area proposed for rezoning. These all present similar circumstances and could possibly be redeveloped to a similar extent. Over

time, this would undoubtedly result in the erosion of the cultural significance of the area and present significant change.

5.5 SUMMARY

- Option 1 allows an extensive increase in plot ratio. Due to the requirement for on site car parking, most sites within the area proposed for rezoning must be developed to two storey if they are to achieve the basic plot ratio of 0.9. It is apparent that most properties in this area couldn't utilise this plot ratio potential without complete redevelopment. This seems unlikely.
- This option would permit a number of new uses in the area. These new uses could significantly affect the character and functions of the area. For example a drive through fast food outlet would be permitted under this option. Such a use has the potential to create significant traffic and parking problems in the area with traffic generation and associated vehicle slowing, turning and parking.
- Properties proposed for rezoning are either in or adjacent to a heritage area. As a result, building form and design would need to respect the Cultural & Heritage significance of the area. Subjective decisions would need to be made as to what level of development would or would not detract from the cultural significance of the heritage area.
- There appears to be conflicts between the intentions of the plot ratio and heritage provisions of the area. In most cases heritage and streetscape values would be compromised by the large increase in floor area and associated car parking requirements.
- A significant intensification of commercial activity in this area could not be justified in terms of need. It would also likely be to the detriment of the other established centres within close proximity such as the CBD, North Hobart and Moonah. However the introduction of professional offices and consulting rooms would be appropriate and compatible with the scale and heritage values of the area.

6.0 SUMMARY - ALTERNATIVE OPTION

Consideration of the issues raised in the New Town Commercial Study highlight the need to make a number of changes to the Planning Scheme as it applies to this area but from the further investigations above it is not necessarily in accordance with Option 1. (The recommended alternative option described below is shown in **Figure 6**).

6.1 ZONING

There is some justification in rezoning the properties between 98 and 162 New Town Road to Commercial and Residential. Less than half of the properties in this strip are used solely for residential purposes and these properties do not have a high level of residential amenity. Four of the ten residential properties in this strip are currently for sale and rezoning would provide more alternatives for the reuse of these properties and other properties currently used for commercial purposes.



Four of the ten residential properties in this strip between 98 and 162 New Town Road which are proposed for rezoning to Commercial and Residential are currently for sale.

The properties at 159B New Town Road, 23, 25 and 27 Cross Street and 19, 21, and 23 Roope Street are all zoned Commercial and Residential but are used for residential purposes. Redevelopment of these properties for commercial purposes will result in intrusion of commercial activity into areas used primarily for residential purposes. The properties in Cross and Roope Streets are occupied by substantial unit developments and are unlikely to be used for commercial purposes. These sites should be rezoned to Residential 1 and placed in Precinct 17.



19, 21, and 23 Roope Street above and 23, 25 and 27 Cross Street below are all zoned Commercial and Residential but are used for residential purposes. These sites should be rezoned to Residential 1 and placed in Precinct 17.



6.2 PLOT RATIO

The problems caused by having a plot ratio which encourages extensive redevelopment could be reduced by changing the basic and maximum plot ratio for all Commercial and Residential zoned sites in Precinct 18 to 0.5. The existing basic or maximum plot ratios in the scheme are unlikely to be achieved in any event. Table 2 compares the potential additional floor areas under the plot ratio controls of the existing scheme, **Option 1** and the **Alternative Option**.

Table 2: Examination of potential affects of plot ratio changes on maximum permitted floor areas under existing, Option 1 and Alternative option.

STREET	NUMBER	SITE AREA	FLOOR AREA	CURRENT PLOT RATIO	CURRENT BASIC PLOT RATIO UNDER THE SCHEME	MAX POTENTIAL ADDITIONAL FLOOR AREA UNDER EXISTING PLOT RATIO	MAX POTENTIAL ADDITIONAL FLOOR AREA UNDER OPTION 1 (PLOT RATIO OF 0.9)	MAX POTENTIAL ADDITIONAL FLOOR AREA UNDER PROPOSED ALTERNATIVE OPTION
New Town Rd	98	600	133	0.22	0.5	167	407	167
New Town Rd	100	408	140	0.34	0.5	64	227.2	64
New Town Rd	104	860	115	0.13	0.5	315	659	315
New Town Rd	106	358	117	0.33	0.5	62	205.2	62
New Town Rd	108	507	105	0.21	0.5	148.5	351.3	148.5
New Town Rd	110	470	122	0.26	0.5	113	301	113
New Town Rd	112	940	160	0.17	0.5	310	686	310
New Town Rd	116	1130	170	0.15	0.5	395	847	395
New Town Rd	118	615	175	0.28	0.5	132.5	378.5	132.5
New Town Rd	120	630	120	0.19	0.5	195	447	195
New Town Rd	124	925	152	0.16	0.5	310.5	680.5	310.5
New Town Rd	126	822	307	0.37	0.5	104	432.8	104
New Town Rd	130	790	314	0.40	0.5	81	397	81
New Town Rd	132	610	152	0.25	0.5	153	397	153
New Town Rd	134-138	2000	400	0.20	0.5	600	1400	600
New Town Rd	140	740	122	0.16	0.5	248	544	248
New Town Rd	142	775	344	0.44	0.5	43.5	353.5	43.5
New Town Rd	144-146	350	30	0.09	0.5	145	285	145
New Town Rd	170-174	417	410	0.98	0.9	-34.7	-34.7	-201.5
New Town Rd	176	392	320	0.82	0.9	32.8	32.8	-124
New Town Rd	180	427	147	0.34	0.9	237.3	237.3	66.5
New Town Rd	182	1245	143	0.11	0.9	977.5	977.5	479.5
New Town Rd	184	1137	245	0.22	0.9	778.3	778.3	323.5
New Town Rd	188	1125	320	0.28	0.9	692.5	692.5	242.5
New Town Rd	190	820	190	0.23	0.9	548	548	220
New Town Rd	Purity	9700	4171	0.43	0.9	4559	4559	679
New Town Rd	198	435	160	0.37	0.9	231.5	231.5	57.5
New Town Rd	200	1080	240	0.22	0.9	732	732	300
New Town Rd	202	870	750	0.86	0.9	33	33	-315
New Town Rd	206 - 208	640	350	0.55	0.9	226	226	-30
New Town Rd	210	490	140	0.29	0.9	301	301	105
New Town Rd	212	520	480	0.92	0.9	-12	-12	-220
New Town Rd	216-220	2080	280	0.13	0.5	760	1592	760
New Town Rd	93	250	400	1.60	0.9	-175	-175	-275
New Town Rd	95-97	1300	930	0.72	0.9	240	240	-280
New Town Rd	99	710	180	0.25	0.9	459	459	175
New Town Rd	101	630	145	0.23	0.9	422	422	170
New Town Rd	103	500	260	0.52	0.9	190	190	-10
New Town Rd	103A	340	100	0.29	0.9	206	206	70
New Town Rd	105	930	450	0.48	0.9	387	387	15
New Town Rd	107	645	235	0.36	0.9	345.5	345.5	87.5
New Town Rd	109	450	110	0.24	0.9	295	295	115
New Town Rd	109A	1400	540	0.39	0.9	720	720	160
New Town Rd	111	475	230	0.48	0.9	197.5	197.5	7.5
New Town Rd	113	1500	220	0.15	0.9	1130	1130	530
New Town Rd	115	2570	1040	0.40	0.9	1273	1273	245
New Town Rd	117	550	310	0.56	0.9	185	185	-35
New Town Rd	119	1530	425	0.28	0.9	952	952	340
New Town Rd	121-127	450	120	0.27	0.9	285	285	105
New Town Rd	131	760	860	1.13	0.9	-176	-176	-480
New Town Rd	133- 137	590	560	0.95	0.9	-29	-29	-265
New Town Rd	139	780	340	0.44	0.9	362	362	50
New Town Rd	145	4300	1630	0.38	0.9	2240	2240	520
New Town Rd	147	760	340	0.45	0.9	344	344	40
New Town Rd	149	1115	450	0.40	0.9	553.5	553.5	107.5
New Town Rd	151	240	70	0.29	0.9	146	146	50
New Town Rd	153	450	90	0.20	0.9	315	315	135
New Town Rd	153A	195	170	0.87	0.9	5.5	5.5	-72.5
New Town Rd	155	750	280	0.37	0.9	395	395	95
New Town Rd	157	320	600	1.88	0.9	-312	-312	-440
New Town Rd	157A	160	200	1.25	0.9	-56	-56	-120
New Town Rd	159	185	170	0.92	0.9	-3.5	-3.5	-77.5
New Town Rd	159A	190	170	0.89	0.9	1	1	-75
New Town Rd	159B	530	130	0.25	0.9	347	347	135
New Town Rd	185-197	337	170	0.50	0.5	-1.5	133.3	-1.5
New Town Rd	189	730	320	0.44	0.5	45	337	45
Montagu Street	134	1100	640	0.58	0.5	-90	350	-90
Risdon RD	K Mart	36200	9630	0.27	0.9	22950	22950	8470

Properties with an existing plot ratio greater than 0.5

Note: Properties which are proposed to have basic plot ratio reduced under Alternative Option from 0.9 to 0.5 are marked in bold italics and shaded.

Table 2 shows that there are 11 properties which have a plot ratio greater than the existing 0.9 and a further 8 which have a plot ratio between 0.5 and 0.9. The properties which are already in excess of the 0.9 have no further potential for expansion. Five of the 8 properties with an existing plot ratio between 0.5 and 0.9 are located between 95 and 117 New Town Road (already zoned Commercial and Residential but with qualifications as a result of the scheme approval process).

In consideration of an appropriate plot ratio for the area, property files for 93 - 155 New Town Road have been reviewed. This research has found only small increases in floor areas, associated with applications for minor extensions and renovations, having occurred in the area in the past 5 years. This limited demand, along with the potential conflicts with traffic and parking and heritage values, associated with further extensive development, makes it apparent that the existing plot ratio of 0.9 in the Commercial and Residential Zone does not seem justified. A reduction in the basic plot ratio to 0.5 is appropriate.

6.3 USE

Adverse impacts on the character and amenity of the area which may be caused by rezoning the south western side of New Town Road can also be reduced by restricting the potential uses of the properties between 98 and 146 New Town Road as has already been done for the properties opposite. Note (h) to Table A1 states that for properties 95-115/117 New Town Road Use Groups IX and XIII shall be prohibited and Use Group XVI shall be discretionary. (Use Group IX includes shop, take-away food shop and bank, Use Group XIII includes service industry, showroom and car hire premises, Use Group XVI is a local shop.)

This rezoning would effectively allow the change of use of properties along this strip to 'softer' commercial uses such as professional offices and consulting rooms. This is consistent with the position of the TCCI as stated earlier and would provide flexibility to the owners. This degree of change is likely to be more acceptable to residents of the surrounding area and the New Town Progress Association.

6.4 CONCLUSION

Further analysis of the New Town Commercial Centre Study suggests that **Option 1** could provide for significant change to the amenity of the New Town Road area. Consideration of the issues raised in the Study and further analysis of factors affecting development highlight the need to make a number of changes to the Planning Scheme as outlined in the **Alternative Option** above.

Consideration for the **Alternative Option** is summarised as follows:

- Less than half of the properties between 98 and 162 New Town Road proposed for rezoning to Commercial and Residential are used solely for residential purposes.
- Four of the ten residential properties in this strip are currently for sale and rezoning would provide more alternatives for the reuse of these properties and other properties currently used for commercial purposes.

- There are properties zoned Commercial and Residential in Cross and Roope Streets which are use for residential purposes. Redevelopment of these properties for commercial purposes will result in intrusion of commercial activity into areas used primarily for residential purposes.
- The majority of properties on the New Town Road frontage have a plot ratio well below 0.5. The existing and proposed plot ratio of 0.9 for the Commercial and Residential zone is unlikely to be achieved without causing traffic and parking problems or detracting from the heritage values of the area. In addition a review of development applications in the area over the past five years indicates that it is unlikely that this plot ratio would be utilised.
- Adverse impacts on the character and amenity of the area which may be caused by rezoning the south western side of New Town Road can also be reduced by restricting the potential uses of the properties between 98 and 146 New Town Road to the same as those for the other side of the road. This rezoning would effectively allow 'softer' commercial uses such as professional offices and consulting rooms.
- A significant intensification of commercial floor space in this area could not be justified in terms of need. It would also likely be to the detriment of the other established centres within close proximity such as the CBD, North Hobart and Moonah.

Recommended changes to the existing controls under the **Alternative Option** can be summarised as follows (*figure 6*).

- That the properties at 98 to 162(inclusive), 185-187, 189 and 216-220 New Town Road and 134 Montagu Street, be rezoned from Residential 1 to Commercial and Residential and be included within Precinct 18.
- That the properties at 159B New Town Road, 23, 25 and 27 Cross Street and 19, 21 and 23 Roope Street be rezoned from Commercial and Residential to Residential 1 and be included in Precinct 17.
- That the basic and maximum plot ratio for properties zoned Commercial and Residential in Precinct 18 is reduced from 0.9 to 0.5.
- That the Note (h) in Table A1 be amended to include the properties at 98 to 146 New Town Road.