

Launceston CBD Building Height and Massing Study

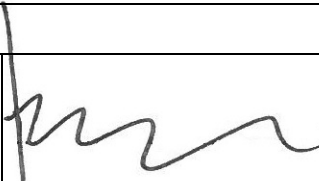
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EXECUTIVE SUMMARY

The study has been commissioned to provide guidance to the City of Launceston on a range of planning controls around height and building setback to inform potential changes to the Planning Scheme.

The template planning controls across Tasmania address height with two types of control, the first is an 'Acceptable Solution' and the second is a merit based assessment using 'Performance Criteria'. There are no actual height limits.

This does not provide certainty to either applicants or Council, unless the proposal fits within the Acceptable Solution controls. It also does not provide any guidance or assistance in considering proposals for height that are significantly beyond the Acceptable Solution. While a merit based assessment has some benefits, without sound tangible parameters, it can encourage applications that are not likely to be acceptable but which have to be argued through the assessment and appeal process. With a relatively untested background in Launceston, proposals for height well in excess of the Acceptable Solution, do not have precedents and each application would have to be assessed from first principles.

Launceston City Council has set out two objectives for the study.

The first is to identify and protect the cultural values of Launceston so that the heritage values, the livability of the city and its attraction as a tourist focus for northern Tasmania are retained, not adversely affected by development and enhanced.

The second is to facilitate development in the city and to give a level of certainty to the extent of development that may be possible across the city area.

The study recognizes that the city has considerable potential for new development. There are areas of the city that have vacant lots, where existing developments are modest and do not utilize the potential of sites and where development can take place without unduly compromising cultural values. There are also considerable parts of the city where there is very limited potential for new development. This arises due to heritage overlays, the value of the streetscape forms of buildings, small lot sizes, the economic value of existing buildings and the existing density of development.

The study identifies four precincts within the study boundary that have differing characteristics and where controls should be varied to respond to the specific character of the area. They are not aligned with the current zones within the Planning Scheme.

They are:

Area A - western part of the city

Area B - northern river flats

Area C - the central city plateau area

Area D - the southern city fringe

The study then proposes:

- i New Acceptable Solution heights with controls to manage minor variations to those controls on a site-specific basis
- ii New street front height controls
- iii Absolute Maximum building Heights in each area
- iv Setbacks to each street where height above the street front height control is sought and areas where additional height may be achieved
- v Side and rear setbacks
- vi Infilling between heritage sites of lesser scale than 12 metres in height
- vii Developing adjacent to residential areas
- viii Development around an isolated heritage item
- ix Development adjacent to a heritage item that has a non-characteristic street relationship such as a street setback, a forecourt, etc.
- x Infilling corner sites where the existing scale of other adjoining corners is established by their heritage value and existing built form
- xi Developing large commercial or industrial sites where the existing streetscape form is important but the development behind the façade allows for different development forms
- xii Developing large vacant sites where greater built scale may be managed behind new streetscape forms
- xiii Whole block developments
- xiv Sub-division and lot amalgamation

The study recommends that height controls as set out, are required to protect the very high cultural values of the city and to assist applicants in developing proposals that have potential for approval.

1.0 BACKGROUND

1.1. THE BRIEF

The brief is to undertake a study of the central Launceston City area to provide advice to the City of Launceston in regard to how height and setback controls may be developed. The objectives are:

- to protect the historic character of Launceston,
- to protect amenity and other values set out in the Scheme,
- to manage the potential increase in demand for development in the city with buildings that may seek greater height and scale, and
- to facilitate appropriate and contextually designed developments.

The brief does not require controls to be written but is to set out the basis on how controls can be applied across the city area.

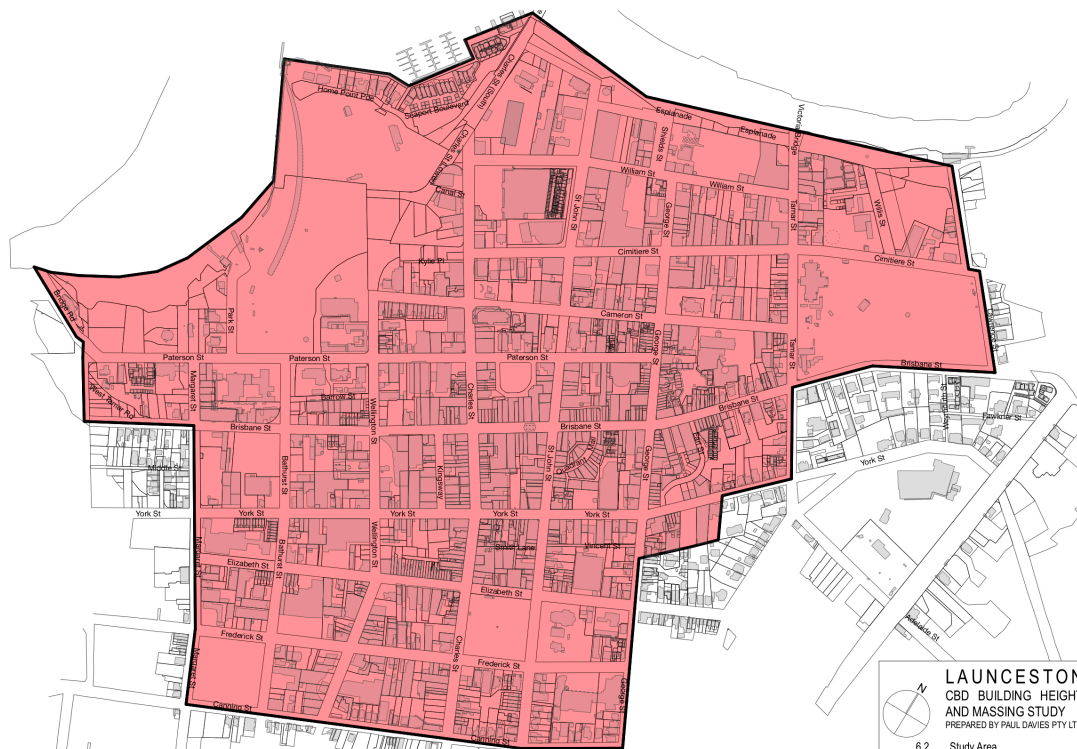


Figure 1: Map of Study Area. Refer to Part 6.0 Attachments for A3 version of Map

1.2. CURRENT CONTROLS

The study area includes six zones within the Planning Scheme, however most of the area is within the Central Business and Urban Mixed Use zones.

The other zones are:

- i Community Purpose Zone - the study includes some areas in this zone but generally they are not subject to commercial development, however the general controls would apply. Sites within these zones include TAFE, Launceston College and Calvary St Vincent's Hospital.
Acceptable Solution Height: 8.5 metres
- ii Open Space zone - Development is not anticipated in these areas.
Acceptable Solution Height: 5 metres
- iii Inner Residential zone - the study area includes small areas around the southern edge of residential development, change to this zone is not proposed, however there are changes to sites that adjoin residential areas. These areas include the upper areas of Charles and St John Streets.
Acceptable Solution Height: 9 metres
- iv Commercial Zone - this zone has a lower height and is based on suburban commercial development areas.
Acceptable Solution Height: 10 metres
- v Particular Purpose Zone - This covers a range of site types including road reserves.
Acceptable Solution Height: Not identified

The Planning Scheme is predicated on two types of control, Acceptable Solutions and, if they are not met, Performance Requirements. With regard to height and setbacks, the following table sets out the Acceptable Solutions for the Central Business and Urban Mixed Use Zones which are the major zones within the study area. It is noted that the zone boundaries do not align with the precincts established in the study.

Performance Standards are not assessed in detail as the Scheme has no actual limits on height. The proposed controls set limits but also set performance requirements that apply between a deemed to comply and the maximum heights. One area that is considered and which is not recommended to be retained is the reference to adjacent heights as a determiner of future height.

It is understandable why the present Scheme takes this approach as it may seem unreasonable to limit a site to say 12 or 14.5 metres, allowing for the 1 metre variation, where there is a higher building adjacent. However, future planning must be based on the desired future scale and form of the city irrespective of what may have been approved and built in the past.

Allowing height 'creep' adjacent to existing higher buildings waters down the controls and establishes a new framework for height that will inevitably become higher as reference points for height slowly increase.

The current controls are contextual and use terms such as *"Building height must be compatible with the streetscape and character of the surrounding area"*. This provides a sound framework to refine the consideration of heights as there is already a clear understanding that the context of Launceston is a key factor in considering any proposal for development. The concept of compatible is broad and can be misunderstood. In Launceston, and as the basis of this study,

compatible refers to the predominant scale of the city and each area of the city. It does not refer to individual sites that may have a greater height, particularly where that height is seen as 'out of character' with the city form.

This may result in some sites having less potential for increased height than is provided for in the current Scheme. It may also result in some sites having greater potential for height.

The current Scheme presents several difficulties in considering height and context.

The first is that there is no actual height limit, consequently it is open to an applicant to submit a proposal for any height and to then attempt to justify it. While there may not be a supportable justification for excessive heights, as there is no actual limit, it does not prevent an application being made and Council having to determine it and potentially defend an appeal against a refusal. With no height limit or indication of a height limit, each defense is time consuming and potentially difficult. In contrast, with a series of deemed to comply and maximum heights, the parameters for an application and an appeal are limited and defined and provide a high level of certainty to applicants and Council.

Table 1: Central Business and Urban Mixed Use Zones - Height and Setback Controls

Control	Central Business Zone	Urban Mixed Use
Height	14.5 metres or 1 metre greater than the average building heights on the site, or on adjoining lots	12 metres or 1 metre greater than the average building heights on the site, or on adjoining lots
Front Setbacks	Built to frontage at ground level. No more or less than the max and min setbacks on adjoining lots.	Built to frontage at ground level. No more or less than the max and min setbacks on adjoining lots.
Side and Rear Setbacks	Built to side boundaries at ground floor. No more or less than the max and min setbacks on adjoining lots.	Built to frontage at ground level. No more or less than the max and min setbacks on adjoining lots.

The controls for the other zones within the study area are:

Table 2: Other Zones within the study area - Height Controls

Zone	Comment	Acceptable Solution Height
Community Purpose Zone	The study includes some areas in this zone but generally they are not subject to commercial development, however the general controls would apply. Sites within these zones include TAFE, Launceston College and Calvary St Vincent's Hospital.	8.5 metres
Open Space Zone	Development is not anticipated in these areas.	5 metres
Inner Residential Zone	The study area includes small areas around the southern edge of residential development, change to this zone is not proposed, however there are changes to sites that adjoin residential areas. These areas include the upper areas of Charles and St John Streets.	9 metres
Commercial Zone	This zone has a lower height and is based on suburban commercial development areas.	10 metres

Zone	Comment	Acceptable Solution Height
Particular Purpose Zone	This covers a range of site types including road reserves.	Not identified

The controls for the major zones, at first appearance, seem quite consistent at either 12 or 14.5 metres, however as there are a number of built forms of greater height than the Acceptable Solution base height, there is considerable height variation possible under the current Acceptable Solutions provisions.

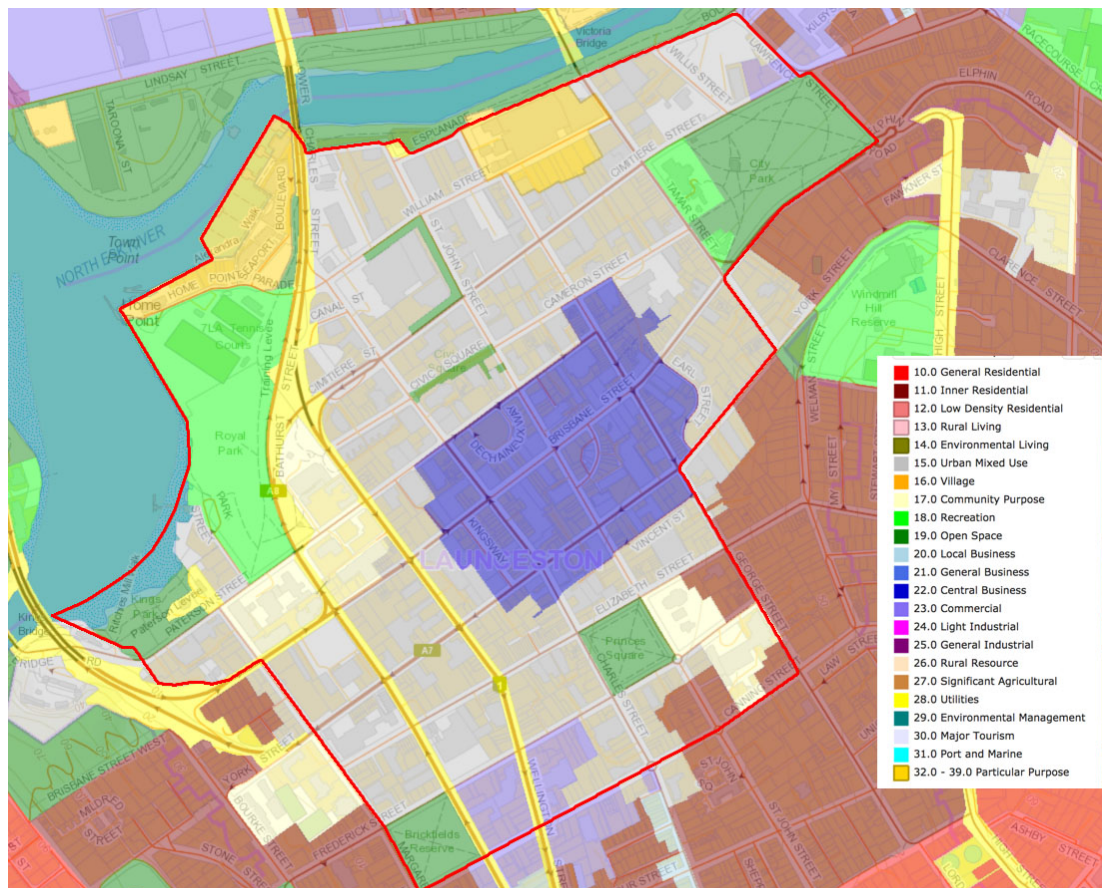


Figure 2: Map of Study Area overlaid on Current Planning Scheme Zoning. The key to zones is:

Blue - Central Business Zone; Grey – Urban Mixed Use; Red - Inner Residential Zone; Green - Open Space Zone; Dark - Yellow Particular Precinct Zones; Light - Yellow Community Purpose Zone; Purple - Commercial Zone; Light Green - Recreation Zone

This arises as a result of the use of ‘average building heights’ that is some locations will allow a building height that is far greater than the acceptable solution intends. It is reasonable to respond to the immediate context, but this should only be done within a range of built form that is generally consistent with the locality and not just an adjacent site.

The study, in effect, reverses the existing hierarchy of height controls as it recommends that the Central Business Zone has an overall lower scale than some of the surrounding Urban Mixed Use areas. The area is also overlaid with heritage controls that identify heritage items. These sites are not related to zones or other controls and are a separate layer within the Scheme. The high number of heritage items effectively creates precincts within the city of heritage significance.

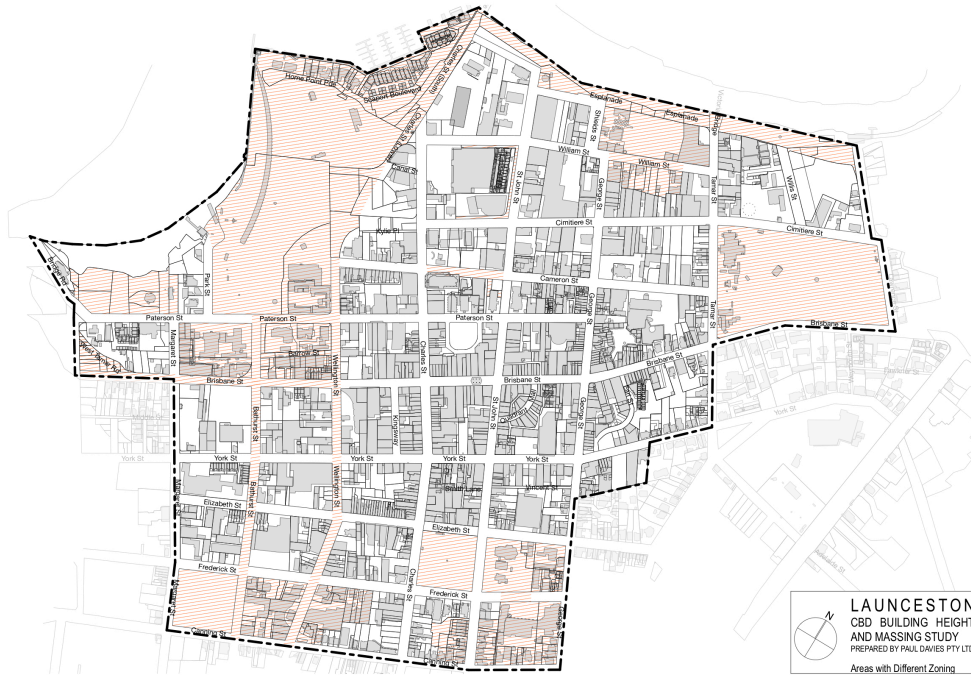


Figure 3: Map of Study Area highlighting areas that are not part of the Central Business or Urban Mixed Use Zones. These include the following zones: Inner Residential, Community Purpose, Recreation, Open Space, Commercial, Utilities and Particular Purpose.

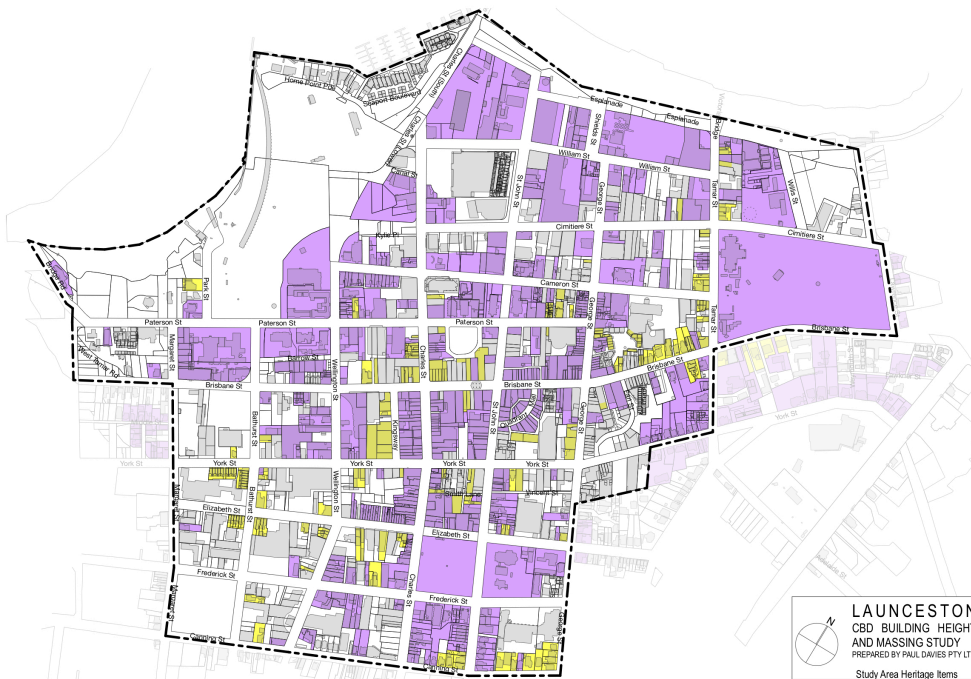


Figure 4: Map of Study Area overlaid with heritage items.
 Purple - Listed heritage items on the THC and Launceston Planning Scheme registers
 Yellow - Heritage items identified during fieldwork

1.3. GEHL ARCHITECTS REPORT - LAUNCESTON PUBLIC SPACES AND PUBLIC LIFE 2011

Gehl Architects undertook a study of Launceston that focused on how the city functions. It involved analysis and recommendations which are presented in their report *Launceston Public Spaces and Public Life 2011*. The recommendations focused on:

- capitalising on the cities wonderful amenities
- creating a people friendly traffic system
- creating a city for walking
- creating a diverse city centre for all
- providing invitations to stay in the city centre

The Gehl study area was similar to the current study area and is overlaid on the current brief study area in the figure below.

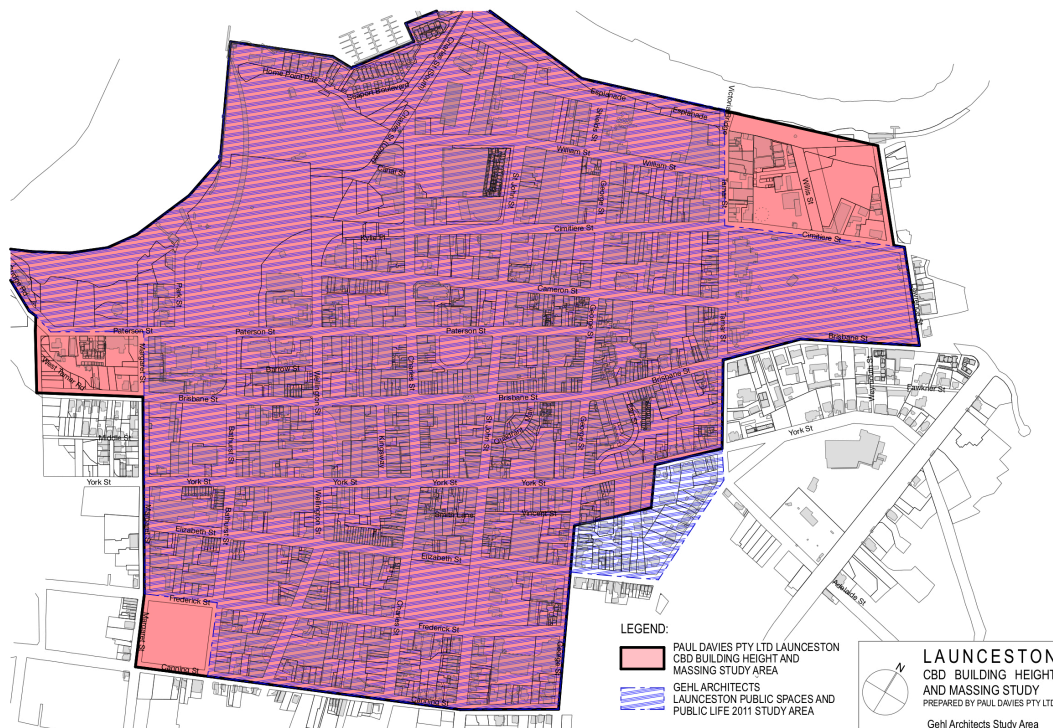


Figure 5: Map of the study area covered in this report (area shaded red) overlaid with the study area analysed by Gehl Architects (area shaded with blue hatching).

The most relevant part of the report that affects this study is the 'capitalising on its wonderful amenities'. The two sections of that part of the report that affect the cities form are:

RESPECT AND CHERISH THE HERITAGE BUILDINGS

- Maintain the historical, low rise city, and make sure that new areas obtain similar qualities. Protect, develop and refine the qualities that already exist.
- Emphasise the historical and architectural heritage. ...Communicate the uniqueness of Launceston to the wider public.
- Develop guidelines for successful integration between new developments and heritage buildings.

MAINTAIN A HUMAN SCALE CITY

- Ensure that new public spaces are created in a human scale and are integrated with the existing network of streets and squares.
- Control building heights and protect the micro-climatic conditions in streets and squares. Identify areas where high-rise is acceptable outside the city centre and introduce a height limit for buildings in the city centre, to avoid conflicts with micro-climate in central public spaces and to preserve the urban form.
- Develop planning controls for the inner city area to maintain the present average building height of maximum 5 storeys (approx. 15 metres) with a general height of 3 or 4 storeys
- Increase density and ensure that there are few/no 'missing corner'. Develop a collected plan for the city centre identifying blank spots/determined or potential development sites. Develop a framework that future buildings and spaces should fit into. (Building heights, materials functions etc.)

Gehl observes that the city has few buildings over five storeys, with the majority at 2-3 storeys, that provide a consistent and relatively human scale and that the building heights contribute to the good microclimate of the city. This is important as weather conditions in the city can be severe and having good solar access and management of wind (higher buildings change wind patterns) significantly contributes to the quality and useability of the city.

This study endorses the Gehl report recommendations by:

- i. protecting and planning to enhance the human scale of the city,
- ii. recommending height controls that respond to the specific qualities of each part of the city, each street and each location,
- iii. identifying where some greater building height and massing may take place outside the centre of the city,
- iv. establishing height limits,
- v. developing controls that respond to the context of each site,
- vi. addressing infill on corner sites,
- vii. identifying key development sites across the city with recommended controls and setbacks,
- viii. developing a framework for future buildings.

Gehl identified two key characteristics that make Launceston such a fine built city: the very fine heritage buildings and; the human scale of the city. This is particularly important when considering if buildings of greater scale and height can be accommodated. Gehl strongly suggests a low city form with limited larger buildings. While that intent informs this study, each area has been analysed to understand what the visual qualities of the city are and how new built

form may retain that character and add new elements that increase the vitality and liveability of the city.

Gehl architects set out a broad framework and the current study develops that framework into a series of precise controls. This will in turn lead to a set of detailed controls and guidelines for each part of the city to assist in achieving the urban outcomes that Gehl identified.

1.4. HEIGHT IN PLANNING SCHEMES

The current Planning Scheme (the 'Scheme') applies 12 and 14.5 metre 'deemed to comply' height across the major zones of the city. There is then a discretion, based on a merit assessment, for heights proposed in excess of those heights. There is no actual height limit within the Launceston Planning Scheme.

While the application of the discretion is 'merit based', there is little within the Scheme to assist in understanding in which situations a merit argument for height can be made and what heights could be justified under the controls.

The appropriate height, and then the mass, scale and form of a building that may arise, is a difficult matter to manage through a planning scheme.

Fundamentally, the Scheme requires compliance with its controls and justification for the use of discretions that may be applicable. Where a discretion is available, a strong argument that is specific to the situation, needs to be made as to why the discretion should be exercised. A discretion is defined (OED) as "A court's degree of freedom to decide a sentence, process etc." In a planning scheme this means it is Council's freedom (or in the case of an appeal the Tribunal's freedom) to decide the merit of a proposition. A discretion is not a right and is only available where Council determines it is appropriate. However, the ability to exceed the current height control of 12 or 14.5 metres without limit creates uncertainty as to what could be an acceptable height outcome on any site. Within a planning scheme the application of absolute controls does not always work as city centres are not neat and even.

It is also important to observe that while planning controls are intended to improve, enhance and create good urban and city development, the most fundamental purpose of controls is to prevent development that is detrimental. While there may be a discretion available it is necessary to place limits that the discretion should not exceed.

Height, established by an RL (relative level), is a definable concept. The way in which height is seen, massed, formed, perceived, located in relation to other elements around it, viewed, overlooked, understood, etc. is not fixed or easily defined. A building, for example, of a particular height located on a ridge line in isolation of other buildings will not be seen in the same way that a building of the same height located in a valley between other built forms may be seen.

The most common argument for a justification of height beyond a control is 'precedent'. Where there is already a height that exceeds a maximum or deemed to comply height, it can be argued that it is acceptable to match it and more than likely exceed it a little. The difficulty with this proposition is that each time a height is increased it becomes the new precedent and heights simply increase over time as successive projects argue for more and Scheme provisions lose their relevance.

A second argument to justify greater height is that height is not related to other controls and should be considered in isolation without regard to what is around it. It is often argued that height has little impact on other aspects of planning. Height is about a range of inter-related concepts and the way in which the height of a building is understood is a product of understanding how setting, context, form, scale, detailed design, setbacks and a range of matters intersect in each situation. Consequently, height should not be considered in isolation but should always be seen in relation to the immediate, nearby and broader context of a site. This requires height controls to be focussed on context.

Usually height controls are applied broadly as a fairly blunt planning tool. Height usually relates to a zoning - cities have greater height than most residential areas for example - and is mapped by zone borders irrespective of how the boundaries of those zones are aligned.

This study will propose 'absolute maximum heights' for development in Launceston city, but it is a default control to limit excessive proposals. It then establishes acceptable height controls for each of the four precincts. These controls are in four forms:

- 1 The first is a general height control for each precinct, this is managed in detail by secondary controls related to context and heritage overlays.
- 2 The second are street edge height controls that are relatively consistent around the city but have specific area controls to ensure that heights at the street edge relate to the surrounding predominant heights in each location.
- 3 The third are setback controls to establish where higher development may take place. These vary from location to location.
- 4 The fourth are specific height controls for areas that have been identified as having potential for greater height than the acceptable precinct height control.

Overlaid on these acceptable controls are guidelines related to context, relationship to heritage items, form, scale, building size, building orientation, views within and across the city, street alignment, and transition between sites.

Currently before Council are several proposals for buildings of considerable height that are greater than the scope of the absolute maximum height control recommended in this study. Rather than attempt site specific responses to proposals that may or may not take place, the preferred process to address significant proposed developments that seek major variation to the planning scheme controls is to look at a Planning Scheme amendment for that site and to undertake a full assessment of that proposal in relation to all relevant factors. If Council are of a view, as a result of that process, that a larger development is approvable, it can then be accommodated without establishing a precedent within the Scheme controls.

2.0 GENERAL DISCUSSION OF LAUNCESTON

2.1. HEIGHT

There are very few tall buildings within Launceston, that is buildings that exceed 5 storeys in height. Putting aside church towers, the Post Office tower, the gas retort building and several taller elements of historic buildings there are only several c 1900 buildings that have a height of 5-6 stories. Most taller buildings date from the late twentieth century with the Telstra building, the Myer Building and the Grand Chancellor Hotel being the most well-known. At present the Telstra Building is the tallest building in the city (that also sits elevated above the river flats) and is a reference point for height that is well understood.



Figure 6: Telstra Building in St John Street. Source: Google Streetview.

The city, through its central area and fringe commercial and warehousing areas, has a predominant existing height of around 12 metres. However, there is considerable variation in heights in some blocks with a range of much lower buildings and some higher buildings. A 'snapshot' of the study area suggests a consistent overall built form between 9 and 15 metres in height.

It is also recognised that the taller contemporary buildings stand out and are not seen as desirable in terms of their contribution to the character of the city.

Launceston is not seen as a city of tall or large buildings but rather a unique collection of buildings of generally very consistent scale and form that sets Launceston apart from other cities in Australia. Scale and general homogeneity of form is one of Launceston's greatest assets that sets it apart from other cities and adds to its desirability as a place to live and work.

2.2. CHARACTER

The centre of the city is characterised by buildings of less than 12 metres in height and in many streets relatively consistent lower heights that create very fine and desirable streetscapes. There are of course exceptions to this with some larger buildings, often located on prominent corners. Some of the taller modernist buildings are also heritage items.



Figure 7: A view west in the southern part of the city along York Street where there is a very consistent two storey scale of older and more recent buildings.



Figure 8: View south along George Street where the topography of the city plateau that then rises gradually at first and then steeply to the south. The built form varies in scale even though predominantly 2 and 3 storey with the late twentieth century commercial building having a height of four storeys but similar in scale to the 3 storey building on the corner of Cameron Street.



Figure 9: View along Cameron Street showing a consistent building scale of 2-3 stories with the Post Office tower forming a key element and marker that is visible above the built form from a range of locations.

The variation in height, putting aside the few taller buildings that exist, is important in giving the city its form and texture and some of the larger corner buildings (in particular) are also important in creating the city's character.

The slightly irregular grid and street layout, the changes of direction in streets as they descend the slopes and the gently rising topography provide extensive vistas and views across the city. Launceston is defined by the ability to appreciate its built form while moving around it in ways that are not often seen in a city setting. This is the combination of the street layout pattern, the topography and the scale of built form where most views and vistas are not interrupted by large building forms.

Overall the form of the city is created by a set of parameters, including heritage, buildings addressing street frontages and relatively few taller buildings, that exist within quite restrained building heights. This establishes an overall pattern of development that is desirable and defining for the quality and character of the city.

2.3. VIEWS AND THE EFFECTS OF TALLER AND LARGER BUILT FORMS

Launceston is a city of views. There are numerous views and vistas around the city that vary considerably.

Without the use of height and setback controls these views are very difficult to protect and manage. While there are some definable views (that is from locations that are recognised), the topography and street grid arrangement provides views in almost every street that are key to the

character and liveability of the city. It is therefore desirable to protect the overall visual quality of the city rather than specific views from a few locations.

The vistas and views within the city core area are quite contained with relatively dense (if not tall) development. The vistas are along streets framed by the scale of built form, extending to the distant rising land or hills to east, west and south and are more open to the north. These areas have a sense of containment with the ability to view along the streets.

The views and vistas along the river flats area are predominately east-west and are quite expansive. Often views are terminated by key sites, for example the gas retort building terminating the long east view along William Street.

Other locations provide more panoramic views across the city. A key view is to the north from the intersection of Tamar and York Street where the land form drops away sharply to the north providing an expansive and important view across the city, river and land to the north. Viewing aspects such as this are uninterrupted by larger or potentially dissonant built forms. There are a range of locations that offer expansive views over the city.



Figure 10: View looking north from the corner of Tamar and York Street, where the consistent scale of the eastern end of the city can be seen as the viewer moves down the slope towards the river.



Figure 11: View north down George Street from outside the study area. Generally, the city scale is consistent with the Telstra Building being the largest built form in view. The illustration provides insight into how larger forms in prominent locations will be seen and how they change the character of the city.

An aspect of views that is not protected by the Planning Scheme provisions are the extensive private views across the city afforded by the siting of mainly residential development on the hills that overlook the city. This is a key character element of Launceston and extends from the east to the north-west at Trevallyn. These are not views or outlooks that would necessarily be affected by larger individual developments within the city basin but an increase in overall scale of the city will have a significant impact on how the city is seen from many locations.

Viewing the city form from various elevated locations provides useful insights into the way in which the city has developed and the impact that has taken place from existing larger developments.

At present the larger buildings (that is a combination of height and footprint) are mostly commercial or hotel buildings. As is already evident, the pressure for larger buildings in the future is likely to be for similar buildings with the possible addition of residential apartment buildings.

An overview of the city reveals that how buildings of similar height and scale in different settings is not always consistent as their siting, orientation, design, form and setting in relation to street fronts and topography can result in two similar buildings being seen in different ways. By way of example, comparing the Grand Chancellor Hotel and the Best Western Hotel forms is useful. This is not a design review of each building but rather an analysis of the way in which built form affects the visual understanding of the city.

The Grand Chancellor building is 7 storeys in height, is set back from the street with an entry driveway and portico and is set slightly above street level. The building form is unusual within Launceston as it has a mansard roof. The wall colour of the building is consistent with other buildings in the area but the green roof form dominates the upper levels. The building has an effective or perceived height of 8 storeys to the street. It is also seen in isolation as it has open parking and 'undeveloped' land around it. It is seen from its street frontage as a building in isolation and in the round. The hotel is recognised as one of the larger buildings in the city.



Figure 12: The Grand Chancellor hotel in the context of adjacent development.

The Best Western Hotel is also 7 storeys in height and of similar built footprint. It is located fronting Earl Street, a minor curved street set back from the main street grid. The hotel building can be seen from Brisbane Street along Earl Street and from York street to the south (across a vacant allotment) where the perceived overall scale of the building is relatively consistent with the building heights fronting York Street. The hotel building is dark face brick without any pediment or capping and is a simple planar unarticulated building. It is not a built form that is easily seen within the city. However, if it were located on a major street frontage the building form may be quite dominant but its setting makes the building relatively un-intrusive, even though it has quite a large built form.



Figure 13: The Best Western Hotel, in Earl Street, is of similar height and scale to the Grand Chancellor but is set behind the main street grid, is set into the slope of the rising hill behind and does not present as a dominant form in the views through and over the city.

This comparison demonstrates that a planning control for example that simply sets a height limit will not address the specificity of the layout of Launceston and how a similar built form may be appropriate in one location and less appropriate in another.

Views within and around the city also vary in different parts of the study area. The city centre and the river flats are more exposed and sensitive to views than the western area of the city where there are relatively few views to consider. This affects how height is considered in the different parts of the city.

2.4. PRECINCTS

The city falls into a number of precincts that are characterised by some similarity in form, scale of development, alignment of built form, lot size and topography. These are set out in detail below. It is not reliable to apply a generic set of height controls across the city as each precinct, and in some cases each block, has a distinct form and character that needs to be responded to in terms of development potential and planning controls.

An observation about the application of potential height controls across the city is that for many city blocks there is a different street frontage condition to that in the centre of blocks. If the

current height controls of 12 and 14.5 metres were to be set as a maximum height (that is not suggested in this study) the protection of streetscapes would be achieved as there are relatively few locations where these heights (and an appropriate design response) could not achieve a level of protection of the recognised heritage and civic character of Launceston. However, this would not address the potential for greater height within blocks.

The heritage and urban character of the city is one of its greatest attributes and the controls proposed are predicated on retaining that value while seeking opportunities for development.

The four city precincts set out in the study are:

- Precinct A The north south corridor on the western edge of the city aligned around the major one-way access roads
- Precinct B River Front area
- Precinct C City Centre area
- Precinct D The southern fringe of the city that adjoins and contains some residential development

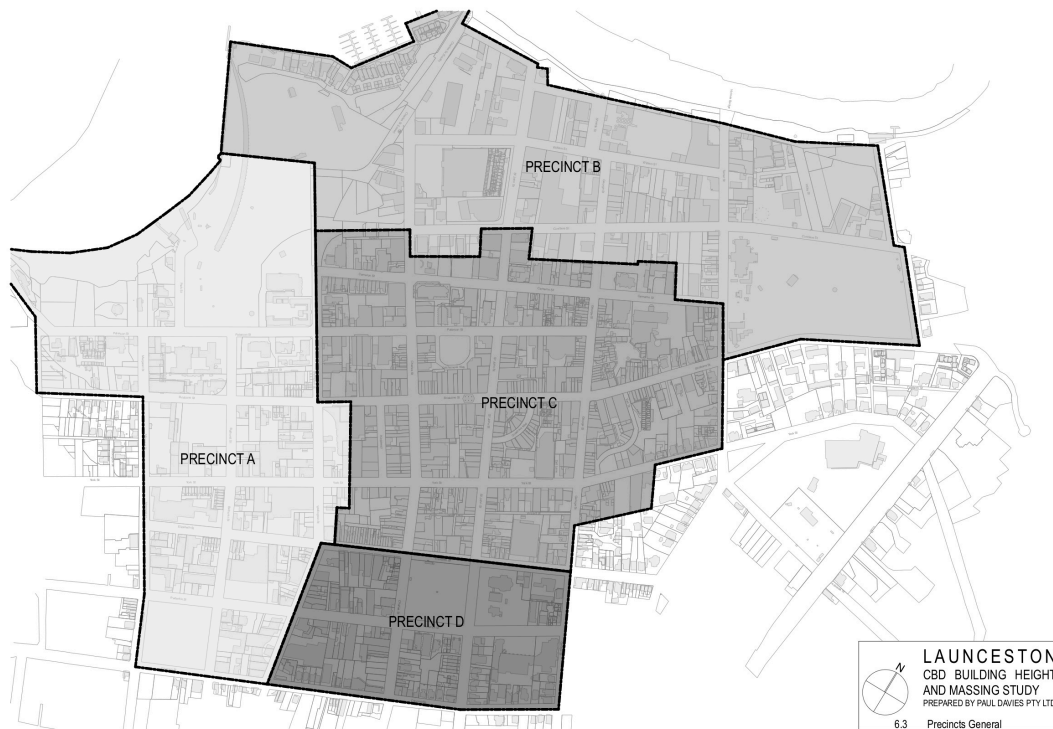


Figure 14: Map of Precinct boundaries referred to in the study – Refer to Part 6.0 Attachments for A3 version of Map

2.5. TOPOGRAPHY

The city is defined by topography. The river flats rise gently with a steeper rise between Cameron and Paterson Street. The city centre is located on a plateau. At first it gently rises to the south and, as the city centre merges with the residential areas further to the south, rises more sharply. As the land rises buildings to the south of the study area have good views across the city to the north.

The land form to the south-east rises sharply around the edge of the city centre with York Street climbing quickly from George Street to the east.

In contrast, the western edge of the city is located in a shallow basin roughly following Margaret Street. The land form also gently rises to the south and beyond the study area the hills to the west are very steep.

This sets the city within a basin with several plateaus with the edges feathering onto the slopes.

It is important to recognise the historic setting of the city when considering how the city should develop. The core part of the city was located well above the flood areas (now protected by levees) with uses that were less affected by flood on lower ground. Residential development was once located much closer to the city centre but has been removed and redeveloped or adapted as the city has expanded. As in most cities grander houses are on the hilltops and slopes with commanding views. This has set the city into the four precincts that are proposed, each with varying character and former uses.

The combination of variation in block sizes (as the city grid is not regular or consistent), the early pattern of development of the city based on flooding and topography also affects how height controls can be applied consistently across the city area.

2.6. CHARACTER AND HERITAGE VALUES

It is clear from the project brief that Launceston City Council desires to both protect the quality and character of the city for its heritage and liveability values and to facilitate development.

It is sound to facilitate development in the city and to protect the inherent values of the place that make it desirable to live in and to visit. There is no reason that both of these cannot be achieved. The city has, since its late Victorian and early twentieth century phases of development, incorporated various styles and periods of development, many of which add to the quality and character of the city. The combination of periods and styles contributes to Launceston's character and liveability.

Walking or driving around Launceston provides insights into what is of value within the city fabric.

The city falls into a number of key development phases but the predominant streetscape character that is noticed is late Victorian. At first look the character appears quite consistent but it is not as consistent as it may appear. What is consistent is the large number of buildings, both old and new, that have a scale of between 1 and 3 stories and mostly of 2 storeys. Whether buildings are of heritage value or later infill buildings, the consistency of street scale provides a unifying heritage character to the city.



Figure 15: This illustration demonstrates variation in height within a constrained range with a maximum height around 12 metres. The buildings comprise historic and modern and apart from the white metal screened façade, the forms fit quite comfortably into the historic pattern of development.



Figure 16: Another streetscape of very consistent forms with newer forms having a lower scale than the typical adjacent buildings. In this location, street front building heights are around 8-9 metres.

This characterisation applies to the central city area in particular.

The river flats to the north between Cameron Street and the river have a different character but largely one of consistent height and scale. The area contains quite a high number of heritage sites but also later developments and a large number of vacant or underutilised sites (many of these provide on-grade car parking which is useful within the city but is not a high-end land use within a city centre).

By way of contrast the western area of the city contains relatively few heritage sites (to the south of Brisbane Street) and has quite low-scale development with a number of car dealerships and other commercial and light-industrial uses and open areas used for car-parking.

There is comparatively little consistent street front in this part of the city.



Figure 17: The view south in Wellington Street where several historic buildings can be seen with a large amount of modern development.



Figure 18: The view from Park looking north along Bathurst Street, the park is surrounded by light industrial development, car yards and warehousing that has a low scale and provides potential for future development.

The city is also defined by its parks and open spaces and the relationship between green spaces and the streets that front them. The major spaces are City Park, Prince's Square, Brickfields

Reserve and the green space wrapping around the river foreshore, Royal Park and Kings Park. The adjacent hills also have considerable areas of parkland that overlook the city.

Another valuable and attractive characteristic of the central city area is the network of laneways, courtyards and interconnections that create smaller scaled precincts with a more intimate and protected character. The potential impact of increased height around some of these areas could have profound impacts on their desirability, solar access and usability.



Figure 19: Pedestrian laneway and space behind the Patterson Street parking area. These areas rely on natural light and solar access to create the small-scale public spaces of the city, potential development has to retain the scale of the spaces and the surrounding development.

The city is located along the river and then rises from the river flats onto the main city plateau, extends up the slopes to the east and dips into a shallow valley to the west. There is a distinct level change between Cimitiere and Cameron Streets with the centre of the city sitting higher than the river flats and rising gently to the south.

The changes in topography, while mostly subtle within the central city area are important in defining the character of the city. Views and outlooks are available from higher ground along the north-south streets and across much of the city area. More generally as the city is ringed with hills to the east and west, there are extensive views over the city from the residential areas on those hillsides.

All the views across the city present a consistently scaled urban form.



Figure 20: A view across the city from the upper part of George Street. An earlier photo was slightly to the east of this view, this photo shows the Telstra Building, Myer, church spires, the Post Office tower and the silos in the distance. The photo shows the scale of higher buildings but also the impact of topography and distance in views as to how larger built forms affect the visual quality of the city. The importance of landmark elements and the ability to see them without interruption (church spires, Post Office, etc.) is also a key visual element of the city.

There has been a slow incursion of commercial and light-industrial development into former residential areas in the study area. This is seen in some areas by the removal of housing stock, in other areas by changes in use of housing stock and commercial development taking place in newer development adjacent to existing housing. The interface of residential and commercial areas needs to be managed carefully to retain heritage and urban design values.



Figure 21: An example of a now isolated former residential building in Wellington Street.

2.7. FUTURE CITY USES

Launceston is a relatively small city in scale, population and the need for major commercial development. It is a city that attracts tourism and is the base for the north of Tasmania for visitors.

Where significant new development may take place in Launceston there are four types of uses that are likely to occur:

- i Commercial development principally retail uses and car parking
- ii Residential development including possibly student housing and apartments
- iii Hotel and tourist accommodation
- iv Civic development that may include institutional uses

There may be a combination of uses in any development.

Other major uses are unlikely to occur within the study area.

Large scale commercial use, apart from uses such as large retail and car yards etc. is unlikely to be required in the future and if it were it would be relatively limited. The need for large commercial buildings as seen in other major cities is not a demand in Launceston.

The study does not suggest that uses should be limited, but to assist in understanding the types of built forms that may be in excess of the 12 and 14.5 metre existing base height it is useful to consider the types of buildings that are likely.

3.0 STUDY METHODOLOGY

The study has been developed by visiting each street and location within the study area, mapping the city's attributes and creating a series of base overlays to better understand the form and character of the city.

The overlays that inform the study are:

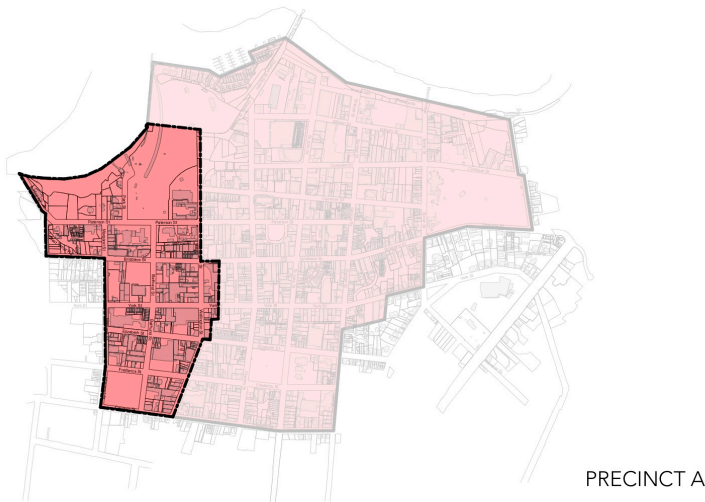
- i Existing heritage items and green spaces
- ii Places of heritage value that are not currently listed (these two layers are shown together)
- iii Larger vacant sites, aggregated across site boundaries to illustrate broader development potential
- iv Landmark sites
- v by default, the balance of sites in the city that could be redeveloped (noting that most will not be redeveloped as they are presently viable, not under redevelopment pressure and are in many situations contain sound developments).
- vi Consistent street edge forms within streetscapes
- vii Gaps in street edge form largely arising from removal of earlier buildings
- viii Residential sites
- ix Parks, churches, civic and major community facilities
- x Non-heritage buildings of larger scale that are unlikely to change

The analysis has then looked at each city block within the four precincts. This has been undertaken as many blocks have distinctly different attributes that may require different approaches to future development and height controls.

3.1. PRECINCT A - THE NORTH-SOUTH CORRIDOR ON THE WEST EDGE OF THE CITY

Figure 22: Map showing Precinct A boundary

Refer to Part 6.0 Attachments for detailed Precinct Maps



The area is defined by the high volume of traffic that traverses the edge of the city using the north-south one-way road system. A number of uses have developed that rely on passing traffic. The area is relatively flat rising gently to the south with an east-west ridge along Patterson Street flanked by institutional buildings and the northern river park area. Areas of the precinct that are likely to be subject to future development sit behind the Patterson Street ridge so that the area is set at a lower level than much of the city.

The land falls to the west towards Cataract Gorge with the area between West Tamar Street and Paterson Street forming the lowest part of the precinct.

The area also includes the parklands fronting the river. These are not considered in detail as they are public land and have effectively no development potential.

This area has the greatest potential for redevelopment within the city area as it is the least constrained location in terms of heritage overlays and overlooking and is set effectively one or two storeys lower in base height than the centre of the city.

The main road frontages also affect the way in which the area may be developed as the two major north-south roads are in effect the Launceston by-pass for north-south traffic that gives the area a distinctly different character to the city core or river flats to the east.



Figure 23: Part of Frederick Street where there are large sites with on grade parking and simple industrial commercial buildings that are capable of redevelopment.

PRECINCT A SUMMARY

- Larger undeveloped and low-scale developed sites
- Some heritage items but most are isolated
- Major north-south traffic routes through the city
- Predominant mixed low scale
- Block sizes are consistent and largely rectangular in shape

3.2. PRECINCT B - THE NORTHERN RIVER FLATS

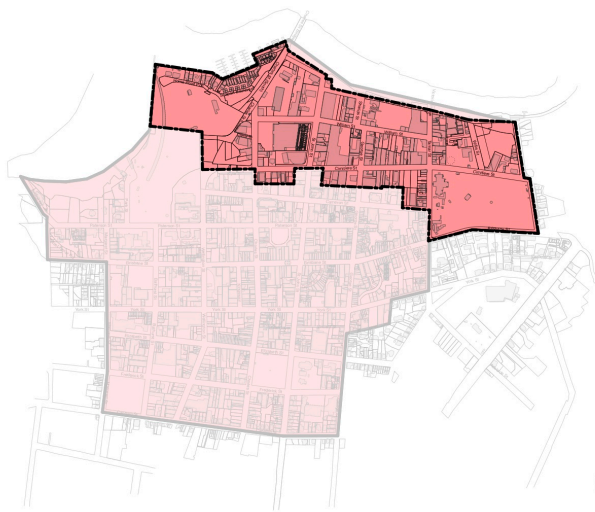


Figure 24: Map showing Precinct B boundary

Refer to Part 6.0 Attachments for detailed Precinct Maps

The river flats traditionally contained warehouse and light industrial buildings of greater scale than elsewhere in the study area, particularly in terms of building footprint but also seen in exaggerated storey heights to accommodate the warehouse uses. Buildings are often on larger lots. Building heights vary from single storey to around 12 metres and a number of sites contain large saw-toothed roof structures behind street facades. There are a considerable number of vacant lots or lots that are under-utilised and it is reasonable to expect that over time there will be development pressure through the area as many of the uses are changing.

The major streets run east-west, are quite broad and offer longer views in each direction. There are very few out-of-scale built elements but a considerable mix of built forms in terms of style, period of development and building type. A number of corner sites are under-developed, they are key elements of the future character of the precinct.

A considerable number of sites are heritage items and some of these are large warehouse or light-industrial sites that may be proposed for future development. The balance of heritage values and development potential on these sites and the area in general will be critical to establishing an evolving character of the precinct.



Figure 25: View looking west along William Street with a mix of developments situated on flat land with street views terminated by the distant hills.

PRECINCT B SUMMARY

- Land generally at lower RL than main city (about 1 storey)
- Mostly former industrial and warehousing uses with larger lot sizes interspersed with some remnant residential buildings and smaller manufacturing buildings
- A high percentage of vacant sites used for carparking
- Sites have a predominant height of around 12 metres or less
- The street grid is not square with larger blocks to the west and smaller blocks to the east
- There are a number of vacant (or underutilised) corner sites all of which are key sites for the future of the city

3.3. PRECINCT C - THE CENTRAL CITY AREA

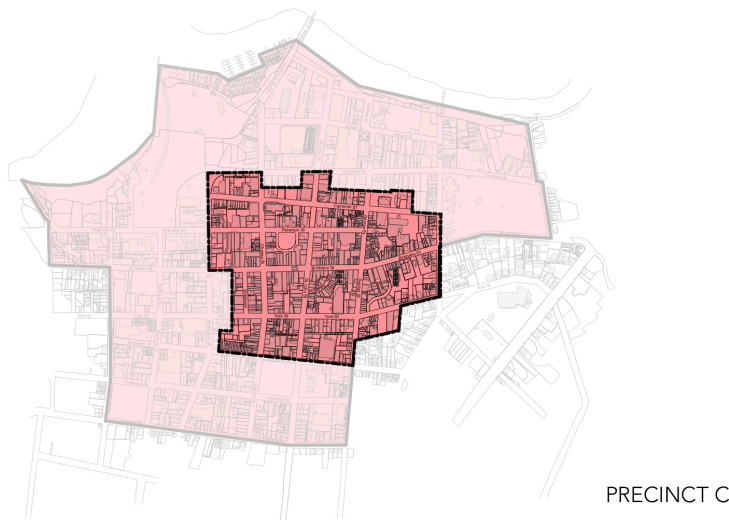


Figure 26: Map showing Precinct C boundary

Refer to Part 6.0 Attachments for detailed Precinct Maps

The central city area is characterised by relatively consistent built forms constructed to street alignments and up to side boundaries. The majority of buildings have similar heights. There are exceptions to this but the late Victorian character of 2-3 stories predominates. Larger buildings mainly occur on corners and are found in a range of styles from Mid-Victorian to late Twentieth Century. Lot sizes are generally small, again with some exceptions. There is limited potential across the area for future development as there are a high number of heritage listed and identified properties and relatively few vacant sites.

The most observable characteristic of the city centre are the streetscapes without a backdrop of large development. The topography allows some longer and broader views but most views are within and along the streets.

The core area is also defined by the complex and mixed network of laneways, courtyards and connecting spaces. These are distinctive and have a workable scale that allows solar access and amenity. It is important that the future height controls around these elements protect their scale and amenity.

The precinct changes in the south-east corner as the land form rises to the south of Brisbane Street with areas of undeveloped land behind street front buildings as well as a number of undeveloped street front sites. This area contains a mix of former residential buildings and commercial developments.



Figure 27: Charles Street showing a range of inner area built forms.

PRECINCT C SUMMARY

- Many smaller lot sizes (with some exceptions)
- Buildings largely built to street frontages and side boundaries
- Generally consistent building heights (with some exceptions such as the Grand Chancellor Hotel) with the 12 metre height control being the predominant height over much of the area
- A large number of heritage sites
- Apart from identified sites with development potential, most sites have limited potential due to their size, their heritage listing or their adjacency to significant sites
- A number of parking stations
- A complex small-scaled laneway network that provides high levels of pedestrian amenity
- Overlapping with the residential edge of the city
- The city slopes up gently towards the surrounding hills with steeper slopes to the south-east edge of the city

3.4. PRECINCT D - THE SOUTHERN FRINGE OF THE CITY

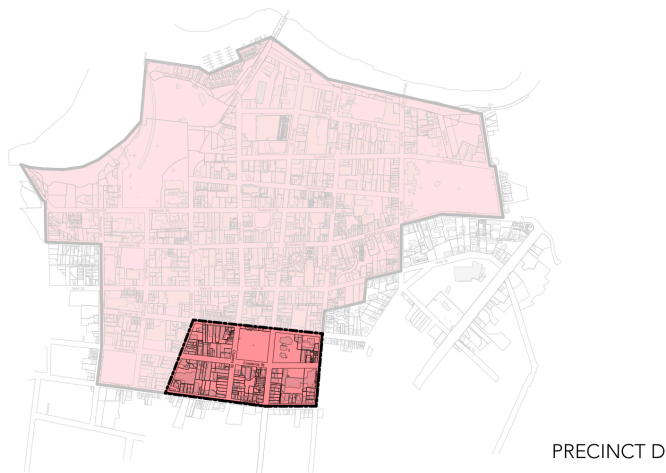


Figure 28: Map showing Precinct D boundary

Refer to Part 6.0 Attachments for detailed Precinct Maps

The southern edge of the city area is focussed around Prince's Square park with its setting of churches and mature landscape. The area contains a mix of residential, former residential and smaller commercial buildings as commercial development has gradually moved south as the city centre has expanded.

The area has a homogenous scale and character that is based around its residential forms that gives a strong coherence to the area.



Figure 29: Looking north along St John Street the character of the area is a mix of residential and civic with a number of churches.

PRECINCT D SUMMARY

- Fewer undeveloped sites than in other parts of the city and the larger ones are closely linked to heritage sites
- A general residential character over much of the area with buildings set in gardens
- The land form rises significantly in the south-east part of the precinct
- A large number of heritage sites

3.5. AREAS WITHIN THE STUDY AREA THAT ARE NOT ASSESSED

A number of locations within the study area are not addressed in terms of recommending controls as they are parks, council land or locations that will not be subject to development under Scheme provisions. Some of these areas also fall into zones under the Scheme that limit development. A map identifying these areas is below.

While they are not assessed in this study these locations are important as they affect how controls on adjacent and adjoining areas are set. Where there are areas of open space or parkland there is greater potential to see new developments as the view locations are not limited to the street width. Development has the potential to impact the character and values of those open spaces if it is not managed carefully. This results in setbacks and heights being managed in relation to the values of key parks and open spaces.

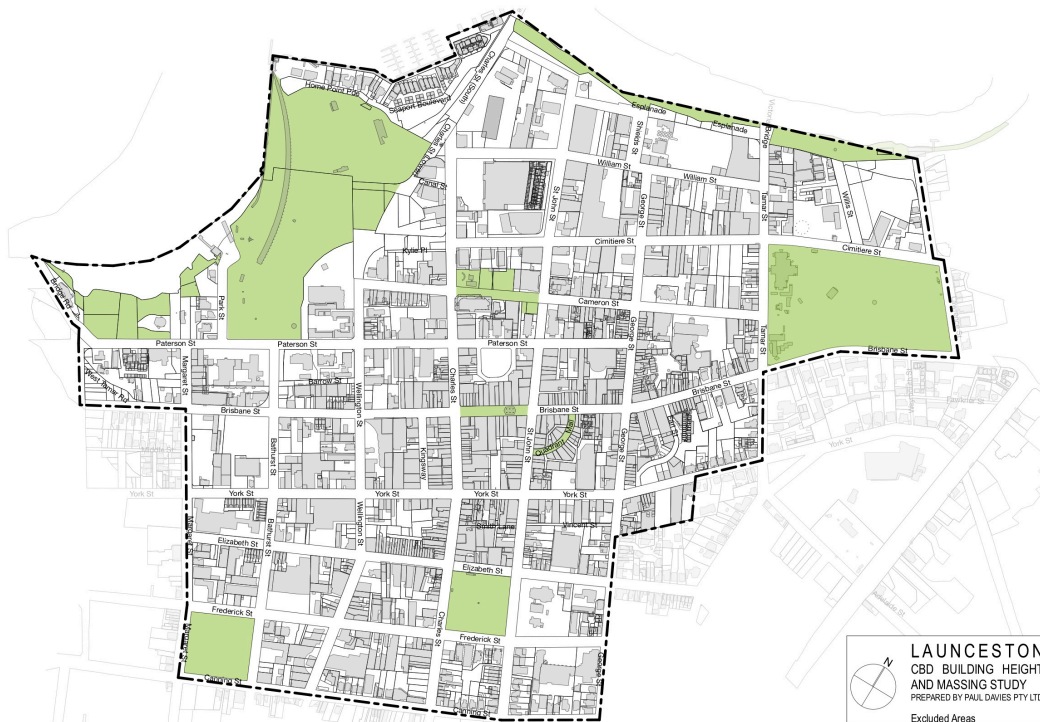


Figure 30: Areas not subject to the controls in this study.

3.6. APPROACH TO ANALYSIS

There are current deemed to comply heights of 12 and 14.5 metres over most of the city with the variations set out in section 1.2. These heights can be exceeded under the performance criteria but they are, in effect, a development right under the Scheme. These heights are intentional and appear to relate to the general character of the parts of the city that they cover. This is a good starting point from which to consider the various areas across the city. At present, any site can

have the allowed development heights unless there are specific site overlays or a context that prevent this. The overlays would include:

- i Heritage listing of a site
- ii Streetscape context where there is a consistent lower or higher streetscape height around the subject site.
- iii Identified significant views that may be affected by height

There is presently no provision in the Scheme to consider adjacent heritage items and the impact that may arise from nearby development on them. It is recommended that this be considered in future reviews of the Scheme provisions as it will assist in managing new development.

There is then a need to develop a series of scenarios where height, setback, form and overall scale need to be controlled irrespective of the current applicable height control. These 'scenarios', set out as controls and guidelines, need to form part of the planning scheme.

Height, as discussed earlier, is not a concept in isolation. Height is more likely to become an issue when it is combined with a lack of setbacks, large bulk, inappropriate scale, poor siting, poor building orientation or where a proposal is significantly out of context with its setting.

Future controls on height, apart from having actual height designations across the city area, need to respond to context and setting.

CONSIDERATIONS RELATED TO HEIGHT CONTROLS

This section sets out a range of specific factors that require consideration when determining how to apply height controls within the study area. They include:

1 THE EXISTING RELATIVELY CONSISTENT SCALE OF BUILDINGS WITHIN STREETS.

This varies slightly around the city but each area has a level of overall consistency that is very high. While minor variations in height for infill buildings are possible the level of variation should be quite small to retain streetscape values.

2 IMMEDIATE STREETSCAPE VIEWS.

These are affected by the actual height of existing street front buildings and their alignment to the street.

Taller buildings that are built to the street frontage may allow greater height in development behind as it may not impact on immediate streetscape views.

3 LONGER DISTANCE VIEWS ACROSS THE CITY.

Generally, within Launceston (apart from several notable exceptions) larger buildings are large in floor plate but not height as historically there has not been a need to build greater than two or three storeys. These larger buildings do not affect views as they do not sit above the general low scale height of the city. Where a higher and large floor plate building is proposed the bulk and scale has a high potential for an immediate impact on views. Due to the topography of the city view impacts can occur in many directions particularly where the overall form is at odds with the current strong urban character of smaller taller built forms.

One way to overcome this is to limit the width and depth of building envelopes where additional height is sought so that the forms are more consistent with the existing character.

This also has advantages for building types such as residential dwellings and hotels where a narrow building form is generally preferable for amenity.

4 CREATING RESIDENTIAL AMENITY.

It is likely that a number of new developments will be hotels or residential buildings that require amenity and privacy. There will be a need to create suitable separation between buildings, to provide for solar access, amenity, outlook, privacy etc.

Tasmania does not have specific controls for dense urban development but examples from NSW and Victoria such as the NSW Apartment Design Guide 2015 and the Apartment Design Guidelines for Victoria 2017 controls could be adopted to guide future urban residential infill. These controls focus on good apartment design, minimum separation between facing units in the order of 12 metres, establishing maximum unit depths to achieve solar and daylight access, orientation of units and a range of detailed design matters.

The use of controls such as these will affect the design of potential new buildings in the city.

5 HEIGHT IS A KEY DETERMINER OF AMENITY.

The broad aim controls to achieve amenity include orienting apartments for good solar access, separating buildings and avoiding large footprint residential buildings.

6 SIDE AND REAR SETBACKS

Establishing setbacks to side and rear boundaries for urban development that share amenity across lots - that would be for example requiring setbacks on lots that across a boundary would achieve residential amenity.

7 BUILDING ORIENTATION

Orienting larger built forms so that they do not sit across major view lines. While there is no set orientation for new larger built form, generally buildings that sit north-south will be less intrusive than east-west but east-west buildings allow better amenity. This may be resolved by splitting developments into separate buildings that are smaller in footprint and mass that then allow through site views, less perceived bulk and scale and a better overall urban fit.

8 TOPOGRAPHY

As the topography of different areas within the city has a large impact on height it is important to consider topography within the controls.

As development sites move up the slopes of the surrounding hillsides the impact of height can be exacerbated and it is necessary to limit heights to a greater extent.

9 SETBACKS

Setbacks for development behind the main building form have been established to protect the visual values of the city within each street but also in views across the city from a range of locations.

The setbacks proposed range from 15 - 25 metres. These measurements are conservative to ensure that new built form does not visually dominate existing significant streetscapes.

Where new development is proposed behind the setback control it is preferred that buildings do not adopt a stepped or pyramid form stepping back from the streetscape but adopt built forms that are consistent with the pattern of development within the locality.

The minimum setback proposed, if no setback is indicated, is 15 metres. This setback is determined to generally protect the scale and form of existing significant streetscapes so

that any new built form in excess of 12 metres does not visually dominate views and vistas within streets and across the city. The general setback controls for each precinct are sufficient that a new higher built form will not directly impact on the immediate streetscape.

Where sites contain heritage items or significant buildings, the noted setback for new development has been determined to protect the heritage elements of the site. Consequently, setbacks within streets may vary to reflect the status of the heritage elements within those streets.

For buildings of greater height than the base height control for a site, other setbacks may be required to protect:

- i heritage items on adjacent sites that adjoin the rear portion of potential development sites
- ii the amenity of adjoining sites by applying setbacks to allow adjacent developments to be undertaken with solar access, visual amenity, privacy, etc.
- iii for sites with major development potential, additional setbacks from the site frontage (or other boundaries) may be required to accommodate height where more significant height is proposed.

Setbacks are to be related to the proportion and form of the building proposed as well as simple height controls.

10 TRANSITION AND ADJACENCY CONTROLS

Proposed new infill building adjacent to heritage items, either on a street frontage or within a city block, will require setbacks and transition areas to accommodate changes of height, scale and amenity to provide a suitable setting for the adjacent heritage items and sites. This will apply to any proposed development that exceeds the height of an adjacent heritage item.

Where proposing development on the site of a heritage item, the item must be assessed for its significance and the significant form, materials, layout, roofscape, etc. and the heritage values of the place must take precedence in determining the location, siting and setback of new development.

Where new commercial or larger scale residential development adjoins a low scale existing residential site, additional setbacks and height controls will be required along common boundaries to protect the heritage value and amenity of the existing residential properties.

11 SUB-DIVISION OF LOTS AND AMALGAMATION OF LOTS

The size of a lot has a large impact on the ability to develop. Inherently smaller lots, such as seen in the centre of the city, have less development potential than larger lots that are not encumbered by existing development that may have a commercial value or which is protected by a heritage listing.

The traditional lot pattern of the city is significant but does not remain intact. The lot pattern also varies considerably across the precincts set out in this study ranging from small early lots with relatively narrow street frontages to now large amalgamated lots that contain larger scale commercial or former industrial and warehousing uses.

A characteristic quality of much of the city is the combination of consistent street form with variation seen in the different designs and periods of development of buildings within each street. Much of this arises from the related but changing detailed design of the street front facades. Amalgamation of lots to create larger street frontage widths (that is not

characteristically found in the city) has the potential to have a major impact on established patterns of development.

This will vary between precincts. For example, Precinct B - the river flats - has larger built forms with greater streetscape presence and sites are more capable of accommodating larger built streetscape forms than generally may occur in the city centre.

Most of the important larger historic buildings benefit from an excellence in design relating to their period of development. The attributes that are commonly seen include:

- i careful attention to detail,
- ii modulation of form and scale devices,
- iii articulation of facades and the use of classic design elements such as pattern and decoration,
- iv the use of parapeted forms with decorative detailing and
- v scaling devices in the design that relate built form to the context.

In summary, these buildings have a 'fine grain' that is not always seen in contemporary buildings (with noted exceptions).



Figure 31: A six storey building in Patterson Street that is not out of place due to its scale and proportions but also its detailing and scaled relationship to the street.

Within the city centre area (Precinct C), the current historical pattern of lots should be retained generally without lot amalgamation. Where lots have been aggregated and are capable of greater development, street front built form must respond to the prevailing pattern of lots in the street by using form, articulation and scale variations to 'fit' new forms into the streetscape.

The areas around the river flats (Precinct B) and the western edge of the city (Precinct A) are capable of accommodating larger street front elements and a number of lots have already been amalgamated or are in common ownership. Without suggesting large lot development should take place, these areas are capable of accommodating larger street front developments. Again, the design of new works should fit with the overall pattern of scale and development of Launceston city.

The southern area of the city (Precinct D) contains a mix of lot sizes reflecting the retention of traditional buildings and later changes to accommodate twentieth century development. Generally, further large lot amalgamation is not desirable and there is relatively limited potential to achieve it. While vacant and underdeveloped sites may have some potential to consolidate, existing small lots should retain their scale and form.

The sub-division of lots, provided that it takes place to provide traditional lots fronting a street with their longer dimension at right-angles to the street, is generally acceptable. Sub-divided lots should fit within the pattern of lots of the area to allow infill development to take place that fits within the significant streetscape and built form context.

Where lots are sub-divided, this is likely to affect the potential for development due to the decrease in lot size, increased requirements for setbacks and the cumulative impact of over-developing small lots.

3.7. CONSIDERATION OF SPECIFIC CONTROLS

Specific site type controls and performance criteria that need to be in the Planning Scheme provisions to address the quite different site and block characteristics include:

Table 3: Site Controls and Performance Criteria

	Site type control	Controls, performance criteria, discussion
1	Maximum height limit	<p>The study proposes two maximum height limits for development within the study area.</p> <p>A maximum absolute height limit of 30 metres above natural ground level¹ is proposed for Precinct A and a maximum absolute height limit above natural ground level of 24 metres is proposed for the balance of the study area.</p> <p>An absolute maximum height is not the 'height limit'. The deemed to comply height controls for each precinct and area are set out in detail and relate to street frontage heights, setback heights and a range of controls to manage those concepts on a site and block specific basis.</p> <p>There are few height recommendations in any precinct that reach the absolute maximum height limit.</p> <p>The control is an absolute control in that no part of a building or infrastructure may exceed this height including plant, lift over-runs, communication towers etc.</p> <p>The control is a 'fall-back control' beyond which Council will not grant an approval. If a proposal seeks a greater height it must propose a Planning Scheme Amendment where the merits of the approach can be set out and considered.</p>
2	Specific Height limits	<p>Each precinct has a specific height control that, subject to contextual controls, is a 'deemed to comply' or an Acceptable Solution height.</p> <p>These heights vary between precincts. They are also affected by zoning overlays where lower heights currently apply.</p> <p>In addition, there are specific height controls mapped for areas that are assessed to have greater capacity for higher development. These are also considered to be 'deemed to comply' height controls.</p>

¹ Natural Ground Level is defined as the natural height of the land before development has taken place. This removes fill and excavation from consideration.

	Site type control	Controls, performance criteria, discussion
		<p>The study notes that height is a product of a number of aspects including building footprint, orientation of the building, setback, location on the site and the ability to see the built form from a range of locations. Consequently, any proposal has to demonstrate that the heights proposed (in excess of the deemed to comply height control) can be accommodated in relation to the built form that is either on the site or adjacent and which forms the context of that development.</p> <p>An application that involves a height in excess of the Acceptable Solution height must provide a rationale for that height in relation to the controls and provide an assessment of the site and its context to support the proposal.</p>
3	Setbacks	<p>These are controls establishing setbacks from street frontages and from side and rear boundaries.</p> <p>Street Frontage Setbacks</p> <p>A core characteristic of the city is buildings built to street frontages. However, while this is the predominant built form, there are variations that need to be protected and responded to. A ground level, unless there is a specific local setting to respond to, buildings are required to be aligned to the street front boundary and to comply with the street front height limit.</p> <p>Street front setbacks for upper levels above the street front height control have been developed specifically to protect the streetscape character of the built form of the city and significant streetscapes.</p> <p>There are few, if any, situations where the street front height control (with its ability to have minor site-specific variations) can be varied by increasing height without having an adverse impact on the heritage and overall character values of the city.</p> <p>The provision of a setback control, above the street front height control, provides potential for some greater development where that height is unlikely to affect the character of the city.</p> <p>The study recommends some specific rear height controls and an absolute maximum built height, irrespective of other controls, but also recommends tight street front controls on height as they are key to retaining the core character of the city.</p>
4	Infilling between heritage sites of lesser scale than 12 metres in height	<p>A control is required to ensure that the height of adjoining and adjacent sites, to a development site, is considered in determining the height of a new built form.</p> <p>The control should relate the height of infill buildings to the predominant height of adjoining buildings.</p> <p>If that height is less than 12 metres the street front edge control will be less than 12 metres. A level of height variation is generally supportable where there is variation in street front heights in the locality but this should be limited to the maximum adjoining height or a measurement of around 1-1.5 metres, whichever is the lesser.</p>

	Site type control	Controls, performance criteria, discussion
5	Developing adjacent to residential areas	<p>A control is required to provide for interface controls to ensure that residential scale and amenity is protected where it adjoins potentially much larger development.</p> <p>Where a site capable of development that is non-residential in scale and it adjoins a residential scaled site, the edge control should be limited to 2 storeys with any setbacks and stepping determined by solar access and site amenity.</p>
6	Development around an isolated heritage item	<p>A control is required to provide for adequate settings and setbacks around isolated heritage items that are part of or adjacent to new development.</p> <p>This control could be in a number of forms. It may use the scale and height of the heritage item to create an adjacent built form of similar scale and proportion stepping to a higher form, it may involve creating open space or separation between built elements (where that is contextually appropriate) and it may require setting back new development behind a heritage item sufficiently to minimise impacts on the item itself and its setting within the streetscape.</p>
7	Development adjacent to a heritage item that has a non-characteristic street relationship such as a street setback, a forecourt, etc.	<p>A control is required to ensure that the setting of heritage items is protected with adjoining and adjacent development by including setbacks or other transition devices.</p> <p>This may be a setback on an adjacent site of related height to the heritage item with the main new built form then aligned to the street or may involve new development being designed to address both the street and the heritage item with appropriate scale.</p> <p>The use of transitional elements in design has the potential to resolve changes in scale, setback and form.</p>
8	Infilling corner sites where the existing scale of other adjoining corners is established by their heritage value and existing built form	<p>A control is required to ensure that key corner sites are developed within the context of surrounding significant development.</p> <p>Corner sites are key to the character of the city. Where they contain well-designed built form, they are usually well resolved and relate to development around them. A number of corner sites have slightly larger scale than adjoining sites or contain features that mark the corner.</p> <p>There are a number of vacant or under-developed corner sites across the city that would benefit from contextually appropriate infill buildings.</p> <p>The controls should promote well designed buildings that address the corner and the scale and character of the adjoining corners and which respond to the characteristic height of the locality.</p>
9	Developing large commercial or industrial sites where the existing streetscape form is important but the	<p>Controls establishing setbacks and height planes are required to protect existing heritage and streetscape values.</p> <p>There may be scope to undertake development that is setback from a principal street façade. The setbacks identified in the</p>

	Site type control	Controls, performance criteria, discussion
	development behind the façade allows for different development forms	<p>report allow new development to take place behind existing built forms.</p> <p>Important considerations are that such developments are not 'facadism', that the form and fabric of the existing building is retained to sufficient depth, particularly where it is a heritage item, that the building is retained and understood and that new development is set back far enough that it is not visible from the street.</p>
10	Developing large vacant sites where greater built scale may be managed behind new streetscape forms	<p>Controls to create a suitable streetscape scale with potential for greater levels of development behind street front buildings.</p> <p>The establishment of a street height and, where possible, a setback development height(s), allows larger scale developments to be considered on large vacant sites.</p>
11	Whole block developments	<p>Specific controls may be required to address very large whole block developments.</p> <p>Generally, this is outside the scope of the study unless a development fits within the recommended height controls and setbacks.</p> <p>If a development proposal is greater than the controls it will require a Planning Scheme amendment. This allows an applicant to provide a merit argument for their proposal.</p> <p>Where a proposal simply seeks additional height, there is unlikely to be a merit argument that is applicable, however, there are sites where the site-specific conditions may allow development beyond the scope of the controls that can be considered on a merit basis.</p>
12	Sub-division and lot amalgamation	<p>Controls are required to manage the scale of development in different locations of the city.</p> <p>Amalgamation of lots, in area A for example, could be supported as there are relatively few heritage sites or historic lot patterns. In contrast, amalgamation of lots in Area C would not be supported as the current lot sizes reflect historic patterns of development and create the pattern and rhythm of the characteristic built form.</p> <p>For the same reasons, sub-division is unlikely to affect sites in Area A but would not be sustainable for most of Area C.</p> <p>Sub-division/lot amalgamation controls need to relate to historic patterns of land tenure and should only take place where there is no loss of heritage and visual streetscape values.</p>

3.8. CONTROLS

An outline of the recommended Height Controls is:

Table 4: Recommended Height, Setback and Sub-division/site amalgamation controls.

	Control Type	Indicative Controls
1	Height Zones	<p>The city area is divided into four precincts that have distinct height controls.</p> <p>They are:</p> <p>Precinct A - Western Precinct</p> <p>Precinct B - City Centre Precinct</p> <p>Precinct C - Northern River Flats Precinct</p> <p>Precinct D - Southern Precinct</p>
2	Maximum Height	<p>The maximum approvable building height including plant, lift over-runs and communication equipment within each zone is:</p> <p>Precinct A - 30 metres</p> <p>Precinct B - 24 metres</p> <p>Precinct C - 24 metres</p> <p>Precinct D - 24 metres</p>
3	Precinct Heights	<p>The maximum 'deemed to comply' precinct height for each precinct is:</p> <p>Precinct A - 15 metres</p> <p>Precinct B - 12 metres</p> <p>Precinct C - 12 metres</p> <p>Precinct D - 12 metres</p>
4	Street front Heights	<p>The maximum height at street front and within the defined setback for each zone is</p> <p>Precinct A - 15 metres</p> <p>Precinct B - 12 metres</p> <p>Precinct C - 12 metres</p> <p>Precinct D - 12 metres</p> <p>New buildings addressing street frontages should have a maximum street front height as set out above.</p> <p>Where a new street front building is proposed within the context of vacant sites, that is there is no immediate context, it may be possible to increase street front height to a maximum of 15 metres.</p> <p>The height of buildings should be set out in both a height measurement (metres) and a storey measurement (in increments of 3 metres) to retain the current scale of built form within the city.</p> <p>Proposed new commercial large footprint development (that is not mixed development) is to have a maximum height of 15 metres as well as complying with street front height limits.</p> <p>Proposed new residential development within the city area (not including minor residential proposals around existing individual housing) may achieve greater heights than 12 metres where the maps</p>

	Control Type	Indicative Controls
		<p>indicate there is greater height potential. The consideration of height will be balanced with setbacks, amenity to apartments and shared amenity to adjoining sites. The scale of proposed built form (that is smaller footprint buildings) will affect the potential height that may be achieved on any site. As a principal, buildings above the street front setback height (12 metres) that have a smaller footprint may achieve a greater height.</p> <p>A maximum height of 24 metres (30 metres for Precinct A) is proposed for all sites.</p> <p>If a proposal were to exceed this height limit the process would need to be through an amendment to the Planning Scheme on a site-specific basis. Through this process the matter of height can be fully explored and if it is supported, as it is site specific, there is no erosion of the height controls within the Scheme.</p> <p>Any proposal in excess of 12 metres must demonstrate design excellence in the response of the design to the city and immediate setting and context.</p> <p>Sites that do not have a street frontage (that is capable of being built to) must adopt the height controls that have been applied.</p>
5	Variation to Street Front Heights	<p>Where existing significant street front heights in a street are either less or greater than the recommended controls, Council may vary the control to achieve compatibility with the existing built form.</p> <p>The street front height of buildings may be required to be less than 12 metres where the context of surrounding buildings within the streetscape is less than 12 metres and a lower height is required to fit within the streetscape context.</p> <p>Where adjoining buildings have a street front height of greater than 12 metres, Council may consider varying the height control where it can be demonstrated that the proposal is consistent with the scale of the built form in the street setting of adjoining buildings.</p> <p>An infill building should adopt either the predominant height or where there is some variation in height should fit within that range of height but no greater than the control height.</p>
6	Heights at Street front adjacent to heritage buildings of lower height	<p>Where a new street front building is proposed adjacent to a heritage site that is of less scale, a transition element is to be used to change between the scale of the existing and proposed built forms.</p>
7	Building to Street Alignments	<p>New infill buildings, where they have a street frontage, should be built to the alignment of the street frontage. The exceptions are:</p> <p>The infill building is located in a streetscape where the adjoining buildings are set back and are significant buildings where matching the existing setback is consistent with the form of the street.</p> <p>Large lot developments, without an immediate context of street frontage buildings may develop built forms with setbacks.</p>

	Control Type	Indicative Controls
		Where a proposal adjoins a heritage building that is setback, a transition element is to be used if the proposed built form is to be built to the street frontage.
8	Setbacks - Front	Where a proposal adjoins a heritage building that is setback from the street frontage, a transition element that is set back from the street frontage is to be used if the proposed built form is to be built to the street frontage.
9	Setbacks - Side	For infill sites, new buildings are to be built to the side boundaries at the street frontage. Where an adjoining heritage site is setback from the side boundary it may be necessary to provide a transitional setback, however this will be assessed on a site-specific basis.
10	Development of Heritage Sites	Where a heritage site is proposed for redevelopment that requires removal of part of the heritage item or its significant setting, a detailed heritage assessment in accordance with Heritage Tasmania guidelines is to be prepared providing an assessment of the heritage value of the place and the impact of any proposals on those values.
9	Development of corner Sites	New development on corner sites must: - be designed to address both street frontages - have a scale and form that responds to any adjoining heritage sites on the three other corner sites around the subject site - relate in scale to the immediately adjoining sites in each street - be built to street alignments Corner sites may be capable of greater height than adjoining sites where the context and design of the proposal provide a built element that enhances the location (subject to council assessment).
10	Matters to be considered where a development exceeds the absolute height limit for a precinct.	Where development of larger sites proposes heights that are in excess of the general precinct height control, supporting site and precinct analysis must be provided demonstrating how the form, height, scale, setting, materials and amenity of the proposal supports additional height.
11	Design Guidelines	Where hotel and apartment buildings are proposed, the NSW State Government Apartment Guidelines are to be used as reference for: i apartment design ii amenity iii solar access iv privacy v environmental performance. Proposals that do not meet the design guidelines are unlikely to achieve approval.

	Control Type	Indicative Controls															
12	Development in excess of height limits	If a development is proposed in excess of the maximum height limit at any point on a site it must be supported by a Planning Scheme Amendment. The requirements to be addressed to support such an amendment are separately set out.															
13	Sub-division and lot amalgamation	<p>General sub-division or amalgamation controls</p> <p>If sub-division of a heritage item or amalgamation of a heritage with non-heritage listed lots is proposed it must demonstrate that sub-division or amalgamation has no impact on the setting or spatial qualities of the heritage item and its site</p> <p>Sub-division or amalgamation must demonstrate that it has no adverse heritage impact on adjacent or nearby heritage items</p> <p>Where new development is proposed on the rear of heritage item sites, the lot/s should remain as part of the heritage item site so that heritage items are not marginalised in new development.</p> <p>Sub-division to create internal lots within city blocks is not to take place. Where development is proposed on existing internal lots there must be adequate pedestrian and vehicle access without impacting on street front values.</p> <p>Consideration of the potential built form on a proposed sub-divided lot is to be set out as part of any sub-division proposal to demonstrate that development can take place within the context of the Planning Scheme controls that 'fits' within the desired orientation, massing and scale established in the Scheme.</p> <p>Refer to the following summary table for the preferred approach to sub-division or amalgamation of lots in each precinct.</p> <table border="1"> <thead> <tr> <th>Precinct</th> <th>Sub-division Controls</th> <th>Amalgamation Controls</th> </tr> </thead> <tbody> <tr> <td>A West</td> <td>There are no specific sub-division controls required.</td> <td>Amalgamation of lots is possible.</td> </tr> <tr> <td>B North</td> <td>Sub-division of large sites is possible provided that the general sub-division controls are applied.</td> <td>Amalgamation of lots is possible.</td> </tr> <tr> <td>C Centre</td> <td>Sub-division may take place but lots should not be less in area or overall dimensions than the prevailing historic lot pattern of the area.</td> <td>Generally, amalgamation of lots should not take place.</td> </tr> <tr> <td>D South</td> <td>Sub-division may take place but lots should not be less in area or overall dimensions than the prevailing historic lot pattern of the area.</td> <td>Generally, amalgamation of lots should not take place.</td> </tr> </tbody> </table>	Precinct	Sub-division Controls	Amalgamation Controls	A West	There are no specific sub-division controls required.	Amalgamation of lots is possible.	B North	Sub-division of large sites is possible provided that the general sub-division controls are applied.	Amalgamation of lots is possible.	C Centre	Sub-division may take place but lots should not be less in area or overall dimensions than the prevailing historic lot pattern of the area.	Generally, amalgamation of lots should not take place.	D South	Sub-division may take place but lots should not be less in area or overall dimensions than the prevailing historic lot pattern of the area.	Generally, amalgamation of lots should not take place.
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4.0 PRECINCT EXAMPLES OF APPLICATION OF CONTROLS

The study analysis tested a number of city blocks, one in each precinct, by looking at potential ‘maximum’ development forms that could respond to the various overlays and likely site uses. This is a theoretical exercise as it is not possible to predict what development may be proposed on any lot in the future or whether development is confined to an individual lot or an aggregation of lots. It is however useful in understanding how the city may develop in the future.

The blocks and sites used are random, in that they represent typical sites and there is not known development proposed on these sites at the time of preparation of this study. Sites that have current developments proposed that are either with Council or have been discussed with Council are not considered as part of this study.

The four examples are shown as located on the map below:

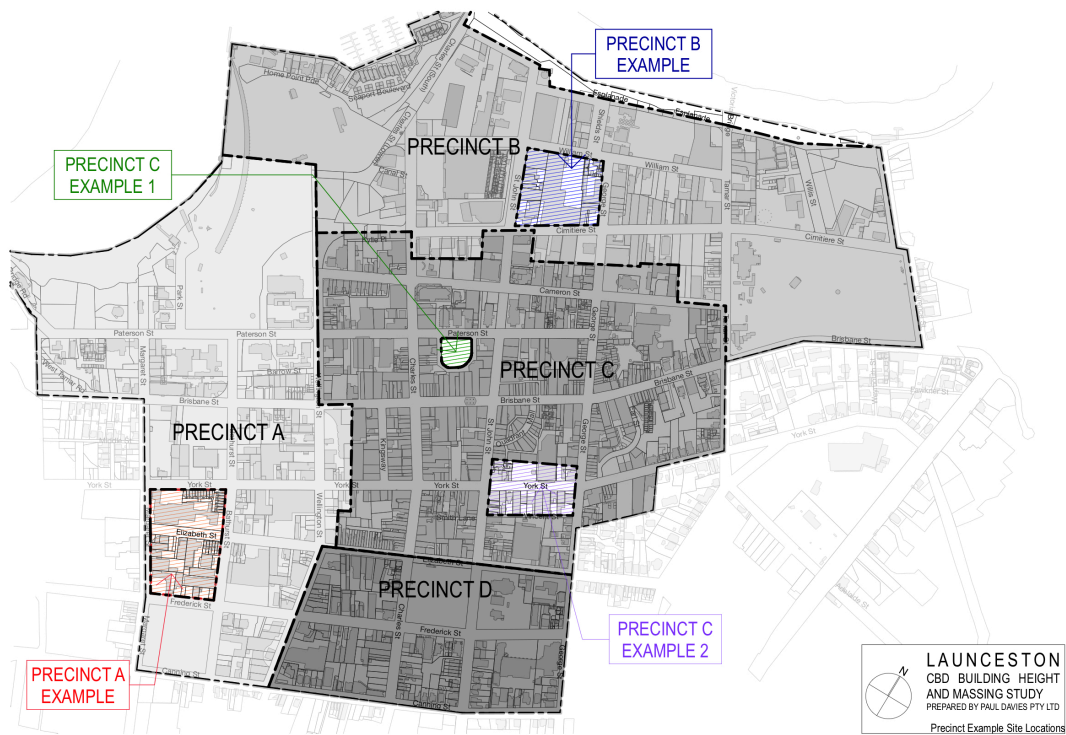


Figure 32: Locations of the four example sites analysed as part of this study. The sites are located in Precincts A, B and C.

PRECINCT A - MARGARET, YORK, BATHURST, ELIZABETH AND FREDERICK STREET



Figure 33: SITE A1 - Margaret, York, Bathurst, Elizabeth and Frederick Street Blocks.

These two differently scaled and shaped blocks have been selected as they contain three groups of heritage listed terrace housing of two storey scale and largely low-scaled commercial development and vacant land (used for car parking). There is potential to undertake either whole block development or large lot developments on both blocks.

The blocks adjoin the main road network and a large park is located on the southern side of Frederick Street that provides a high level of amenity to properties fronting Frederick Street.

The blocks are located at the lowest elevation in relation to a cross section running east west through the city.

The issues on these lots that development will need to address are:

- i adjacency to heritage items

- ii setbacks, heights and transition zones around heritage items
- iii response to block size
- iv relationship to main roads
- v relationship to development on opposite sides of streets
- vi building to street edges

The options set out create setbacks around the heritage sites with transition heights, build to the street frontages and, on the basis that development may be residential, the amenity requirements for apartment or hotel buildings.

Two options are described to consider the range of heights that may be achieved, these range from 9 metres adjacent to the heritage sites to the maximum height of 30 metres in the precinct. The 3D modelling demonstrates the various visual impacts of different height developments.



Figure 34: SITE A1 - Option 1 - Site Plan Margaret, York, Bathurst, Elizabeth and Frederick Street Blocks.

Green - Height less than 12 metres

Blue - 12 metres

Yellow - Height greater than 12 metres



Figure 35: SITE A1 - Option 1 - Overview looking south-west along York Street.



Figure 36: SITE A1 - Option 1 - Overview looking south along Margaret Street.



Figure 37: SITE A1 - Option 1 - View looking west along Elizabeth Street (near the intersection with Bathurst Street).



Figure 38: SITE A1 - Option 1 - View looking east along York Street (near intersection with Margaret Street).



Figure 39: SITE A1 - Option 1 - View looking north along Margaret Street (near intersection with Frederick Street).



Figure 40: SITE A1 - Option 1 - View looking west along Frederick Street (near intersection with Bathurst Street).

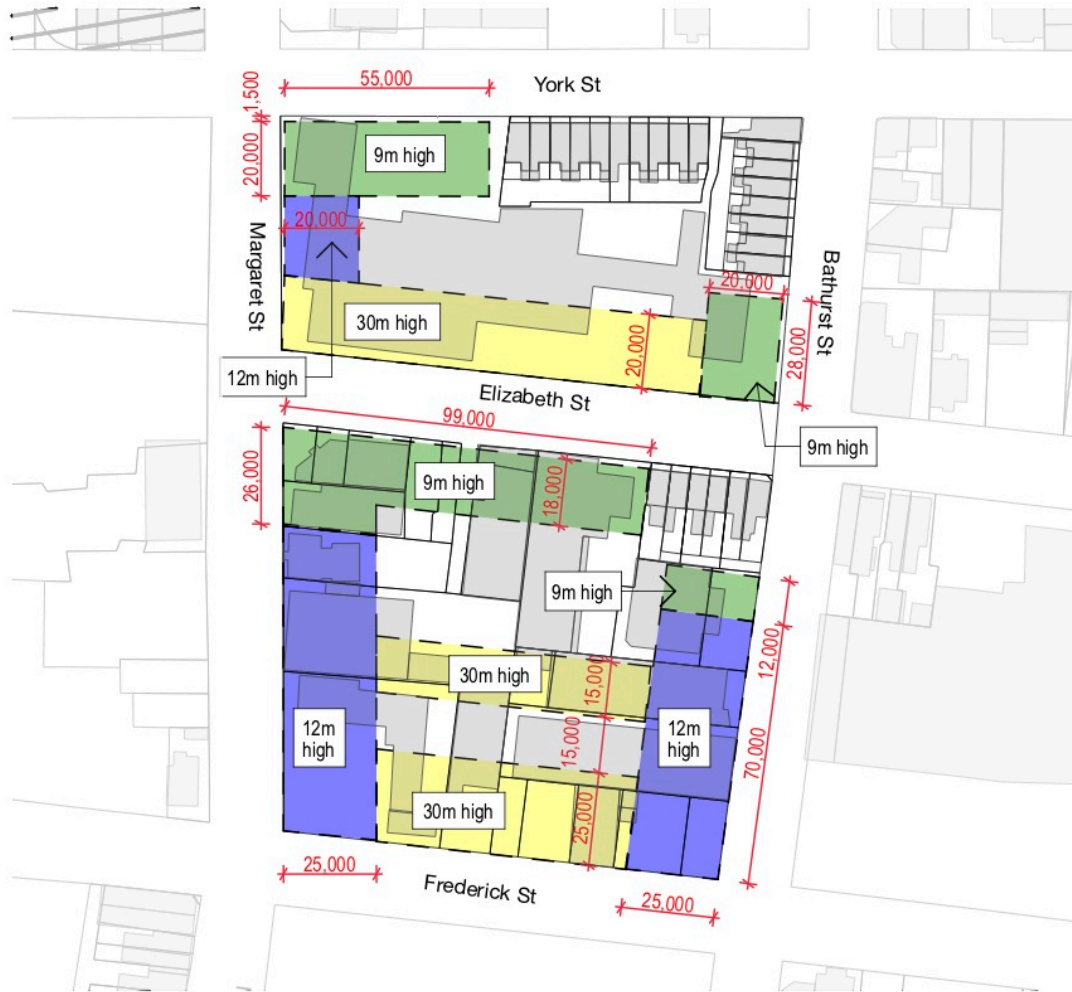


Figure 41: SITE A1 - Option 2 - Site Plan Margaret, York, Bathurst, Elizabeth and Frederick Street Blocks.

Green - Height less than 12 metres

Blue - 12 metres

Yellow - Height greater than 12 metres



Figure 42: SITE A1 - Option 2 - Overview looking south-west along York street.



Figure 43: SITE A1 - Option 2 - Overview looking south-east along Margaret Street.



Figure 44: SITE A1 - Option 2 - View looking west along Elizabeth Street (near intersection with Bathurst Street).

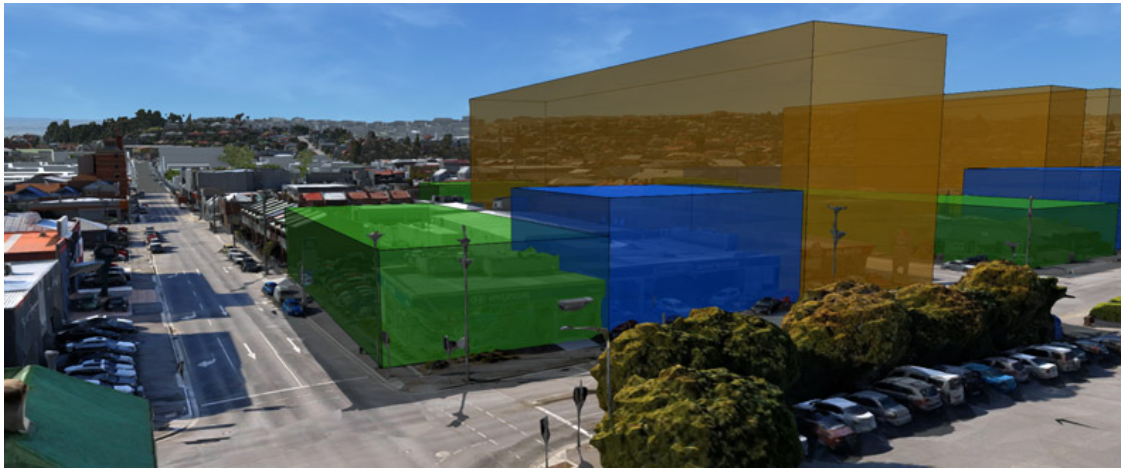


Figure 45: SITE A1 - Option 2 - View looking east along York Street (near intersection with Margaret Street).

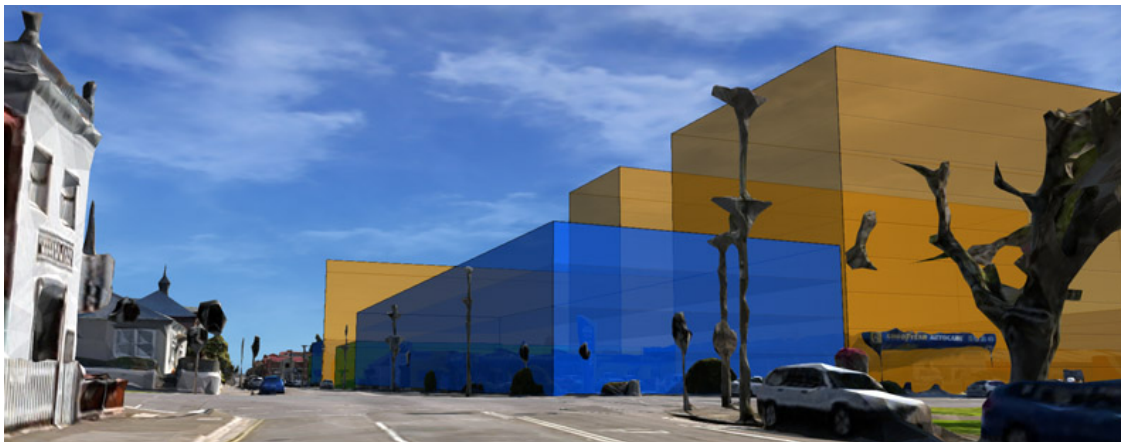


Figure 46: SITE A1 - Option 2 - View looking north along Margaret Street (near intersection with Frederick Street).



Figure 47: SITE A1 - Option 2 - View looking west along Frederick Street (near intersection with Bathurst Street).

The diagrams are building envelope forms only and do not attempt to suggest actual building designs. The extent of development at 30 metres height is considerable and only set out to illustrate the impact of larger built forms in the area. While the 30 metre height can be achieved, the illustrations demonstrate that the excessive scale of buildings of that height would be detrimental to the character of the city. Consequently, the determination of height must be an assessment of building footprint, height, siting and relationship to the buildings both new and extant around it.

Option 1 which has heights of 9, 12 and 15 metres, illustrating a much lower approach to height but with considerable site density, creates consistent and comfortable built forms within the area.

This analysis supports the use of a 15 metre general height control with the ability to provide greater height in discrete areas.

PRECINCT B - ST JOHN, WILLIAM, GEORGE AND CIMITIERE STREETS

This is one of the larger blocks in the city in that it is approximately 130 x 145 metres at its mid points. The block contains a large percentage of heritage buildings and sites, one very large potential development site that is also a heritage item and two potential corner development sites. It has scale variations around its perimeter and a range of different significant buildings forms from modest two storey heritage buildings to the dominant façade of the warehouse building in Cimitiere Street with its prominent facade. The analysis is not intended to determine a design for future development of this block. The block was selected as it allows a consideration of a large potential development site within a block.



Figure 48: SITE B1 - Site Plan St. John, William, George and Cimitiere Street Block. This block contains two potential corner development sites and a large developable site at the centre of the block containing a heritage listed building.

The context for the block is that William, George and Cimitiere Streets contain a number of heritage sites (within and opposite the block being considered) and the two developable corners on the Cimitiere frontage are surrounded by heritage buildings that establish a scale for infill development. Nominally the block has a 12 metre scale with variations above and below that

height. It would be desirable to infill the corners with built form aligned with the street edge to complete the streetscape form to align with the corners of the intersecting streets.

The central site also provides consideration of a large heritage site and how the heritage features may be managed where development is proposed.



Figure 49: The corner of Cimitiere and St John Streets where the corner has a building form and scale that may be redeveloped in the future. It is adjacent to early warehouse buildings that define the heritage character of the location.

The areas of potential future development in this block are:

- i the northern part of the central block fronting William Street with the heritage listed warehouse on the Cimitiere Street frontage.
- ii the two corner lots on Cimitiere Street

The central site on the block is one of the larger lots in the city of around 9,600 square metres. The lots fronting George and St John Streets have depths of 30-40 metres with a high percentage of heritage items, that effectively limits development potential on those lots to proposals that are consistent with the scale of the existing built form.

If, in this instance, a setback of around 25 metres is applied to the four street frontages, with minor adjustment to incorporate the most significant parts of the heritage sites and the height control is 12 metres within that setback, a higher development zone in the centre of the block could be achieved with an area of approximately 6,000 square metres. This involves redeveloping parts of the heritage listed warehouse building however for the purpose of this analysis it is assumed that this could be possible.

This approach provides for a range of building forms to be developed for different uses.

This is a location that has limited overlooking within the city as it is set behind a number of existing larger buildings including the Telstra Building and the Town Hall complex and is also set just below the plateau of the city core.

It would be possible under the potential controls to build:

- i over the whole site to a height of 12 metres,
- ii within the setbacks areas to 12 metres and then step up to 15, 18 or potentially 24 metres, but not across the whole site.

The achievable height above 12 metres will also be determined by amenity and BCA requirements for light, ventilation etc. and the general inability to infill a non-street frontage form to all of its site boundaries.



Figure 50: SITE B1 - Option 1 - Site Plan St John, William, George and Cimitiere Street Block.

Green - Height less than 12 metres

Blue - 12 metres

Yellow - Height greater than 12 metres



Figure 51: SITE B1 - Option 1 - Overview looking south-west. The analysis demonstrates the potential for greater heights at the centre of the block set back from the street frontages. Building envelopes shown in green indicate a lower transition height is required adjacent to heritage items, blue indicates a 12 metre height envelope, while yellow indicates potential for heights greater than 12 metres.



Figure 52: SITE B1 - Option 1 - View looking north-east along Cimitiere Street.



Figure 53: SITE B1 - Option 1 - View looking north-east along Cimitiere Street.



Figure 54: SITE B1 - Option 1 - View looking south-west along Cimitiere Street.



Figure 55: SITE B1 - Option 1 - View looking north-east along William Street.



Figure 56: SITE B1 - Option 1 - View looking south along Shields Street.



Figure 57: SITE B1 - Option 1 - View looking south-west along William Street.

If residential/hotel development were to be proposed there is also a maximum building depth that is functional and minimum separation between built forms is required for amenity and privacy. Design guidelines for apartments and denser residential development are not in place in Tasmania. The controls that now exist in New South Wales and Victoria to guide new apartment and residential development provide a sound and excellent basis on how to approach new forms of residential development in cities. It is recommended that these documents be referenced in the Planning Scheme in the future to establish minimum requirements until specific controls are introduced into Tasmania.

What arises from this analysis is that it is possible to locate discrete built forms of greater height than 12 metres where the proportion and massing of the new forms is broken down to respond to the existing scale of elements in the area. Built forms with a maximum width of say 15-20 metres (maximum viable for residential development), in this case set east-west to maximise northern light etc. and set say a minimum of 12 metres (preferred 15-20 metres) apart for amenity, would achieve a high yield and would have very little visual impact on the form of the city. Consequently, height controls beyond the setback limits could relate to both the height and form of a new building as the smaller the built form in plan, the greater flexibility there is in adding some height.

This analysis however, does not necessarily apply to sites further east in Cimitiere and William Streets where the setting varies and the area is subject to more important overviews.

As part of a recently approved hotel project at Cimitiere and Tamar Streets, the applicant redesigned in response to site analysis by Council to re-orient their building north-south, address the northern street frontage and create a built form that was more consistent with the overall pattern of buildings in the precinct. The change of orientation of the building in this location and the response to the setting achieved the yield that was required with a good urban and city outcome. The building exceeds 12 metres at the street frontage which was supported by good context analysis.

Option 2 adopts the same building footprints but illustrates each new built form at the maximum precinct height of 24 metres (in contrast to the stepped forms up to 21 metres). The resulting mass and scale is very significant and overbearing and dwarfs the heritage sites and streetscapes.

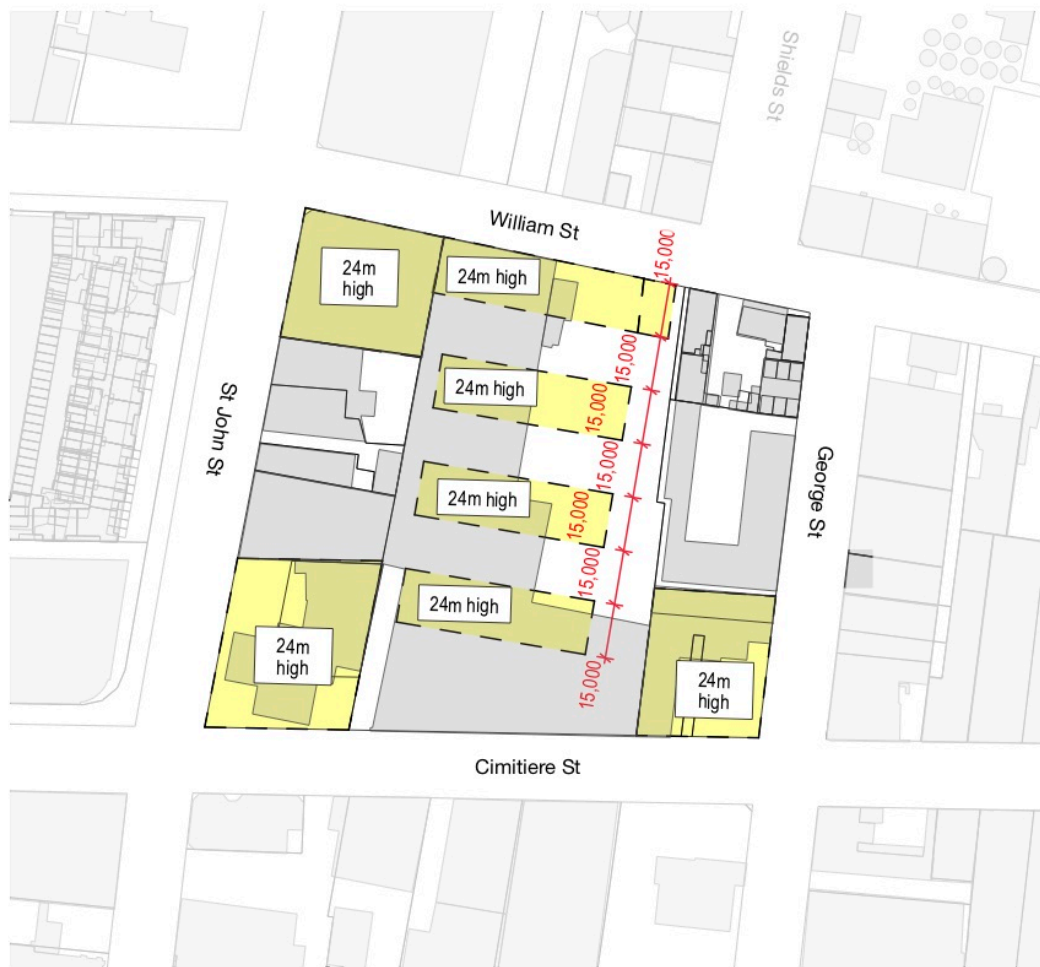


Figure 58: SITE B1 - Option 2 - Site Plan, St John, William, George and Cimitiere Street Block.

Yellow - Heights above 12 metres.



Figure 59: SITE B1 - Option 2 - Overview looking south-west.



Figure 60: SITE B1 - Option 2 - Overview looking north-east along Cimitiere Street.



Figure 61: SITE B1 - Option 2 - View looking north-east along Cimitiere Street.



Figure 62: SITE B1 - Option 2 - View looking south-west along Cimitiere Street.



Figure 63: SITE B1 - Option 2 - View looking north-east along William Street.



Figure 64: SITE B1 - Option 2 - View looking south along Shields Street.



Figure 65: SITE B1 - Option 2 - View looking south-west along William Street.

In developing a preferred model for each of the sites being considered 3D modelling has been undertaken of each location in storey height increments to assess the visual impact of each scenario. The resultant recommended heights reflect the maximum development potential that this study considers can be achieved without having a severe and adverse impact on the character and quality of Launceston city.

These examples demonstrate the difficulty of a simple height control and the approach taken that looks in some detail at each location within the city.

PRECINCT C - 41-43 PATTERSON STREET

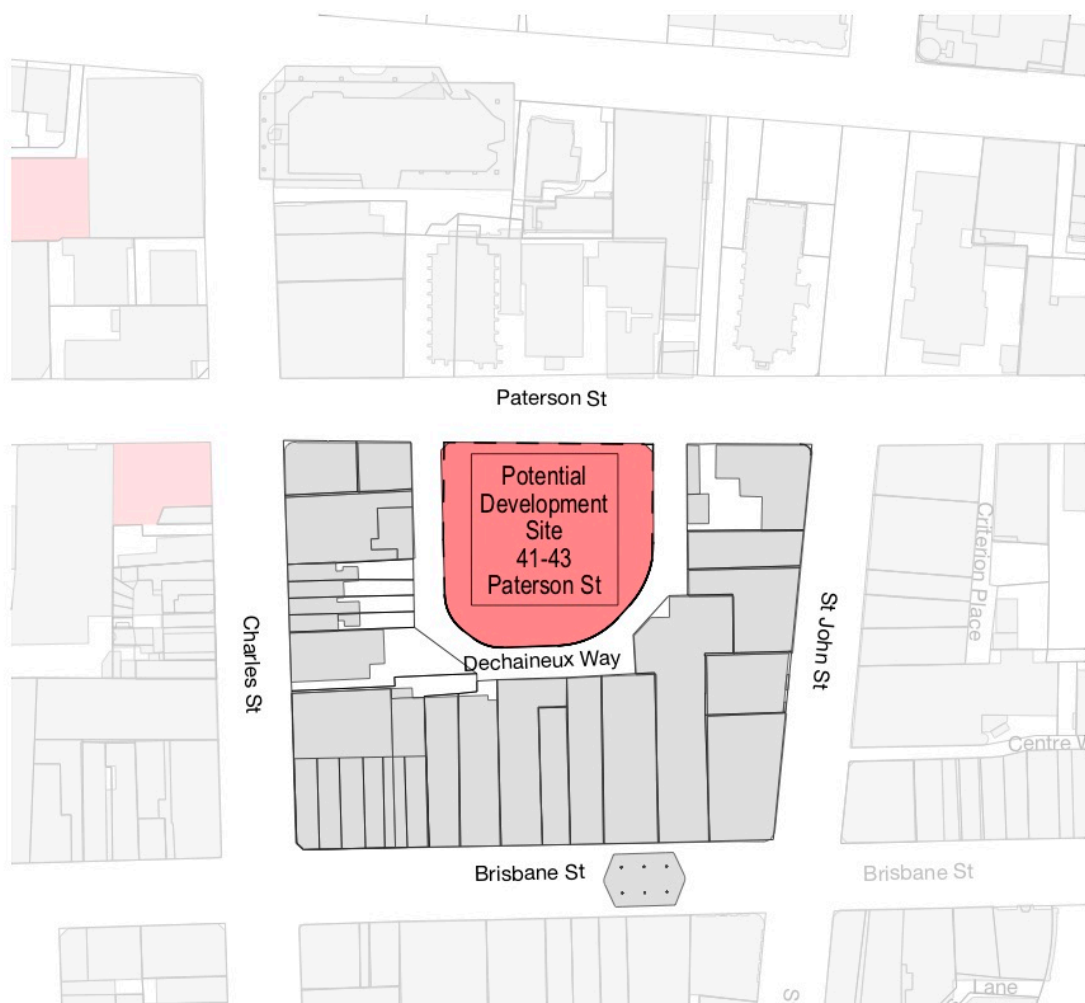


Figure 66: SITE C1 - 41-43 Paterson Street

This site is a freestanding site, fronting a major road and bounded on three sides by a minor road or lane. The site is directly opposite a fine group of church and civic buildings and any future development of this site must address the significance of their setting.

The site is also surrounded by the rear areas of commercial buildings fronting Charles, St John and Brisbane Streets. Technically the site has a major frontage and three minor frontages,

however the site is highly visible and any built form will be viewed in the round as a freestanding development.

The precinct height control and the building height frontage control are both 12 metres. A number of the built forms adjoining the site, particularly those in St John Street are in excess of 12 metres and range from 15 to 30 metres. It is noted that the department store height is not considered a suitable reference point from which to establish new height controls.

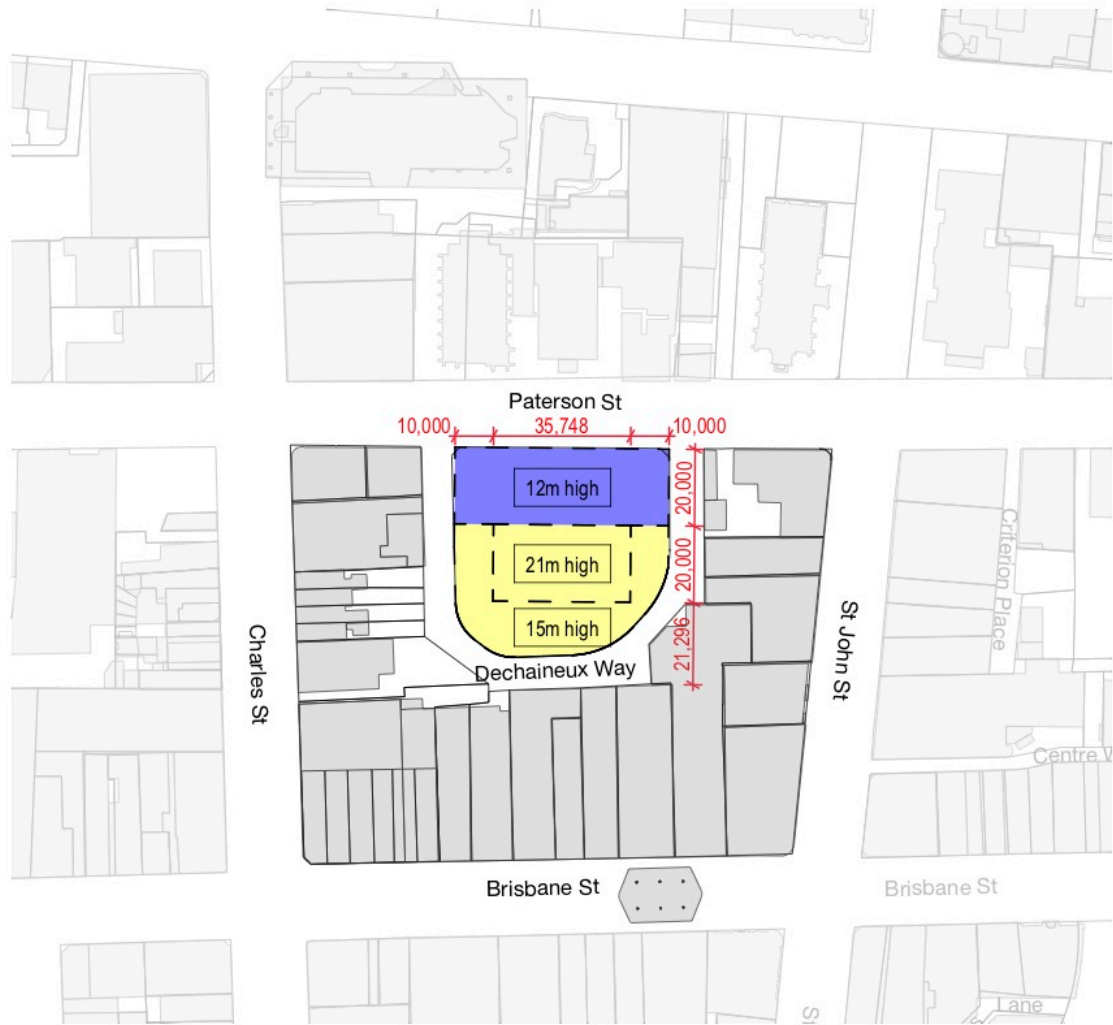


Figure 67: SITE C1 - OPTION 1 - Site Plan. 12m building height to street frontage, with 15m height setback 20m from Paterson Street and a 21m high building height at the centre of the site.



Figure 68: SITE C1 - OPTION 1 - Overview looking south-west.



Figure 69: SITE C1 - OPTION 1 - View from the intersection of St John Street and Paterson Street looking south-west along Paterson Street.



Figure 70: SITE C1 - OPTION 1 - View from the intersection of Charles Street and Paterson Street looking north-east along Paterson Street.

The analysis suggests that the street front height of 12 metres is appropriate, particularly given the context of the buildings opposite and that greater height can be achieved with a suitable setback. The modelling suggests a rear general height of 15 metres, that is similar to other rear forms with the ability to step up in the centre of the site to 21 metres.

PRECINCT C - 53-57 AND 106 YORK STREET



Figure 71: SITE C2 - 106 York Street and 53-57 York Street

These sites are examples of a different form of development where infill sites that are presently under-developed within the city area may be available for development set within a central streetscape.

The study proposes a 12 metre general height control and a 12 metre street frontage control. There is a maximum height control of 24 metres proposed.

106 York Street is adjacent to a modern carpark and close to Quadrant Mall to the rear. 53-57 York Street adjoins a narrow rear street and forms part of a mixed streetscape in York Street.

Option 1 infills the sites with a maximum height of 12 metres as recommended in the study. Even though the buildings have a long street frontage the scale is generally consistent with the character of the area.



Figure 72: SITE C2 - OPTION 1 - Site Plan. Based on 12m building heights.



Figure 73: SITE C2 - OPTION 1 - Overview looking north-west.



Figure 74: SITE C2 - OPTION 1 - View from the intersection of York and George Street looking south-west along York Street.



Figure 75: SITE C2 - OPTION 1 - View from the intersection of York and St. John Street looking north-east along York Street.

Option 2 provides a 12 metre street frontage height and considers a 15 metre height to the rear of no 106. This may be manageable visually within the area when viewed from Quadrant Mall provided the massing is restrained.



Figure 76: SITE C2 - OPTION 2 - Site Plan. 12m building height to street frontage, with 15m high building height behind.

Blue - 12 metres height

Yellow - Height greater than 12 metres.



Figure 77: SITE C2 - OPTION 2 - Overview looking north-west.



Figure 78: SITE C2 - OPTION 2 - View from the intersection of York and George Street looking south-west along York Street.



Figure 79: SITE C2 - OPTION 2 - View from the intersection of York and St. John Street looking north-east along York Street.

Option 3 is included to illustrate the visual and amenity impact of a 24 metre height envelope using the same footprints as options 1 and 2. The massing model demonstrates the inappropriateness of that height in that area if a general height is adopted rather than area specific heights.



Figure 80: SITE C2 - OPTION 3 - Site Plan. 24m building height

Yellow - Heights greater than 12 metres.



Figure 81: SITE C2 - OPTION 3 - Overview looking north-west.



Figure 82: SITE C2 - OPTION 3 - View from the intersection of York and George Street looking south-west along York Street.



Figure 83: SITE C2 - OPTION 3 - View from the intersection of York and St. John Street looking north-east along York Street.

The study analysis concludes that the 12 metre height control with some ability to extend to 15 metres with suitable setbacks from the street and spaces such as Quadrant Mall is the maximum height in this setting without creating unacceptable impacts on the city.

5.0 STUDY RECOMMENDATIONS

5.1. BOUNDARY ADJUSTMENT

The study area includes small areas of residential development that do not fit comfortably within the height controls recommended. There are also several small areas of commercial zoning that fall just outside the study area boundary and a small area of commercial zoning that is recommended to be rezoned to urban mixed use.

For the purposes of the outlined controls, it is recommended that the area to be affected by these controls be adjusted and minor zoning be made as set out on the following area map.

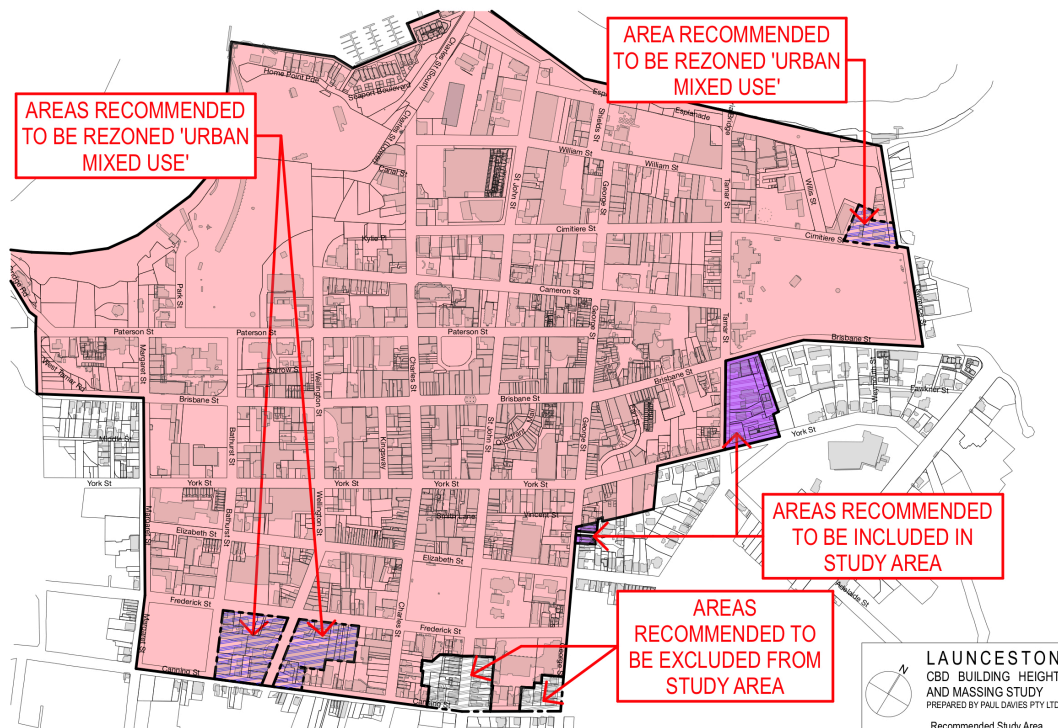


Figure 84: This study recommends amending the boundaries of the study area to better align with existing planning zones under the Tasmanian Interim Planning Scheme Zoning Maps. The areas recommended to be excluded are zoned 'Inner Residential' and the areas recommended to be included are zoned 'Urban Mixed Use'. It is recommended that the areas indicated on the map that are currently zoned as 'Commercial' be re-zoned to 'Urban Mixed Use'.

5.2. FURTHER WORK

Establishing height and setback controls is a key element in managing the future development of the city however, further work is desirable to inform and guide how new developments can be designed to achieve integration into the significant character of the city. This could take the form of what is often termed a 'Development Control Plan' (DCP).

In other states of Australia DCPs are used to set out detailed elements that do not need to form part of the Planning Scheme controls. They may be applied across the whole of the area but can also be locally contextually based.

An objective of guidelines rather than fixed numeric controls is to allow for design excellence and for design responses to be site and area specific. The guidelines then address how to infill next to heritage items, within significant streetscapes, on corners and where there are height or setback variations.

It is also not known what form of development may be proposed on any particular site and the use and type of development has a large impact on how built forms are designed

The areas that should be developed as part of the next stage of work include guidelines on:

- i Creating transition between new forms and existing street facades of varying scales and styles.
- ii Working within setbacks.
- iii Designing where adjacent heritage buildings are setback from the street frontage or where there are uncharacteristic setbacks
- iv Designing buildings that relate to the existing character of the city without designing faux heritage forms.
- v Maintaining and achieving amenity to adjoining sites and within new developments.
- vi Working on and with existing heritage sites.
- vii Use of proportion, scale and materials on new buildings
- viii Siting new built forms to minimise impact on views and streetscapes

5.3. SUMMARY OF RECOMMENDATIONS

The study recommendations are:

- 1 The height and setback controls set out in the study become the Planning Scheme controls over the study area and the Scheme is amended to reflect these controls.
- 2 The study area be amended as recommended to remove small areas of inner residential zoning and add small areas of urban mixed use zoning.
- 3 That height controls be removed from the current zoning controls and be related to the precincts set out in the study.
- 4 That the area of commercial zoning on the southern edge of the study area be changed to urban mixed use zoning to be consistent with the study recommendations.
- 5 That the Planning Scheme references a set of development control guidelines to assist in applying the heights within the context of the various areas of the city.
- 6 If a development proposal is for greater height than these provisions, a Planning Scheme amendment must be undertaken.
- 7 Areas designated open space and recreation retain their current height controls

6.0 ATTACHMENTS