



# Launceston Heritage Study

Summary report and recommendations

November 2007



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# Introduction

The Launceston Heritage Study comprised three principal elements:

- The preparation of a thematic history of the Launceston area
- Field survey work to identify potential heritage items and conservation areas that had not been already identified in work undertaken previously
- The preparation of a final report with an inventory of the properties and conservation areas being recommended as items of heritage significance to Launceston.

Extensive background research had already been undertaken, in particular by the Queen Victoria Museum and Art Gallery and the National Trust in Launceston, this is found in published and unpublished books and reports. This material along with the available historic resources provided much of the background material for the thematic study and also provided extensive sources on industrial heritage, housing and twentieth century heritage in the Council area. Interestingly much of this excellent research has not been previously reflected in heritage listings for the Launceston area. This study has incorporated much of that research in the recommendations for listing although it is noted that the depth of research undertaken in some areas was so great that accessing it was beyond the scope of the current work.

Launceston City Council had also undertaken work in determining conservation areas in the past (through a National Estate program) with a number of areas identified and mapped. This material formed the basis of the current proposals for conservation or heritage areas. Work on this project has covered a considerable period of time. Initially the thematic history was prepared and submitted to Council. While this was taking place, a review of existing schedules, preliminary mapping and overview fieldwork was undertaken.

It is particularly noted that the study brief excluded reviewing places currently on the state or local Launceston City Council heritage schedules and places identified by the National Trust in a list of addresses provided by the Tasmanian Heritage Council. All of the known heritage items from those sources were mapped on base maps so that fieldwork could be undertaken with knowledge of what had already been identified. This was to avoid re-listing places by accident or having to deal with a range of heritage lists in the field.

The mapping identified that there were gaps across the Council area in terms of consistency of listings often with properties located adjacent to a heritage item and of the same character style or appearance not being listed.

The mapping also provided an excellent indicator of what types of places had previously been listed to gain an insight into the thresholds that had been adopted for inclusion of a place on various heritage registers. It was clear from this process that Launceston contains a very large number of places of heritage value and that some discernment would be required to determine relative values. This assessment however did not form part of the study brief.

The approach taken in the fieldwork and preparation of the inventory was to adopt the existing thresholds for inclusion of places using a simple comparative basis. In other words if similar places were already included on the Launceston City Council or Tasmanian Heritage Council heritage schedules, then the place being considered would also be recommended for inclusion. At that point no further comparative assessment of heritage values was made.

The study also divided the places recommended for inclusion on the Launceston City heritage schedule into places of potential state or local heritage value. It is recognised that currently there is little discernment between places of state and local value and the *Tasmanian Cultural Heritage Act* simply requires one criterion to be satisfied for a place to be registered. However, it was determined that advice on which places should ideally be recognised at state level and those that would be more appropriately included on the Council heritage schedule would assist in further reviews of the current listings. These recommendations are made for the benefit of Council and as an initial guide to the relative values of places found in the study.

The main reasons for the overall approach to the study were that review of existing items was not part of the brief and the simple question of equality or fairness in listing required places of similar values to be identified. It seemed that once a threshold was adopted (however it had been determined) it should continue to be applied to achieve a consistent approach across the whole Council area. Questions of review of the total list could then take place at a later stage with a consistent base.

It is also noted that heritage listing is a difficult task in terms of understanding each place to a level that provides certainty in making recommendations. It is acknowledged that the basis of recommendations is largely visual inspection from the street with some research where readily available to ascertain dates of construction, architects, builders or other salient information. Due to the large number of places considered it was not possible to undertake any detailed research on specific places. For places that are near thresholds for inclusion further work may be required as part of proceeding with listing.

## **Previous heritage listings and schedules**

At the time of commencing the study there were three principal lists setting out places of potential heritage value in Launceston. They were:

### **The Tasmanian Heritage Council Register**

This register contained a broad range of places and largely contained places already listed in the Launceston City Council heritage register. The schedules were not however identical. The material in the THC listings is generally generic without much detail about each place. Consistent with other listings, often only one criterion from the *Heritage Act* is addressed, even though other criteria may be applicable. The Tasmanian heritage Council has been adding properties to its register during the course of the study from the schedules compiled by the National Trust and has more recently added properties identified in this study.

### **The Launceston City Council Heritage Register**

This comprises a large list of places that are mapped and contained in a heritage schedule. The places mapped are heavily concentrated in the city area and some of the inner suburbs. Little information is provided about individual places. The schedule appears to derive from National Trust lists plus additional listings prepared by Council.

### **The National Trust**

Schedules of places either included in the Trust's register (also overlapping with the THC listings) or supplementary schedules of places identified by the Trust provided to us by Council as schedules of addresses. Advice from the Trust after the completion of fieldwork suggested that the schedule provided by Council only reflected part of the survey work carried out by the Trust. This would explain some of the apparent anomalies in places omitted from the existing lists and schedules. The work undertaken was based on the lists as supplied by Council. Consultation with bodies such as the Trust was excluded from the project brief.

In addition the current National Estate listings were reviewed and included in the schedules as appropriate where these were not on the Council or Heritage Council registers.

It should be noted that these lists have been prepared over time without a high level of consistency and while most of the items nominated are of value they have not been a representative selection or sample of the heritage sites within Launceston. Particular areas that have not been well represented on the heritage schedule include: industrial sites, later twentieth century buildings and later suburban development.

## City centre

Launceston is one of the most intact and interesting early cityscapes in Australia. It contains an exceptionally fine collection of buildings and elements that give the city a strong historic character but also a very fine civic character. Known as a city of churches and containing many excellent examples of ecclesiastical architecture it is also a city of warehouses and late Victorian commercial buildings interspersed with Georgian, Federation and postwar buildings.

The city falls into several areas:

### The core city area

This is the relatively flat area with a tight grid pattern of predominantly two-storey Victorian buildings with larger buildings interspersed. Many of the buildings are already heritage items, however a number of important streetscapes and buildings have not previously been listed. A number of early shopfronts survive and there are many fine and consistent streetscapes in both east–west and north–south directions. There are fine views to the west along most streets to the hills beyond. Many of the corner buildings are of particular value.

### The river frontage

Set below the plateau the river frontage wraps around the edge of the city with a greater number of warehouses and industrial sites. This area includes some of the earliest development remaining in the city, the reclaimed lands around the edge of the river, a number of vacant sites awaiting redevelopment and an increasing amount of poor quality new development that does not relate to the character or form of the city.

### The slopes to the south

In this area, the commercial buildings blend into the residential precincts.

The streets have varying characters depending on their location in relation to the port and the early city centre and their periods of development. There are a number of almost intact Victorian and Federation streetscapes that are very rare within a city context. However the most significant attribute of the city centre is the large number of significant buildings that provide the core character for the place.

The city presents opportunities for future development while retaining the significant elements of the city character. Some recent developments have not however taken advantage of the high quality of the existing buildings and there have been significant losses of character and historic fabric from low-grade developments.

## Residential development

Launceston has extensive areas of very fine residential precincts as well as many significant individual houses. The housing stock and its overall exceptional quality is perhaps the most distinctive feature of the city. It is also of interest that substantial and cohesive precincts of housing survive from similar periods extending from early development periods to the later part of the twentieth century. The gradual take-up of rural areas for housing can be clearly seen in both subdivision patterns and in the housing stock that is found in most of the outer suburbs.

The extensive use of timber in residential development is a key theme that provides part of Launceston's character and reflects the importance of timber in the early development of the area. Timber can be seen in modest cottages through to major residences.

Launceston has also developed by the incorporation of small villages into the spreading residential development, particularly along Hobart Road. Here only a small number of the former village buildings remain; however other villages survive, the most intact being St Leonards which retains a good collection of buildings from all periods of its development.

Another observable feature of the residential development of the city is the clear distinction between worker housing, located in the valleys and flood-prone areas, and the more 'established' housing precincts on the steep slopes of the western shore of the river, the more gentle rise above Invermay overlooking the flood plain, the ridge and slopes to the east and west around High Street, and other smaller knolls and rises throughout the area. While this distinction exists in other cities it is remarkably intact and clear in Launceston.

## **Industrial development**

The industrial heritage of Launceston survives in a number of locations. Many early industrial/commercial sites have been redeveloped, however a number of sites of high historic and aesthetic value survive. Adaptive reuse options for these sites, as they become disused, should be pursued to allow these very fine and historically interesting structures to survive. Perhaps the most significant and obvious industrial elements of the city are the railway yards and workshops, the gasworks site, the Coats Patons complex, and the extensive group of industrial buildings fronting the river with the adjacent commercial buildings. Some of these sites have already been included on heritage schedules, but others such as Coats Patons have not.

There is also an extensive range of smaller former industrial sites located around the city and extending into the suburbs. Some of these sites date from the second half of the twentieth century where some very fine architect-designed industrial buildings are found.

The industrial heritage falls into several areas:

### **Sites within the CBD**

These sites generally relate to early industrial and manufacturing activities, often located along the riverfront or creek lines.

### **Sites in industrial areas**

Sites such as Inveresk and Glen Dhu that were developed as industrial precincts with associated workers housing, often related to the availability of raw materials (for bricks and pottery making), port activities, storage of goods for export, or water supply.

### **Later industrial development**

Along the access and link roads, as seen at various points along Hobart Road (the brickworks for example) and along St Leonards Road, there are extensive industrial sites including timber yards, tanneries, meatworks and abattoirs.

Each of these areas is represented in the current listings and those proposed in this study.

## **Rural development**

Launceston contains a number of fine rural landscapes and farms however the gradual encroachment of suburban development has removed much of the hinterland rural character so that now only small areas remain. Among these landscapes are those for example at Mt Stuart and the rural landscape around St Leonards (recently altered by inappropriate subdivision). Also of great value is the remaining rural landscape along the railway line between the village developments such as St Leonards and the suburban development through Newstead and along Penquite Road. This area provides an important visual break that defines the character of these areas.

Several modest farm complexes survive, one interesting complex being close to the city centre.

## Archaeology

A number of individual sites and precincts have potential archaeological value. The whole of the city centre, much of Inveresk, the South Launceston/Glen Dhu valley, and most of the waterfront have potential for archaeological investigation. All industrial sites have some archaeological potential that would need to be further assessed on a site by site basis. All early sites (pre-1860 for example, also have archaeological potential, and a requirement for further investigation prior to works taking place to these sites should be included within Council's planning scheme. This need not be an onerous requirement but would provide the potential to identify and record sites of high significance.

# Conservation areas and heritage items

## Conservation areas

Conservation areas are precincts, streets or combinations of these that contain groups of consistent and/or significant places that collectively demonstrate the history of Launceston. Conservation areas can include commercial, industrial, residential and rural areas. It is the collective value of the group that determines its significance. Conservation areas often contain heritage items within their boundaries.

It is the overall heritage character of Launceston that gives the city its unique character. This is reflected in the conservation areas that have been identified in this study. It is essential for the future of Launceston, as possibly the finest heritage city in Australia, to adequately protect those values while planning for future development.

The controls for conservation areas are designed to protect and enhance the overall heritage value of those areas and focus principally on the retention of streetscape and landscape heritage values. These relate to the external appearance of the buildings and their setting including gardens and fences.

Conservation areas recognise the special values of places and look to improve urban amenity through the retention and enhancement of heritage attributes and features. Launceston already has conservation areas in place that reflect some of the core values of those places of the city. This study recommends extending the existing areas and the creation of a number of new areas to reflect a broader range of heritage values.

Conservation areas should be the principal control over heritage for the city, as it is the collective controls that provide the context and character setting for the buildings individually identified. The aim of any Conservation Area is to retain the heritage value of the component parts (in all aspects including research, social and historical values), to retain the aesthetic value and character of the whole precinct and over time to provide controls that would remove or modify more intrusive elements and prevent development that adversely affects the character of the area.

If controls are correctly applied to conservation areas new development and additions and alterations to component buildings can be undertaken within a clear and strategic framework that takes into consideration the value of the surrounding elements.

It can be observed in the outcomes of the study that where places are protected by the creation of a conservation area this is often adequate protection and only important individual buildings are identified as heritage items. Outside proposed conservation areas, buildings have been recommended as heritage items at lower thresholds reflecting the overall lack of protection of heritage values in those locations.

In summary even though thresholds have been applied to precincts and individual listings there is some disparity seen between items and places within conservation areas.



## Heritage items

These are places of individual heritage value that are important to the identity of Launceston and which contribute to its history and development. Heritage items may be examples of:

- early development
- particularly well designed or built buildings
- the work of significant architects or builders
- the homes or businesses of key people in the development of Launceston
- a good representation of major phases or styles in the area
- key buildings marking new developments or periods of development
- rare examples of the style in a particular location
- places that are important to tell the story or history of Launceston
- places that are important to the community because of patterns of use or other reasons
- part of a group of important places.

A wide variety of places will be proposed as heritage items. They will comprise:

- residential buildings
- commercial buildings
- churches and public meeting places
- community facilities including schools, council facilities, child care centres
- monuments and memorials
- landscapes including gardens, trees, parks and rural landscapes
- industrial sites and service buildings and features
- archaeological sites (both known and potential)
- minor features such as early kerbing, road formations and bridges.

Heritage items will be found in both the Launceston city area and the suburban and village surrounds. Industrial places are included for their important role in the development of the city. Many of these places may seem unusual to include as they may not have the attributes normally seen in heritage items such as fine aesthetic qualities, but the purpose of listing places covers a wide range of attributes as set out in the State Heritage Legislation and in particular to allow the story of Launceston to be understood in the built environment. A fine example of this is the adaptive re-use of the railway workshops at Inveresk. Until recent years this type of complex would have been demolished, but change in understanding of the values of such sites has seen not only a fine development but the retention of very significant fabric that continues to tell the story of the role of the workshops in the development of Launceston. Similar building groups that are critical to the character and development of the city are the surviving wharf buildings at Inveresk, the Coats Patons complex, the gasworks site, a number of the industrial buildings at Inveresk and some of the early timber yards and complexes. To date these sites have not been included on heritage registers.

## Criteria for heritage listing

The assessment criteria used in Tasmania to determine whether a place has significance are those set out in the *Tasmanian Cultural Heritage Act*. The Act has operated since the mid 1990's and listings prepared prior to that date either used criteria from the National Estate heritage legislation or did not use formal criteria.

The *Tasmanian Cultural Heritage Act* requires only one criterion to be met for a place to be listed on the Tasmanian Heritage Council Register. Most sites already on the state schedule are listed for their ability to demonstrate the principal characteristics of their class or type that is defined stylistically. Under this criterion it is possible to list a very broad range of sites and places as most places demonstrate these characteristics, even sites that may have modest heritage value. Often places that have been listed from other heritage registers have used a simple statement of significance based on the criterion noted above without further assessment of their heritage potential.

It is the conclusion of this study that it is more appropriate for places to satisfy more than one criterion to be considered for inclusion. This recommendation is made for a number of reasons:

- Satisfying a single broad criterion provides a guide to potential value but does not in itself demonstrate significance. Significance requires a broad understanding of the overall values of a place and then placing a particular site or building within that context. Only when the place contributes to the overall value, either as an element of the broader value or as having particular and individual value for other reasons, should it be placed on a register.
- Launceston contains such an extensive group of very fine places and buildings that discernment is needed in making recommendations for placing a site on a heritage schedule. In other local council areas the thresholds may be different to Launceston reflecting the overall collection of heritage places that are found. Often more modest buildings will be included as they represent particular phases of development that are locally significant.
- Any of the places already listed will satisfy one criterion in any case.
- Observation during fieldwork suggests that a number of places already listed should preferably be included as precincts rather than groups of individual items.

Nonetheless, it is clear from the study that Launceston has an exceptional depth of fine heritage buildings and precincts that must be managed to protect their values, both heritage and aesthetic.

It is also clear that extensive survey work has been undertaken in previous studies resulting in the current City Council heritage schedule and the state government's heritage schedule (which includes an extensive fieldwork program undertaken by the National Trust of Tasmania). The items on these various schedules have not been re-examined in this study as the brief excluded this task. The rationale for the previous listings is consequently not clear although it appears that established criteria were used to make recommendations for listing.

The criteria used in the assessments made in this study are those contained within the *Tasmanian Heritage Act* clause 16.

The Heritage Council may enter a place of historic cultural heritage significance in the Heritage Register if, in its opinion, it meets one or more of the following criteria:

- a) *it is important in demonstrating the evolution or pattern of Tasmania's history*
- b) *it demonstrates rare, uncommon or endangered aspects of Tasmania's heritage*
- c) *it has potential to yield information that will contribute to an understanding of Tasmania's history*
- d) *it is important as a representative in demonstrating the characteristics of a broader class of cultural places*
- e) *it is important in demonstrating a high degree of creative or technical achievement;*

- f) *it has strong or special meaning for any group or community because of social, cultural or spiritual associations*
- g) *it has a special association with the life or work of a person, a group or an organisation that was important in Tasmania's history.*

The database of sites recommended for listing sets out the criteria for each place by letter as noted above. Upon further investigation of particular sites the current study concluded that it is likely that other criteria may be more appropriate.

The difficulty for this study was that in a number of areas where extensive listings had been made, some buildings that appeared to be of equal value to those listed were not listed. For consistency most of these sites have been recommended for listing even though it may be more appropriate to de-list buildings and create conservation areas as the individual heritage value of many of these places is more suited to precinct listing than individual listing.

Consequently when all sites are reviewed and the final register prepared there will remain some anomalies and in particular a number of places will be included as heritage items that in our view should ideally be included as elements within conservation areas.

This study has for practical reasons adopted the thresholds currently seen in the Tasmanian Heritage Council Register in the listings for Launceston to ensure that an even base is established for all properties. It is also the recommendation of this study that the threshold for inclusion on both the local and state heritage registers be raised significantly across Launceston.

The threshold for inclusion of a place as a heritage item also varies for places within a conservation area and those outside conservation areas.

Heritage items within conservation areas are the historically, aesthetically, socially and/or archaeologically distinctive places that are set apart from places which are included as good representative building stock.

Heritage items outside conservation areas may have a lower threshold for inclusion, as they may be isolated examples often without a context or without other similar buildings or elements. For example, a number of isolated modest timber cottages are recommended for listing as heritage items if they were located within conservation areas they would not be separately listed.

### **Building interiors**

The study does not attempt to establish controls for interiors of buildings unless they are public spaces. Generally where a public or civic building is recommended for listing it would include the whole of the building and setting including interiors and in some cases fitout. (This may particularly apply to industrial sites.) However it is recognised that there are many fine interiors which should be conserved and owners are encouraged to retain good intact interiors. Controls for conservation areas should note the value of early and intact interiors.

# Policy recommendations

This section sets out recommendations for policy to conserve conservation areas and heritage items. It also contains recommendations for rural land and other general planning objectives.

## General policy

The fundamental policy recommendation is for Launceston City Council and the Tasmanian heritage Council to endorse and adopt the proposed schedules of conservation areas and heritage items and for Launceston City Council to include them in the Launceston Planning Scheme with appropriate protection.

The second major policy recommendation is for Launceston Council to prepare and adopt development control plans for the conservation areas and heritage items that provide guidelines for desired and appropriate development. These documents will provide the framework for applicants to prepare proposals and for Council to be able to assess applications against consistent criteria.

A third major policy recommendation is to establish a procedure for assessment of applications for places included on the heritage register as heritage items (approximately 2000 sites within Launceston) to provide an efficient processing methodology that does not involve the Tasmanian Heritage Council in minutiae. This could be achieved by a series of standard exemptions or by delegation to Council of many of the Heritage Council minor approvals.

The final general policy is for the thresholds for inclusion on the heritage register to be reviewed to establish a clearer and more consistent approach to heritage listing with the aim of reducing the overall number of heritage-listed places. This is achievable if conservation areas are created to protect the heritage values of many of the residential buildings that have previously been listed as heritage items.

### Policy recommendations

1. That Launceston Council and the Tasmanian Heritage Council endorse and adopt the Heritage Study and undertake necessary planning amendments to incorporate the results of the study (after review) in the Launceston Planning Scheme and the Tasmanian Heritage Register.
2. That Council prepare detailed character statements and development guidelines/controls for each conservation area and for heritage items in general.
4. That a management strategy be developed to provide for efficient processing and assessment of applications of places affected by these listings.
5. That clear guidelines be produced for owners of heritage places to assist them to understand the heritage values of their properties and how to make applications and seek advice on appropriate works.
6. Undertake a review of thresholds for heritage listing and apply that review to the existing and proposed listings.

## Conservation areas

Conservation areas have been identified for the collective heritage values of specific areas. The policy recommendations aim to protect those values while allowing reasonable adaptation to individual buildings and sites for contemporary use. The policy also addresses the design of new or infill buildings within these areas to ensure that they are compatible with the character of the areas.

It is not the aim of these policies to restrict the design of new work to replication of styles and forms; in fact this is generally discouraged. The guidelines and controls are aimed to achieve compatible development that respects existing patterns of development, setbacks, massing, scale and important or significant settings. Good contemporary design should always be encouraged. Inappropriate proposals within conservation areas should not be approved.

### **Policy recommendations**

1. Buildings, features or places that are heritage items within conservation areas are to be retained in their significant form. The policy set out for heritage items should apply.
2. Other buildings within conservation areas should be retained where they make a contribution to the character of the area, noting that alterations and additions and in some cases demolition (in whole or in part) may be appropriate actions where they do not adversely impact on the values of the area.
3. Non-contributory buildings (as defined by Council) should be removed or adapted to a more contributory form as the opportunity arises. Buildings that have massing, siting or use of materials that are out of context with the precinct should not use those attributes as precedents for future development but should look to the predominant characteristics in determining future works.
4. Additions or alterations to heritage items or contributory buildings within a conservation area are to be designed to retain the planned form and detail of the significant parts of the place, these are likely to include:
  - roof form and, if they remain, original roofing materials
  - original appearance of the building as it presents to the street or a public place
  - the original form, materials and details of front and side verandahs
  - original joinery such as windows and doors
  - original or intact garden settings and elements
  - the massing of the building in relation to the streetscape and adjacent buildings
  - retaining previously unpainted finishes as unpainted.
5. Additions should be designed to be sympathetic to the existing structure in form, roof style, use of materials, use of built elements and most importantly location on the site. Generally additions are most appropriate when sited at the rear of existing buildings; however, on larger blocks additions to the side may be acceptable provided they are set back and do not dominate the significant elements of the building as they present to the street. Additions to non-contributory buildings should also be designed to fit with adjacent contributory buildings or heritage items by following established patterns of set-backs, forms, scale etc.
6. The design of additions within conservation areas should preferably be contemporary in style and readily discernible from the original fabric. Exceptions to this are where an addition is providing a small wing or element that is designed to replicate the form of the existing building. Where an addition is designed in the same style as the existing building it should be carefully detailed to reflect the proportions, style, scale and use of materials in the existing building. Often additions are poorly carried out as they do not accurately match key features and consequently devalue the whole building.
7. New front fences should be compatible with the traditional pattern of fencing in the location or the style of the house. Generally front fences should have a maximum height of 900mm (higher front fences are not desirable and have an adverse impact on heritage values of streetscapes) and should be appropriate to the style of the house (for example: timber houses generally had low-scale timber fences often of pickets).

8. Significant street features such as stone kerbing, street trees and grass verges may contribute to the overall significance of the precinct, particularly where they are well-established and part of the planned setting. Generally these elements are in the public domain and should be conserved by Council in its management of the area.

## Heritage items

Heritage items have been identified for their individual and particular heritage value. The policy recommendations aim to protect that value while allowing reasonable adaptation (where requested) for contemporary use.

### Policy recommendations

1. Heritage items should not be demolished or allowed to be demolished by neglect. It is important that these places be protected and that owners are encouraged to find alternative and compatible uses for buildings and structures that are no longer in use. Council should assist by introducing flexibility in zoning and use where a place is under threat. Within Launceston development on heritage sites could generally be accommodated by utilising heritage structures and undertaking design solutions that take advantage of their features and character. There is no reason that heritage item in the city area, for example, cannot be economically and successfully adapted or incorporated into new development. It is recommended that Council not allow the demolition of any heritage items within the city area unless there are exceptional circumstances and that property owners be required to properly investigate retention and adaptive re-use options.
2. Industrial sites recommended as heritage items provide a particular challenge as most identified sites are no longer used for their original purposes and are often not used at all. It is not expected that these sites will be collectively retained in their current form, however a process of evaluation and recording should be included in planning provisions to prevent the loss of important elements such as occurred with the demolition of a rare beehive kiln on St Leonards Road in recent years. The recommended actions are that Council should:
  - assess the heritage significance of the place and identify the elements that have particular significance and which should be retained
  - assess the site for possible other uses
  - assess the condition of the place including remediation requirements
  - if the place cannot be re-used but has significance, record the place archivally
  - seek to retain significant elements in future development of the place
  - in future uses or development provide for interpretation of past uses and elements
  - consider heritage incentives to assist in retention of significant elements
  - consider demolition only after other actions have been undertaken.
3. Council should introduce flexibility of zoning and use for heritage items to encourage their retention. This can take a range of forms from simply allowing non-conforming uses that ensure the protection of the place to relaxing planning controls that are in conflict with the heritage values of the place (for example: car-parking). Other incentives, as appropriate to the context could also be considered.
4. Heritage items should be allowed to be adapted and extended provided that compliance with development controls that protect the heritage value of the place are achieved. Typical controls for the retention of significance would include:
  - retention of the major form of the building including the roof shape

- retention of the significant external materials and detailing including wall cladding, joinery details, roof materials, verandah details, fences and garden layouts. The emphasis is on retaining early or original fabric and significant changes to a place.

This would apply for example to the existing enclosure of verandahs on houses, which is a common theme across the council area clearly to allow use of verandahs in bad weather. Future changes should work towards either recovering the open form of verandahs or reinstating more traditional methods of infill that are compatible with the design of each place

- the sensitive location of additions on a block
 

This would ensure that additions were subservient to the main building, were sited to minimise any impact on the streetscape or the built form of the existing place, and would provide good amenity to neighbours.
- the sensitive location of garages and carports to residential buildings
 

These elements should not be located in front of the building line and where there is adequate room should be well separated and behind the existing building to retain the integrity of landscape and visual settings.
- attention to the type of fencing to be used
 

Fences need to be compatible with the period and style of the building but also to the setting and scale.
- retention of significant trees and landscape elements
 

The setting of a place is critical to its heritage value, the retention of settings is as important as the building fabric.

Further:

- Council should enact controls to provide guidelines and limits to development adjacent to and around heritage items to protect their setting and integrity. These controls would require Council to consider the impact of adjacent development on the heritage value of the item. Where there is an adverse impact Council would work with the applicant to modify their proposal to remove that impact.
- There should be no subdivision of the land on which heritage items are located unless it can be demonstrated that the subdivision has no adverse impact on the heritage values of the place, particularly the values related to setting and context. One of the major changes that has had an adverse impact on Launceston but particularly heritage areas and potential heritage items is the subdivision of land into group housing developments. This takes place on street frontages and on deep blocks. These developments change the nature of the streetscape removing the relationship of residences fronting the street which is a key character element of the whole of the Launceston Council area. The pattern of development in heritage areas and around heritage items (for houses fronting the street) is of great importance to their significance and any new development should use established patterns of layout and siting of buildings.
- Understanding the heritage significance of a place is of primary importance in making decisions about its future. Council should set out for applicants the requirements for conservation management plans, statements of heritage impact or other similar studies where these are deemed necessary to provide a proper understanding of the significance of a place.
- For places of high significance (potentially State significance) Council may require a Conservation Management Plan to be prepared for the place prior to making any decisions on future development. Generally this would not apply to residential buildings unless there was a proposal for subdivision or significance change to the place. It would apply particularly to industrial sites and commercial buildings. This is recommended as a clear understanding of the value of the place along with consideration of options for future use are required prior to making determinations on places of high value.

## Rural areas

The rural areas of Launceston have their own particular values and requirements that vary considerably from the city area. The major rural heritage attribute of Launceston is the important scenic value of the surrounding landscape that makes visible many of the historical, aesthetic and social values of Launceston.

The surviving landscape falls into remnant elements that extend beyond the borders of the council area into the broader rural landscape. The important features of the landscape are:

- the ribbon rural landscape between St Leonards Road and Elphin Road/Penquite Road that separates the villages from the suburban areas
- the rural landscape extending around the northern areas of Allanvale and Newnham with remnant early farms flanking the eastern distributor
- the rural lands surrounding the suburbs of Mowbray and Ravenswood
- the landscape of Cataract Gorge
- the Tamar River landscape.
- the remnant early rural landscape around St Leonards

The landscape is also a predominantly cleared landscape that relates to tree clearance and agriculture. While areas of forest survive on steep hills and reserves, the predominant character is cleared land interspersed with small tree stands of natural vegetation.

### Policy recommendations

1. The remnant significant rural landscapes surrounding the city should be retained in their significant rural form without further encroachment of suburban development.
2. The patterns of rural development seen in field layouts and the natural formations should be retained as evidence of the traditional patterns of use of the landscape.
3. Accurate mapping of rural landscapes should be undertaken.

## Planning recommendations and other initiatives

Launceston has an extraordinary heritage resource that while recognised has not to date been fully identified and protected. A key outcome of this study should be to raise the profile of Launceston's heritage and the benefits that can be realised by using the heritage base of the city centre as well as the very fine collection of residential and civic buildings. This would build on the excellent work already undertaken in assessing and identifying the heritage of the place.

It is recommended that the Launceston Heritage Study be publicly exhibited along with historic photographs and materials to show the range of Launceston's heritage.

The management of the resource is also a key consideration that potentially places additional work on Council in undertaking assessments. It is important to have clear controls and guidelines for items and areas so that applicants are aware of the implications of listing. It is then essential to have adequate staff resources to undertake assessment including staff trained in the assessment of heritage places. It would be desirable for Council to engage a specialist heritage planner or architect to undertake assessments, provide advice to applicants and generally develop planning controls and guidelines for heritage places. Heritage assessments for places on the Tasmanian Heritage Council Register will need to be undertaken in consultation with the Tasmanian Heritage Council.



**Policy recommendations**

1. The final Heritage Study should be publicly exhibited.
2. A clear assessment process should be established to assist Council staff in addressing heritage issues.
3. Consideration should be given to providing specialist in-house advice to assist both applicants and Council in addressing heritage matters.
4. Training should be made available to staff involved in assessments of heritage places.
5. Specific controls should be included in the planning scheme to recognise and protect the heritage assets of Launceston. This will require minor modifications to the scheme to reflect the material in the heritage study.
6. Consultation should take place with the Tasmanian Heritage Council to determine effective ways of working on places of state heritage significance.

# Character statements

The following statements are prepared for each proposed heritage area within the City of Launceston setting out the significant attributes and features that combine to give the areas their heritage value. These statements should form the basis of any planning controls so that the emphasis is on conserving the qualities of the areas that give them their value while allowing new development to take place. Proposals for work in conservation areas should be considered against the context of the overall setting with all new buildings and additions required to make a positive contribution to the value of the place.

Each section contains:

- a description of the locality and a brief statement as to why it is of heritage significance
- some photographs of the precinct
- a map showing the precinct boundaries
- where available the 1922 aerial photograph (these were the first to be made of the city) to provide a reference point at a key stage in the development of the city (marking the end of Federation and prewar development and the commencement of interwar and later development)
- the recommended policy to manage the heritage values of the precinct.

The proposed conservation areas are the precincts of:

- Cimitiere Street
- Clyde Street Invermay
- Duke and Laura Streets
- Elphin Road
- Galvin Street
- Glen Dhu
- High Street
- Inveresk
- Inveresk Wharf
- Invermay
- Invermay Road
- Launceston City Centre
- Lime Avenue
- Mayne Street
- Newstead
- Newstead Crescent
- Normanstone Road/Gascoyne Street
- South Launceston
- St Leonards
- Trevallyn
- Welman Street
- Wentworth Street
- West Launceston.