

THE INTEGRATION OF PHYSICAL AND FINANCIAL
PLANNING AT THE LOCAL PLANNING LEVEL -
BATTERY POINT, A CASE STUDY.

ELIZABETH THOMSON B. A. (Sydney)

A Thesis submitted in partial fulfilment of the
requirements for the Degree of Master of Town
and Country Planning, University of Sydney.

February, 1969.

VOLUME ONE

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ACKNOWLEDGEMENTS

It is not possible to acknowledge all those friends and acquaintances who have furnished ideas and material for this thesis; but I must record my debt to Mr. R. T. M. Whipple and Dr. Raymond Bunker with whom I have had many discussions of planning theory and research techniques over the last few years, and whose acute observations have been a constant source of stimulus; to Tony Winter, Ann Wadsley, Christine Deer and Malcolm Vagg, who all read the first draft and supplied valuable comments, criticisms and suggestions; to Mr. W. A. Hurle, Town Clerk of the Hobart Corporation, for guidance on a number of occasions; and finally to Clarke, Gazzard and Partners, without whom this thesis would never have been written.

PART ONE
BACKGROUND

CHAPTER ONE INTRODUCTION

This thesis is concerned with the experimental use of new techniques in planning scheme preparation in Australia. The techniques are community involvement and capital budgetting and these were used in the preparation of a planning scheme by private consultants for a locality in the Hobart Corporation area.

The aim of the thesis is to ascertain whether community involvement and capital budgetting are feasible in the planning process, in the context of the administrative and legislative controls which govern planning practice in Australia. In this way, it is hoped to outline the differences between the current and fairly standard methods of preparing schemes and the experimental method which incorporated these two techniques. By commenting on the success or failure of the techniques employed, it should then be possible to comment on the way in which current planning practice could be improved.

The empirical base of this thesis is a case study, which outlines the experience of trying to develop a more liberal approach to statutory planning, within the confines of the existing legislative and administrative framework and discusses how this liberal approach fared in practice. By detailing the evolution of ideas it is possible to comment on the reasons for changes in approach and on factors which affected the content of the final scheme. Throughout the case study the benchmarks are public documents, reports from the consultants to the Council. These crystallise the ideas at one point in time and the differing approaches in these documents show the evolution of ideas and indeed reflect the fortunes of war, the gains and losses made as the planning scheme evolved.

Background

There were two main reasons for the choice of this thesis topic. First, as a practising planner one is constantly aware of the gap between theory and practice in Australia and this study was undertaken in the hope that some contribution could be made to shorten this gap. There has been little testing of the theoretical basis of town planning, some of the theory has never been applied, some has been applied in situations which were altering rapidly and the real effects have been difficult to gauge.

Therefore, there appears to be a need for the testing of techniques and procedures used in town planning.

Second, during the last two decades in Australia, large portions of all major urban areas have become subject to statutory planning controls. Statutory planning is carried out at the local government level and involves the preparation of planning schemes to control future patterns of development. Both planning schemes and the process of scheme preparation have been subject to criticism from the planning profession and from the general public. This criticism can probably be summarised into three general statements,

- (i) Planning schemes are not effective as guides or controls for future development because they are negative and regulatory in character, strengthen existing patterns of activity and interfere with the free working of the real estate market.
- (ii) Planning schemes lack the qualities of design and imagination and fail to improve or create environment, and
- (iii) The only contribution that people who will be affected by a planning scheme are able to make is a negative one, that is they can only object to the provisions of the scheme once it has been completed and placed on public exhibition, however, they are not generally able to make a positive contribution while the scheme is in the course of preparation.

Criticisms of this nature are voiced so frequently that it is apparent that a critical examination of the statutory planning process is long overdue, and it is hoped that the examination to be undertaken in this thesis will at least provide a starting point for improvements in the planning process in Australia.

Before moving on to the methods used in the thesis it should be noted that the author recognises that while the criticisms have a basis in fact that there are good reasons for these shortcomings. Given the limitations which are imposed by the current planning legislation governing the preparation and implementation of planning schemes, and the lack of finance available for these two functions of local government, it is not difficult to understand why schemes may appear to be unimaginative, to ignore trends in the real estate market and to strengthen the "status quo". It is difficult to do otherwise within the context of existing controls, and it is difficult in some States to involve the public in the planning process.

The legislative and administrative structures which are reasonably uniform throughout Australia are strongly based on the British tradition in which planning tends to equate with control. The "control" aspect grew out of the initial reasons for introducing town planning in the United Kingdom, the need to control the rapidly expanding urban areas spawned by the industrial revolution. In the United States town planning has never been favourably received at the local level because it interferes with the rights of private property owners. Over the last decade town planning has gained more favour in the United States because of Federal Funds allocated for re-development and highway schemes, allocations which are not available to urban areas unless they have planning schemes. In the United States planning tends to equate more with opportunity than with controls, the opportunity to invest in urban renewal or to build a freeway through a down-town area.

As a result of these differing approaches to planning there has been a characteristic concern in the United Kingdom to find a better administrative procedure while in the United States the popularisation of planning has led to the experimentation in methodology and the techniques to be examined in this thesis are derived from the American experience.

Method

The method used in this thesis is the examination of a Case Study. This method was chosen in full awareness that a major criticism could be the conceptual problem of drawing valid generalisations from an individual case which may involve a series of unique factors. The choice of this method is justified on two counts. First, there is need for empirical testing of planning theory, if theory is to evolve as a firm base for practice. Second, the main concern in this study is the planning process, not the scheme solution. For simplicity, the process of scheme preparation can be examined in terms of constant elements and variable elements. Constant elements are the legislative controls, the components of the final scheme and ordinance, the lack of money for scheme implementation and so on. Variable elements are the skills, attitudes and personalities and groups involved in the process.

Examination of these variable elements was undertaken in an attempt to gain some insight into the motivations behind both the group and individual actions. While it is not proposed that analysis of these

motivations can be a basis for generalisation, it is suggested that it can be used as a focus for examining some of the basic tenets of planning theory.

This study is not rigorously "scientific" but the greatest care has been taken to ensure accuracy in both fact gathering and inference making, consistent with the purposes of the study and the resources available.

The thesis is divided into three main parts. Chapters One to Three provide background data and set the context for the Case Study. These chapters are brief and are in no way definitive since their purpose is only to establish a frame of reference.

Chapters Four to Nine constitute the Case Study and each chapter is concerned with a stage in the planning process, as shown in the public documents. At this point, I would like to express my thanks to the Hobart Corporation who gave me access to all relevant files and whose officers were always willing to discuss matters which were relevant to this thesis.

The third part of the thesis, Chapters Ten to Twelve, is concerned with the implications which can be drawn from the Case Study. As with any subjective study, it has been necessary to draw inferences and state opinions as to why various courses of action were followed. These opinions are stated without prejudice. It should also be noted that the assessment of the Case Study has been made from the advantage of hindsight.

1. Introduction

In Australia, town planning is carried out by local government under the various State Governments. Because planning is a system of control, each State has a body of legislation and regulations governing the practice of town planning. The legislative and administrative machinery derives from political action. In the Federal sphere, the Liberal-Country Party coalition has remained aloof from the problems of city planning. In recent years the Labor Opposition has given more attention to these problems. In a paper delivered in August, 1965 ⁽ⁱ⁾, Mr. Gough Whitlam stated that,

"In the end, however, no real improvements and no effective planning will come without Commonwealth participation. A broad framework of Federal policies is essential as a guide to State and local government programmes. The financial hegemony of the Commonwealth has meant that no significant innovations in the States can be undertaken without Commonwealth assistance... Only the Commonwealth has the resources to meet the challenge of cities. Only the Commonwealth can determine the planning framework within which State and Local authorities must work."

Although the Opposition sees town planning as an area of concern for the Federal Government, it remains the concern of State and local authorities. Political attitudes to town planning vary between States, the following discussion outlines the political background to town planning in Tasmania. This leads on to a description of the legislation and administration governing town planning and the particular attitudes of the Hobart City Council.

2. Politics and Planning

Tasmania has been governed by the Labor Party since 1934 and this year stands as a watershed in the economic and social development of Tasmania. Up until then, except for a brief period between 1925 and 1928, the House of Assembly was dominated by a non-Labor Party (National) and the Tasmanian government had been in the hands of a number of ruling families dominated by intellectuals conscious of the long political tradition of Great

(i) E. G. Whitlam CITIES IN A FEDERATION Australian Planning Institute Journal October, 1965, Vol 3, No. 6, p213.

Britain. Since 1934, the Labor government has pursued a policy of economic development, based on the expansion of Hydro-electric power⁽ⁱⁱ⁾. This policy has resulted in the establishment of paper mills and an aluminium plant in the northern part of Tasmania but diversification of industry has been hampered by the small population and the cost of transporting finished goods to the mainland. Tasmania is the poorest State in Australia and is most favoured under the Commonwealth Loans Agreement. The Labor Party has channelled a large proportion of capital works spending into the hydro-electric system to the detriment of other forms of public investment, a fact which has been criticised over the last two years because an extended drought period resulted in power cuts to industries which had been attracted to Tasmania by the prospect of unlimited power resources.

The Tasmanian government has the reputation of being the most conservative Labor party in Australia, nevertheless, since the 1940's it has followed a consistent policy with regard to town planning and during this period has introduced comprehensive planning legislation, which incorporates powers unique in Australia. These include the power to issue Conformity Orders which require property owners to conform to the provisions set down in local planning schemes. These powers are reminiscent of planning controls in the United Kingdom. While on the one hand, government policy with regard to town planning has been translated into a potentially effective bureaucracy on the other hand the policy has not achieved fruition because of the conservative approach by many local authorities and either the unwillingness or inability of the State Government to support the policy financially.

In New South Wales the State Government (Liberal Party) is backing the development of a new satellite town at Campbelltown, in Victoria (Liberal Party) the Town and County Planning Board receives an allocation from the State budget. While Tasmania was the first Australian state to provide the machinery for city-regional planning (now accepted in every State) it has not followed through with financial support. Of course, the scale of the problem of metropolitan planning is vastly different between Tasmania and Victoria-New South Wales. The larger problem of the latter states has forced their respective and

(ii) W. A. Townsley THE GOVERNMENT OF TASMANIA The Government of the Australian States Ed. S. R. Davis. Longmans 1960, pp 483-489.

traditionally conservative governments to follow a course of action which has long been part of the policy of the Australian Labor Party. It appears then, that whatever policies are stated at the Commonwealth, State or Local Government levels, the problems are met as pressures for their solutions are increased.

In other words, in Tasmania, town planning is a political issue in the general sense but in the particular sense the importance of planning can only be judged in terms of how far the State and Local authorities are prepared to support planning and how much money they are prepared to allocate towards the preparation and implementation of planning schemes.

3. History of Planning Legislation

Prior to 1944 there was no specific town planning legislation in Tasmania. Town planning activity began with the control of subdivisions under the Towns Act 1934, which was a permissive Act and did not allow any right of appeal against a refused subdivision application. At this time the Hobart City Council found it necessary to incorporate special provisions into the Hobart Corporation Act to extend its powers in relation to the control of new subdivisions (1939) and the acquisition of land for road widening (1942)⁽ⁱⁱⁱ⁾.

The State Government was aware of the growing problem of controlling urban growth and the necessity to achieve uniformity of control. The first Town Planning Bill was passed in 1944. The Town Planning Act 1944 was modelled on the New Zealand version of the British Town and Country Planning Act 1932^(iv). The 1944 Tasmanian Act contained sections relating to subdivisions, the preparation of local and joint planning schemes, interim development control, compensation and betterment and the hearing of objections and appeals. However, the most important feature of this Act was to provide an administrative framework for the preparation of planning schemes, which will be outlined later. In 1957 the Town Planning Act was amended to give local authorities the power to serve Development Notices to property owners.

In the early 1950's a Metropolitan Planning Committee was established in Hobart, in accordance with the Town Planning Act, to consider the

(iii) F. C. Cook CITY OF HOBART PLAN J. Walch & Sons Pty. Ltd., Hobart 1945, p. 7

(iv) H. L. Westerman TOWN PLANNING IN TASMANIA The Town Planning and Local Government Guide ed. K. H. Gifford, Vol 4, July 1959, 2, p. 4.

preparation of a Master Plan. A bill authorising the establishment of the Southern Metropolitan Master Planning Authority was passed in 1957. During the late 1950's considerable law reform was being examined in Tasmania. At this time local government authorities were operating under a number of Acts, which, in 1962 were consolidated into a new Local Government Act. Among the twenty-four Acts which were wholly repealed were the Local Bodies Loans Act 1961, the Local Government Act 1952, the Towns Act 1934 and the Town and Country Planning Act 1944, the provisions of this last Act now constitute Part XVIII of the new Act. In 1963 the much amended Hobart Corporation Act was redrawn and two sections which have a bearing on planning scheme implementation were added. These were Section 220, which empowered Council to issue Preservation Orders on properties of special historic or aesthetic merit and section 219 which expanded the powers relating to slum clearance under section 641 of the Local Government Act, 1962, to include areas where annual values were experiencing a new downward shift. The current Local Government Act incorporates wide powers, particularly in regard to town planning, but many of these powers have not been tested.

4. Legislative Powers

Town planning matters are dealt with under Part XVIII of the Local Government Act 1962, although a number of other sections in this Act are relevant to town planning.

Under the Local Government Act the Town Planning Commissioner may request or require a municipality to prepare a planning scheme (s. 723) or the local authority may determine to prepare a scheme (s. 724). Once the Council has passed a resolution to prepare a planning scheme it has the power of interim development control with applicants having the right of appeal to the Town Planning Commissioner. Right of appeal is not confined to the property owner but applies to any person, in the area to be planned, who claims injurious affection.

Matters which may be dealt with in a town planning scheme are outlined in the Seventh Schedule of the Act and include roads, building controls, reservation of open spaces, preservation of objects of historical or natural beauty, sewerage, lighting and water supply, the provision of amenities, stages of development and ancillary works. It may also deal with,

"The definition of areas to be used exclusively or principally for specified purposes or classes or purposes." (v)

It is interesting to note that first, the inclusion of any of these items is permissive and second, that neither the Act nor the Schedule refer specifically to "land use zoning" and although the quotation above has been interpreted to mean use of the zoning technique it appears that other interpretations may be valid. Another possible interpretation could be the establishment of an "urban locality" in which specified uses would be allowed and in which other specified uses would require Council approval. Such a system would allow greater locational flexibility and thus less restriction on the market mechanism. A similar system was recently foreshadowed in a British White Paper^(vi) and its two major advantages were that it would entail less administration and would result in a more positive approach to development.

Once a scheme has been prepared and provisionally approved by Council it is sent to the Town Planning Commissioner for examination. After the scheme has been approved by the Commissioner it is placed on public exhibition for a period of three months and every person in the area has the right to object. After the Commissioner has heard and determined all objections the plan becomes law with the approval of the Minister.

To this extent the political theory has been translated effectively, however, in practice, planning consists of two parts, scheme preparation and scheme implementation. The provisions for implementing statutory schemes are not very explicit. Section 731 states that the Municipality shall enforce the scheme within the ambit of its powers. These powers are limited by financial constraints because any person affected by the scheme has the right to claim compensation under section 735 and while there are stated exceptions to this right, they have not yet been tested by appeals. The powers of issuing Development Orders (s. 751) or Conformity Notices (s. 756) to further the implementation of a planning scheme also require that Councils may acquire the properties in question if the Orders or Notices are not met. Once again the powers are limited by the financial resources available. Nor is the financial situation enhanced by the only provision relating to the financing of planning schemes,

(v) Tasmania, LOCAL GOVERNMENT ACT 1962 Seventh Schedule.

(vi) H. M. S. O. THE FUTURE OF DEVELOPMENT PLANS Report of the Planning Advisory Group, London 1965, pp62.

section 738, which outlines a method of establishing betterment.

Betterment is the payment of money accrued as a result of increased value deriving from zoning in a planning scheme. While Council's pay compensation for injurious affection, the theory is that property owners should contribute for value added and that compensation can then be paid from a betterment fund. This concept was first introduced into planning legislation in the British 1932 Town Planning Act. It has never worked although a number of variations and formulae have been tried since then (vii).

The inadequacy of the powers relating to planning scheme implementation is made clearly apparent by the provisions of section 736, under which a local authority, with the permission of the Commissioner has the power to withdraw or modify a scheme after compensation arising from the scheme has been determined by the Commissioner.

It may be argued that special financial provisions for town planning are not necessary because it is a function of Council and as such would be covered by the general financial procedures of Council. In practice it appears that the town planning function is not well integrated with the total operation of local authorities.

The lack of integration between town planning and other Council functions is not entirely a matter of political attitude but also stems from the actual legislation. The Local Government Act 1962, defines the concern of town planning as the "future development of an area"^(viii) and yet many of the necessary components for the future development of an area are governed under other, separate Parts of the Act. A case in point is Part XVI, Division XXI, which governs the future development of slum areas, outside the framework of the town planning provisions in Part XXVIII. Under Part XVI, a Council may prepare a scheme for the development of a defined slum area which shall be sealed by the Minister, not the Town Planning Commissioner. In other words, Councils have the power to redevelop areas without recourse to the town planning procedures contained in the same Act.

(vii) J. M. Pullen THE BETTERMENT LEVY Australian Planning Institute Journal April 1968, Vol. 6 No. 2.

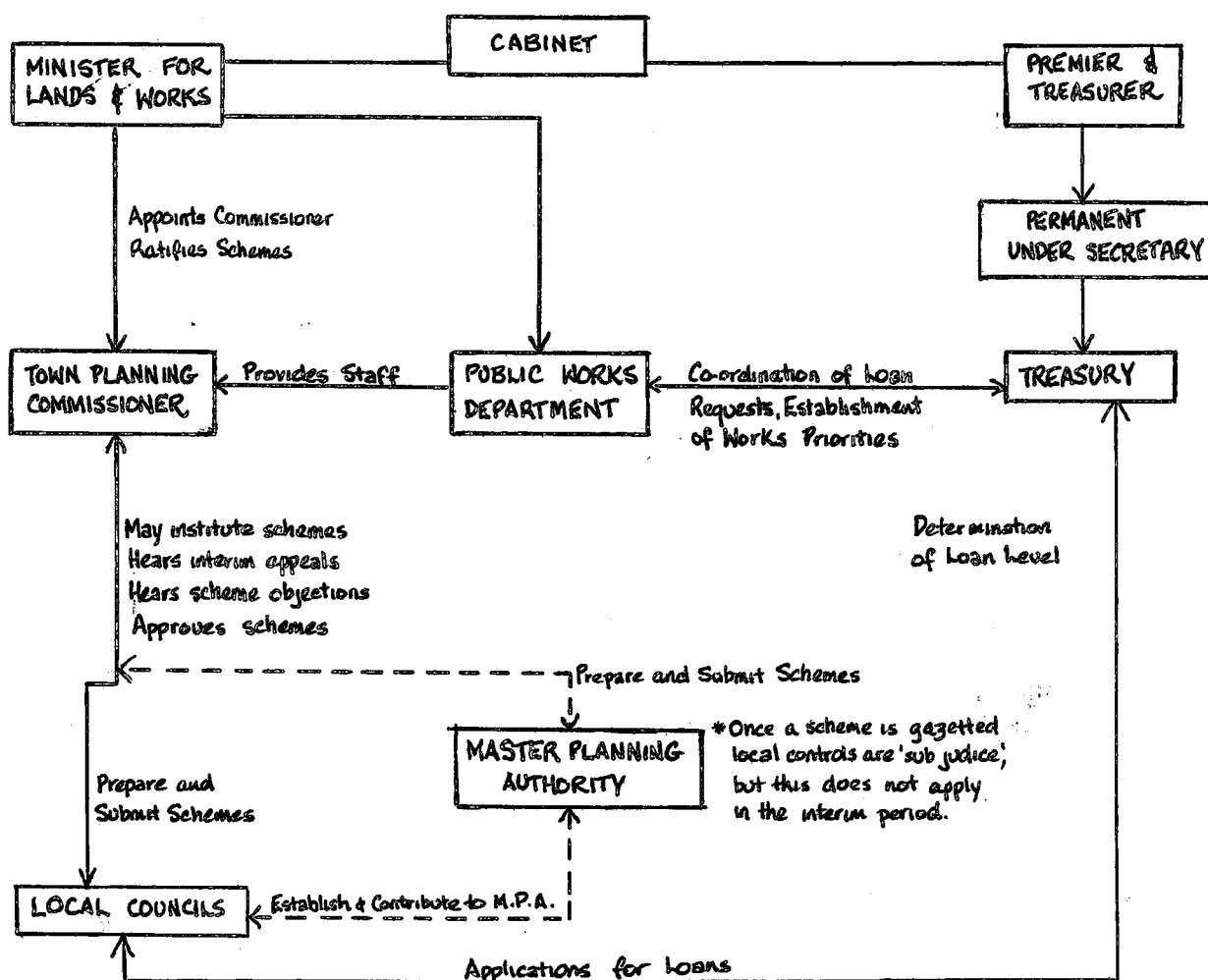
(viii) Tasmania. LOCAL GOVERNMENT ACT, 1962. Section 723.

It is perhaps unrealistic to examine planning legislation in isolation, its limitations may be expanded by the provisions of other legislation or possibly further restricted. While it is not intended to make a definitive statement on the relationship between planning and other legislation, the issue is raised because the later examination of planning administration and practice illustrates this point.

5. Administrative Structures

Although the 1944 Town Planning Act and the 1962 Local Government Act appear to have significant gaps in relation to planning scheme implementation, nevertheless the legislation has provided a potentially effective administrative structure. Indeed, this structure enables a closer integration between town planning and other local government functions, particularly loan raising, than does the legislation. Diagram I shows the administrative structure and the roles of its component parts are outlined below.

DIAGRAM 1
ADMINISTRATIVE STRUCTURE



The Minister for Lands and Works controls both the Public Works Department and the Town Planning Commissioner. He gives final approval to planning schemes on the advice of the Commissions.

The Town Planning Commissioner has wide ranging powers. He may require local councils to prepare schemes or he may prepare schemes for specified areas. As well, schemes are submitted to the Commissioner for examination and approval and in the interim period he determines appeals. There is no right of appeal against the Commissioner's decision. Furthermore, once a scheme has been gazetted there is no right of appeal against the provisions of the scheme. The Commissioner has the power to approve all subdivisions in the State with the exception of those in Hobart and Launceston, where he has passed on this power to the Corporations. The Commissioner's department consists of the Commissioner, an Assistant Commissioner and a secretary, other staff are provided by the Town Planning Section of the Public Works Department, as required.

The Master Planning Authority is a permissive group of local councils for the purpose of preparing a master planning scheme. Each constituent council has representation on the Authority, in the case of a city, three representatives, in the case of a municipality, two representatives. Once a scheme is prepared it is submitted to the Commissioner and is exhibited to the public. Once the scheme is gazetted all local controls and plans become 'subjudice' to the master plan, but this does not apply during the interim period^(ix). There is only one Master Planning Authority in Tasmania, the Southern Metropolitan Master Planning Authority, (includes the City of Hobart) which was established in 1957. The problems that this Authority has faced indicate the main weakness of its structure, the fact that it is financially dependent on its constituent councils. This source of revenue is limited since the contribution from constituent councils may not be greater than 0.208 c per dollar of the total assessed annual value (hereafter a.a.v.) of all rateable property in the municipalities. As each council has the option to withdraw from the Authority, the latter is vulnerable and the achievement of long-term objectives is fairly remote.

Local councils are empowered to prepare planning schemes and submit these to the Commissioner for approval. The financial base of local councils is derived from rates, however, while these are usually adequate

(ix) Westerman, op. cit. p.9

to cover operating costs, they are generally not sufficient to enable the provision of capital works. Additional finance is raised from loans which must be submitted to the Treasury for approval. It is interesting to note that all loan applications are sent from the Treasury to the Department of Public Works, this department establishes priorities and co-ordinates loan requests in an annual report to the Treasury. The Public Works Department has a pivotal role in local government affairs, it determines the priority of municipal capital works, it provides technical staff for the Town Planning Commissioner and its own works programme has a great effect on the development of municipalities.

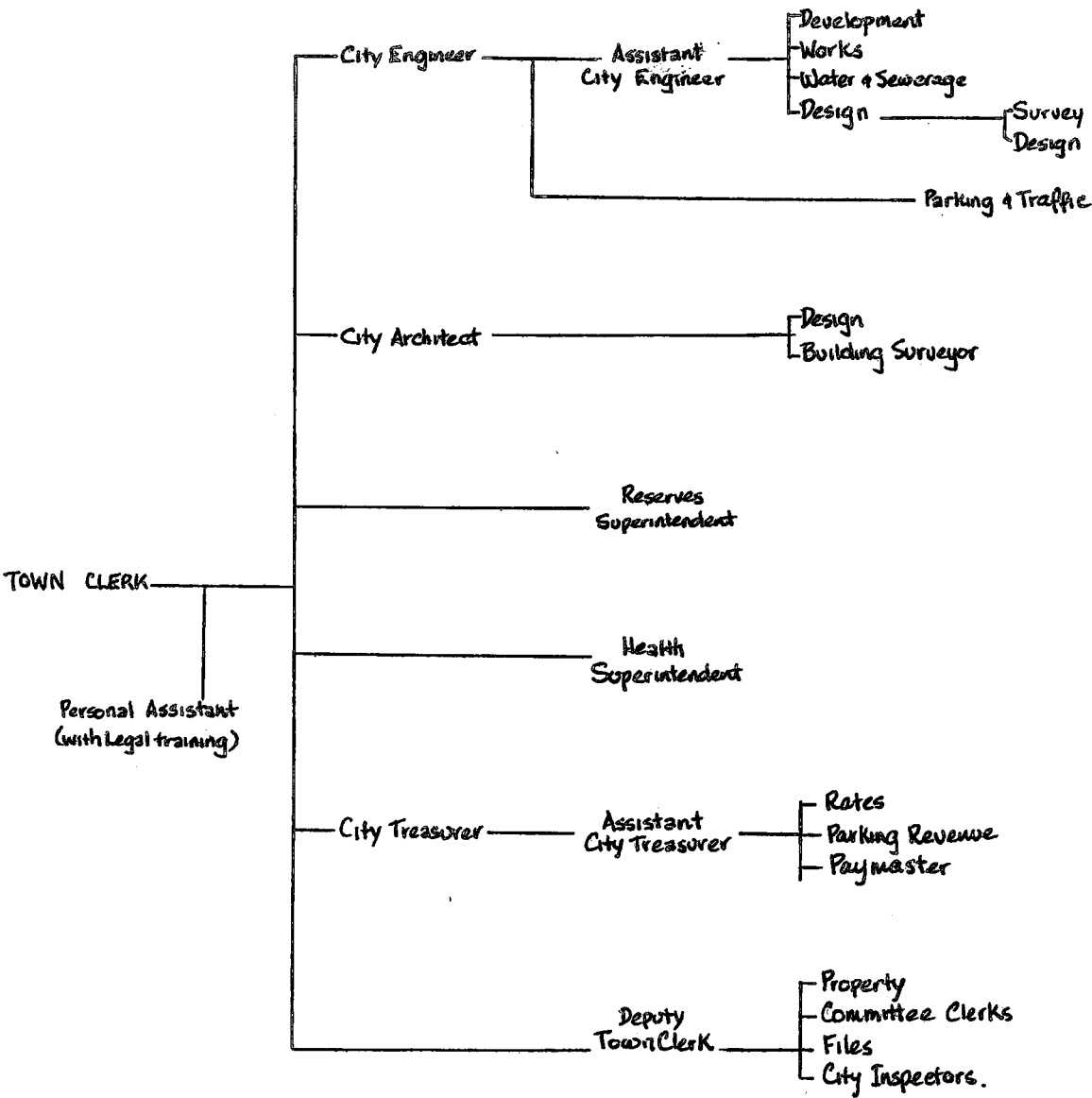
In Tasmania there are forty-nine local government bodies, forty-four are municipalities, two are corporations and three are commissions appointed by the Minister. Since 1944 twenty-three planning schemes have been approved by the Commissioner and four of these schemes are at present in the process of revision. To date, the Hobart City Council has no statutory planning scheme or schemes, yet in terms of its total a. a. v. it is by far the wealthiest local authority in Tasmania. Its administrative structure is shown in Diagram II and described below.

The Town Clerk is the chief administrative officer and is a link between the elected Council and the permanent administrative staff. In this role he serves both a bureaucratic and a political function.

The administration of town planning is split between two departments. Planning schemes are prepared by the Development Branch of the City Engineers Department, while development control is administered by the Building Surveyor's Branch of the City Architect's Department. As well, the financial aspects of planning are handled by the City Treasurer's Department and legal problems are the province of the Corporation Solicitor. This fragmentation means, in effect, that the Town Clerk is the only officer in a position to see town planning, or indeed any other Council function, in relation to the total operation of Council. This system is characteristic of organisations in which decisions are made by a single individual. If the lines of jurisdiction dividing sub-units are those along which important issues are likely to arise then any conflict between sub-units (concerning important issues) can be arbitrated by the executive. Unimportant details are, of course, handled within the sub-units. ^(x)

(x) See P. Selznick - LEADERSHIP IN ADMINISTRATION, Row, Peterson & Co., Evanstone, 1957.

DIAGRAM II
HOBART CITY COUNCIL - ADMINISTRATIVE STRUCTURE



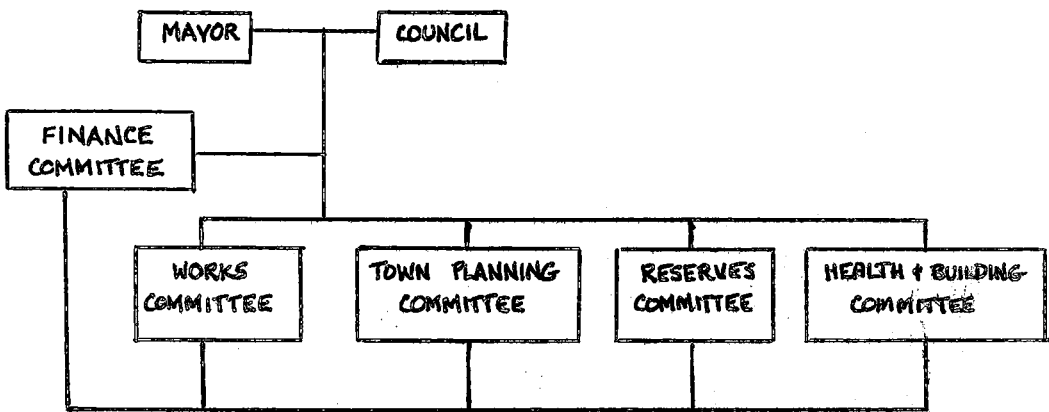
The business of Council is carried out at two levels, the administrative level and the political level. The Hobart City Council has a reputation of being conservative, no groups within the Council are aligned to political parties and Council elections are not fought along party lines. While there is no explicit party policy attributable to the Council, its conservative approach to business and the backgrounds of the individual aldermen lead one to conclude that if the Council is aligned with any political philosophy it is one firmly rooted in a high degree of private enterprise operation. Considering that the largest sectional interests

in the area are those concerned with private enterprise activities in the Central Business District, this particular political philosophy is not surprising.

While the present Council is said to rely heavily on the advice of the Town Clerk, nevertheless, its attitude towards town planning must be considered as a composite of its past experience with town planning and the particular aims and ideals of its individual members.

The Council itself operates on a Committee system. There are five Committees, shown on Diagram III, the most important is the Finance Committee which is made-up of the heads of the other Committees under the Chairmanship of the Lord Mayor. All Council business is handled by the relevant Committee before going to full Council. This system has the advantage of streamlining Council business because, generally, detailed discussion of matters in full Council only arises in the case of controversial issues. Committee meetings are held in camera and the Town Clerk is always present. Other members of the administrative staff may be invited to attend in order to report on specific issues.

DIAGRAM III
HOBART CITY COUNCIL - FUNCTIONAL STRUCTURE



6. Planning Practice in Hobart

In 1943, at the time that the State's Town Planning Bill was in preparation, the Hobart City Council established a Town Planning Committee which, after consideration, recommended that a consultant should be engaged to prepare a plan for the future development of the Corporation area. Fred C. Cook a Melbourne town planner was engaged and his plan was published in 1945 ^(xi). At that time the Town Clerk wrote,

"Mr. Cook's report... will now form the basis from which the Council's statutory plan under the Act will be developed". (xii)

However, instead of preparing a planning scheme later Councils have chosen to deal with planning problems through the medium of zoning by-laws. The 1962 Local Government Act and the 1963 Hobart Corporation Act resulted in the repeal of provisions empowering the control of land use through zoning by-laws. The new legislation allowed the Council to continue operating under the zoning by-law for a five year period, which could be extended at the discretion of the Town Planning Commissioner. At present, Council is preparing planning schemes for localities in conformance with current legislation but is administering the remainder of the Corporation area together with the localities in the interim period, under the provisions of the repealed legislation. Thus, the Council is operating under obsolete legislation by the grace of the Town Planning Commissioner, who presumably could refuse to extend these powers and could require the Council to prepare a full planning scheme at any time.

The system of development control through the medium of zoning by-laws has generally worked well, enabling routine matters to be handled with speed and flexibility. However, more complex problems, such as succession of use or redevelopment require firm, long-term policy decisions which should relate to the whole metropolitan area, not just the isolated locality. Of course, the Council does not control the whole metropolitan area and the Southern Metropolitan Master Planning Authority which was set up to co-ordinate this type of policy decision, has so far proved ineffective.

(xi) F. C. Cook. op. cit.

(xii) Ibid. p. 8.

Thus, the Council has no frame of reference within which it can solve these problems and is forced to proceed on an "a priori" basis.

The Council's town planning policy was summarised in the Lord Mayor's Report, 1964 - 66, as follows:

"The Council has resolved to prepare a planning scheme for the whole city...it will be carried out in stages, with priority given to areas where changes are likely to be most rapid. Following the completion of the Sandy Bay Scheme, the City Centre, Battery Point, the Glebe and other inner city residential areas will be planned and these will include areas for medium and high density living." (xiii)

The first stage of this planning programme was instituted in 1965 with Council's decision to prepare a planning scheme for Sandy Bay. This scheme was still in the course of preparation at the beginning of the case study and will be referred to again in later chapters.

7. Conclusion

While town planning is the concern of both State and local government there is a difference in attitude to planning between these two levels of government. In the case of Hobart, the Council is conservative and has only recently seriously undertaken the task of preparing planning schemes. Indeed, there may be some doubt as to whether the Council is embarking on this course of action voluntarily or whether it has been forced to do so by legislative changes in the early 1960's. Either way, the Council has a stated policy with regard to town planning and the capacity, within its administrative structure, to undertake the preparation and the implementation of planning schemes. The administration of town planning within the Council is more fragmented than is normally the case, however, the system appears to operate smoothly at present.

This examination of the political, legislative and administrative factors operating in Tasmania has been outlined in order to provide a background to the case study and also to establish the limitations which these factors would impose on the preparation and implementation of a planning scheme. The information is necessarily brief as it is only meant to be used as a

(xiii) City of Hobart. LORD MAYOR'S REPORT 1964 - 66 p. 22.

frame of reference for the Case Study. Naturally, many of the comments are made with the advantage of hindsight and it should be noted that the consultants who prepared the planning scheme in the case study had no such frame of reference.

Having established a frame of reference and outlined those factors which would operate as parameters, it is perhaps worth making the point, that while the aim of research may be to define situations in terms of parameters and thus present the implication of a choice, research will never replace judgement or vision. Consequently, the parameters which have been outlined in this section are regarded more as starting points than strict limitations and as the Case Study progresses it will become clear that actions in relation to these parameters can fall into three types.

- (i) Actions which are confined by the parameters,
- (ii) Actions which seek to expand the parameters, and,
- (iii) Actions which are taken in spite of the parameters.

Generally, planning practice operates within the parameters which are either explicit or implicit in the legislative and administrative framework. In this particular Case Study parameters have been expanded by the use of the techniques of community involvement and capital budgeting. Some of the actions in the Case Study were taken in spite of the parameters and the success or failure of these last two types of actions provide a means of gauging the effects of the use of these new techniques in the planning process.

1. Location

Battery Point is a small peninsula in the City of Hobart, south-east of the Central Business District (hereafter CBD.) at latitude $42^{\circ}54'$ south and longitude $147^{\circ}21'$ east. The Hobart metropolis consists of the City of Hobart, the Municipality of Glenorchy and parts of the Municipalities of Clarence, Kingborough and Brighton which, together comprise the Southern Metropolitan Region.

The relationship of Battery Point to the City, the metropolitan area and the region is shown on MAP 1. Battery Point is about 240 acres in extent and its boundaries are defined in By-Law No. 33⁽ⁱ⁾ as Sullivan's Cove, The River Derwent, Sandy Bay Road from Marieville Esplanade to St. David's Park and Parliament Square.

2. Physical Characteristics

In such a small area, the most relevant physical characteristics are topography and microclimate. Because these characteristics are local modifications of dominant geological and climatic features of the Southern Metropolitan Region, both the dominant features and the modified characteristics are briefly outlined below:-

(a) Geological Features

The topography of the Southern Metropolitan Area has been classified by Dr. J. L. Davies as the Low Dissected Plateau physiographic region.⁽ⁱⁱ⁾ The structure dates from tectonic block faulting in the Miocene period which broke up the late Mesozoic peneplain. Prior to the tectonics, massive injections of dolerite had terminated a long period of Permo-Carboniferous sedimentation, dolerite is now the basic rock type in the area.⁽ⁱⁱⁱ⁾ During the Pleistocene Period extensive glaciation occurred in southern Tasmania subsequent, Recent eustatic changes in sea level were responsible for the drowning of the Derwent Estuary which now forms the eastern boundary of the planning area. The metropolitan area then, lies in a steeply-sided drowned valley formation, hemmed in by mountains and foothills, with a wide river and estuary cutting it in two.

(i) By-Law No. 33 is attached as APPENDIX NUMBER ONE.

(ii) TASMANIAN YEAR BOOK 1967, Bureau of Census & Statistics, Hobart, p. 31

(iii) GEOLOGY, MINERAL RESOURCES & MINING INDUSTRY Dept. of Mines, Hobart, 1964, pp 10 - 12.

(b) Detailed Topography

The detailed topography of Battery Point is shown on Map 2, the contours were supplied by the Southern Metropolitan Master Planning Authority.^(iv) The area divides naturally into two parts at the escarpment between St. George's Terrace and Quayle Street. The peninsula north of the scarp rises to 130 feet above sea level and is a spur from the main Low Dissected Plateau. This spur forms a watershed between the Sandy Bay Rivulet and the Hobart Rivulet. The area south of the scarp is of Recent sedimentary origin and forms a basin for the Sandy Bay Rivulet.

(c) Climatic Features

The climate of the Southern Metropolitan Region falls into the general classification of East Coast Cool Temperate. The mean annual temperature is 54.2°F, with a mean annual range of 15.3°F (v). The average annual rainfall is 25 inches but this rises to 65 inches at Mt. Wellington. The prevailing winds are west to north-west, induced by the shape of the Derwent Valley, south-easterly sea breezes generally occur during the summer months.

(d) Microclimate

An analysis of microclimate is necessarily subjective as no records have been kept for the Battery Point area. Here, the prevailing wind is south-easterly and sheltered areas are shown on Figure 1. The importance of microclimate, even in the early days of settlement, is illustrated by an advertisement which appeared in the Hobart Gazette, March, 1847, describing the land in Arthur's Circus,

"the Purenness of the Prevailing Atmosphere
and sheltered from every keen blast" (vi)

(iv) Supplied by Mr. Frank Bølt, S. M. M. P. A. July, 1967.

(v) TASMANIAN YEAR BOOK 1968, Bureau of Census & Statistics, Hobart, P. 46

(vi) Amy Rowntree BATTERY POINT TODAY AND YESTERDAY, Education Department, Tasmania, 1951, p. 61.

(d) Microclimate (Continued)

Unfortunately much of the planning area is not sheltered from every keen blast, however, the more exposed areas do have fine, water views. In the area between King and Quayle Streets, a slight basin formation tends to trap air, producing sultry conditions on hot days and icy conditions on cold days.

The site conditions shown on Figure 1 combine climatic and topographical data with other factors such as views. The implications of the physical characteristics for future development are first, that a sheltered, northern aspect is most desirable and second, that the low land between King and Quayle Streets, with its extremes in microclimate is least attractive. There are two sheltered areas, one in the north and one in the south of the planning area. Taking all other factors into consideration, it may be that the climatic disadvantages of exposed areas with southern aspects could be offset by the attraction of fine, water views.

3. History

Battery Point was developed early in the history of the Van Dieman's Land colony and its subsequent growth encompassed many of the factors that made Hobart an important port in the nineteenth century. The first settlement in Hobart was at Sullivan's Cove in 1804, two years later the first land grant at Battery Point was made to Rev. Robert Knopwood by Governor King in January, 1806. This grant consisted roughly of land between the present St. David's Park, Hampden Road, Battery Square and Sullivan's Cove.

In 1818, the Mulgrave Battery from which the point derives its name, was built in what is now Prince's Park. The land between Hampden Road and the Sandy Bay Rivulet was granted to William Sorrell Esq., in 1819 but these 90 acres were transferred to William Kermode in 1824, in satisfaction of a gambling debt. (vii)

In 1824 Knopwood's land was subdivided and parts fronting onto Sullivan's Cove were sold to merchants who planned to extend the port and build warehouses.

(vii) *ibid*, p. 51.

The new Lieutenant Governor Arthur objected to the alienation of the foreshore but in 1825 the public spirited merchants agreed to cede 87 feet of frontage to the Crown, which, together with a 33 feet reservation to the Mulgrave Battery now forms the present Salamanca Place. ^(viii) The stone warehouses along this road were built in the 1830's when Hobart was a flourishing seaport and the centre of a large whaling industry. The original warehouses are still standing, today some have been converted into uses other than storage. Already there are pressures to redevelop this valuable part of the port of Hobart, even although the warehouse facade is regarded by many as an important part of Tasmania's historical heritage.

During the late 1830's land values in Hobart increased rapidly and many large holdings were subdivided at this time, including the northern part of Ker-mode's property in Battery Point. Boat building began at Secheron Point and this, together with the commercial activities in Salamanca Place, created a demand for residential land in Battery Point. By 1838 there were sufficient residents in the area to warrant the building of St. George's Church on the highest land in Battery Point and since that time the high church tower has been a landmark for ships and a focal point for Battery Point.

Land to the south of the Sandy Bay Rivulet was developed much later in the century but it was first settled in the 1830's and the two original farmhouses are still standing. These are Queenboro Farm, now 19 Queen Street and Ashfield Farm, now 11 Margaret Street,

Although the Van Dieman's Land Colony suffered a mild depression during the early 1840's, Battery Point enjoyed a minor boom, due to the rapid growth of ship building and the development of the present slips area. Early maps show that there were houses in Kelly, Sloane, Francis, Cromwell and Trumpeter Streets, as well as properties in Hampden and Secheron Roads. Parts of Colville, Napoleon and De Witt Streets had been constructed, and the street pattern as it exists today was almost complete. ^(ix)

Residential development north of Hampden Road dates from the 1830's and remains virtually unchanged, characterised by small houses on tiny lots. Many of the original residents here were connected with the whaling industry and it has persisted as a lower income area, although a fairly recent influx

(viii) *ibid*, p. 23.

(ix) R. J. Solomon, SPRENT'S HOBART Papers & Proceedings of the Royal Society of Tasmania Vol. 101, Hobart, 1967.

of Southern-European migrants has resulted in considerable property improvement. Future development in this area is likely to be hampered by the small lot sizes and the pattern of narrow streets.

The pattern of subdivision between Hampden Road and St. George's Terrace reflects the original affluence of this area, which was settled by businessmen and prosperous tradesmen in the 1840's and 1850's. Here, the streets are wider, the average lot size is larger and the houses are generally more substantial than those to the north of Hampden Road. Considerable property rejuvenation has been carried out in this area over the last decade, making it a pleasant "tourist attraction".

Today, the slipyards along Napoleon Street are only a remnant of the once thriving industry, the first slips at Secheron Point have long since disappeared. In terms of future development this area is not very attractive because of its steep slopes and exposed aspect. Most of the area in Battery Point which lies to the south of the scarp near Quayle Street is flat and as already mentioned has a less pleasant microclimate than the area to the north. There is however a sheltered area around Ashfield Street and the southern part of Marieville Esplanade. Development in this small area is more closely related to that in the adjacent Sandy Bay locality than to anything in Battery Point. In the last three years some home-units have been built in this small area and parts of it are suitable for redevelopment.

4. Conclusions

Battery Point is an old, inner, residential suburb. The locality divides naturally into two parts, the higher northern part was mainly developed before the turn of the century and contains areas of historically interesting houses. The lower, southern part has been developed mainly within this century and appears to be more closely linked to Sandy Bay and the University than to the CBD.

Details of land use, the age and condition of buildings and building materials are shown on MAPS 3 to 6 respectively. This information was compiled from field surveys which will be outlined in the Case Study, but are included here in order to show the major features of the area.

The northern port area is adjacent to the southern part of the CBD. There is already pressure for commercial redevelopment in the port zone and in recent years, the proximity of the whole of the northern part of Battery Point to the CBD has increased the pressure for residential redevelopment. At the same time, during the last five years there has been considerable property regeneration in some of the oldest parts of Battery Point, increasing the attractiveness of the area.

Battery Point has long been a quiet backwater, but changes which have recently occurred indicate that the time has come when the type and scale of activities in the area are undergoing transition. The existing street system does not offer either a satisfactory means of access to or from Sandy Bay Road nor a coherent pattern of movement within Battery Point. While narrow streets and small-scale architecture provide much of the charm of the area, the scale of development is changing and there is a resultant pressure to provide easier circulation within the area. Because Battery Point has remained virtually unchanged for about one hundred years it contains the largest groups of vernacular Georgian architecture in Australia. Unfortunately, many of these houses are in areas which are ripe for redevelopment.

PART TWO
THE CASE STUDY

1. Events Preceding The Proposal

In August, 1966, the Development Engineer of the Hobart City Council held informal discussions with the consultants regarding their capacity to prepare a planning scheme for Battery Point. At this time the Development Engineer was attending an Australian Planning Institute Congress in Sydney. It is not known whether he had similar discussions with other planning consultants.

As a result of this informal discussion the consultants were invited to attend a meeting of the Hobart City Council in September 1966. At this meeting it was explained that Council had undertaken to prepare planning schemes for localities within the Corporation area, with priority being given to those areas in which change was most rapid. The first of these schemes was for an affluent residential area, Sandy Bay. This scheme had been commenced by the Council in 1965 and was nearing completion.

The Battery Point locality was adjacent to Sandy Bay and it had been determined to engage consultants to prepare this scheme. With the Sandy Bay Scheme close to completion, the Council's attitude towards planning appeared to be confident, its attitude towards Battery Point was quite definite. Between 150 and 200 flats or home-units were being constructed in the Hobart metropolitan area each year and 70% of these were locating in the City of Hobart. The Council's aim was to encourage the development of these units in areas close to the CBD in order to increase population in the inner suburbs with a long-term view of strengthening the importance of the CBD. To this end the Council had decided that a planning scheme for Battery Point should aim to double the population of the locality and provide for medium to high density development.

Following this meeting the consultants received a formal invitation to submit a proposal for the preparation of a planning scheme for Battery Point, dated 24th October, 1966. The First Document, the proposal was submitted to the Council on 1st November, 1966.

2. The Proposal

The most important elements of the Proposal were the method of preparing the scheme, the consultant's role in the scheme preparation and the consultant's attitude to Battery Point.

The method of preparing the scheme was outlined in a section called "Programme of Work". This was divided into eight phases as follows:

- "1. Project Evaluation and Preliminary Establishment of Goals.
2. Consultants.
3. Research.
4. Goal Revision and Draft Policy Statement.
5. Plan.
6. Ordinance.
7. Designs and Illustrations.
8. Presentation to the Council and to the Commissioner."

In content, the programme of work covered all the elements which would normally be encompassed in the preparation of a planning scheme, as well as two additional elements. These were community involvement in the planning process and the preparation of a capital budget for the scheme. The consultants undertook to consult with,

"... private organisations, such as the National Trust, Progress Associations and Church groups; and rate payers, residents and developers."

They also undertook to,

"... present a preliminary evaluation of the Council's resources and commitments and would suggest for Council's decision an overall figure to which development expenditure on Battery Point should reasonably be restricted over a specified number of years."

It was stated that,

"The total time for the preparation of the Statutory Planning Scheme would be no more than twelve months. We would make a report to Council or to Council's Town Planning Committee every two months during this period, so that the progress of the Scheme was always fully explained and checked."

These extracts show the role that the consultants intended to play during the course of scheme preparation. As outside consultants they were prepared to act as go-betweens, to report frequently to Council and to make their own assessment of financial commitments beyond the normal confines of departmental procedures. Unfortunately, the issue was clouded by another statement as to the 'modus operandus',

"in the same way as Council's full-time staff, seeking advice, approval and direction from the City Engineer, City Architect and Town Clerk, reporting at regular intervals to the Town Planning Committee, and on, say, three occasions, to full Council. As with other Council professional staff, we would need full access to Council's records, and the assistance of the junior staff only in retrieving and copying information from records."

It continues somewhat ambiguously,

"We would consider ourselves as working for the Council, under the day to day authority and direction of the City Engineer."

On the one hand the consultants were claiming to be free agents, consulting with senior Council officers, on the other hand they claimed to be working under the direction of one of these officers. While the actual role of the consultants, in an administrative sense, is not at all clear, their role in relation to the planning process is shown in the following extract,

"We stress that we will seek to serve as a catalyst in the evolution of Hobart's own plan for Battery Point. Therefore, we will work from the general to the particular, giving Council staff, Committees and Council itself the opportunity to check and approve each appropriate stage of the process."

The important point to be made here is that the consultants were to be in constant contact and consultation with the Council and its staff during the course of scheme preparation. At this point, it should be noted that the consultants were Sydney based and the Council was in Hobart. How this close relationship between Council and the consultants was to be achieved was not mentioned in The Proposal.

The First Document, The Proposal, particularly the section outlining the programme of work, reflects the consultant's initial attitude to the project. In the outline of the Development of Preliminary Goals, the consultants stated that the plan would,

"... allow and encourage residential re-development to medium and high densities ... reshape the old street and pedestrian pathway systems to meet the new needs of the redeveloped area".

yet, at the same time the plan would,

"preserve, reinstate and revitalise the unique, historical character of Battery Point. "

From the outset, these two aims represent the dichotomy of solutions available for the area. In theory, these two aims may not be mutually exclusive, but the individual case poses problems in achieving a solution which incorporates both aims and at the same time is economically viable. One could ask at this stage whether the consultants were merely repeating the opinions of the Council or whether they felt that these two aims were not mutually exclusive. Either way, these stated opinions as to the area's future would certainly affect the development of the plan. Whether these opinions would alter during the planning process will be discussed in later chapters.

3. Reception

The Proposal was considered by Council at a meeting in November, 1966, it was accepted and the consultants were informed. The Council did not seek to enlarge or restrict any part of the First Document, in this way it approved both community involvement and capital budgeting as part of the planning process. The consultants had not been present at the meeting when they learned of the decision they decided to commence work on the scheme in January, 1967.

1. Events Preceding Submission

The events preceding the submission of the second document fall into two categories, data collection and report preparation, which correspond with work carried out in Hobart and work done in Sydney. The manner in which this document was prepared shows the emergence of a procedure followed throughout the project and already alluded to in the previous chapter. The work was carried out in two places. The area to be planned was visited briefly, during this time intensive work was carried out and almost all the factors which would affect the content of the document occurred during this short period. The actual development of the scheme took place in Sydney, away from the area and the people involved and with very little communication between the Council and the consultants.

(i) Work in Hobart

Initial work in Hobart took place between 2nd and 17th January, 1967. It involved a thorough field survey and contact with groups and individuals interested in the development of the scheme. Field surveys were undertaken to ascertain the pattern of land use, the age and condition of buildings, types of building materials, the height of buildings, special townscape features and the historic and architectural merit of buildings. The basic unit of survey was the individual building and the method was to note down the features of each building in a field book. Further details of the basis of classification are listed below.

(a) Land Use

As the area surveyed was predominantly residential it was decided to use a relatively simple three digit code which had been developed by Urbsearch. ⁽ⁱ⁾ In the case of non-residential uses a detailed description of the activity, and where possible, the floorspace and number of employees was made. In addition, where it was apparent from the exterior of a building that a residential property was

(i) G. W. Smith. THE STANDARDIZATION OF LAND USE CODES IN AUSTRALIA Australian Planning Institute Journal Vol 3, No 2, 1964, pp 44 - 49.

intensively used, that is, a single family dwelling was in fact a rooming house, this was also noted and forms the basis of FIGURE II, which shows intensity of occupancy. The distribution of different types of activity is shown on MAP 3.

(b) Age of Buildings

This was judged to the nearest ten year period. In cases where it was apparent that a number of additions had been made the age of the major part of the building was noted. In cases where renovations had completely altered the building, it was dated by the renovations. In collating this information the specific age of the individual building was less significant than the general age of groups of buildings. For this reason the data was combined into four categories and the resulting pattern is shown on MAP 4.

(c) Condition of Buildings

This assessment related to the external appearance of properties. It was understood that many houses which were constructed before 1880 did not conform to current building standards, lacking damp-proof courses, etc., so in the case of renovated buildings the condition might not be as good as the exterior would seem to indicate. Buildings were grouped into four categories, Good, Fair, Poor and Dilapidated. The characteristics which were taken into account included the general condition of the roof and walls as well as the degree of maintenance. For example, a structurally sound building in need of a coat of paint but otherwise well kept was classified as Good. A Fair classification would have been warranted in the case of buildings where minor structural improvements were apparently necessary, where there were small cracks in brick walls or separation of timbers in weatherboard buildings. In cases where considerable structural improvements and maintenance were required the classification was Poor. The difference between a Fair and Poor classification was one of degree, as a general guide renovation of a Fair house would have cost less than \$1,000. There were very few buildings in the final category but those that were classified as Dilapidated were literally falling apart. The pattern of condition of buildings is shown on MAP 5.

(d) Building Materials

Classifications referred to the major material used. It was characteristic of many of the older houses in the area to have a basic brick structure with weatherboard extensions at the rear, however, the materials used in the extensions were not classified, except in the case of several large commercial buildings which consisted of almost equal parts of different materials. Materials were grouped into four categories, Brick, Timber, Stone and Other. The last category included buildings which were constructed of concrete, aluminium, corrugated iron, fibro or those buildings which had been stuccoed so that the basic material was no longer recognisable. The distribution of buildings in these four groups is shown on MAP 6.

(e) Height of Buildings

This related to the number of storeys, it was also noted when buildings had attics or basements. The pattern is shown on FIGURE III.

(f) Townscape

An assessment of the psychological impact of features in the area was essentially subjective. Attention was paid to dominant elements, both urban and natural, cohesive qualities such as building types, colours, the scale of spaces and details such as fanlights, doorknockers, etc.

(g) Historic and Architectural Merit

This survey was undertaken because the area contained many of the earliest buildings in Hobart and indeed, in Australia. It was assumed that it would be possible to preserve some of these buildings under the provisions of Section 220, of the Hobart Corporation Act. ⁽ⁱⁱ⁾ The five classifications noted are listed below,

- A. Buildings which are already in public or trustee ownership or which a public body has expressed an interest in acquiring.
 - B. Buildings which are recommended for preservation, that is, for public ownership.
-

(ii) Section 220, Hobart Corporation Act empowers Council to prohibit the demolition or alteration of an historic building through the issuing of a Preservation Order which operates as a covenant.

- C. Buildings for which a bonus or incentive should be given for preservation.
- D. Buildings of interest which do not merit any particular bonus or incentive for preservation.
- E. Buildings of no particular historic or architectural merit.

The following extract is a typical example taken from a field book.

KELLY STREET - east side from northern end.

Car Park gravelled, circa 3,000 sq. ft.
owned by W. D. Peacock & Co.
Pty. Limited, Salamanca Place.

- 10)
- 12) 002* 1920, good, brick, ss*, E.
- 14)
- 16)
- 18 001, 1850 renovated 1960, good,
cement rendered, ss, E.
- 20 001, 1850, renovated.
- 22 001, c. 1860 renovated 1920, good,
brick, ss, E.
- 24 001, 1860, fair, stone-stucco, ss,
E.
- 26) 002, 1860, fair, brick, painted,
- 28) caste iron verandah, ss, D.
- 30)
- 32) 002, 1860, fair, brick painted, ss,
with attics, D.
- 34)
- 36) 002, 1860, fair, brick painted, ss,
D.
- 38 001, 1880, good, brick, carved
wood facias, caste iron, ss with
attics, D.

*001 - single family residence, 002 - semi-
detached residences,
ss - single storey.

In addition to the field surveys background data was collected from secondary sources. This included,

population, retail and building
statistics from the Census
Bureau,

property ownership, sales and values from Council records and the Valuation Department,

data relating to the real estate market from the Valuation Department, real estate agents and developers, and,

data relating to tourism from the Tasmanian Tourist Bureau.

As well as surveying the area and collecting as much information as was available in secondary sources it was also important to establish contact with community groups and to establish a working relationship with the Council's officers.

At this initial stage it was considered that three groups of people should be approached, these were the Battery Point Progress Association, the National Trust and developers active in the area.

A meeting was arranged between the consultants and the President of the Battery Point Progress Association on 4th January, 1967. At this meeting the President explained that the Association had been formed in 1948. In 1959, following concern about the extension of industry southwards from Salamanca Place, a town planning sub-committee was formed, which presented a series of recommendations to the Hobart City Council, these were,

- That Battery Point should be zoned "residential".
- That flat buildings could be permitted, provided that adequate plot ratios were imposed.
- That a foreshore driveway should be constructed from Sandy Bay Road to Salamanca Place.
- That Colville Street should be extended to Runnymede Street, by-passing Arthur's Circus and linking up with Salamanca Place.
- That buildings of historic interest should be preserved.

After a series of meetings between the Association and the Council officers, Battery Point was proclaimed as a Residential Zone, (see By-Law 33)⁽ⁱⁱⁱ⁾, however, by 1965 the Association once again felt that the Council was permitting the erection of flats which did not conform with the By-Law provisions. At this time the Association approached the Council and requested that a planning scheme should be prepared for the area. The President of the Association agreed that the consultants should have every opportunity to discuss proposals with local residents and to this end he arranged a special meeting on 10th January, 1967.

This meeting was attended by the consultants and fifteen committee members from the Association. It became apparent almost immediately that the Association was only concerned with part of the area to be planned, roughly the area between Hampden Road and St. George's Terrace. This was made clear by one woman present who expressed the opinion that "if they want to build flats let them build them in South Street or Kelly Street because they're slums and only low class people live there". While the Association claimed to represent all socio-economic groups in the area it only had 40 financial members out of a total population of 3,750, and the committee appeared to be dominated by two groups. The first group consisted of young, ambitious, professional people, interested in the regeneration of the historic character of Battery Point, the second group was made up of middle-aged people who had spent most of their lives in the area and were concerned about the changes that had been occurring. The discussion centred on flats in the area, particularly the thirteen storey block which was under construction (Empress Towers). It was obvious that this single issue was the integrative force between the distinctly different groups in the Association. While most Progress Associations have fairly disorganised objectives, the Battery Point Association had well defined aims, possibly as a result of its professional component and it was prepared to act as a pressure group to achieve these aims.

The outcome of this meeting was that the Association agreed to draw up plans showing buildings which they would like to see preserved and a proposed traffic plan. The consultants agreed to discuss all aspects of the scheme preparation with the town planning sub-committee and at a later stage to hold public meetings to discuss the proposed scheme.

(iii) Attached as APPENDIX NUMBER ONE.

The consultants felt that the Association would provide not only a sounding board for ideas but also a means of publicising proposals and consolidating community support for the scheme.

Initial contact with the National Trust was less satisfactory. On 5th January, 1967, a member of the Tasmanian Division of the Trust took the consultants on a tour of the northern part of Battery Point. This member had lived in the area as a child and the tour consisted of looking at the old barber shop, grocery shop and church. It was clear that this particular member did not know a great deal about the architecture or the history of the area. It was also clear that the Tasmanian Division had very limited funds and at this stage did not appear to be greatly interested in Battery Point.

While the Progress Association and the National Trust were finite groups, developers with an interest in the area did not constitute a formal pressure group, although, as individuals and by virtue of their activities they were a positive force for change. Developers who were operating in the area were approached individually and the uniformity of their objectives determined their consideration as a pressure group. All shared the view that Battery Point was ideal for high to medium density development because of its convenient location near the CBD. They differed in opinion as to how the area should be redeveloped. One developer envisaged Battery Point as a series of high rise towers in a park - like setting, another saw it in terms of three-storey developments more in keeping with the existing scale of the area. Surprisingly, only one developer had any concept of market demand and he was probably the only one who was operating with any degree of success in the area.

Establishing a working relationship with the Council officers was relatively easy since, in the terms of the Proposal, Council had agreed to allow the consultants access to records and the use of junior staff, on the understanding that the consultants would discuss all aspects of the work with relevant Council officers. Working together was fostered by daily discussions with one or other of the Department heads concerned, either the Town Clerk, City Architect, City Engineer or Development Engineer. However, of all Council officers it appeared that the Town Clerk was the only one who saw planning as an integral part of Council's operations, the impression gathered from the others was that planning was an adjunct activity which would ultimately neither affect nor be absorbed into the general running of Council. This was perhaps not surprising since the Town Clerk was probably the only Council officer apart from the City Treasurer who was in a position to see all aspects of Council activity in a co-ordinated pattern (c. f. DIAGRAM II, Chapter Two)

The consultant's final meeting during this visit was with the Council. In a verbal report to the Town Planning Committee the consultants described the work which had been carried out. Few questions were asked and it was difficult to form any opinion on Council's current attitude towards the area. Discussions with the Progress Association had indicated that there was considerable local opposition to the Council's aim of encouraging higher density development in the area. Whether this Association represented the majority view of residents in the planning area was less relevant than the fact that it was the only public pressure group expressing an opinion. At this stage the consultants were beginning to realise that the plan which they had been engaged to prepare was, or could develop into, a series of unpleasant political issues.

Another factor that disturbed the consultants was the recently completed Sandy Bay Planning Scheme, which had been placed on exhibition on 2nd January, 1967. This scheme had generous areas zoned for medium to high density development and did not conform with the Council's policy, as stated at the initial meeting with the consultants, of encouraging high to medium density development close to the CBD. Considering that there was only a limited demand for this type of accommodation, it appeared that either the Council had failed to assess total demand or that it simply lacked an overall policy for the development of the whole Corporation area. If the Sandy Bay Scheme was to be gazetted in its present form, then there would be a danger that Council's stated aims for Battery Point would be thwarted by Council's provisions in the Sandy Bay area.

(ii) Work in Sydney

The work in Sydney was concerned with the collation and analysis of data collected during the Hobart visit. Summary maps were compiled for all the survey information and statistical summaries were made of data relating to land values, sales, property ownership, population, retailing, building activity and tourism. These factors were consolidated into a functional analysis of the area which focussed on its present structure with emphasis on townscape and the problems to be faced in the planning process.

Although Battery Point was only a small locality, in terms of function it was one of great variety. The consultants broke the area down into eight distinct functional precincts which are shown on MAP 7 and may be summarised as follows:-

- A. The port and warehouse area,

- B. An area of mixed use, including institutions, factories, warehouses, offices and dwellings, an area at present undergoing commercial redevelopment,
- C. An old, run-down residential area which at present is undergoing piecemeal residential redevelopment.
- D. A fairly new, static residential area, with good quality development and fine water views,
- E. The old core of Battery Point, mainly old houses in good condition, but including the slipyards in Napoleon Street. As yet this area is not ripe for redevelopment, with the possible exception of the slipyards.

These five precincts constituted the northern section of the planning area, the following three precincts constituted the southern section and were oriented more towards Sandy Bay and the University than to the CBD.

- F. A large, generally poor quality residential area which, among other things, provides cheap accommodation for university students. Developed mainly after 1900, and not yet ripe for redevelopment.
- G. An area of mixed use, commercial and residential, it includes the Magnet Court shopping centre, which is oriented to a trading area to the south, southeast and west of Battery Point and includes precincts F, G and H within Battery Point itself,
- H. An area of good quality, fairly static residential use, mainly developed since 1940 and similar in character to Sandy Bay.

From this breakdown it is obvious that the whole area was not ripe for redevelopment, although parts of it were. For many years the locality had been a quiet backwater from the mainstream of city growth, recent changes in the area had been due to economic factors operating in the city as a whole and some of these changes, occurring in the less stable parts of Battery Point, had resulted in conflict between uses.

Bearing in mind the Council's aims for Battery Point, its apparent lack of overall policy and the views of the local residents, the consultants assumed that Council's attitude to any proposal at this stage would be fairly ambivalent.

Therefore, it was decided to make the first report as neutral as possible. No attempt was to be made to solve problems or to suggest definite courses of action, instead the problems were to be defined in general terms and planning objectives were to be only broadly outlined. The general aim of these tactics was to initiate some thought and discussion about the area, which would be required in order to resolve the lack of overall policy at the Council level.

2. Document Number Two

Document Number Two, entitled "Draft Project Evaluation and Preliminary Planning Objectives"^(iv) was submitted to the Town Planning Committee on 28th February, 1967. This Report was to be the first of six progress reports to be submitted at two-monthly intervals as outlined in the Proposal (Document Number One). As such, it was important because it was the first, formal report to Council and it would probably establish a pattern for later reports.

Its specific aims were to,

- (i) inform the Council of progress,
- (ii) provide a means of gauging reaction to the proposals from both Council and the public, and
- (iii) gain approval on a course of action.

These three purposes were demonstrated in the Report, indeed, they could almost be used as sub-titles to the three major sections of this Document. These sections were a functional analysis and a discussion of the problems to be faced in the planning process, under the general heading of "Project Evaluation" and a preliminary establishment of goals.

The functional analysis of the area was outlined in terms of the eight precincts into which the area had been divided, these were briefly described and their characteristics were outlined in an Appendix^(v). Having established a frame of reference for the examination of the area the second part of the "Project Evaluation" was concerned with problems.

(iv) Report to the Council of the City of Hobart, Town Planning Committee Minutes, DRAFT PROJECT EVALUATION AND PRELIMINARY PLANNING OBJECTIVES 28th February, 1967. roneo, 4pp and two appendices.

(v) See APPENDIX NUMBER TWO

These were grouped into three types,

- (i) Provision for Traffic;
- (ii) Retention of the Area's Unique Character; and,
- (iii) Choice and Guidance of the Most Desirable Forms of Redevelopment.

In this section the consultant's attitude towards the area had not changed from that expressed in the Proposal (Document Number One). No attempt was made to resolve the dichotomy between conservation and redevelopment and these two problems were treated as separate issues. However, whatever form of future development of the area would take it would not proceed in isolation but would be linked to changes in the total metropolitan area. This concept of the metropolitan context was introduced with the first planning problem, that of traffic circulation.

"The improvement of external access (traffic) cannot be divorced from either the internal circulation pattern or the future total metropolitan pattern".

Having outlined a general circulation problem the Report continued,

"At this stage, it appears that any single major internal circulation system for the whole area would involve reclamation and considerable resumption. On the other hand, two separate systems for the northern and southern sections of the area would involve less cost and would, as well, reinforce the separate identities of the two areas."

Alternative general solutions had been postulated and the Report continued with the next problem, that of retaining the area's unique character. The problem was stated,

"Retention of the area's unique character will be difficult, because the physical scale of buildings will change."

A possible policy was explored,

"We cannot preserve the area's character by preserving a few scattered buildings. We hope that it will be possible to retain a few, small, representative groups of buildings and that, by introducing height controls, especially around St. George's Church, the Council will be able to maintain the present dominant element of the area, the spire on the skyline."

And the means of implementing such a policy were briefly outlined,

"The implementation of these proposals will depend on :-

- (a) the extent to which the form of development codes encourages private entrepreneurs to acquire and maintain scheduled historic buildings;
- (b) the policy of the State Government and public bodies such as the National Trust with respect to the acquisition and maintenance of historic buildings; and,
- (c) the ability of the Council to finance the acquisition of some buildings, to be chosen after an examination of Council income, expenditure, resources and previous commitments and contributions".

Once again, no specific course of action or policy was stated. In an almost throw-away line, it was noted that lists of buildings classified according to their historic or architectural merit were attached in a second appendix. This listing totalled 265 buildings, eight in the 'A' category, fifty-eight in the 'B' category, eighty-one in the 'C' category and one hundred and eighteen in the 'D' category. The only comment on these was,

"these preliminary classifications (will) be modified after discussions with representatives of the National Trust and local residents."

The third part, dealing with "The Form of Redevelopment" continued in the same vein, no specific problem was defined nor any solution proposed but as the extract below shows this section was in fact a series of key phrases, an emotive piece of writing.

"... it is essential that a comprehensive, action-oriented programme be established ... implementation of the plan to an established three-dimensional concept can be effected ... allow fullest degree of partnership between the public and private sectors of the economy in achieving community objectives and the highest standards of environment...."

However meaningless, this part was strategically placed to consolidate opinion by the use of acceptable key phrases, thus distracting too much attention from the two previous problems and leading on to the last section, the "Preliminary Establishment of Goals".

The following extract is the complete "tentative list of planning Goals".

- "(i) The scheme for Battery Point must be developed within the context of the total metropolitan area. Battery Point at present fulfils a number of roles which are important to Hobart, roles which may be reinforced or discarded in the future. These roles are:
 - (a) Residential area of compact, low-maintenance dwellings for CBD workers, single and retired persons and university students. It is expected that demand for high quality residential accommodation close to the CBD will expand as Hobart grows. The role of student accommodation will decrease as the area redevelops and property values increase.
 - (b) Port and warehouse area. Whether these functions will expand in Battery Point, or elsewhere, is yet to be discussed with representatives of the Marine Board. These discussions will also cover the role of the slipyards on Battery Point.
 - (c) Commercial area. Recent office developments linked with existing and proposed developments adjoining Battery Point may indicate the emergence of a second office centre in Hobart.
 - (d) Tourist area. It is expected that the role of tourist attraction will expand and that more facilities will have to be provided to ensure attractive activities for tourists.
- (ii) In order to encourage the creation of a pleasant environment it is proposed that the scheme will consist of eight precincts each of which will have a comprehensive plan. This will require some changes in the existing street pattern and will place greater emphasis on the pedestrian system. It will be necessary to prepare a code which will control building bulk, site coverage, parking and planting and possibly materials. These controls, together with sign or advertisement controls will guide and encourage private development.

It is hoped that the establishment of these precincts or 'environmental areas' will assist in the process of revitalisation and that the control codes will provide sufficient incentive for private developers to maintain some old buildings and thus preserve the unique, historic character of the area.

- (iii) To supplement the development of precinct plans, it is proposed that a landscape and townscape plan for Council property and streets would enhance the market potential of the area in the long term. Further landscaping suggestions will be made for areas which are not in public ownership so that private developers will have the opportunity of referring to a master plan and organising their own smaller landscape plans accordingly."

This part established three important general goals, first, the development of the scheme within the context of the total metropolitan area, second, the individual planning of eight separate precincts and third, the preparation of an overall landscape plan. In detail, the basic proposition underlying these goals was that the area should be comprehensively redeveloped even though earlier in the report it had been noted that parts of the area were not yet ripe for redevelopment. While the previous sections had dealt in some detail with the historic character of the area, in this section it was treated as a minor consideration. In this way, the Report, taken as a whole, raised a series of possible alternatives for the area's future development; without treating any definitively and, in the end, appearing to favour a plan for the area's redevelopment.

The Report concluded that it,

"... is submitted to Council for adoption and for comments which will guide our interpretation of the goals which we have outlined".

The value of this report relates back to its three aims,

- (i) To inform Council of progress,
- (ii) to provide a means of gauging reaction to the proposals from both the Council and the public, and,
- (iii) to gain approval on a course of action.

The fulfillment of these aims and an assessment of the value of the Report are outlined in the following section.

3. Reactions to the Second Document

The Town Planning Committee considered the Second Document at a meeting which was attended by the Council's Department Heads and the consultants. The Report was read by the consultants and a discussion followed.

This discussion focussed on points which had been raised in the report and it was possible to achieve a number of policy decisions regarding future courses of action, in a sense then, the first and third aims of the Report were fulfilled.

The Committee reaffirmed Council's opinion that the area was ideal for higher density development, however, it stated that the natural expansion of office development to the south of the CBD, adjacent to and within Battery Point, should be stopped. There was general agreement that two traffic circulation systems would be the best solution for the area, but it was pointed out by the Committee that a road plan for the area was already in existence and that set-back lines were in operation (See MAP 8). The main features of the existing plan was a foreshore drive linking Sandy Bay Road to Prince's Wharf and a new road north of Hampden Road, cutting through Arthur's Circus. The consultants had not been aware that such a plan existed and it was decided that they should be given copies of it for examination.

There was some ambivalence as to whether the slipyards should be retained or whether the area should be redeveloped. The Committee favoured retention of the slips, even though the traffic plan which had just been discussed and which was already in operation alienated these properties from the foreshore. This minor point reinforced the consultants opinion that there was no overall policy with regard to the area.

The Committee adopted the Report without suggesting any changes, in this way approval on a course of action was achieved. That is, the consultants could now go ahead on the development of a plan based on their three stated goals,

- A plan related to the metropolitan context,
- A plan divided into eight precinctal sub-plans, and
- A plan which incorporated landscaping proposals.

However, the consultants had also asked for comments which would guide the interpretation of the stated goals and these were not forthcoming. The Council's attitude to the project at this stage could best be described as "disinterested enthusiasm", and while they approved of the Report and thus the goals they did not appear to be willing to discuss these goals in detail or to refine them in any way.

The second aim of this Report had been to provide a means of gauging reactions to the proposals from both the Council and the public. In the first instance this was difficult because the Council was not reacting either positively or negatively. A possible reason for this lack of reaction could be the form of the Report itself. By stating the cases for conservation and redevelopment in positive terms and leaving the choice between these alternatives unresolved the consultants had hoped to be given an opinion one way or the other, they were not given such an opinion, so the ploy failed.

Public reaction to the Report was easier to gauge. The Report was released to the news media and the consultants were interviewed on television that evening. The following morning edition of the Hobart Mercury (1st March, 1967) reproduced sections of the Report verbatim.

Reaction of local residents was sought at a meeting of the Town Planning Sub-Committee of the Battery Point Progress Association. The sub-committee was enthusiastic about the Report and presented the consultants with a report prepared by one of their own members.

Unfortunately, it has not been possible to obtain a copy of this report, however, it suggested that there should be a two-storey height restriction in the area shown on FIGURE IV and no restrictions in the remainder of the planning area. The area of height restriction was termed the "Historic Zone", therefore, discussion of the consultant's Report tended to be limited to those sections which dealt with this area. Further, there was a tendency to only acknowledge those sections of the Report which were in accord with the aims of the Association, notably, those sections dealing with conservation. Once again, the fact that the cases for conservation and redevelopment had both been positively stated resulted in an inability to distinguish that a choice between the two should be made and that both methods would be altered whatever the choice.

At this time it was decided to approach the Hobart Marine Board, the largest single landholder in Battery Point. The consultants discussed their Report at a meeting with the then Chief Engineer of the Hobart Marine Board, with the City Architect and the Development Engineer attending as Council representatives. The aim of the meeting was to ascertain whether the Board had any definite plans for the development of its Battery Point properties as well as its reaction to the preparation of a planning scheme for the area.

The consultants were told that it was not the Board's policy to reveal future plans, that the Board had the power to sanction any development on the foreshore, that the Board owned Prince's Wharf and objected to its use as a public thoroughfare and that if the Board had no plans for a property (such as a site in the slips area) it followed a policy of retaining the property and not encumbering it with any agreements.

The Port area had been administered jointly by the Board and the Council under the provisions of the Port Zone By-Law^(vi). The history of this liason was punctuated with disagreements and it was apparent at this meeting that relations between the two bodies were cool. The impression gained from this meeting was that the Board was not interested in the development of a planning scheme for Battery Point and that it did not concede that such a scheme would affect its operations in any way.

The consultants were contacted by another member of the National Trust, who was planning to establish a Battery Point sub-committee. It was decided that this committee should examine the lists of buildings submitted as an appendix to Document Number Two and confer with the consultants about final proposals for conservation within the area.

4. Conclusions

The immediate value of the Second Document then, was as a basis for discussion with the Council and with other interested parties. It was also valuable as a publicity tool, its exposure on television and in the press meant that most people in the area were made aware of the consultant's attitude to Battery Point, even though this attitude was ambivalent with regard to the problems of conservation versus redevelopment.

The Second Document fulfilled the aim of informing Council of progress but only partially fulfilled the aim of gauging public reaction since the reaction obtained had to be assessed in the light of the attitudes of those people who were reacting. The third aim of this Second Document was to gain approval on a course of action and to seek guidance on the specific aspects of the plan, while approval to the course of action was implicit in Council's acceptance of the Report, it was not prepared to give any specific guidance.

(vi) Tasmanian Government Printer ZONING BY-LAWS NOS 1-8 INCLUSIVE
5th September, 1951.

CHAPTER SIX
DOCUMENT NUMBER THREE

PRELIMINARY REPORT ON DEVELOPMENT CONTROL ZONES
PRELIMINARY REPORT ON CIRCULATION
FINANCIAL ANALYSIS

1. Events Preceding Submission

As with Document Number Two, the events preceding the submission of the Third Document fell into two distinct phases, events in Hobart and events in Sydney. Having presented a series of generalised goals to the Council, the consultants were now faced with the prospect of evolving specific proposals which would be acceptable to the majority of diverse interests in the area. To this end the work carried out in Hobart from 1st to 14th March, 1967, focussed on the clarification of the objectives of these diverse interests.

(i). Work in Hobart

The gathering of opinions was aimed at three distinct groups:

- (a) The Council and its officers;
- (b) other Government Departments with an interest in the area;
- (c) private individuals and groups.

(a) The Council

Discussions on the future of Battery Point were held informally with the Town Clerk, City Engineer, City Architect and Development Engineer. The consultants were provided with copies of the road plan which had been in operation since 1960, but it was stressed that this plan need not form the basis of the consultant's scheme. The Town Clerk agreed to send Council and Committee agendas and all development applications in the area, over \$10,000, to the consultants. This matter arose because in the month spent in isolation in Sydney several applications had been received and approved without the consultant's knowledge. The only officer who expressed definite views on the content of the planning scheme was the City Architect, whose Department was concerned with development control. He expressed the opinion that the planning area should be extended westward to the line of the proposed South-Eastern Expressway, that the slips area should become a ninth precinct and that the Queen Alexandra Maternity Hospital, the Port Huon factory

and the P. M. G. property in Sandy Bay Road should be zoned out. There was no conflict with any of these officers, however, the City Treasurer was not as helpful when discussions of the financial aspects of the scheme began.

In addition to seeking opinions on the future of Battery Point, the task of data collection was continuing. In accordance with the Proposal (Document Number One) the consultants needed to gather information on Council's current financial position and its commitments. The City Treasurer was the obvious source for this type of information; however, he stated that he was very busy due to the Fire Emergency⁽ⁱ⁾ and refused to provide staff for the extraction of data relating to Battery Point.

Rather than having a direct confrontation it was possible to arrange for members of the Engineering staff to extract the data and circumvent this obstacle. Following this, the City Treasurer and the consultants had a meeting to discuss the accounting procedures and methods of establishing Council budgets. Although Council had agreed that the consultants should examine the financial structure and report on it, the Treasurer seemed to feel that the consultants were intruding on his territory. At this meeting he made it clear that he did not have a high opinion of town planning and felt that it had no relationship with the financial operations of Council. By virtue of his attitudes to planning in general and his actions to the project in hand, the City Treasurer, at this stage, could only be viewed as an opponent in the preparation of the scheme for Battery Point.

(b) Government Departments

The consultants had a second meeting with the Hobart Marine Board, this time without Council representatives and with a number of specific proposals to be discussed. The then Chief Engineer was asked what he thought the Board's reaction would be to a foreshore reservation, he felt that the Board would approve it as long as it retained right of access over the reservation. He considered that the Board would oppose any major change in the Port Zone but that it would probably not oppose commercial activities such as restaurants locating in the Port Zone area. The main purpose of this meeting was to involve the Board in the planning process even if its role was to be only a negative one, this was thought to be better

- (i) On Tuesday, 7th February, 1967, the most disastrous bushfires in Tasmania's history struck Southern Tasmania, resulting in the loss of 62 lives and destroying 408 premises in the Hobart Corporation area. The Council played a Key role in co-ordinating rescue, relief and fire fighting and its normal operations were upset for several months by follow-up activities.

than the alternative of the Board as an outright opponent.

Following a rumour that the Housing Department intended to redevelop an area bounded by Colville Street, Hampden Road and Waterloo Crescent, the Director of Housing was interviewed. He said that the Department had considered the area but had discarded the idea because the cost of site consolidation had been too high. For this reason there were no plans for any public housing developments in Battery Point.

The Department of the Army operated the Beaumaris Training Depot on a $2\frac{3}{4}$ acre site in Sandy Bay Road. The Officer in Charge of the Anglesea Barracks (Tasmanian H. Q.) was interviewed. He stated that the Army had no intention of expanding facilities at this site and would not acquire any more property in the Battery Point area.

Because the Southern Metropolitan Master Planning Authority had been set up to co-ordinate planning in the Hobart metropolitan area, its opinion was sought as a matter of courtesy. The Authority provided the consultants with an up-to-date base map at the scale of 200 feet to one inch.

The Metropolitan Transport Trust controlled all public transport in Hobart. It provided copies of timetables and routes serving Battery Point as well as daily figures of passengers using the Sandy Bay Road services from a 1962 Survey. The Traffic Engineering Branch of the Transport Commission provided a summary of all traffic accidents in Battery Point since December, 1962. The pattern of accidents is shown on FIGURE V. Accidents within the area were almost negligible and none had resulted in fatality. Accidents along Sandy Bay Road were more numerous and serious, enforcing the notion that access to this road would need careful consideration.

The Director of the Botanical Gardens was asked to recommend native plants suitable for the landscaping of Battery Point. The Director was not interested in compiling such a list and the matter was left in abeyance.

The Valuer's Department was asked to supply details of all property sales in Battery Point between 1961 and 1966. The information was provided and officers of the Department explained current trends in the real estate market in Hobart.

They were of the opinion that following a 1964 Local Government resolution requiring developers to pay for services in new subdivisions, the cost of vacant land had risen by about 50% although house values had remained relatively stable. This resolution had stopped cheaper land from coming onto the market and also encouraged demand for home-units. They expressed the opinion that home-unit demand had reached its peak. The officers of the Department were very interested in the effect of a planning scheme on values in the area. Since Battery Point was due for revaluation in 1969 they asked to be kept informed on the content of the scheme and offered to assist in any way that they could.

(c) Private Individuals and Groups

The aim of gathering opinions from private individuals and groups was an attempt to involve informally as many people as possible in the preparation of the Scheme, in the hope that these people would be able to contribute usefully to the content of the plan and also would gain insight into the problems to be faced and the alternatives to be selected. With this type of understanding the consultants felt that there would then be fewer objections when the scheme was presented to the Commissioner for exhibition. Within the budget for scheme preparation it was not possible for the consultants to carry out a detailed survey of people living at Battery Point. By way of compromise, the consultants took every opportunity to listen to residents' comments and had more formal discussions with the managers of various commercial activities in the area. As the consultants had appeared on television and expressed an interest in the views of local residents, it was not unusual for them to be approached in the streets by residents who felt that a certain building should be retained or trees should be planted in a particular street or parking should be banned. While the majority of residents were not members of the Progress Association many of them appeared to share the aims of the Association and were genuinely eager to contribute to the planning process.

Some comments from businessmen operating the area are included below to show the type of information which was obtained in interviews.

The Manager of the Port Huon Fruitgrowers factory (Castray Espanade) told the consultants that the original factory had been built in the 1920's since then it had expanded considerably and the latest building addition had been in the late 1940's.

The factory processed fruit into pulp, juices, cider and liqueurs. The Company had gone into liquidation in September, 1965, but had since recovered. It maintained a permanent staff of 80 people and a seasonal staff of 300, one-third of the latter being women. The factory had been located near the wharves because all chemical ingredients were imported and a large proportion of the finished products had been exported. The export pattern had changed in recent years due to increased competition from mainland firms. (Possibly accounting for the company's liquidation). The consultants had heard that the factory site was for sale and while the manager refused to acknowledge this, he showed the consultants a six acre site, with a large cold store, which the company owned in South Hobart. The company was hoping to consolidate its operations on this site in time, but at present did not have sufficient capital for such a move.

The owner of one of the slipyards was questioned about the industry and its future. Once an important industry in Hobart, this business has been gradually declining since the turn of the century. At present, 50% of the work was in cargo preparation, carried out at the wharves not at the slips. Although these slips were relatively large, with a capacity of 250 tons dead weight, most slips work was now the seasonal maintenance of fishing trawlers. Without exception, the buildings on the slipyards were in poor repair.

The shopping centre in the south of the planning area, together with the retail development on the other side of Sandy Bay Road was ranked fourth in importance in Hobart metropolitan area ⁽ⁱⁱ⁾ after the CBD. This was basically a strip centre which had as its focus Magnet Court. Magnet Court was an interesting example of suburban shopping development in the centralised retailing context of Hobart. The developer-manager of this unfinished project told the consultants that it was begun in 1961 but had remained unfinished because of the 1962 "Credit Squeeze". The project was financed by a bank and was originally conceived as a horse-shoe-shaped group of shops with flats above and car parking in the middle and below (the ground slopes away from Sandy Bay Road). During construction it had become apparent that there was a demand for office space in the area, so part of the basement and part of the upper floor were hastily converted for this purpose. As the project now stands there are

(ii) Dodderidge, P. Unfinished Ph. D Thesis, University of Tasmania.

112 parking spaces and a mixture of shops, office and residential accommodations. While this was a reasonably good mixture there was no major tenant and the design was not conducive to either easy parking or good pedestrian integration. There was no pattern of pedestrian movement between the shops because the parking area separated the two sides. No feasibility studies had been undertaken before the project was begun, and even at this stage, when it was planned to complete the centre by 1970, no marketing or feasibility analysis was to be undertaken. If the information given by the manager was correct, it would appear that the rents were about one-third of comparable CBD rents. As well, the lease agreements virtually pegged the rents for a six year period, since they were fixed for the first three years with an option clause for a further three years at the same rental. No clauses relating rent to increased turnover were included in the lease documents. While individual establishments in Magnet Court appeared to be doing very well, it was doubtful that a good return was achieved on the development.

From interviews such as these the consultants were able to build up a picture of the differing demands and trends associated with the variety of activities in the area, these comments together with those of individuals and groups such as the Progress Association were considered in isolation in Sydney.

(ii) Work in Sydney

The task of evolving specific proposals relating to development control, traffic circulation and a scheme budget was carried out in Sydney. From comments on both Council officers and representatives of the general public there appeared to be a general consensus of opinion that the area should remain residential in character, but the type of residential development was the real problem. No satisfactory solution to the problem of resolving the dichotomy between conservation or redevelopment had been forthcoming during the Hobart visit. Since comprehensive redevelopment of the type foreshadowed in the Second Document would require either a large single developer or a developing agency, neither of which existed in Hobart, there was obviously no point in following this particular line. Instead, the consultants decided upon a compromise solution which included elements of both conservation and redevelopment.

To this end, virtually all land above the 80 feet contour was set aside as an historic precinct. This included most of the area which the Progress Association had suggested should have a two storey height limit. This was to be buffered from a high density area by a zone with fairly restrictive development controls. In concept then, the area was to be split into three residential zones, a departure from the stated policy in the Second Document which was "... the scheme will consist of eight precincts".

Considering the nature of the area and its definite precinctal character, this three-zones concept would seem to be an oversimplification. At this stage the consultants saw such a solution as a suitable compromise to achieve the aims of all groups involved in the future development of the area. However, this concept would undoubtedly alter the existing structure of the area in the long term. The questions which arise here then, are first, was it desirable that the infrastructure of the area should be radically altered and second, was the simplified compromise necessary when all parties approached approved of the future development of eight precincts? In other words was it necessary to depart from the eight precinct concept in order to achieve the compromise between conservation and redevelopment? These questions can best be answered by considering the report and its acceptance.

A number of other considerations had to be rationalised and included in the scheme, the major considerations were the provision of services such as shops, the port zone and its associated office development and non-conforming uses such as special uses and industry.

The existing pattern of retailing in Battery Point, as in the rest of Hobart, was in a stage of transition between the isolated establishment or corner shop and the shopping centre. There were two retail foci, one in Hampden Road and one in Sandy Bay Road. Just as the area physically divided into two, so retailing activity tended to cluster into two groups. In the northern area the grouping was spatially diffuse and the majority of shops were convenience outlets. During the last two years two antique shops had established in Hampden Road to serve the growing number of tourists who were visiting the Narryna Folk Museum and lingering in the area attracted by the regenerated properties. Thus, there were two separate sets of factors operating in the northern area, first the old, scattered pattern of convenience outlets, which, judging from the condition of the establishments and the range of merchandise offered, appeared to be obsolete.

Second, there was a new "speciality" trend which was growing in response to the inflow of tourists. The first pattern was reinforced by the existing cheap rent structure, the second was only beginning to evolve.

The pattern of retail activity in the southern part of the planning area was much more concentrated. The incomplete Magnet Court project had acted as a consolidating force, drawing together the loose straggling of establishments along Sandy Bay Road. It has already been noted that further expansion would occur in Magnet Court by 1970 and it was learnt that several properties outside the planning area, on the other side of Sandy Bay Road, were being consolidated for future development. It could be expected that the Sandy Bay Centre would tend to expand by concentration rather than laterally. Disadvantages in the structure of this centre included the problem of through traffic on Sandy Bay Road, the lack of establishments selling household goods and the lack of a major tenant. The weaknesses in the balance and hierarchical structure of this centre would tend to weaken its potential in relation to the CBD and make it vulnerable in the long term to the establishment of an integrated centre further to the south. Nevertheless, while the bulk of retail activity in the northern part of the planning area appeared to be obsolete, activity in the southern part was expanding and centralised. An inescapable fact in the Hobart retail structure was the dominance of the CBD, a situation which was already beginning to change but which was deeply entrenched in the attitudes of the City's leading retailers.

In recognising the existing retail structure in Battery Point, the consultants were faced with the problem of deciding whether the facilities were adequate and if not, what allowances should be made for future development. Similar questions arose over the existing pattern of activities in the port zone and the problems associated with the scattering of industrial establishments in the area. It was decided not to make any specific suggestions about the future of any of these activities but instead to focus the report on residential requirements in order to get some decision on this issue and leave the consideration of these other, more detailed issues, to a later report.

The task of evolving a circulation system for the area involved an examination of the Council's existing road plan and an assessment of the future needs of the area. It also required an assessment of the likely, future pattern of development, which at this stage was rather hazy. The basic

scheme that evolved was two major loops serving the northern and southern parts of the planning area from Sandy Bay Road and the closing of Castray Esplanade to separate wharf and residential traffic. The system of minor loops associated with this system were more allied to the concept of the area as eight precincts rather than the three-zone concept. In two cases alternative solutions to minor parts of the system were included to focus argument on the alternatives rather than on the system itself, mainly because the proposed system bore no relationship to the existing Council scheme and some opposition was expected because of this. The proposed closure of Castray Esplanade was included because the Progress Association had complained about wharf traffic going through Battery Point and the Marine Board had objected to residential traffic using Prince's Wharf. The consultants did not seriously consider the closure of this street. The strategy here was to focus attention on a relatively unimportant controversy in the hope that this would distract attention from objections to the overall scheme.

Having stated the intention of providing a pedestrian system in the Second Document, the consultants realised that apart from the foreshore there was little opportunity, or indeed necessity, to segregate pedestrian movement into a separate system, however, it was decided to include a report on pedestrian movement as part of the study of circulation.

As well as evolving specific elements of the final scheme, the consultants were analysing the financial framework for the scheme. The Council had a total capital and operating budget of about \$4 million per annum, of which about 25% was derived from loan funds, about 60% from rate revenue and the remainder from fees, charges, etc. Over the ten years from 1957-58 to 1966-67 operating costs per annum had increased by 97% and annual loan expenditures had risen by 118%. The proportional distribution of operating costs was roughly as follows:

	30% loan repayments
	16% water supply
	12% maintaining parks
	10% sewerage supply
	10% sundry works
	10% other services (e.g., garbage collection)
<u>Sub-Total</u>	<u>88%</u>
	12% running costs
<u>TOTAL</u>	<u>100%</u>

An examination of the sources of total operating income over the period 1957 - 58 to 1966 - 67 showed that 85% was derived from rate revenue. Apart from the expenditure of about 10% operating finance on sundry works, the bulk of capital works was provided from loan funds, which required some 30% of the annual operating budget to service.

Factors determining the source of finance for the Battery Point Scheme were the estimated life of the project, the estimated cost of the project and the possibility of expanding the tax base. At this stage, the cost of the project was not known but it was assumed to be beyond the scope of the operating budget. The possibility of expanding the tax base did not appear to be politically feasible so the source of finance would have to be from loan funds. The average current loan budget was some \$1,200,000 per annum with a loan period of forty years. In terms of the estimated life of the project, there could be a good case for shortening the loan term, however, the successful implementation of the scheme would have to be conceived within the normal operations of Council, in this context the shortening of the loan term might not be feasible.

Capital improvements incorporated in the planning scheme would probably be handled by the Works Department which was absorbing 50% to 55% of total loan funds or about \$650,000 per annum. It was obvious that the amount of the Works budget to be allocated to the implementation of the Battery Point Scheme would largely depend upon the degree of priority given to the scheme by the Council. While it could be assumed that, as the Council was outlaying a large amount of money on fees for the preparation of the planning scheme, it therefore considered that the area had priority and that this attitude would continue into the implementation period. The other possibility that the consultants were now aware of, the fact that the Council did not seem to want to be directly involved in the scheme preparation because of its political implications, might mean that it would not be willing to implement the scheme once it was completed. Whatever the Council's attitude would be, an examination of the current works projects and their estimated completion dates indicated that the maximum amount which could be made available to the Battery Point scheme would be in the order of \$150,000 per annum during the next five years. Of course, if priority was given to other new projects, the amount available could be much less.

The maximum amount of \$150,000 per annum would not be sufficient to carry out the capital works to be proposed in regard to traffic circulation. While it would not be suggested that all these works should be carried out immediately, in order to achieve any effect, some works would be required. It was decided to approach the capital budget for the scheme in a generalised manner, to propose various policy alternatives, to examine the works in terms of likely returns from the area and to estimate the costs of certain proposals as examples of the scale of the proposed capital works. The consultants wrote to the Council asking for unit costs for road and pavement construction. The Council replied that it had no estimates of unit costs but the consultants managed to get reasonably comparable figures from a firm of Sydney engineers.

Even in presenting a very general report on the probable cost of capital works associated with the planning scheme, each proposed item had to be assessed in terms of its estimated capital cost, its estimated continuing operating cost, its importance relative to all other items, its desirable sequence relative to all other items, its effect on private sector investment and its likely construction period. In this way a series of works priorities could be established.

Once such a priority listing was established, the time scale for the completion of the works would become a separate issue, since it depended on Council's attitude to the project.

At this stage the consultants had completed analysis of the field surveys and data from secondary sources, and had formulated opinions as to the attitudes of pressure groups interested in the preparation of the scheme.

The aim of the Third Document was to postulate a framework plan for Battery Point's future development together with an outline of its likely budget requirements.

2. Document Number Three

Document Number Three was presented to the Town Planning Committee of the Hobart City Council on 13th June, 1967. The Document consisted of three reports and five accompanying maps. For the purposes of this analysis the three reports will be considered separately.

(i) Preliminary Report on Development Control Zones

The first report on Development Control Zones was divided into three sections, first an introduction which outlined the objectives, second the Proposals as they related to development controls, historic buildings and redevelopment, and third, the Proposed Development Controls. This report was accompanied by a map showing the zone boundaries and two appendices, the first, a list of definitions and the second, a list of proposed Preservation Orders.

The consultants stated that:

"The aim of the proposed zoning plan is to encourage medium-density to high-density residential redevelopment in Battery Point without adversely affecting its unique, historic character".

The means of achieving this aim were as follows:

"The planning area has been divided into three residential zones and one commercial zone (see accompanying MAP).⁽ⁱⁱⁱ⁾ The Commercial zone is the northern area which is associated with port activities. The three residential zones are:

Zone 1 - the historic, core area, mainly over 80 feet above sea level. Optimum suggested redevelopment in this zone is for clusters of town houses which would be in keeping with its present character and which would enhance the intimate scale of street and mews frontages.

Zone 2 - the fringe of the historic core between the core and the water, mainly less than 80 feet above sea level. Four storied to five storied buildings are suggested as the optimum type of redevelopment in this zone.

Zone 3 - the remainder of the planning area. Bulk and density controls are suggested, with no height restrictions. If tower blocks are built in this area, they would provide a pleasant backdrop or frame for the first two zones. The character here will be of larger scale with more open development.

(iii) See MAP 9.

The key to the success of the final development plan lies in the treatment of Zone 1 - the historic core area. This zone which consists of six blocks is the area which is synonymous with the name "Battery Point". If every effort is made to ensure that the character of this zone is preserved and enhanced, it is felt that the total scheme will gain public acceptance".

At this stage the consultants attitude towards the area appeared to be strongly on the side of preservation and while the development controls outlined in the proposals stated the types of controls which would apply within these three zones, the discussion of redevelopment indicated that the market for home-units was fairly limited and much of the area was not ripe for redevelopment. Indeed, some of the best development potential occurs in the restrictive Zone 1, while the area classed as Zone 3 was described as:

"not yet ripe for redevelopment. The greatest problem in this area is the inadequate road system. Improvement of the road system would enhance the market attraction of the area, but at present there does not appear to be sufficient market demand to justify major redevelopment projects in this area in the next five years."

The proposed policy relating to the preservation of historic buildings was outlined:

"For the majority of the buildings it is proposed that Council invoke its powers under Section 220 of the Hobart Corporation Act, 1963, as amended and issue preservation orders for the buildings listed in APPENDIX II. It is suggested that Council should consider remitting some part of rates normally payable by owners of such properties as may be affected by preservation orders in order to ameliorate any hardship which individual owners may suffer. This remission is authorised by Section 83 (1) (e) of the Hobart Corporation Act. "

The summary to the Proposals ignored the previous concentration on preservation and continued the theme of redevelopment by proposing a course of action which would result in the staging of the implementation of the planning scheme:

"It is suggested that if the Council wishes to encourage redevelopment in the planning area it should concentrate on the northern section first. In this area there is a need for a better traffic (pedestrian and vehicular) circulation system and there is scope for the enhancement of environment by landscaping. In carrying out these improvements, it is suggested that Council could act as an entrepreneur, by amalgamating sites and either leasing or selling them to developers, in accordance with Section 219 (3) (a) and (b) of the Hobart Corporation Act, 1963, as amended."

The third section of the first report outlined the detailed proposed building controls which were fairly standard in terms of the types of development expected in the three zones.

In summary, this report attempted to resolve the conflict between the historic character of Battery Point and the new character of the area, arising from redevelopment. The manner in which it was proposed to resolve the conflict was by dividing the area into three zones and applying different building controls in each zone. It should be recognised however that the rationale behind the delineation of these zones was the preservation of the area's "unique historic character". The stated purpose of the various controls was to maintain the skyline with the church tower as its dominant element and to encourage small-scale development in about half of the total planning area. At this stage one could ask whether the zones would alter the existing structure of the area and whether the proposed controls would tend to alter market trends in the whole area. As the answer to both these questions would probably be "yes", one could then seek the justification for these actions and question whether the motives were altruistic, involving the preservation of a unique piece of Australiana at whatever cost, or whether they were political, involving the alliance of community pressure groups. The motives were probably both altruistic and political but in either case the consultants were more concerned with "values" than with "variables". An objective assessment of a technical problem involves the analysis of variables and solutions derived from such analysis then provide a basis for a "value" judgement. Is it the role of the planner to make such value judgements or is his role to present technical solutions as a basis for value judgements by the client? While this particular issue will be discussed in greater detail in the last part of this thesis, it is worth raising here because of the effects of this particular value judgement as opposed to a purely technical solution for the area.

(ii) Preliminary Report on Circulation

This report was in two parts, the first part dealing with traffic, the second with pedestrian movement. The part dealing with Traffic Circulation proposed that:

"The circulation system suggested here involves very little alteration in the existing pattern. It is rather a change in emphasis on the roles that the existing roads now fulfil.

This change in emphasis was achieved by improving major roads to form two loops off Sandy Bay Road and encouraging the segregation of traffic from the port area. This report detailed the proposed road works and cost estimates were included. In line with the recommendations from the first report regarding the staging of development proposals and the priority for the northern section of the planning area, the Summary of the section on Traffic stated that:

"In the short term, say seven years, it is proposed that Council should endeavour to establish the northern loop. It is considered that the following four projects are essential to the establishment of the northern loop.

(Francis Street - widening, Hampden Road - closure, Hampden Road - widening, Colville Street - widening).

Total estimated cost for these projects is in the order of \$760,000; however, it is expected that some \$500,000 could accrue from the sale of surplus resumed land. It is further suggested that the proposed narrowing of De Witt Street could also be carried out in the seven year period."

Because so many of the existing streets were so narrow, considerable property acquisition would be required before they could be widened. The consultants were suggesting that Council could act as an entrepreneur in this matter. Many of the properties requiring resumption would have to be demolished because of small set-backs, by acquiring a number of such properties the Council, in theory, could consolidate the sites and resell them to other developers. From a more practical point of view this suggestion may have been premature since it proposed direct Council action which could be criticised as undemocratic.

This issue underlies planning practice in Australia. Councils comprise elected representatives who administer local affairs, yet there is a strong community resistance to Council's making a profit (and it seems breaking even) on works that are undertaken for the community benefit. In this way the power of Council is held in check and its actions, particularly in regard to future planning, tend to be negative rather than positive. By stating a probably unpopular course of action in relation to traffic circulation there was a danger that the proposals would be discarded without a fair consideration of their worth because of the proposed course of action. (See MAP 9A)

The second part of the Circulation Report was concerned with pedestrian movement. It began with

"A detailed examination of pedestrian requirements in the area showed that it was not feasible to provide a segregated circulation system, nor was it particularly desirable. Battery Point is essentially street-oriented and, by impeding swift, vehicular movements on all but the major loop roads, the conflict between cars and people will be minimised."

The Report went on to say that the proposed system would provide for ease of movement for local residents as well as providing a Tourist Trail. The system was shown on one map and the special tourist trail with associated facilities was shown on another. (see Maps 10 and 11). The most controversial aspect of the proposals was a foreshore walk which would alienate all properties with existing foreshore access. The Pedestrian Circulation Report concluded that,

"It is not proposed that any major projects be undertaken in the initial capital works programme. Although works already proposed to improve the traffic circulation system will certainly help to improve the existing pedestrian system, especially those parts which comprise the tourist trail. If the proposed pedestrian system is acceptable to Council and its officers, it will be incorporated in the planning scheme with more detailed proposals for suggested landscaping treatments."

The proposals for vehicular and pedestrian circulation were logically related to each other and also, unlike the development control proposals, were related to the existing functional structure of the area. However, the discrepancy between the existing functional structure and the structure developing as a result of the proposed development controls, meant that the circulation proposals were not closely related to the development proposals.

(iii) Financial Analysis

The rationale behind this report was that it was pointless to propose capital works associated with a planning scheme which would never be implemented. The consultants approach to the vexed question of financing the implementation of the planning scheme was,

"We are proposing that Council approach the redevelopment of the Battery Point area on a businesslike and action-oriented basis. Council should consider the merits of any physical improvements in terms of their potential realisations and allocate funds and establish priorities so as to maximise returns. This would be the standard procedure if private enterprise were engaging in such a project and we believe it appropriate for Council to establish this public enterprise on a similar footing".

As already noted there exists a gap between the theory and the political realities of Council's operations, in such a context the suggested approach might not be feasible. The consultants had not been able to obtain records of specific amounts spent in Battery Point but had estimated that about 1% of total city expenditure over the last ten years was the order of expenditure in the area. They pointed out that rate revenue from Battery Point had increased as a proportion of total city rates, from 4.5% in 1961-62 to 6.5% in 1965-66 and this became the basis of the argument that,

"It would appear then, that Council has been profiting from private development in this area without contributing investment, even to the value of its revenue from the area. While it does not necessarily follow that revenue from an area should be spent in that area, the fact that Council considers a development plan is required for Battery Point does indicate the need for capital expenditure in the future. "

The report then pointed out that recognition of the need for a development plan constituted the establishment of a priority for the area and required a further decision involving the amount of money to be spent in the area. Because this decision would affect the future rate of development three alternative financial policies were, with their expected, results outlined as follows:

- "1. Council can establish the Planning Scheme and carry out capital works as they become necessary. This would be a negative policy. It would result in a discontinuous works programme which, in the long-term would be costly because by the time the works become essential, property values will have increased and also the benefits of economies of scale in construction will not apply. Such a policy would tend to hinder development and probably result in an 'anti-planning' attitude in the community. If the community is to be restricted by a planning scheme it must receive the benefits which were the aim of the scheme.
2. Council can set aside an annual amount from the current loan programme. This amount could be determined pro rata on rate revenue, or could represent an amount which could be made available without unduly disturbing the present programme. It is estimated that this amount could vary from \$60,000 per annum (pro rata) to \$150,000 per annum (apparently available). This represents a low order of investment and would not show the significant results required to maximise returns. Once again, this policy would probably tend to depress development in the area.
3. Council can treat the planning scheme as an investment. It can determine the returns, in this case, funds from increased rates and residue land disposition, indirect tourist revenue and the immeasurable returns of goodwill and social benefit. These returns can be capitalised to determine the investment required. Council would be applying "threshold investment" which has the following advantages:
 - (a) It is cheaper to carry out capital works now rather than in the future and the increased value resulting from the works programme will accrue to Council.

- (b) Public investment should stimulate private investment in the area.
- (c) The physical results of such a programme should establish a sympathetic attitude towards planning in the community at large.
- (d) This policy would establish Hobart City Council as the most progressive government body in Australia.

There is no doubt which policy the consultants favoured, however, in view of the recognised community checks on Council activities it may have been more appropriate to present the three types of policy in a more objective manner. The report continues by outlining the method of capitalising returns from Battery Point over a twenty year period to give a 'present value' of \$3,078,000. Assuming that this figure represented the maximum funds which could be borrowed for the project, a proposed works programme for a five year period was set out on the basis of preliminary costs estimated from unit costs supplied by a firm of Sydney engineers. The five year programme was for the works suggested as first priority in the Circulation Report and total costs were estimated to be about \$840,000. This was about \$100,000 more than spending \$150,000 per annum over five years as suggested in the second financial policy, however, the distribution of expenditure was different, as shown below in an extract from one of the Report's tables. On the assumption that Council would consolidate and resell residue land it was estimated that the market value of this land would be in the order of \$500,000, reducing the capital cost to about \$330,000 at the end of five years, as shown on the following Table 1,

TABLE 1

EXTRACT FROM THE PROPOSED FIVE YEAR BUDGET TABLE.

	Year 1	Year 2	Year 3	Year 4	Year 5
Total Estimated Costs	424,732	234,817	175,450	3,190	2,200
Less Sale of Residue Land	-	55,000	158,000	200,000	100,000
Progressive Estimated Costs	424,732	604,549	621,999	425,189	327,389

The Report concluded that the proposed budget is

"well within the limits which a prudent investor would outlay in the expectation of future returns. This is not to suggest that Council should treat the redevelop-

ment of Battery Point as a profit-making undertaking, but is merely put forward as one indicator that Council is justified in committing itself to long-range, improvement expenditure".

And finally;

"... we seek guidance from Council as to the amount of finance which it is prepared to allocate for capital works over a specific period of time".

3. Reactions to the Third Document

The three reports constituting the Third Document covered many aspects which would be incorporated into the final planning scheme. The consultants were seeking definite decisions on the residential zoning regulations, the circulation system and the budget for the scheme. Before presenting the document to Council the consultants had three separate meetings to discuss the content of the three reports and gain support from Council officers for the proposals. They held a two hour meeting with the Chairman of the Town Planning Committee and the City Architect, a four hour meeting with the City Engineer and Development Engineer and a one hour meeting with the Town Clerk.

The reports were then submitted to the Town Planning Committee on 13th June, 1967, however, as they took two hours to read there was little time for discussion and the Committee was not willing to reach any decisions before examining the proposals in detail and discussing them with Council officers. At this meeting it appeared that the Council's attitude towards planning had undergone some change since March. This was indeed the case, the Sandy Bay Planning Scheme had been exhibited for the statutory period of three months and some 1,300 objections had been received, most of these during the last two weeks of exhibition. The bulk of the objections were concerned with zoning for flats developments. The Council had been pleased and confident about the scheme however, it appeared that the local residents did not share this enthusiasm.

The consultants were invited to attend a Committee meeting that afternoon to hear a delegation of residents from Sandy Bay. The speakers were a prominent Hobart solicitor, a housewife and the Assistant Government Valuer. The scheme was criticised on the grounds that it did not reflect the wishes of the people in the area, that the density zoning was arbitrary

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and unrelated to the real estate market, that no consideration had been given to the amenity of the area and that the scheme would result in uncertainty in the real estate market. It is not the purpose of this thesis to examine the validity of these objections, only to note that the volume and content of the objections had a marked effect on the Council's attitude towards town planning. Shortly after this meeting the Sandy Bay Scheme was withdrawn from the Commissioner so that it could be revised. The effect of the Sandy Bay affair on the Battery Point scheme was a growing unwillingness on the part of the Council to make definite decisions on policy matters. Whether this indecisiveness was due to the types of policies being proposed or to a loss of confidence in the planning process can only be guessed at, however there was a discernable change in attitude at this time.

Although the Council was not willing to state its attitudes to the policies proposed in the Third Document it agreed that these proposals could be publicised. On the evening of 13th June, the Chairman of the Town Planning Committee and the consultants were interviewed on television and discussed the proposals in general terms. On 14th June, the consultants prepared a press release which was published verbatim in the Hobart "Mercury" on 15th June. (one advantage of a single newspaper). The publicity made the point that a series of proposals had been prepared and were to be examined in detail by Council, its officers and any other interested parties and the invitation for community participation was renewed.

The Committee decided to consider the reports in detail and to seek the opinion of Council officers with regard to the proposals. It was expected that this consideration would take some four to six weeks and at that time the Council would be prepared to make definite decisions on the proposals. In view of this decision the consultants set about discussing the proposal and seeking the opinions of both Council officers and private organisations and individuals concerned, with the preparation of the planning scheme.

The Consultants had a meeting with the Town Planning Committee of the Battery Point Progress Association on the evening of 13th June, 1967. At this meeting they explained the proposals in the first two reports of Document Three, having decided that the contents of the

Financial Analysis were at this stage 'subjudice'. The Committee's reaction to the proposed zoning regulations was as expected, it approved of the height restrictions in the northern part of the planning area but had some difficulty in grasping the proposed five-storey limit in Zone 2, as it applied only to sloping blocks with two level access. The Committee agreed in principle with the proposed circulation system and was very keen on the foreshore walk, but against the closing of Castray Esplanade, once again, as expected. The Committee expressed the opinion that it was pleased that the Council's road proposals, particularly the northern loop from Gladstone Street had been discarded, as there was considerable local pressure against this plan.

One developer who had been very helpful on earlier visits was asked to comment on the proposed residential codes. His first point was that chain or perch measurements were not used in Tasmania, one result of preparing the schemes in isolation in Sydney. His more detailed criticisms were most helpful. He pointed out that there were no town houses in Hobart and no evidence of market demand for them, this upset the rationale for redevelopment in Zone 1. In view of the availability of sites and the scale of development in Hobart, he felt that the proposed minimum lot sizes in Zones 2 and 3 were unrealistic and unrelated to market potential. His view of controls relating to open space, car parking etc., was that as little as possible should be left for Council to decide, he suggested that the proposed controls should be tightened up, that more car parking should be incorporated (one space per 600 sq. ft. as opposed to one space per unit) and that open space incentives should be given for covered or underground car parking. His final point, once again related to market demand, was that the zones were too broad and that the eight precincts outlined in the Second Document were a more rational way of dividing up the area.

The consultants arranged a meeting with the Manager (previously the Engineer) and Chief Warden of the Marine Board, which was also attended by the City Engineer and the Development Engineer. The consultants explained the proposals in the residential and circulation reports and asked if these two reports could be formally considered by the Board. The Chief Warden agreed and later the Town Clerk wrote to the Board asking that the matter should be

considered at its next meeting. This meeting took place on 22nd June, 1967, and the consultants attended together with the City Engineer. The Board was not interested in the residential controls but it was concerned with the circulation system. It was against the closure of Castray Esplanade and felt that Gladstone Street was not adequate as an outlet from the port area. It mentioned that there were plans to extend the existing passenger wharves further south and that it was considering development plans for its Napoleon Street properties (the slips area). The Board agreed to present a written report to the Council, commenting on the proposed circulation system. The report was never received.

At the March meeting with representatives from the National Trust it had been decided that the Trust would prepare an independent report on buildings in Battery Point for discussion with the consultants. The report had been prepared but it had been published in the *Tasmanian Architect* ⁽ⁱⁱⁱ⁾ and the proposals had received further publicity in the *Mercury*. As the proposals were different from those of the consultants and as it had been agreed that publication would follow not precede discussion there was some doubt as to the sincerity of the Trust's aims with regard to Battery Point. A meeting between the consultants and the Battery Point Committee of the Trust took place on 15th June. The Committee brought along copies of its proposals (See Figure IV) and reiterated the Trust's policy of only preserving buildings constructed before 1850 (this applies only in Tasmania because of limited finance).

The consultants explained that their approach to preservation in Battery Point had been based on three general principles,

- (a) That a building should be worth preserving because of its historic or architectural merit, or both,
- (b) That a building should be usable, there was no point in preserving a vacant building, and

(iii) The Tasmanian Architect - Winter Edition, 1967.

- (c) That the preserving authority should recognise that capital outlay, in the form of compensation, maintenance or renovation would be required for each preserved building, thus cost was a factor which could not be ignored."

The purpose of preserving buildings in Battery Point was to retain the quality of the historic townscape. This purpose would not be served by the wholesale preservation of all buildings constructed before 1850, many of which provided only minimal accommodation, were in poor condition and in scattered locations. Rather, the aim would be achieved by the careful selection of representative groups of buildings.

The Trust's report recommended that some 83 buildings should be preserved, before the scheme had been commenced the Trust's recommendations had only involved seven buildings.

The manner in which the Trust had approached this problem and the lack of careful documentation of the selected buildings (which resulted in certain anomalies) gave the impression that either the Trust was acting in an irresponsible manner or else that it consisted of a group of probably sincere but inexperienced amateurs who were functioning effectively as a pressure group because of the reputation of mainland National Trusts but who did not have the ability to determine constructive objectives of their own.

The committee agreed that it had acted hastily and would in future maintain a closer liason with the consultants, because the aims of preservation would not be well served by public bickering. This agreement was not so much the result of rational discussion as the fact that the head of the committee was seeking a private favour from the consultants, in return for which he undertook that there would be no public disagreement between the Trust and the consultants.

On 20th June, 1967, an interdepartmental meeting was arranged to discuss the circulation proposals. The consultants attended together with the City Engineer, the City Architect, the Development Engineer, the Design Engineer and the Traffic Engineer from the Council and a representative from the Transport Authority. The purpose of the meeting was to consider detailed aspects of the proposed transportation system, however, it soon became obvious that the chief purpose was to replace these proposals with modifications of the Council's own plan.

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The consultants had discarded the old plan because a foreshore drive was unnecessary as the later metropolitan proposals^(iv) had linked the area south of Battery Point to the CBD by an expressway to the west of Sandy Bay Road. Thus, a continuation of the foreshore proposal would only involve the Council in extensive and expensive reclamation as well as increasing traffic flow through the planning area. The consultant's plan had only a minor link between the northern and southern parts of the planning area for the very purpose of cutting down through traffic.

The Council's proposed northern loop from Gladstone Street had been discarded by the consultants because it did not appear to be part of a coherent system, it was parallel to Hampden Road and Salamanca Place, the latter in this plan also linked up with the foreshore drive, so the proposed road's role was difficult to ascertain. (see MAP 8). In addition, it involved a difficult bend, an awkward intersection with Sandy Bay Road and would result in the demolition of part of Arthur's Circus, an important group of Georgian vernacular buildings. The City Architect explained that the purpose of this road had been to provide a physical separation between port and residential activities. This argument was far from convincing since the topography already formed a natural and cheaper division. Consideration of the road as a division between port and residential activity would indicate that extensions to the port zone were envisaged and that these would involve some of the more recently developed residential areas including "Prince's Park Mews" in Runnymede Street and "Empress Towers" in Battery Square, this also seemed unlikely. It was apparent that this particular road was an important issue and because of the lack of logic associated with the discussion of this road as an alternative to the suggested widening of Hampden Road, it could only be assumed that someone's reputation was at stake.

One problem with the consultant's proposals for the widening of Hampden Road was that a new hotel, under construction on the corner of Hampden Road and South Street, had no setback and extended over the proposed road widening. This building had not been started when the land use survey had been carried out in January, but the consultants had been told that there would be a fifteen ft. setback. Instead, the building was to the property line and the only setback was to the side street, not to Hampden Road.

(iv) Wilbur Smith & Associates, Hobart Area Transportation Study 1965.

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The City Architect's persistent opposition to the widening of Hampden Road may have stemmed from some embarrassment over the development control on this project. Certainly, the City Architect led the opposition to the consultant's scheme and while initially the Engineer from the Transport Commission spoke in favour of the consultant's plan because it provided a better intersection with Sandy Bay Road than the alternative Gladstone Street intersection, technical arguments became submerged as the discussion continued.

While there was disagreement over this particular issue, agreement was reached on other aspects of the proposed system. The officers were interested in the pedestrian system, especially in the foreshore walk concept. The Design Engineer suggested that some attempt should be made to provide car parking at one or two points along the proposed foreshore reservation. This was a good idea and one which the consultants had not considered. Everyone present agreed that Castray Esplanade should not be closed. This proposal had been included to draw fire, while it did at least consolidate opinion that the road should remain open, it did not succeed in distracting attention away from proposals which were not in line with the Council's earlier plans.

After several attempts to arrange a meeting with the City Treasurer, the consultants finally arranged one for 21st June, 1967. The City Treasurer asked the consultants to withdraw their "Financial Analysis" and warned that if they didn't he would "tear it to shreds" at the next Council Meeting (at which the consultants would not be present). His reactions changed when the consultants told him to go ahead because the purpose of the report was to encourage discussion and criticism, they also pointed out that in order to tear the report to shreds he would have to compile detailed figures to contradict those which appeared in the consultant's report. Several weeks of analysis had gone into the compilation of these figures and at this point the City Treasurer recognised that his bluff had been called. Nevertheless, considerable damage had been done, because the City Treasurer had already mentioned to several other department heads that the figures were incorrect and there was not satisfactory means of countering this gossip. The consultants planned to return to Sydney in four days time and would be in no position to answer such verbal criticism.

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While the City Treasurer claimed that the figures were incorrect, he could provide no alternative figures and had to admit that the source of the figures was data from his own records, as extracted by a member of the Engineering Department. After this unpleasant opening the City Treasurer agreed to discuss in detail all items in the report with which he disagreed. In doing this it soon became clear that most of the items were minor, that some confusion had arisen from the use of different nomenclature and the fact that the report had been in the form of a summary, as the consultants had not considered it necessary to show every step in the reasoning process. Once these problems were established it was relatively easy to explain apparent differences and to discuss the rationale behind some of the statements. As a result of this meeting the consultants agreed to write a brief additional report to supplement some of the more generalised aspects of the Financial Analysis. This was written and left with the Town Clerk on 26th June, 1967 it is not known whether it was ever presented to Council. The report outlined fixed and variable costs in Battery Point and gave examples of profit already accruing to the Council from redevelopments in the area.

Further discussions with Council officers clarified their attitude to the proposed residential codes. The general opinion was that the controls were too stringent for high and medium density development and should be relaxed to allow for smaller lot sizes. Of course, the aim of the proposed controls had been to preclude smaller lot sizes, hence the $\frac{1}{4}$ acre minimum lot size. This disagreement once again illustrated the difference between planning theory and practice. In the long-term, stringent regulations would encourage site consolidation and comprehensive redevelopment, at present the market was not able to cope with this scale of development, so the consultants were faced with the problem of either relaxing the controls and allowing smaller developments or of interfering with the real estate market by holding up development until the land was ripe for redevelopment. In the latter case one could expect short-term blight before the land was ripe. On the other hand, relaxing the controls might result in long-term blight.

In a final meeting the City Architect suggested that the new Prince of Wales Hotel in Hampden Road should be made the focus of proposed Tourist Trail, by opening up the area behind the hotel as a small shopping centre and incorporating a small bus terminus for tourists. This suggestion was based on the assumption that the Council's loop road proposal would be developed.

4. Conclusions

The Third Document had proposed a series of specific courses of action for the Council to follow. The consultants had been hoping that these proposals would be approved and that a definite works programme and capital budget could be worked out for the next Council meeting. The Council was not willing to approve these proposals without first considering them in detail and seeking the opinions of its own technical staff. To this extent, then, the Document was not a success, however, it should be noted that the general principles incorporated in the three reports had been informally approved by the Council, these were,

- (i) the separation of the area into three zones with varying height controls which would encourage a range of densities and would protect the historic character of the area,
- (ii) the provision of two separate circulation systems, one for the northern section and one for the southern section of the planning area,
- (iii) the provision of pedestrian walks and the special provision of a tourist trail, and
- (iv) the concept of preparing a capital budget for capital works which would be incorporated into the planning scheme.

In Document Number One, the consultants had stated that they would work from the general to the particular, in this case the general and the particular had been stated together and only the general principles had been accepted by the Council. While this slowed down the consultants work programme it did not constitute a defeat. The proposals represented compromises which the consultants felt had to be made in order to gain public acceptance of the scheme. Subsequent discussions with Council officers indicated that further compromises would have to be made before the proposals would be acceptable.

In content, the reports submitted as Document Number Three showed that the consultants were conscious of the role that the community could play in the process of scheme preparation. In particular, suggestions which had come from the Progress Association had obviously influenced the reports on residential zones and traffic circulation. On the other hand, the consultants appeared to have underestimated the political variables which would ultimately determine the acceptance of the scheme, in

particular, their expectancy that the proposals would be passed without close scrutiny and their assumption that the Council would operate as a business concern indicate a degree of political naievity.

At this stage, the Council's attitude towards planning appeared to have altered because of circumstances unconnected to Battery Point. However, the unwillingness to suggest courses of action noted at this time, was likely to have occurred anyway because of the controversial nature of the problems to be solved in Battery Point. The consultants did not appear to recognise that many politicians elevate their inability to give guidance into a principle of political prudence.

1. Interlude

While the Council and its staff were considering the proposals presented in the Third Document in detail the consultants returned to Sydney. No further work on the Battery Point scheme was commenced during this period, however, the proposals with some minor amendments were incorporated on a Preliminary Scheme Map (see MAP 12).

The consultants felt that the Council should have time to assimilate the details of the Third Document without lobbying, believing that opposition to specific aspects of the proposals would be resolved internally. At this stage they did not foresee any significant consolidation of opposition to the proposals and expected that Council would formally adopt them at its next meeting.

2. Events Preceding the Submission

26.7.67
The consultants arrived in Hobart four days before the Council meeting in order to establish reactions to and support for the proposals, outlined in the Third Document and shown in amended form on the Preliminary Scheme Map. Their initial meeting with the Town Clerk was concerned with compensation which might result from implementation of these proposals. The matter of compensation was dealt with in the Local Government Act. On one hand a set of procedures for projects such as road widening had been tried and tested, on the other hand, provisions relating to the implementation of land use zoning had not been tested and the adequacy of these provisions was in question.

The Act was explicit on this subject, compensation was not due to property owners who claimed injurious affection as a result of zoning. The provisions relating to the implementation of planning schemes through issuing Development Notices placed the Council in the position of acquiring properties if the owners refused to conform. The consultants saw no real problem in this issue, first, it was unlikely that the Council would issue any Development Notices in Battery Point, and second, there was a large body of precedents from other states relating to compensation for zoning,

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which would be acceptable in Tasmania. Nevertheless, the Town Clerk and his assistant (c.f. Diagram II, Chapter Two) were not familiar with the precedents and were uncertain whether the financial implications of the scheme would involve more than the explicit capital costs outlined in the third report in Document Number Three.

The circulation proposals were discussed with the City Engineer and the Development Engineer. Discussion once again focussed on the route for the northern loop. The Council officers maintained that any widening of Hampden Road would be unfortunate for aesthetic reasons as it would alter the balance and scale of the existing streetscape. No allusion was made to the fact that the Council's own scheme incorporated a plan to widen Hampden Road on the southern side, not only altering its scale but also demolishing all the buildings which gave the road its aesthetic appeal. While it was apparent that the initial opposition to the proposed northern loop had consolidated and that an alternative to this proposal would have to be found, no solution was reached at this meeting.

The consultants had an informal meeting with the Chairman of the National Trust Battery Point Committee. In the course of this discussion they reviewed the Committee's proposals, including the suggestion to completely close Hampden Road and make it into a pedestrian mall. Prior to this the consultants had not seriously considered such a move but, in the light of opposition to any upgrading of Hampden Road, the idea of a pedestrian mall began to take shape.

The consultants were invited to speak at a public meeting of the Battery Point Progress Association; previous meetings had been with the Town Planning sub-committee. About forty local residents attended, together with the Chairman of the Council's Town Planning Committee and the City Architect, both of whom had recently moved into the controversial "Empress Towers". The Council's Development Engineer was also present. The consultants used the maps which had been attached to the Third Document as a display. As the meeting progressed and suggestions emerged, these were illustrated on tracing paper over the display maps in order to give the people present a feeling of participation.

The consultant's general strategy was to describe the proposals and discuss the pros and cons of each item. This was an unrealistic strategy

since the average layman is usually only concerned with proposals which would affect him directly, consequently, from an early stage the discussion tended to concentrate on a few issues. The issues which assumed importance were,

- (i) the landscaping of Marieville Esplanade Reserve,
- (ii) the future of the slipyards,
- (iii) the preservation of historic buildings, and,
- (iv) the circulation system in the northern part of the area.

The Marieville Esplanade Reserve was in the southern part of the planning area and although no residents from this area attended the meeting, the suggestion was made that landscaping should be carried out as soon as possible because residents felt that there was insufficient parkland in the area. In fact, two large, developed parks were peripheral to the area in the north, but apparently these were rarely used by local residents.

Several residents felt that the slipyards were an integral part of the character of Battery Point and should not be zoned as residential. This raised the issue of what zoning was and what powers the planners had. The consultants explained that they could not make the slips disappear by zoning the area residential. They explained that the aim of the zone was to allow the slips to continue in operation as a nonconforming use but to discourage the growth of other industries which would certainly occur if the area was spot zoned for industrial use. The fact that the slips were no longer very economic and no longer fulfilled the functions which they had been associated with in the early days of Battery Point was also mentioned by the consultants as a reason for zoning this area for residential use.

The concept of preserving buildings in Battery Point was discussed and means of achieving this were outlined. The consultants explained the advantages of Preservation Orders and the alternative of an historic building zone. At this stage the local M. L. A. (Liberal Opposition) proceeded to dominate the meeting by offering his house for a Preservation Order and exhorting others to do likewise. As no one else followed suit he turned to the proposed circulation system and suggested that a system

of one-way streets should be introduced. This at least introduced some reaction from the audience, up until then the atmosphere could best be described as sullen, very different from the enthusiasm of the Town Planning Sub-committee.

In the discussion that followed it was apparent that there was considerable local opposition to the Council's proposed northern loop, mainly because it cut into Arthur's Circus. During a lull in the discussion the consultants proposed that a system could be designed which would incorporate elements of their own proposals and those of the Council. This proposal is shown on FIGURE VI, its main feature was a pedestrian mall in part of Hampden Road, a modification, in fact, of the National Trust proposal⁽ⁱ⁾.

The new proposal, in this form, did not achieve the aim of providing adequate access to all parts of the northern area, however, this would need to be the subject of further study. The local M. L. A. spoke against the proposal, his main point being that if the purpose of the street closure was to provide an historic "village green" character then it lacked verisimilitude, since Hampden Road was and always had been the main thoroughfare and the spine of the area. This was a good argument but it was ignored. From this point on, the concept of the pedestrian mall appeared to become the major focus of the scheme, a fact which would have two important implications.

First, the goals, as stated in the First Document, and refined in the Second Document and the detailed proposals outlined in the Third Document, would need to be modified in the light of this new concept. Second, the plan itself and the remainder of the planning process could easily become an exercise in civic design.

At this point it is worth examining the consultants motives for introducing this new concept. There were three possible alternatives,

- (i) the proposal was a strategy to involve the people present in the planning process, because apart from the local M. L. A. people were unwilling to comment on the proposals,

(i) See FIGURE V.

- (ii) the idea had been conceived as an alternative which would resolve the conflict between the other two proposals and had not been mentioned previously so that it could be presented dramatically in public, or
- (iii) the idea had just occurred in the spontaneous and creative atmosphere resulting from the interaction between the consultants and the "community".

Just which motive was behind the proposal is a matter for speculation, however, it is most probable that the second alternative was the real motive, while the last alternative was the apparent motive. This proposal foreshadowed a new technique for the consultants. Instead of presenting an idea to the Council and then presenting it to the public, the consultants were reversing their tactics. The proposal was introduced at a public meeting, almost in the terms of divine inspiration. The community, in fact, had nothing to do with the proposal, yet later the impression was to be given that the idea had been suggested by local residents and improved and given form by the consultants. Was this a basically dishonest approach or was it justifiable as a means of motivating Council to approve proposals which may not have had community concensus, but certainly did not have organised opposition? Assuming that the consultants were attempting to exert political pressure, two aspects of the method of introducing the proposal could be important.

First, while the community as a whole was the ultimate client of the consultant, the Council was the specific client, so the issue of client-consultant relationship was raised and will be examined in the third part of this thesis. Second, the consultant was employed as an expert and a generally accepted characteristic of an expert in a technical field is that he should have a strong conviction in his own proposals. (ii) While the proposal may have been a good compromise solution, the manner of its presentation could appear to indicate a lack of conviction and thus affect the confidence of the Council in the consultants. In other words, this action could induce political pressure to approve the proposal or it could have the adverse effect of the Council ceasing to regard the consultants as experts.

(ii) Altshuler, op. cit. p 77

A meeting was held between the consultants and the Chief Warden and Manager of the Hobart Marine Board. The City Architect was present as the Council's representative. The purpose of the meeting was to ascertain the Board's reactions to the proposals and to discuss other alternatives, including the proposed pedestrian way along the Foreshore. At this meeting a proposal to close Castray Esplanade and provide a link from Salamanca Place through Prince's Park was explored. The Board's representatives welcomed this proposal because it would stop the direct movement of traffic from Battery Point onto Prince's Wharf. The problems associated with this proposal were, first that the northern section of Salamanca Place was very narrow and would be difficult to widen, second that the traffic from Battery Point would merge with the trucks serving the warehouses and third, and less important, the park was underlain by tunnels which were part of the original Battery complex, this could affect the cost of the road. The original purpose of the suggested closure of Castray Esplanade had been to keep the road open by forcing the Marine Board to admit that it did not want the road closed. Having reached this stage the new proposal and its associated expense seemed an irrational move. The Marine Board had not made any proposals of its own and its unwillingness to commit its views on other proposals to paper seemed to indicate that the Board was playing a waiting game.

The consultants then held a meeting with the City Treasurer. He pointed out that one of the problems of getting the Council to commit itself to expenditure on planning proposals was the fact that it had already undertaken two major commitments, Franklin Gardens and the Civic Square. Franklin Gardens was a residential area, the Council had acquired some properties but was unlikely to complete the project. The Civic Square proposal was for the development of a public square between the Council Chambers and the waterfront. This proposal had been conceived before the Transportation Study⁽ⁱⁱⁱ⁾ was undertaken. As a result of this study an expressway was proposed along one side of the Square and, as well, the Marine Board intended to build an eight storey office block which would effectively destroy the original concept of the Square. Nevertheless the proposal had not been altered, properties had been acquired and the City Treasurer favoured either reselling or leasing the site, but was opposed to further expenditure on the old plan.

(iii) Wilbur Smith and Associates. (op cit)

In view of these schemes it was easier to understand the City Treasurer's attitude towards town planning and his cynicism towards the consultant's proposals. However, the City Treasurer did agree that the most satisfactory method of preparing a capital budget would be through a close co-operation between the consultants and his department. It was probable that this change in attitude was a result of pressure from the Town Clerk rather than any change in the City Treasurer's attitude.

It was learned that one of the privately owned slipyards had recently been sold. The new owner told the consultants that he planned to construct steel hulled vessels up to 90 tons. This particular activity was very different from the existing "craft" character of the slips work. It would involve the expansion of facilities to include engineering workshops and a blacksmith's shop, both of which would be much dirtier and noisier than the existing industry.

Under the local Government Act it would be difficult to refuse these extensions without paying compensation because the extensions would constitute the continuance of an existing use even though they would also constitute a change in the nature of that use. The only satisfactory method of controlling this type of problem was by performance standards and these were not included in the existing legislation. The matter was raised with the Town Clerk who agreed that it was a problem which should be explored by the consultants and which could be mentioned at the Council meeting to emphasise the need for the Council to reach a decision on the content of the scheme in the near future.

3. The Council Meeting

The Town Planning Committee met on 26th July, 1967. During the four previous days the consultants had decided to alter some of their previous proposals so there was no point in presenting the scheme map which would have been Document Number Four. Instead, they presented a verbal report on these alternations to the proposals set out in the Third Document and illustrated in amended form on the Fourth Document. The consultants told the Committee that the proposed residential codes were still being examined by the Council officers and that, at this stage, it was proposed that the preservation of historic buildings would proceed under two systems, first a general historic zone and second, by the application of Preservation Orders. Because Preservation Orders were very

restrictive, operating as a covenant on the property and affecting its value, it was suggested that these Orders should only be applied to buildings in public ownership, such as Narryna, St. George's Church, Secheron or Beaumaris. The historic zone would apply to many buildings, but would be less restrictive, allowing buildings to be demolished and replaced. In this way possible claims for compensation under section 220 of the Hobart Corporation Act would be avoided.

With regard to the circulation pattern the consultants outlined the proposal to continue Hampden Road through Prince's Park to link up with Salamanca Place so that Castray Esplanade could be closed. Their only comment on the remainder of the system was that the problem of a suitable system for the northern part of the planning area was not fully resolved but a suggestion to link Castray Esplanade to Salamanca Place through Prince's Park was being examined.

The problem of compensation was alluded to and the consultants were of the opinion that section 735 (2b, d and f) of the Local Government Act, 1962, would not apply to the zoning of land under a planning scheme. Because this was a source of concern to the Council it was agreed that the consultants should summarise some precedents from cases in other States. This led on to the problem of controlling the future growth of nonconforming uses and the case of the slipyards was discussed.

The consultants concluded by suggesting to the Committee that unless some decision regarding the priority of the Battery Point scheme could be made it was unlikely that the proposals would be implemented and the planning and development goals for the area would probably not be achieved.

4. Reactions

The Council was not able to approve the provisions of the Third Document because the consultants had outlined a series of alterations. Nor was the Council able to approve the alterations because they were too indefinite. Consequently, the situation reached was one of impasse and the onus was on the consultants to outline the new proposals in greater detail. While no decision was reached on specific aspects of the plan, the Council noted its approval at the manner in which the consultants were involving the public and other government agencies in the planning process. It was

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acutely conscious of public reaction after the Sandy Bay response and was willing to approve of almost any publicity. In this context the Council did not object to the fact that the consultants had set their proposals before the public before submitting them to Council.

Taking advantage of this attitude, the consultants proposed that they should appear, together with the Lord Mayor (a popular folk figure) on a television news special. The idea was to follow the route of the proposed pedestrian walk through Battery Point, pausing at places of interest, chatting to local residents and asking their opinions on the proposals which had already been publicised. The Council readily approved of this idea and the consultants began to make arrangements with the Australian Broadcasting Commission in Hobart.

As a discussion of ideas, the Council meeting was a success. However, it did not go as the consultants had hoped because they had expected that the modified proposals would be approved.

In summary, three major points emerged from the Council meeting. First, the consultants were following a policy of maximum publicity, with the support of the Council. Second, preliminary discussions on the pedestrian mall concept indicated that the consultants were beginning to stress the design rather than the economic aspects of the scheme. Third, and allied to the second point, the consultants stopped pressing for a specific capital budget. This last point is significant, not only in regard to the development of the scheme but also because one of the purposes of this thesis was to examine the development of a capital budget as an experiment in local government planning.

Having just established good rapport with the City Treasurer, the consultants were in a strong position in pressing for a definite decision on a capital budget. Even although the capital works were still undecided, the amount of money to be allocated would bear little relationship to total costs, and would be fairly constant whatever the proposals. By not pressing the issue at this time the consultants lost their initiative and from this point on, financial aspects of the scheme ceased to be a major consideration, a fact which will be reflected in later proposals.

A further meeting with a representative of the Progress Association's Town Planning Sub-committee indicated that the public reaction at the meeting had been genuine, that, in fact, the people were not interested in the general principles but in specific issues and while the members of the Sub-committee understood the reasoning behind various proposals the general public did not. This representative saw the Committee members role as discussing these general principles with local residents and trying to consolidate support for the scheme.

On the Saturday following the Council meeting and after the consultants had left Hobart a feature article in the Mercury was published under the heading, "Battery Pt. Plans Backed by Trust".^(iv)

This was the first public statement by the National Trust since the close liason had been established between the Battery Point Committee and the consultants. The article began,

"The Tasmanian Division of the National Trust strongly supports several recent proposals by the Hobart City Council's consultant planners for Battery Point development.

The Chairman said yesterday that a sub-committee of the National Trust of Australia (Tasmania) had met the Hobart City Council's Planning Authority (consultants name...) and discussed their proposals with them.

He said that the committee members were delighted with the Council's proposed plan, which basically agreed with the Trust's thoughts on future development of the Battery Point area.

He said that the Trust supported the creation of an historic core in which new development would be allowed only in the form of town houses.

The Trust felt that these should be allowed to build up to the street boundary and the side boundaries in order to retain the historic character of the townscape."

It also mentioned the Pedestrian Mall, which at this stage, had been discussed with Council, but not formally submitted.

(iv) Hobart Mercury 29th July, 1967.

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"The Trust hoped Hampden Road would not be widened and further consideration would be given to the development of a pedestrian walk, at least in some section of Hampden Road, perhaps adjacent to Arthur's Circus".

The article concluded,

"The Trust viewed with concern increasing 'through' traffic which used Battery Point as a link to the port area. It therefore supported any move to restrict the movement of such traffic, either by sealing off the road link to the port area or by making any link to the port a devious and extended route to discourage through traffic".

This statement was well timed in the general publicity campaign being organised by the consultants. A seemingly disinterested and objective opinion of a highly regarded group would help to establish a climate of concern and approval, which would undoubtedly exert some influence on both the Council and the community.

CHAPTER EIGHT
DOCUMENT NUMBER FIVE
REPORT AND RECOMMENDATIONS TO THE COUNCIL
OF THE CITY OF HOBART

1. Events Preceding Submission

On their return to Sydney, the consultants were faced with the prospect of preparing new, detailed proposals for Battery Point. They decided that the most urgent issue was the rationalisation of the circulation pattern. Any examination of the residential codes was left until the Council Officers suggested detailed alternatives and the matter of capital budgeting was left in abeyance.

Two other issues were briefly examined, first, the effect of zoning the slipyards for industry and second, precedents relating to the question of compensation for land use zoning. A number of slipyard owners in the Balmain area of Sydney were interviewed and the local Council's opinion on the effect of this industry on the area was sought. The consultants came to the conclusion that the Battery Point slips should not be industrialised, but should be zoned for residential usage and that the slips should be allowed to continue as a non-conforming use. Rather than preparing a detailed report on the new circulation system, the consultants prepared a map showing the proposal (see MAP 13) and sent this to the Hobart City Council.

On receipt of this map the Town Clerk sent a copy of it to the Hobart Marine Board on 7th August, 1967 together with a request for comments. On 31st August, 1967, the Marine Board replied that in its opinion Montpelier Retreat should be retained as a link to Sandy Bay Road and strongly urged that:

"the intersection be redesigned to ensure that
visibility north-westerly along Harrington
Street conforms with modern design standards"

On 27th September, 1967, the City Engineer submitted a report to Council on the new road proposals in which he stated that the plan was generally in accord with decisions reached by Council officers and the Town Planning Committee. He noted the Hobart Marine Board's strong

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opposition to the closure of the top end of Montpelier Retreat and concluded that:

"It may be assumed, therefore, that there is tacit agreement with the plan, with this one exception".

The consultants wrote to the Council on 12th October, 1967 setting out their reasons for zoning the slips area for residential use and informing Council of their next visit to Hobart commencing on 24th October, 1967. The consultants arrived in Hobart after a three month absence, intending to make a verbal submission to Council. At a meeting with the Town Clerk it was suggested that a written submission would be more effective since, in view of the time lapse, he felt that it was unlikely that Council would approve any verbal proposals.

The Report, which constitutes Document Number Five was written in Hobart. The fact that it was written hurriedly and without the benefit of data files is reflected in the content of the Document. However, several other factors affected the content of this Document. From discussions with Council Officers it quickly became apparent that the Scheme would not proceed as the consultants had imagined, first, because of the Council's unwillingness to make decisions regarding town planning as a result of difficulties with Sandy Bay and second, because of growing opposition to some of the proposals from the Council officers. Having been made aware of these factors the consultants arranged a series of meetings with other government departments, agencies and interested parties in order to strengthen their position before the Town Planning Committee meeting to be held on 27th October, 1967.

The consultants had meetings with the Hydro Electric Commission, the Metropolitan Transportation Trust and the Marine Board on 24th October, 1967. The purpose of the meeting with the Hydro Electric Commission was to ask the Commission for underground wires in the Battery Point area. To the interstate visitor, Hobart is a city of overhead wires because even in the CBD all wiring is overhead and the trolley bus system adds to this general impression. This meeting was totally unsuccessful and representatives from the Commission made it very clear that they would not alter their methods. It is not known what transpired at the meeting with the Hobart Marine Board. However, the meeting with the engineer from the Metropolitan Trans-

portation Trust was more successful, this engineer had been present at an earlier interdepartmental meeting, (see Chapter SIX) and wrote to the Council the following day stating that:

"The Commission has no objection to the basic principles in regard to traffic control and the movement as outlined".

The letter made two specific points with regard to the proposal, first that left turn movements from Sandy Bay Road to Quayle Street should be allowed and second, that the suggestion by the Hobart Marine Board for the retention of the Montpelier Retreat and Sandy Bay Road intersection was not supported.

On 25th October, 1967, the consultants had a meeting with the Southern Metropolitan Master Planning Authority and the Town Planning Commissioner. The Authority wrote to the Council on the 25th stating that:-

"... (the consultants) visited this office today and outlined, at length, some of the more important provisions of the Battery Point Planning Scheme".

It commented that the pedestrian precinct and historic village were:

"excellent concepts which will enhance the character of the area".

Comment on the road proposal was brief and to the point:

"While I would have preferred that Salamanca Place should not be the main access route to Battery Point because of interference with the efficient functioning of the port, I understand that neither Port Authorities nor the Transport Commission Officers regard this as an undesirable feature of the plan".

This comment is extremely important as first, a technical criticism and second, an illumination of how far the proposals had altered between Documents Three and Four.

In the Third Document it was proposed that the area should be served by three circulation systems, one of which was specifically for the Port Zone and to a great extent enable separation between port and residential traffic.

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Stated, as it was, in an extreme form, this proposal called for the closure of streets linking Salamanca Place to the Hampden Road spine. As already outlined in Chapter Five the consultants did not imagine that, for example, Castray Esplanade would be closed, but introduced the concept to focus attention on it and force agreement on the proposed pattern with Castray Esplanade remaining intact. However, as a result of pressure from diverse interests (with differing goals), the concept had been completely altered by the proposal to close Hampden Road, the main spine in the northern area, and to concentrate traffic elsewhere, notably Salamanca Place with a new continuation through Prince's Park. In this way, the circulation pattern combined two of the originally proposed systems and did not solve either the problem of wharf and residential traffic mixture or access to Sandy Bay Road.

On 26th October, 1967, the consultants had meetings with the Lord Mayor and a representative from the National Trust. Final arrangements were made with the Lord Mayor regarding the television special to be made to publicise the scheme. While it is not known what was discussed at the meeting with the representative from the National Trust, it is known that the consultants had been in correspondence with this person in the preceding three months.

2. Document Number Five

Document Number Five, titled "Report and Recommendations to the Council of the City of Hobart" was submitted to a special meeting of the Town Planning Committee on 26th October, 1967. Its opening statement was,

"... Consultants have now completed ten months of work on the evolution of this Planning Scheme. We are now able to place before Council a statement of the major elements and characteristics of the proposals which have evolved from our long discussions with many authorities, organisations and ratepayers".

This was not strictly correct, ten months had elapsed since the consultants commenced on the project but during the last five months little work had been done on the scheme.

It continued:

"We now recommend that Council formally resolved (sic) to approve and adopt this report... and further, that Council resolves to instruct the City Planning Consultants to proceed with the detailed documentation of the Scheme in accordance with this decision".

After this introduction the report was divided into two sections, the first listed the authorities and citizens who had participated "in the evolution of the scheme". The list included Commonwealth authorities, State authorities, local authorities, citizens organisations and independent bodies, business-men, ratepayers and residents. The purpose of including such a list was probably psychological, to impress upon the Council that a great many people were involved in the scheme and apparently contributing to its content.

The second section was entitled "Statement of Major Elements and Characteristics of the Statutory Planning Scheme" and was divided into eleven parts. The first three parts dealt with the General Port Zone, the Restricted Port Zone and the Suburban Retail Zone respectively. These were defined in terms of the areas involved but not in terms of the activities which would be involved. The allowable uses for the two port zones could be assumed to be the same as those defined by the Zoning By-Laws. The Suburban Retail Zone was defined in these By-Laws as a Miscellaneous Shopping Area, however, the existing structure of the centre focussed on Magnet Court was very different from its structure in 1951, when the By-Laws were drawn up, so a more definitive statement could have been expected here.

The fourth part dealt with public open space. It contained a list of small areas which could be converted into open space as a result of the proposed road closures.

The next five parts dealt with the residential zones in very general terms. The first zone was called the "Historic Village Zone". Its major elements were described as,

"... building heights are to be restricted to $2\frac{1}{2}$ floors in height, all setbacks are to be minimal, and the infilling and re-development of townhouses and garden

apartments fronting directly onto the footpaths and pedestrian ways is to be given every encouragement".

This statement ignored two issues which had featured in discussions with Council Officers some three months earlier, namely, the problem of car parking provision for dwellings "fronting directly onto the footpaths" and the problem of the lack of market demand for this type of development. The report continued that Waterloo Crescent, De Witt Street, Hampden Road and Cromwell Street would all be narrowed,

"to accommodate not more than two lanes of moving traffic, with all excess carriageway transformed into parking bays or landscaped footpaths or rest areas, Hampden Road between De Witt Street and Arthur's Circus is to be planned for transformation in stages into a pedestrian mall, as alternative means of vehicular access are provided to properties..."

This part was concluded with a statement that,

"... Council will assume powers of... aesthetic control over the design and materials of structures".

The characteristics of the next zone, the "Medium Density Zone 2" were described as,

"... control codes will generally limit the height of buildings to the general range of 3, 4 or 5 (stories) (sic) allowing for ... flats at plot ratios as high as are consistent with preserving the amenity of the Historic Village Zone..."

Similarly, the controls for the "High Density Residential Zone 3",

"... will encourage amalgamation of sites and the redevelopment of high density residential projects"

In this document no attempt was made to define the controls, only to describe desired end results, a completely different tactic from earlier reports. The purpose of this more general approach was probably to avoid the report being held up while the detailed proposals were examined, as had been the case with the previous report. However, it was not clear

whether the purpose of this report was to summarise the specific proposals of the Third Document, in view of the minor amendments made in the Fourth Document in general terms, or whether these broad proposals were to constitute the basis for a new set of specific regulations. It was assumed that the consultants had decided to reiterate the general concepts of the earlier document in order to get formal agreement on the principles involved. In this way the scheme preparation could proceed and the specific regulations could be worked out in detail as part of the Scheme Ordinance. Whether this was in fact the case is not clear from the Report.

The two following parts of the second section of the Fifth Document dealt with possible techniques for preserving historic buildings and permissible uses in the residential areas.

Three methods of preservation were outlined, first, the provision of aesthetic controls to be regulated by the Council, second, the setting up of a watch-dog committee within the National Trust to confer with the Council,

"... before reaching a decision on consent
to alterations, additions or redevelopment..."

with respect to "certain specified buildings", which were at this stage unspecified. The third method was the issuing of Preservation Orders, with specific recommendations that,

"Council will test its powers by issuing
Preservation Orders over St. George's
Church, Narryna, Beaumaris, Secheron,
23 - 29 Kirksway Place, the stone
facades of the Salamanca Place ware-
houses, and the S & T Depot and the
P.M.G. Store fronting Prince's Wharf".

Apart from the Kirksway Place properties and the Salamanca Place warehouses all these buildings were in public ownership.

Permissible uses within zoned residential areas were dealt with as follows,

"Small shops, restaurants, home crafts
and entertainment uses. The Scheme
will encourage the concentration of
these uses along the Hampden Road
Pedestrian Mall, but Council may

grant consent to small shops and home craft uses of not more than 800 square feet anywhere . . . and restaurants and entertainment uses will also be permissible with consent".

In such an atmosphere one could almost imagine Rousseau sitting in the sun outside his house (fronting directly onto the street) knitting "home-crafts" for women who had agreed to breastfeed their infants. The evocation of such an image reflects some doubt as to the validity of the proposals in the context of a car-oriented, urban society. The proposals, in fact, do not appear to be related either to development trends in the area, to the real estate market or to the existing society. The whole tenor of this report to date has been an emphasis on the preservation of the area, a preservation which was to be achieved, as the next part shows, by altering the structure of the most historic area in Battery Point.

The final part of the second section was entitled,

"The Rationalisation and Improvement of Vehicular Traffic Facilities".

While the proposals for the southern part of the planning area remained virtually unchanged, the northern system had been completely altered and is quoted in full below :

"Prince's Wharf Road (sic) and Castray Esplanade will be retained solely (sic) for wharf traffic and Castray Esplanade will be closed to other traffic at its Eastern end.

Within the Northern half of the Scheme area, traffic will be collected onto a loop system comprising Sandy Bay Road, St. George's Terrace, Colville Street, Lower Hampden Road linked across Prince's Park to Salamanca Place and Gladstone Street. Kirksway Place will be extended only as far as Kelly's (sic) Street to serve a new Tourist Car Park at the rear of the already proposed Hotel Car Park between Kelly's (sic) Street and South Street, behind the proposed Pedestrian Mall along Hampden Road.

Major intersections with Sandy Bay Road will only occur at Gladstone Street and Kirksway Place, St. George's Terrace, King Street, and Ashfield Street. Every effort will be made to close, partially close or diminish the importance of all other intersections with Sandy Bay Road".

"Apart from the Northern and Southern loop systems as specified above and the major entry along Kirksway Place to the proposed Tourist Car Park, the Scheme will elsewhere provide for the discouragement of through traffic, and the slowing down of vehicular traffic".

No further explanation or justification of this proposal was included, and the consultants concluded that,

"This preservation of local amenity will be affected (sic) through such measures as the Pedestrian Mall in Hampden Road, the narrowing of carriageways generally and the closing wherever feasible of certain minor intersections. The major street widening and realignment projects will be construction of Kirksway Place extension to Kelly's (sic) Street, and the associated development of the Tourist Car Park, together with the widening and realignment of Colville Street and the lower section of Hampden Road between Findlay Street and Battery Square". (i)

3. Events Following Submission

By the time that the Fifth Document was presented to the Town Planning Committee, its members were aware that the ideas expressed in the Report were well known to the public and that no consolidated opposition was forthcoming. In content the Report was very general and Council had already approved in principle some of the matters raised. At the Special Town Planning Committee particular interest was shown in the proposed aesthetic controls in the "Historic Village Zone" and also in the concept of issuing Preservation Orders for a limited number of buildings.

The Committee approved the Report which was then submitted to Council with the following recommendation:

-
- (i) Findlay Street does not intersect with Hampden Road.

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approach

"The Committee recommends that the attached Report and Recommendations to the Council of the City of Hobart (by the consultants) concerning the Battery Point Statutory Planning Scheme be adopted".

Council adopted the Report on 30th October, 1967. The Council was very interested in the consultant's publicity campaign and at this time they also approved of a suggestion to make a film of the preparation of the Battery Point Planning Scheme. It was decided that the consultants should approach the State Film Unit and make arrangements for this project.

In the meantime the consultants continued with publicity for the Scheme. On 30th October, the consultants, together with the Lord Mayor, appeared in a televised "Walk Through Battery Point". This was reported in the Hobart Mercury⁽ⁱⁱ⁾ under the headline "Mayor and Party Tour Battery Point, Focus on Redevelopment Plan".

The article began in a humourous vein;

"TEEMING rain did not daunt a determined Lord Mayor (Sir Basil Osborne) and a band of Hobart City Council officials from making a tour of Battery Pt. yesterday morning"

and continued

"Now that the proposals for the development of the Battery Point project have been agreed to by Council, a large scale map will be drawn up to show the public what is intended to be done with the area."

The article continued by stating the support that the proposals already achieved;

"... the Battery Point Progress Association unanimously approved the recommendations ... local businessmen who will be affected by the pedestrian mall, think the move to exclude traffic can only do them good... Business must increase in what is expected to be a 'mecca' for tourists..."

the remainder of the article outlined the broad principles of the proposals as stated in Document Number Five.

(ii) THE MERCURY 31st October, 1967.

4. Conclusions

The importance of the Fifth Document was that the consultants had been able to obtain formal approval for the principles on which the planning scheme was to be based. These principles were firmly rooted in the concept that the area was of historic value and that its character should be retained for posterity. This particular aim was one which had emerged from consultation with the community, not only with local residents but also with other groups such as the National Trust. At this stage the basis of some of the specific proposals which had been approved were directly attributable to those made by pressure groups.

By involving the public and encouraging various groups to make public statements an atmosphere of approval had been achieved and the Council therefore had no option but to approve the proposals. It should be noted that the approved proposals not only differed from the consultants initial analysis of what should constitute the scheme but also from that originally suggested by the Council. It should be recognised that the consultants were able to build up this type of support because they were outside consultants. By comparison, it was understood that the initial proposals for the Sandy Bay Scheme, as suggested by the Council officers, did not involve areas of high density zones which were in the final scheme. These had been added as a result of pressure from the Council. The fact that these proposals had been rejected by local residents must have indicated to the Council that they should give more consideration to technical advice and this made them more amenable to the Battery Point proposals which had the apparent support of the community.

While the Fifth Document can be criticised on technical grounds, it nevertheless achieved its purpose. The consultants were now able to begin work on the final stages of the scheme which were the preparation of a plan and ordinance.

CHAPTER NINE
DOCUMENT NUMBER SIX
DRAFT SCHEME ORDINANCE

1. Events Preceding Submission

Council's acceptance of Document Number Five provided the consultants with a base for the preparation of the final planning scheme and ordinance. In Sydney, they prepared detailed design alternatives for the first stage of the proposed pedestrian mall in Hampden Road. A detailed design plan for the mall was sent to Council on 3rd November, 1967 and this proposal was publicised by Council in a press release.

The Brewery, which owned a new hotel on the corner of Hampden Road and Kelly Street, realised that this proposal could have serious implications for the hotel's trading. The Brewery's architect arranged a meeting with the Development Engineer, at which he questioned the feasibility of an open air beer garden anywhere in Hobart and in particular, on the proposed site, east of the existing hotel in Hampden Road. The Brewery had already purchased this site and had intended to construct shops on it. The Council wrote to the consultants on 23rd November, 1967 outlining the Brewery's objections and asking if the plan could be modified.

In the meantime the consultants had prepared a "Geographic Plan" which showed zoning and circulation proposals to be included in the final scheme. This plan was sent to Council on 24th November, 1967. The Development Engineer had been planning to go on long service leave in December, but his increasing involvement in the final stages of the Battery Point scheme led him to cancel his leave.

By 4th December, the consultants had prepared a new plan for the proposed pedestrian mall, this time deleting the open beer garden, and this was sent back to the Council. The Council officers examined the new proposal and held further meetings with representatives from the Brewery, which by this stage, was most concerned about vehicular access to the hotel and also loading and parking problems. When the development application for this hotel had been approved the Brewery had been told that the Council's old circulation plan (see MAP 8) would be implemented. Under this plan, access would have been ensured along Hampden Road, to be widened on the

southern side; from the proposed loop road, north and parallel to Hampden Road and also from Kelly Street which was to be widened, hence the fifteen feet setback to this street. The major portion of the hotel's trade area was to the south and south-east, so the new circulation proposals completely altered the hotels relationship to the trade area, particularly with regard to accessibility.

The Brewery planned to demolish the old building on the site which had been suggested as an open beer garden in the first detailed plan, in order to build some new shops on this site. However, the National Trust asked Council to suspend demolition of Number 49 Hampden Road because of its historic merit, and following this, on 19th January, 1968, it was agreed to hold a joint inspection of the premises, with representatives from the Council, the Brewery and the National Trust, on Monday, 22nd January, 1968.

By this stage, the National Trust appeared to have taken on an intermediary role however, they kept the consultants informed of reactions to the proposals and of progress generally.

Following the joint inspection of Number 49 Hampden Road, the Council officers held a further meeting with representatives from the Brewery on 1st February, 1968, and the Brewery representatives made the following points,

- (i) "There was general support for the concept of the mall but doubts as to its viability under present conditions.
- (ii) Access of customer, vehicular traffic to the hotel must not be impeded, as this could be detrimental to the Licencee.
- (iii) Hampden Road should not be closed until Kelly Street and South Street were linked by the proposed public car park.
- (iv) The South Street to Francis Street link should not be closed.
- (v) There are no plans to provide buildings, i. e. shops along the open area and along the north-side of Hampden Road between the hotel and South Street to create an enclosed environment.

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- (vi) The possibility of a set-back court in this section was suggested with limited hours loading to the hotel via the Hampden Road Mall."

By this time, the consultants were aware of the degree of opposition to the pedestrian mall proposal following correspondence from the National Trust. On 29th February, 1968, they wrote to the Council regarding the Hampden Road Pedestrian Mall stating their arguments for its acceptance. These arguments were emotional rather than technical and, as shown by the following extracts, implied that the scheme would;

"... establish Council leadership in planning ... harness local pride to planning and renewal tasks... enhance local confidence in the future of the area, stimulate City and State-wide confidence and enthusiasm... to achieve co-operation of potentially conflicting special interest groups..."
etc.,

By the end of February, the Development Engineer decided that the scheme could still take some time to finish and he went on long service leave for six months. His deputy took over his role and at this time the State film unit began preparing scripts for the proposed feature film to be made of the preparation of a scheme for Battery Point. The consultants were sent copies of various draft scripts but found them all unsatisfactory, as a result they began to lose interest in this project.

The consultants had continued in their task of preparing a scheme ordinance to accompany the Geographic Plan and the detailed pedestrian mall design submitted in November, 1967. The Ordinance, dated 7th March, 1968, was finally submitted to Council and the consultants visited Hobart between 17th and 21st March, 1968.

On 18th March, the consultants held a meeting with the Progress Association's full committee (fifteen members). At this meeting the Committee resolved to make five recommendations to Council, these were,

- (i) Recommend that the plan be adopted as a geographic plan for the purpose of compiling the ordinance for the Battery Point Planning Scheme.

- (ii) Recommend that the proposed 20 feet strip along Sandy Bay riverlet be included in the plan.
- (iii) Recommend that officers be instructed to investigate the acquisition and to provide access and/or parking between South Street and Kelly Street, commencing with 42 Kelly Street and 37 South Street.
- (iv) Recommend that officers be instructed to make early investigations with reference to car parks, paving Hampden Road between De Witt and Francis Streets.
- (v) Recommend that,
 - (a) A committee be formed to assist in details re the Pedestrian Mall, with two representatives from the Council and co-opted representatives, one from the Brewery, one businessman and one Progress Association member and,
 - (b) A committee be formed to assist in the Tourist Trail idea and the National Trust and Tourist Association each invited to submit a representative.

As well, one of the members of the Town Planning Sub-committee wrote to Council asking that a specific commencement date could be given for the first stage of the pedestrian mall and requesting that this letter should be placed before Council's Town Planning Committee on 20th March, 1968. In this way, the consultants were able to point to local interest in the proposal and to counteract some of the criticisms which had been made by the Brewery.

2. Document Number Six

Document Number Six, entitled "City of Hobart, District of Battery Point Planning Scheme, 1968, The Written Ordinance" was divided into six parts as shown below :

Part 1.	Preliminary
Part 2.	Reservations
Part 3.	Zones
Part 4.	Non-conforming Uses
Part 5.	Special Provisions
Part 6.	Administration

Unfortunately, this Document has not yet been approved and it is therefore not possible to comment on its content in detail. However, the consultants made the following comments about the content of the Document.

The main aim of the Ordinance was preciseness, it was therefore, strikingly different in length, language and content to the only other ordinance prepared by the Hobart Corporation, the Sandy Bay Ordinance. Many matters covered in the proposed Battery Point Ordinance were already subject to provisions of both the Local Government Act, 1962, as amended, and the Hobart Corporation Act, 1963, as amended, however, the consultants felt that the ordinance should be explicit and, as far as possible, draw together all relevant provisions into the one document for simplicity of reference. The main criterion used to determine what was a relevant matter was whether a subsequent amendment to the provisions of either Act would adversely affect the planning area.

In Document Number Five, the consultants had proposed that the Council:

"... will assume powers of ... aesthetic control over the design and materials of structures".

with respect to development in the proposed Historic Village Zone. The Council had been very interested in this concept but the consultants found that it was very difficult to incorporate into the ordinance because of difficulties of definition. An examination of British practise had shown that although aesthetic controls had been developed in England they had been discarded after a number of unsuccessful court cases. In the United States there had been several instances of recent successes in the use of aesthetic controls, for example, in the case of development in a Californian Valley, the Court had ruled that its aesthetic value could be correlated with its economic value for the tourist industry, another case in Washington had resulted in the reservation of land around the Capitol Building on aesthetic grounds, because it was of national importance. In both these cases special factors had been operating and there was at the time a sympathetic climate which had built up in response to Mrs. Johnson's campaign to Beautify American.

The consultants felt that the difficulties of defining aesthetic controls, would make them unfeasible to operate in the Hobart context, so instead they scheduled a number of buildings with the proviso that the National Trust should be consulted in the case of any development applications made for them.

3. Reactions to Document Number Six

The proposed Ordinance was presented to the Town Planning Committee on 20th March, 1968. The Committee felt that the Ordinance was too complicated to understand without a detailed examination by Council officers and recommended that this should be the case. However, Council did approve the Geographic Plan at this meeting, so the broad framework for the future development of Battery Point was approved, the detailed regulations governing its future, were not.

Following detailed discussions with the Town Clerk and his Assistant the consultants decided to prepare a modified revision of the Ordinance. This was prepared in Sydney and sent to the Council on the 12th May, 1968. A copy of the second edition of the Ordinance was sent to the Town Planning Commission for his comments. On 28th May, 1968 the Commissioner wrote to the Council as follows:-

"I have read through the scheme and find, of course, that format is different from Sandy Bay or indeed other schemes in the State. I would not be adamant about the format of the scheme, after all, an argument could be put forward that Battery Point being a closely settled inner area is different from Sandy Bay which is a suburban area, therefore, the scheme for Battery Point might require a new approach. Whether it is easier to comprehend is a debatable matter. The procedures regarding a scheme are laid down in the Act, the matters that can be dealt with in a scheme in the 7th Schedule of the Act, requirements of the Scheme in the Local Government Regulations 2 of 1963.

As long as the Scheme keeps in the main, and I say that because no scheme can be perfect, within the limits as described above, it could be argued that the format

does not matter very much. The only point I would make is that one has to maintain some consistency throughout the State which has administrative advantages.

There is also a general point of legal principle involved, i. e. matters already firmly dealt with in the Act should be included in the scheme. I am not qualified to judge upon this, it is merely expressing a doubt. Could the scheme be profitably shortened and simplified by omitting certain matters which are already clearly covered by the Act? I suppose that the ultimate object is to make the scheme as reasonable and simple as possible to administer and to allow for the controlled development of the Battery Point area with its unique qualities which are important to the City of Hobart, the State of Tasmania and the Commonwealth of Australia as a whole."

These comments focussed attention on one of the issues which had been of concern to both Council and its officers, the actual format of the Ordinance. Although the Sandy Bay Scheme had not yet been gazetted, all concerned with its preparation were satisfied with the format of its Ordinance. The Sandy Bay Ordinance was brief and written in lay rather than legal language. Thus, Council and the community had no difficulty in understanding it. The consultants were used to working in the N. S. W. context and were very much aware of the importance of explicit statement, particularly when appeals arose as a result of provisions of a Scheme. The Tasmanian context was different on two counts, first there was no appeal against the provisions of a scheme once it had been gazetted, and arising from this, second, there was not real need to frame ordinances in precise, legal terminology.

A copy of the Commissioner's comments was sent to the consultants and a third edition of the Ordinance was prepared in Sydney. In the meantime the Battery Point Committee had been set up with representatives from the Brewery, the Progress Association and local businessmen operating in the area. This Committee held a meeting with the Council on the 8th July, 1968. As a result of this meeting an agenda for a series of meetings was compiled to discuss the following items:-

1. The concept of the Mall and its role in the Battery Point Planning Scheme.
2. The impact on the Mall on abutting properties and the problem of access.
3. The effect of the Mall on vehicular traffic circulation.
4. Economic factors in relation to the Mall.
5. Design criteria for the Mall.

The third edition of the Ordinance was examined by the Council officers and as a result of their recommendations, the Ordinance was once again revised by the consultants in Sydney. A fourth edition of the Ordinance was sent to Council on 22nd July, 1968.

The consultants visited Hobart on the 5th and 6th August, 1968, in an attempt to resolve the conflict regarding various sections in the latest edition of the Ordinance. They did not address the Council on this visit but had a series of detailed discussions with the Town Clerk and other Council officers. As a result of these meetings the Ordinance was revised again and a fifth edition was sent to Council on 13th August, 1968.

The main areas of disagreement in the Ordinance were its format and the proposed development regulations. The Council officers, as well as the Town Planning Commissioner, wanted to standardise the Ordinances and while the consultants agreed in principle, they felt that the Battery Point Ordinance should be the model, not the Sandy Bay Ordinance. This issue also impinged on the issue of development controls. The consultants had attempted to incorporate as many explicit regulations as possible in the ordinance, so that once gazetted the scheme could operate smoothly and Council decisions regarding development could be kept to a minimum. In theory, the consultants

were experts setting up a framework of development control for the future which would operate without intervention. In practice, of course, the Council was made up of laymen, who nevertheless, were elected by the community to guide and adjudicate on development. As such, the Council (and indeed any Council) was unlikely to lessen its own role as a decision maker.

This very fact points up another gap between theory and practice. The consultants were trying to simplify Council's decision making process without really understanding what that process was and what is represented. Their view was that if regulations were explicit the effects of pressure on Council either from the community or from individuals would be lessened and a more rational form of development could occur. What they neglected to recognise was that such a system was politically unfeasible and, as well, the dynamic interaction of functional elements within a planning area could radically alter its development requirements in the short-term. For this reason, it was very difficult to compile regulations which could operate effectively in the longer term and this very fact justifies Council's role as an arbiter over time.

As well as general disagreement as to how detailed the regulations included in the Ordinance should be, there was disagreement over the specific content of some of the regulations, in particular, on the issue of plot ratios. The consultants had proposed plot ratio controls which allowed greater floorspace with increased site size. Thus, the smallest sites had the smallest plot ratios and plot ratio increased with site size, decreasing again as the ceiling limit, related to maximum density, was approached. In other words, the plot ratio graph was an 'S' curve.

The Council officers took the view that this system imposed hardship on the small landowner and as the only people who could afford to consolidate sites would be large developers, they would be the only ones to benefit under the proposed regulations. The Council officers prepared an alternative system of plot ratios which allowed relatively high plot ratios on small sites. The consultant's rationale had been that the regulations should enable conditions to improve, they saw Council's proposals as a means of ensuring the continuation of existing conditions without providing any encouragement or improvement. Council officers on the other hand, were concerned that hard-

ship should not be imposed on the community and while they may have been entrenching current conditions, they were relating the regulations to the current real estate market.

Other proposals from Council officers included a ceiling limit of forty dwelling units per building and relating car parking to net floorspace rather than to dwelling units. While these latter issues were matters for consultation, they were relatively unimportant compared to the disagreements over the standardisation of ordinance format and plot ratio controls.

These matters were unresolved when the consultants returned to Sydney. They visited Hobart again in late October, 1968. At this time discussion still centred on the ordinance format, plot ratio controls maximum dwelling units per building and car parking. It was decided as a result of meetings with Council officers that the consultants should prepare a more detailed historic buildings code. This issue possibly arose as a result of National Trust intervention with regard to buildings, such as 49 Hampden Road, which the Brewery planned to demolish.

4. Conclusions

The consultants had prepared a complex and expert document but they had underestimated the political values involved. They had assumed that Council would be happy to forego its role in decision making if it was presented with detailed regulations. They had also assumed that the carefully fostered community support for their proposals would be adequate to overcome objections by business interests affected by their proposals. Both of these assumptions were proved wrong.

The consultants therefore, had not sufficiently related their proposals to the context in which they would operate and this led them to underestimate the desire of the town planning hierarchy to standardise controls and the desire of those concerned with scheme ratification and implementation to have a simple rather than a legalistic ordinance.

By this stage Council had approved the broad principles on which the future development of Battery Point would proceed. These broad

principles were incorporated in the Geographic Plan which had been approved in March, 1968, but since that time, opposition to the scheme's centrepiece, the pedestrian mall, had continued. Thus, disagreement over the form and content of the written ordinance was a useful excuse for inaction until the confrontations between the various pressure groups could be resolved.

PART THREE
EVALUATION

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Consultants
declined

1. The Current Situation

In February, 1969, the Battery Point Planning Scheme had not been approved by Council and had not been placed on public exhibition. Disagreement on the ordinance format, plot ratios, car parking, etc. had not been resolved and an historic buildings code had not been prepared by the consultants.

As a result, the situation is one of deadlock and there appears to be a growing opinion that the scheme should be completed by Council officers. The Development Engineer has been carrying out a series of studies of population growth and unit density controls within the Corporation area as a basis for introducing a uniform set of controls in all locality plans. These controls differ from those proposed by the consultants for Battery Point and it appears probable, at this stage, that the consultant's proposals will not be used.

Following pressure from business interests, Council officers have examined the proposed pedestrian mall in greater detail. There is a consensus of opinion among these officers that the concept is impractical because of the climate, the small number of tourists, its proximity to the CBD, and because of the associated costs of the development, such as providing alternative access, particularly for business premises. This illustrates an important planning principle, proposals aim to achieve goals but these goals must be approved by the whole community and not simply be imposed on it by planners or sectional interests within the community.

It is not known what Council's attitude is to the Battery Point scheme at this stage. However, in February, 1969, the State Film Unit prepared a ten minute documentary on the preparation of a scheme for Battery Point. As this project involved both Council officers aldermen, it is likely that the Council's interest in the scheme has been reawakened. Although the consultants were invited to appear in this film they declined because they did not like the script.

It is understood that Council propose to exhibit the revised Sandy Bay Scheme at the same time that the Battery Point Scheme is placed on exhibition, however, at this stage, no-one is sure when that will be.

2. Reprise

The purpose of this section is to review the major themes which emerged during the course of preparation. This review will then provide a framework for a closer analysis of the use of the techniques of community involvement and capital budgetting, which will be undertaken in Chapter Eleven.

A major theme which emerged in the Case Study was the use of strategy. Restraints make strategy necessary and strategies develop as a means of achieving paths of least resistance toward objectives. One such restraint was the political controversy over the future of Battery Point, the strategy used by the consultants was an attitude of neutrality and a careful avoidance of the controversy in all documents. Thus, in Document Number Two no attempt was made to resolve the conflict between redevelopment and preservation, although opinions relating to both possibilities were stated in positive terms. Because no attempt was made to resolve the issue in any of the documents it remains unresolved. Perhaps the issue could have been aired by an objective statement of the good and bad implications of each alternative early in the process, while this may not have resolved the issue, it may have provided a basis for a decision to evolve. By stating only the positive factors for each alternative, a decision could only be made on political grounds whereas a decision of this type, while involving political criteria, should also be related to a technical basis.

Another strategy developed by the consultants was the use of public involvement to create an atmosphere of approval. This strategy was very successful, the consultants succeeded in creating an atmosphere of approval, unfortunately they also began believing their own publicity. This led them to underestimate opposition to their proposals. All publicity was focussed on positive aspects of the scheme, controversial issues were not stated in the hope that they would work themselves out. The danger with this technique is that the opposition can build up and lead to eventual disruption, this situation appears to have been reached with the Battery Point Scheme.

TV
Walk

vs
Film

Two other strategies which were used to advantage as the scheme progressed, were first, the "red herring" technique and second, the "detailed examination", technique. The "red herring" technique was used in the presentation of the circulation proposals (Document Number Three), attention was focussed onto the closure of several streets, including Castray Esplanade, in order to distract attention from the major proposals which differed significantly from those already approved by Council in the pre-Hobart Transportation Study context. This strategy backfired because the consultants were not consistent in their approach as shown in Chapters Seven and Eight. The "detailed examination" technique was used throughout the preparation of the scheme and is, of course, a favourite technique in almost any profession. This technique enables one to make a general statement about an issue without being definitive because a definitive statement will be made later as a result of further "detailed examination". Later, when definitive statements are made, it is usually assumed that a detailed examination has been carried out.

Other strategies employed by the consultants failed because of an incorrect assessment of the political factors and a lack of action at the right time, the Budget submission is a case in point. The strategies used in the Case Study are a reflection of the restraints under which the consultants were working, they are also an indication of the image which the consultants wished to project. The image projected throughout the course of scheme preparation was of the consultants preparing proposals which were acceptable to the community. After Document Number Three there was a marked change in the content of the proposals, which focussed more and more on one aspect of the scheme, the pedestrian mall, this increased the publicity component in the overall strategy, culminating in the televised "Walk Through Battery Point" and the proposal to make a film of the planning process in Battery Point.

The use of publicity in the preparation of the planning scheme was a strategy, but it also emerged as a major theme in the Case Study. All publicity was focussed on agreement and press releases were notable for their use of acceptable key phrases. This was an important technique because issues could be shown as black or white, whereas an objective discussion of all possible alternatives and their implications would have made the issue seem grey and indefinite. The use of publicity in the planning process was not to show the implications of a choice but to gain approval for proposals.

Use of publicity must be related to a time period otherwise there is a danger that it will become stale. In the Case Study the initial time period to completion was twelve months, the publicity during the first six months was related to this total period and was building up into a cohesive programme. Since then, the total period has extended to twenty-seven months, there have been long gaps between publicity which has meant a certain amount of repetition in order to reset the context. The momentum has been lost and the Battery Point Scheme is now regarded as another public proposal which may or may not be implemented.

The themes of both strategy and publicity in the Case Study provide some interesting implications for planners. To be successful, strategy should be consistent and related to a specific image of the planner's role. While the "red herring" technique failed because of inconsistency it nevertheless showed that concensus can be achieved by focussing on controversy. A further implication is that if a controversial issue is submitted in a package of acceptable proposals it will probably be approved. Publicity can have good or bad repercussions, in order to be effective it must be related to a feasible time period and if the goal is to create an atmosphere of approval rather than to inform, it should only be concerned with positive statements.

These techniques are part of the planning process whether it is being carried out by consultants, local planners or state authorities. Because strategies are employed and because publicity only states part of the case, it does not mean that the final result will be unprofessional or incomplete. The state of the final proposals relates to the consistency of purpose of the planners, thus strategies are a means of achieving goals and publicity is a means of convincing the community that justice has been done. If the community is not convinced it will oppose the proposals no matter how good they may be, similarly, if means are not found to achieve goals they will be ineffective.

Another major theme throughout the Case Study was the changing nature of the proposals as the scheme progressed. The method of work was set out in Document Number One and involved the following stages:-

Field Surveys

Project Evaluation

Discussion of Preliminary
Proposals

Refinement of Proposals and Preparation of Capital Budget

Presentation of Planning Scheme

The idea of logical progression was implicit in these stages, so that, the field work would provide the foundation for the project evaluation, which in turn would provide a basis for the preliminary proposals and so on. While all the stages in the planning process have been carried out, progression from stage to stage was not smooth. The project evaluation and preliminary planning goals in Document Number Two were carefully based on the field surveys, the proposals in Document Number Three were more related to the ideas expressed by the various pressure groups, made up of laymen, than to the analysis of the area carried out by the consultants. The surveys, which were carried out in Hobart and carefully documented in Sydney, were never presented to Council and thus, were never used as a basis for arguing technical issues. As the planning process progressed through Documents Four, Five and Six, the proposals were related less and less to the functional infrastructure of the area. In the first part of this thesis the point was made that research could never replace judgement but that it could present the implications of alternative courses of action. The manner in which the primary research was not used in the Case Study suggests that the surveys were carried out as a ritual to reassure laymen of competence rather than to assist in the evaluation of proposals.

A further point emerging from the Case Study is that it is very difficult to interpolate changes into a plan without upsetting its internal harmony. As each proposal was added into the plan, it became less coherent and less related to the goals set out in Document Number Two, goals which were not restated in any following document.

Part of the reason for this situation stemmed from the consultant's indeterminant role in the planning process and their reactions to others concerned with the preparation of the scheme. Another major theme to emerge from the Case Study was the roles played by people other than the consultants and their effect on the content of the proposals.

Over the course of scheme preparation the consultants had numerous meetings with Council officers, in particular, the Town Clerk, the City Engineer, the City Treasurer, the City Architect, and the Development Engineer. Early in the planning process the City Treasurer

stated his general disapproval of planning and his specific unwillingness to assist in the Battery Point project. At no time did he align himself with any other groups in the Council, he acted as an individual and although his views were opposed to those of the consultants, they were firmly based on his prior experience of town planning in the Hobart context.

The role of the Town Clerk, and probably consciously so, was that of a true arbiter, who never became emotionally involved in any of the issues, who was always a powerful figure in the background and who always appeared to act with a sense of justice. In fulfilling his role as the link between the elected representatives and the appointed officials, he appeared to be truly non-partisan and was therefore influential in advising the Council as well as commanding the respect of the appointed officers. His contribution to the scheme was probably greater than that of any other single individual. Initially he arranged for contact with outside authorities and the press, he supported the consultants in their submissions to Council and smoothed over troubled patches, for example, with the City Treasurer. His role appeared to expand after the submission of Document Number Six and it is probable that he is the key figure who will ultimately decide the form of the final scheme for Battery Point.

The three remaining departmental heads tended to form a group as the scheme progressed, in that they tended to oppose the same issues, though for differing reasons which have already been outlined in Chapters Six to Nine. All acted in the belief that they were supporting community aims, although each appeared to have a different concept of what those aims were and a different idea of the effect that a planning scheme could have on the area. This can probably be attributed to the fact that no planning schemes have yet been in operation in the Hobart Corporation area.

The Marine Board provided a perfect example of bureaucracy in inaction. Its role changed from one of complete indifference to one of pressure as the scheme progressed. Representatives of the Board became involved with the circulation proposals in Document Number Two and while they opposed the plan this opposition was not formalised by committal to paper until Chapter Eight. Their role was one of complete self-interest and the scheme suffered to the degree that this self interest was translated into alternative proposals which were accepted by the consultants.

Other government departments were involved in scheme preparation, including the Transport Commission and the Southern Metropolitan Master Planning Authority, but these other agencies had little effect on the content of the proposals. Pressure groups representing community interests played an important role in the preparation of the final scheme but this will be discussed in greater detail in Chapter Eleven.

The consultant's reaction to the ideas of the individuals and groups outlined above was consistently that of least resistance. As a result, the proposals in the final scheme do not relate well to the functional infrastructure of the area, and because the plan does not present a coherent or an economic solution in its present form, it is still the subject of disagreement.

While it is not suggested that the consultants should not have sought the views of interested parties, particularly those of the Council officers who would ultimately administer the scheme, it is suggested that these views should have been examined more selectively and related back to the basic goals of the plan which were, in turn, based on the infrastructure of the area. This does not suggest a retreat into technology but rather a more rational examination of alternative proposals and an assessment of the reasons behind the proposals.

This theme in the Case Study gives some indication as to the way in which decisions are made. Many of the decisions made by the consultants during the course of scheme preparation appeared to be irrational, however, they should be viewed as responses to pressure. It must be remembered that the situation in which most of these decisions were made was one of pressure. The consultants were only in Hobart to discuss their proposals for brief periods, time was of the essence and no doubt it seemed an important psychological value that the consultants should appear to be decisive. However, comprehensiveness and decisiveness rarely go together, bearing this in mind and examining the final scheme proposals, it would seem that the decision making role into which the consultants had cast themselves was not appropriate to this particular job.

The decision making role was one which should have been taken up by Council, however it did not appear to want to make decisions. The Council's attitude to the preparation of a scheme for Battery Point changed through the course of scheme preparation. Initially the Council was confident but uninvolved, after the submission of Document Number

Two it displayed some enthusiasm but would not give any specific guidance. After the submission of Document Number Three there was a complete change in attitude as a result of the controversy over the Sandy Bay Planning Scheme and this was demonstrated by an unwillingness to make any decision about the proposals. Although Council would not approve the proposals it eagerly approved publicity of them, probably in the hope that it could gauge public reaction before making a decision. However, because the strategy involved in the publicity campaign was oriented towards gaining approval, and the issues were stated only in positive terms, Council was really unable to gauge total public reaction. As a result, when the plan for the pedestrian mall was finally approved, Council immediately became subject to pressure from business interests which were opposed to the concept.

In Chapter Two it was stated that during the course of scheme preparation actions would occur within the parameters set out by the legislative and administrative frameworks, but that other actions would seek to expand these parameters and some action would be taken in spite of the parameters. Much of the work associated with the scheme was carried out within the set frameworks, for example, the surveys and the control codes. By proposing community involvement and capital budgetting in Document Number One, the consultants had sought a way of expanding the normal method of preparing a scheme, however some of the actions resulting from this were outside of the administrative framework, such as the way in which the consultants outlined proposals at a public meeting before submitting them to Council. In the proposed Ordinance, the consultants had sought to expand the administrative framework by incorporating parts of Acts in the document, there was considerable opposition to this move, as there was to every attempt to expand the parameters, in particular, the financial operations.

While the consultants had sought to expand the parameters within which planning schemes are normally prepared and while they succeeded in doing this during the preparation of the scheme, the result has probably not warranted the effort, since no agreement can be reached on the proposals. The probable reason for this was that the consultants did not relate their proposals closely enough to the Hobart context. Thus, they proposed an open air beer garden which was unsuitable in the climate, they proposed plot ratios which required extensive property consolidation, although they had been told that this was uneconomic in the Hobart context (by the Housing Department, private developers and the Valuers Department, c.f. Chapter Six), so even although their proposals may have been

the result of an expansion of the parameters which normally apply, they were not successful since they did not relate to the context within which the plan was to be ratified and implemented.

3. Conclusions

The major themes which emerged from the Case Study were the use of strategy and publicity as a means of gaining approval for proposals from both the Council and the community. While all strategies used in the Case Study were not successful, their examination has provided valuable insights into the use of these techniques. The role played by the consultants and other individuals and groups associated with the scheme preparation also provided a basis for examining the task of the planner and his relationship to his client. This issue will be explored further in Chapter Twelve.

These themes have been outlined to provide a frame of reference for a more detailed examination of the use of capital budgeting and community involvement. It was expected that the Battery Point Planning Scheme would have been completed by the time that this thesis was ready for submission. Unfortunately, this is not the case, however the reasons why the scheme has not been completed provide an interesting example of the problems faced in planning practice.

CHAPTER ELEVEN CASE STUDY ANALYSIS

1, Introduction

Unfortunately, analysis of the Case Study is hampered by the fact that the planning scheme for Battery Point has not yet been completed. The aim of this thesis was to assess the usefulness of the techniques of capital budgeting and community involvement in the planning process, within the context of the administrative and legislative frameworks in Australia. In this way, it was hoped to point up gaps which exist between theory and practice and to gain an understanding of the way in which decisions relating to town planning are made.

In broad terms, the problems facing a town planner in the preparation of a scheme for any area are both technical and political. While both types of problems must be resolved before a scheme becomes operational, planners in Australia are often only concerned with the technical aspects of town planning and are not sufficiently aware of the political factors. In the Case Study, the planning consultants were aware of both sets of problems and were constantly seeking compromises where conflict was most apparent.

By way of definition, technical problems can be analysed in terms of variables which can be measured. Political problems involve "values" which are more difficult to measure. While variables have direction and their analysis can point to logical solutions as well as to their derivative base, values do not have direction, but represent a state of feeling which is either in favour of or against a given proposal, but may change radically at any time. An acceptance of variables rarely alters so completely, however, in town planning, conclusions based on variables are subject to decisions involving choice between values.

Some professions include a conscious alignment of values and variables in their proposals and they are able to achieve relatively easy decisions for their proposals. For example, a highway engineer submits proposals for decision which incorporate maximum design standards (variables) and minimum costs (variables which are also community values). Town planners have not achieved this integration between values and variables

but it seems clear that, in order to achieve such integration, it is necessary to recognise the way in which choices of priorities are made in value-loaded situations and to derive techniques which can affect these choices.

2. The Liberal Approach

The liberal approach to planning scheme preparation, as outlined in the Case Study, was an attempt to use techniques to assist in decision making relating to the final scheme. From the outset, the consultants felt that a capital budget would indicate the economic feasibility of the proposals and that community involvement would assist in scheme ratification because it would ensure that first, the interests or goals of the community were catered for and second, there would be fewer objections to the scheme when it was placed on exhibition.

The speed and ease with which decisions relating to the scheme were made was important to the consultants. In their Proposal, they had undertaken to prepare the scheme in twelve months for a fixed fee, so far, they have been working on the scheme for twenty-seven months. Apart from purely financial aspects, as private consultants, it was important that the final scheme should be more than a coloured piece of paper which regulated land use. They hoped that it would provide opportunities for development and improvements in environment. If this could be achieved it would not only provide satisfaction but would also enhance their reputation and naturally lead to other work.

The consultants had been involved in other planning schemes and were very much aware that many objections to proposed schemes were either from people who did not realise the full implications of the scheme on their property, or were the result of the length of time which had elapsed since the surveys on which the scheme was based had been carried out. They hoped to overcome both of these types of objections by preparing a scheme in a short period of time and by involving, and hopefully educating, the community in the process.

3. The Community Involvement Experiment

The conceptual problems which the consultants faced in attempting to deal with the "community" are outlined below.

The community is an extremely pluralistic entity and as such, it is difficult to determine what is representative opinion and what are representative goals. Generally, the community as a whole tends to be represented by "special interest" or pressure groups, which form in response to circumstances which appear to threaten individual or groups interests. Whereas, generally, individuals tend to conceptualise slowly and therefore, only organise effectively over long periods of time, in any community there are loosely organised groups of people which act as watchdogs of the public interest. While the government rarely moves slowly enough to enable individuals to affect decision making, the watchdog groups have the capacity to organise quickly and effectively into specific pressure groups. In the Case Study, the National Trust provided a good example of a watchdog group which, after its initial disinterest in Battery Point, was able to galvanise into an extremely effective pressure group in a very short time.

It is characteristic that pressure groups represent sectional interests rather than the general public interest, but it is also characteristic that there is a strong consensus of opinion within the group. The effectiveness of any pressure group is dependent on the qualities of the individuals in it, their ability to articulate key issues and their access to mass media.

It follows that consensus of opinion, as expressed by a pressure group, need not represent community consensus. Thus, there are two dangers in focussing on community consensus in town planning. First, consensus as stated by a pressure group may simply represent the absence of any organised opposition, second, if apparent consensus is used as a basis for the preparation of a planning scheme there is a danger that the result will be distorted by the avoidance of controversial issues. In these ways, consensus can be self-defeating and in the sphere of town planning, political successes need not necessarily equate with good planning. However, by recognising that pressure groups are not completely representative and that consensus opinion may be more apparent than real, it should be possible to use these community groups as an effective planning tool. If the planner can articulate key issues persuasively, and if a pressure group made up of laymen can be convinced of the planner's technical competence, then it may be possible for the planner to use the influence which the pressure group may command to his own ends.

In the Case Study the consultants were able to use the influence of pressure groups to publicise aspects of the proposed scheme and to create an atmosphere of approval. The Battery Point Progress Association provides a classic example of a pressure group used to advantage.

The Battery Point Progress Association had been in existence since 1948 and had been politically active since 1959. It is likely that the Council decided to prepare a scheme for Battery Point as a result of this group's constant pressure and it is probable that Council's decision to employ consultants to prepare this scheme was in an attempt to avoid the controversy which would undoubtedly arise in relation to the scheme.

The group was small, having only forty financial members and its interest was confined to only part of the area to be planned. The individual members had diverse backgrounds and interests but their group consensus was achieved by a common abhorrence of high-rise developments and this had been focussed on a thirteen storey block of home-units, the "Empress Towers". The group contained several professional people who were able to articulate key issues and use mass media effectively. In this case, mass media refers to a single daily newspaper, the Mercury, noted for its conservatism and biased views and the Australian Broadcasting Commission's television unit which was generally hard pressed to keep up a constant flow of local news features.

As a pressure group, the Battery Point Progress Association was cohesive, it had well defined aims and the ability to articulate and publicise these aims. It was, therefore, a politically effective group.

From the outset, the consultants established a good rapport with the five members who comprised the town planning sub-committee of the group and all proposals were discussed in detail with this sub-committee. In view of the group's interests and aims, it always acted predictably, for example, its major contribution, the definition of the Historic Zone, was precisely the area which the group was interested in and from which its members were drawn. Its reaction to the proposed closure of Castray Esplanade in Document Number Three was as expected, it did not want the road closed. It was soon obvious to the consultants that a group made up of laymen was limited in suggesting effective proposals but was nevertheless, effective in supporting the consultant's proposals. This support was used by the consultants, when in first presenting the concept of the

pedestrian mall to Council in Chapter Seven the consultants implied that the concept was derived from and supported by the Progress Association later, in Chapter Nine, the Association wrote to the Council following a meeting with the consultants, and asked that a commencement date for the construction of the pedestrian mall should be given by Council.

At all times the Association was given the impression that its opinion was valuable and while its opinion was sought on all issues, as a group it tended to be used rather than involved. The President of the Association summarised the group's attitude to its role in a personal letter,

"... we were given every possible opportunity by the consultants to express our views, at all times and on every occasion that we met them. Probably the zoning plan... would have been the major contribution made by our committee. I think however, that we have, and still are, assisting the success of the Scheme by giving it all the support within our power.

... In talking with local residents (and this is important) we have explained the Scheme to them, to make sure they are familiar with the aims and outlines of the project.

Yes, I feel that we are quite satisfied with the Scheme".

As an indication of the degree of rapport that the consultants had achieved the following extract from the same letter summarises the President's view of the consultant handling the project at that stage,

"I feel sure we feel that in (the consultant) we have a highly qualified expert, who is able to carry out a lot of work, with great zeal and energy, and we hope we can assist him to galvanise our City Council into actively following up the work he has outlined to them".

The consultants had used this group to create an atmosphere of approval for their proposals but they had also achieved approval from the group. While the contribution of ideas from the Progress Association was fairly limited, the National Trust was able to make a more positive contribution because the members who became involved with the Battery Point Scheme were not laymen. Unfortunately, these members were not residents in the area and their ideas did not necessarily reflect community goals within the area to be planned.

The consultants sought the first meeting with the National Trust and were disappointed in its initial lack of response. (c.f. Chapter Five). After the consultants had submitted Document Number Two to Council and it had been publicised, the Trust's attitude to Battery Point changed and the scheme became a vehicle for National Trust publicity. At first, the publicity was purely self-seeking, its publicised proposal for the preservation of buildings in Battery Point was irresponsible in view of its own limited finance and its avoidance of any practical proposal for a means of implementing the scheme. As well, the proposals were not based on careful documentation and the anomalies which resulted cast some doubt on the proposals and the competence of those who had made the proposals. The consultants realised that the Trust could be a serious threat because it tended to represent an elite and powerful community group. After a confrontation the consultants achieved a liaison with the Trust, through its Battery Point Committee and they managed to reach a gentleman's agreement that there would be no public disagreement over the Battery Point's proposals since the interests of both parties would best be served by public agreement.

After the formation of this alliance the Trust group played an increasingly important role in the preparation of the Battery Point Scheme. Following opposition to the consultant's road proposals from the Council officers, the consultants incorporated this group's proposed pedestrian mall into their scheme, and while this idea was not acknowledged as coming from the Trust, the Trust supported it in a press release quoted in Chapter Eight. In this way the Trust not only contributed to the content of the scheme, it also provided valuable support as a seemingly disinterested group which approved of the consultants proposals. This certainly helped in the creation of an atmosphere of approval.

Later, when the Brewery objected to the proposed pedestrian mall the Trust representatives assumed the role of intermediary between the Brewery interests, the Council and the consultants. This was not a surprising move since the concept had originally stemmed from one of its members and while this fact had not been acknowledged publically, nevertheless, there was a personal, proprietorial interest involved. While there is no doubt that members of this group firmly believed that their contribution was a valuable improvement to the environment in Battery Point, it is undeniable that their proposal was a static, civic design solution for a very small section of the planning area. The consultants used this as a focus for the entire scheme because of

emotional or "value" appeal, but at no stage was this concept examined in terms of economic feasibility or indeed related to the total scheme into which it had been hastily imposed.

So far, the Progress Association has provided an example of a genuine public interest group, of limited technical ability, which was successfully used to provide an atmosphere of approval. The National Trust emerged as a group using public interest as a vehicle for its own ends, and in the process also creating an atmosphere of approval. This group had a degree of technical competence and was able to contribute proposals for inclusion in the scheme, but its limitation was related to the limitations of its competence and to the fact that it saw the solution for the area as being a static design solution.

The reaction of powerful business groups, epitomised by the Brewery, was opposed to these two interest groups. This group did not show any interest in the development of the scheme until its own interests were threatened. The Brewery had built a new hotel in Hampden Road and when it learned through the press that its road access was to become pedestrian access it immediately took action. One of the Brewery's technical consultants pointed out that the open beer garden proposed by the consultants was unrealistic, because of its south-easterly aspect, which was quite true, but this argument was used as a wedge to criticise the scheme for its impracticality. Since the hotel's trade area was basically to the south and since its only road access was proposed from the north, the Brewery's real concern was that the whole scheme should be abandoned. The Brewery did not at any stage say that it did not want the pedestrian mall, merely that it doubted its viability at this time, that it would cause hardship to the hotel proprietor, that when it was built Council would have to provide adequate public car parking, and so on. In this way the Brewery was able to cast doubts on the advisability of the inclusion of the proposal in the scheme. The Brewery did not attempt to influence the other pressure groups involved, although it consulted with them; its only aim to influence the Council and it succeeded admirably.

The Brewery provides an interesting example of how powerful business interests can consolidate support relatively quickly and can focus their pressure on the real decision makers. These three groups were the main sources of community pressure during the preparation of the scheme for Battery Point. In Chapter Ten, the discussion of the strategy used by

the consultants showed how other government departments, such as the Marine Board and the Transport Commission were involved and also the roles played by the Council officers. One other group was approached by the consultants early in the course of scheme preparation. The consultants tried to involve developers who were active in the area. While there was initial interest from this group, the unreal nature of the proposals and the consultants unwillingness to accept their opinions (see Chapter Six) meant that no continuing liason was formed. This was unfortunate and, in view of the subsequent problems that the consultants faced, it may have been an error in judgement.

4. Implications of the Experiment

Because the scheme for Battery Point is not complete it is difficult to judge whether the consultants were successful in their use of the community. The real test in this case would have been the number of objections received when the final scheme was placed on exhibition. In the absence of measurable results, an assessment of the effect of community involvement can only be made on the proposals and how they altered during the course of scheme preparation. That is, an assessment can be made on technical rather than political grounds.

On a technical basis, the experiment in community involvement was not a success. The Reprise section in Chapter Ten shows how elements of the scheme altered as a result of pressure during the course of scheme preparation, but the point is made that the elements of the scheme are so interwoven that a change in any one element affects every other element. Thus, the proposal for three residential control zones was not interrelated to the proposed circulation pattern which was in turn related to the development of eight precincts, similarly, the imposition of a pedestrian mall in Hampden Road affected the total circulation system but the only alterations made were by-pass routes which, unfortunately, conflicted with the "Problems to be Faced in the Planning Process" in Document Number Two.

The reasons for this technical failure stem from both the role of the consultants and the nature of the job. First, the nature of the job was complicated by the fact that the consultants were based in Sydney and the job was in Hobart. The tyranny of distance was never overcome and communication was difficult except when the consultants were in Hobart. A secondary effect was that relatively little time was spent in the area to be

planned, which led to a number of unfortunate 'faux pas', for example, the suggestion for the open beer garden associated with the pedestrian mall was made without recognition of the icy winds which were channelled up Hampden Road to this site.

The second reason for the failure of the experiment on technical grounds was the inability of the consultants to maintain a consistent role throughout the course of scheme preparation. In Document Number One, the consultants had defined their role as that of catalyst in the evolution of the scheme, this assumed that there would be elements for them to catalyse, in fact, they were providing the elements. If their role was to be that of a true catalyst, then they would have also required a strong arbiter to make decisions at the appropriate stages. There was not strong arbiter in this situation and, although the consultants sought these types of decisions from the Council, it was unwilling to assume the role. Because the consultants were forced to assume the roles of the technical expert, the catalyst and the arbiter, each role suffered and, as a result, the consultants in their diverse roles were unable to rely on their own technical decisions. They chose compromise based on apparent consensus as a political value but this method failed. In the circumstances, it may have been better to concentrate on strength of conviction in their own technical decisions as a political value.

While the experiment has been judged a failure on technical grounds some valuable conclusions can be drawn for the successful use of the community as a tool in the planning process. First, the consultants were most successful in their steady contacts with small groups. This technique enabled a thorough briefing of the aims and content of proposals to people who passed on this information. It is very difficult to gain the confidence of people "en masse", particularly if they feel that the consultant is not sympathetic to their goals, this was shown by the public meeting which the consultants held (see Chapter Seven.) On the other hand, if residents hear about proposals from friends or neighbours of long standing, this tends to induce a greater confidence in the proposals... As well, the steady contact with a small group of people establishes an elite within the larger group. The elite group then has a valid (socially acceptable) reason to continue to exist and a responsibility to try to understand the rationale behind proposals since it must explain them to the rest of the community.

Second, the experiment showed the importance of the use of publicity, which resulted not only in the dispersal of ideas but also in recognition of the individuals involved. If the individuals are recognised they tend to become regarded as personalities, rather than the ever-present "they", generally associated with local government town planning. While people can like or dislike the identified planner, as a personality, they seem to regard the individual planner's proposals with more respect than those issuing from a disembodied "they".

5. The Capital Budget Experiment

The aim of capital budgetting in town planning is to provide a framework for both public and private investment and to quantify a works programme which minimises costs and maximises benefits. The conceptual problems which the consultants faced in attempting to incorporate capital budgetting into the planning process are outlined below.

The first problem was one of categorisation, to decide who would pay and who would benefit, and to determine how a measurement for intangible costs and benefits could be realistically incorporated into a budget. The consultants recognised that although town planning legislation provided broad powers for development control, implementation was hampered by a lack of finance. Further, because a planning scheme imposed restrictions on property in private ownership there was an interrelationship between the public and private sectors, but this was not a simple cause-effect relationship.

This relationship can best be examined in terms of the decision making process. Public decisions generally relate to a broad, social context, whereas private decisions relate to the individual or firm context, which is generally that of relatively short-term gain. The aggregate of informal, individual, private decisions affect the functions of the public sector and thus, its pattern of decision making. The structure of existing development in Battery Point illustrates this relationship. As a result of a number of informal, private decisions there has been property regeneration and renewal in the area. While this has resulted in increased revenue from the area it has also placed greater pressures on the Council's services in the area. The feedback effect to the private sector has been, on the one hand, an increase in "potential" value in some areas and on the other hand, a decrease in amenity as a result of pressure on services.

This example illustrates the concept of direct and indirect costs and benefits. Direct costs can be defined as the value of goods and services used to produce and operate developments, direct benefits as the value of the services provided. Indirect costs and benefits relate to the effect of development on surrounding or competing sites. These may be technological in nature, representing an increase or decrease in the real value of the services provided or they may be pecuniary in nature representing an increase or decrease in the value of properties. ⁽ⁱ⁾

The complex relationship between the public and private sectors can be simplified into a concept of confrontation and alignment. Confrontation occurs when private benefit results in public cost or public benefit results in private cost. Alignment can be either positive or negative, it is positive when private benefit results in public benefit or vice versa, and it is negative when private cost results in public cost or vice versa. Implicit in this concept is a recognition that there are not two opposed sides but rather that decisions are being made within different scale contexts of a single system. A further implication is that if planners seek to control development in such a way as to minimise costs and maximise benefits and if this is seen as being achieved through the alignment of public and private decision making, then public policy must recognise private trends, in the case of development, trends in the real estate market. If the public decision maker wishes to influence private decisions effectively, he must recognise trends and if he wishes to alter them, he must provide attractive alternatives.

In the case of Battery Point, the Council, from the outset, stated as its goal the development of higher density units in the area, but this goal was not related to a realistic assessment of the size of the market for such developments, nor of the limitations of achieving an adequate return for such investment in this area. The consultants recognised that the scheme would be implemented by both the public and private sectors of the community, this being the case, any failure on the Council's part to implement public works associated with the scheme could result in loss of confidence from private investors.

The problems of successfully categorising costs and benefits in relation to the scheme and of relating public and private decision making to current

(i) Litchfield N. COST BENEFIT ANALYSIS IN CITY PLANNING Journal of the American Institute of Planners Vol. 26. 1960. pp 273-279.

market trends and the limitations of Council's resources, were not resolved in the course of scheme preparation. An additional problem which the consultants were not aware of initially, was the degree of political opposition to the concept of capital budgeting. When it is considered that planning schemes rarely extend beyond a ten year period whereas developments restricted by such a scheme are longer term investments, this opposition is easier to understand.

It is even more obvious when one considers that the decision maker, in this case the Council, was made up of firm adherents to the principles of free enterprise.

Bearing in mind the Council's attitude to public spending, the initial proposals for the budget for Battery Point were unrealistic, since they assumed that Council operated as an individual firm, for profit, rather than as a service organisation with administrative functions. Thus, the initial proposals were not seriously considered by Council and were certainly strongly opposed by Council officers, in particular, the City Treasurer. The consultants were given an opportunity to redeem this situation, when, following pressure from the Town Clerk, the City Treasurer agreed to co-operate in the preparation of a capital budget. (Chapter Seven). At this time, the consultants were in a strong position to prepare an acceptable budget, in co-operation with the City Treasurer, and with the support of the Town Clerk. As the Council relied on the opinion of its technical and administrative staff it would probably have accepted a budget prepared in this manner. Such a document was never prepared, first because the consultants spent so little time in Hobart by this stage and such a document would have required several weeks of detailed consultation, and second, because at this particular stage, the consultants decided on a complete change of strategy, they switched their focus from an economic assessment of the functional relationship of elements in the scheme to civic design aspects of the scheme. At this stage, the pedestrian mall concept was becoming the focus for the scheme and this proposal was, of course, difficult to justify in terms of economics.

6. Implications of the Experiment

While the concept of a capital budget was discarded by the consultants before the scheme for Battery Point was completed, the experience

was useful in isolating problems of incorporating a capital budget into a planning scheme. Probably the most important lesson to be drawn from the Case Study is that planners have to make a careful assessment of the attitudes of the decision makers before they present budget proposals. They should recognise that the community maintains checks on public spending and that it has an effective system of showing its disapproval, by voting the Council out of office. While the idea that a planning scheme could be more effective (or at least be implemented) if it had a budget, is not a general community goal in Australia, it is ironic that capital budgets in planning have been developed in the most militantly democratic nation in the world today.

The reasons for the successful integration of capital budgets into local planning schemes in the United States appear to be threefold. First, in order to obtain Federal finance for redevelopment schemes a plan must be accompanied by a capital budget. Second, there has been a need and pressure for urban renewal because it is a very real social problem, and third, the plans usually provide opportunities for investment from the private sector of the economy.

In other words the technique has been developed within a different legislative and administrative framework. Its acceptance has resulted from pressing social problems and a recognition by businessmen that the development opportunities offered can be profitable. In Australia any large private development would have a capital budget, because this is the best method of controlling costs and ensuring dividends. But this logic is not carried through to local government enterprises and there is not the same degree of community pressure to ensure that these authorities are run in the most efficient manner. (ii) The limited resources available to local government is a major drawback, yet this can be overcome and Campbelltown in New South Wales provides an example of a satisfactory relationship between local and state government bodies and private development companies.

While in Battery Point, there were several small areas that were ripe for redevelopment, there was neither the market to justify redevelopment nor the means available to redevelop economically on the scale envisaged by the consultants. Thus, the proposal that Council should acquire and

(ii) There is pressure for reorganisation within the local government framework, and each state has had Commissions examining this structure in the last two decades.

consolidate sites was unrealistic. In this context the current proposals can hardly be regarded as economic, which means that even if the scheme is gazetted it is unlikely that the Council will provide sufficient funds to enable implementation. To this extent, the consultants appear to have failed in their aim to provide more than a paper plan which regulates development.

7. Conclusions

The two experiments in the Case Study failed but this does not mean that the techniques have been invalidated nor that useful conclusions cannot be drawn.

The experiment in community involvement failed to improve the planning process because of the confusion of roles that the consultants were forced to play and also because of the nature of the job. However, the experiment did indicate that the best result could be achieved through working with small groups of people and using mass media, effectively to articulate key issues.

The experiment in capital budgetting was discarded because the political values which were involved had been incorrectly assessed and the focus of the scheme switched from economic to design elements, that is, from a dynamic to a static concept. The experience also pointed up the need to establish a relationship between expenditure in the public sector and likely investment in the private sector. To a degree this particular factor is incompatible with the administrative framework in Australia, which tends to be regulatory rather than opportunistic. These administrative techniques are reinforced by the local government propensity toward government by inaction and non-involvement which means that community goals are rarely articulated at this level of government.

If planning is to aim for community goals, planners must recognise that these goals derive from the community but cannot be imposed on it. Planners should, on this basis, assess what their true goal should be in this process, the Case Study showed that the inability of the consultants to assume a constant role led to unsatisfactory technical solutions and caste some doubt as to the planners strength of conviction in their own proposals.

One of the problems that the Planners faced in this Case Study and which is common to the preparation of any planning scheme was how are the

decisions made which determine priorities between value-loaded alternatives. In the Case Study the issue of whether the area should be preserved or redeveloped presented value loaded alternatives, the Council did not make a choice between them. The consultants submitted detailed policy alternatives to the Council in Document Number Three but the Council did not reach any decisions regarding them. This was an example of government by inaction, Council finally approved the general principles of the scheme as outlined in the Document Number Five but this was after all the previous proposals had been publicised and no organised opposition was apparent. This indicates that the planner should stage proposals so that the initial ones are concerned with general principles which, once approved, can then be used as a logical foundation to later proposals. Although the consultants submitted a series of general proposals to Council in Document Number Two, these were not used as a foundation for later proposals with the result that several members of the Council became confused as to the relationship between the Documents and Council as a whole did not approve of the detailed proposals when they were submitted. Possibly, if the consultants had sought to impress by exhibiting a strength of conviction in their own technical competence rather than by assuming political values, they may have been more successful.

At least, in the immediate sense, the consultant's experiments with community involvement and capital budgeting in the planning process were a failure. Yet, to a surprising degree they achieved their objective of working within the most relevant framework of power. Once they realised that they had failed in presenting acceptable budget proposals and once the internal pressure against the circulation system became obvious, the consultants changed their strategy and instead of seeking to justify their proposals in economic terms the consultants turned to an emotional appeal to values.

1. Introduction

The purpose of this concluding Chapter is to derive some general lessons from the experiences outlined in the Case Study and analysed in the two preceding Chapters of this Part. One of the aims of the Thesis was to comment on ways in which planning practice could be improved, in order to do this, discussion is focussed first on the role of the planner and then on planning theory and practice. Recommendations derived from the discussion are then outlined.

2. The Role of the Planner

One feature of the Case Study was the inconsistent role of the consultants and the effect of this on the scheme proposals. This indicates a need for planners to assess their roles and to define the ambit of their actions in terms of their professional goals. Planners are trained to analyse problems and advance solutions which are both economically and socially feasible. In practice, planners use their expertise in differing ways depending on the context in which they are employed. Thus, any attempt to generalise on the role of planners must distinguish between the bureaucrat planner and the consultant planner, which are defined below.

The bureaucrat planner operates within a governmental agency which generally has a departmentalised and hierarchical structure. Most governmental agencies have a service role and an administrative function. The bureaucrat planner is concerned with advancing solutions which are politically feasible, he is generally not a decision maker but is an advisor to decision makers. In this way, the bureaucrat planner can achieve considerable power without having the responsibility of decision making and he can influence political decisions on a scale far greater than that in which he operates.

The consultant planner generally operates in the sphere of private enterprise and has greater freedom to state opinions on public issues than has the bureaucrat planner. The consultant planner is concerned with advancing solutions which are financially feasible and result in profit. While the consultant planner can rarely achieve the influence of the bureaucrat

planner he can gain public recognition and also profit as a result of his proposals.

In Australia the dichotomy between bureaucrat planners and consultant planners can be further divided, giving four types of planners:-

bureaucrat	state planners local planners
consultant	consultant planners academic planners

State planners and local planners share the same bureaucratic context, but state planners generally wield greater influence, although local planners have greater contact with the community. Academic planners tend to focus their attention more on in-depth studies and theoretical analyses. They are perhaps most remote from planning practice, but most highly regarded both from within and outside the professions.

Before discussing what the role or roles of planners should be, it is interesting to examine how planners see themselves. In order to ascertain how planners perceive their role a small interview survey, using Carl Roger's client-centred method, was carried out.⁽ⁱ⁾ The results of the ratings of self image, ideal image and objective account provided by planners in the four groups isolated above provided some surprising answers. As a general impression, it appeared that planners from each group who had only operated within that group were relatively cynical about their self-image. Planners who had operated in more than one group tended to be more satisfied with their present position, and their self-image and ideal image were more closely related. They were however, more cynical in their objective account of other groups, indicating, that they had found themselves satisfactory niches.

The generalised images which emerged for each defined group of planners were:

Bureaucrat	State Planner Local Planner	Image of Power Image of Insignificance
Consultant	Consultant Planner Academic Planner	Image of Commercialism Image of Wisdom

(i) A technique used in Personality Studies in Psychology and developed by Carl Rogers, it is a means of measuring the difference between the way in which an individual perceives himself (self-image), the way in which he perceives an ideal personality (ideal-image) and the way in which other people perceive him (objective account).

The importance of these assessments of images lies in the marked difference between each group and the emotional connotation of each image. A further interesting point was that the majority of planners from each group underestimated their limitations and overestimated their powers, and while many saw their role as decision making in a political sense, very few actually had this power.

This examination of groups of planners and how they perceive their roles, was undertaken in an attempt to isolate what the ideal role of the planner should be, because the various roles undertaken by the consultants in the Case Study did not appear to be satisfactory. In view of the Case Study experience and the results of the interview survey, it appears that the ideal role of planners should be related to what a planner is trained to do and what powers he has.

Planners seek to give professional advice by virtue of their expert technical skills. They are trained to analyse problems and to suggest alternative solutions with their implications. Planners, generally, do not have the power to make decisions but they are employed by decision makers. The limitations imposed on the bureaucrat planners, particularly with regard to stating opinions on public issues, ensures that they rarely partake in decision making. Consultant planners do not have limitations on stating opinions and as a result, they sometimes appear to usurp the role of the decision makers.

Whereas bureaucrat planners provide confidential advice, often to committees or groups of individuals, who then argue, engage in their own power games and finally reach decisions, consultant planners are often engaged by single individuals or smaller groups. In Australia, the consultant planner's client is usually engaged in the private sector of the economy and this type of client wants either ideas on which he can profitably capitalise or solutions to problems which are economically viable. Consultants often seek a symbiotic relationship with their clients, reasoning that by virtue of their skills, they can appreciate the private operation to the extent that as well as suggesting solutions and their implications they can also make decisions.

In the Case Study, the consultants had a governmental agency as their client, yet their approach was as to a private firm, in that they assumed that the Council's operations would be geared to the same kind of rationale. Because the consultants proposals were not geared to the local government context, their approach was not successful. The Case Study also demonstrated the limitations that apply to planners with regard to decision making and the way in which the consultant's roles suffered because they attempted to make decisions beyond their powers.

The basic point about the Case Study was the politics of the situation, which is, of course, much easier to appreciate with the benefit of hindsight. It is probably not unfair to say that political factors motivated the employment of the consultants to prepare the Scheme. The Council was forced by pressure to prepare a scheme for Battery Point and the complex nature of the infrastructure of the area, and the differing pressures operating within it, meant that considerable controversy could result from any proposal for the area. By employing consultants, the Council could remain remote from the planning process. If the scheme was acceptable the Council would receive political kudos, if the scheme was not acceptable then at least the Council would have a scapegoat.

In a situation such as this the planner, whether he is a bureaucrat or a consultant has only one course of action. For his own well-being he must ensure that the responsibility for any decisions is clearly that of the client, (in the Case Study, the consultant should have shifted the responsibility for decision making back to the Council). The best method of ensuring this would be to submit alternative recommendations and their consequences in purely technical terms. In the Case Study the consultants accepted the role of decision making and further confused the process by reacting to pressure to such a degree that the technical validity of their final proposals was in doubt. For this reason, it was difficult to consider the proposals as objective solutions, whereas, had the consultants not been involved in decision making and so obviously altered their own proposals in response to pressure, the proposals would have had more of an aura of expert opinion. If part of the planner's role is to evaluate, then in order to gain acceptance for his evaluations he must demonstrate a sense of conviction in his own proposals. Often, the only way in which a layman can be persuaded, is if he believes that the planner is an expert and therefore has skills, a standard of competence and an integrity of conduct which are unquestionable.

This provides another insight into the ideal role of the planner. If planners intend to seek opinions on their proposals from representatives (pressure groups) of the community, they should give careful consideration to the limits within which compromise can be tolerated before the technical basis of the proposals is lost. A degree of flexibility can be built into proposals but once the technical basis is lost, the planners fail in the role of a skilled expert.

This consideration gives rise to two further implications, first, if planners see their role as providing an expert service, they must ensure that a standard of skill is maintained by all members of the planning fraternity and second, they must stipulate those situations within which compromise cannot be tolerated.

Another issue raised in the Case Study was the client-consultant relationship. Planners generally maintain that the community is the client, and while ultimately this may be the case, they are not employed by the community but by a specific client who has a separate relationship to maintain with the community. In the Case Study, the consultants recognised that they could not present all the implications of their proposals to the community because such a policy would have resulted in confusion. Yet they made decisions, and altered proposals, on the basis of suggestions from the community, suggestions which were made with an incomplete understanding of all the factors involved. Thus, the consultants established a relationship with two sets of clients, the Council and the community. This hampered their advisory capacity to the Council because it was not a confidential relationship.

If the planner's goal is one in which his evaluations and proposals are translated into facts by decision makers, then he must recognise that a relationship with the decision maker is one of trust, on the planner's part, a trust in confidence and on the decision maker's part, a trust in the planner's skills.

The client-consultant relationship and the issue of defining situations within which compromise cannot be tolerated indicate a need for a definition of ethical values for the planning profession, which is related to the basic purpose of the profession. The Australian Planning Institute has a

Code of Conduct⁽ⁱⁱ⁾ which outlines such matters as the payment of fees, competition between planners and limitations on land speculation. This Code does not relate to the purpose of the profession in the way in which other professional codes do. A basic tenet of the legal profession is that all men are entitled to a fair trial, thus the code requires that solicitors and barristers should do as much as possible for a client even though they may know that he is guilty. In the case of the medical profession, the saving of life is a basic tenet of the profession and not only is this expounded in the code but it is also frequently dramatised for the benefit of the laymen, giving the profession an almost sacred aura and also inspiring confidence in the profession. These codes do not increase the competence of members of the professions but they do act as a restraint on individual members and as a focus for their integrity.

The main lessons to be learned from the Case Study with regard to the role of planners, are first, that planners should recognise the limits of power within which they can operate, second, that planners should retain their technical skills and act, or at least appear to act, with a sense of conviction, and third, that planners require a code of ethics which is related to the purpose of the profession, a purpose which, as the next section will show, is not well defined. In summary, it appears that the ideal role for the planner is one in which he acts in an evaluative and advisory capacity to decision makers.

3. Planning Theory and Practice

Throughout the Case Study there were instances of gaps between theory and practice. Overall, the greatest gap was the lack of integration between the technical analyses and the final proposals and as a result, the proposals were not well related to the contexts in which they were ultimately judged. Other gaps between theory and practice which were shown by the Case Study included:-

- (a) the difficulty of preserving historic buildings and the problems associated with trying to incorporate aesthetic controls into the Ordinance.

(ii) Australian Planning Institute. CALENDER 1968. p.p. 6-7 West Publishing Corporation Pty. Limited., Sydney.

- (b) The general disinterest in the planning process displayed by the community and the extremely sectional approach shown by those members of the community who expressed an interest,
- (c) The unwillingness of the Council to treat its operations in the same way as a private firm would consider various development activities,
- (d) The problem of whether development controls should be related to an ideal but uneconomic standard (plot ratios).

These gaps and others have already been discussed in detail and they illustrate, on the one hand, inadequacies in planning theory and, on the other hand, shortcomings in the practical application of planning theory. Both of these factors indicate a need for a more rigorous testing of theory and a strengthening of the empirical base of planning.

Perhaps the greatest theoretical problem that planners face is how to define planning. The word planning suggests the projection of action into the future, town planning, on the other hand, generally symbolises ideals rather than action. In searching for a definition of planning, that of Sir John Wolfenden⁽ⁱⁱⁱ⁾ appeared to cover most of the aspects generally included in a definition of planning. He defined town planning as:

"the conscious arrangement of various potential uses of land to achieve the creation of environment to the maximum possible enrichment and expression of the human personality".

The most universal short definition of town planning is:

"the creation of a better environment through the control of land use in a consciously ordered manner".

Most definitions of town planning revolve around this somewhat nebulous concept of environment, which implies that planning should be concerned with a study of man and his institutions in relation to his environment, yet studies in this field are not characteristic of empirical planning research and are almost unheard of in Australia. Indeed, it appears rather that the

(iii) from C. Barclay Miller's article, THE SNIPE MODEL - A SYNTHESIS OF NATURAL INFLUENCES ON PLANNING ENVIRONMENT, Journal of Town Planning Institute, December, 1966, Page 417.

improvement of environment through the control of land use in a consciously ordered manner is often regarded as a subjective design process, and, treated as such, usually results in static design solutions rather than dynamic and economically viable solutions.

A conceptual problem in this type of definition is how to define better environment. There are no universal criteria with which to define environment, environment and its state of goodness is a subjective value judgement. It follows then, that these value judgements are not applicable between cultures or even sub-cultures, nor between different time periods.

A second conceptual problem is how can the dynamic problems with which planners are confronted be resolved by a static solution. As with most dynamic problems, it is very difficult to define precise ends and this complicates any rational assessment of means. If the ends cannot be clearly defined it may be better to concentrate on the means, to consider how problems are to be solved rather than what the solutions should be. In this way the goals of planning are related to the task rather than to the end result, so that the conceptual problem of defining what is meant by environment ceases to be important and by relating the definition to process, the conceptual problem of static solutions can also be overcome.

Thus, the process of planning can be conceived as one which rationalises the competing demands of different types of land use through a system of control. On this basis town planning can be defined as:-

"the rational utilisation of resources
through the control of land use".

Earlier in this Chapter an analogy was drawn between the code of ethics of the medical profession and the code of conduct of the planning profession. Continuing this analogy, a basic tenet of the medical ethic is to save lives, this does not mean that doctors can stop people from dying, but that they use their skills to extend life, often at great expense, such as in the case of heart transplants. This expense is not regarded as wasteful by the community, because the profession has built up a reputation for integrity and, furthermore, it is providing a service for which there is a good market.

The rational utilisation of resources is an important service for the community but it is one which the community does not recognise as being important. Generally, the only time that any pressure for a rationalisation of land use occurs is when the existing structure becomes unworkable, for example, when traffic ceases to flow on clogged highways or when noxious fumes from a nearby factory ruin the weekly washing. Individuals within the community judge the services provided by a profession in terms of their individual requirements. Thus, medical services are highly valued because most individuals have periods of illness, legal services are valued because they protect the rights of individuals, but few individuals in the community can relate the rational utilisation of resources to their own requirements.

This was clearly demonstrated in the Case Study, when the consultants realised that members of the community were not interested in the general principles behind their proposals, and further, that the political framework was such that it was easier to discourage a programme of public investment than to follow it through. In this case, the gap between theory and practice was that theoretically a public body should organise its budget with a view to at least breaking even but in practice the public body felt that it was politically unwise to appear concerned with the profit motive.

In the discussion on the role of the planner it was concluded that the ideal role was one in which the planner acted in an evaluative and advisory capacity to decision makers. In this ideal role there would be a feedback from the decision maker to the planner. The Case Study showed that this ideal situation did not exist between the consultants and the Council, the reasons for the poor relationship between the client and the consultant have already been discussed and these related to Council's unwillingness to assume a decision making role and the consultant's eagerness to take on this function. While it seems characteristic for elected bodies to avoid making decisions on proposals which do not have consensus support, it could also be postulated that the proposals which are normally presented to such bodies do not provide a sufficiently clear basis for decision making. In the Case Study, the consultants prepared a preliminary capital budget and proposed that a certain method of implementation should be followed. However, if the consultants had prepared a series of alternative works programmes, each with a capital budget, this may have provided a more reasonable basis for decision making. In other words, it may be that planners have not been sufficiently aware

of the need to articulate their proposals within their client's political and fiscal frameworks.

In the Introduction to this Thesis it was noted that planning schemes are criticised because they tend to be negative and regulatory in character and they generally do little to improve the environment. It has already been shown that there is no general community pressure in Australia to improve environment. While the legislative and financial parameters within which a planning scheme can be prepared and implemented are a major reason for their negative and regulatory character, it would seem that a secondary reason is the fact that planners are generally more concerned with an ideal end result than with the process as it applies to a dynamic situation. Thus, in the Case Study, the consultants prepared a detailed Ordinance for an "end result" scheme, which could have operated in isolation from the Council's decision making process. In practice, the elected body was unwilling to give up its right to make decisions, so this Ordinance was politically unacceptable. In practice, planning schemes can do little more than provide a framework within which decisions on future developments can be made. Such a framework can include such controls as bulk and density limitations, setbacks related to some future road widening, etc. The purpose of such a framework is not only to provide a guide for the elected body to make decisions but also to provide a guide for decision making in the private sector.

In the practical sense a planning scheme can do little more than this and if the criticisms of negative and regulatory planning are to be overcome, then the planner should seek to provide those controls which relate best to the infrastructure of the area to be planned and the market forces operating within it. Further, proposals made by planners should at least include a recognition of the politics involved. One successful local government planner who took part in the interview survey made the point that ignoring political factors was like designing a subdivision without examining the topography. The proposals that planners make can affect a great many people and can form the basis of public policy, therefore the rational utilisation of resources through the control of land use must proceed in a responsible and controlled manner, and with a recognition of the limited powers available to planners.

3. Recommendations

Two related recommendations have been derived from the discussion of the role of the planner and planning practice, based on the analysis of the Case Study. The first is concerned with the need for a Code of Ethics in planning and the second is concerned with planning education in Australia.

The need for a Code of Ethics arises from the planners' lack of assurance as to their roles and their tasks. Not only is it necessary for planners to define the purpose of their professions and their manner of achieving it, it is essential that the purpose and means should be clearly articulated to the community, which at present does not regard town planning as an essential or particularly skillful profession.

The purpose of such a Code of Ethics would be twofold, it would inform the community and it would provide a basis for planning practice. It would act as a restraint on planners by defining limits of activity and situations wherein compromise should not be tolerated, this would also protect the community from unscrupulous practice. Such a Code should stipulate the standard of skills required before membership in the profession and this should also inspire community confidence in these skills. Because professions tend to be moral communities, the ethics involved in limiting individual conduct should form a focus for the planner's integrity and they should also result in the achievement of a reputation for integrity from outside of the profession.

Such a Code of Ethics should be more than a list of rules, it should be a basic component of planning education, so that it becomes entwined with planning theory and later provides a firm basis for practice. It is beyond the scope of this Thesis to propose a detailed outline of a Code of Ethics, however, the Case Study illustrated a general problem which many planners face, that of having an indeterminant role and an ill-defined purpose. As a step towards overcoming this problem it is suggested that a Code of Ethics should be established, that this Code should relate to the purpose of town planning and that it should aim, on the one hand, to maintain a standard of competence and integrity within the profession and, on the other hand, it should protect the community from unscrupulous practices and aim for community acceptance of the profession.

As already stated, a Code of Ethics should be a basic component of planning education. The gaps between planning theory and practice which emerged from the Case Study point to other needs in planning education. The most serious need is for an integrative approach, one which enables the integration of all factors into proposals.

Planners are taught technical skills but frequently political realities are underplayed or unstated. If planners are to produce policy solutions for political decision makers, they are in danger of being completely ineffective if political factors are not taken into account. In the Case Study, the technical skills were not well integrated with the planning process and the field surveys were ultimately discarded as a basis for proposals, further, the political values in the situation were constantly misperceived. This indicates a need to develop techniques for approaching and handling problems.

It is suggested that planners could benefit from an examination of the techniques of problem solving which have been developed in the field of management. These techniques set up a framework for the examination of problems and provide for alternative courses of action in their solution, however, any alternative course takes into account the various factors which affect the situation and those which will affect decision making regarding the solution. A basic principle in this approach is that in order to deal with a problem one must be able to recognise what the problem is. While this may seem a statement of the obvious, if the Case Study is re-examined it becomes clear that many of the problems which arose were not adequately solved because they were not adequately recognised. It may be that because of the variety of skills required to solve planning problems, planners should be taught how to work in groups. While, in practice, many planners do work in groups they are frequently characterised by either lack of leadership or inadequate leadership. While it is beyond the scope of this Thesis to postulate a comprehensive education system for town planners, the experience outlined in the Case Study has indicated that planners should be educated in techniques which enable an integration of a variety of factors into policy solutions, that they should be made aware of the political context in which they will operate, that they should be imbued with a sense of purpose which is related to the purpose of the profession and that they should be able to function effectively as part of a team.

4. Conclusions

The aims of this Thesis were to ascertain whether community involvement and capital budgetting were feasible in the Australian context, to comment on the way in which planning practice could be improved and ways in which the gaps between theory and practice could be shortened, and finally, to gain some insight into decision making as related to town planning.

Neither community involvement nor capital budgetting proved to be a great success in the Case Study. There is no great pressure for planning scheme implementation in Australia and in a situation where development applications tend to be judged on their merits, there is unlikely to be a great deal of pressure unless social conditions affect the infrastructure to the extent that it becomes unworkable.

Community involvement can provide a good sounding board for reaction to alternative proposals and, to this extent, it can assist local bodies to reach decisions which appear to be supported by the community. However, if the planner is to become involved with the community, it is essential that he should be aware of the nature of his relationship with his employer (or client) and that he should only reach compromises which do not affect the technical basis of his proposals.

Capital budgetting is not easy to integrate with the normal operations of local government, mainly because town planning is generally a minor Council function and regarded by the administration as considerably less important than the engineering or works function. There is a need for planners to recognise the role that the private sector can play in scheme implementation and to establish a relationship between public spending and private investment.

The main lessons from the Case Study with regard to improving the practice of planning were, first, that planners should define their role and that such a definition should be related to the purpose of planning. Second, planning should aim to rationalise changes which occur within a dynamic situation and should be less concerned with ultimate ideal but static concepts, thus planners should be concerned with the process of urban development rather than with the end result.

This Case Study was undertaken in the hope that it would add to the empirical base of planning. It has suggested areas which require further investigation beyond the scope of this thesis.

The two main recommendations arising from this Thesis are that planners should develop a Code of Ethics and that the education of planners should be broadened to include political and decision making theories and should concentrate on an integrative approach to problem solving.

Extract from "Tasmanian Government Gazette,"
August 10, 1960, page 1211.

CITY OF HOBART.

BY-LAW No. 33—ZONING.

Battery Point Development.

THE Hobart City Council, in pursuance of the powers enabling it in that behalf, hereby makes the following By-law No. 33:—

33.—(1) The area bounded by Sandy Bay-road, Marieville reclamation, the River Derwent, and extension of the eastern boundary of Princes Park, the northern and western boundary of the Salamanca-place industrial zone, Knopwood-street, Montpelier-retreat and Kirksway-place is hereby defined as the Battery Point Development Zone.

(2) In that Zone no person shall erect any building except in conformity with the following provisions:—

- (a) The distance of any part of that building from any boundary shall not be less than one-third of the height of that building nor less than the minimum distance prescribed in Regulation 32 (1) of the Regulations under the Building Act 1937.
- (b) No building shall cover more than the following percentages of the area of the allotment on which it is to be built, viz.—a one or two storey building, 50 per cent; a three storey building, 40 per cent; a building of from four to eight storeys, 25 per cent.
- (c) The distance between any two buildings on one allotment shall not be less than one-third of the sum of the heights of the two buildings.
- (d) Car space equal to 150 square feet for each flat unit in a building containing flats shall be provided, and this may be either in the building or on the allotment.
- (e) Space open and unbuilt on within an allotment shall be provided on the following scale:—
Up to three storeys—500 sq. ft. per flat.
Up to four storeys—400 sq. ft. per flat.
Over four storeys—350 sq. ft. per flat.
all exclusive of car space.
In respect of any building containing flats, half the area prescribed herein may be permitted in respect of any flat having a floor area of less than 500 square feet.
- (f) No person shall erect a new building nor enlarge an existing building within 50 feet of the high water mark of the River Derwent between Finlay-street and the end of Derwent-street, and no person shall erect a new building nor enlarge an existing building to more than three storeys between that 50 feet line and Marine-terrace and Clarke-avenue.

- (g) No person shall erect a new building nor enlarge an existing building within 100 feet of the high water mark of the River Derwent between the end of Derwent-street and Quayle-street, and no person shall erect between that 100 feet line and Napoleon-street any building which is higher than 100 feet above mean sea level nor increase the height of any existing building higher than 100 feet above mean sea level.
- (h) No person shall carry out any port development along the foreshore of the River Derwent between Finlay-street and Sandy Bay-road.
- (i) No person shall erect a building in that zone contrary to any other condition imposed by the Council.

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(3) Before imposing any condition under Clause 2 (f) hereof, the Council shall have regard to the following:—

- (a) Authorising the erection of a building on a greater area of its allotment if alternate car space and open space is made.
 - (b) The ratio between the area of floor space in the building and the area of the allotment.
 - (c) The amenities of the neighbourhood.
 - (d) The maintenance of town planning principles.
 - (e) Any road widening or new roads required by the Council.
 - (f) Any land approved by the Council as a site for an hotel.
 - (g) Any land zoned or required by the Council to be zoned for business purposes.
 - (h) The desirability of limiting the lengths of buildings.
 - (i) The determination, application, dispensing with, prohibition or regulation of any other matter to which the Council may give effect by resolution published in a newspaper.
- (4) In this By-law except in sub-clauses (f) and (g) of Clause 2 "erect" includes "convert," "enlarge" and "alter".
- (5) No person shall erect any building in that zone contrary to the provisions of this By-law.

Penalty: One Hundred Pounds and a daily penalty of Five Pounds.

Passed by the Hobart City Council, a majority of the Aldermen being present, this 27th day of June, 1960.

(Seal)

BASIL OSBORNE, Lord Mayor.
H. J. R. COLE, Town Clerk.

APPENDIX TWO
DESCRIPTION OF PRECINCTS A AND B

Topography and Microclimate	Existing Land Use	Age	Building's Condition	Material	Problems	Comments
Flat land, sheltered, northerly aspect, good microclimate.	Port Functions, Wharves, Warehouses and commercial uses.	Mixture	Good/Fair	Stone and Concrete	Future role in Hobart.	Physical and visual link with CBD.
Topography, variable slope 80' to 120' a. s. l. Sheltered, good microclimate.	Mixture of institutions, factories, offices, warehouses, retail and residential uses.	Mixture	Good/Fair	Predominantly brick.	Traffic circulation. Incompatible land uses. Retention of unique historic character.	An area of rapid change, possible secondary office centre in Hobart.
DESCRIPTION OF PRECINCTS C AND D						
Topography, gentle slopes, 80' to 100' a. s. l. Sheltered northerly aspect, good microclimate.	Predominantly residential, other uses include Port Huon Factory, 5 small shops, an hotel, pre-school nursery, public open house.	Before 1879-68% 1880-1909 -13% 1910-1939 -14% 1940-1967 - 5%	Generally good, 10% fair.	Mainly brick.	Traffic circulation. Small lot sizes.	Ideal area for high to medium density residential redevelopment - this is already occurring on the fringes.
Land rises from sea level to 60' a. s. l. Good microclimate.	Residential	70% after 1940	Generally Good	Mainly Brick	No major problems	This area has already been redeveloped for low density housing it is now fairly static.

APPENDIX TWO
DESCRIPTION OF PRECINCTS E AND F

Topography and Microclimate	Existing Land Use	Age	Building's Condition	Material	Problems	Comments
Land rises steeply from sea level to a plateau, 120' a. s. l. Good microclimate.	Residential and industrial (the slipyards)	Mainly before 1910.	Mixed mainly good.	Predominantly brick.	Future role of slipyards. Retention of unique historic character of the skyline.	Area of natural revitalization which may tend to slow down the process of redevelopment.
Low lying, flat land, open southerly aspect, poor microclimate.	Predominantly residential, includes three factories.	Before 1879 - 2% 1880-1909 - 32% 1910-1939 - 43% 1940-1967 - 23%	Good 76% Fair 19% Poor 5%	Brick 48% Weather-board 50% Stone 2%	Traffic circulation. Storm-water channel.	A poorer type of residential area, provides cheap accommodation, may not yet be ripe for redevelopment.
DESCRIPTION OF PRECINCTS G AND H						
Varies from 20' to 30' a. s. l., microclimate is fair.	Mixture of retail, commercial and residential uses.	1890 onwards.	Good/Fair	Weather-board and brick.	Traffic circulation.	The retail uses dominate this area, the residential sections appear to be ripe for redevelopment.
Land rises steeply from sea level to 40' a. s. l. A small scarp shelters the area, microclimate is good.	Residential and open space.	Mainly since 1960	Good/Excellent.	Predominantly brick.		This area is more similar in character to Sandy Bay. A good quality residential precinct, fairly static.

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