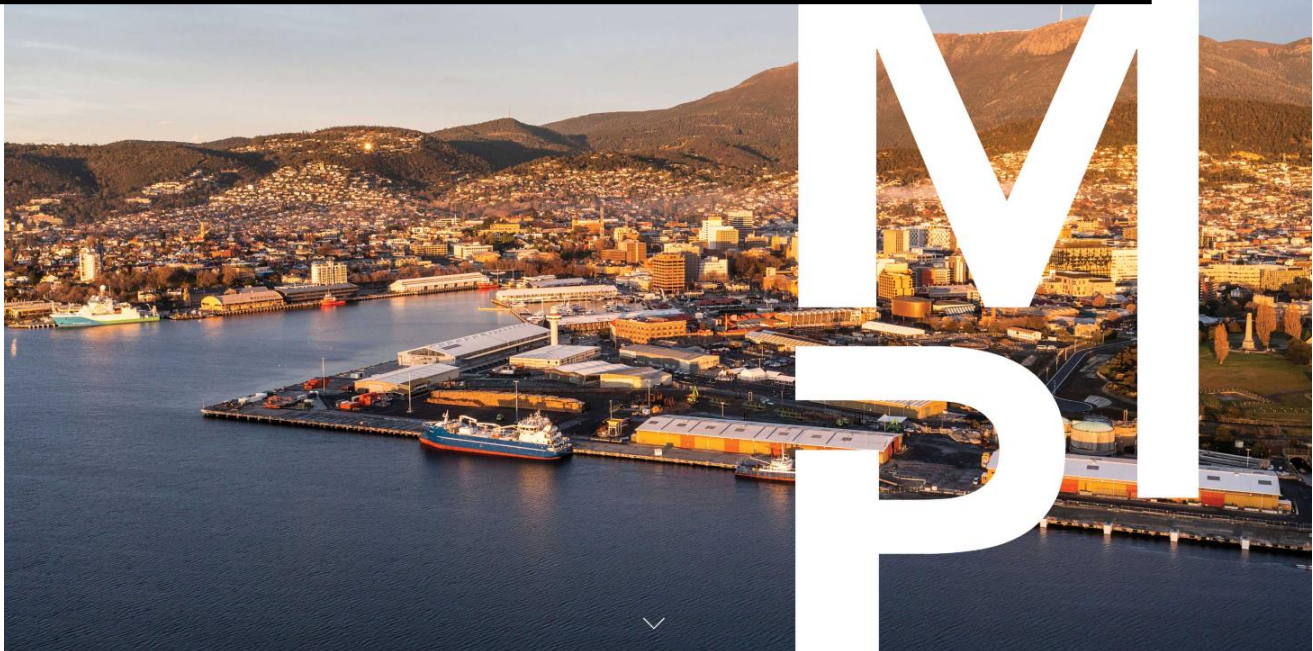


2024

A Site Development Plan for Macquarie Point



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Corporation
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A Site Development Plan for Mac Point

Resetting the planning context to deliver the Cove principles

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This Plan has been prepared by Brian Risby MTP FPIA on behalf of the Macquarie Point Development Corporation based on revisiting and reapplying the basic principles for the future of Sullivans Cove set out in the Sullivans Cove Planning Review 1991.

PART A – Analysis and reconsideration

1. Introduction

Macquarie Point is at a critical point in terms of its future use and development. The site has been subject to a range of plans, visions and proposals over the last 10-15 years arising from the complete removal of the historic freight functions and termination of the rail line at the Brighton freight hub.

The introduction of legislation (the Macquarie Point Development Corporation Act 2012) established a new corporation dedicated to the development of the site. The principal objectives and functions of the Corporation are to plan, facilitate and manage remediation, redevelopment, temporary and longer use, and to the extent practicable, make a profit from its functions.

The Board of the Corporation is provided with a Statement of Ministerial Expectation and the Minister may also provide specific directions including a direction to prepare a Site Master Plan which is to provide a framework for the redevelopment of the site in accordance with the principal objectives of the Corporation.

The Corporation can also initiate amendments to the relevant planning scheme and where the planning scheme is the Sullivans Cove Planning Scheme 1997, such amendments must be consistent with the 'Strategic Framework' under Part B of that scheme. This sets out the values and strengths of the Cove, a preferred future for the Cove, and the planning principles for management of activities.

The background and strategic planning basis of the scheme is based on many previous studies and reports but predominantly the Sullivans Cove Planning Review 1991.

2. Key Sites and Site Development Plans

Part F of the Planning Scheme sets out the requirements for Key Sites. A key site which is regarded as underutilised and having the potential, through development or redevelopment, to be used for activity which will reinforce the strategic framework of the Scheme and objectives of the Activity Area.

A site development plan is described as a plan which outlines the frameworks for the future use or development of a site. While the planning scheme requires the delivery of the strategic framework through managing use and development in accordance with the provisions in each Activity Area (ie. zones) and the Schedules (ie. codes) the scheme has selected key sites as those that need to do more than comply – they need to be exemplars of the preferred future and instrumental in influencing development across the broader Cove. They are strategic sites.

The Planning Scheme identifies 19 key sites which require specific treatment based on their potential to further the preferred future and strategic framework. The Mac Point site contains two these key sites.

Site 19 is extensive and covers the large area referred to as the 'former rail yard'. This broadly aligns to the current Mac Point area. As such it is a much larger site than any of the other identified key sites and requires consideration of a broader range of issues, constraints, and opportunities. An SDP for this site will be more like a precinct plan than an individual plan for managing a single building.

The scale of the site also suggests that the implications of the development of the key site may have a broader impact on a larger area and deliver a multiplicity of new developments rather than a singular project.

To date 12 of the identified key sites have been developed subject to SDPs (see green in Fig. 2). Some of the larger sites have the SDP incorporated into the planning scheme to guide future development on areas still available, for example the ABC Site (number 1).

The redevelopment of many of these key sites has, as predicted, substantially altered the future of the Cove both in terms of uses and built form. This perhaps most obviously demonstrated by the redevelopment or replacement of the wharf sheds. These include the 'recycling' or replacement of Princes No. 1 as an exhibition and event space, Macquarie No 1. as a hotel, Elizabeth Street Pier as a mixed use and hotel building, and Princes No.2 as the IMAS educational and research centre. These are now such an accepted part of the Cove landscape and their uses have changed the way the Cove operates. They have been instrumental in shifting the Cove from a retired port into a vibrant, mixed use cultural and entertainment precinct.

Importantly the physical redevelopment of these has largely reinforced the spatial and built character of the Cove articulated initially in the Sullivans Cove Planning Review. Other key sites have also been developed in line with these principles but their location has appropriately resulted in very different building forms. A good example of this is the modest insertion between the Ordinance Store buildings in Castray Esplanade (shown as the Former Supply and Tender buildings – key site 17) which reinforces the strong built wall while respecting the heritage setting.

Part F of the Sullivans Cove Planning Scheme 1997 (SCPS) sets out the requirements for Key Sites. A key site which is regarded as underutilised and having the potential, through development or redevelopment, to be used for activity which will reinforce the strategic framework of the Scheme and objectives of the Activity Area.

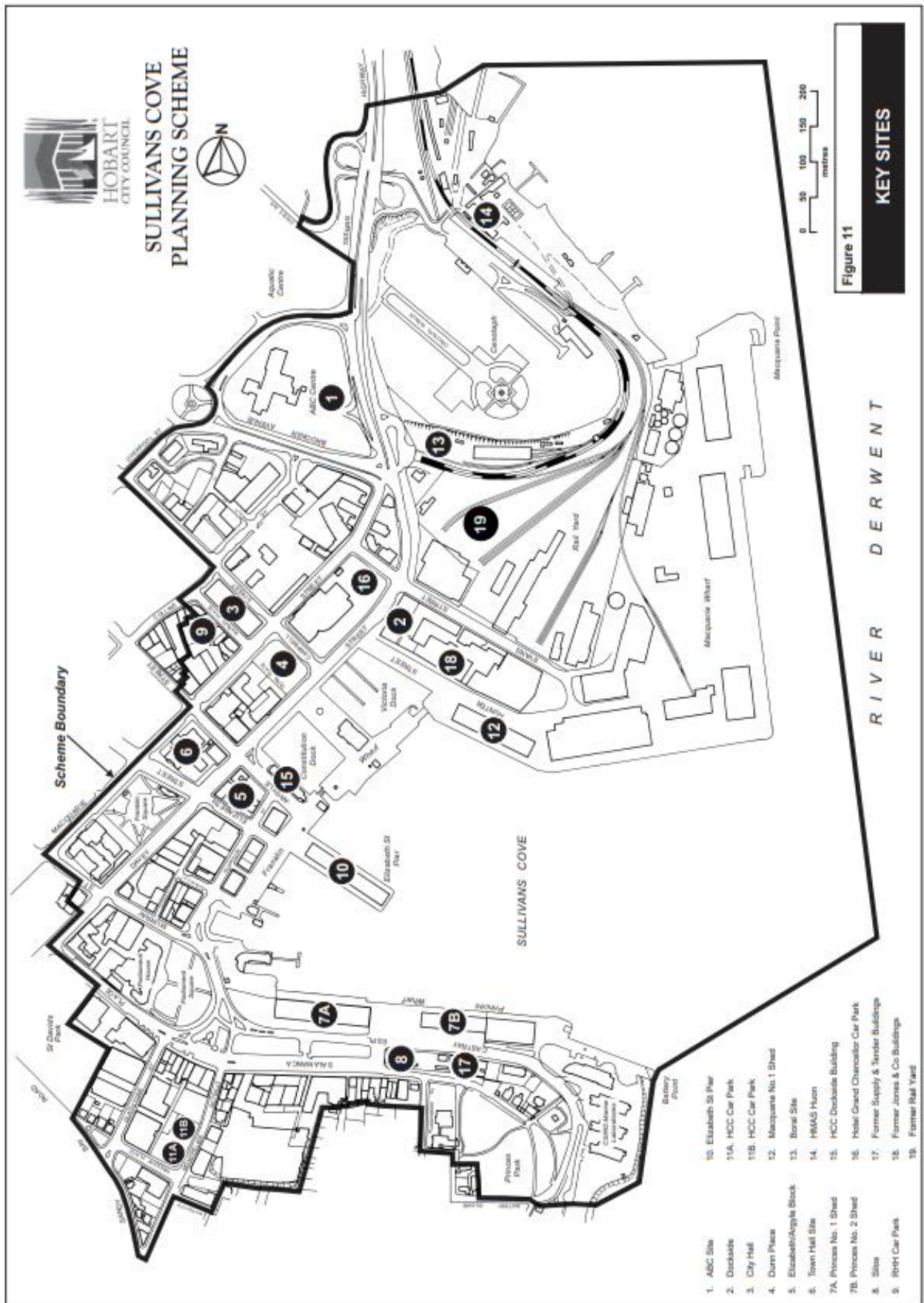


Fig. 1 Key Sites from the Sullivans Cove Planning Scheme 1997

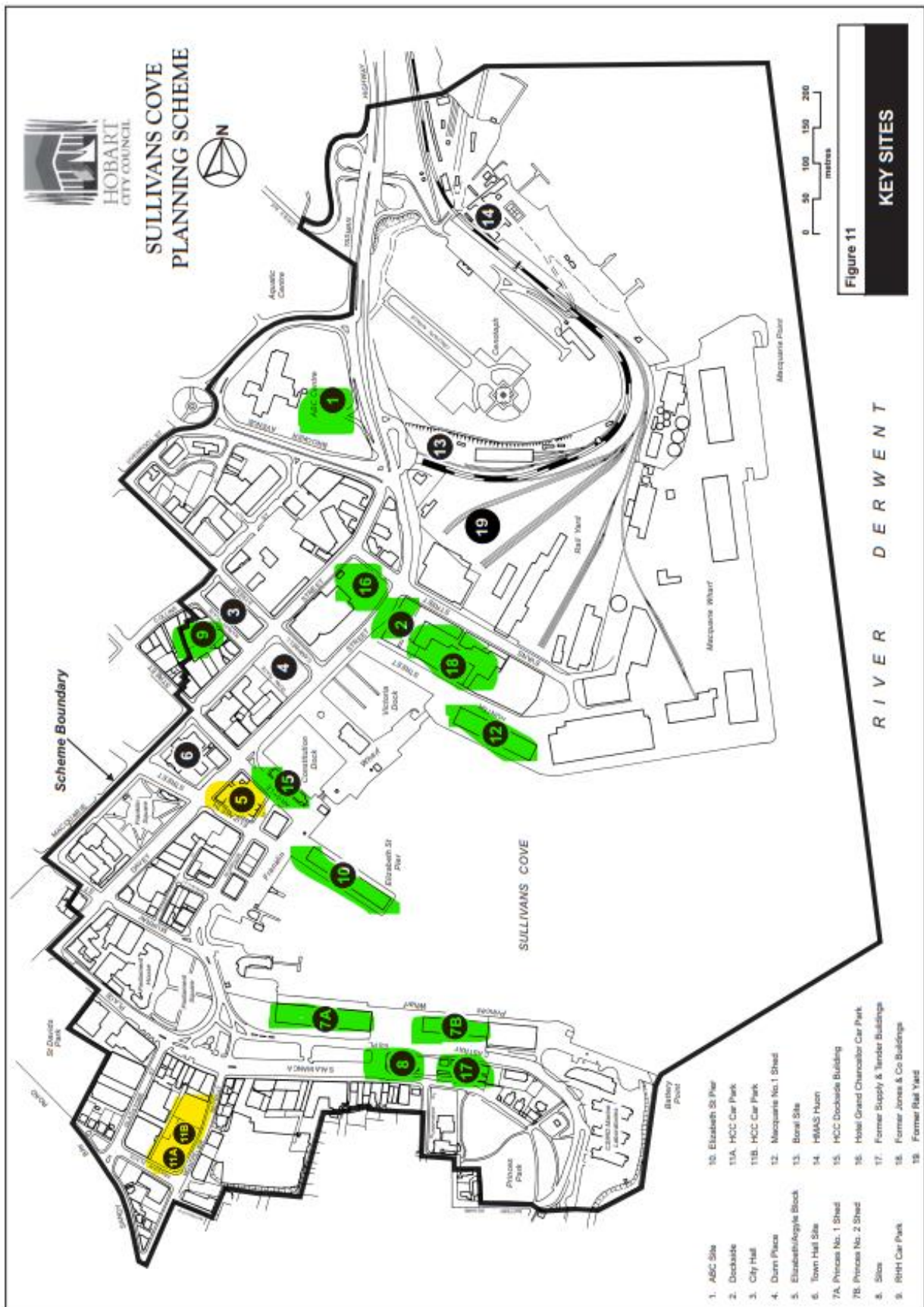


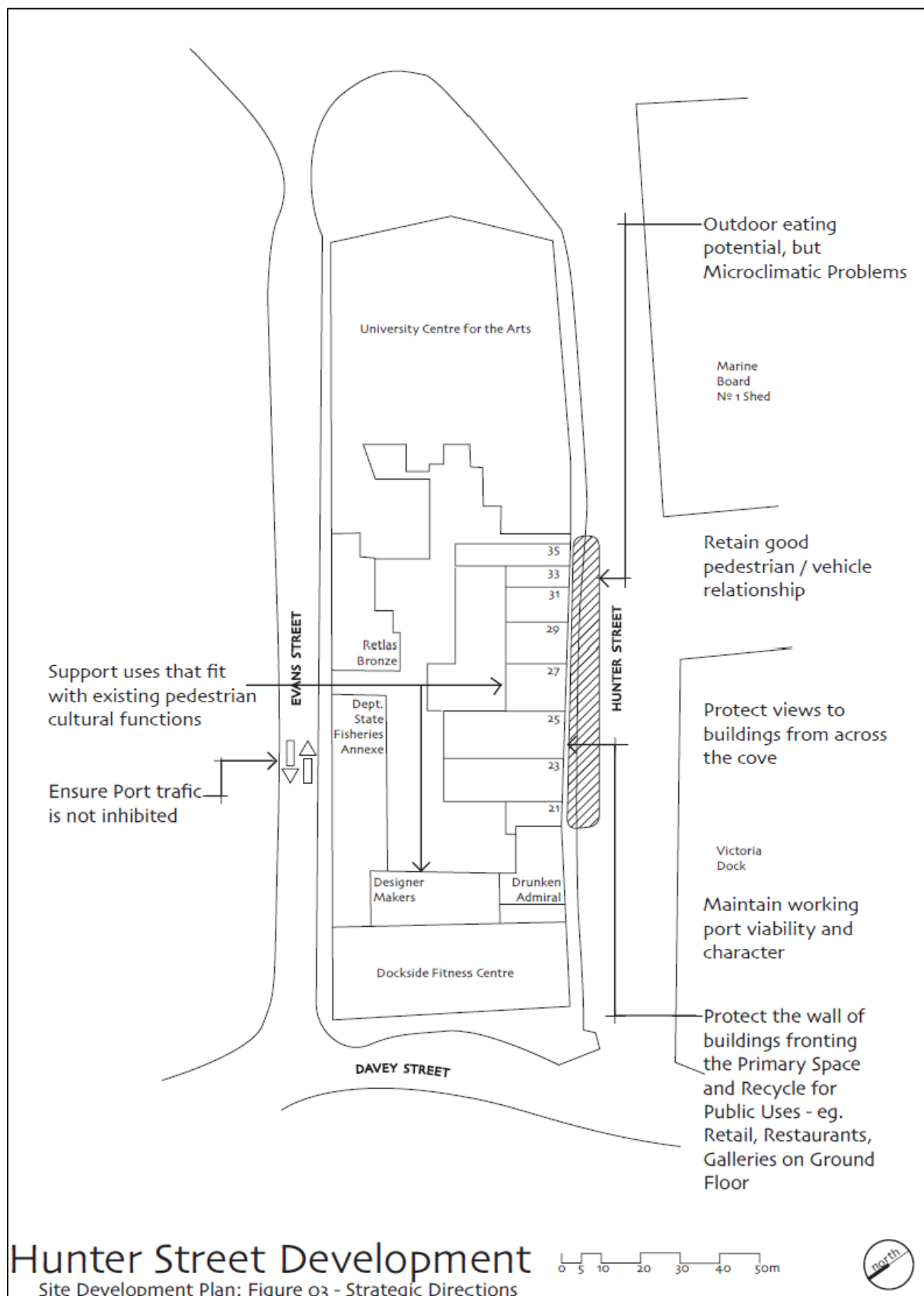
Fig. 2 Key Sites that have been developed and those which have a Site Development Plan prepared but not acted on.

A site development plan is described as a plan which outlines the frameworks for the future use or development of a site. While the planning scheme requires the delivery of the strategic framework through managing use and development in accordance with the provisions in each Activity Area (ie. zones) and the Schedules (ie. codes) the scheme has selected key sites as those that need to do more than comply – they need to be exemplars of the preferred future and instrumental in influencing development across the broader Cove. They are strategic sites.

The Mac Point site is both large and strategically placed in providing for a significant new type of activity in the Cove, and also offers substantial opportunity to reinforce the rich history and evolution of the Cove through the rediscovery of the original landforms and changes to that over time. It also provides for the potential expansion of adjoining uses which are currently constrained. An SDP is required to examine this complexity of issues and articulate a cohesive plan that maximises the sites potential to add to the Cove.

The SDP will also serve to inform design responses for projects currently proposed or suggested in the future. Currently, the Project of State Significance assessment for a multipurpose stadium has issued assessment guidelines which specifically raise considerations around important spatial and built form considerations by drawing on the principles articulated in the SCPR and the SCPS 1997. This SDP will assist with providing a detailed analysis of those principles that apply to the site and recommend appropriate guidance for new use and development.

SDPs can provide detail at the building level or the site level. The key sites set out in the 1997 planning scheme range from relatively small buildings to substantial areas of land (compare Key Site 15 – the former Dockside Offices adjacent to Mawson Place and Key Site 1 - the ABC Site now partially redeveloped for the Baha'i Centre). Consequently, the level of detail will vary depending on the way the principles and strategic directions are relevant to each site.



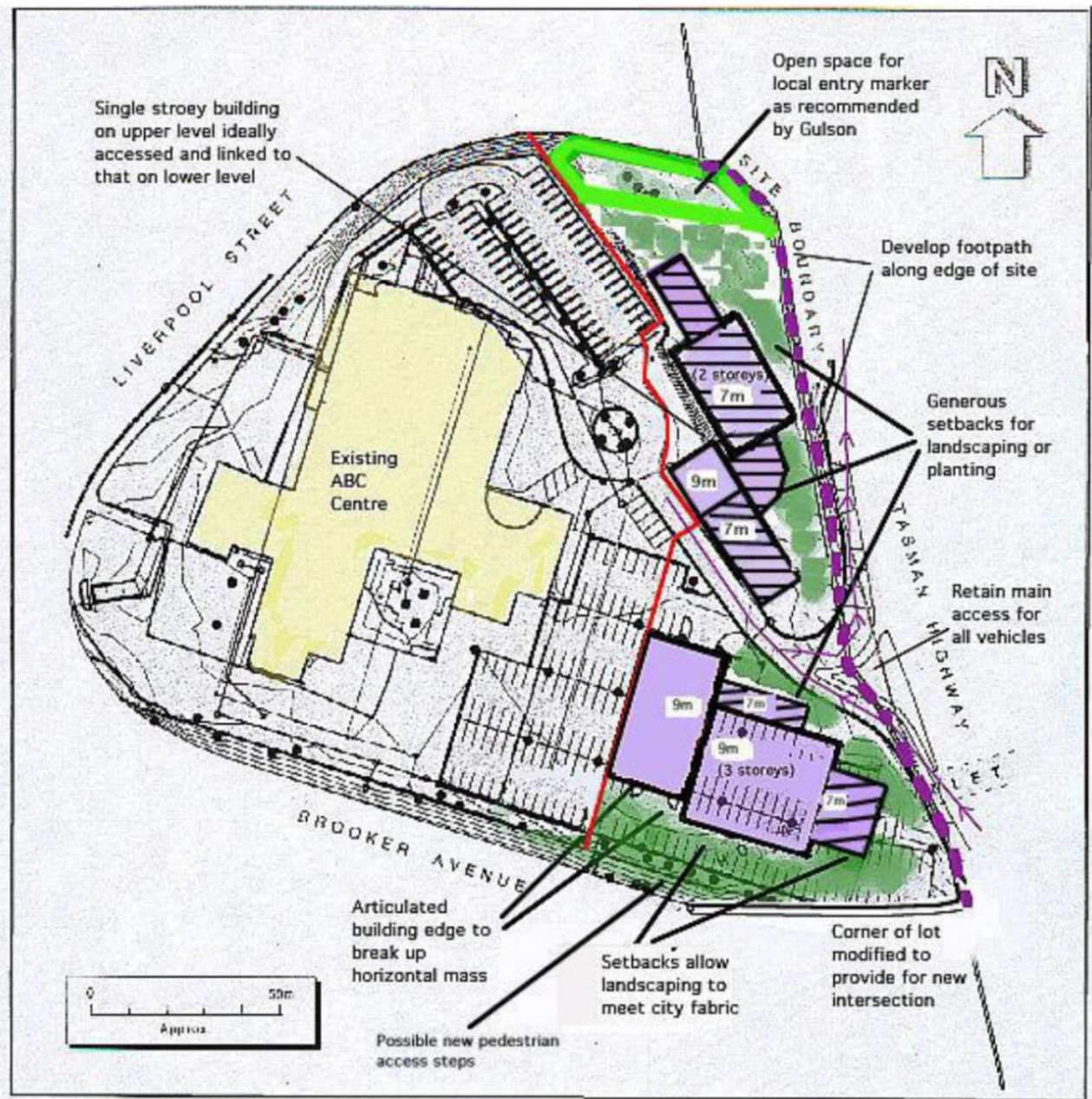


Fig. 3 An example of guidelines from the SDP prepared for the IXL buildings in Hunter Street (Key Site 18) and the ABC Site (Key Site 1) now partly developed for the Baha'i Centre

The Mac Point site is the largest of the key sites and represents an almost blank canvas so the critical application of these principles and strategic directions lies at the site planning scale.

3. Strategic directions and preferred futures

The SCPS also includes directions as to the 'preferred future' of the Cove. Those preferences considered relevant to the Mac Point site and its immediate surrounds are illustrated in Fig. 4.

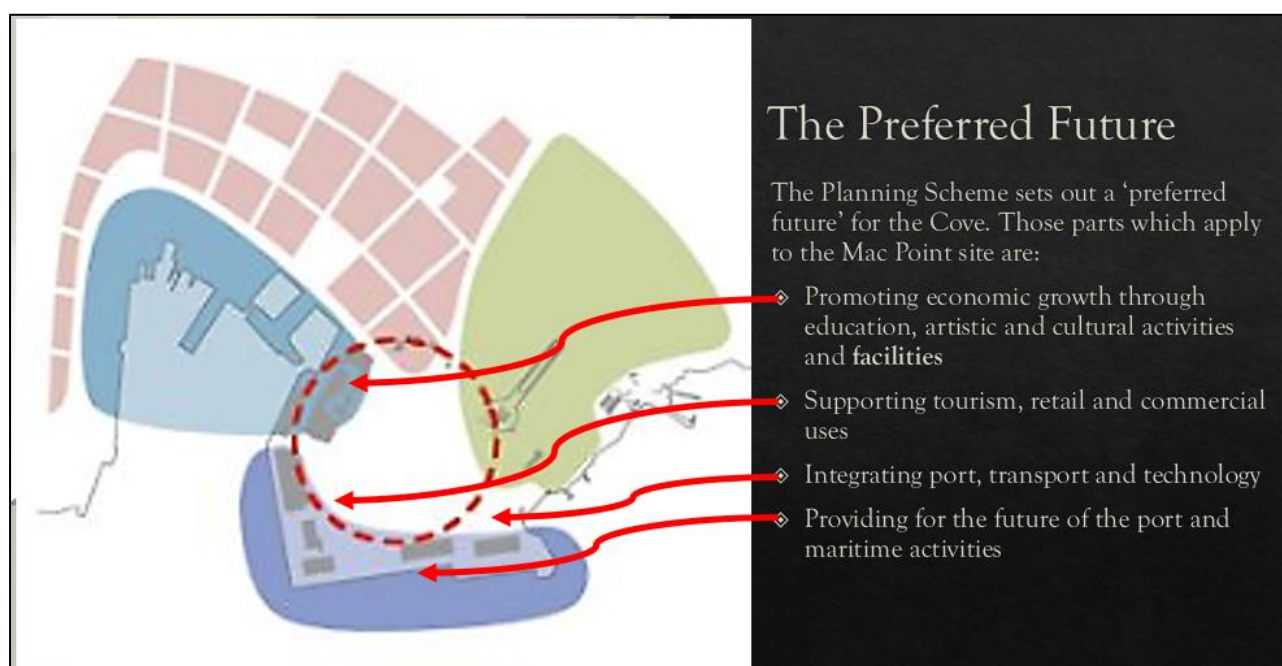


Fig. 4 The preferred future for the Mac Point area and surrounds from the SCPS

The Key Sites are viewed as critical to the delivery of the planning scheme's strategic directions. These are summarized in the SCPS (see Fig. 5)

The specific instruction for the Mac Point site has been amended in recent years to reflect the creation of the Macquarie Point Redevelopment Corporation and its obligation to facilitate development of the site including the need to develop a Master Plan under Ministerial direction.

The MPDC Act requires the Corporation to reflect the broader range of matters set out in the Strategic Framework in Part B of the planning scheme.

The purpose of the Sullivans Cove Planning Review (SCPR) 1991 and the reflection of these strategic directions and planning principles into the subsequent SCPS, was to guide the redevelopment of the Cove from its early port dominated activity to a mix of uses that serve the growing and changing city in the late 20th century and into the 21st century.

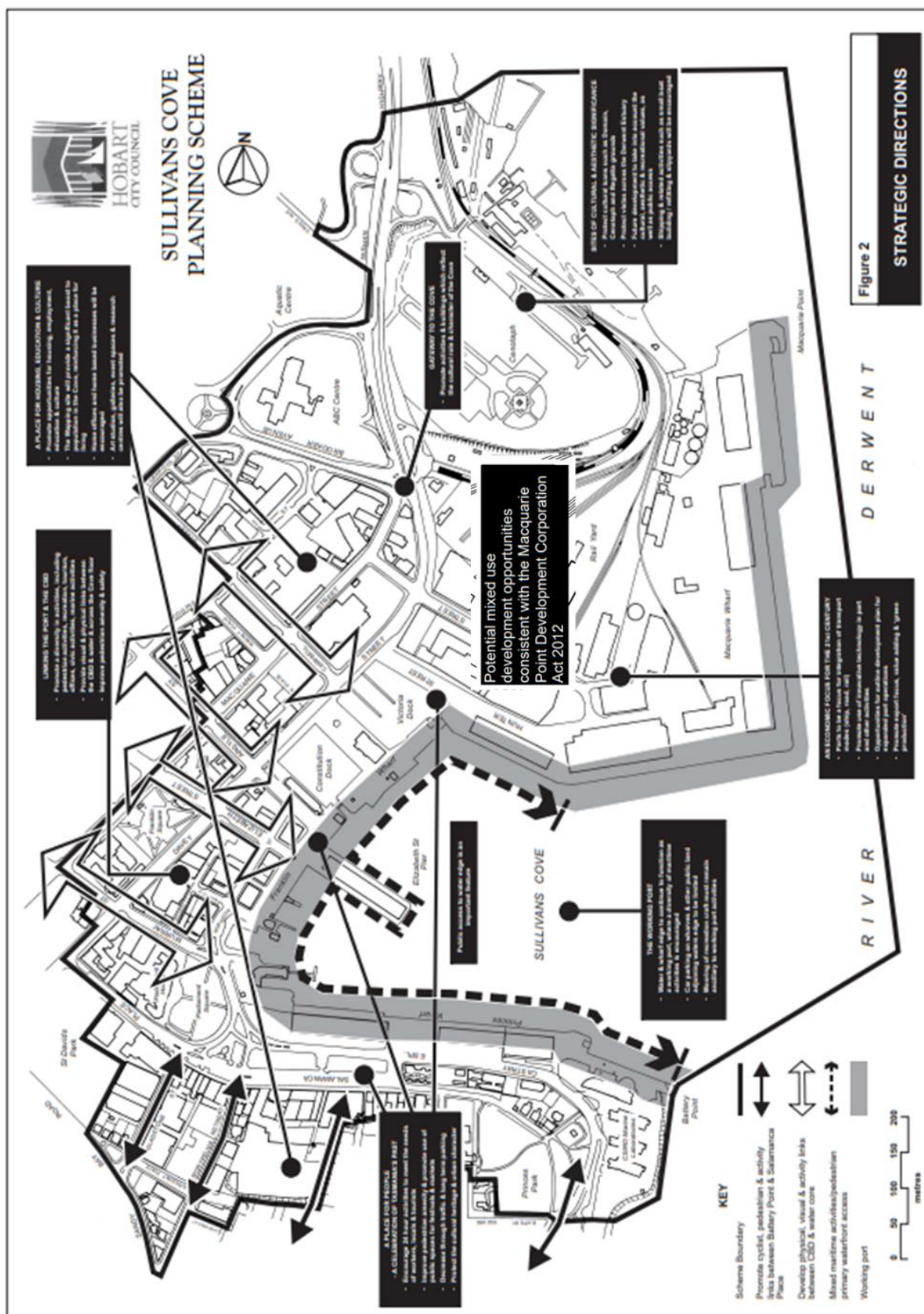


Fig. 5 Graphic summary of the Strategic Directions in the SCPS

4. Activity and use

The SCPR recognized the overlap of activities and the need to accommodate these to preserve not just the physical qualities of the Cove but its authenticity as a working port. The transport functions provided by the former railyards area (now the Mac Point site) were central to supporting the port freight activity but the shift to containerized freight landed and moved by rail to the Brighton Transport Hub, has opened up the opportunity to completely reimagine the activity or activities that the area should provide for.

In the SCPR analysis of activities, the maritime activity dominates the majority of the reclaimed land from Princes Wharf No.2 to Regatta Point. The remaining reclaimed areas are characterized by 'recreation and tourism' activity although this was not at that time extended to the Hunter Street building complex. Recreation in this context does not refer to organized sporting activity but what would be classified as passive recreation in planning terminology.

Transport features as a stand-alone activity by virtue of the freight functions provided by the railhead. Of note is exclusion of the Hobart station area (now the ABC) because of the cessation of the passenger rail function in the 1970s. The transport activity related only to the freight connection to shipping.

While Hobart remains a functional 'working' port, today the activities have contracted slightly from the wharf sheds in the central cove area and consolidated at the Macquarie Wharf site. The recreation and tourism activity has also retreated from the areas behind Salamanca Place with the development of substantial residential buildings (Salamanca Square and Mews, the Silos). Increasing residential activity is entirely consistent with the strategic intent of the SCPR and planning scheme and has fortuitously been located where land use conflicts with the working port are less.

The SCPR sets out two important principles to inform future activity – preference on the water for working port activity and avoiding activity on land that demands a building type that is out of scale or character with the Cove. The primary aim is to generate greater vitality while not detracting from the essential character of the Cove. This SDP seeks to analyse and define what that scale and character is specifically for the former railyards site.

The analysis both in 1991 and today demonstrates that there are many overlapping activity types and that no singular land use predominates in any area except the working port part where the Macquarie wharves are. The activity types that have experienced greatest growth over the last few decades are residential and hospitality around tourism and visitors. While the residential activity has been almost entirely accommodated in new buildings, the tourism and hospitality activity has taken advantage of recycling the heritage and character buildings that are found across the Cove adding to their attractiveness and success.

The development of the Federation Concert Hall has added to both the events and cultural potential in playing a dual role as conference and concert venue. The multifunctional Princes Wharf No.1 shed also adds to the events and exhibition options. The emergence of other significant cultural events over the last several years have also taken advantage of the underutilized and unconstrained Mac Point site (such as the Dark MOFO festival).

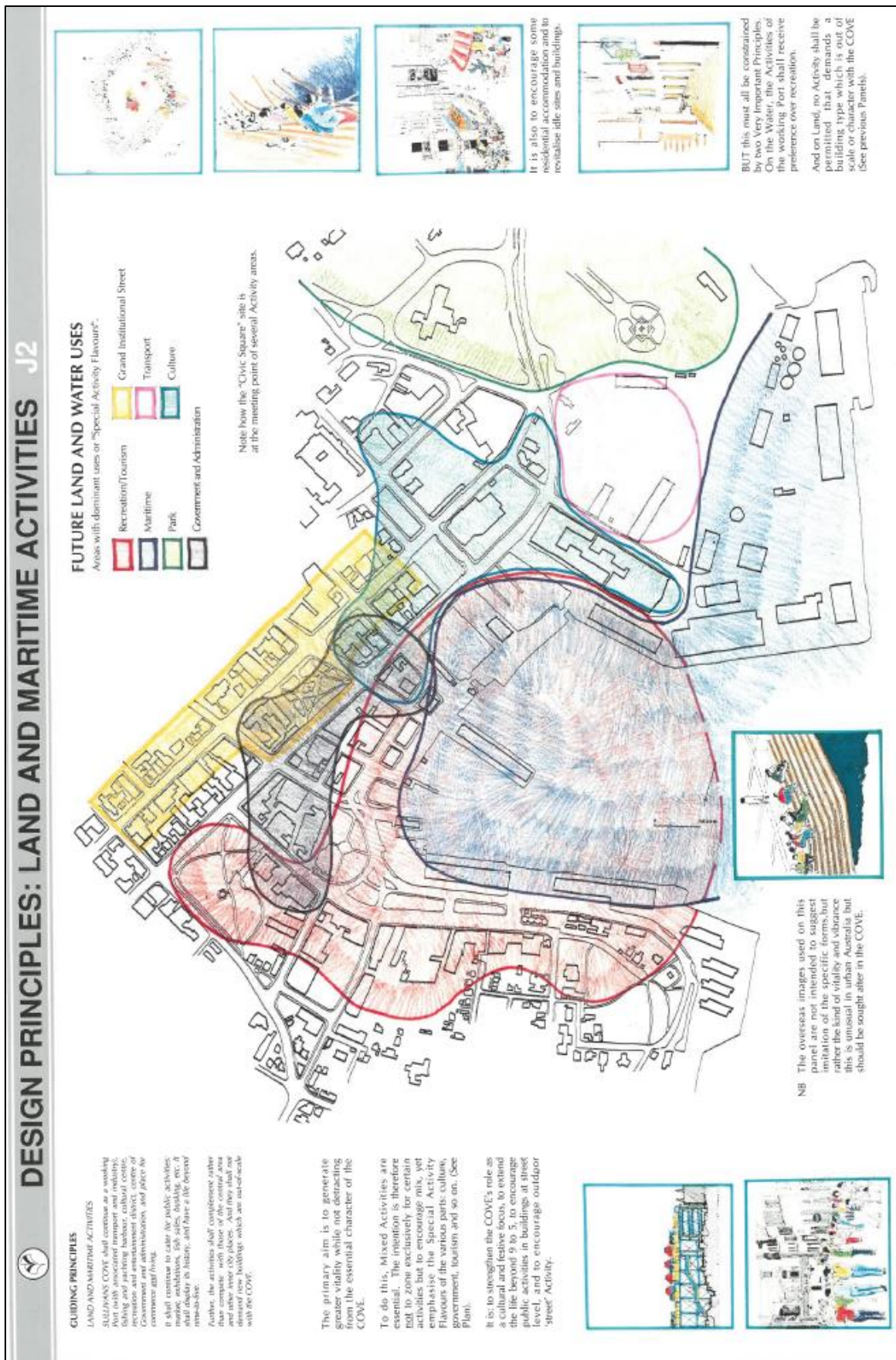
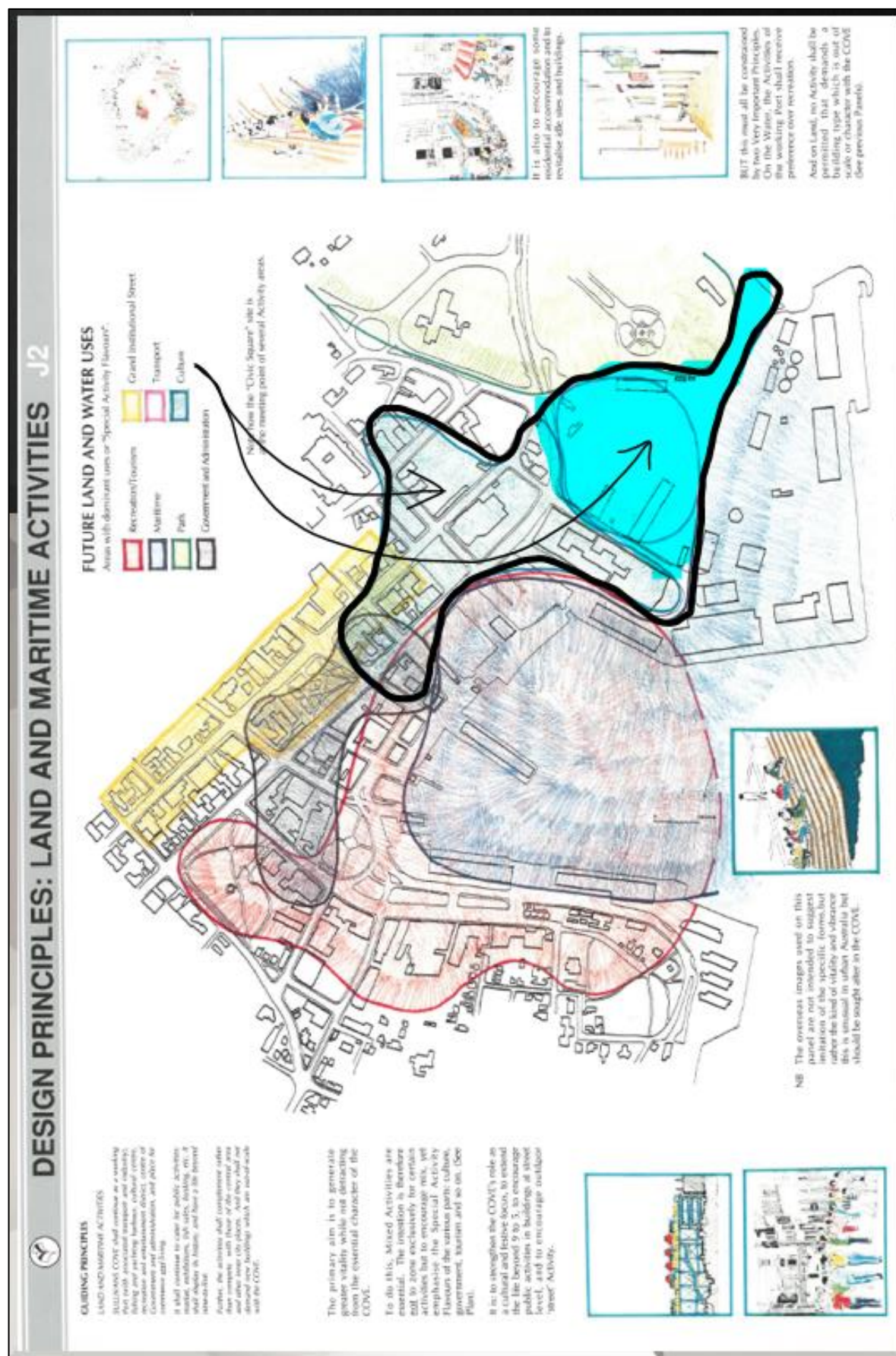


Fig. 6 The Activities and Use principles from the SCPR 1991



The maturing city requires careful consideration as to the uses and activities that this large area can provide for given the extremely limited opportunities to expand elsewhere in a very topographically constrained city form and heritage dominated fabric. The reuse of spaces and heritage buildings cannot provide for large floor area or substantially scaled buildings that are increasingly needed for cultural and events activity. The Mac Point site provides opportunities for the establishment of new uses that complement the cultural aspects without significant constraints generated by topography and heritage fabric or concerns about new structures being 'out of scale or character with the surroundings.

The most recent plan for activities across the central Hobart city area is the Central Hobart Plan (aka Precincts Plan). This sets out a range of activity based precincts in a manner very similar to the Sullivans Cove Planning Scheme 1997. The Plan covers some areas covered by the Cove scheme being west of Davey Street and including Franklin Square, the TMAG complex the Theatre Royal / Hedberg performing arts complex and the Wapping area. These are within the Civic and Cultural Precinct.

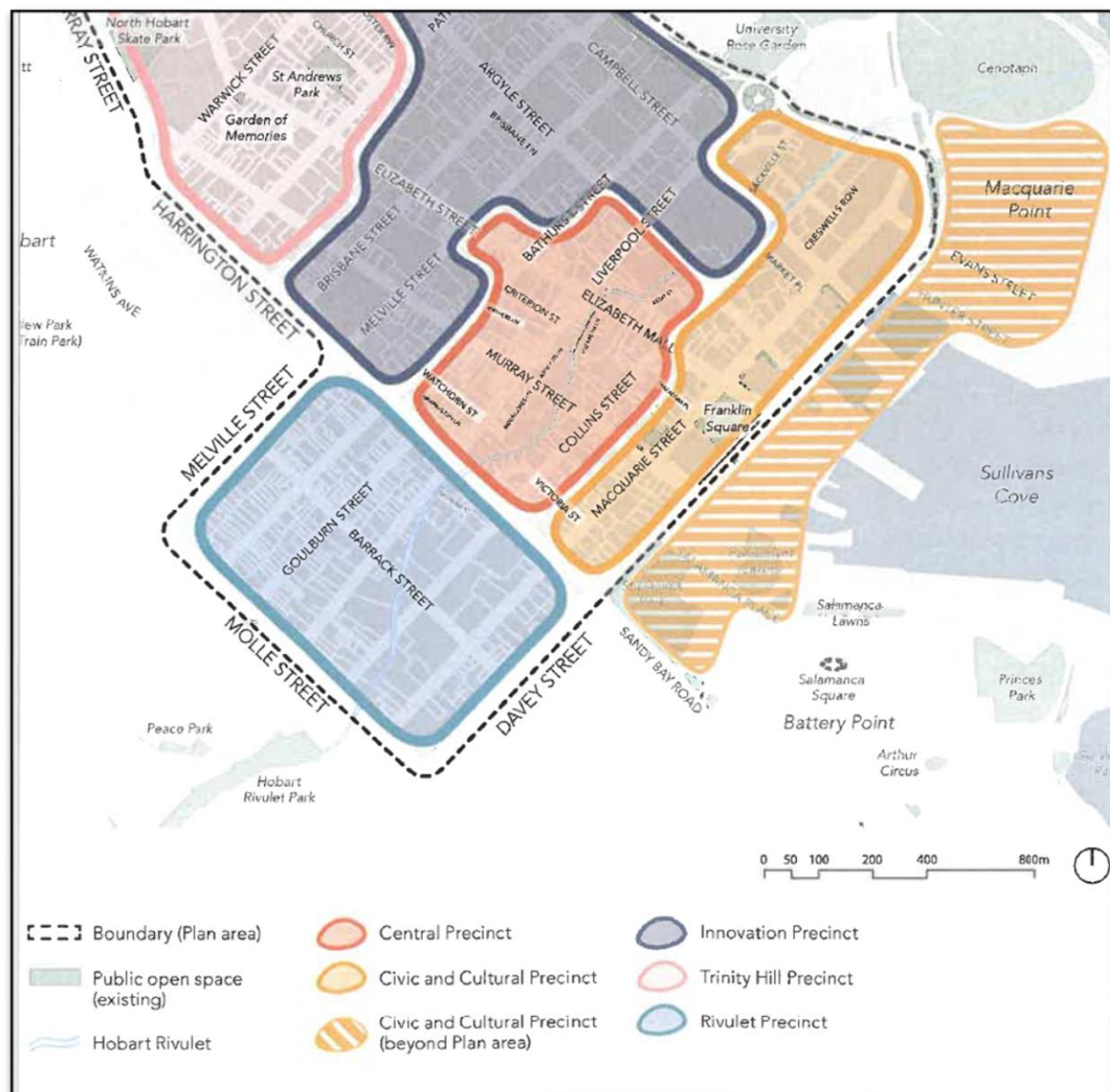


Fig. 8 The extension of the Civic and Cultural Precinct shown in the Central Hobart Plan 2024

The Plan indicates an extension of this precinct into the Cove area below and east of Davey Street but also into the Macquarie Point area. The Plan references the interrelationship with Mac Point and future development on that site and sets out the following objectives for this precinct:

- Strengthen the identity of the area by reinforcing its role as the civic and cultural heart of the city.
- Transform pedestrian access from the waterfront area into Central Hobart, and encourage greater pedestrian movement into other neighbouring city precincts.
- Look to the future through the adaptive re-use of heritage buildings and key sites, and the creation of additional cultural and art venues.
- Talk to and be inspired by Tasmanian Aboriginal and other historical events through art, conservation, interpretation and other means.

The SDP needs to ensure that this key site acts to reinforce and provide new opportunities for the expansion of the Civic and Cultural Precinct.

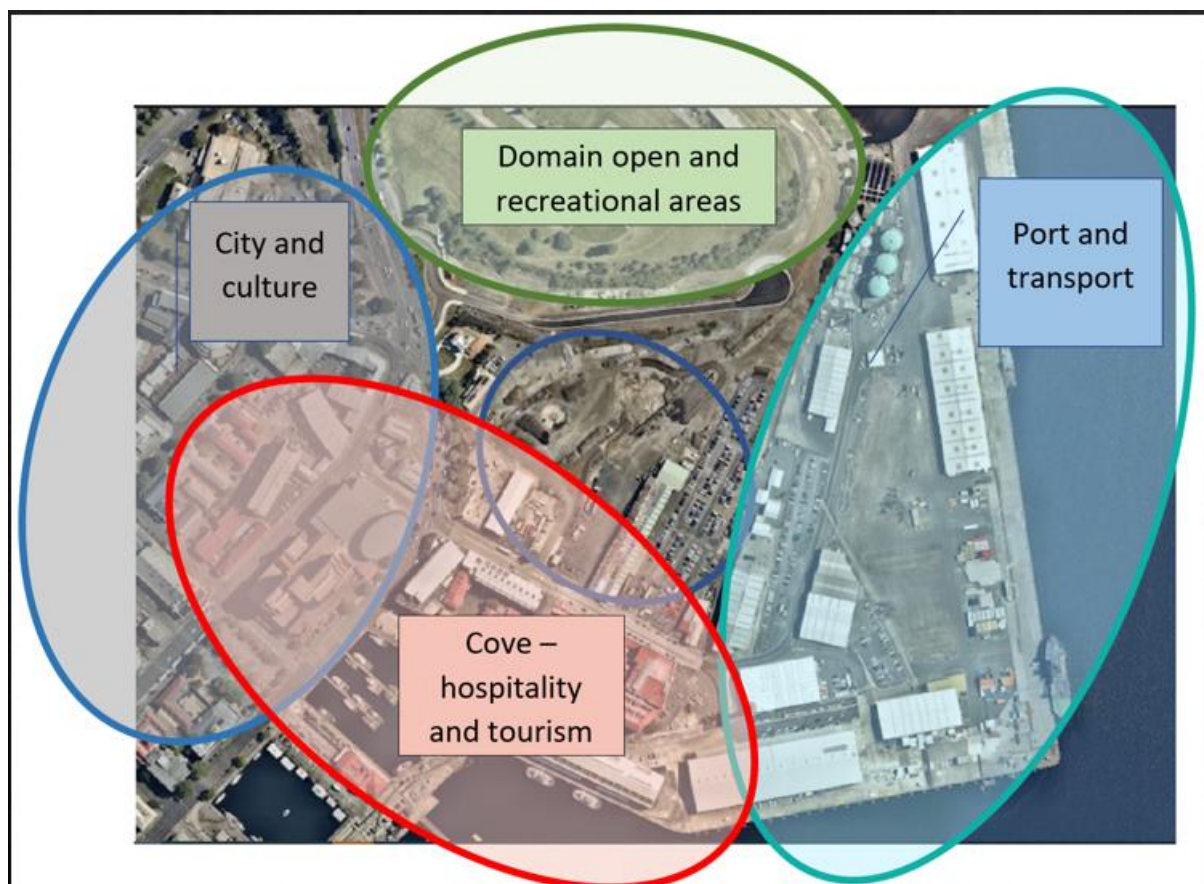


Fig. 9 Mac Point lies in the centre of different uses and provides an expansion opportunity for any, some or all of these or complementary and supporting activity

5. Movement and access

There are number of critical movement and access issues that the SDP needs to consider. While there are some delineations that can be modified and managed to achieve successful integration of the development on the Mac Point site, there are others which represent functional and security barriers that require respect. Some previous proposals for the Mac Point area have not fully embraced the nature and security of the working port and established design objectives which consequently cannot be fully delivered. These work against the principles of protecting the port activities and building a future that acknowledges and celebrates the authenticity of the maritime activity and resulted in a truncated plan and thereby less than optimal use of the space with little integration into the surrounding area.

The SDP must recognize and work with the reality of the working port always being there and in fact should celebrate and strengthen this aspect. That activity is also served by the only freight vehicle corridor along Evans Street. The SDP must acknowledge that this is unlikely to change over time and its ongoing role serves both the practical aspects of port operations but also reinforces the 'gritty' reality of the Cove character particularly in this northern end. Development of the Mac Point site should not seek to diminish this important access.

There are recently enhanced active transport routes between the port area and Cenotaph headland to the north which provide for linkages along the foreshore. The main issues for access to the site from the Cove and city areas is the lack of clearly legible pedestrian pathways and the dominance of traffic movement in Davey and Macquarie Streets. The Hunter Street buildings also present as an impenetrable physical and visual barrier to the extensive Mac Point site beyond.

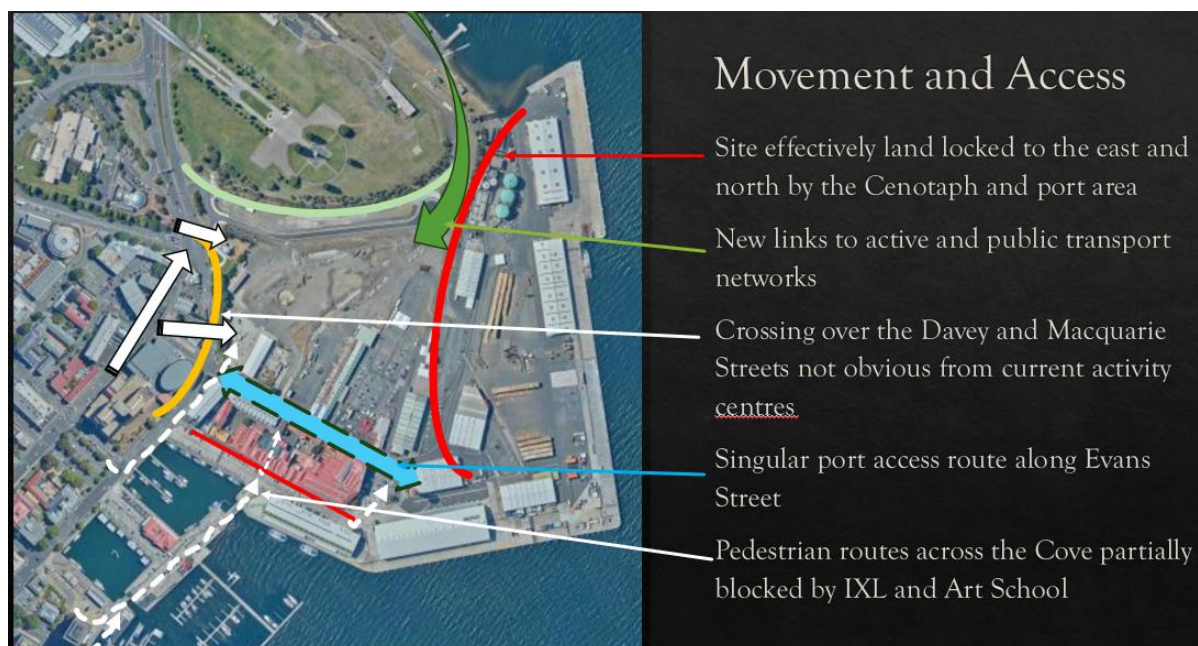


Fig. 10 Movement and access analysis of the current Mac Point site

Given the scale of the site and complexity of future uses detailed transport and movement studies would be required to address the specific layout and mix.

6. Cultural heritage

Sullivans Cove is celebrated as an area rich in heritage but as the SCPR strongly emphasizes this is not so much driven by the qualities of individual places but by the unique display of spatial and built typologies that enable the evolution of the Cove and its strong setting to be experienced and appreciated. This effectively means that the primary heritage values are embedded in the spatial form of the Cove and consequently the preservation of the heritage values is delivered as much through appropriate extension of and occasionally reinstatement of the spatial form as through the conservation of heritage places.

This is reflected in the underlying principle that the Cove should continue to evolve consistent with functional demands and the identified spatial typologies, and not become a museum to the past with a shallow layer of mimicry that diminishes the authenticity and layered stories of the Cove.

The Mac Point site is relatively unencumbered by heritage places but those that are present will require consideration of the specific values and context through redevelopment options. Unlike almost all of the remaining Cove area, this site is not currently characterized by a readily identifiable spatial typology. Delivering the appropriate heritage outcomes on the site therefore becomes one of determining the appropriate typologies that will reinforce the Cove's spatial character. The proximity to the original Hunter Island and the outfall of the Hobart and Domain rivulets offers an opportunity to reinforce the spatial history not only on the site itself but in its surrounds. One of the key principles from the SCPR is rediscovering layers of history and evolution through new development opportunities.

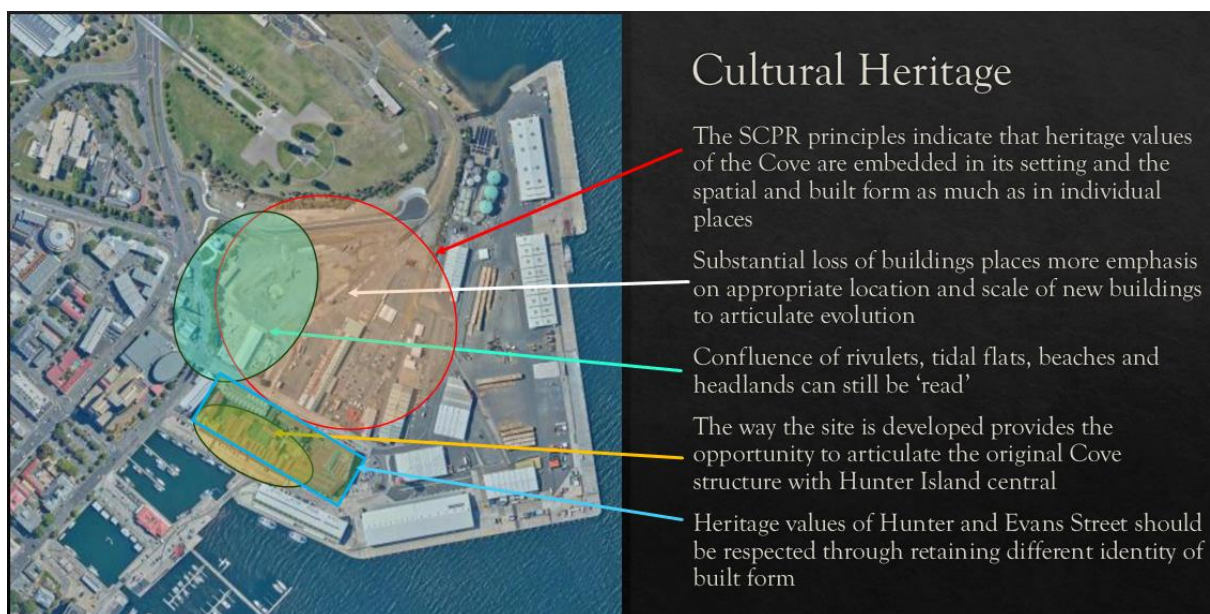


Fig. 11 Generalised cultural heritage issues analysis of the current Mac Point site

7. Landscape character

While a strong identifiable spatial character is not evident by virtue of the almost cleared site, it does provide a stronger broader landscape character. This is in part of result of that 'blank' site as it does not have buildings that inhibit direct experience of the surround landscape features.

The strongest natural feature is the readily experienced original cliff edge around the Cenotaph headland. While buildings on the Mac Point site will inevitably screen or hide this from many angles, retaining some separation from the cliff will allow an opportunity to experience it when close, and some view corridors through the site can lead the eye to that prospect. The outfall of the two rivulets has been long disguised and even relocated over many years, but the natural fall of the land towards the Evans Street – Macquarie Street intersection suggests the point of confluence running then to the Mac Point site although the mounding of ground under the now demolished Port Cool Store opposite the Gas Works distorts this today. The rising ground north of the Royal engineers Building reinforces the position of the historic low ground which presents an obvious entry point at grade to the majority of the Mac Point site.

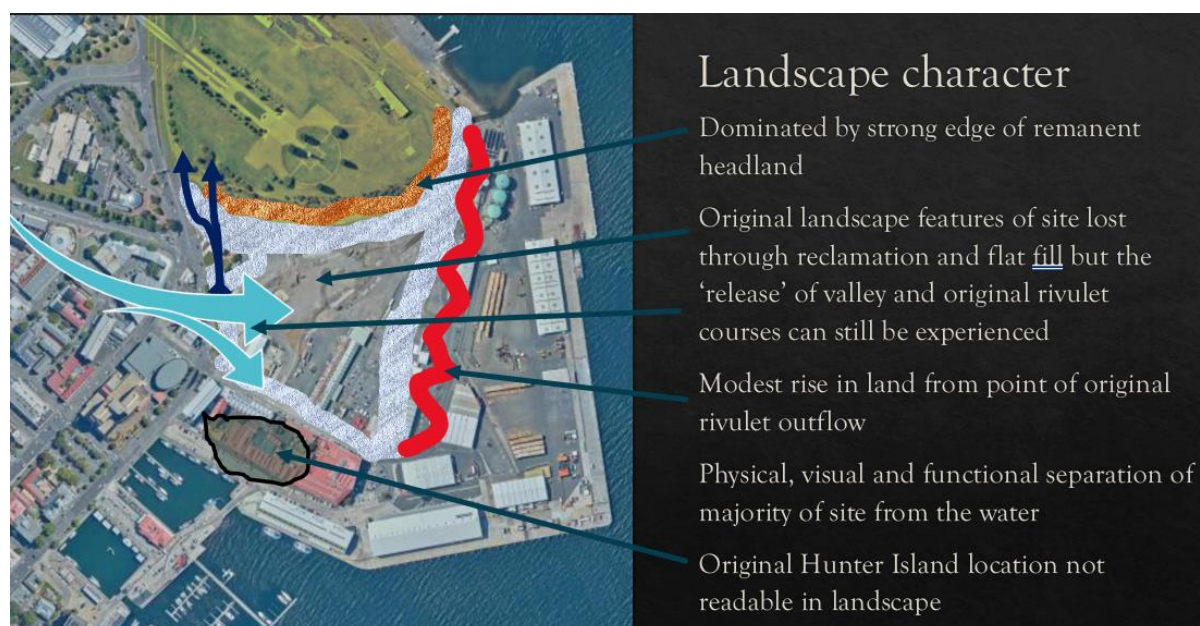


Fig. 12 Generalised landscape character issues analysis of the current Mac Point site

The other important landscape feature of the area is both off the site and completely obscured. This is the location of the original Hunter Island. The SCPR is predicated on the importance of the Cove's natural setting and layered topography (described as the amphitheatre). However, it does generalise this structure resulting in the Cove being predominantly represented as the area between Salamanca Place and Hunter Street and not the Cove area to the north with the original Hunter Island within this broader embrace. While there may have been functional realities driven by the apparent lack of redevelopment options for the then railyards site, the current circumstances provide and arguably demand a closer look at this important landscape feature to determine if there is potential for rediscovery and interpretation.

8. Spatial form

The primary outcome of the SCPR 1991 was a clear expression of the nature of the spatial form of the Cove and its importance in directing new developments and use. That form is informed by the macro scale setting from the mountain to the sea, and the finer grained landforms characterized by the water plane, the reclaimed Cove 'floor' and the backdrop of buildings and the rising topography away from the Cove.

The SCPR is based on the evolution of the spaces from the natural setting at the time of European settlement through the early establishment of functional warehouses servicing the inner port area and effectively lining the port edges, then the increase in reclamation with large areas of flat unencumbered fill with larger facilities providing for more mechanized freight and transport.



Fig. 13 The Mac Point site and the Cove's setting which the SCPR bases its spatial analysis on

The SCPR analysis is encapsulated in the concepts of the 'amphitheatre', the front building of the 'wall' surrounding the flat 'floor' and the radiating streets. The directions that flow from this are:

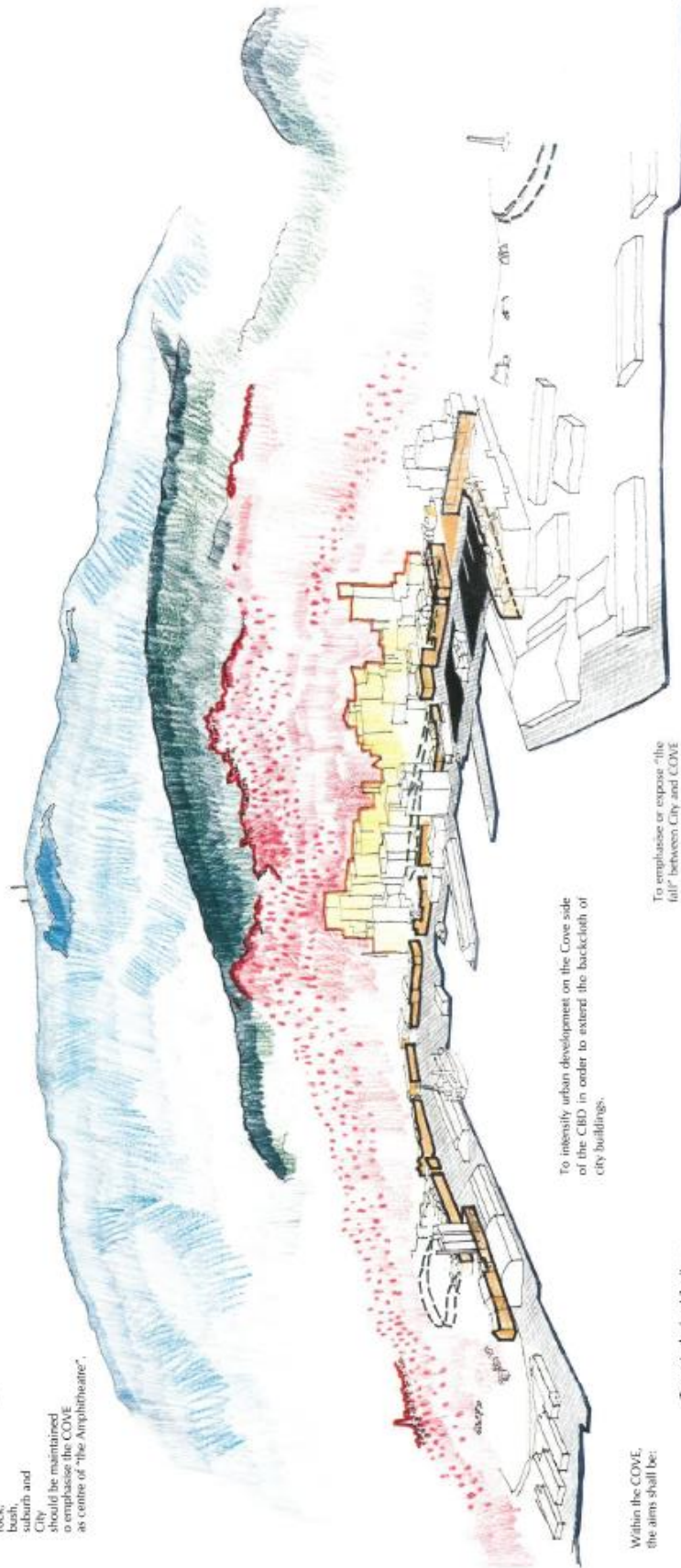
- within the Cove retain the hard flat floor, retain and reinforce through extension the front building 'wall'
- emphasize the 'fall' between the city and the Cove
- intensify urban development on the Cove side of the CBD in order to extend the backcloth of city buildings



GUIDING PRINCIPLES

At the heart of the setting is the natural amphitheatre of which the water is the "stage" and the "Mountain the gods".

Beyond but as backdrop, the series of descending skylines of rock, bush, urban and City should be maintained to emphasise the COVE as centre of "the Amphitheatre".



Within the COVE, the aims shall be:

To retain the hard flat floor,

To intensify urban development on the Cove side of the CBD in order to extend the backcloth of city buildings,

To emphasise or expose "the fall" between City and COVE including the quarry and cliff faces, and original shoreline,

To retain and reinforce through extension the front building WALL of the COVE. *

Similarly, important views from surrounding hills and districts to the COVE and Shore beyond should also be protected.

* NB Here the critical points for future development are "the Civic Square" site and the area between the City Hall and the Customs House.

Fig. 14 The design principles based on the setting of Sullivan's Cove from the SCPR 1991

It is evident that the analysis was not fully applied to the former railyards site (now Mac Point) as it is not shown as either the cove floor or having any part of the built wall.

The analysis does provide a theoretical application of the 'wall' in particular rather than accepting that recent (at the time) developments had forms that offended these principles.

The key spatial elements of floor, wall, and radiating streets are readily identified in plan form within the SCPR but again the principles have not been fully applied to the north of the Cove area (the bottom right corner of the plan).

Of note is that:

- Evans Street is not identified as a radiating street
- The Cove floor has not been shown as extending into the Macquarie Wharves area despite obviously being reclaimed flat port operations land
- The railyards are identified as 'lost space' – implying they require infill to complete an urban form.

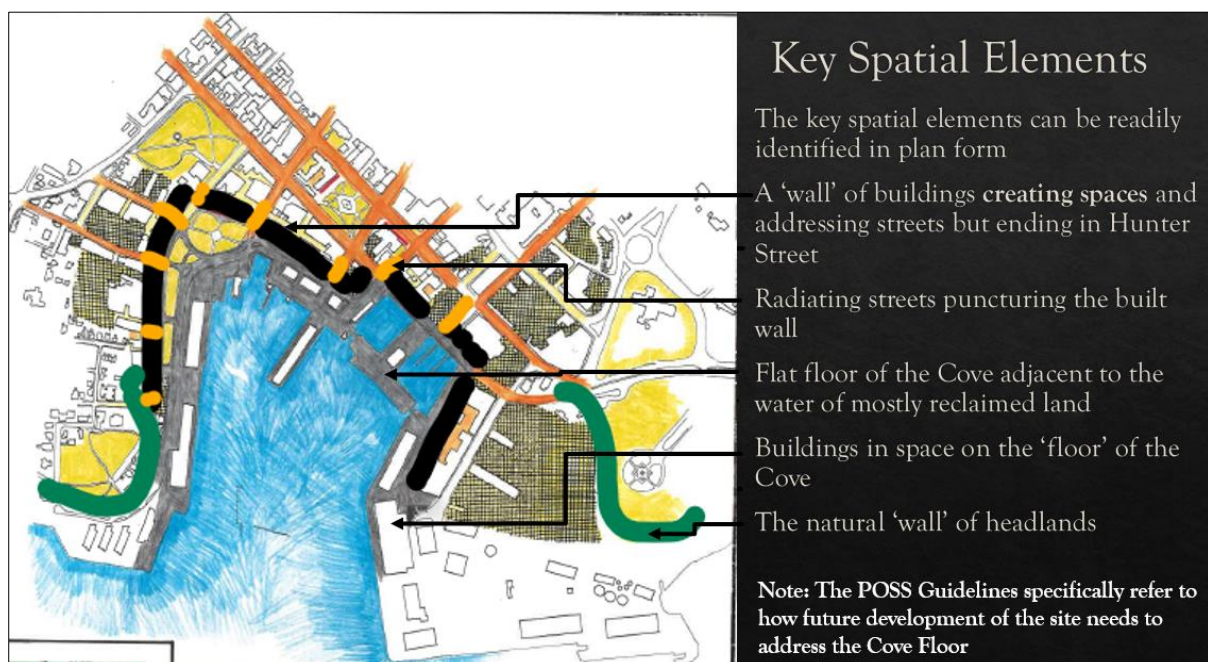


Fig. 15 The key spatial elements in plan form based on the SCPR analysis

The SCPR avoids the application of the principles to the Mac Point site despite its size and potential for redevelopment. It does show the unique relationship of the built 'wall' and the enclosing headland which is different to that behind Salamanca Place and rising directly to the higher ground of Battery Point.

The separation of the Cenotaph headland and the Evans Street buildings ranges from approximately 250m to 350m and is characterized by an expanse of reclaimed land similar in size to the area of water occupied by both Constitution and Victoria Docks (between the Hunter Street façade and Elizabeth Street Pier).

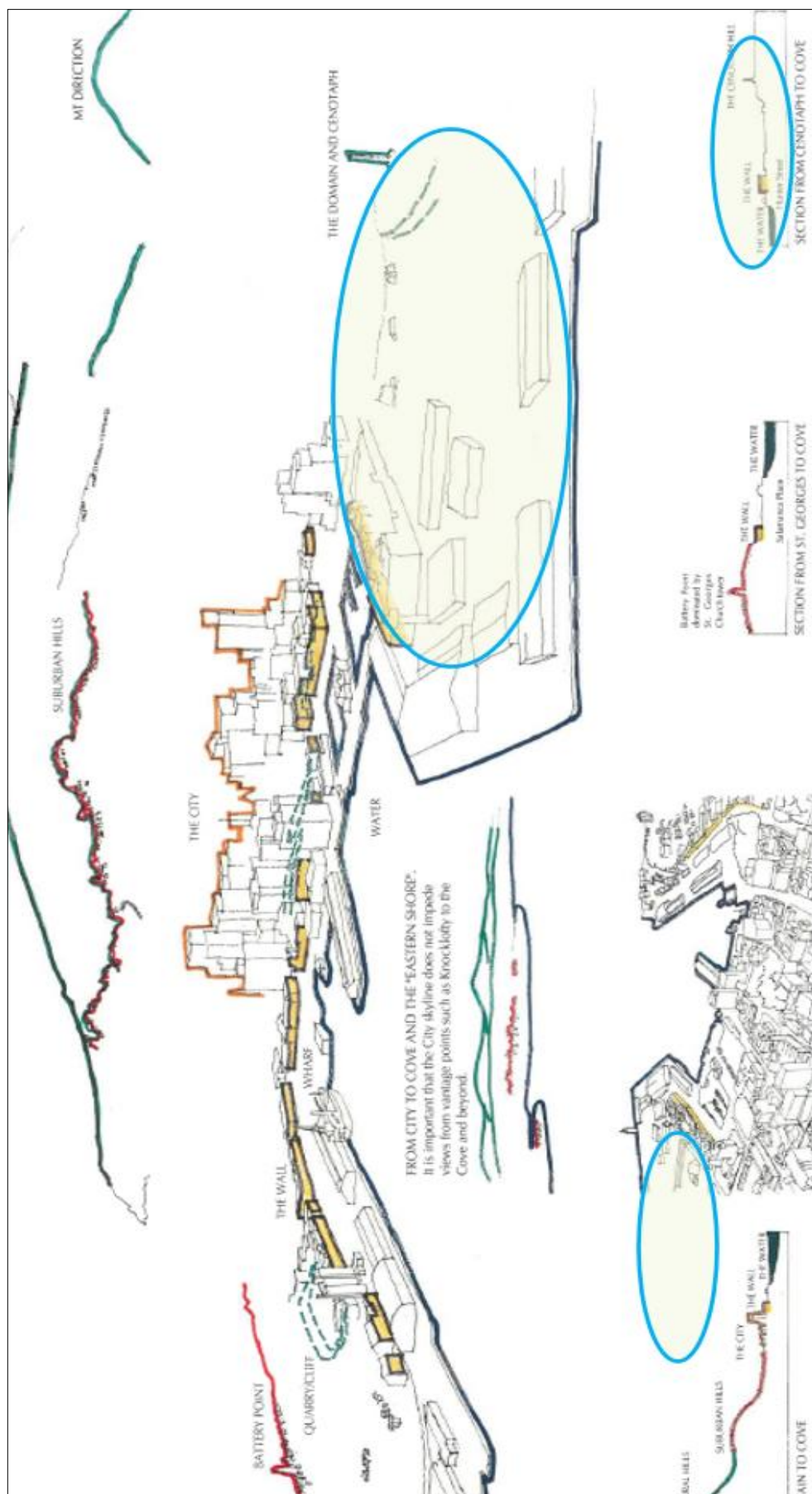


Fig. 16 The ambiguous application of the spatial principles to the former railway site

To establish the appropriate application of the principles to this area there is a need to understand the key spatial elements evident in the area and express the future directions that would support their application through redevelopment opportunities.

The key spatial elements are derived from an understanding of the original physical form of the Cove as a whole and the response through buildings and structures which have introduced new elements that reinforce that topographic form.

That form was not a single cove or bay but one with two parts separated by Hunter Island. This topographic structure is no longer legible in the landform or buildings.

The early colonisation of the Cove focussed on the critical landing place at Hunter Island and its link by tidally exposed causeway to the main land area near the current Bond Store site. The majority of early imagery demonstrates the importance of the Island as the site for landing stores but also shows its separation from the headland to the north with the shallows near the rivulet outfall.

At this point of settlement, Hunter Island would have been the dominant feature of the Cove reinforced by its role as the gateway to the main settlement.

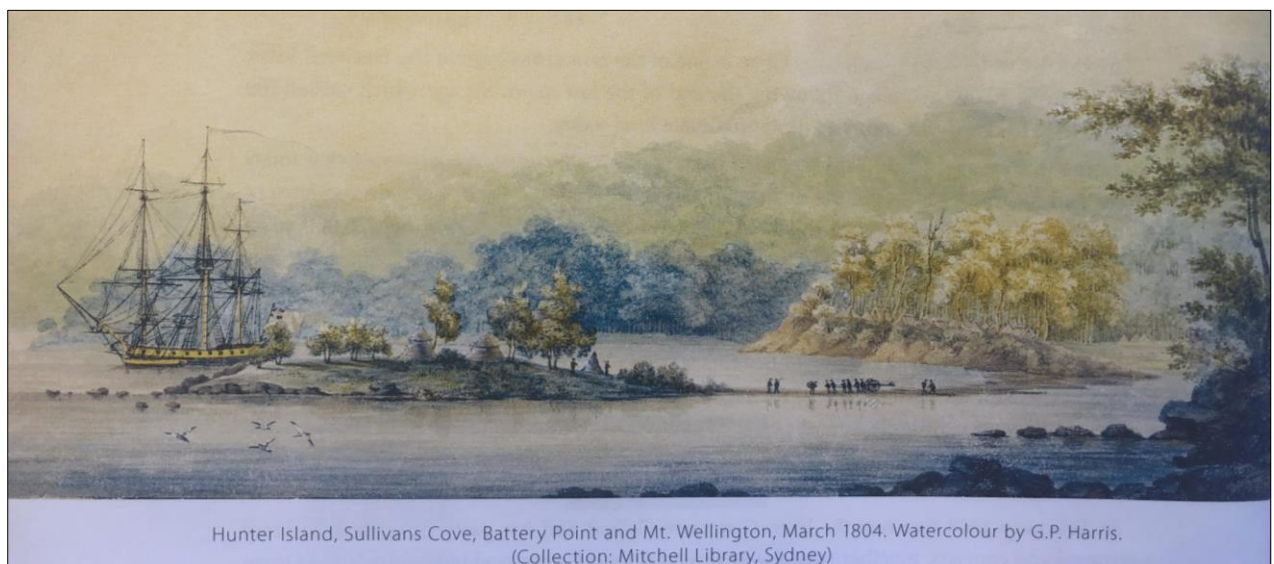


Fig. 18 Sullivan's Cove in 1804 showing Hunter Island viewed from the original shoreline beneath the headland

The formalisation of the causeway and consolidation of the stores on Hunter Island and around the Bond Store provided a reinforcement that the Cove is actually that part to the south (what is now referred to as the central Cove) where the shipping was concentrated.

This further separated the northern part of the Cove and its development was driven by incremental reclamation and redirecting of the rivulets and water courses. The land uses progressively evolved to those which did not require a direct waterfront but could exploit the flat land and flowing fresh water and tidal flushing processes.



Fig. 19 Hobart in the 1820s (artist unknown) – Tasmanian Museum and Art Gallery showing the stone causeway and (now) Drunken Admiral building to the left and the outfall of the Hobart and Domain Rivulets in the foreground.

To enable the appropriate application of the principles, there is a need to fully understand this progressive change from island with shallow estuary to reclaimed area stretching to the headland, and then its extension of that out beyond the natural land into the Derwent River.

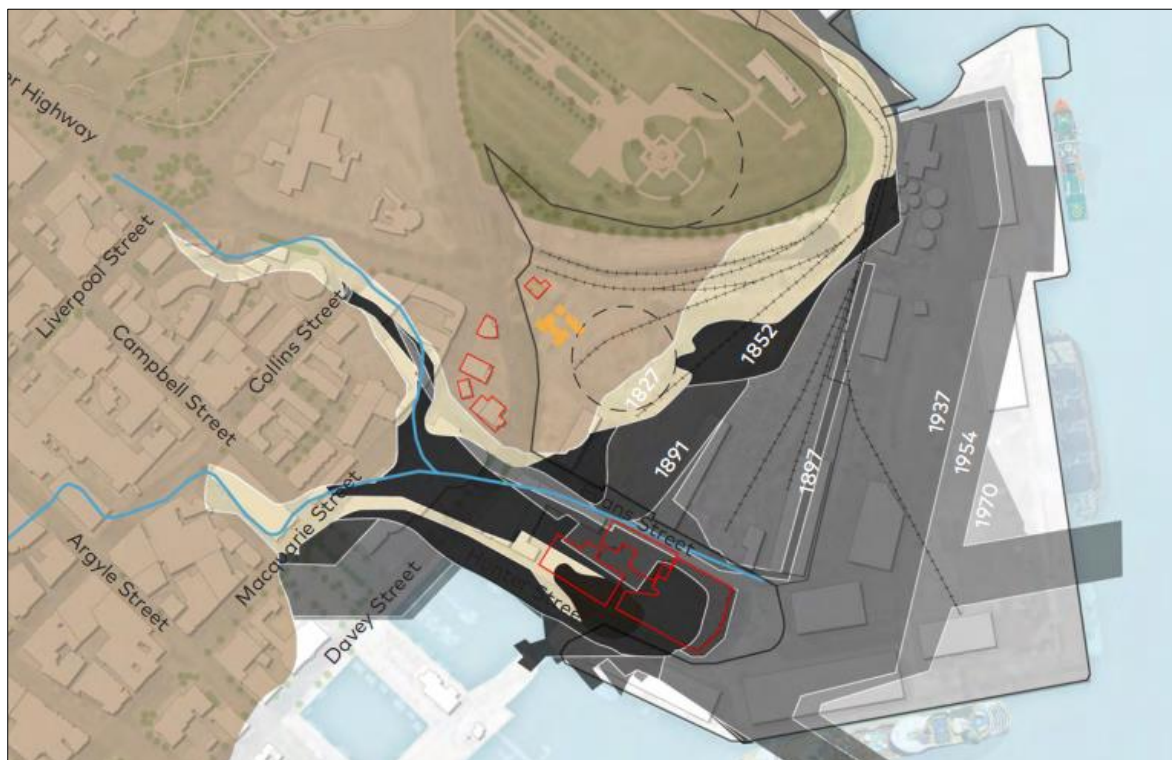


Fig. 20 Historic shoreline and reclamation stages – source the Hobart Railyards Urban Design Strategy 2008 showing the natural shoreline and the footprint of Hunter Island

The application of the principles indicate that reclaimed land forms the Cove Floor (Woolley 2018).

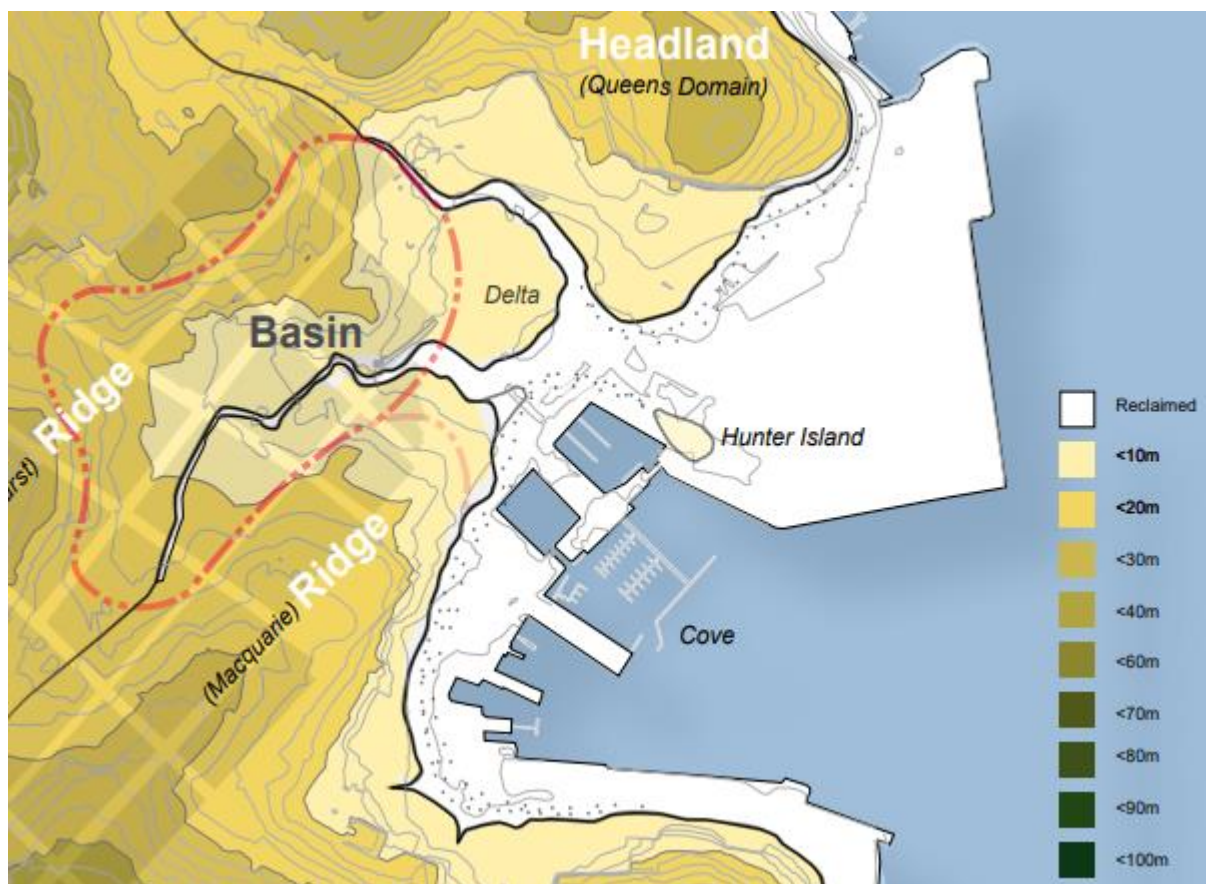


Fig. 21 The history of reclamation showing the Mac Point site as 'reclaimed floor' from Leigh Woolley's Building Height Standards Review 2018.

Originally Hunter Island fronted water on both sides – its story is now lost. Evans Street now occupies the alignment of the rivulet outfall. Consequently, it is not a radiating street and its buildings are in reality a 'return' of the 'wall' which is evident in Hunter Street. The recent development of the IXL Apartments and Zero Davey have strengthened the 'wall' by increasing the mass and alignment.

The former gas works and railyards were located on the reclaimed Cove Floor

The application of the principles in the context of this evolving spatial context suggests that:

- the original natural wall of the Cenotaph headland is a critical component that should be emphasised and protected
- the extension of the original shoreline through progressive reclamation should be interpreted as an expansive area of Cove Floor
- the 'wall' of buildings is experienced along Evans Street providing one side of the enclosed Cove area to the north
- Evans Street should not be read as a radiating street but as part of the reclaimed floor (as Hunter Street is to the south)

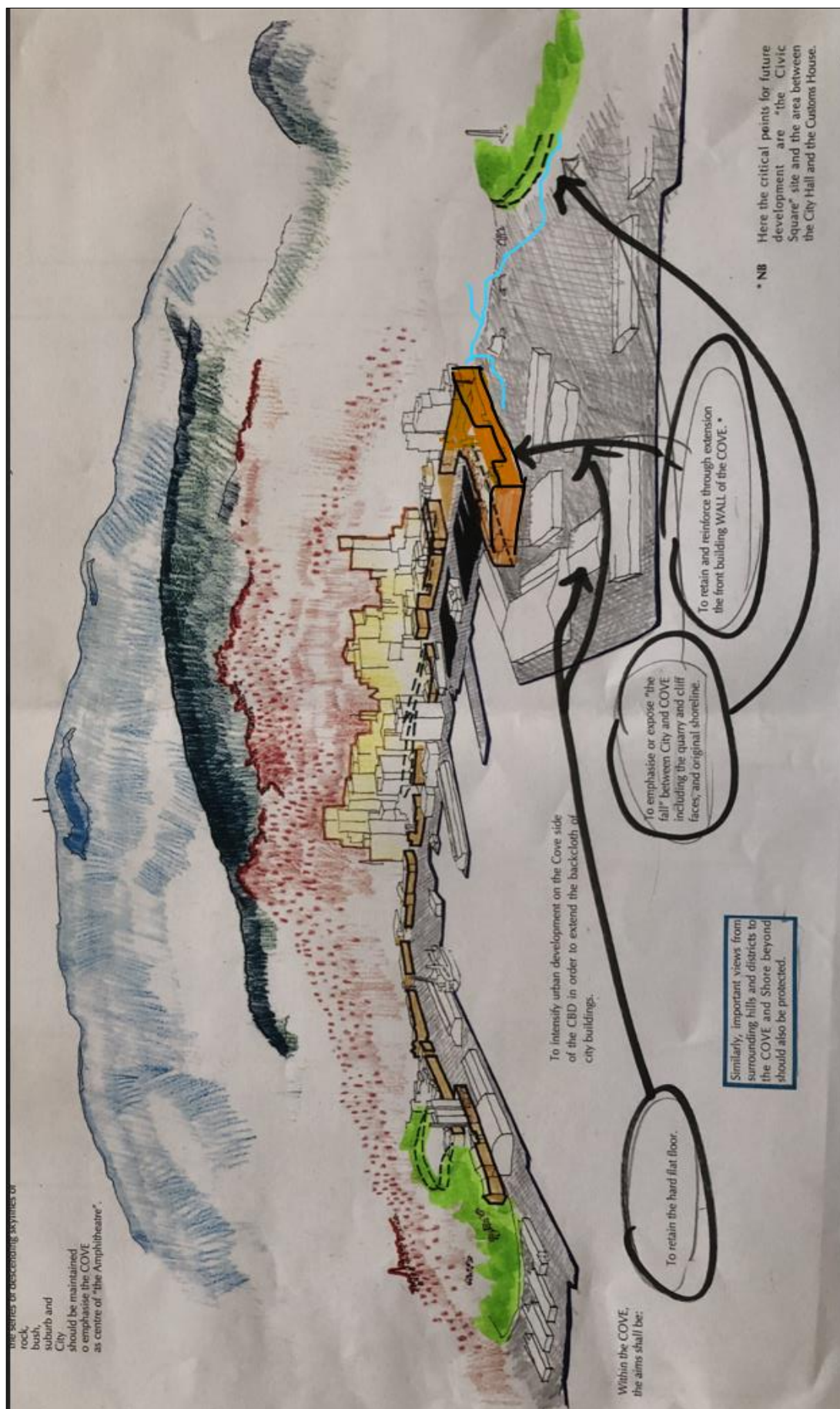


Fig. 22 Suggested revised application of the SCPR spatial principles to the Mac Point site.

This analysis concludes that the Mac Point site should be treated as a large area of the Cove Floor and the directions as to the future uses and development that is appropriate should conform to those of the floor.

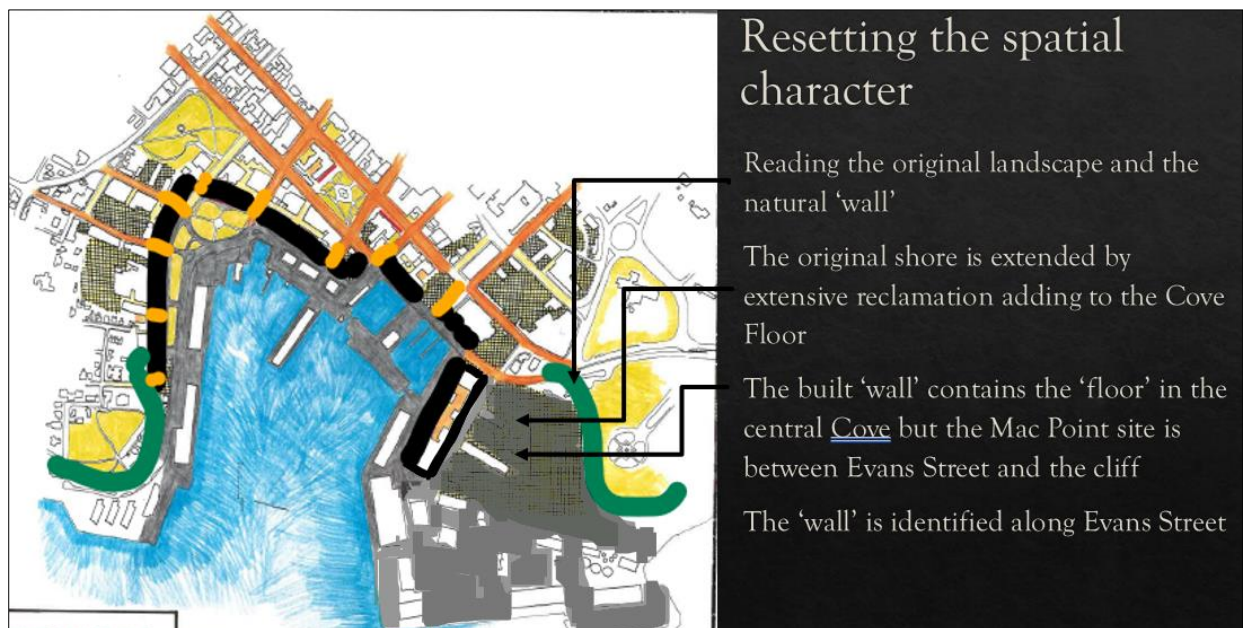


Fig. 23 Reset of the spatial character to the Mac Point site showing the extension of the Cove Floor and 'return' of the built wall along Evans Street to its intersection with Davey Street.

The hidden evolutionary history of the site should where possible also be exposed and celebrated consistent with the principles of allowing new change and the experience of the past change.

The central principle directing the appropriate spatial and built form is to apply those relevant to the particular spatial typology.

The SCPR prescribes that buildings on the Cove floor should be 'freestanding' and exhibit an 'all round' character that addresses the space around them in every direction. This is a form very different to that prescribed for buildings that make up city blocks and the 'wall' of the Cove most obviously found in Salamanca Place and Hunter Street.

A review of some of the forms of historic buildings that have occupied what is now the Mac Point site, reinforces its typology as Cove Floor. These were buildings housing industrial, transport or port related uses. They were large utilitarian, uniform and unadorned structures, located within the space of the floor as their individual functional needs dictated.

Their scale was dictated by their function, and this varies from rectangular sheds to the circular railway roundhouse. The typology is still evident in the substantial wharf sheds in the Macquarie wharf area.

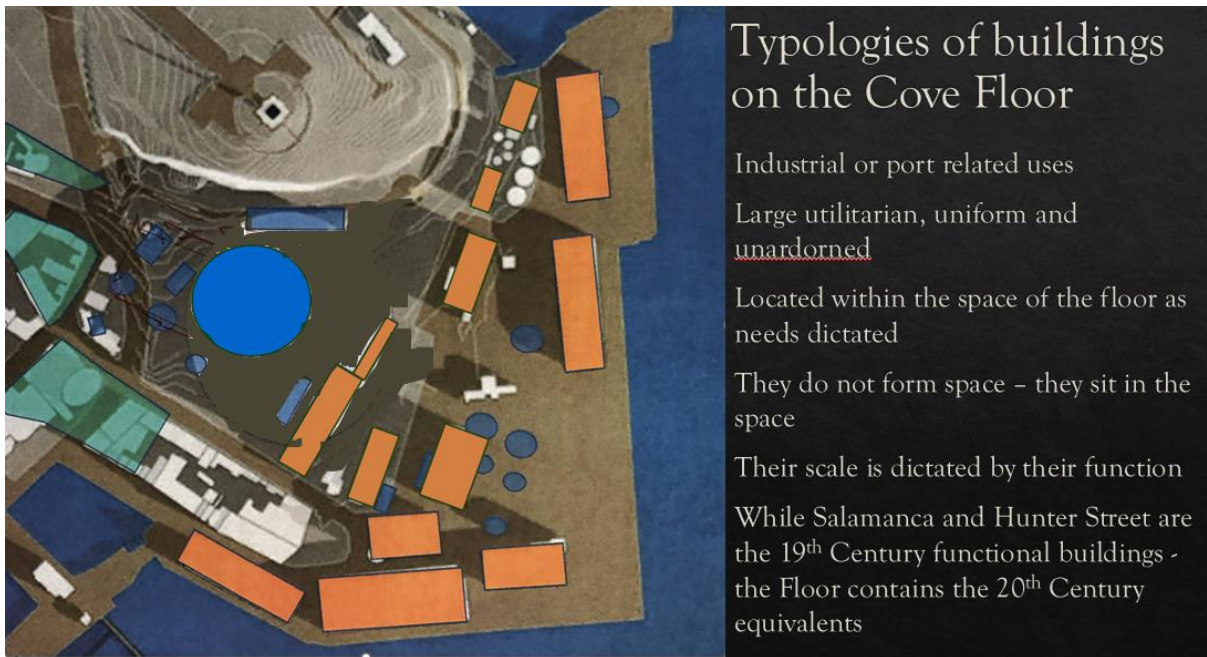


Fig. 24 The form and scale of historic buildings on the Mac Point site and its surrounds including the railway roundhouse. The green shading are buildings that have partially been retained or replaced but their original form was much larger.

While Salamanca and Hunter Street are the 19th Century functional buildings - the Floor contains the 20th Century equivalent but their form, scale and detailing is completely different.

The scale and functional appearance of the wharf sheds is a well-accepted and fundamental part of the Hobart waterfront especially when viewed from the water.



Fig. 25 View from Princes Wharf across to the Macquarie Wharf sheds and Hunter Street showing the differential in scale of these 19th and 20th Century buildings.

The scale differential between the early 19th century warehouses and the 20th century wharf sheds is significant even where redevelopment of the latter has resulted in a more

articulated form broken into smaller sections as shown in the view of the Mac 1 Hotel and the adjacent Hunter Street buildings.



Fig. 26 View of the Mac 1 Hotel and the adjacent Hunter Street buildings

The scale of these buildings is demonstrated by the now demolished Railway Roundhouse which had a footprint the same as Mac 2 shed (approx. 8,400m²).

Some of the past individual buildings are the same scale as entire city blocks in the other parts of the city and not dissimilar to the entire Hunter and Evans Street block. (see Fig. 24) These structures were simple geometric shapes – rectangles and circles. Round tanks and gas storage holders dominated the western part of the site.

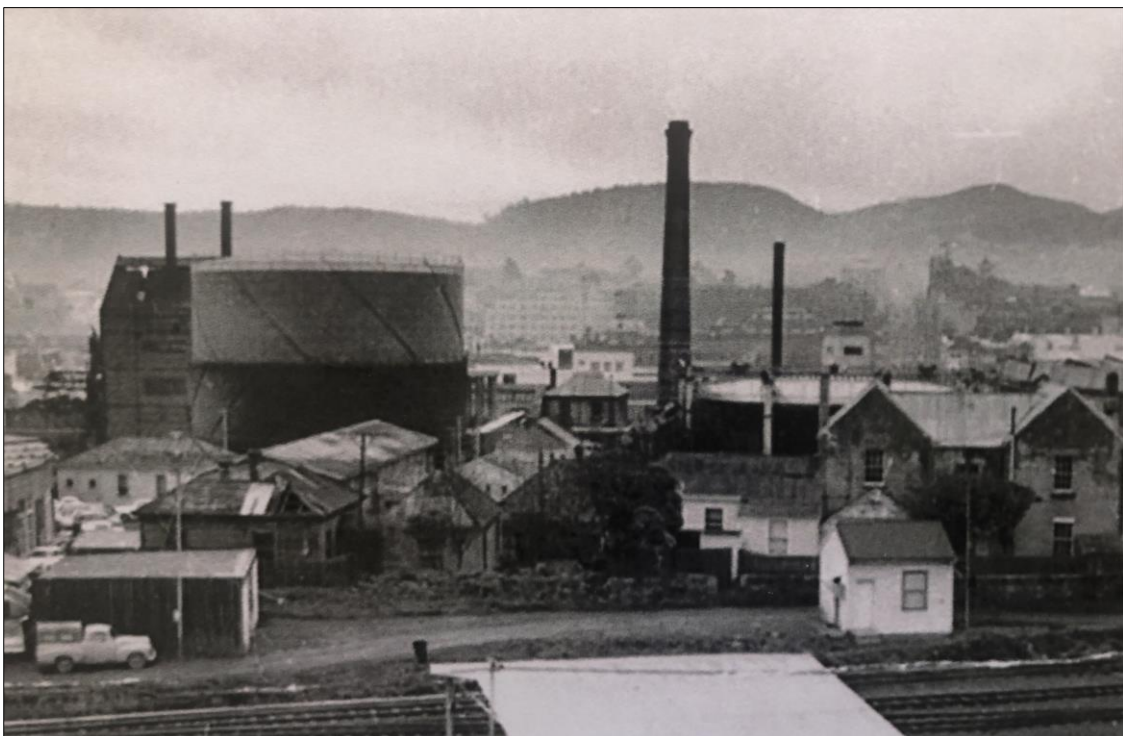


Fig. 27 The former gasworks with the large gas holder located where the Davey Street extension passes the remnant Gas Works site today.

These have informed new civic and cultural buildings with entirely different functions such as the Federation Concert Hall (see Fig. 28).



Fig. 28 The Federation Concert Hall occupies a site very close to the former gas holder

The concept of respecting the scale of the Cove's built form is an important aspect of ensuring the future development does not diminish the values of the Cove. What the appropriate scale and form is dependent on the spatial typology of any area.

In the 'wall' there is a need to respect the scale of the immediate adjacent buildings to deliver a continuity so that the 'wall' reads as a consistent whole in scale, form, detailing and to some extent materials. There have been two substantial additions to the 'wall' over the last few decades. The Galleria building in Salamanca Place provides a very appropriate addition in an extremely sensitive location (see Fig. 29).

In Hunter Street the Zero Davey building is perhaps less accepted as appropriate. While the scale of the façade fits, the detailing, especially the fenestration and openings, deviates significantly from the historic fabric, and the roof form is arguably too overbearing. The context of Zero Davey is far less sensitive than the Galleria given the separation from the Drunken Admiral building and the proximity to the 'out of scale' Hotel Grand Chancellor. This provides some rationale for a transitional scale and treatment. (see Fig.30)



Fig. 29 The Galleria building in Salamanca Place

The Cove floor provides a completely different context and recent developments reflect or reinforce the ‘standalone’ and larger scale typology. However, there have only been a few substantial completely new proposals on the Cove floor in the last 20 years. The floating Brooke Street Pier is the most obvious of these. While the IMAS building is a new structure it does replace the smaller Princes Wharf No. 2 Shed.



Fig. 30 Zero Davey building adjacent to the Hunter Street buildings

The recent developments of the IXL Apartments and Zero Davey Street have created a greater building mass along Evans Street and while the language is more contemporary the form of the buildings reflects the ‘wall’ on the Hunter Street side. (see Fig. 31)



Fig. 31 The 'wall' of buildings in Evans Street



Fig. 32 The Hunter Street 'wall' is juxtaposition with the large 20th century wharf sheds

In Hunter Street the juxtaposition of the buildings creating the 'wall' with the buildings on the 'floor' is readily apparent and despite the totally different scale and form, this relationship is generally accepted as part of the Cove's character.

The analysis and application of spatial typology would suggest that the Evans Street side should have a similar juxtaposition of large buildings on the floor in close proximity to the 'wall' along the southern street edge.

Beyond the immediate Evans Street edge, the western parts of the site provide an opportunity to rediscover or interpret the original topographic features particularly the edge of Hunter Island and the outflow of the rivulets.

The Cove floor is generally a relatively thin strip of reclaimed land around the edges of the main Cove area punctuated by the enclosed docks (Constitution and Victoria) with the larger expanses of flat concrete at the southern and northern ends. The ongoing function of the TasPorts area means that the bulk of the Mac Point site is isolated from the water by 250m. This limits the manner in which these topographic characteristics might be reinterpreted as actual reconnection to the river edge is not practical. However, as the site is developed ,

there are clear opportunities to introduce water as a landscaping feature which can tell the story of the original land form.

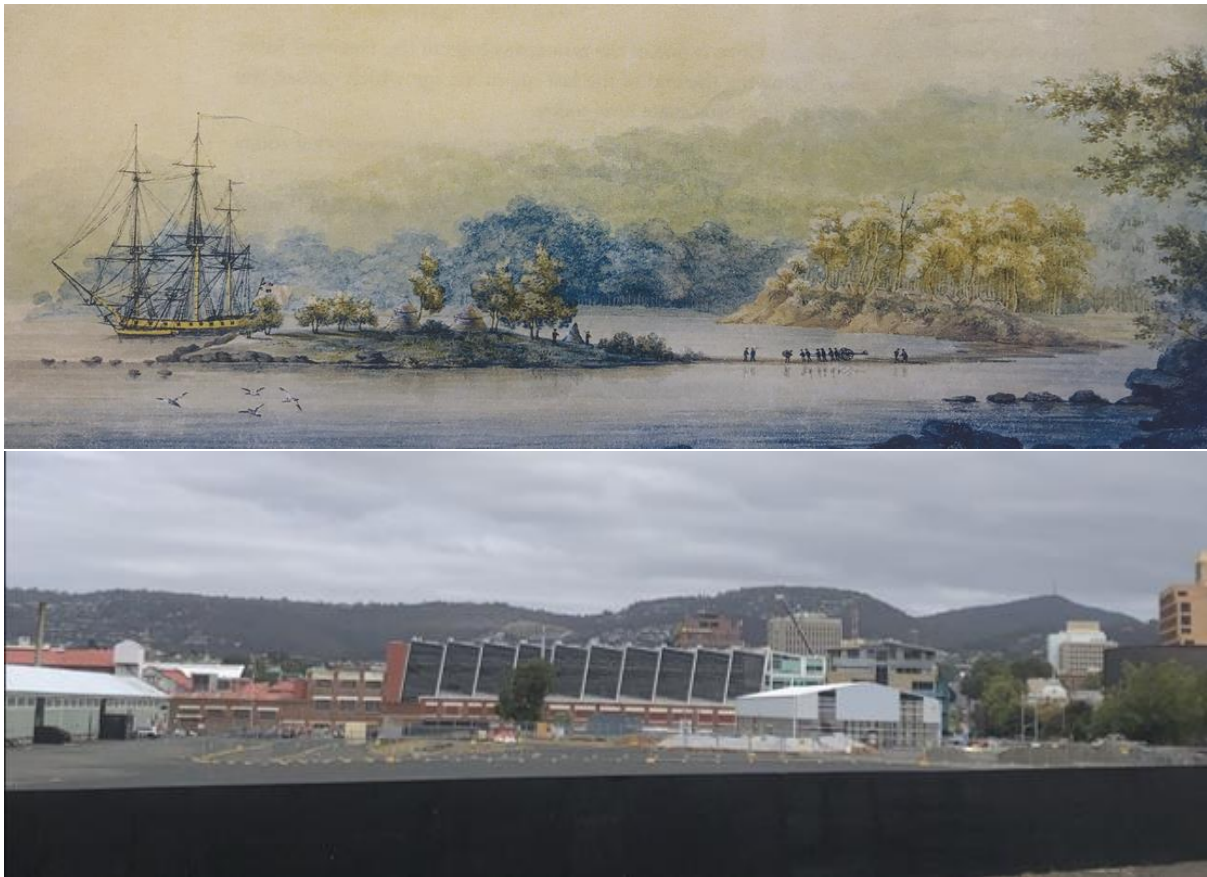


Fig. 33 The same view field of the location of Hunter Island – the 1804 painting and in early 2024



Fig. 34 Hunter Island transposed on the current view from the base of the headland

The rich industrial and transport related history of the site was characterized by large functional buildings. Preeminent amongst these was the appropriately named Railway Roundhouse. This was the largest single structure by footprint that the Cove area has seen.

The Roundhouse was approximately 120m in diameter with a footprint of approximately 1ha (or 10,000 sq m). This represents about 65% of the playing surface of Bellerive Oval. In its day it dominated the site.

Other buildings with similar functionally driven scale, shape and alignment including a variety of goods sheds. The remnant Goods Shed was extended over time to reach a maximum length in the 1960s of about 190m with footprint of some 4,300 sq m. That which remains is 130m long with a footprint of 3,500 sq m.

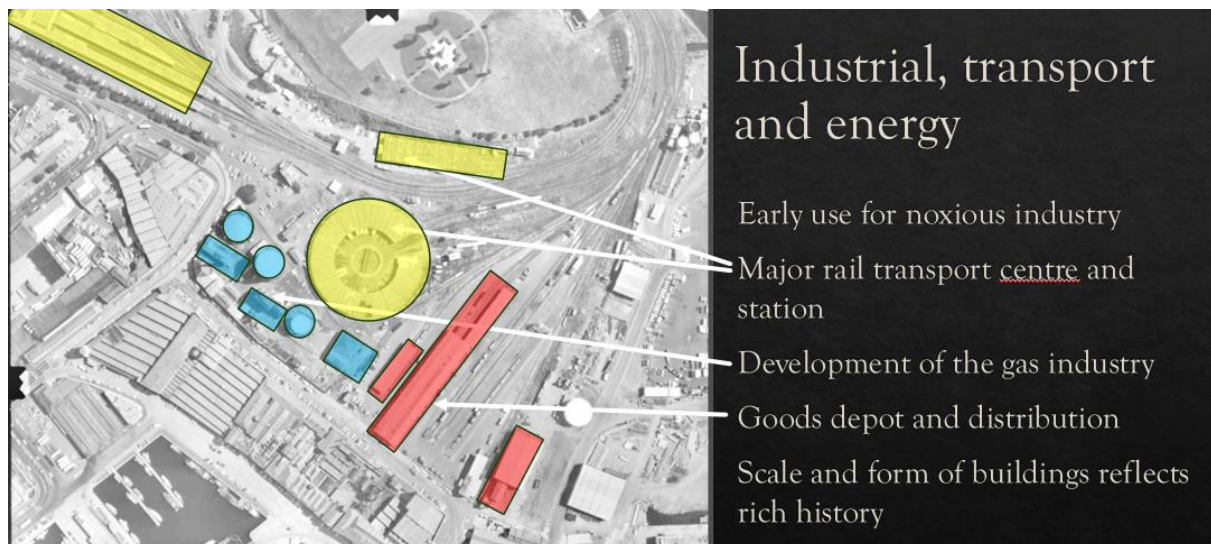


Fig. 35 Footprints of previous structures on the site used for a variety of industrial and transport related purposes.

By way of comparison, the recently redeveloped Mac No.1 hotel is 4,000 sq m and the Elizabeth Street Pier about 3,000 sq m.

The remaining Goods Shed is aligned to one of the many rail spurs splaying out from the rail line entering the site at the north east corner, providing a unloading facility close to the dock edge and the Macquarie Wharf sheds.

The SCPR emphasises the importance of views to, from and through the Cove. These relate mostly to key view lines from landmarks such as the Cenotaph but also views that allow the spatial and built qualities of the Cove to be understood and appreciated. Many of these are consequently views that are only experienced looking down the radiating streets.

The physical topography of the Cove means that many views into it from the rising land around it are characterised by layers of buildings and spaces resulting in backdrops and contextual settings that in themselves demonstrate the evolution of the Cove.

9. Views and view corridors.

Views from the Cove Floor are either to the layering of the backcloth of city buildings and surrounding hills, or to the built 'wall' of early developments particularly the Salamanca and Hunter Street ends. The views to these buildings are rarely seen without a backdrop unless from very close proximity.

By providing for continued opportunities to experience the totality of these iconic streets from at least some locations, the Cove can be experienced as both layers of evolution and change, as well as a singular experience of a specific 'point in history'.

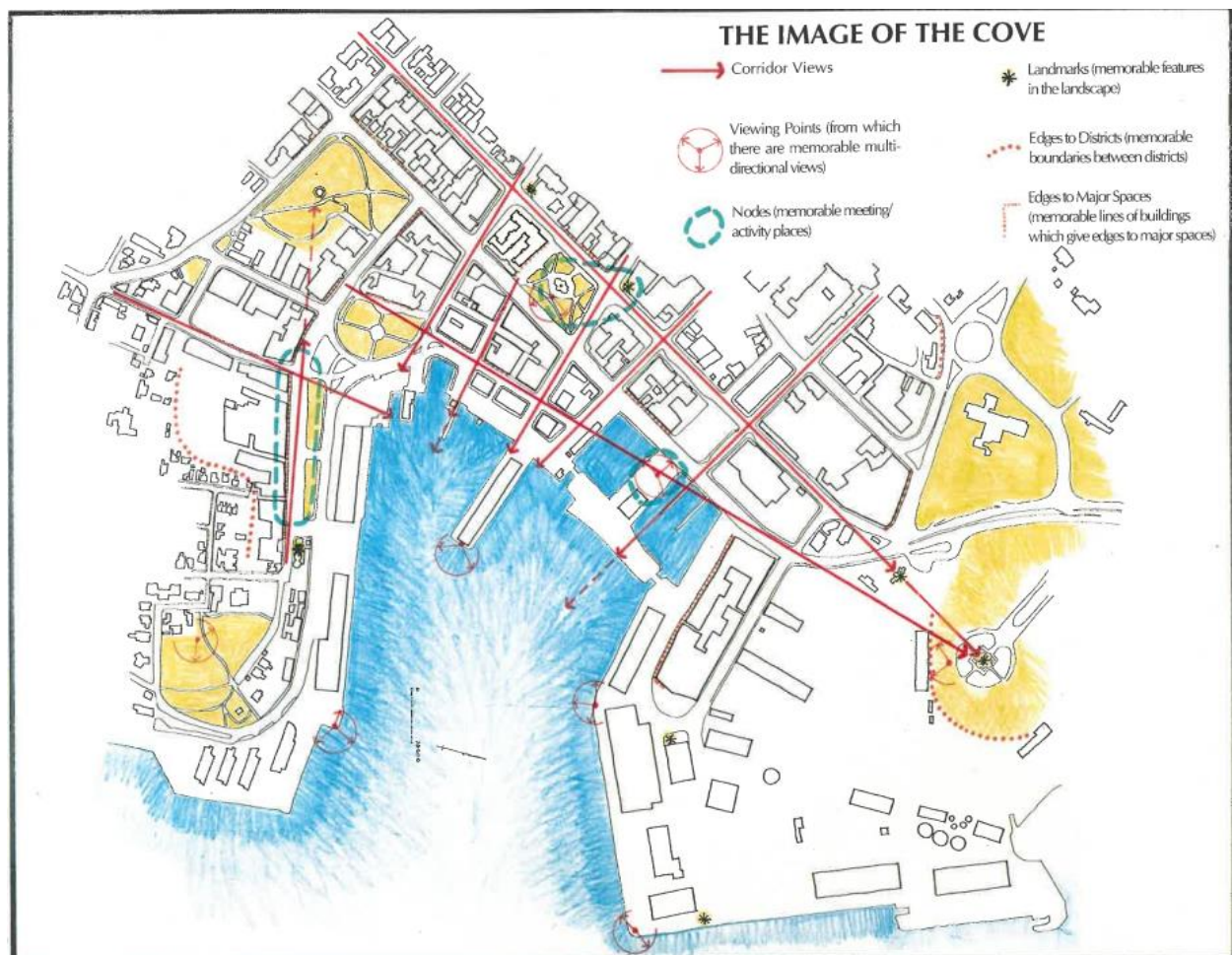


Fig. 36 The SCPR set out the importance of views and view corridors in and across the Cove

The SCPR sets out some key views to and from the Hobart Cenotaph but these are based on the perspective of the Cove's qualities and the principles that the Review promotes. They do not reflect other important aspects of the views from the Cenotaph derived from its unique circumstances and civic importance. Those other views have been embedded in the Sullivans Cove Planning Scheme as they have relevance to the development of the Mac Point site.

Then current planning scheme includes some view lines that derived from the vision for the development of the site based on the large rectangular space running west to east by providing viewing opportunities to the Cenotaph from within the site itself. Such views are therefore not inherent in the Cove structure but resulting from a specific design intent for the site.

By comparing the SCPR critical site lines with those more generic ones from the planning scheme, there are five critical view lines related to the Cenotaph which development at the Mac Point site but impact on. These are:

1. Down Macquarie Street axis – to the Royal Engineers Building and Cenotaph
2. Parliament House forecourt view – a two-way view along Morrison Street
3. To St Georges Church, Battery Point – a view from the Cenotaph to the landmark church in Cromwell Street
4. To the ‘mouth’ of the Derwent River – related to the departure of troop ships
5. To the ANZAC Day sunrise – across the River near Rosny Hill

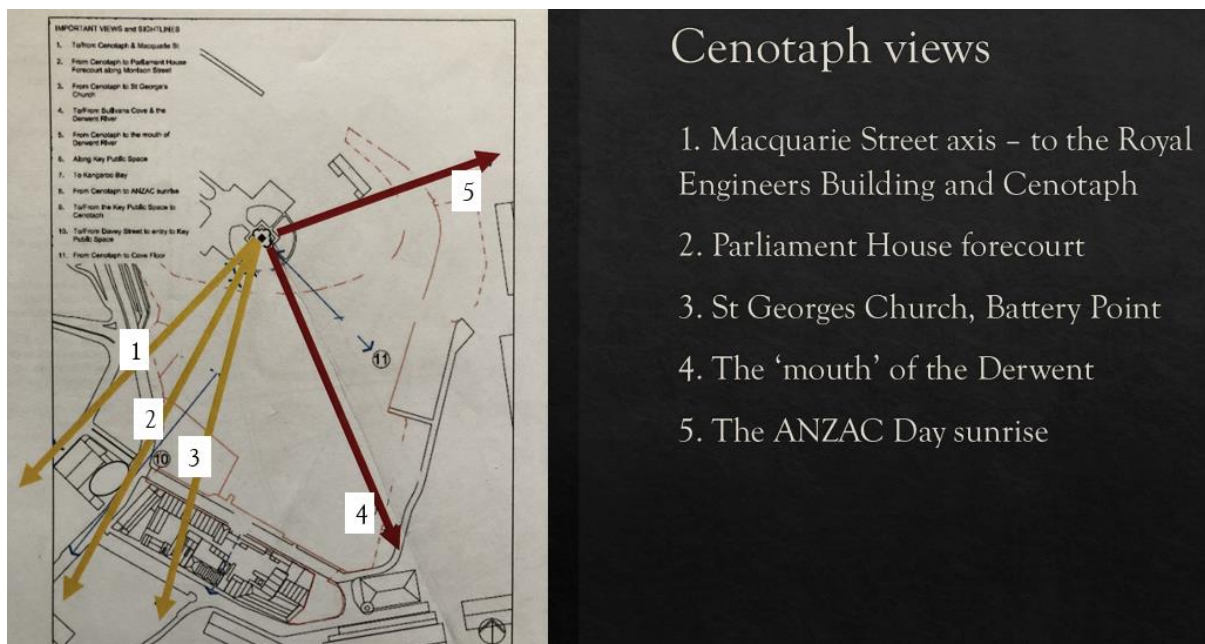


Fig. 37 The SCPR provides for important views to and from the Cenotaph

Views 1 and 2 are not impacted by development on more than 90% of the Mac Point site as they lie over the very extreme western edge in alignment with the Royal Engineers Building.

The view from the Parliament House forecourt to the Cenotaph is unlikely to be impeded by any development on the Mac Point site. It is framed by Morrison Street and the Davey Street ‘gap’ between the Federation Concert Hall and the Zero Davey building. Arguably both of these buildings accentuate that view line. (see Fig. 38)

The view from the Cenotaph to St Georges Church is almost directly south towards the Mount Nelson and the Nelson Road bends behind the Sandy Bay University campus. The immediate alignment is through the mid-point of the IXL Apartments and over the Drunken Admiral building in Hunter Street. The angle of the view is almost horizontal given the variation in elevation between the sites of 20m over 1.4km.



Fig. 38 The view corridor from Morrison Street with the Cenotaph framed by the Concert Hall and Zero Davey building.

The current planning scheme has translated the protection of this view corridor into a height limit of 15m adjacent to the cliff edge to 22.5m on the Evans Street frontage. Heights are measured as above the Australian Height Datum (AHD). Based on the framing of the view to and from the Cenotaph and Parliament House, a required view corridor of 25-30m in width on the Mac Point site would protect and frame the view. (see Fig. 39)

The predominant experience of the setting of the Cenotaph is one of openness to the north and east across the Derwent River and to the south east to Storm Bay. The majority of the Mac Point site is below the cliff to the south and is not aligned to the linear forecourt leading to the Cenotaph monument. (see Fig. 40)

The two critical view lines that do intersect the Mac Point site are located to the edges of the central part of the site roughly 4ha in size. The remaining 5ha are divided between the western part (about 2ha) and the eastern triangular shaped area adjacent to the Regatta Grounds (about 3ha). (see Fig. 41a and 41b)



Fig. 39 The view to St Georges Church from the Cenotaph area showing a view corridor about 25 to 30m wide across the Mac Point site above an elevation of approximately 22.5m.



Fig. 40 The predominant view of and from the Cenotaph is to the south east.

While the eastern area is not in a direct view line it is part of the broader foreground that is positioned between the Cenotaph and the open riverscape beyond. As the viewing experience from the Cenotaph at this point is both broader and deeper, new buildings on the floor here should be more limited in height than those in the central area where an existing backdrop of built environment and hillsides is already evident. The current sewerage

treatment tanks and wharf sheds set a reasonable reference point in terms of heights as they largely leave the direct view to the water in the foreground open.

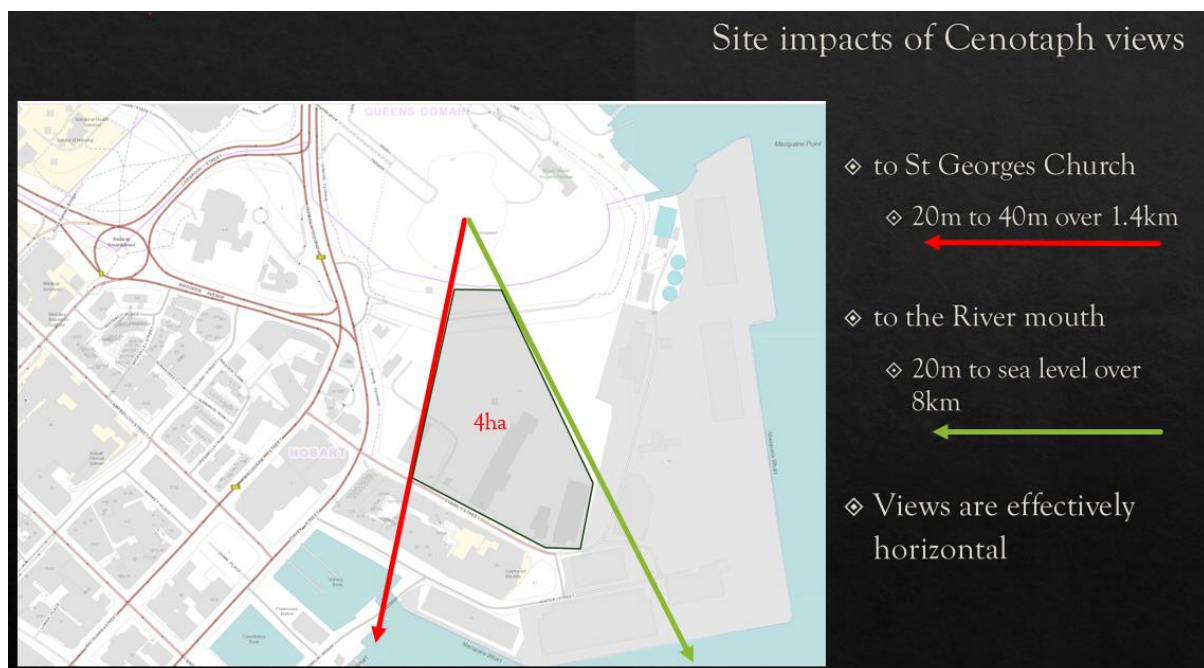


Fig. 41a The two critical sight lines across the Mac Point site.



Fig. 41b The view to the mouth of the Derwent River (green) and to St Georges Church (red) from the cliff edge adjacent to the Cenotaph.

The management of the views to the Hunter Street historic warehouses is relevant to the Mac Point site by virtue of its role as a backdrop to those buildings.

The relatively low extent of development in Evans Street and the Mac Point site has created a public perception of the 'pristine' experience of Hunter Street with the buildings reading as a 'cut out' façade against a backdrop of sky. This is unlike the Salamanca façade where the rise of the land immediately behind and the Salamanca Square development provides an unavoidable backdrop except when within the adjoining roadway. Any longer views, even from the Princes Wharf area exposes the complexity of buildings behind.

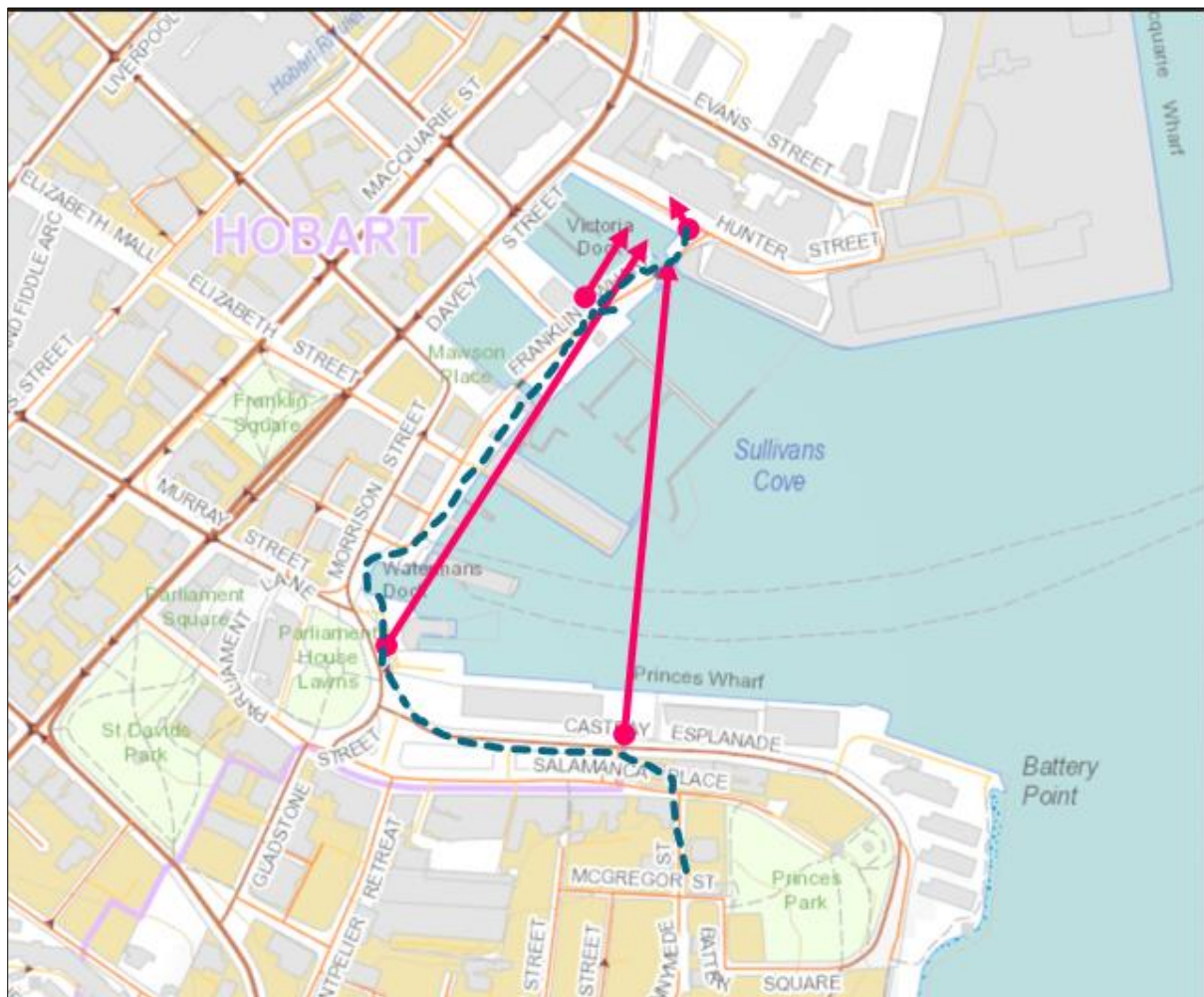


Fig. 42 Key viewing opportunities across the Cove.

The reality is that Hunter Street is similar in providing very few viewing opportunities that do not have some buildings as a backdrop. This is a function of the distance from Hunter Street and the angle of view.

From across the Cove the entire length of the Hunter Street buildings is never experienced, being blocked in part by the many wharf sheds occupying the central Cove area. The views are also almost always provided with a backdrop of the IXL Apartments or the Zero Davey building. Only the Centre for the Arts end of the street provides any absence of backdrop at distance, but this is not readily seen because of the Mac No.1 building.

The other significant aspect of these views is the substantial difference in scale and form of the buildings in Hunter Street compared to the large wharf sheds. What is also evident though is that this contrast in scale and form makes the identification of the old and newer buildings very easy.

The presence of the backdrop of more recent buildings such as the IXL Apartments, does not diminish the 'reading' of the Hunter Street facades because of the variety of form and tone of the materials used. This provides a patterned and complex backdrop that does not dominate the view by virtue of singularity and uniformity. The outcome is that the visual experience is in no way diminished by the backdrop.

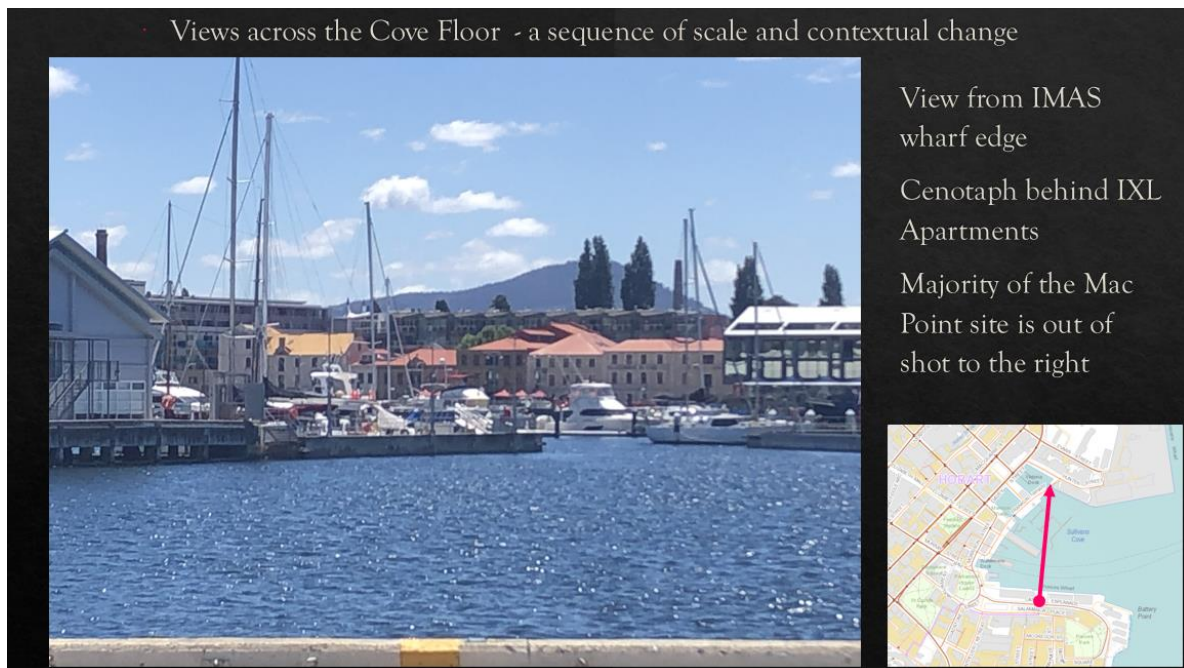


Fig. 43 A section of the view from the Princes Wharf edge adjacent to IMAS.

The other aspect of these newer buildings is that they obscure the cliff and headland and some of the Cenotaph.

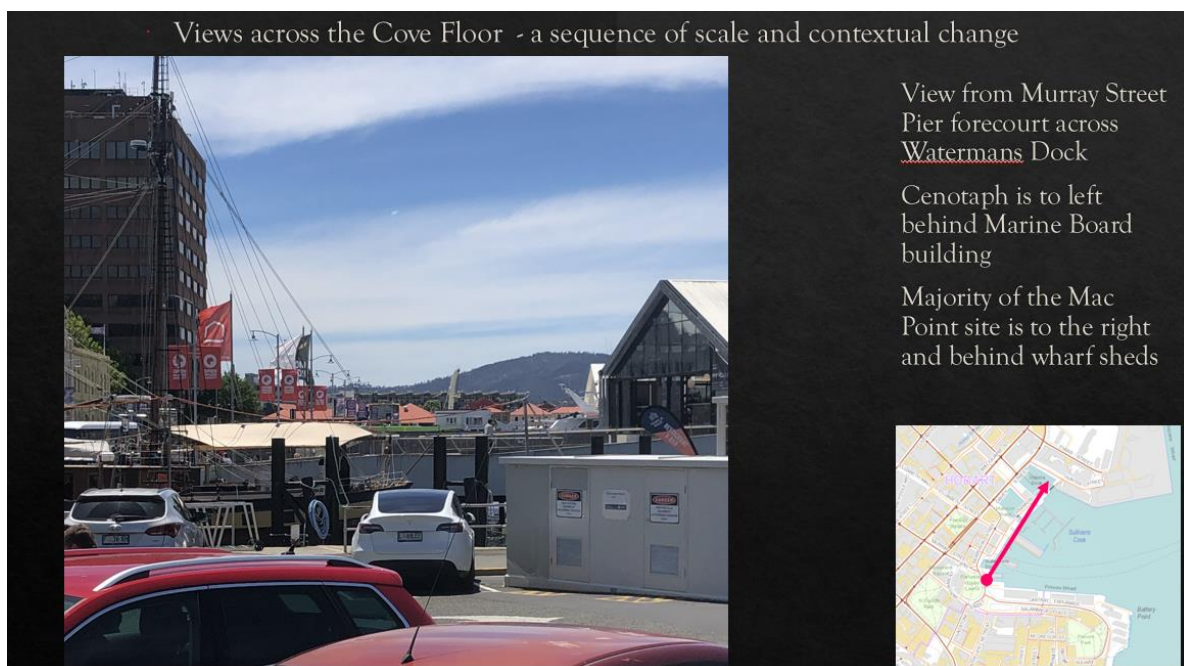


Fig. 44 The view across Franklin Wharf to Hunter Street.

The result is that from almost all the locations across the Cove that provide viewing opportunities, the Hunter Street buildings:

- are only partially seen, and there is a backdrop of more recent buildings;
- the Cenotaph and its landscape setting are considerable obscured;
- the adjacency of the large scale wharf buildings provides a point of contrast which emphasizes the different typologies; and

- the immediate proximity to the Hunter Street buildings provides for the singular experience of the buildings without any built backdrop. The objective is to ensure that this opportunity is retained by ensuring any new buildings on the Mac Point site to not intrude into this viewscape.

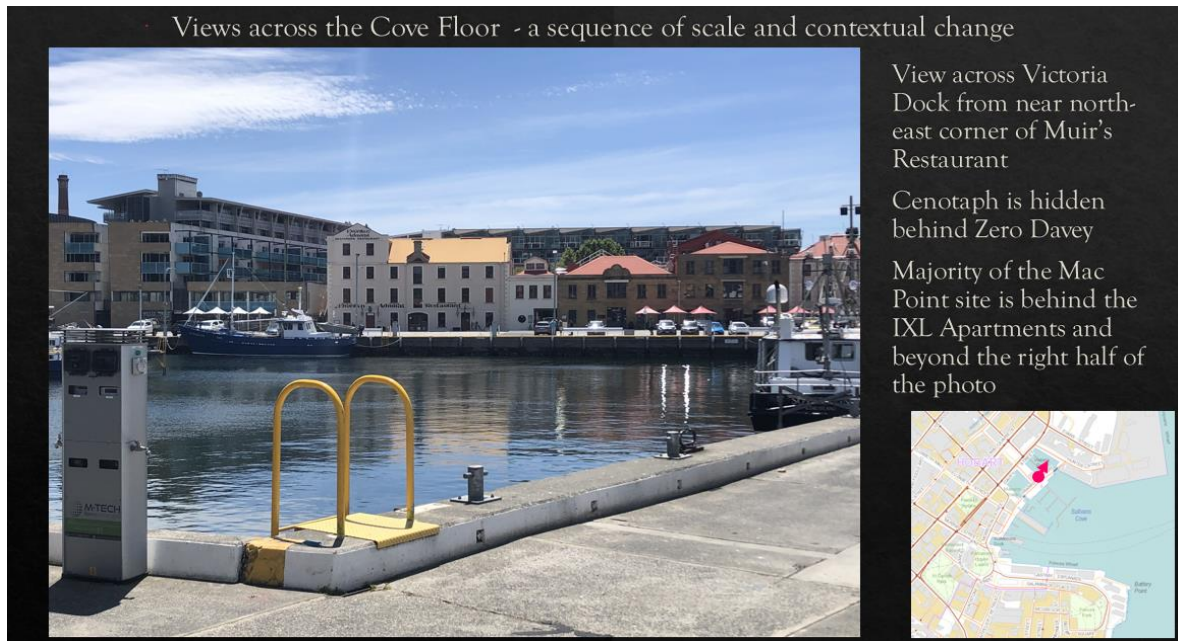


Fig. 45 The portion of Hunter Street visible from Victoria Dock.

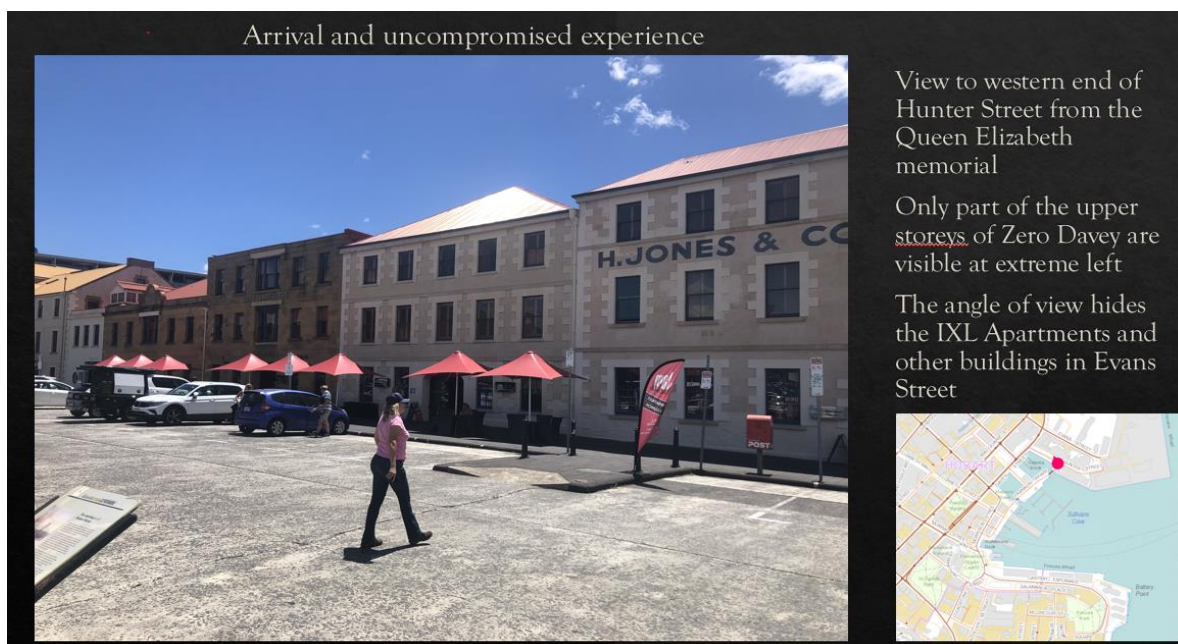


Fig. 46 Arrival at Hunter Street presents the historic facades in their entirety without any backdrop of buildings evident.

In accordance with the SCPR analysis of views to and from the Cove and the specific impacts of development on the Mac Point site on the experience of the Hunter Street buildings, it is important to consider the characteristics of views from key locations on the higher ground in Battery Point.

Three view corridors have been identified – Kelly Street, Stowell Avenue, and Montpelier Retreat. Given the distance from Hunter Street the angle of view from these is only marginally different. All of them are directed towards the Drunken Admiral building and hence the part of Mac Point that is in line is the western portion in the vicinity of the Royal Engineers Building.

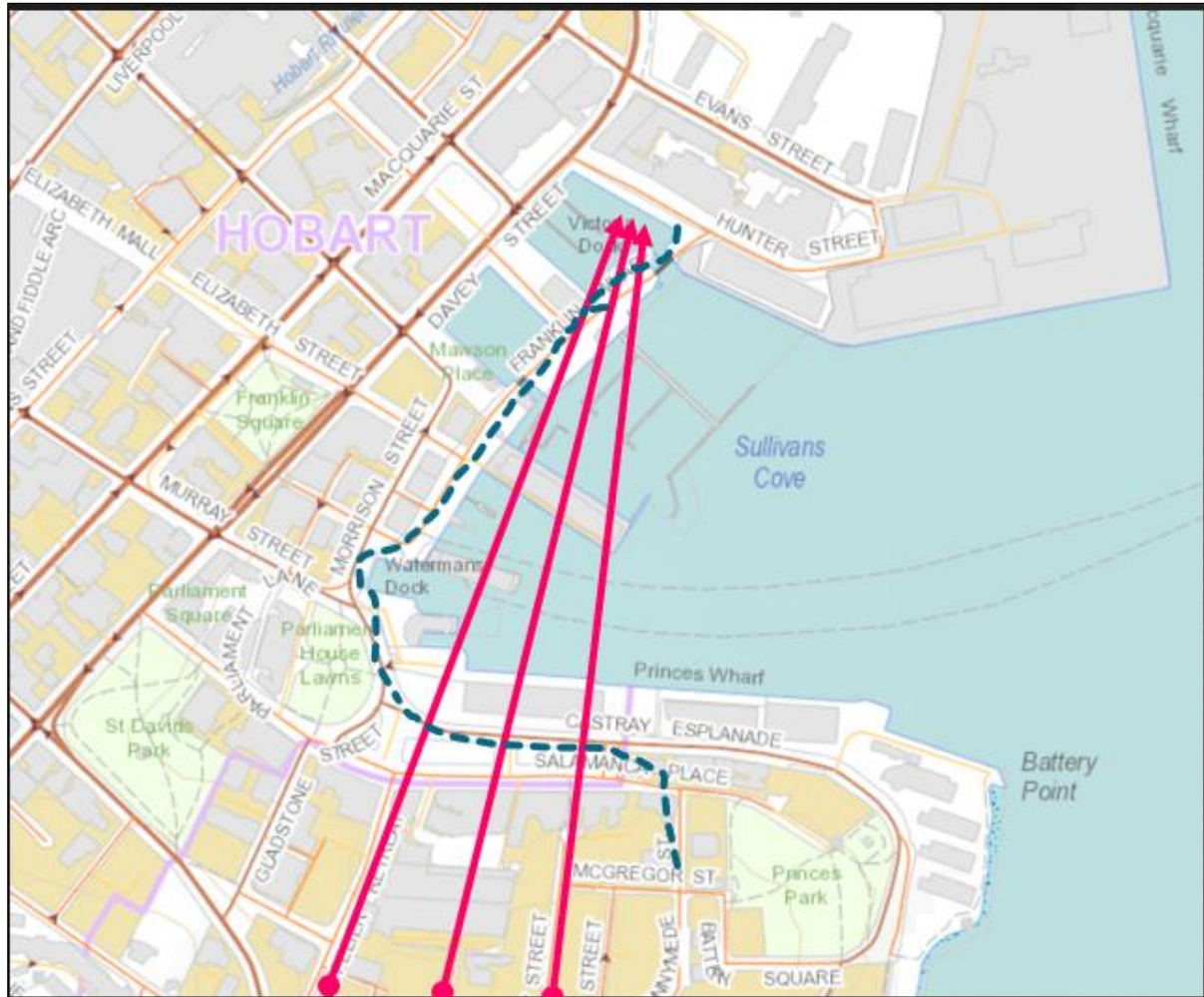


Fig. 47 Identified key sightlines from Battery Point.

The view down Kelly Street from the intersection with Hampden Road is likely to be the most 'seen' view by virtue of the presence of the hotel, bakery and other shops and cafes clustered around the intersection.

There are some very important aspects of this view.

- the Cenotaph is at the extreme right and almost out of view
- the trees on the Domain are evident but not the land upon which they are planted with the actual cliff edge obscured
- the plane trees in Salamanca Place obscure the Hunter Street facades (at least while in leaf)
- the IXL Apartments and Zero Davey buildings dominate the view

- the angle of view means the bulk of the Mac Point site is to the right of the Cenotaph and not seen

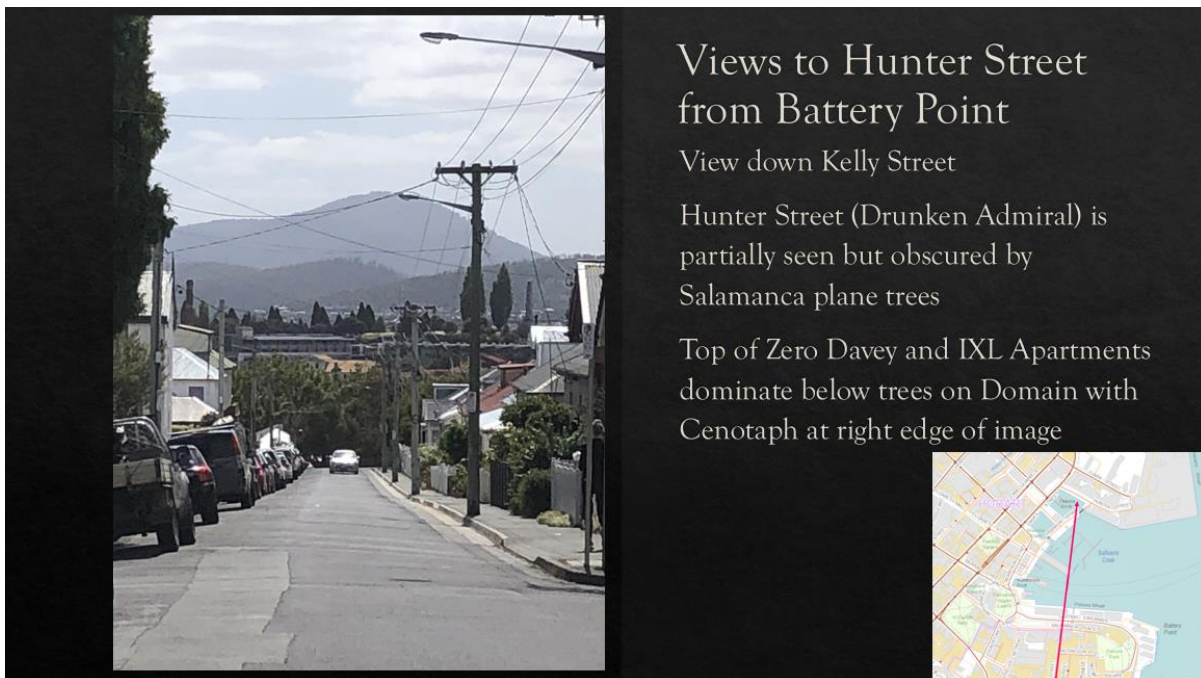


Fig. 48 View to Hunter Street and the Cenotaph from Kelly Street.

The view down Stowell Avenue provides one of the more condensed experiences by framing the Cenotaph against the backdrop of the Tasman Bridge and the hills of the Meehan Range. However, this provides little in the way of views to the floor of the Cove and Hunter Street. The brown/ red roofs of the Hunter Street buildings are barely discernible at the bottom of the viewscape and the comparative scale of the IXL Apartments rising behind is apparent.

While the angle of view is changed by the viewing point being 120m further west, over the distance to the Mac Point site, the difference is minimal. Over 80% of the Mac Point site is located to the right of the Cenotaph and effectively not viewable from this street.

The view down Montpelier Retreat is a further 140m to the west of the Stowell Avenue position. The Cenotaph again dominates the skyline with its adjacent trees and the backdrop of the Tasman Bridge. The view provides one of the more layered with the Cove floor apparent in Salamanca Place and the wharf apron in front of Princes Wharf Shed. Then there are layers of port related buildings obscuring much of Hunter Street both vertically and horizontally. While the top of the gable ended Drunken Admiral building is visible, the Zero Davey building roof and recessed upper floors is the dominant building.

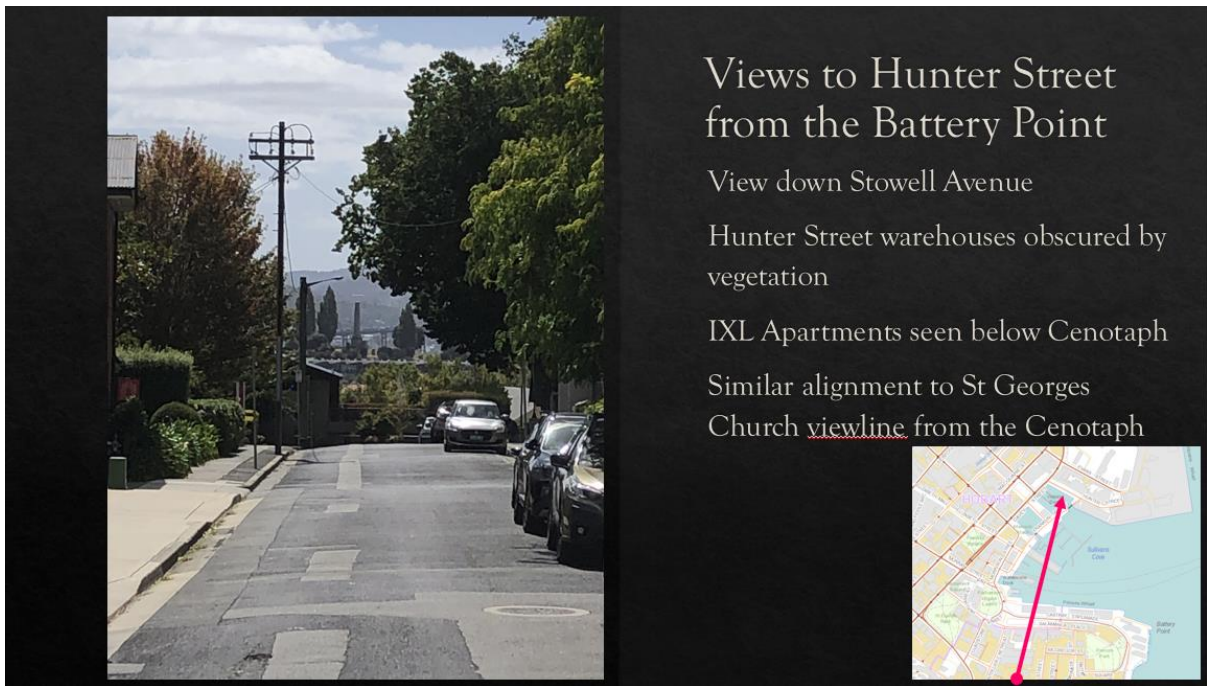


Fig. 49 View to Hunter Street and the Cenotaph from Stowell Avenue.

Notwithstanding the slightly different viewing angle, the majority of the Mac Point site is still to the right and out of sight. Possibly only 15% of the site is hidden behind the Zero Davey and IXL Apartments. Development on the remaining 85% plus of the site would not be visible from here.

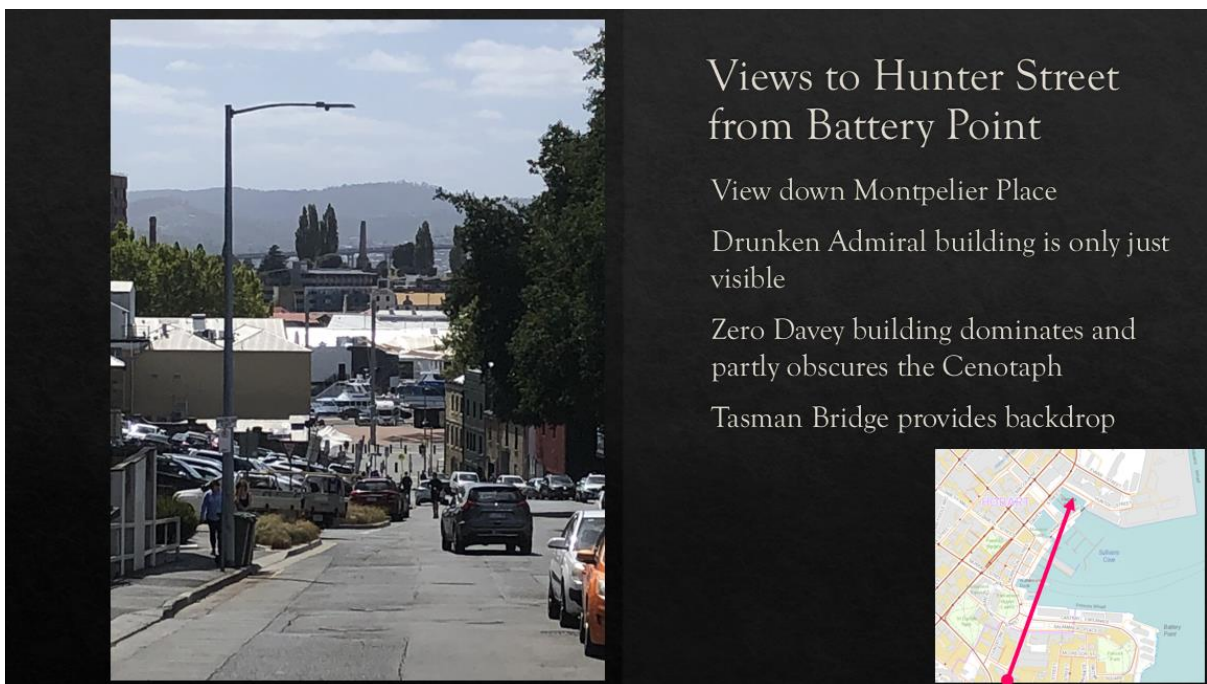


Fig. 50 View to Hunter Street and the Cenotaph from Montpelier Retreat.

Views to and from the Cove and the city centre are also important both to the Hunter Street buildings but also to the Cenotaph and the backdrop of Mac Point.

The orientation of the radiating streets into the city centre do not provide for corridor views to Hunter Street. There are a few sites which provide for oblique views across the cove floor to the area and some down Davey Street to the western edge of the site. The location which is possibly that visited by most people would be the bottom corner of Franklin Square on the Davey and Elizabeth Street intersection.

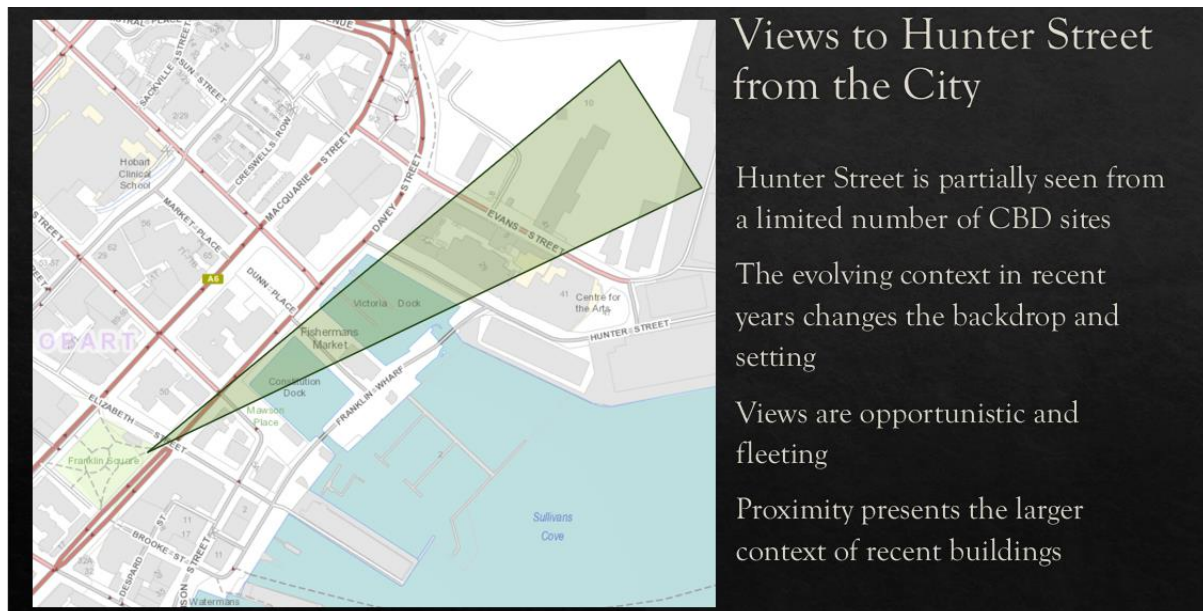


Fig. 51 View corridor to Hunter Street and the Mac Point site from Franklin Square.



Fig. 52 The backdrop of the IXL Apartment buildings behind the visible part of Hunter Street

This location provides for an angled view towards the north east. The majority of Hunter Street is obscured by closer buildings and those that are seen have a backdrop of the IXL Apartments.

This angle of view does mean that development on the majority of the Mac Point site is directly behind the IXL Apartments but would not extend to the right behind the Centre for the Arts. The mass of the IXL Apartments is mitigated by the tone, detailing and roof forms which provides for a complex and varied appearance.

A similar angled view is provided higher up Davey Street from the top corner of Franklin Square near Murray Street to the north-east. The view is heavily influenced by the evolving context in recent years that made changes to the backdrop and setting most notably the Zero Davey building. The views are opportunistic and fleeting.

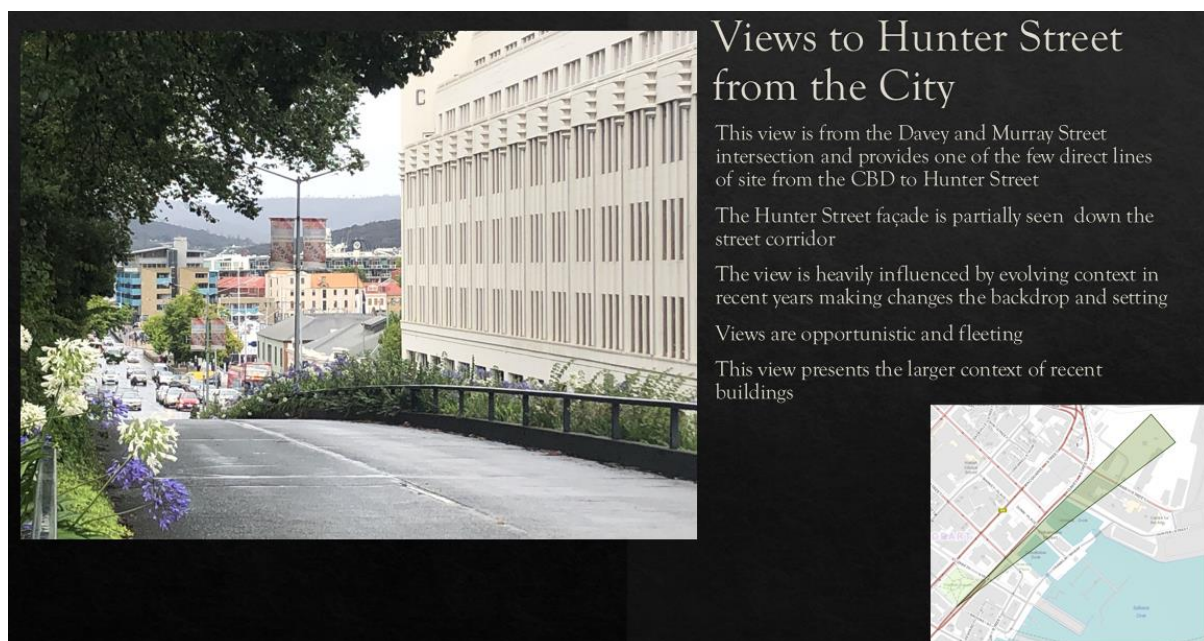
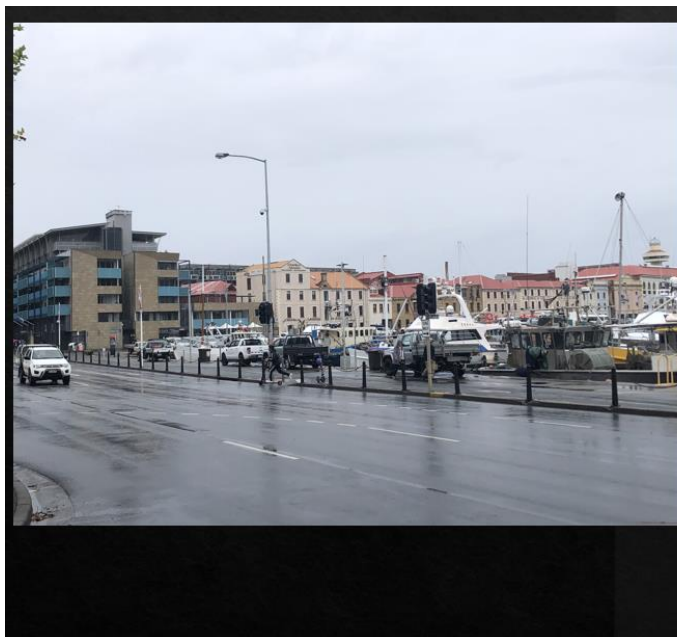


Fig. 53 The view corridor from the top of Franklin Square dominated by Zero Davey.

The most complete view of the Hunter Street facades with the Mac Point site aligned behind, is experienced from next to the TMAG complex on the corner of Dunn Place and Davey Street.

This provides a scope of view which includes Zero Davey to the left and the Centre for the Arts building to the right. The angle of view results in little of the taller buildings in Evans Street and the TasPorts area being seen although the top of the IXL Apartments is partially visible. The 36m high TasPorts control tower is visible above the Centre for the Arts roof at the extreme right, providing a reference point for the visual impact of future developments.

The majority of the Mac Point site between the two critical viewlines (see Fig. 41) is behind the facades in the left half of the photo – the area where the Zero Davey and IXL Apartments are already visible.



Views to Hunter Street from the City

Zero Davey dominates the western end of the view and while the façade is of appropriate scale, its detailing and the roof form are strong elements

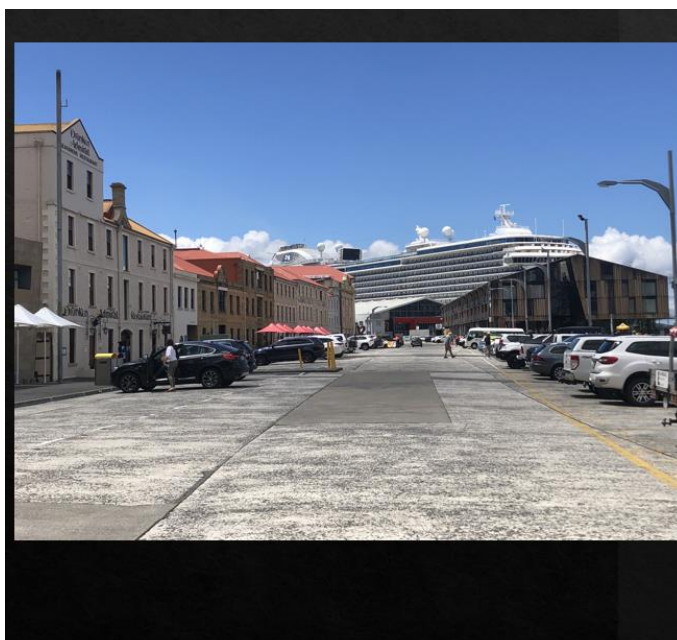
The IXL Apartments are partially seen

The view angle means the Mac Point site is behind these newer buildings not those to the right of the photo



Fig. 54 The view corridor from Dunn Place across Davey Street to Hunter Street.

The view looking east from within Hunter Street at its intersection with Davey Street provides for the entire length of facades terminated by the Mac No.2 Shed at the end and with the length of the Mac No. 1 Hotel on the right side. The angle of view here means that the entire Mac Point site is too far to the left of the photo to be at all visible irrespective of the scale or height of any new buildings. The proximity to the Zero Davey and Drunken Admiral facades also results in the area to the north being totally obscured by those buildings.



Views to Hunter Street from the City

While presenting an uncompromised experience of the original Hunter Street (with some experience of the original island) it also presents the stark contrast of the historic Hunter Street buildings with the scale of the 20th Century wharf sheds

– compare the left and right sides of the photo



Fig. 55 The view within Hunter Street showing large 20th century wharf sheds juxtaposed with the original facades.

While this angle of view presents an uncompromised experience of the Hunter Street facades (similar to that viewed from the Mac 1 forecourt) it also provides for two other important opportunities.

Firstly, the relationship of the facades to the concrete apron and the dock edge provides for some sense of the original relationships of Hunter Island and water (noting that there are markers on the roadway showing the original shoreline). Secondly, the view captures a cross-section of the historical development of the Cove and the evolution of the shipping related buildings. The contrast of scale and form of the 19th century warehouses and factories to the left with the 20th century wharf sheds to the right is significant and instructive.

The analysis of these various viewlines is provided to allow consideration of any visual intrusion and impacts of new development within the Mac Point site on the values of the Hunter Street buildings. While the majority of viewlines include a backdrop of parts of the more recent developments in Evans Street (the IXL Apartments) and the Zero Davey building with its substantial roof structure and dominant upper floors, the absence of buildings from the majority of the Mac Point site provides a vacant context that is unusual in its long history.

As seen in a photo from the 1960s (Fig. 56) the site was covered in a variety of structures with different forms, scale and height. The backdrop is complex and varied.

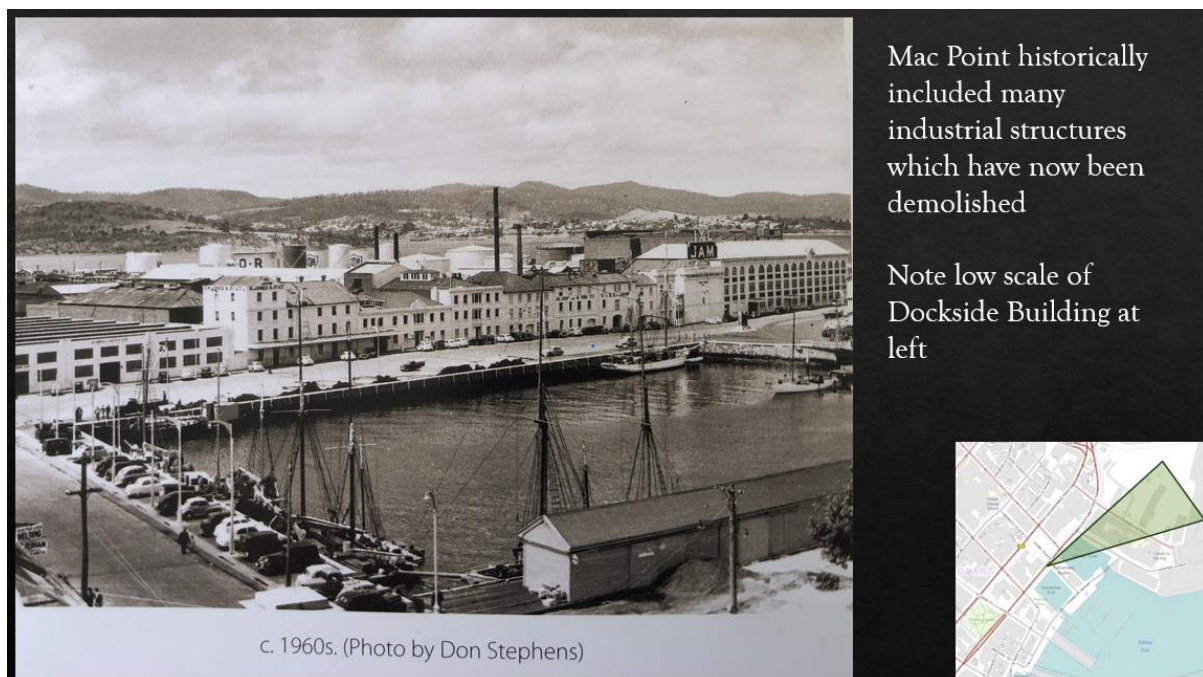


Fig. 56 Photo by Don Stephens from the 1960s showing the intensive industrial development on the railyards site visible behind the Hunter Street buildings.

The same view in recent years (Fig. 57) provides no backdrop of industrial structures. The yet to be built IXL Apartments will obscure the site further. These apartments along with the Zero Davey development significantly change the scale of the western end of the street by

replacing the two storey Dockside Building and block the glimpse of the Derwent River towards Rosny Hill.

At the eastern end the TasPort Control Tower completed in 1987 has provided a more recent replacement of the previous structures at a larger scale.



Fig. 57 Photo from 2003 after the removal of the storage and industrial buildings on the former railyards site and with Zero Davey under construction to the left.

PART B – Site Development Guidelines and Recommendations

These guidelines relate to the appropriate spatial and built form of the Mac Point site and while addressing heritage, movement and other issues only do so to the extent that they inform these spatial and built form issues. Separate and more detailed reports on a range of issues may provide alternate advice and recommendations.

10. Key Principles

The SDP Guidelines are fundamentally based on the key principles expressed in the SCPR. These are:

- The Cove is unique in its setting, form and ability to demonstrate the evolution of change
- Historic cultural heritage is a crucial part of the Cove but is found not just in individual places but the spatial and built form of the Cove itself and its response to the landscape
- Evolution and change are part of the Cove and it should not be locked into particular time in history
- Understanding the Cove's spatial elements and the way these have evolved is critical to its future development
- New developments should respond to the spatial typology they will be located within
- Where possible the history and evolution of the Cove should be revealed and expressed
- Views to, from and through the Cove are important as way of experiencing the spatial and built qualities of the Cove and allowing people to orient themselves within it
- Integrity in the design is important so that the Cove does not become 'Disneyfied' through mimicry.
- While the relative proportion of uses can change, a mix is important and the working port should be respected and maintained

One of the important aspects of these principles is the recognition of the need for ongoing change and evolution. The primary author of the SCPR, Professor Barrie Shelton reinforced this in a presentation on the future development of Sullivans Cove in 2006 (Presentation - Sullivans Cove Urban Design Challenges). In this Shelton states that the richness of the Cove is found in heritage, layers of experience, innovation, addition and succession, and change. He states, "People think of the Cove as a heritage place but it has also been a place of continuous change".

The application of the principles to the Mac Point site suggests the following priorities:

- The site should provide opportunity for and demonstrate the evolution of the Cove in terms of both use and development
- New uses should not create land use conflicts with the essential port activities which should continue
- New uses should complement those surrounding and provide growth and expansion potential for those where they are unable to establish in other parts of the immediate city and Cove
- The spatial and built form of the site should reflect its changing topography and evolution to a large reclaimed area of Cove 'floor'
- There is an opportunity for uses that require large footprints and significantly scaled buildings which would be out of keeping with much of the Cove, particularly in or close to the smaller scale and finer grained fabric of the 'wall'
- The design of new buildings and structures should be consistent with the typology of buildings 'in the round', and reflect the robust industrial buildings of the past
- The backdrop of cliff and the rising landform should be experienced and legible

11. Future use and activity

The site provides a significant opportunity to expand adjoining functions which are currently constrained physically and for which other suitable land is unlikely to become available in the future because of the heritage fabric and topographic limitations in the rest of the city.

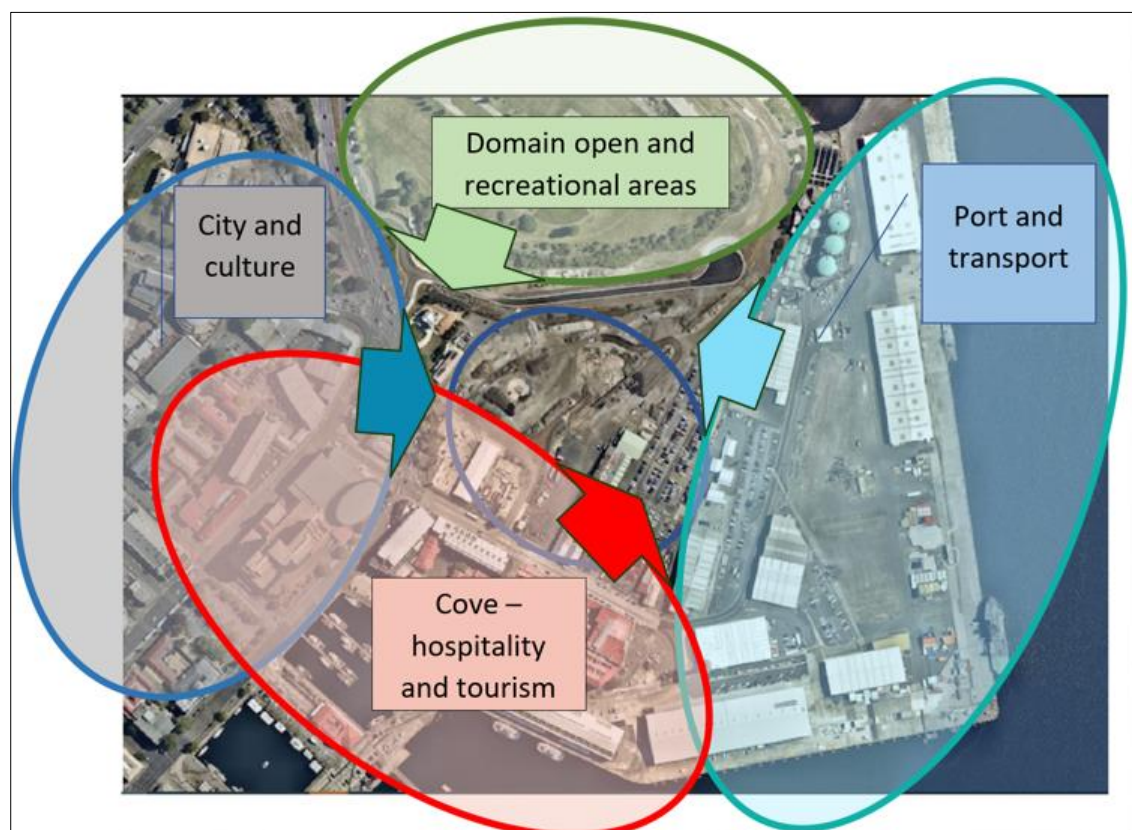


Fig. 58 Relationship of the site to surrounding but often constrained land uses.

Site planning and future development should consider how the evolution of the area can be revealed and made legible in new developments and landscaping.

12. Preferred movement and access

Notwithstanding the significant potential of the site, there are several issues around access and movement that place some constraints on the future use and development.

Site planning must acknowledge that the Tas Port area is a long-term neighbour and its access needs, operations and visual and auditory impacts need to be factored into the appropriate uses and development forms. In terms of access and movement this means there is no real prospect of access to or along the working ports waterfront. Consequently the eastern edge of Mac Point must be treated as essentially impermeable and the orientation and form of development must accommodate this.

This suggests a need to enhance pedestrian and active transport links to the north, west and south. In particular the narrow corridor connecting the majority of the site to the Regatta Grounds should be developed for active transport links and protected for potential future public transport options. While Evans Street remains as the only functional port access, it is important it is protected and vehicle access points to Mac Point should be limited along this road.

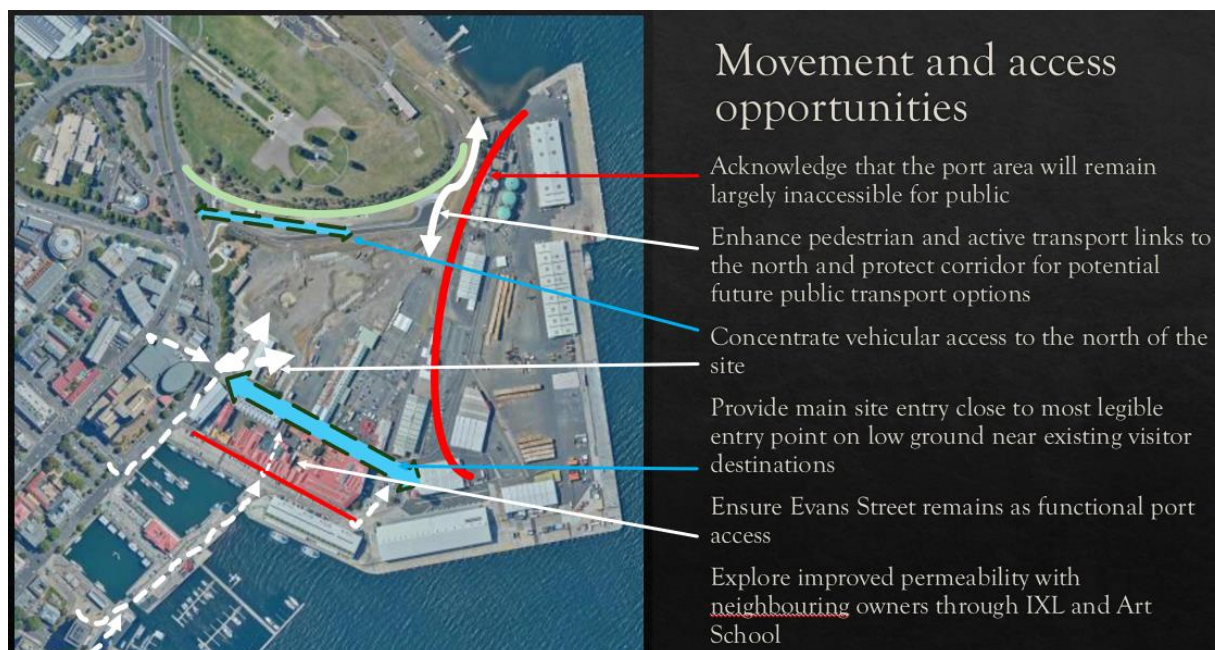


Fig. 59 Movement and access opportunities

This indicates that vehicular access to the central area of the site should be shared with the north-west corner near the Royal Engineers building. Access here then provides a natural separation of new buildings from the cliff edge providing for the legibility of the landscape and pedestrian flow around the Cenotaph to the edges.

The main site entry for pedestrians needs to be close to the most legible and visually prominent entry point on the low ground near the Evans Street /Tasman Highway corner. Improved permeability through IXL and Art School for pedestrians approaching from across the Cove should be considered in partnership with neighbours.

13. Reinforcing heritage

While historic cultural heritage is recognized as a key characteristic of the Cove, it is not as evident on the Mac Point site. There are only two specifically listed places on or immediately adjacent – the recently provisionally listed Goods Shed and the Royal Engineers Building which is not technically part of the site.

The principles indicate that the heritage values are embedded in the evolution of the Cove and within its spatial and built typology. The Mac Point site' heritage lies in its setting and the manner which the spatial and built form is developed. This provides the opportunity to reinforce it as a significant and yet under-appreciated area of the Cove floor, and to articulate the original Cove structure with Hunter Island containing it to the south.

The substantial loss of buildings and places from the Mac Point site itself suggest that there should be more emphasis on the appropriate location and scale of new buildings to demonstrate the evolution and history of the area as industrial, storage and rail transport oriented. The lack of development at the western edge where the rivulets flowed into the Cove, now provides a unique landscape level opportunity to communicate indigenous and European settlement history and change.

Future development on the Mac Point site can also support respect for listed places in Evans and Hunter Streets through articulating their role in relation to Hunter Island and the historic 'Wall' and not through copying historic scale, form or fabric into 'Floor' area to the north. In short, the heritage values are best served by articulating the difference of the site to the 'Wall' and showing its historical change.



Fig. 60 Cultural heritage issues

14. Interpreting the landscape character

The site offers a rare opportunity to display and celebrate the last remnant coastal landscape in the Cove, the natural cliff along the edge of the Cenotaph headland. While there are many development opportunities on the Mac Point site itself, this should not obscure the cliff or headland by building into or against them, thereby allowing them to be experienced as a key element of the history of the Cove.

For this reason, access points from the Mac Point site to the Domain and Cenotaph are better located at the edges of the cliff where the ground rises gradually. This approach will also protect the quieter, more contemplative character of the immediate surrounds of the Cenotaph from through pedestrian traffic and unexpected arrivals from below the cliff. This reinforces the traditional approach route to the Cenotaph from the north-west along the avenue to the destination of the monument with only the outlook to the River beyond.

The redevelopment of the site also provides an opportunity to reinterpret the original rivulet course and shorelines through placement of open space and landscaping elements at the western side. This would coincide with the central pedestrian access point to the site providing for an experience of moving across the original foreshore and onto the reclaimed land.

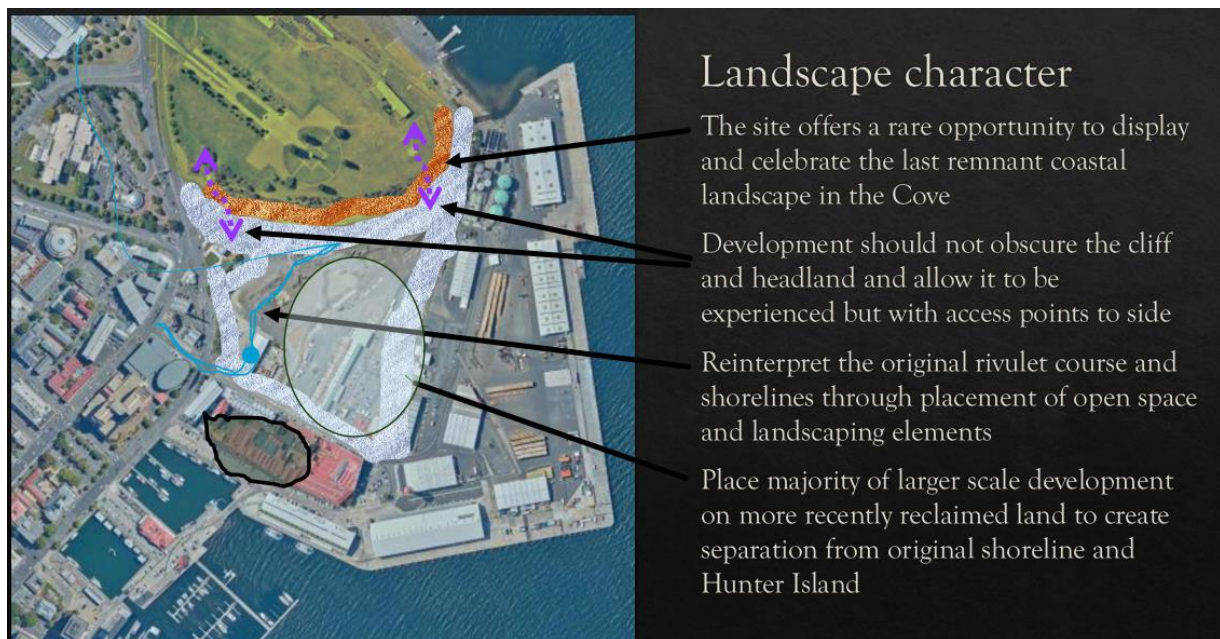


Fig. 61 Landscape character issues

By placing the majority of larger scale development on more recently reclaimed land beyond the original mud flats and beach areas (shown above as a thin blue line in Fig. 61 and as shaded on the 1804 map in Fig 20), it allows this tidal flat area to serve as a separation of the from original shoreline and Hunter Island located under the Evans Street buildings.

15. Appropriate spatial and built form

While the analysis indicates the appropriate spatial and built typology that is applicable to the Mac Point site, an additional consideration is to determine the changed context of

development over the last several decades since the SCPR in 1991 and provide guidance as to any recalibration of the appropriate bulk and height of new development.

Shelton, in his 2006 presentation on the urban design challenges for the Cove, points to the enduring qualities derived from the powerful landscape and preservation of the fundamental spatial and built form typologies. He looks closely at recent developments that have not entirely respected his design guidelines, highlighting the Silos, Salamanca Square apartments and Zero Davey as being too tall, expansive or conspicuous for their specific locations.

These developments and others in the Cove and the City backdrop have shifted the context of height and bulk but have not overly obscured the foundational characteristics of the Cove and its setting.

A comparison of the aerial photographs from 1991 to 2023 demonstrates significantly higher and denser development in the city backdrop but also in the western end of Evans Street where the Federation Concert Hall and the Zero Davey buildings have actually reinforced and increased the built 'wall'. The legibility of the Hunter and Evans Street block as a cohesive cluster is more obvious both from the air and on the ground. The ability to read this cluster as based on the original island is more apparent with the Davey Street edge of Zero Davey providing a strong edge separating it from the Federation Concert Hall and Grand Chancellor

On the Cove floor, the redevelopment or replacement of a number of the 20th century wharf sheds has again reinforced the scale and typology of the large functional buildings on the floor. These are readily discernible by their large footprints and uniform design.



Fig. 62 The Cove and City backdrop in 1991- note the low-rise development in the western end of Evans Street.



Fig. 63 The Cove and City backdrop in 2023- note the intensification in the mid-city area and development at the western end of Evans Street which reinforces the built 'wall'.

Notwithstanding observations that some of the recent developments have not entirely conformed to the principles of the SCPR, the overall differentiation of the two spatial and built form typologies (the 'wall' and 'floor') is arguably stronger with the increase on bulk and scale in certain locations, particularly at the Hunter Street end of the Cove. What is evident is the weakness of the expression of these typologies in the Mac Point area largely due to the removal of the remnant railway roundhouse and other substantial industrial structures.

The change to the western end of the Hunter / Evans Street block is evident in comparing photos from early 20th century and the early 21st century. There are three key differences:

- The separation of the reclaimed land to the north (now the Mac Point site) from the factories and warehouses on Hunter Island to the south by the diverted rivulet outfall,
- The dramatic increase in the height and bulk of these buildings in contrast to those at the eastern end of the site (the current Centre for the Arts buildings) which have remained essentially unaltered, and

- The substantial port infrastructure, including the TasPorts Control Tower closing the view.

The conversion of the rivulet course into what is now Evans Street has served to provide required access around the Mac Point area into the port area but has ‘buried’ this remnant of the earlier topographic character.

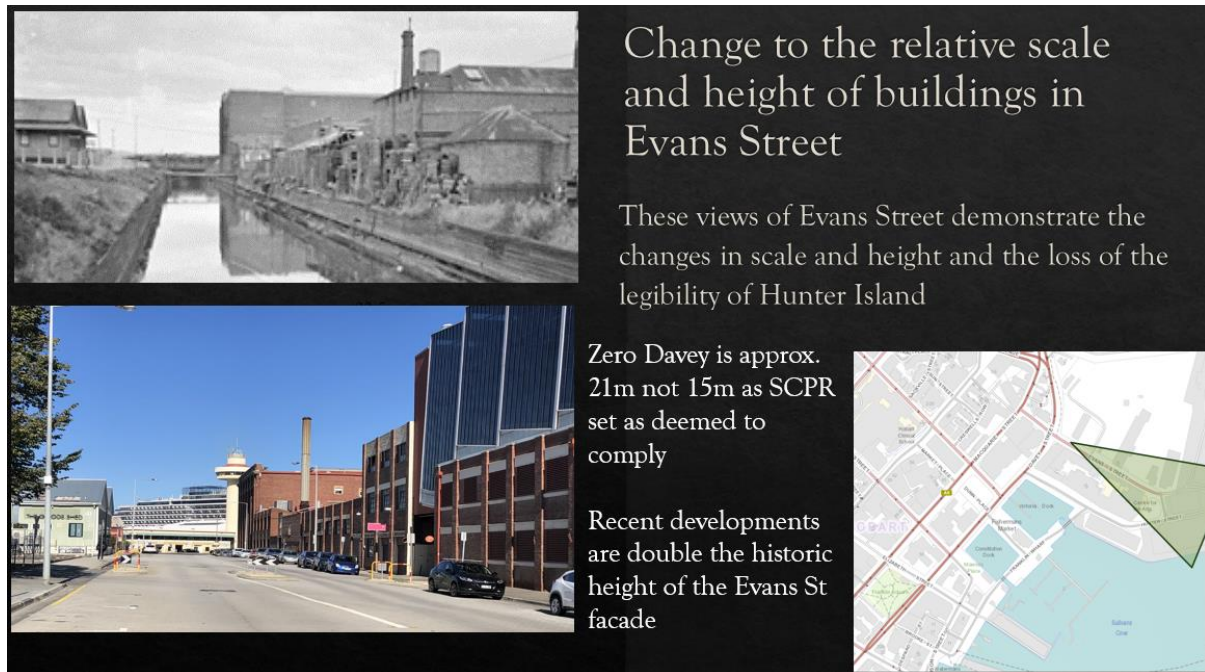


Fig. 64 Changes in Evans Street from early 20th century to 2024.

The recent IXL Apartments and Zero Davey developments have exceeded the preferred heights set in the SCPR by several metres but this has also reinforced the built edge of the block.

Those preferred heights from the SCPR have quite consistently been interpreted as benchmarks rather than maximums. The translation of these into the Sullivans Cove Planning Scheme 1997 resulted in some broadly applied ‘deemed to comply’ heights on the Mac Point area at 15m. The preparation of the detailed Master Plan by the MPDC in 2017 imposed some extremely detailed and specifically applied building envelopes to the area based on the MONA vision around a large central public space with a range of smaller streets or laneways creating a very deliberate urban form and footprint.

These set heights up to 22.5m as ‘deemed to comply’ in contrast to the previous 15m for the former Railyards. These heights generally recognize the principle of the ‘deemed to comply’ rising away from the Cove.

Application of these current planning scheme building envelopes to the original SCPR benchmarks indicates a substantially more complex range of heights on the site. This requires further analysis in the light of the actual scale of new development across the city backdrop and the Evans Street buildings. The latter rise to the same as the deemed to comply heights on the Mac Point site at 22m.

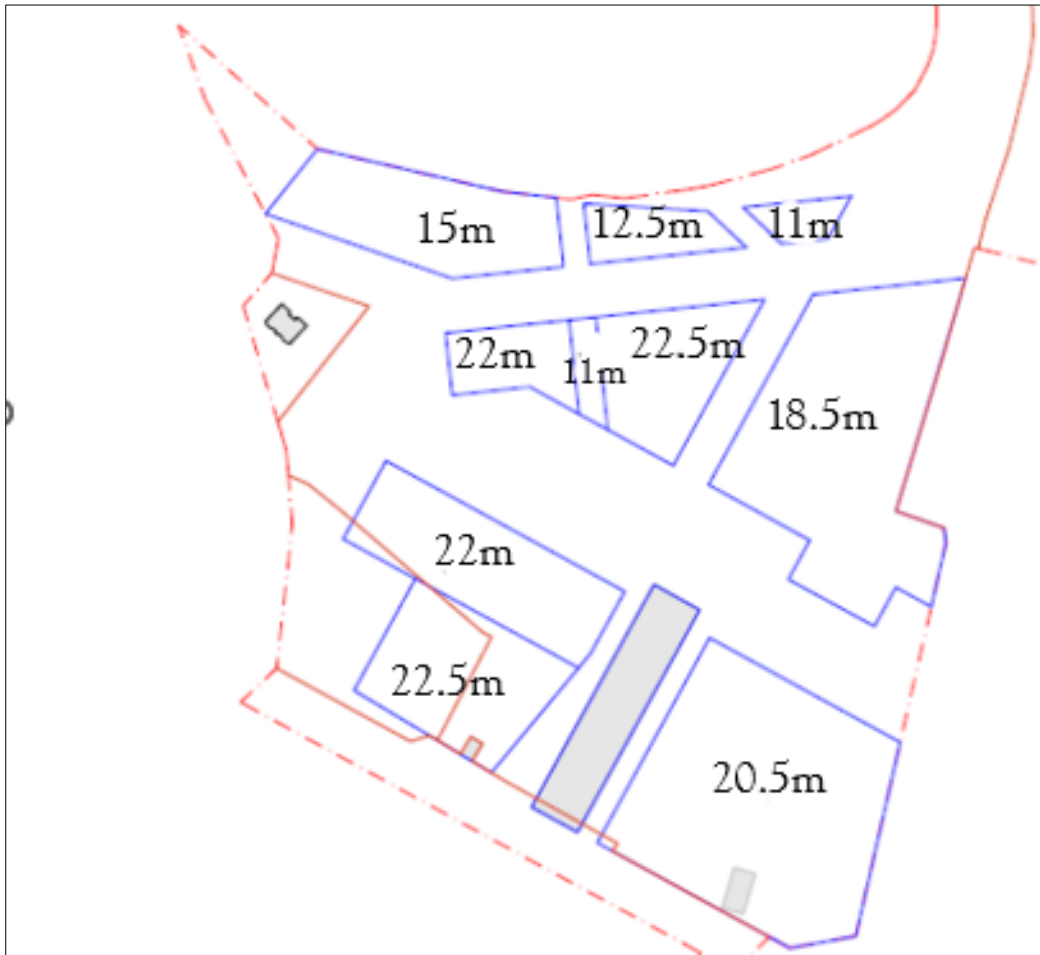


Fig. 65 Deemed to comply heights in the current Sullivans Cove Planning Scheme.

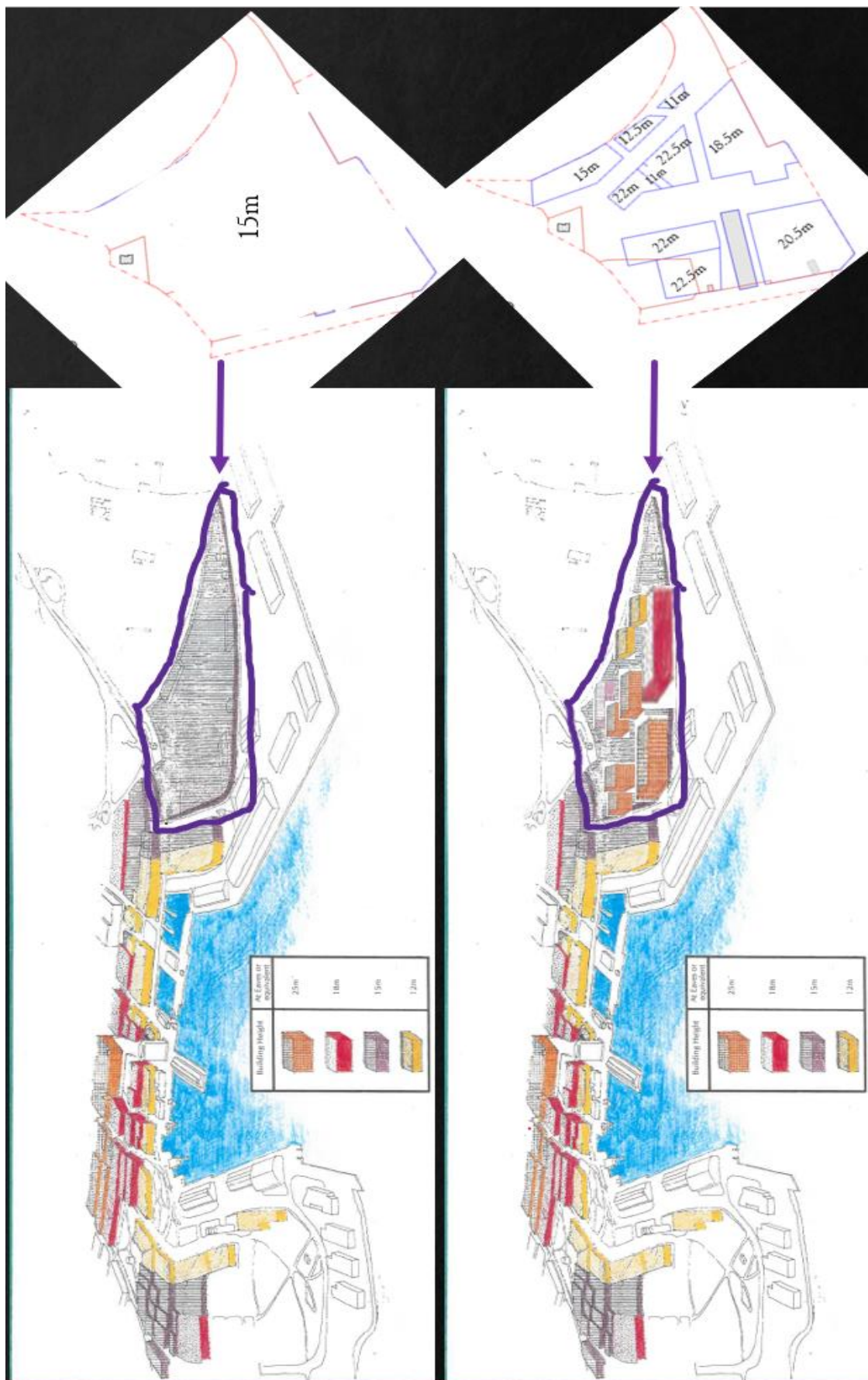


Fig. 66 Application of the deemed to comply heights to the original SCPR representation of preferred heights showing a substantial increase from the generalized 15m.

This analysis does not recommend new ‘deemed to comply heights’ in the form of building envelopes as these should be derived from a more detailed master planning exercise that is informed by the preferred or specific use and functions and their locations. However, there is a case that the application of height limits is too blunt an instrument to shape and control new development across a very large site with a multitude of possible uses and forms.

16. Design principles and guidelines

The application of principles and design guidelines may be a better approach to facilitate quality designs for uses which have unique functional needs.

Those principles indicate that the apparent mass of new buildings should be derived from the site qualities and constraints as well as the function of the required location, scale, height and relationship of new buildings to each other to reflect the spatial typology, heritage, landscape character and access issues.

The site context indicates that the primary future character should be consistent with the existing Cove ‘Floor’ characterised by unstructured space with carefully placed, large-scale buildings with strong ‘in the round’ typology. This is consistent with the urban design guidelines applicable to the Cove but also reflective of the historical pattern and form of development on the site itself.



Fig. 67 The Cove floor is appropriately occupied by large ‘in the round’ buildings

Notwithstanding this, new development should be responsive to the sensitivities from critical viewing points. The design response will vary depending on the visual impact issue for specific locations.

There are two key considerations in such responses:

- the apparent 'lightness' of structures to mitigate their bulk and scale (as recommended by Shelton in 2006), and
- the use of variety of shape, materials and colour to diminish the bulk and expansiveness where the functional needs dictate very large buildings.

Designing new buildings in accordance with the Cove floor typology, needs to be balanced against the capacity for these structures to overwhelm the finer grained historic fabric. In summary, buildings on Mac Point can be large, space occupying, having an all-round expression, be functional and modern yet not overwhelming of the broader context or detracting from the smaller, finer grained 19th century setting.

On the basis that the Mac Point site is part of the Cove floor, further guidance on the appropriate scale and spatial relationship of future development can be drawn from that already occupying the adjacent areas of the floor.

The 'copying' of the 6 nearby wharf related sheds onto the site provides nothing more than an indicative future layout of similarly scaled buildings but does suggest a pattern and spatial relationship that should be considered in future master planning for the site. This is characterized by a range of large buildings placed within the primary space and thereby creating secondary or connected spaces that flow between them.

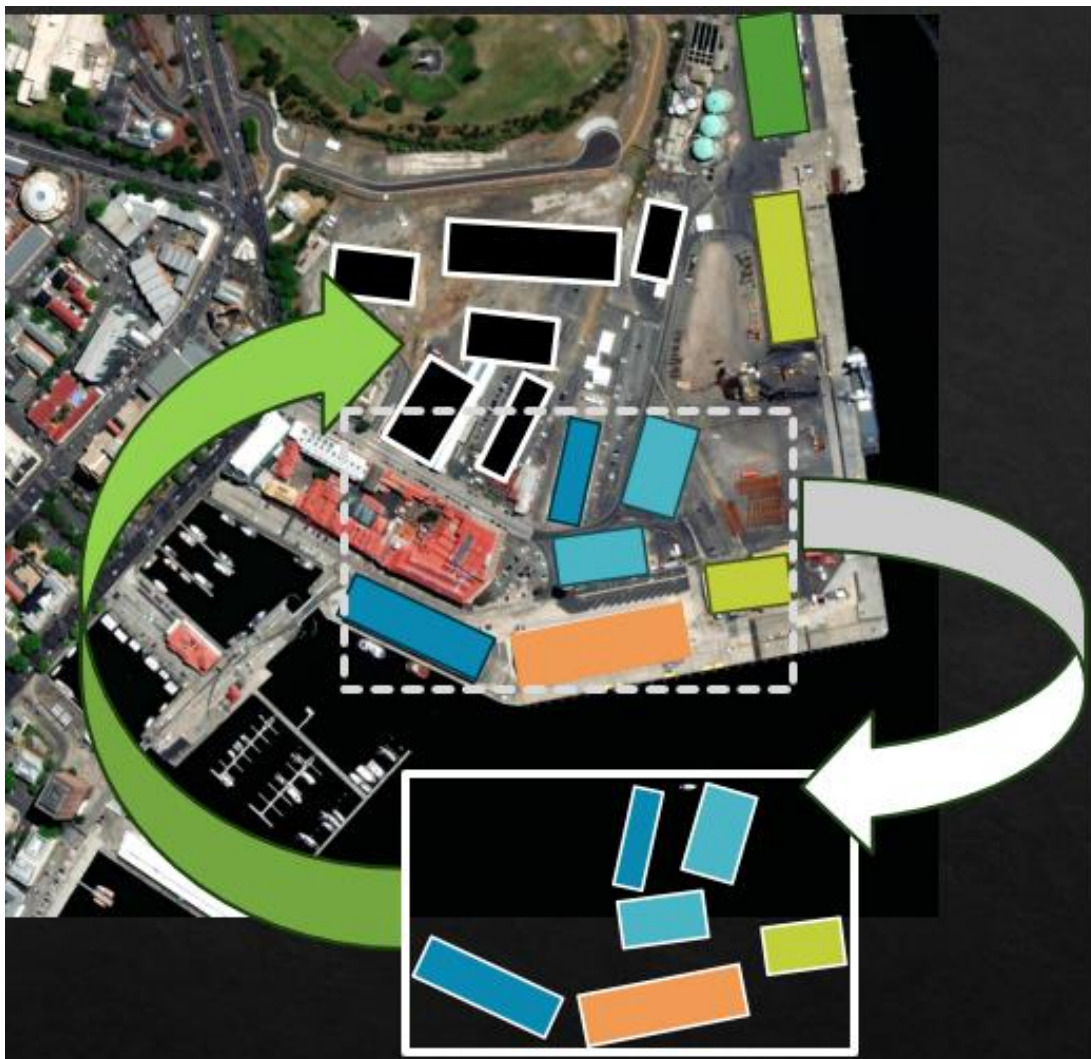


Fig. 68 Indicative building typologies appropriate to the Mac Point site derived from copying the pattern, scale and relationship of nearby Cove floor buildings.

The analysis of views to Hunter Street from a variety of locations indicates that the majority will feature a backdrop of buildings visible behind the façade. The qualities of the Cove's heritage represented by the cohesive streetscapes in Hunter Street and Salamanca Place deserve some protection from more immediate viewing angles.

Coincidentally the viewing locations that afford the entire streetscape are those that are in close proximity. In other words, the places where the majority or totality of the historic façade can be seen, are those where the facades, by virtue of their height in relation to the street width, themselves block views of any buildings behind on the Mac Point site unless they protrude above the viewline to the top of the facades.

The street width of about 32m generates a viewline over the facades (variously 9 to 12m high) which results in buildings at the Evans Street frontage of the Mac Point site being obscured unless they are more than approximately 35m high. As the distance from Evans Street increases the building envelope also increases in height at a ratio of 4 to 1 (for every 4 metres of setback the height rises 1 metre) or at an angle of 14 degrees. (see Fig. 69)

From view locations further away from the façades, the views are limited laterally by the placement of other buildings resulting in only some of the facades being seen. They are also characterised by the already evident backdrop of more recent buildings. However, the angle of view also means that from many locations the majority of the Mac Point site is not directly behind the visible sections of the facades.

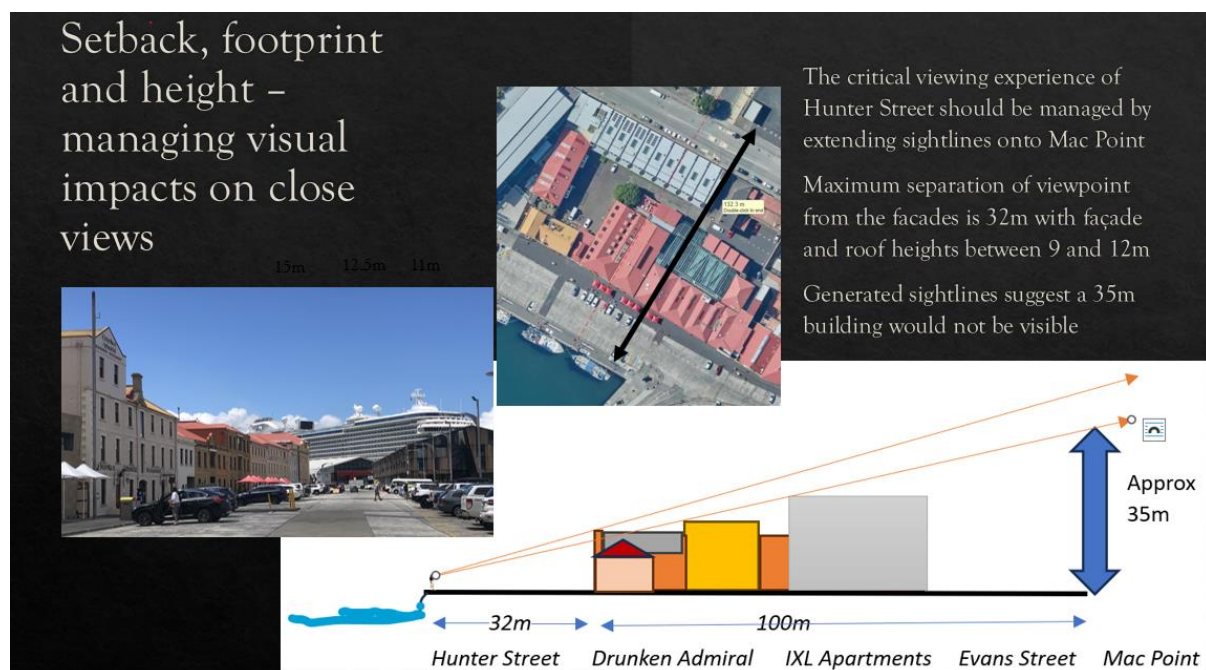


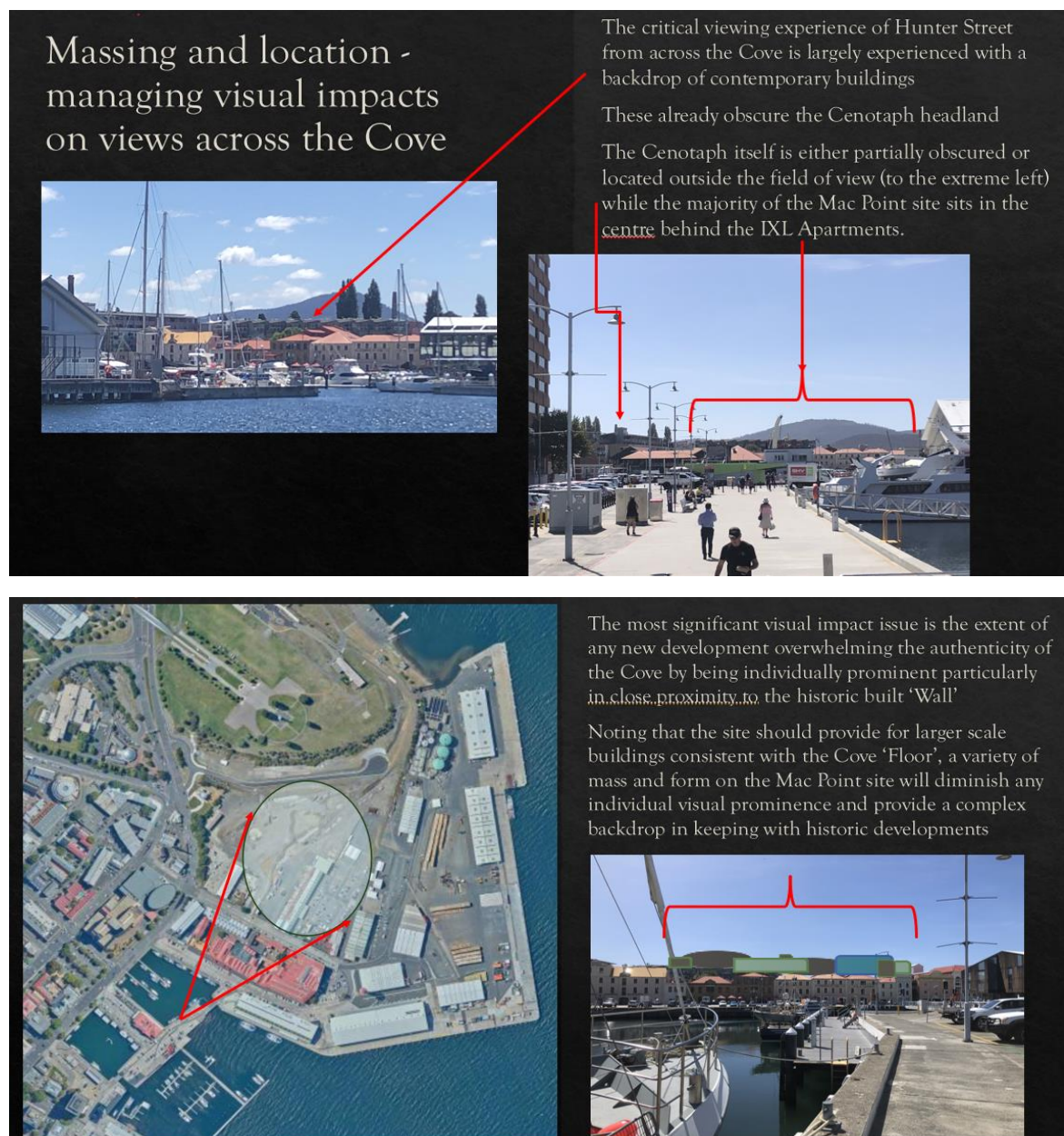
Fig. 69 Sightlines in Hunter Street assist with setting building envelopes and heights on the Mac Point site.

From these locations the most significant visual impact issue is the extent of any new

development overwhelming the authenticity of the Cove by being ‘individually prominent’ particularly when viewed together or in close proximity to the historic built ‘Wall’.

The principles indicate buildings on the Cove ‘floor’ should be different to those within the ‘wall’. Consequentially, the mitigation measures for managing their impact in relationship to the historic finer-grained buildings will be different.

Noting that the Mac Point site should provide for larger scale buildings consistent with the Cove ‘floor’ typology, a using a variety of mass and form will diminish any individual visual prominence and provide a complex backdrop in keeping with both the typologies of the historic developments in that area and the more recent Zero Davey and IXL Apartment buildings. The conceptual approach is demonstrated by the use of shapes and colours and should not be taken literally.



Figs. 70 and 71 Issues in managing the visual impacts of the backdrop to the Hunter Street buildings by conceptually breaking up the mass, location and colours of new development..



Fig. 72 The variety of form of any new development would reflect the historic pattern of developments on the former railyard site.

Visual impacts can also be managed without distorting the different building and spatial typologies that are appropriate on the Cove 'floor'. The key principle in the SCPR was to protect the integrity of the heritage by ensuring that new buildings do not mimic the historic fabric and that the Cove evolves and embraces change.

Shelton (2006) indicates that new structures on the floor should be light and use transparency and materials to reduce the visual dominance that their larger scale and form might otherwise present.

An example of how different scale and contrast in style can be modulated by materials and form is seen in the Boijmans Art Depot in Rotterdam, a 40m high art gallery and storage area clad in mirrors that reflect the city around it. It contains 15,500 sq m of floor area.



Fig. 73 Two photographs of the 40m high Boijmans Art Depot in Rotterdam.

The SCPR illustrated the approach to new buildings in sensitive and historic locations by using the Louvre extensions designed by I M Pei as an exemplar. The form and scale of the building does not reflect the original 17th century parts of the palace but presents a strong contrast mitigated by the transparency and separation.

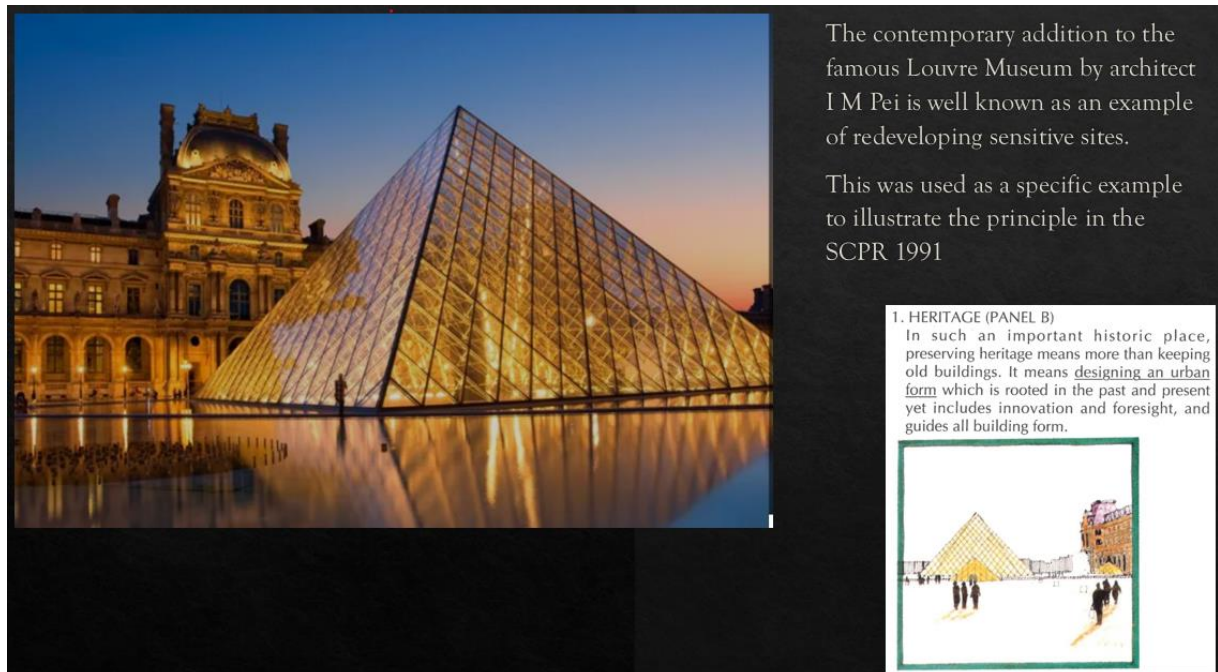


Fig. 74 The IM Pei extension to the Louvre Museum was used in the SCPR to illustrate the appropriate approach to new development adjacent to heritage buildings.

While recent large scale developments in the Cove have adopted a variety of shapes and forms that blend with the surrounding built context, this has been undermined by the uniformity in colour and tone as demonstrated by the Salamanca Square apartments.

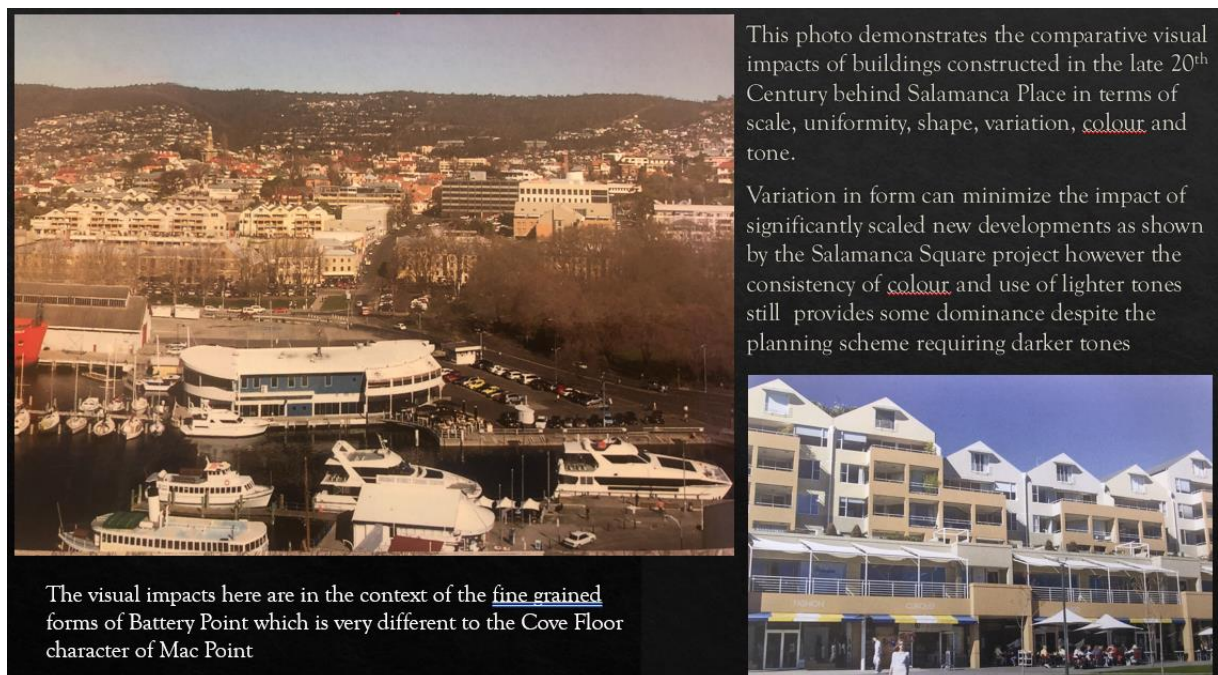


Fig. 75 The success of the variety in form is diminished by use of uniform colour and tone.