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A Comparative Study of Townscape Administration in the Central Business Districts of Osaka and Melbourne

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Abstract

This study aims to grasp the background of townscape policy administered in the Cities of Osaka and Melbourne with a view to creating a vision for the future outlook of these cities. Through detailed analysis and comparison of the Townscape Design Regulations and Guidance (TDRG) of Osaka and Melbourne, this study endeavors to highlight the ideal future direction of townscape administration in their Central Business Districts (CBDs).

The research findings concluded that; it is necessary to conduct townscape administration throughout the TDRG's target area, as is the case in Melbourne, with special consideration of the overall outlook of the area, and it is essential to set up, not only building design regulations for each building and along-the-street regulations for creating harmonized street landscape, but also comprehensive townscape regulations based on the characteristics that blocks and districts possess to differentiate their townscape.

Introduction

The CBD is a symbol of any big city, where the majority of urban residents live or work every day. Townscape administration, therefore, is considered as important. In this study, comparison of townscape administration in the CBDs of Osaka and Melbourne Cities was carried out to explore its ideal future direction in CBDs.

Study Method

Firstly, the history of the cities of Osaka and Melbourne and vision for their ideal future outlook were examined through a literature survey, which clarified the background and current status of townscape policy administered in both cities. Additionally, the basic framework of both city's townscape administration was examined based on their townscape policies and TDRG.

Thereafter Osaka and Melbourne's TDRG and standards were compared using designated subject districts. In Osaka City, Naniwa-suji, Yotsubashi-suji, Mido-suji and Sakai-suji streets were selected as subject streets. In Melbourne City, "Melbourne Planning Scheme-Central City Design and Guidelines" based on "Local Section of Melbourne Planning Scheme" was examined, and the CBD, where these guidelines are administered, was selected as the subject district for survey.

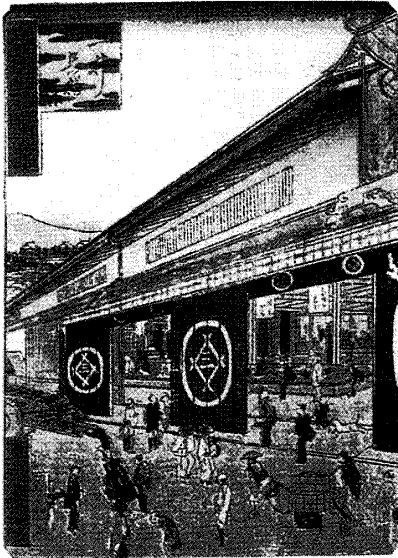
Finally, TDRG conducted in each district of Osaka and Melbourne, covering Lots, Buildings, Advertisements and Others, were compared.

Results of Analysis and Discussion

1. The background of Townscape Policy

(1) The background of Osaka City's Townscape Policy

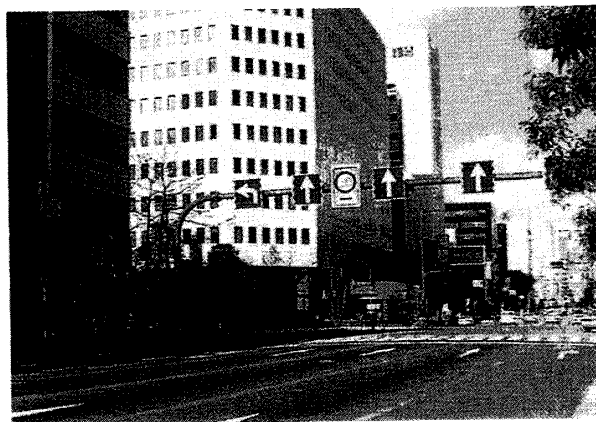
As a starting point a comprehensive history of Townscape Policy was examined. At the end of the Edo Period, Osaka was developed from the viewpoint of human-scale design, making it busy and thriving. At the beginning of the Showa Period, on the other hand, Osaka was orderly designed and buildings had detailed facade. However analysis of the Osaka of today highlights a city with a highly artificial townscape void of its traditional and historical characteristics. This has evolved through the rapid urbanization of the city, with resultant high economic growth and ultimately unplanned townscape development (Fig. 1).



At the end of Edo period



At the beginnig of Showa period



At the present

Fig. 1. Change in townscape of Osaka city

The city views its future outlook as "Space rich in Amenities." It declared that on a long-term prospect, active efforts should be made to create "Space rich in amenities," which harmonizes well in the whole city, with the cooperation of the city, citizens and companies by fully utilizing and coordinating the following factors which constitute amenities; nature, history, culture and population. In the declaration, it also sets the goal concerning creation of better townscape (Table 1).

Table 1. Future's outlook of Osaka city

<p>○ Space Rich in Amenities</p> <p>1 Basic Understanding</p> <p>On a long-term prospective, active efforts should be made to create "space rich in amenities", which harmonizes well in the whole city with the cooperation of the city, citizen and companies, by fully utilizing and coordinating the following factors which constitute amenities; nature, history, culture, and population.</p> <p>2 Future's Course</p> <p>① Attractive Space Comfortable to Live</p> <p>Efforts should be made to create a city filled with a creative and urban atmosphere, comfortable to live in and possessing characteristics unique to Osaka, by effectively utilizing the assets Osaka City holds such as rivers, coastlines, parks and historic buildings as well as newly-developing assets.</p> <p>A - Integration of Rivers, Flowers and Greenery into City Design</p> <p>Osaka City, commonly known as "Mizuno Miyako (City Rich in Rivers)", is blessed with plenty of river sides. In addition, the city has large many parks such as Osaka Castle Park and Tsurumi Ryokuchi. Efforts should be made to create a beautiful city through continuous and total development by integrating these natural assets into the city design.</p> <p>B - Mature City with Various Cultural Attractions</p> <p>In the creation of a mature city, historical and cultural assets should fully be utilized, illuminating the many cultural attractions unique to Osaka.</p> <p>C - Creation of Attractive Townscape and Atmosphere</p> <p>In accordance with City Design Guidelines, buildings and roads should be regulated and upgraded to create a city with a townscape reflective of the unique characteristics of its various areas. In addition, spaces equipped for bustling crowd should be established to give the city a new vitality, with truly urban atmosphere.</p> <p>② Climate for Nurturing Rich, Urban Environments</p> <p>Participation and cooperation of the city, citizen and companies are required to create a space rich in amenities. Therefore, efforts should be made to enhance their understanding and awareness of the importance of amenities, the establishing a climate for nurturing rich, urban environments.</p>

In "the Basic Plan for Townscape Creation," the city sets the goal mentioned above, and is planning to create a townscape unique to Osaka, rich in amenities with great beauty. In addition, "Aesthetic Building Guidelines," "Comprehensive Design System," "Prior Consultation System for Larger Buildings," "Planting Design Guidelines," "Parking Lot Design Guidelines," "Advertising Tower Control Guidelines and Outdoor Advertising Tower Guidelines" and "Agreement of Building Design" have been set up as townscape administrations. Specified blocks, Beautiful Landscape Conservation Zones, Scenic Beauty Conservation Zones and areas for district planning system and redevelopment district planning system are designated in the city, in accordance with Laws or Ordinances related to Urban Planning (Table 2).

TDRG has been set up on districts along the 4 main streets in the CBD. A goal for townscape improvement is set for each street. For example, in Mido-suji Street, the goal is to create an attractive street which services as the symbol street of Osaka City, which attracting

Table 2. Townscape administration in Osaka city

● Aesthetic Building Guideline (1982)			
● Comprehensive Design System (1973)			
● Prior Consultation System for Larger Buildings (1974)			
● Planting Design Guideline (1992)			
● Parking Lot Design Guideline			
● Advertising Tower Control Guidelines and Outdoor Advertising Tower Guidelines			
● Agreement of Building Design	12 Cases	16 ha	
● Institutions by Urban Planning	Specified Block System	12 Blocks	16 ha
	Beautiful Landscape Conservation Zone	4 Zones	134 ha
	Scenic Beauty Conservation Zone	7 Zones	549 ha
	District Planning System	2 Districts	32 ha
	Redevelopment District Planning System	6 Districts	197 ha

more people and visitors.

(2) *The background of Melbourne City's townscape administration*

Location of CBD and the green belt area around the CBD was examined. A green belt area was constructed in the middle of a built-up area, in the early stages of the city's development. This green belt area protected the city from experiencing unplanned development and sprawling. The inside of the green belt area was fully integrated as a part of the CBD.

In the city's outlook, "Plan matching new development and traditional system," "Integration of new development into urban heritages, contexts and the creation of uniqueness to the city" and "Connection of the high-density main developing area and its outlying areas" have been adopted as the basic framework concerning any new development in the CBD. Table-3 illustrates 8 concrete courses the city should take. Concrete townscape administration is described in "Planning and Environment Act 1987," "Historic Building Act 1981" and "Melbourne Planning Scheme - state, regional and local sections" and has been administered in conjunction with other administrations (Table 4).

The exterior wall of one- or two- story sections of high-rise buildings are designed on the bases of the historic characteristics of the city. Construction of a wall should keep its position just inside the border line of sites. Flinders Street Station is designated as one of the historical buildings, and the war memorial tower can be looked up from Swanston Street. Thus, history of this town can be felt everywhere, although this subject district is high-density CBD with many high-rise buildings (Fig. 2).

(3) *Summary*

As a result of examination, many townscape administrations have been set up in Osaka City and most of the TDRG have been established for the district along the main streets in the CBD. In Melbourne City, on the other hand, townscape administration has been integrated in the wider urban development administration and carried out in coordination with other related administrations. In addition, unlike Osaka City, TDRG has been established, covering the whole CBD.

Table 3. Future's outlook of Melbourne city

○ **New Development in CBD****1 Fundamental Understandings**

- Plan for creation of Harmony between new development and traditional scheme
- Creation of uniqueness and integration of new development into heritages and context in urban areas
- Connection of high-density CBD and its outlying area

2 Future's Course

- Collins Street, Swanston Street and Elizabeth Street should be regarded as streets representative of the district. High-quality design, superb finish and environments comfortable for pedestrians should be provided for the occupants of the buildings along these streets.
- Efforts should be made to construct traditional rectangular-shaped buildings along the streets laid out in a grid pattern. New buildings and parapettos attached on the roof of existing buildings should be made the same height.
- Existing buildings or other constructions next to development area should take priority over all other things. In particular, if historic buildings or other constructions stand next to the area, care should be taken to create harmony between the existing and new buildings in terms of shape, size and materials selection.
- The exterior wall of buildings which faces onto the street should be designed for construction in allignment between private space and streets or other public spaces to serve as a party line.
- The exterior walls of private buildings standing on dead end areas of vista lines, corner lots and the fringe of the CBD, which show the characteristic nature of the district, should be designed in accordance with their publicity, as well as their owner's taste.
- Not only historic buildings and urban heritage block, but also redeveloped private historic buildings should be preserved.
- Efforts should be made to develop higher-density CBD by gathering high-rise buildings at the core area of the CBD and then being surrounded by high-rise or three to five storied buildings. (Buildings standing on the fringe of the CBD should be provided with facade when they face onto the garden park surrounding the CBD.)
- The city should be developed from a pedestrian's point of view.

Table 4. Townscape administration in Melbourne city

Planning and Environment Act 1987

The act was implemented in Australia. Melbourne Planning Scheme - Local section has its foundation in this act.

Historic Building Act 1981

The act, regarding historic buildings. Melbourne Planning - Local section covers historic buildings excluded from this act.

Melbourne Planning Scheme - State section

This scheme is the highest ranking of all Melbourne Planning Schemes. It is the upper-ranking scheme of Planning Schemes which all the municipal governments in Victoria State have carried out.

Melbourne Planning Scheme - Regional section

The upper-ranking scheme of Melbourne Planning Scheme - Local section. This scheme is the highest-ranking planning scheme of all specified districts in Melbourne City.

Melbourne Planning Scheme - Local section

Proposed Melbourne Plan. Local section is divided into 2 areas, CBD and its outlying area. The scheme prescribes new development regulations covering; construction purpose, townscape improvement, preservation of historic buildings and relaxation of floor area ratio in details.

Melbourne Planning Scheme - Central City Design & Guidelines

Design Guidelines for CBD Melbourne Planning Scheme - Local sections cover.

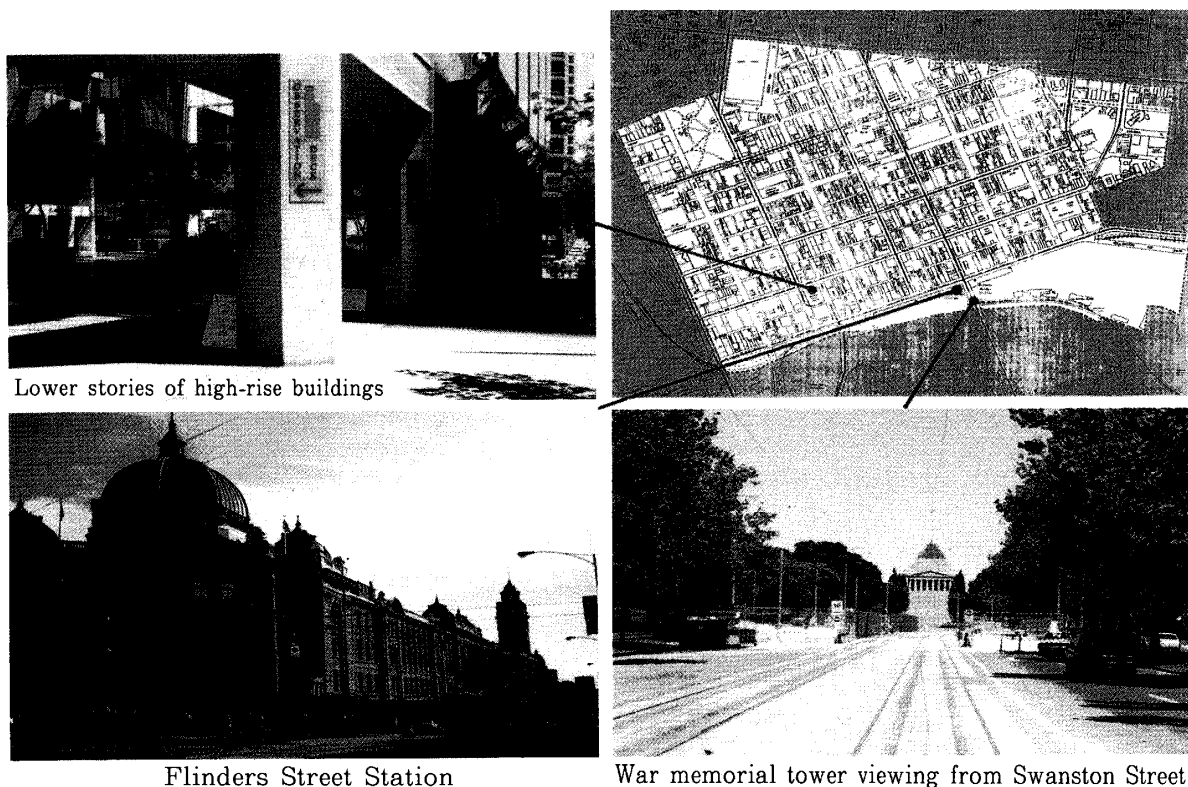


Fig. 2. Typical townscape in Melbourne city.

2. TDRG and Current Status

(1) TDRG in Osaka City

The city has carried out townscape regulations and guidance in accordance with Comprehensive Design System (Public Space Improvement). TDRG is provided for Planting Design, Lighting Design, Car Access Area and Sign and Billboard in square-type public spaces and sidewalk-type public spaces, as well as Pavement Design and Furniture in square-type public spaces. In addition, TDRG is provided for Maintenance and Historic Buildings in the both openspaces. These results indicate that the creation of these openspaces will place emphasis on in Comprehensive Design System and Public Space Improvement Guidelines (Table 5).

Moreover, Layout of Building, Building Height, Frontage Width and Building Area, and Materials and Color of Exterior Wall are regulated in accordance with Aesthetic Building Guidelines (Table 6).

(2) Melbourne City's TDRG in Melbourne Planning Scheme

With regards to comprehensive townscape regulations, as shown in Fig. 3, CBD is divided into 35 blocks, for each of which the goal for townscape improvement is set in accordance with the Regulations and Guidance concerning the whole development of the CBD. TDCG is carried out in each block based on its own goal. TDRG covers Design of Public Space, Planting Design, Existing Trees, Frontage Width, Detailed Design of Building, and First Floor Design and Access Area.

Fig. 4 shows Melbourne City's district surveyed for along-the-street, building design, and

Table 5. Regulations and guidance included in comprehensive design system in Osaka city

<p><Sidewalk-type Public Spaces></p> <ul style="list-style-type: none"> ● General Particulars (Design of continuous pedestrian space and/or concern on safety at night) ● Planting Design (Layout of trees to be planted along streets) ● Lighting Design (Complement of street lights) ● Car Access Area (Reducing space cut off by traffic lane) ● Sign and Billboard (Installation of openspace signs and/or Removal of billboards) <p><Square-type Public Spaces></p> <ul style="list-style-type: none"> ● General Particulars (Providing functions and facilities suitable to each district for openspaces and their layout to make them easy to use and recognize) ● Planting Design (Planting of flowering trees or shrubs or planting mainly of deciduous trees) ● Pavement Design (Design using the characteristics of a square and/or proper pavement materials selection) ● Car Access Area (Reducing square cut off by traffic lane) ● Sign and Furniture (Installation of openspace sign, installation of public sign, removal of billboards and/or proper layout of street furniture) <p><Others></p> <ul style="list-style-type: none"> ● Maintenance (Securing of Publicity and Openness and/or proper maintenance) ● Historic Buildings (Preservation and/or redevelopment for use)
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Table 6. Regulations and guidance included in aesthetic building guidelines

<ul style="list-style-type: none"> ● Layout of Buildings (The exterior of buildings facing onto the street should be set from 1 to 4 m back.) ● Building Height (There are the height regulations as followings; more than 4-storied buildings facing on Naniwa-suji, the south part of Yotsubashi-suji and Sakai-suji, more than 6-storied buildings facing on the north part of Yotsubashi-suji and Mido-suji and 50 m of the height of buildings facing on Mido-suji) ● Frontage Width and Building Area of Constructions (More than 10 m in width of frontage and more than 200 m² of building area) ● Materials and Color of Exterior Wall (Matching color of exterior wall and street trees, materials which keep exterior walls clean) ● First Floor Design (Installation of grille shutter or shopwindow, Prohibition of car access from the side facing onto the street and/or placing service yard and parking space on basement or behind the building) ● Building Facilities (Screening pipes and laundry off, covering roof facilities and sharing of a TV antenna) ● Advertising Tower (less than 50 m² of advertising tower area, less than 1 to 1.5 m in length of the part of the tower sticking out into the air, more than 3.5 m in height, prohibition of use of the window surface, prohibition of use of the tower with flashing on and off light and the tower with movable decoration to it, and balanced harmony with the tower and the building)

<ul style="list-style-type: none"> ● Design of public openspace (Openspace and atrium) ● Planting design (Approval of Melbourne City is necessary.) ● Existing Trees (Matching them and new layout design and their preservation) ● Frontage width and design (Design for frontage of shops and amusement facilities) ● Location of exterior wall (More than 40 m high wall needs to be set 10 m back, and regulations on set-back should be provided for the part of wall close to the level.) ● Detailed design (matching with surrounding environment and exterior wall materials and color) ● First Floor Design (Recommendation of attractive facade) ● Access area (Proper size) ● Concern on shaded area because of the building (Regulation concerning sun shadow for public space) ● Roof Shape and Facility Installation (Unification of skyline of buildings and screening of roof facilities) ● Advertising Tower (Regulations concerning urban heritages, lightning, post structure, the number approved by the city, the distance from exterior wall, advertising tower area, the length of the part of the tower sticking out into the air, the way to display, detailed design and others) ● Historic Building (Urban heritage block, building contributing to the city and historic tree) ● Relaxation of Floor Area Ratio (Basic floor area ratio and maximum extendable floor area ratio) 	<p>CBD divided into 35 blocks according to CBD to Melbourne Planning Scheme</p> <p>Legend: - - - - - CBD _____ Boundary of Blocks</p>
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Fig. 3. Regulations and guidance concerning the whole development in the CBD.

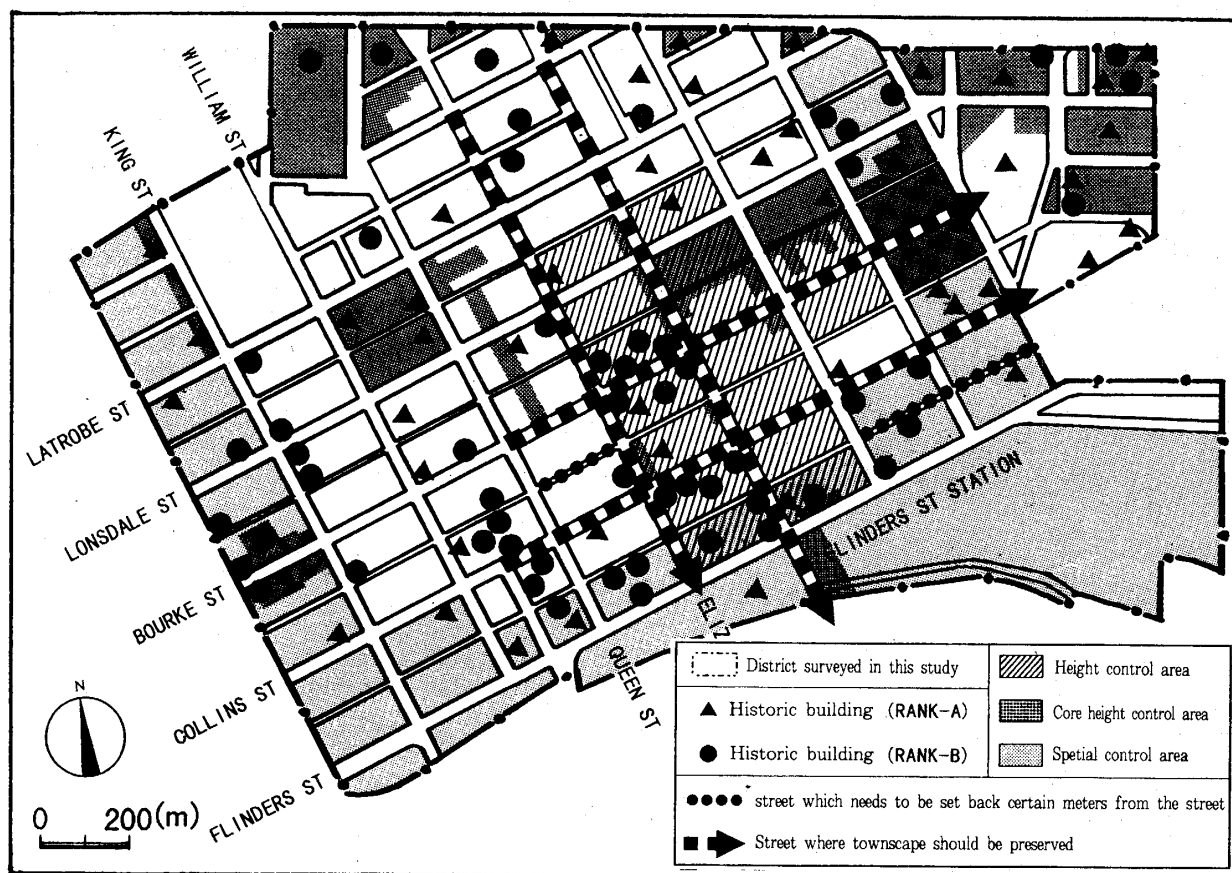


Fig. 4. Melbourne city's district surveyed for townscape regulations and guidance.

comprehensive townscape regulations and guidance.

With regards to along-the-street townscape regulations, 4 main streets, Swanston Street, Elizabeth Street, Collins Street and Bourke Street, are designated as streets on which townscape should be preserved. The important buildings along these streets are designed to stand on a vista line, in order to put emphasis on the street symbol. Only 2 main streets are designated as streets from which buildings should be set back a certain degree. The above-mentioned results indicate that Melbourne City places emphasis on preservation of historical characteristics, or that exterior wall of buildings along the streets stand just inside the border line of the site.

With regards to building design regulation, TDRG, including design of buildings, are provided for Rank-A type historic buildings which are regulated by Historic Building Law 1981 and Rank-B type historic buildings which are regulated by Melbourne Planning Scheme. In addition, the Building Height Control is provided for the core area of the CBD and its layout respectively with spatial controls provided for the fringe of the CBD.

(3) Summary

The results of the evaluation of Osaka and Melbourne concluded that TDRG should be established through a combination of Regulations and Guidance concerning the whole development in the CBD and Along-the-Street, Building Design and Comprehensive Townscape Regulations properly.

Comparison of TDRG by district is shown in Table 7. Osaka City offers more detailed

Table 7. Comparison of townscape design regulations and guidance by district site

		Osaka				Melbourne			Osaka				Melbourne
		Naniwa-suji st.	Yotsubashi-suji st.	Mido-suji st.	Sakai-suji st.				Naniwa-suji st.	Yotsubashi-suji st.	Mido-suji st.	Sakai-suji st.	
Site	Shape of public space	○	○	○	○	○	Building	Doorway					○
	Planting	○	○	○	○	○		Space					
	Planting-Specified tree	○	○	○	○		Advertising	Advertising Tower Area	○	○	○	○	○
	Car Access Area	○	○	○	○			Length of the Tower Sticking	○	○	○	○	○
	Lighting	○	○	○	○			Clearance to pavement	○	○	○	○	○
	Pavement	○	○	○	○			The Way of Display	○	○	○	○	○
	Sign and Billboard	○	○	○	○			Detailed Design	○	○	○	○	○
	Furniture	○	○	○	○			Urban Heritage					○
	Existing Tree					○		Lighting					○
Height					○	Post Structure						○	
Specified Height			○			Views and Vistas						○	
Building	The Number of Floors	○	○	○	○		Validity of Approval					○	
	Building Area	○	○	○	○		The Number of Advertisings Others					○	
	Exterior Wall Position	○	○	○	○	○	Others	Maintenance-Publicity of Openspace	○	○	○	○	
	Exterior Wall Position	○	○	○	○	○		Maintenance-Amenities of Openspace	○	○	○	○	
	Frontage Design and its Purpose					○		Maintenance-Maintenance of Openspace	○	○	○	○	
	First Floor Design	○	○	○	○	○		Historic Building	○	○	○	○	↓
	Detailed Design	○	○		○	○		Historic Building-Demolition					○
	Matching with Street Context	○	○			○		Historic Building-Alteration					○
	Exterior Wall Materials and Color	○	○	○	○	○		Historic Building-Heritage Precinct					○
	Building Facilities	○	○	○	○	○		Historic Building-Contributory Buildings					○
	Shape of Roof					○		Historic Building-Painting and Cleaning					○
	Layout					○		Notable Trees					○
	Concern over Sun Shade Area					○		Plot Ratio Bonuses					○

control on site provision than Melbourne City. Both cities carry out their own regulations on Building Design and Advertising Tower Control in details, although the same kinds of controls applied to the both cities are fewer. With respect to Others, Osaka City puts emphasis on control on the Maintenance of Openspaces for the districts, while Melbourne City emphasizes control on Historic Building for CBD. The both cities, therefore, consider that Building Design and Advertising Tower should be regulated. However, they see Site and Historic Building controls in different ways. Osaka City considers Creation of Openspaces important, while Melbourne City sees Historical Characteristics as important.

Conclusion

As a results of the comparison between Osaka and Melbourne's townscape administration, it is concluded that townscape administration should be established throughout the TDRG's target area from a comprehensive point of view, as is the case in the TDRG in Melbourne City Center, with special consideration of the future outlook of the area. In addition, it is crucial to set up not only Building Design Regulations and Guidance for each building and Along-the-Street Townscape Regulations and Guidance for creation of harmonized street landscape, but

also Comprehensive Townscape Regulations and Guidance based on the characteristics blocks and districts already have in order to differentiate each unique district townscape. Moreover, it is essential to carry out TDRG, targetting each building design, taking into consideration its relationship to its surrounding townscape and it is imperative that every effort be made to create a newly-harmonized townscape which can act as a model for future development.

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