

**COUNCIL MEETING**  
**MONDAY 19 DECEMBER 2022**

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**BUSINESS TO BE CONDUCTED AT THIS MEETING IS TO BE CONDUCTED IN THE ORDER IN WHICH IT IS SET OUT IN THIS AGENDA UNLESS THE COUNCIL BY ABSOLUTE MAJORITY DETERMINES OTHERWISE**

**COUNCIL MEETINGS, NOT INCLUDING CLOSED MEETING, ARE AUDIO-VISUALLY RECORDED AND PUBLISHED TO COUNCIL'S WEBSITE**

**1. ACKNOWLEDGEMENT OF COUNTRY**

The Mayor will:

- make the following statement:

*“I acknowledge the Tasmanian Aboriginal Community as the traditional custodians of the land on which we meet today, and pay respect to elders, past and present”.*

- advise the Meeting and members of the public that Council Meetings, not including Closed Meeting, are livestreamed, audio-visually recorded and published to Council’s website. The meeting is not protected by privilege. A link to the Agenda is available via Council’s website.

**2. APOLOGIES**

Nil

**3. DECLARATIONS OF INTERESTS OF COUNCILLORS OR CLOSE ASSOCIATE**

In accordance with Regulation 8 of the Local Government (Meeting Procedures) Regulations 2015 and Council’s adopted Code of Conduct, the Mayor requests Councillors to indicate whether they have, or are likely to have a pecuniary interest (any pecuniary benefits or pecuniary detriment) or conflict of interest in any item on the Agenda.

**4. OMNIBUS ITEMS****4.1 CONFIRMATION OF MINUTES****RECOMMENDATION:**

That the Minutes of the Council Meeting held on 28 November 2022, as circulated, be taken as read and confirmed.

**4.2 MAYOR'S COMMUNICATION****4.3 COUNCIL WORKSHOPS**

In addition to the Councillor's Meeting Briefing (workshop) conducted on Friday immediately preceding the Council Meeting the following workshops were conducted by Council since its last ordinary Council Meeting:

**PURPOSE****DATE**

Presentation regarding Skylands Project  
City Heart Project Update  
Confidential Briefing Chambroad

5 December

Confidential Briefing Chambroad

12 December

**RECOMMENDATION:**

That Council notes the workshops conducted.



#### **4.4. TABLING OF PETITIONS**

(Note: Petitions received by Councillors are to be forwarded to the Chief Executive Officer within seven days after receiving the petition).

Petitions are not to be tabled if they do not comply with Section 57(2) of the Local Government Act, or are defamatory, or the proposed actions are unlawful.

**4.5 REPORTS FROM OUTSIDE BODIES**

This agenda item is listed to facilitate the receipt of both informal and formal reporting from various outside bodies upon which Council has a representative involvement.

**REPORTS FROM SINGLE AND JOINT AUTHORITIES**

Provision is made for reports from Single and Joint Authorities if required.

Council is a participant in the following Single and Joint Authorities. These Authorities are required to provide quarterly reports to participating Councils, and these will be listed under this segment as and when received.

- **COPPING REFUSE DISPOSAL SITE JOINT AUTHORITY**  
Representatives: Cr James Walker

**Quarterly Reports**

September Quarterly Report pending

**Representative Reporting**

- **TASWATER CORPORATION**
- **GREATER HOBART COMMITTEE**

**REPORTS FROM COUNCIL AND SPECIAL COMMITTEES AND OTHER REPRESENTATIVE BODIES**

#### **4.6 WEEKLY BRIEFING REPORTS**

The Weekly Briefing Reports of 28 November and 5 and 12 December 2022 have been circulated to Councillors.

#### **RECOMMENDATION:**

That the information contained in the Weekly Briefing Reports of 28 November and 5 and 12 December 2022 be noted.

**5. PUBLIC QUESTION TIME**

Public question time at ordinary Council meetings will not exceed 15 minutes. An individual may ask questions at the meeting. Questions may be submitted to Council in writing on the Friday 10 days before the meeting or may be raised from the Public Gallery during this segment of the meeting.

The Chairman may request a Councillor or Council officer to answer a question. No debate is permitted on any questions or answers. Questions and answers are to be kept as brief as possible.

**5.1 PUBLIC QUESTIONS ON NOTICE**

(Seven days before an ordinary Meeting, a member of the public may give written notice to the Chief Executive Officer of a question to be asked at the meeting). A maximum of two questions may be submitted in writing before the meeting.

Nil.

**5.2 ANSWERS TO QUESTIONS ON NOTICE**

The Mayor may address Questions on Notice submitted by members of the public.

Nil.

**5.3 ANSWERS TO PREVIOUS QUESTIONS TAKEN ON NOTICE**

Nil.

**5.4 QUESTIONS WITHOUT NOTICE**

The Chairperson may invite members of the public present to ask questions without notice.

Questions are to relate to the activities of the Council. Questions without notice will be dependent on available time at the meeting.

Council Policy provides that the Chairperson may refuse to allow a question on notice to be listed or refuse to respond to a question put at a meeting without notice that relates to any item listed on the agenda for the Council meeting (note: this ground for refusal is in order to avoid any procedural fairness concerns arising in respect to any matter to be determined on the Council Meeting Agenda).

When dealing with Questions without Notice that require research and a more detailed response the Chairman may require that the question be put on notice and in writing. Wherever possible, answers will be provided at the next ordinary Council Meeting.

<b>6. DEPUTATIONS BY MEMBERS OF THE PUBLIC</b>
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(In accordance with Regulation 38 of the Local Government (Meeting Procedures) Regulations 2015 and in accordance with Council Policy, deputation requests are invited to address the Meeting and make statements or deliver reports to Council)

<b>7</b>	<b>PLANNING AUTHORITY MATTERS</b>
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In accordance with Regulation 25 (1) of the Local Government (Meeting Procedures) Regulations 2015, the Mayor advises that the Council intends to act as a Planning Authority under the Land Use Planning and Approvals Act 1993, to deal with the following items:

**7.1 DEVELOPMENT APPLICATION PDPLANPMTD-2022/026489 – 26A ESPLANADE, LINDISFARNE - BOAT SHED AND JETTY****EXECUTIVE SUMMARY****PURPOSE**

The purpose of this report is to consider the application made for a boat shed and jetty at 26A Esplanade, Lindisfarne.

**RELATION TO PLANNING PROVISIONS**

The land is zoned Open Space (97%) and Recreation (2%) and subject to the Parking and Sustainable Transport Code, Coastal Erosion Hazard Code, Coastal Inundation Prone Areas Code, Flood-prone Hazard Areas Code, Landslip Code, Natural Assets Code, Potentially Contaminated Land Code and Safeguarding of Airport Assets Code under the Tasmanian Planning Scheme - Clarence (the Scheme). In accordance with the Scheme the proposal is a Discretionary development.

**LEGISLATIVE REQUIREMENTS**

The report on this item details the basis and reasons for the recommendation. Any alternative decision by Council will require a full statement of reasons in order to maintain the integrity of the Planning approval process and to comply with the requirements of the Judicial Review Act and the Local Government (Meeting Procedures) Regulations 2015.

Council is required to exercise a discretion within the statutory 42-day period which was extended with the consent of the applicant until 21 December 2022.

**CONSULTATION**

The proposal was advertised in accordance with statutory requirements and six representations were received raising the following issues:

- boat related issues;
- address;
- size and scale of the development;
- lack of consultation;
- parking;
- streetscape and setbacks;
- building code; and
- habitat.

**RECOMMENDATION:**

A. That the Development Application for Boat Shed and Jetty at 26A Esplanade, Lindisfarne (CI Ref PDPLANPMTD-2022/026489) be approved subject to the following conditions and advice.

1. GEN AP1 – ENDORSED PLANS.
2. Construction access and methodology plan must be submitted and approved by Council's Group Manager Engineering Services prior to commencement of works.

3. An erosion and sedimentation control plan, in accordance with the *Hobart Regional Soil and Water Management on Building and Construction Sites document*, must be submitted and approved by Council's Group Manager Engineering Services prior to the commencement of works. The plan must outline the proposed construction practices in relation to:
  - erosion, siltation, sedimentation and runoff from the property during construction;
  - procedures to prevent soil and debris being carried into the River Derwent; and
  - how works would be undertaken generally in accordance with 'Wetlands and Waterways Works Manual' (DPIWE, 2003) and "Tasmanian Coastal Works Manual" (DPIPWE, Page and Thorp, 2010).

#### **ADVICE**

- a. The Department of Natural Resources and Environment (Conservation Assessments) recommends that the impact site is surveyed by a suitably qualified person in accordance with the *Guidelines for Natural Values Surveys - Estuarine & Marine Development Proposals*.
  - b. A building surveyor will be required for the construction of the boatshed in relation to the application for building approval.
  - c. Marine and Safety Tasmania (MAST) recommends no vessels are to be berthed on the eastern side of the proposed development.
- B. That the details and conclusions included in the Associated Report be recorded as the reasons for Council's decision in respect of this matter.

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## **ASSOCIATED REPORT**

### **1. BACKGROUND**

No relevant background.

### **2. STATUTORY IMPLICATIONS**

**2.1.** The land is zoned Open Space (97%) and Recreation (2%) under the Scheme.

**2.2.** The proposal is discretionary because it does not meet the Acceptable Solutions under the Scheme.



**2.3.** The relevant parts of the Planning Scheme are:

- Section 7.5 – Compliance with Applicable Standards;
- Section 8.10 – Determining Applications;
- Section 28.0 – Recreation Zone;
- Section 29.0 – Open Space Zone;
- Section C2.0 – Parking and Sustainable Transport Code;
- Section C7.0 – Natural Assets Code;
- Section C10.0 – Coastal Erosion Hazard Code;
- Section C11.0 – Coastal Inundation Hazard Code;
- Section C12.0 – Flood Prone Areas Hazard Code;
- Section C14.0 – Potentially Contaminated Land Code;
- Section C15.0 – Landslip Hazard Code; and
- Section C16.0 – Safeguarding of Airports Code.

**2.4.** The following Codes apply to the site but are either exempt or not applicable as described below:

- Coastal Erosion Hazard Code – the development is exempt from assessment against this Code under Clause C10.4.1(a) as it is a development that requires authorisation under the *Building Act 2016*;
- Coastal Inundation Prone Areas Code – the development is exempt from assessment against this Code under Clause C11.4.1(a) as it is a development that requires authorisation under the *Building Act 2016*;
- Flood Prone Areas Hazard Code – this Code does not apply to land subject to the Coastal Inundation Hazard Code;
- Landslip Hazard Code – the specific part of the site relevant to the development is not affected by this Code;

- Safeguarding of Airports Code – the maximum height of development within this area is 147m Australian Height Datum (AHD), however the height of the proposed boatshed is approximately 4m AHD which is less than the requirement and therefore the code is not applicable.

**2.5.** Council's assessment of this proposal should also consider the issues raised in any representations received, the outcomes of the State Policies and the objectives of Schedule 1 of the *Land Use Planning and Approvals Act, 1993* (LUPAA).

### **3. PROPOSAL IN DETAIL**

#### **3.1. The Site**

The proposed site is primarily an undefined area of water that forms part of the River Derwent, together with a narrow strip of the foreshore located between Lindisfarne Sailing Club and the Motor Yacht Club of Tasmania.

The site is owned by the Crown (Department of Natural Resources and Environment Tasmania) and portions of the site are currently leased to individual boatshed owners via a Crown Licence. The consent of the landowner was provided as part of the application documentation.

The surrounding area is largely characterised by single dwellings, sporting facilities such as ovals and tennis courts, boatsheds, boating clubs and marinas. The proposed boatshed would be sited between and immediately adjacent to two privately-owned boatsheds.

#### **3.2. The Proposal**

The proposal is to construct a 42m<sup>2</sup> boatshed with decks at both ends, a gangway leading down to a 17m long floating jetty, and two floating dry docks designed for 6m long vessels.

The height and the floor level of the proposed boatshed will be in line with the existing boatshed located to the north-east. The shed will be clad in treated pine and painted dark green, with custom orb sheeting and laser lite roofing.

Access to the boatshed will be via a newly created stairway through Crown Land leading down to the front deck. The boatshed will be located below street level with only the roof visible from the street.

#### **4. PLANNING ASSESSMENT**

##### **4.1. Compliance with Applicable Standards [Section 5.6]**

*“5.6.1 A use or development must comply with each applicable standard in the State Planning Provisions and the Local Provisions Schedules.”*

##### **4.2. Determining Applications [Section 6.10]**

*“6.10.1 In determining an application for any permit for use or development the planning authority must, in addition to the matters required by section 51(2) of the Act, take into consideration:*

- (a) all applicable standards and requirements in this planning scheme; and*
- (b) any representations received pursuant to and in conformity with section 57(5) of the Act, but in the case of the exercise of discretion, only insofar as each such matter is relevant to the particular discretion being exercised.”*

References to these principles are contained in the discussion below.

##### **4.3. General Provisions**

The Scheme contains a range of General Provisions relating to specific circumstances not controlled through the application of Zone, Code or Specific Area Plan provisions.

Clause 7.11.1 of the Scheme provides for:

*“Use or development of a type referred to in section 7(a) to (d) of the Act that is unzoned in the zoning maps in the relevant Local Provisions Schedules must be considered in accordance with:*

- (a) the provisions of the zone that is closest to the site; or*
- (b) in the case of a use or development that extends from land that is zoned, the provisions of the zone from which the use or development extends.”*

In this instance the proposal involves development that is partially located within the Open Space zone and also located seaward from the land that is zoned. Therefore, the zoning applied to the whole of this development is Open Space.

The subject site is affected by Codes that are relevant to the proposal and are discussed in the next section of this report.

#### **4.4. Compliance with Zone and Codes**

The proposal meets the Scheme’s relevant Acceptable Solutions of the Recreation Zone and Open Space Zone and with the Coastal Erosion Hazard Code, Coastal Inundation Hazard Code, Flood-prone Hazard Areas Code, Landslip Hazard Code, Natural Assets Code, Potentially Contaminated Land Code, Safeguarding of Airports Code with the exception of the following.

##### **Open Space Zone**

- **Clause 29.4.1 A2** – in relation to the front setback, buildings must have a setback from a frontage of no less than 5m or not more or less than the maximum and minimum setbacks of the buildings on adjoining properties.

Under the Scheme a frontage is defined as “*a boundary of a lot which abuts a road*”. For the purposes of this assessment the frontage has been taken to be the boundary between Crown Land on the foreshore and Ford Parade (Attachment 4). Therefore, the proposed setback of the boat shed would be 2.1m.

<b>Clause</b>	<b>Performance Criteria</b>	<b>Assessment</b>
29.4.1 P2	<i>“Buildings must have a setback from a frontage that is compatible with the streetscape and minimises opportunities for crime and anti-social behaviour, having regard to:</i>	

	<p><i>(a) providing small variations in building alignment to break up long building façades;</i></p>	<p>The proposed boatshed will be located alongside four existing boatsheds that have varying setbacks of between 5.5m and 9m, noting that the front boundary is irregular in shape and varies in width. Due to the irregular shape of the front boundary, the variation in setbacks is not obvious and the boatsheds present themselves to the street as being within a row.</p> <p>The proposed boatshed will be located 2.5m closer to the front boundary than the adjoining boatshed to the south-west, however, it will be in line with the two boatsheds to the north-east (except for the proposed deck that will protrude 1.8m closer to the frontage). Therefore, the proposed boatshed will sit within the established formation of the row of buildings.</p> <p>The variations in setbacks between the boatsheds, will present as a small variation in building alignment and be in-keeping with the streetscape.</p> <p>In relation to varying frontages to break up long building facades, this is achieved by the boatsheds being individual, narrow buildings with views between each out to the River Derwent.</p> <p>Furthermore, the proposal is not considered to have undue visual impacts on the streetscape as it is of a similar design to the other four boatsheds, that being simple, traditional rectangular structures with gable roofs.</p>
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		<p>The height will be in line with the adjoining boatshed at 1C Ford Parade, and the proposed size will be comparable to the existing boatsheds that range from approximately 15m<sup>2</sup> to 100m<sup>2</sup>.</p>
	<p>(b) <i>providing variations in building alignment to provide a forecourt or space for public use, such as outdoor dining or landscaping;</i></p>	<p>To provide a forecourt or space for public use, such as outdoor dining or landscape would not be appropriate for the proposed boatshed and jetty, which will be used for private use only.</p>
	<p>(c) <i>the avoidance of concealment spaces;</i></p>	<p>The proposed boatshed will not create any concealment spaces, it will be separated from the adjoining boatsheds with views between looking out to the River Derwent. Furthermore, the development will be primarily located within the water where the general public will not have the opportunity to take advantage of any hidden spaces.</p>
	<p>(d) <i>the ability to achieve passive surveillance; and</i></p>	<p>The floor level of the boatshed will be located approximately 4m below street level, therefore any windows installed to achieve passive surveillance would be impractical and therefore considered unnecessary.</p>
	<p>(e) <i>the availability of lighting.”</i></p>	<p>The proposed development will rely on street lighting along Ford Parade and a light located at the front of the boatshed. However, as discussed above, the boatshed will not create an entrapment area that would require specific lighting for passive surveillance.</p>

**Natural Assets Code**

- **Clause C7.6.1 A1** – in relation to buildings and works within a waterway and coastal protection area or future coastal refugia area. The proposed development does not meet the requirements listed from (a) to (c) in the Acceptable Solution A1, therefore the proposal is required to be assessed against the Performance Criteria.

<b>Clause</b>	<b>Performance Criteria</b>	<b>Assessment</b>
C7.6.1 P1.1	<p><i>“Buildings and works within a waterway and coastal protection area must avoid or minimise adverse impacts on natural assets, having regard to:</i></p> <p><i>(a) impacts caused by erosion, siltation, sedimentation and runoff;</i></p> <p><i>(b) impacts on riparian or littoral vegetation;</i></p> <p><i>(c) maintaining natural streambank and streambed condition, where it exists;</i></p>	<p>The bank directly in front of the proposed boatshed has been terraced and landscaped to prevent erosion, siltation, sedimentation and runoff. However, a condition is recommended that would require a construction management plan detailing procedures to prevent erosion, siltation, sedimentation and runoff.</p> <p>The site has been largely modified with introduced flora; however, it is recommended a construction management plan is put in place to avoid further impacts on the natural values.</p> <p>The proposed development would not have an impact on streambank and streambed conditions. This is due to the proposed boatshed being elevated off the ground and water, allowing the natural flow of water to be maintained.</p>

	<p>(d) <i>impacts on in-stream natural habitat, such as fallen logs, bank overhangs, rocks and trailing vegetation;</i></p> <p>(e) <i>the need to avoid significantly impeding natural flow and drainage;</i></p> <p>(f) <i>the need to maintain fish passage, where known to exist;</i></p> <p>(g) <i>the need to avoid land filling of wetlands;</i></p> <p>(h) <i>the need to group new facilities with existing facilities, where reasonably practical;</i></p> <p>(i) <i>minimising cut and fill;</i></p> <p>(j) <i>building design that responds to the particular size, shape, contours or slope of the land;</i></p>	<p>The proposed boatshed would have minimal impact on the in-stream natural habitat within proximity of the proposed development, this being due to the boatshed being built on piles elevating the building above ground level and the water.</p> <p>The proposed development will not significantly impede natural flow and drainage due to the boatshed being elevated allowing the water to travel underneath and drain the surrounding land accordingly.</p> <p>The boatshed and jetty will be elevated off the ground and water, except for the concrete piles, which will allow any fish passages to be maintained.</p> <p>Not applicable, no landfilling of wetlands is proposed as part of the works.</p> <p>The surrounding area is characterised by the existence of various boating facilities, such as marinas, slipways, boat maintenance, boat clubs and boatsheds. Therefore, the proposed site being centrally located amongst these amenities would maintain the grouping of boating related infrastructure and making the proposed site the ideal location for this development.</p> <p>The front portion of the boatshed that will be located over land, will be elevated above the ground resulting in no need for earthworks to prepare a level building site. Therefore, the development will respond to the contours of the land meeting clause (i) and (j).</p>
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	<p>(k) <i>minimising impacts on coastal processes, including sand movement and wave action;</i></p> <p>(l) <i>minimising the need for future works for the protection of natural assets, infrastructure and property;</i></p> <p>(m) <i>the environmental best practice guidelines in the Wetlands and Waterways Works Manual; and</i></p> <p>(n) <i>the guidelines in the Tasmanian Coastal Works Manual.</i></p> <p><i>P1.2</i>  <i>Buildings and works within the spatial extent of tidal waters must be for a use that relies upon a coastal location to fulfil its purpose, having regard to:</i></p> <p>(a) <i>the need to access a specific resource in a coastal location;</i></p> <p>(b) <i>the need to operate a marine farming shore facility;</i></p> <p>(c) <i>the need to access infrastructure available in a coastal location;</i></p>	<p>The works are to be authorised under the Building Act 2016 and the site is also subject to Coastal Erosion Hazard and Coastal Inundation Hazard. It is expected that building compliance would follow guidelines for waterway and coastal protection areas.</p> <p>The proposed development does not increase the need for future works for the protection of natural assets, infrastructure and property. However, plans for the management of construction and a site survey have been requested to ensure the natural assets will be protected during construction.</p> <p>To avoid further impact on natural values during construction activities, a condition is recommended that would require works to be undertaken in accordance with the <i>Wetlands and Waterways Works</i> and <i>Tasmanian Coastal Works</i> manuals.</p> <p>A condition is recommended that would require the development to be undertaken in accordance with the <i>Tasmanian Coastal Works Manual</i>.</p> <p>The proposal is not within the spatial extent of tidal waters and hence P1.2 is considered not applicable.</p>
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	<p>(d) <i>the need to service a marine or coastal related activity;</i></p> <p>(e) <i>provision of essential utility or marine infrastructure; or</i></p> <p>(f) <i>provisions of open space or for marine-related educational, research, or recreational facilities.”</i></p>	
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### **Parking and Sustainable Transport Code**

- **Clause C2.5.1 A1** in relation to the car parking requirements. The proposed use being a pleasure boat facility requires 0.5 car parking space for each boathouse, therefore one space is required.

The proposed development is unable to provide for the required one car parking space due to the Crown Licence not extending further onto the land to create a car space.

<b>Clause</b>	<b>Performance Criteria</b>	<b>Assessment</b>
C2.5.1	<p><i>“The number of on-site car parking spaces for uses, excluding dwellings, must meet the reasonable needs of the use, having regard to:</i></p> <p>(a) <i>the availability of off-street public car parking spaces within reasonable walking distance of the site;</i></p> <p>(b) <i>the ability of multiple users to share spaces because of:</i></p> <p>(i) <i>variations in car parking demand over time; or</i></p>	<p>There is off-street car parking associated with the Motor Yacht Club of Tasmania, the Tennis Club and the Yacht Club, however a person must be a member of these clubs in order to utilise the car parking. Therefore, it would not be appropriate for the boatshed users to access this parking unless they are members.</p> <p>Not applicable</p> <p>Not applicable</p>

	<p><i>(ii) efficiencies gained by consolidation of car parking spaces;</i></p> <p><i>(c) the availability and frequency of public transport within reasonable walking distance of the site;</i></p> <p><i>(d) the availability and frequency of other transport alternatives;</i></p> <p><i>(e) any site constraints such as existing buildings, slope, drainage, vegetation and landscaping;</i></p> <p><i>(f) the availability, accessibility and safety of on-street parking, having regard to the nature of the roads, traffic management and other uses in the vicinity;</i></p>	<p>Not applicable</p> <p>There is a metro bus stop and route within approximately 390m walking distance to the site. This is considered within a reasonable distance to be relied upon as an alternative mode of transport.</p> <p>The location of the development being close to shopping/business precincts and major transport corridors could provide for other transport alternatives, such as walking, bicycle, electric scooters and taxis.</p> <p>Inherently the proposed development being a boatshed, does not normally provide for on-site car parking spaces, as is the case for the three adjoining boatsheds. This is due to the Crown Licence only including the building and jetty themselves with no provisions for on-site car parking.</p> <p>The immediate area is largely characterised by recreational uses, boating clubs and jetties, each with their own need for car parking. The adjoining boat, tennis and yacht clubs all provide for on-site parking, likewise the residential dwellings opposite the subject site each contain their own on-site parking. Therefore, street parking should be for any overflow parking from these uses and from the other boatshed users. The demand generated by the development, could be accommodated within walking distance of the site as inspections show regular availability.</p>
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		<p>Council's engineers are satisfied that there is capacity within the existing road layout to cater for the proposed development, and any passing movements of vehicles, pedestrians and cyclists without safety being compromised.</p>
	<p>(g) <i>the effect on streetscape; and</i></p>	<p>On-street parking is considered appropriate for the proposed use and would have low impact upon the streetscape.</p>
	<p>(h) <i>any assessment by a suitably qualified person of the actual car parking demand determined having regard to the scale and nature of the use and development.</i></p>	<p>The application was assessed by Council's Development Engineer, who did not raise any concern in relation to the shortfall of one car parking space, in-lieu of parking availability.</p>
	<p><i>PI.2</i>  <i>The number of car parking spaces for dwellings must meet the reasonable needs of the use, having regard to:</i></p>	<p>Not applicable as the proposal is not for a dwelling.</p>
	<p>(a) <i>the nature and intensity of the use and car parking required;</i></p>	
	<p>(b) <i>the size of the dwelling and the number of bedrooms."</i></p>	

## **5. REPRESENTATION ISSUES**

The proposal was advertised in accordance with statutory requirements and six representations were received. The following issues were raised by the representors.

### **5.1. Boat Related Issues**

Many of the representors raised concerns in relation to the following boat/water related issues:

- waterway congestion;
- boat manoeuvring;
- intensify the use of the immediate water area;

- boat navigation being hazardous;
- the need to limit size of vessels berthing on jetty;
- the proposed jetty will lock in boats on the western side;
- plans do not show the correct boats that currently use the marina i.e., two large catamarans are berthed at the marina that will restrict the waterways;
- already water congestion with the current water traffic use; and
- consideration needs to be given to the wind and tidal influences.

- **Comment**

The above considerations are not relevant planning matters under the Scheme and therefore they have no determining weight. However, these matters are for the consideration of Marine and Safety Tasmania (MAST), for which the proposal was referred for their review and comments. MAST advised that it had no objections with the proposal and that the development would not hinder navigation or any existing moorings.

MAST provided advice that any vessel berthed alongside on the eastern side of the proposed development may hinder use on the western side of the neighbouring jetty. It is noted that the plans show berthing of vessels only on the western side of the proposed structure. MAST has provided this advice to the applicant, an advice clause to the above effect is also recommended to be included as part of the planning permit.

## **5.2. Advertised Address Misleading**

Several representors raised concern that the advertising address was misleading and not correct.

- **Comment**

It is understandable there was confusion around the address associated with this application, due to the property identified as 26a Esplanade extends around the Lindisfarne Bay as indicated in red on the map below.



The address of 26a Esplanade is correct at this stage of the approval process. Should this application be approved, an actual address will be allocated to the boatshed and jetty. The allocated address will be along the lines of the adjoining boat sheds that are known as 1C and 3B Ford Parade. Allocation of a separate address is triggered when the Crown Licence is registered with the Land Titles Office, who request address details from Council.

### **5.3. Size and Scale of Boatshed**

Several representors raised concern that the boatshed is excessive in bulk, size and scale.

- **Comment**

The size and scale of the proposed boatshed was taken into consideration when assessing the front setback in relation to streetscape. It was considered that the proposed development is consistent with the scale, height and bulk of the other boatsheds, and therefore is an appropriate development for this site.

### **5.4. Lack of Consultation**

Two representors raised concern that there was a lack of consultation between the proponents, relevant authorities and affected parties, particularly during the preparation stage of the application by the applicant.

- **Comment**

Under the Land Use Planning and Approvals Act 1993 (LUPAA) a planning application is not required to undergo a consultation process prior to the advertising of the application. Furthermore, there are no requirements under LUPAA for applicants or any other authority to consult with the community prior to the advertisement of an application.

## **5.5. Parking**

Issues were raised around the lack of parking provided by the application and the lack of on-street parking within the surrounding area.

- **Comment**

As discussed above, the application was assessed against the Parking and Sustainable Transport Code of the Scheme. It is considered that the demand for one on-street car parking space associated with the use can be accommodated by available spaces along Ford Parade, Wellington Road and Park Road.

## **5.6. Streetscape and Setbacks**

Three of the representors raised concern about the front setback, setbacks to adjoining boatsheds and the impact on the streetscape.

- **Comment**

The front setback was discussed above in the assessment of Clause 29.4.1 A2 and P2 of the Open Space zone. The reduced front setback was determined to comply with the streetscape and the remaining performance criteria.

Setbacks to adjoining boatsheds was not a relevant consideration as part of this application due to the boatsheds being located on the same lot. Each boatshed and associated jetty have a leased boundary for the Crown Licence; however, a licence does not create a new lot.

Under Clause 29.4.1 A3, the side and rear setbacks of buildings are only considered from adjoining General Residential Zones, Inner Residential Zones or Low Density Residential Zones.

The existing boatsheds being zoned Open Space, would not be applicable to the setback considerations should they each be located on individual lots.

That said, the setbacks of the existing boatsheds range from approximately 1m between 1C and 4A Ford Parade and 2.5m between 4B and 1B Ford Parade. The setbacks of the proposed boatshed to the adjoining boatsheds being 3.2m to 3B and 2.2m to 1C Ford Parade is in-keeping with the surrounding boatsheds.

#### **5.7. Building Concerns**

Several representors are concerned about the boatshed and jetty complying with the Building Code.

- **Comment**

The requirements of the Building Code and National Construction Code will be dealt with under building legislation and not at the planning application stage.

#### **5.8. Habitat for Native Hens, Wild Ducks, Water Rats and Waterfowl**

Two of the representors are concerned that the area where the proposed development is to occur is the habitat for several animal species.

- **Comment**

The above consideration is not a relevant planning consideration and therefore the matter does not have any determining weight. The proposal was referred to the Department of Natural Resources and Environment Tasmania (NRE) for their assessment and comments. The Department advised that they have no objections to the proposal, however, they recommended the site be surveyed in order to understand the natural values, particularly threatened species such as Spotted Handfish and Live-bearing Seastar.

Should a site survey reveal the presence of any threatened species, this will inform the management of construction activities and not be grounds of refusal. It is recommended an advice clause be provided on the permit for the survey to be undertaken prior to any works.



**6. EXTERNAL REFERRALS**

The application was referred to MAST and they advised that they have no issues with the proposed development and provided an advice clause to be included in the permit.

As mentioned above, the proposal was referred to the Department of Natural Resources and Environment Tasmania, Conservation Assessments (CAS) who advised that they have no objections to the proposal. However, they recommended the site be surveyed in order to understand the natural values. It is recommended an advice clause be provided on the permit for the survey to be undertaken prior to any works. Furthermore, CAS have provided the same advice to Property Services who are able to condition the undertaking of the site survey as part of the provisions of the Crown Licence.

**7. STATE POLICIES AND ACT OBJECTIVES**

**7.1.** The proposal is consistent with the outcomes of the State Policies, including those of the State Coastal Policy.

**7.2.** The proposal is consistent with the objectives of Schedule 1 of LUPAA.

**8. COUNCIL STRATEGIC PLAN/POLICY IMPLICATIONS**

There are no inconsistencies with Council's adopted Strategic Plan 2021-2031 or any other relevant Council policy.

**9. CONCLUSION**

The proposal for a boat shed and jetty is considered to comply with the Scheme standards and is recommended for conditional approval.

Attachments: 1. Location Plan (1)  
2. Proposal Plan (7)  
3. Site Photo (1)  
4. Front Boundary Image (1)

Ross Lovell  
**MANAGER CITY PLANNING**

Council now concludes its deliberations as a Planning Authority under the Land Use Planning and Approvals Act, 1993.

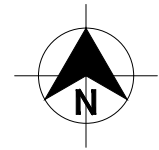


This map has been produced by Clarence City Council using data from a range of agencies. The City bears no responsibility for the accuracy of this information and accepts no liability for its use by other parties.

2/12/2022

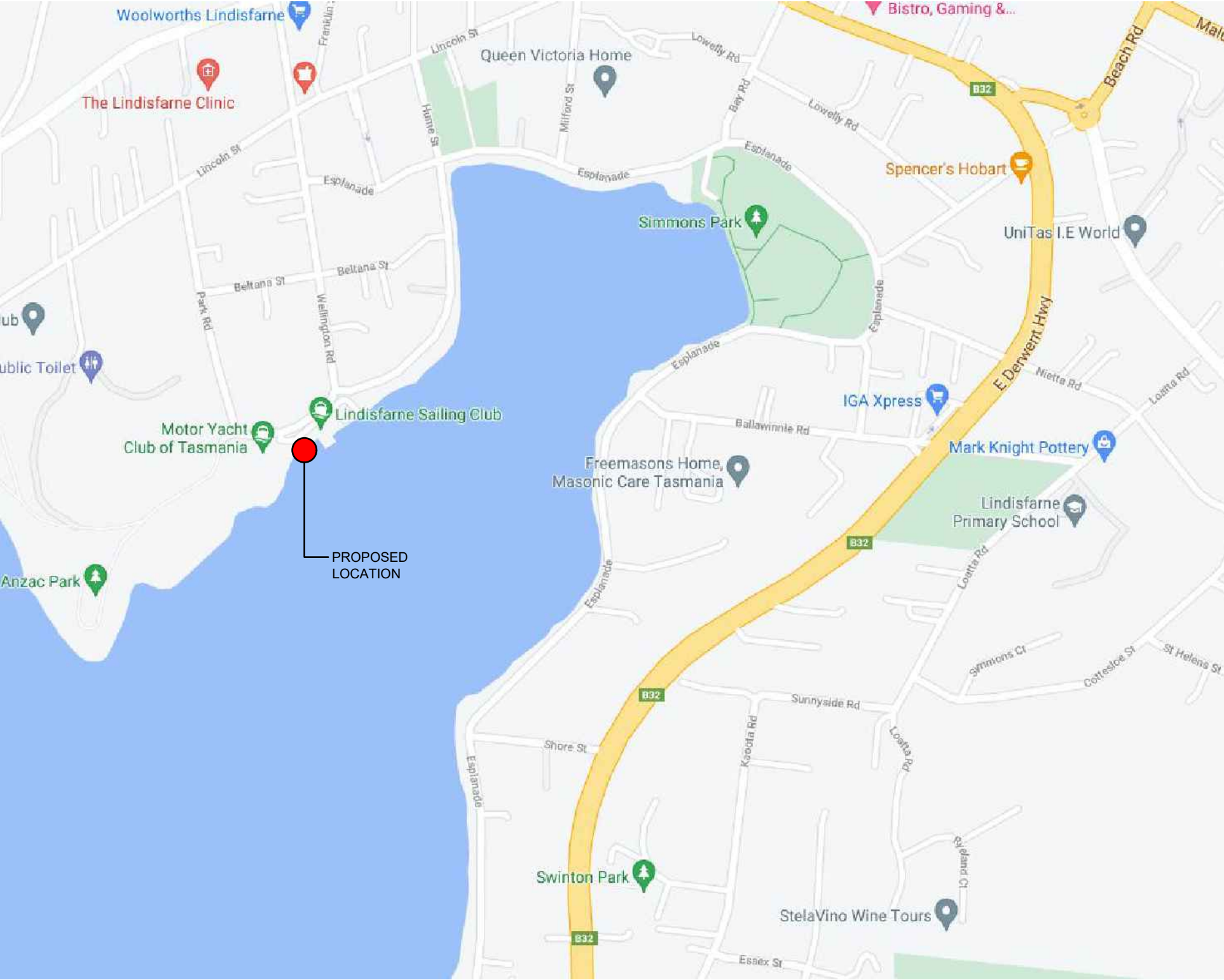
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**PROPOSED BOATSHED,  
LINDISFARNE BAY**

- 01 - DRAWING LIST & LOCATION PLAN
- 02 - GENERAL ARRANGEMENT PLAN
- 03 - BOATSHED PLANS
- 04 - CAR PARKING AVAILABILITY PLAN



**FOR APPROVAL**

PROJECT	CLIENT	DRAWING TITLE	DATE	DRAWING NUMBER	REVISION
PROPOSED BOATSHED, LINDISFARNE	RICHARD PARKER	DRAWING LIST, LOCATION PLAN	MARCH 2022	01	B

## **26A Esplanade Lindisfarne – proposed boat shed and jetty**

### **Cover Letter**

#### **Attachments included;**

- **26A Esplanade Lindisfarne - Preliminary Planning Permit PDPLIMPLN-2021/021655.**
- **26A Esplanade Lindisfarne - MAST email.**
- **26A Esplanade Lindisfarne - Proposed Boat Shed & Jetty drawings including drawing for available car parking.**

### **Boat Shed Design Intent**

The boat shed facility is designed to fit into the current vacant foreshore area and have a similar purpose, size and aesthetics to the adjacent boat sheds and jetties.

The proposed jetty design has carefully considered the adjacent jetties and their vessel sizes and vessel mooring locations, to have minimum impact to their vessels berthing on jetties & mooring berthing.

The boat shed will enable the boat owners to safely secure their required boating gear ready to be used on the recreational outings.

The aim of this facility is the for the mooring and safe pedestrian access to two small recreational trailable power boats.

**Boat shed setback** – The boat shed setback is physically inline with boat shed 1 (North/eastern). The minimum 5m offset as per “open space zone” would result in an impractical sized boat shed if applied.

**Location of boat shed** – The boat shed is designed to be 2.2m off-set from Boat Shed 1 (North/eastern) & 3.2m off-set from Boat Shed 2 (South/Western).

**Vessel clearance** – Boat shed 1 (north/eastern) clearance to vessel is 2.5m, which is ample width to manoeuvre the vessel into. By the inclusion of the proposed floating jetty could help in berthing in unforeseen circumstances.

Boat Shed 1 (South/Western) clearance is 3.6m again is ample berthing area for the configured berthing arrangement on the small sailboat.

### **Boat Shed Operation Hours**

The boat shed facility will mainly be accessed during periods between 8am to 10pm daily.

### **Car Parking / Vehicle Access**

There is a vehicle lane above the proposed boat shed location. A carpark in this location is unachievable due to the lack of physical land area. This vehicle lane area adjacent to the proposed boat shed will only be used for brief loading and unloading of boating equipment. (the current lane is generally used in this manner by other boatshed uses and owners). The location of this unloading and loading doesn't inhibit access to any of adjacent boat sheds as there is two entries to the laneway (refer to drawing 4).

There is ample street parking in the area, please see attached carparking plan for location of these.

The vessel owners / uses will be encouraged to join up as members of the Motor yacht club or Lindisfarne Sailing Club to enable to use their car parking and facilities. Refer to attached carparking plan for club vehicle parking location.

## **Marine And Safety Tasmania**

MAST has responded to this boat shed and jetty proposal, please see attached email from Peter Hopkins for more detail.

## **Crown Land consent**

Crown land has been contacted and plans sent at the time of the submission of the Preliminary Planning Assessment (approximately September 2021). Crown said they will look at this proposal in detail after a development application has been submitted. I have cc'd Ashley McQueen from Crown Land (who has been the primary contact) into this DA submission.

Any questions please contact me.

Kind regards,

[Redacted signature]

[Redacted signature]





MOTOR  
YACHT  
CLUB

AUTHORITY LAND  
DPIPWE (CROWN LAND SERVICES)

NEW COMPLIANT  
STAIRS TO SUIT

PROPOSED LEASE  
AREA 98m<sup>2</sup>

CROWN LICENCE  
CADASTRAL ID: 1166072  
AGREEMENT ID: 83842  
PROPERTY ID: 7419330

CROWN LAND  
CADASTRAL ID: 1504459  
AGREEMENT ID: 117662  
PROPERTY ID: 5153188

CROWN LICENCE  
CADASTRAL ID: 801748  
AGREEMENT ID: 1452  
PROPERTY ID: 5153196

CROWN LICENCE  
CADASTRAL ID: 1463452  
AGREEMENT ID: 90222  
PROPERTY ID: 5153209

GENERAL ARRANGEMENT PLAN

1:200

KEY

— EXISTING LEASE  
— EXISTING LICENCE  
— CROWN LAND BOUNDARIES

FOR APPROVAL

PROJECT

PROPOSED BOATSHED, LINDISFARNE

CLIENT

RICHARD PARKER

DRAWING TITLE

GENERAL ARRANGEMENT PLAN

DATE

MARCH 2022

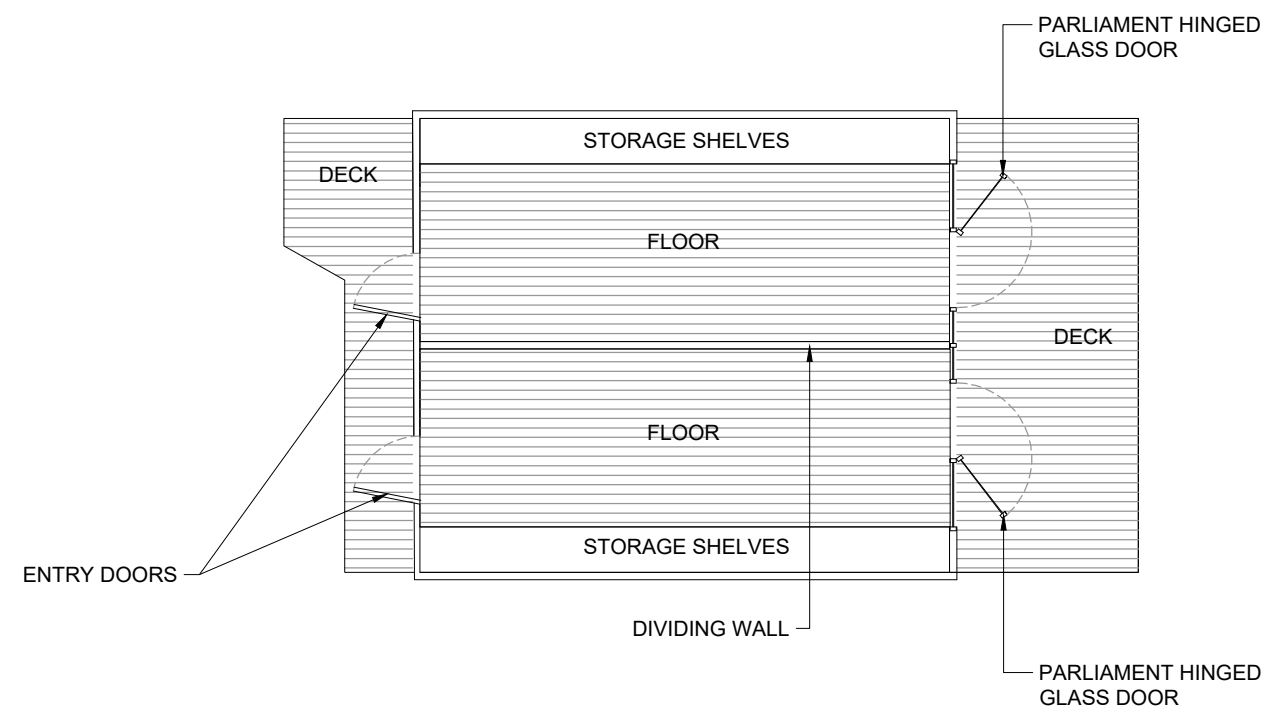
DRAWING NUMBER

02

REVISION

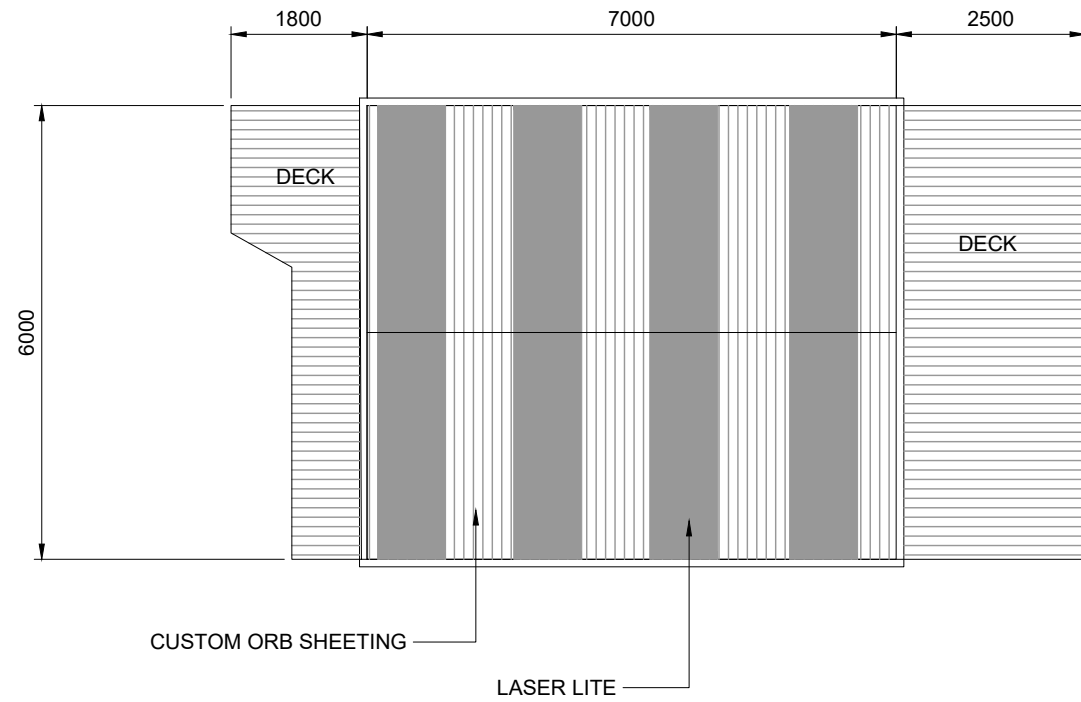
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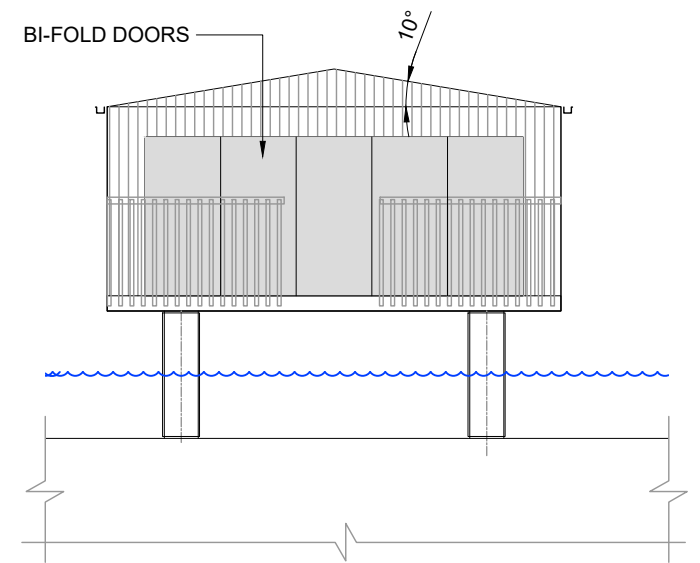


BOAT SHED - FLOOR PLAN  
1:100

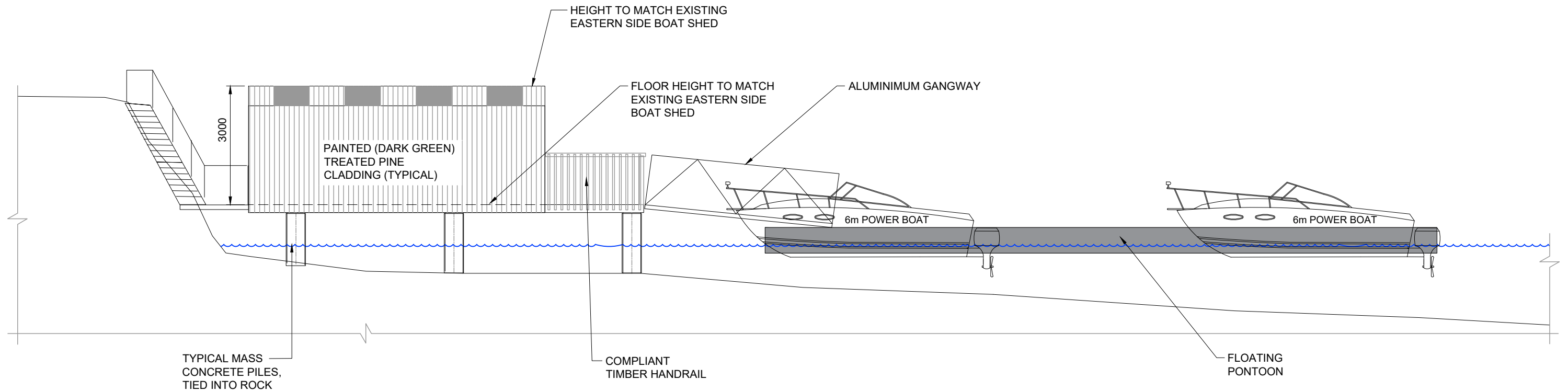
PROJECT	CLIENT	DRAWING TITLE	DATE	DRAWING NUMBER	REVISION
PROPOSED BOATSHED, LINDISFARNE	RICHARD PARKER	BOAT SHED FLOOR PLAN	APRIL 2022	05	A



**BOATSHED - PLAN VIEW**  
1:100



**BOATSHED - END VIEW - FROM WATER**  
1:100



**BOAT SHED - ELEVATION**  
1:100

PROJECT

PROPOSED BOATSHED, LINDISFARNE

CLIENT

RICHARD PARKER

DRAWING TITLE

BOAT SHED PLANS

DATE

MARCH 2022

DRAWING NUMBER

03

REVISION

B





PROPOSED  
BOATSHED  
& JETTY

KEY

- LOADING AREA FOR PROPOSED BOATSHED
- EXISTING ON-STREET PARKING
- EXISTING MOTOR YACHT CLUB OF TASMANIA MEMBER PARKING
- EXISTING LINDISFARNE SAILING CLUB MEMBER PARKING

FOR APPROVAL

PROJECT	CLIENT	DRAWING TITLE	DATE	DRAWING NUMBER	REVISION
PROPOSED BOATSHED, LINDISFARNE	RICHARD PARKER	CAR PARKING AVAILABILITY PLAN	MARCH 2022	04	B



### Attachment 3

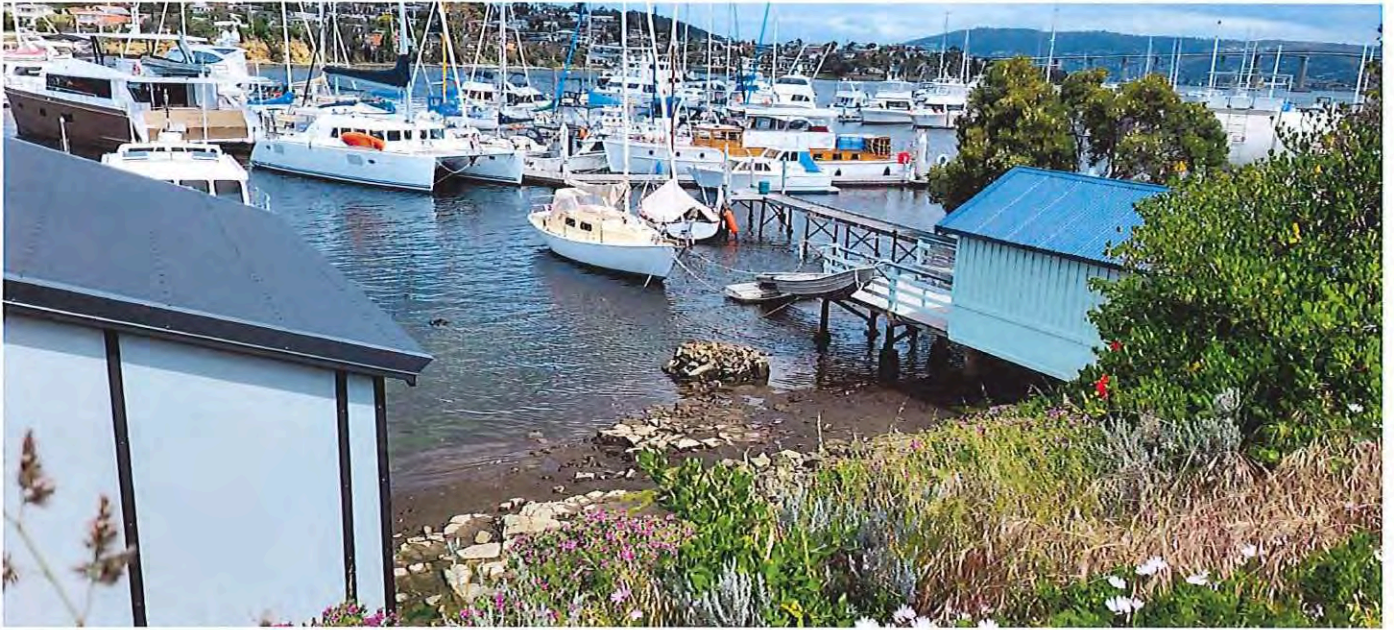


Photo 1 - view of proposed site looking southwest

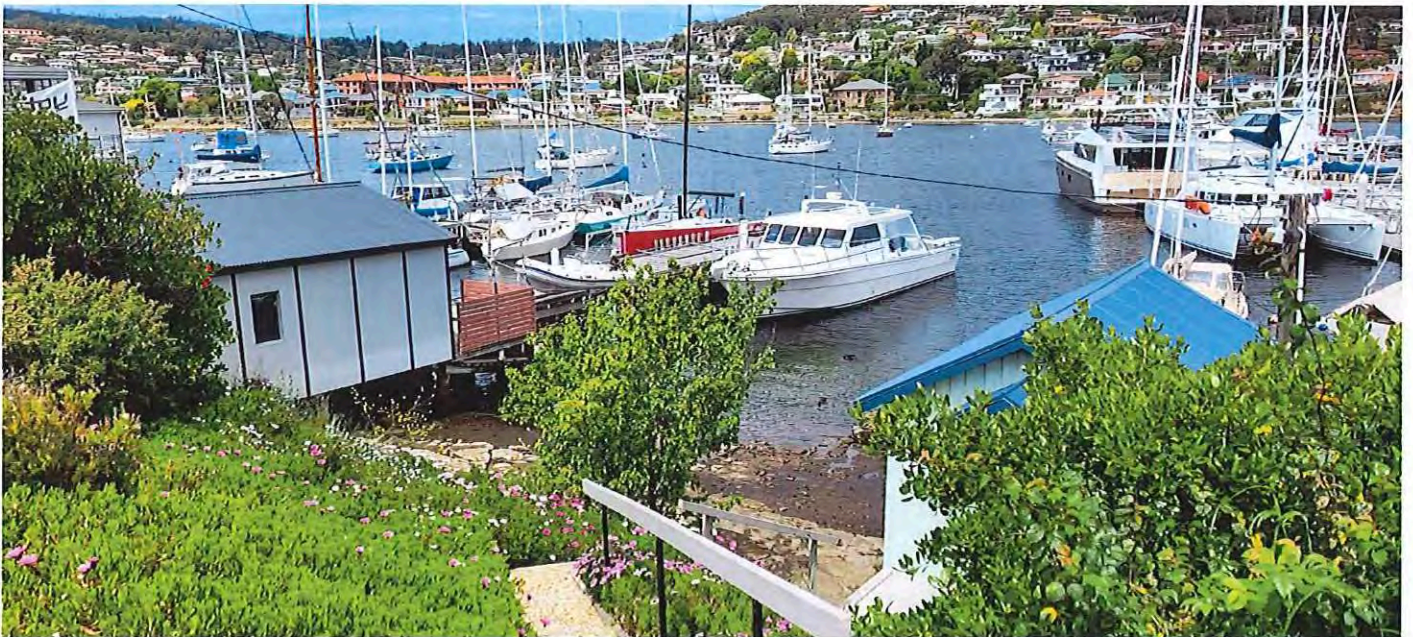


Photo 2 - view of proposed site looking northeast





This map has been produced by Clarence City Council using data from a range of agencies. The City bears no responsibility for the accuracy of this information and accepts no liability for its use by other parties.

7/12/2022

1:564



<b>8.     REPORTS OF OFFICERS</b>
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<b>8.1    DETERMINATION ON PETITIONS TABLED AT PREVIOUS COUNCIL MEETINGS</b>
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Nil Items.

## **8.2 ASSET MANAGEMENT**

Nil Items.

<b>8.3 FINANCIAL MANAGEMENT</b>
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Nil Items.

## **8.4 GOVERNANCE**

### **8.4.1 QUARTERLY REPORT TO 30 SEPTEMBER 2022**

#### **EXECUTIVE SUMMARY**

##### **PURPOSE**

To consider the Chief Executive Officer's Quarterly Report covering the period 1 July 2022 to 30 September 2022.

##### **RELATION TO EXISTING POLICY/PLANS**

The Report uses as its base the Annual Plan adopted by Council and is consistent with Council's adopted Strategic Plan 2021-2031.

##### **LEGISLATIVE REQUIREMENTS**

There is no specific legislative requirement associated with regular internal reporting.

##### **CONSULTATION**

Not applicable.

##### **FINANCIAL IMPLICATIONS**

The Quarterly Report provides details of Council's financial performance for the period.

#### **RECOMMENDATION**

That the Quarterly Report to 30 September 2022 be received.

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### **ASSOCIATED REPORT**

The Quarterly Report to 30 September 2022 has been provided under separate cover.

Ian Nelson

**CHIEF EXECUTIVE OFFICER**

**8.4.2 APPOINTMENT TO COMMITTEES, BOARDS AND AUTHORITIES****EXECUTIVE SUMMARY****PURPOSE**

To appoint Councillors to Committees, Boards and Authorities.

**RELATION TO EXISTING POLICY/PLANS**

Council, following each ordinary Council election, deliberates on its appointments to committees and outside organisations. A review of Council's committee structure is currently underway however, some committees/bodies fall outside the scope of the review, and it is considered appropriate to appoint representatives to those committees / bodies ahead of finalisation of the review.

**LEGISLATIVE REQUIREMENTS**

Council Committees and Special Committees are established under Sections 23 and 24 of the Local Government Act 1993.

**CONSULTATION**

Nominations were sought from councillors for appointment to those committees or bodies requiring appointments prior to completion of the current review.

**FINANCIAL IMPLICATIONS**

Not applicable.

**RECOMMENDATION:**

A. That the following schedule of nominations be endorsed by Council:

<b>COMMITTEE, BOARD, AUTHORITY</b>	<b>APPT REQUIRED</b>	<b>NOMINATIONS RECEIVED</b>
<b>Geilston Bay Community Centre Management Committee</b>	Committee Member	<b>Committee Member</b> Cr Ritchie
<b>Howrah Community Centre Committee</b>	Committee Member	<b>Committee Member</b> Cr Goyne
<b>Audit Panel</b>	2 Committee Members	<b>Committee Members</b> Cr Chong Cr Warren
<b>Richmond Advisory Committee</b>	Committee Member	<b>Committee Member</b> Cr Chong



<b>Events Special Committee</b>	Mayor (or nominee) [Chairperson] and 2 Committee Members	<b>Mayor's Nominee</b> Cr Ritchie <b>Committee Members</b> Cr Chong Cr Kennedy
<b>Honours and Awards Committee (formerly Australia Day Awards Committee)</b>	Mayor (or nominee) [Chairperson] and 2 Committee Members	<b>Chairperson</b> Mayor Blomeley <b>Committee Members</b> Cr Goyne Cr Kennedy
<b>Bellerive Community Arts Centre Management</b>	Committee Member	<b>Committee Member</b> Cr Kennedy
<b>South Arm Calverton Hall Management Committee Inc.</b>	Ex-Officio Committee Member	<b>Ex-Officio Committee Member</b> Cr Goyne
<b>Copping Refuse Disposal Site Joint Authority</b>	Council Representative and Proxy	<b>Council Representative</b> Cr Walker <b>Proxy</b> Cr Warren
<b>C Cell Pty Ltd</b>	Director	<b>Director</b> Cr Chong
<b>Southern Tasmanian Regional Waste Authority</b>	Mayor (or nominee) and Proxy	<b>Mayor's Nominee</b> Cr Warren <b>Proxy</b> Cr Hunter
<b>Petitions to Amend Hearings Committee</b>	3 Committee Members	<b>Committee Members</b> Cr Ritchie Cr Hunter Cr Goyne
<b>Clarence Emergency Management Committee</b>	Mayor (or nominee) [Chairperson] and Proxy	<b>Chairperson</b> Mayor Blomeley <b>Proxy</b> Cr Walker
<b>TasWater Owners' Representative</b>	Mayor and Proxy	<b>Representative</b> Mayor Blomeley <b>Proxy</b> Chief Executive Officer
<b>Reconciliation Action Plan Working Group</b>	Chairperson and Working Group Member	<b>Chairperson</b> Cr Warren <b>Working Group Member</b> Cr Darko

<b>Chief Executive Officer Review Committee</b>	Mayor and two committee members (rotational basis 2 year, 1 year)	<b>Chairperson</b> Mayor Blomeley <b>Committee Members</b> Cr Ritchie 2 years Cr Goyne 1 year
<b>Australian Coastal Councils Association</b>	Member Committee of Management (Casual Vacancy for balance of term – November 2023)	<b>Committee Member</b> Cr Hunter

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## ASSOCIATED REPORT

### 1. BACKGROUND

- 1.1.** Council, following each ordinary Council election, deliberates on its appointments to committees and outside organisations.
- 1.2.** A review of Council's special committee structure is currently underway however, some committees fall outside the scope of the review. It is considered appropriate to fill those appointments prior to completion of the review which is expected to occur in February 2023.

### 2. REPORT IN DETAIL

- 2.1.** A review of Council's committee structure is currently underway. The aim is to reduce the number of special committees to better align with the strategy areas that support council's Strategic Plan and to include a flexible system of working groups to support each new committee, alongside revamped constitutions. In July 2022, a Council workshop was conducted for initial consideration of the review. This was followed by consultation with each of the current committees to obtain feedback on the proposed structure. The consultation with committee members, staff and other stakeholders is largely complete and will be presented to a council workshop session in February 2023 for finalisation and presentation for formal decision shortly thereafter.

**2.2.** Several of the current committees sit outside the scope of the review. Specifically:

- management committees for community facilities – Geilston Bay Community Centre, Howrah Community Centre;
- external/community/specific purpose committees – Bellerive Community Arts Centre, Reconciliation Action Plan Working Group, Richmond Advisory Committee;
- regional committees/joint authorities – Clarence Emergency Management Committee, TasWater Owners’ Representative Group, Southern Tasmanian Regional Waste Authority, Copping Refuse Disposal Site Joint Authority, Copping C Cell;
- Statutory committees – Audit Panel, Petition to Amend Hearings Committees, CEO Review Committee; and
- The Australian Coastal Council.

**2.3.** While the Events Special Committee and Australia Day Awards Committee will fall within the scope of the review, given the close proximity to Australia Day and the beginning of a new year of events, it was considered necessary to appoint representatives to those committees at this point. Specifically in relation to the Australia Day Awards Committee and in consultation with the committee, it is proposed to change its name to the “Honours and Awards Committee”. This is to recognise the broader nature of awards that the committee has opportunity to deal with and to reflect that council no longer presents community awards on Australia Day; instead preferring a separate event that usually occurs around May.

**2.4.** Nominations were invited from councillors for those committees identified above. The nominations received were discussed at a Council workshop on 5 December 2022.

**2.5.** It has been previous practice, that the method for appointment be by resolution of Council for those bodies which received the same number of nominations as positions to be filled. If the number of nominations received exceeded the number of available positions, these were marked for a ballot to be conducted as part of the appointment process. Following from the workshop on 5 December, there were no appointments requiring a ballot, which is reflected in the recommendation.

**2.6.** For completeness, and should it be required, Council's Policy on conduct of a ballot for appointment to Committees is as follows.

*“Where there are two or more positions to filled to represent Council on a particular body, then each position is to be dealt with as a separate election in accordance with the following election process.*

*The election process for filling of the expired terms is to be in accordance with the following procedures:*

- a. nominations put before the meeting do not require a seconder, however, the nomination must be accepted by the nominee;*
- b. in the event that there are two or more nominations received, the nominee members must leave the meeting room whilst the election takes place;*
- c. if there are more than two candidates for an appointment then the election is to be conducted in the following manner:*
  - the vote is to be taken in stages;*
  - the candidate having the least number of votes is to be eliminated from the ballot and excluded from the next stage of the ballot;*
  - the candidate member who has been excluded from the ballot is entitled to return to the meeting room and thereafter is entitled to take part in the voting for the remaining candidates;*
  - this procedure is to be followed until the number of candidates has been reduced to two;*
- d. if there is a tie in the number of votes cast for two or more nominee members, the nominee eliminated or the successful nominee, whichever the case may require, is to be determined by lot”.*

**3. CONSULTATION**

**3.1. Community Consultation**

Not applicable

**3.2. State/Local Government Protocol**

Nil.

**3.3. Other**

Nil.

**3.4. Further Community Consultation**

Not applicable.

**4. STRATEGIC PLAN/POLICY IMPLICATIONS**

The current review of the committee structure will seek to align the function and objectives of each committee to Council's strategic goals and objectives.

**5. EXTERNAL IMPACTS**

Not applicable.

**6. RISK AND LEGAL IMPLICATIONS**

A number of the appointments relate to Committees or Special Committees established under the Local Government Act, the make-up of which is at the discretion of Council.

**7. FINANCIAL IMPLICATIONS**

Not applicable.

**8. ANY OTHER UNIQUE ISSUES**

No other issues.

**9. CONCLUSION**

- 9.1.** Council, following each ordinary Council election, deliberates on its appointments to committees and outside organisations.
- 9.2.** A review of Council's committees is currently underway, and it is anticipated that a Council workshop will be conducted in February 2023 to further consider the review, finalisation and presentation for formal decision shortly thereafter.
- 9.3.** Nominations were sought from councillors for appointment to those committees that do not fall within the scope of the review. It is proposed that, per previous practice, the method for appointment be by resolution of Council for those bodies which received the same number of nominations as positions to be filled. If the number of nominations received exceeds the number of available positions a ballot will be conducted. Details of nominations received have been detailed in the resolution provided.

Attachments: Nil

Ian Nelson  
**CHIEF EXECUTIVE OFFICER**

**8.4.3 CHAMBROAD REQUEST FOR EXTENSION OF TIME AND MODIFIED DEVELOPMENT PROPOSAL FOR A HOTEL****EXECUTIVE SUMMARY****PURPOSE**

To consider an extension of time request to the current Sale and Development Agreement (SDA) between Chambroad Overseas Investment Australia Pty Ltd (Chambroad) and council and consider a Modified Development proposal put forward by Chambroad for a hotel and associated facilities for the Kangaroo Bay Wharf site.

**RELATION TO EXISTING POLICY/PLANS**

The Clarence City Council's Strategic Plan 2021 – 2031 and Kangaroo Bay Urban Design Strategy and Concept Plan are relevant.

**LEGISLATIVE REQUIREMENTS**

Nil.

**CONSULTATION**

Significant stakeholder and community consultation was undertaken on the Kangaroo Bay Urban Design Strategy and Concept Plan in 2008, as well as during the Expression of Interest process in 2015.

No stakeholder or broader community consultation has been undertaken by Chambroad on the Modified Development proposal since the request was originally proposed to council on 27 September 2022.

**FINANCIAL IMPLICATIONS**

In accordance with the current Sale and Development Agreement (SDA) council is obligated to undertake or contribute to public access and amenity works to no less than the value of \$1.6m. If a new development agreement is agreed, this obligation would be transferred to that agreement. Furthermore, if a new development agreement is agreed, the buyback option and pre-agreed buy-back contract will be transferred to the new agreement, including the buy-back amount of \$2.44m plus GST and Stamp Duty.

There may also be financial implications relating to legal costs, depending on council's decision on this matter.

**RECOMMENDATION:**

That Council:

- A. Notes the terms of the "Standstill Agreement" negotiated between Council and Chambroad Overseas Investment Australia Pty Ltd (Chambroad), dated 14 October 2022, requiring Council to advise Chambroad on or before 5.00pm, 21 December 2022:
  - i. If Council does not accept the Modified Development proposal; and

- ii. Whether or not Council consents to Chambroad's request for a further extension of time to satisfy clause 6.3 of the current Sale and Development Agreement (SDA).
- B. Does not consent to Chambroad's request for a further extension of time to satisfy clause 6.3 of the SDA (as made by a letter, and supporting letter, dated 27 September 2022) and subsequently deferred in accordance with the Standstill Agreement, to achieve substantial commencement of the project under the current SDA, for the reasons set out in this report (specifically at paragraphs 2.12 to 2.16 of the Associated Report)
- C. Does not accept the Modified Development proposal provided by Chambroad (Attachment 3), on the basis that:
  - i. there has been inadequate time to properly consider the Modified Development proposal, and insufficient detail as a consequence of time constraints;
  - ii. there has been no public consultation on the Modified Development proposal undertaken by Chambroad and therefore no opportunity for Chambroad to consider that feedback and refine its design before seeking the agreement of Council; and
  - iii. As of 14 December 2022, Chambroad communicated that they would not include concept designs in the information pack to be released with this agenda item and sought for the draft Development Agreement, which was negotiated under the "Standstill Agreement", to remain confidential at this stage. Both these circumstances were contrary to clearly stated requirements put forward by council officers at the commencement of this current process.

---

## ASSOCIATED REPORT

### 1. BACKGROUND

- 1.1** In September 2008, council adopted the Kangaroo Bay Urban Design Strategy and Concept Plan (Attachment 1) as part of its long-term vision that sought to recognise the potential for the Kangaroo Bay area to be a "significant visitor and leisure destination within the City of Clarence and Southern Tasmania."

- 1.2** It was noted in the Agenda Report at that time that:

*"Council has an established communication process with the State Government through the joint Kangaroo Bay Working Group. As most of the land on the Kangaroo Bay foreshore and along Kangaroo Bay Drive is Crown land, the urban design plan cannot be implemented by Council on a unilateral basis."*



*A Memorandum of Understanding with the State Government on implementation of the Plan is required, addressing process, timeframes, staging and project funding arrangements.”*

- 1.3** In May 2010, a Memorandum of Understanding (MOU) was entered into with the State Government (represented by the then Department of Economic Development, Tourism and the Arts) to provide a framework for coordination and consultation between council and the Tasmanian Government to implement the Kangaroo Bay Urban Design and Concept Plan.
- 1.4** While not legally binding, the MOU set out the parameters for integration of council and Crown land parcels for development of Kangaroo Bay to address strategic need and to provide benefit to the local community and region, including encouraging development that would provide a contemporary, innovative, diverse and sustainable urban environment.
- 1.5** On 4 November 2013, the Hon Jamie Briggs MP, Assistant Minister for Infrastructure and Regional Development wrote to council outlining an Australian Government commitment to provide up to \$5m to deliver the Kangaroo Bay Community and Economic Development Project as part of the Tasmanian Jobs and Growth Plan. This funding was used within the area on road and intersection upgrades, and associated community facilities.
- 1.6** The area was rezoned as the Kangaroo Bay Particular Purpose Zone and Inner Residential Zone under the then-current Clarence Interim Planning Scheme 2015 this zoning still applies under the new Tasmanian Planning Scheme (TPS).
- 1.7** Following the adoption of the Kangaroo Bay Urban Design Strategy and Concept Plan, council sought subdivision of the precinct to create the lots which now make up the Wharf site and the Boulevard site, as well as new accesses and road lots including the Alma Street intersection.

- 1.8** In 2015, following the planning and subdivision processes, council and the Tasmanian Government invited Expressions of Interest (EOI) to develop the area. This was stage 1 of a process to identify development proposals for both the Wharf site and the Boulevard site. As part of the stage 1 process council provided suggested designs for the Wharf site – the designs included a hotel, conference centre, civic plaza and restaurant/cafe/bar which complimented the zoning of the precinct.
- 1.9** Two stage 1 submissions were received with the submission from Hunter Developments being preferred. That submission included:
- premium standard waterfront accommodation hotel;
  - restaurants, bar, and mixed retail, food and beverage tenancies;
  - function/conference facilities;
  - public spaces and waterfront boardwalk;
  - TasTAFE linked hospitality training school; and
  - a ferry terminal.
- 1.10** The Hunter Developments submission aligned with the zoning under the Scheme, the Kangaroo Bay Urban Design Strategy and Concept Plan and council's vision for the area.
- 1.11** Hunter Developments was invited to participate in Stage 2 of the EOI process via granting of preferred developer status. Through the Stage 2 process Hunter Developments confirmed that it had secured an investor, Shandong Chambroad Holding Group Co Ltd.
- 1.12** In 2016, council and the Crown entered into an agreement to enable the transfer of parcels of Crown land which forms the Wharf site and the Boulevard site to Council ownership; to provide for the sale and development of those sites. Ownership of the Crown land transferred to council in late 2017. The transfer of land was contingent on a commitment from council for the construction of a breakwater at Kangaroo Bay in accordance with the Kangaroo Bay Public Pier planning permit; this was completed by council in 2021.

- 1.13** On 25 May 2017, council entered into a Sale and Development Agreement (SDA) with Chambroad Overseas Investment Australia Pty Ltd (Chambroad) which included the sale of the council land at Lots 7, 8 and 11 of the Survey Plan (Attachment 2) to Chambroad.
- 1.14** As part of the SDA, Chambroad was obligated to develop the land as a hotel and hospitality school and related uses in accordance with a planning permit issued to Chambroad in early 2017 for the hotel.
- 1.15** The SDA included a term requiring substantial commencement of the development within 12 months of completion of the Agreement, or such later date as the Vendor (Council) may allow.
- 1.16** The SDA also included an option for council to buy back the land for the original sale price if Chambroad failed to achieve substantial commencement within the timeframe.
- 1.17** Chambroad has undertaken reclamation works in Kangaroo Bay, but no other work has occurred. The reclamation work satisfies the substantial commencement requirement applicable to a planning permit issued in accordance with the *Land Use Planning and Approvals Act 1993*; however, the SDA set a higher threshold for substantial commencement. Under the SDA, to satisfy the substantial commencement condition Chambroad is required to commence construction of footings, foundations and other ground level and below ground level infrastructure relating to buildings approved by the planning permit, within the timeframe set by the SDA terms.
- 1.18** In 2018, TasTAFE withdrew from the project. In 2019 Chambroad entered into a Memorandum of Understanding with the University of Tasmania (UTAS) for the operation of the education component of the development.

- 1.19** Council approved a six-month extension to the SDA on 27 May 2019, extending the date for substantial commencement to 14 November 2019 to enable Chambroad to secure a contractual agreement with UTAS. At its meeting of 11 November 2019, council further extended the “substantial commencement” period to 14 October 2020.
- 1.20** At its meeting of 12 October 2020, a recommendation to provide an extension of time with conditions was lost. That decision was presented to council again at its meeting on 21 December 2020 where council resolved to grant a further extension of time to Chambroad to achieve substantial commencement under the SDA, to 13 October 2022. The decision included several other conditions which were ultimately not agreed by Chambroad. A further decision was made on 9 February 2021 resolving these issues and confirming the extension of time to 13 October 2022.
- 1.21** On 15 June 2021, representatives from Chambroad attended a workshop with councillors. At that workshop council was advised that:
- UTAS was unable to continue to commit to the project due to the impact on student numbers by the COVID-19 pandemic and that it was considered unlikely that student numbers would return to pre-COVID levels before the SDA ‘substantial commencement’ date occurs in October 2022;
  - Chambroad considers it unlikely they will find a dedicated hospitality and tourism college partner with the capability to deliver training up to a dual Masters Degree level within the SDA timeframe; and
  - Chambroad remains committed to the project and has no intent to exit.
- 1.22** As part of the workshop presentation, Chambroad indicated it had several options it could consider:
1. Chambroad’s preferred option was to proceed with the project in some form.
  2. Chambroad’s second option was to negotiate a commercial settlement with council.

3. Chambroad's third and 'last resort' option would be to proceed to fulfil its obligations under the SDA.

**1.23** Within the context of Option 1, Chambroad proposed three sub-options for council to consider:

1. Consider 'other uses' for the approved buildings:
  - a. Building A as a hotel and apartments.
  - b. Building B & C for commercial uses.
2. Consider 'other uses' for the approved buildings:
  - a. Building A as a hotel and apartments.
  - b. Buildings B & C as a multi-purpose community facility under a Public-Private Partnership (PPP) with Council, or other community facility.
3. Consider any other uses for buildings A, B & C through a community engagement and consultation process.

**1.24** Councillors discussed the options put forward by Chambroad at the workshop. In considering options raised by Chambroad, the relevant point of reference for consideration was the Kangaroo Bay Urban Design Strategy and Concept Plan (Strategy and Plan), which was adopted by council in September 2008. The Strategy and Plan provided the basis for the planning controls applicable to the area, which are incorporated into the Clarence Interim Planning Scheme 2015 (CIPS 2015).

**1.25** Within CIPS 2015, the Particular Purpose Zone 4 - Kangaroo Bay - Local Area Plan C (LAPC): Wharf provides discretionary uses. Those uses are intended to facilitate activities such as tourism, civic and marine developments including visitor accommodation, food services, shops (but limited to predominantly tourism and maritime related), tourism operation, marina, civic centre and function centre.

**1.26** Prohibited uses for the site include, but are not limited to, business and professional services and residential accommodation. Relevantly, under the terms of CIPS 2015 this would include long stay apartments and a range of commercial uses.

**1.27** At a meeting on 9 August 2021, council considered a report on the status of the project and a recommendation:

*“That Council:*

- A. Notes its decision of 9 February 2021 to grant an unconditional extension of time to 13 October 2022 in accordance with the Sale and Development Agreement between Council and Chambroad; and*
- B. In consequence of the withdrawal of the University of Tasmania from the education facility element of the project, acknowledges the right of Chambroad to present alternative proposals for the site, provided that any proposal is consistent with current planning scheme requirements, including the Particular Purpose Zone 4 – Kangaroo Bay – Local Area Plan C (LAPC): Wharf; provided that*
- C. Chambroad must first provide written acknowledgement to council to the effect that the submission of or consideration by council of any alternative proposal:*
  - (i) does not amount to a waiver or variation of any of the terms of the Sale and Development Agreement or of any rights that the council has pursuant to that Agreement; and*
  - (ii) does not amount to a representation made by the council to Chambroad to the effect that it will or may at a point in time in the future agree to an amendment, variation or waiver of the Sale and Development Agreement or that it will not otherwise insist upon its strict legal rights pursuant to that Agreement.”*

**1.28** This motion was put and lost.

- 1.29** Following the 9 August 2021 meeting representatives from Chambroad continued to provide quarterly updates (November 2021, March 2022 and June 2022) to council on project progress. Copies of these were tabled at council meetings and published on council's website.
- 1.30** On 27 September 2022, council received correspondence from Chambroad requesting an extension of time to achieve substantial commencement under clause 6.3 of the SDA until 13 October 2024. This letter also requested council's response prior to 12 October 2022, the date on which substantial commencement was to have been achieved. Reasons supporting this request were outlined in a confidential communication with council.
- 1.31** On the same date, council also received a letter proposing an alternative path forward for developing a hotel on the site and removing the hospitality and education component from the existing proposal.
- 1.32** Representatives from Chambroad presented this proposal in more detail at a workshop with councillors on 18 November 2022.
- 1.33** Due to the Local Government Elections in October 2022, council and Chambroad agreed to a "Standstill Agreement" which expires at 5.00pm on 21 December 2022, to consider the request for a further extension of time and to consider a Modified Development proposal put forward by Chambroad. Council is required to notify Chambroad prior to that time and date whether or not it grants the requested extension.

## **2. REPORT IN DETAIL**

- 2.1** There are two concurrent requests for council to consider as part of this report with consideration and approval of one possibly negating the need to consider the other.
- 2.2** It is appropriate to firstly consider the request for a further extension of time to reach substantial commencement under the SDA and secondly, the request to consider a "Modified Development" proposal.

**The Request for an Extension of Time under the Current SDA**

- 2.3** Under the terms of the SDA, as varied, Chambroad was originally required to reach substantial commencement of the development by 17 November 2018. The details related to extensions of time previously granted are provided in the Background section above.
- 2.4** Prior to 13 October 2022, council and Chambroad agreed to a “Standstill Agreement” which expires at 5.00pm on 21 December 2022 to consider the request for a further extension of time and to consider a Modified Development proposal put forward by Chambroad. Council is required to notify Chambroad prior to that time and date whether or not it grants the requested extension.
- 2.5** It is relevant to note that the SDA defines substantial commencement in a different manner to that normally prescribed under the *Land Use Planning and Approvals Act 1993*. Under the SDA, “substantial commencement” means “*the physical start of works to construct footings, foundations and other ground level and below ground infrastructure relating to the buildings approved by the Permit*”.
- 2.6** Clause 6A of the SDA sets out the requirements in relation to a request for extensions of time. The clause provides:

*“Where any provision of this agreement prescribes time limits within which things are to be done or approvals received by either party, the other party will not unreasonably withhold consent to a written request to extend any such time limit where it is satisfied that all reasonable attempts have been made to comply with the time limit or that non-compliance is for reasons not within the reasonable control of the party bound by the time limit. For the avoidance of doubt, the provisions of this clause extend to the satisfaction of any condition precedent in clause 4.”*



**2.7** In summary, clause 6A requires:

- that there be a written request for an extension of time;
- that Council be “*satisfied that all reasonable attempts have been made to comply with the time limit*’ **or** ‘*that non-compliance is for reasons not within the reasonable control of the party bound by the time limit*’; **and**
- that Council not “unreasonably withhold consent”.

**2.8** When considering a request for an extension of time under the SDA, council must give genuine consideration to the request. The consideration of the request must be undertaken in two steps – firstly, council must consider whether all reasonable attempts have been made by Chambroad to achieve substantial commencement within the time limit set out in clause 6.3 of the SDA (as extended) **or** non-compliance with that time limit was for reasons not within the reasonable control of Chambroad. Secondly, council must then determine whether or not to grant the request for an extension of time.

**2.9** Chambroad has provided reasons for its request for a further extension of time to achieve substantial commencement under clause 6.3 of the SDA. While aspects of those reasons are confidential, the essence is:

- that the impacts of the COVID-19 pandemic continue to frustrate Chambroad’s ability to secure an education provider;
- Chambroad cannot provide the education services itself as it lacks the experience, staff, networks and accreditations required;
- the SDA requires the hospitality training school to be developed alongside the hotel, with no option to separate them;
- the floor and other internal design aspects of the hotel and hospitality school need to be designed with input from an education provider.

**2.10** Chambroad also states that it has approached a significant number of education providers and, due to the impact of the pandemic on education providers and student numbers, cannot find an education provider who is able to commit to the project.

- 2.11** Chambroad has provided a list of its activities in preparation for commencement of construction, subject to an education provider agreeing to join the project. These activities stop short of seeking relevant permits (building, plumbing, etc) because final layout of internal fit-out could not be determined without input from an education provider.
- 2.12** Notwithstanding the position put forward by Chambroad, there are two obvious counter arguments to the request for a further extension of time. These are:
- firstly, the SDA sets out the requirements for substantial commencement, namely the physical start of certain construction works. The SDA does not consider the requirement to have contractual arrangements (in respect of the future uses of the completed Development) in place with anyone else – those are arguably matters for Chambroad but are not contractually relevant to the SDA, including achievement of substantial commencement.
  - Secondly, picking up on the fact that Chambroad has not been able to secure an education provider in the two years since the last extension was granted, and that on Chambroad's own assessment it appears Chambroad will not be able to find another education provider in the short to mid-term given substantial changes to the domestic and international education markets, the grant of a further extension of time is considered unlikely to lead to any change in that circumstance.
- 2.13** At this point it is also useful to note that, throughout the process of Chambroad negotiating partnership arrangements with, first, TasTAFE and then later with UTAS, it has arguably been genuine, honest and transparent with council. To satisfy the substantial commencement requirement Chambroad always had the option to commence in-ground and ground-level works and then stop the project pending an education provider being secured. This would have satisfied the substantial commencement clause in the SDA and nullified council's buyback option. At no time has this option been considered by Chambroad, who have overtly expressed a desire to avoid a "false start".

**2.14** In considering the requirements of clause 6A, council must have regard to the two primary limbs of the clause:

- Can council be satisfied “*that all reasonable attempts have been made to comply with the time limit*”? Within the context of the SDA, clause 6.2 required Chambroad to develop the land as a hotel **and** hospitality training school. A permit has been issued and Chambroad submits that the project is “shovel ready”. Leaving aside Chambroad’s desire to secure an education provider prior to substantially commencing, there does not appear to be any reasons advanced by Chambroad as to why it has not substantially commenced the development by starting the physical works referred to in clause 6.3 of the SDA or why that failure is not within the reasonable control of Chambroad.

To the extent, if any, that Chambroad securing an education provider is relevant, while Chambroad has made significant attempts to secure an education provider to support the project, by its own admission that now appears unlikely to occur in the short to mid-term due to substantial changes to the education market post-pandemic. A further extension of time for substantial commencement, no matter how long, is unlikely to result in Chambroad securing an education provider and that, due to Chambroad’s desire to secure an education provider prior to substantially commencing, the contractual link within the SDA for a hotel and hospitality training school cannot be met as a consequence.

- Can council be satisfied “*that non-compliance is for reasons not within the reasonable control of the party bound by the time limit*”? While the impacts of the COVID-19 pandemic on the education sector are outside the control of Chambroad, the relevant question is “what was the impact upon Chambroad’s ability to achieve substantial commencement”? It is clear that the definition of “substantial commencement” is focused on construction rather than the contractual arrangements that sit behind the project. Chambroad has failed to address what attempts it has made to achieve substantial commencement by starting physical works.

In that context, it is clear from the volume of construction work underway in Tasmania, including construction of hotels and other significant buildings, that physical commencement of works ought to have been possible notwithstanding Chambroad's stated desire to have an education provider on board first.

**2.15** Council must act reasonably in considering whether or not either of the two primary limbs have been satisfied and only consider matters that are relevant to the subject matter of the SDA. If Council is:

- satisfied that one or both of the two primary limbs are satisfied, it must not unreasonably withhold its consent to the requested extension of time; or
- not satisfied that one or both of the two primary limbs are satisfied, it must act reasonably in determining whether to give or withhold its consent to the requested extension of time.

**2.16** The consequence of these considerations is that while Chambroad has approached the project in an honourable and transparent way, there are sound reasons to be concerned about the lack of progress. Arguably those concerns run against the granting of an extension of time for Chambroad to achieve substantial commencement under clause 6.3 of the SDA; however, as will be explained below, the circumstances do warrant consideration of the Modified Development proposal put forward by Chambroad in order to focus on a way forward within a reasonable timeframe.

**2.17** Once Council has adequately dealt with the extension request under the existing SDA, and if it does not agree to move forward under the new Development Agreement, then it may consider whether or not it wishes to exercise the buyback option in the SDA. Should the option to buy-back the land be activated, council must make a decision to do so on or before 12 April 2023.

**The Modified Development Proposal**

- 2.18** On 27 September 2022 in a letter to council, Chambroad put forward Modified Development proposals for a standalone hotel and associated facilities on the Wharf Site. At that time, there were two Modified Development proposals put forward. Both were early-stage drawings and renders.
- 2.19** In accordance with the ‘Standstill Agreement’, Chambroad was afforded the opportunity to present by 11 November 2022 a Modified Development proposal which was to include, amongst other things, staging of the Building A (Hotel site) development and associated footings for Buildings B and C (Stage 1) and staging of the Buildings B and C development (Stage 2), including a process to identify alternative uses for these buildings.
- 2.20** Chambroad subsequently presented its two proposals at a confidential workshop for councillors on 18 November 2022.
- 2.21** Importantly, Chambroad advised council that it was working on two Modified Development proposals, and that it would select its preferred option ahead of the deadline for finalising this report. The preferred option was selected and advised to council officers on 8 December 2022. The preferred Modified Development proposal was provided to Councillors, along with other relevant information, on 9 December 2022.
- 2.22** The Modified Development proposal (Attachment 3) would see Chambroad submit a new development application for a hotel and associated facilities on the site. This Modified Development Proposal differs to the proposal that was contemplated by the “Standstill Agreement”.
- 2.23** The hotel would comprise visitor accommodation, restaurant and bar facilities (all open to the public), as well as function and conference facilities.
- 2.24** Council has also been advised that Chambroad has engaged with an established national development partner, which owns and operates major brand Hotels in Australia, and is seeking a Tasmanian footprint.

- 2.25** Under the draft Development Agreement, Chambroad would be obligated to achieve substantial commencement by the earlier of 60 days from Chambroad obtaining a building permit (on terms and conditions satisfactory to Chambroad) and 12 December 2024, but subject to limited rights for extensions of time. The milestones set out in the draft Development Agreement negotiated with officers are clear and there are termination rights linked directly to a failure to achieve substantial commencement by the earlier of 60 days from Chambroad obtaining a building permit (on terms and conditions satisfactory to Chambroad) and 12 December 2024, but subject to limited rights for extensions of time. Termination would trigger the buyback clause carried forward from the current SDA to the new agreement.
- 2.26** There are a number of reasons for possibly recommending Council support the Modified Development proposal and execute a new agreement for a revised hotel development on the site.
- 2.27** Council has pursued a consistent strategic vision for the Kangaroo Bay precinct since 2008. This strategic vision included realising visitor accommodation on the site, recognising that it had significant local and regional importance as a key activity site for the city.
- 2.28** This vision has seen council follow the Kangaroo Bay Urban Design Strategy and Concept Plan since 2008, undertaking significant capital works for the area to work towards a strategic development on the site. Some of these works were funded by the \$5m grant received from the Australian Government.
- 2.29** Council amended the planning scheme to reflect its direction for the site “to facilitate activities such as tourism, civic and marine developments including visitor accommodation, food services, shops (but limited to predominantly tourism and maritime related), tourism operation, marina, civic centre and function centre.”
- 2.30** Council’s own EOI documentation for the area showed a hotel on the site.

- 2.31** More recently, initial City Heart consultation undertaken in November 2022, recognised the need for a focal point for the area, a drawcard that creates activity and a reason to visit the Rosny Park and Bellerive Village activity centres.
- 2.32** While the Modified Development proposal meets the goals set out in council's strategic and supporting documents it also addresses several concerns raised by our community in relation to the previously approved design. Removal of the education element of the project enables an "opening up" of the area adjacent to Cambridge Road. This becomes the entry to a plaza style area open to the community and able to be used for outdoor events. The area under the plaza is used in part for parking and also for a range of function venues and areas which promote integration of activities for both hotel clients and the community. The revised design, which requires consultation and refinement as part of the pre-development application process, is considered more integrated from a community perspective than the previous proposal.
- 2.33** There are currently very limited-to-no opportunities to visit and stay in the city of Clarence. There are no major accommodation options, which results in the city being unable to fully realise the benefits of the visitor economy boom that Tasmania, and specifically Southern Tasmania is experiencing, with a knock-on effect to other sectors of our economy including restaurants and events within the surrounding area. For example, the Rosny CBD and Bellerive Village miss the opportunity for further economic growth and diversity in offering due to this lack of customer diversity. This situation is exacerbated when significant events occur at Blundstone Arena, seeing patrons travel into the area for events and then return to the western shore straight after. While hotels are being built in the Hobart CBD to add to existing hotel accommodation stock, in Clarence there are none.
- 2.34** This loss of activity is particularly evident at the morning and evening bookends of the day where visitor spend is likely to occur closer to where accommodation is situated.

- 2.35** Demand (booked nights) in Tasmania for the year to June 2022 was 102% of demand recorded in the same period in 2019 (pre-pandemic), and 106% of 2020. An 11% decline in Supply (nights available to book) from 2019 to 2022 resulted in an overall increase in Occupancy rate of 8% (Tourism Tasmania, Accommodation Snapshot Year Ending June 2022).
- 2.36** In the southern region of Tasmania specifically, occupancy rates in 2022 have been approximately 90% with upper and high-end hotels reporting surging demand at the top end of the market. Occupancy rates at this level are considered to be 'fully-booked'.
- 2.37** This high demand is also evidenced by continued hotel investment in the Southern Tasmania region. Investors have played a big part in increasing hotel inventory in the market with the opening of the Tasman in Hobart in late 2021, along with hotels like Vibe, Movenpick and Crowne Plaza also opening in recent years in Hobart.
- 2.38** In the year ending June 2022 visitor nights spent in Tasmania totalled 8.74m (Tourism Tasmania fast facts) yet Clarence is capturing very few of those stays due to a lack of inventory.
- 2.39** Situated in the City of Clarence, Richmond is fourth in the top 10 places visited in Tasmania by visitor numbers receiving 261,000 visitors (year ending March 2020 – DST Southern Tasmania Destination Management Plan 2022-2025).
- 2.40** Clarence is also home to the Hobart International Airport, Tasmanian's busiest gateway with 89% of all visitors arriving via a flight to Hobart (DST Southern Tasmania Destination Management Plan 2022-2025). 2.8 million passengers passed through the airport in FY2020 with a forecast for more than 5.5 million yearly passengers passing through the airport by 2042 (Hobart Airport Master Plan 2022). Currently the majority of these passengers are bypassing our municipality to stay in other local government areas, particularly Hobart.



- 2.41** The recent announcement by the State Government that it will seek to build a new stadium and associated infrastructure at Macquarie Point as part of its bid for an AFL team also presents as a further driver for visitation in the southern region, and specifically within Greater Hobart.
- 2.42** AFL games, other sporting events and large-scale concerts are all likely to drive a further boom in the visitor economy for southern Tasmania, driving further demand for accommodation across the region.
- 2.43** In preparing for council to consider the Modified Development proposal from Chambroad, officers undertook to negotiate a draft Development Agreement to provide options to council in the event it wished to pursue the new proposal.
- 2.44** There are strict milestones set out in the draft agreement and these are tied to strict timeframes (subject to limited rights for extensions of time) that can trigger termination.
- 2.45** If council executed a new Development Agreement and substantial commencement was not achieved by the earlier of 60 days from Chambroad obtaining a building permit (on terms and conditions satisfactory to Chambroad) and 12 December 2024, but subject to limited rights for extensions of time, council would have the ability to buyback the land at the original sale price.
- 2.46** However, it is noted that the period of time which council has had to consider the Modified Development proposal has been short. In addition, the proposal is still lacking detail and has not been subject to any community and key stakeholder consultation.
- 2.47** On 14 December, as this report was being finalised, Chambroad removed project renderings from the information pack (Attachment 3), and also expressed concerns regarding public release of the draft Development Agreement. Council has, on multiple occasions, made its position regarding project and contractual transparency clear to Chambroad.

These two issues will require further discussion, but also highlight that further time is required in regard to the Modified Development proposal.

**2.48** It is the view of officers that council needs more time to consider a proposal of this magnitude and strategic importance and that Chambroad should undertake to provide council with further detail on the proposal as well as commit to undertaking community consultation for the new proposal.

**2.49** As a result, it is recommended that council not accept the Modified Development proposal and associated draft Development Agreement at this time.

### **3. CONSULTATION**

#### **3.1 Community Consultation Undertaken**

No community consultation has been undertaken on Chambroad's Modified Development proposal. Throughout negotiation of the draft development agreement Chambroad has indicated a willingness to consult with community ahead of lodgement of a development application. Separately, if Council were to support the Modified Development proposal and execute the new agreement, a new development application would need to be lodged by June 2023, with the standard planning process to be followed including a special council meeting to consider the application under council's existing policies and procedures.

#### **3.2 State/Local Government Protocol**

Not applicable.

#### **3.3 Other**

This matter was most recently discussed with councillors at a workshop on 18 November 2022 and 12 December 2022. Over the course of this project numerous workshops and presentations have occurred.

### 3.4 Further Community Consultation

It is recommended that Council request that Chambroad undertake community consultation to provide it with confidence that the Modified Development proposal is in line with community expectations. Chambroad has indicated that it would undertake consultation on the alternative development ahead of lodgement of a development application in 2023.

## 4. STRATEGIC PLAN/POLICY IMPLICATIONS

The Clarence City Council Strategic Plan 2021 - 2031 includes the following goals:

*“A well planned liveable city – Clarence will be a well-planned liveable city with services and infrastructure to meet current and future needs of our growing and vibrant community.*

*A prosperous and creative city – Clarence encourages creativity, innovation and enterprise and will develop the local economy by enabling opportunities for all people.”*

Each goal is supported by objectives. The following three objectives are relevant:

*“2.10 – Ensuring quality civic architecture which is responsive to place and adaptable for the needs of the community.*

*2.13 – Enhancing natural and built amenities to create vibrant, accessible activity centres and community hubs through quality urban design.*

*3.6 – Facilitating and/or directly investing in foundation projects and infrastructure aimed at driving further investment and growth.”*

Within the context of the Strategic Plan 2021 – 2031, major projects and initiatives are identified. Relevantly, the strategic plan contains the following:

#### ***“Kangaroo Bay Development Precinct***

*Kangaroo Bay is a significant location within the City of Clarence, and we seek to activate the potential of this precinct to be a world class waterfront destination and inclusive place for both residents and visitors that provides economic, social and community benefits.*

*The precinct has two key development sites, the wharf and boulevard sites. The wharf site has been approved for the development of a hotel and hospitality training school, while a mixed use of residential and commercial is proposed for the boulevard site.”*

**5. EXTERNAL IMPACTS**

Nil.

**6. RISK AND LEGAL IMPLICATIONS**

Council has been provided with confidential legal advice regarding its rights and obligations under the SDA and the manner in which the extension of time request from Chambroad should be considered. Officers have received confidential legal advice in regard to negotiating and drafting the new agreement.

**7. FINANCIAL IMPLICATIONS**

There are potential financial implications, dependent on council's decision on this matter. These range from a \$1.6m current contractual obligation in the SDA (also carried into the new agreement) to undertake public access and amenity work on and around the site, to potential legal costs on any dispute arising from a decision of council. These costs are unquantifiable at this time. If at any time the buyback option is exercised by council the pre-agreed buyback amount is \$2.44m plus GST.

**8. ANY OTHER UNIQUE ISSUES**

Nil.

**9. CONCLUSION**

**9.1** Chambroad has not satisfied officers that its request for a further extension of time to satisfy clause 6.3 of the SDA has merit. It is recommended that consent should not be granted to this request for a further extension of time for the reasons outlined in this report.

**9.2** An alternative proposal (the Modified Development proposal) for a standalone hotel has been presented to council and is broadly consistent with the Strategic Plan for the area and the work council has undertaken over the last 14 years to realise the Kangaroo Bay Urban Design Strategy and Concept Plan.

- 9.3** It is recommended that council does not accept the Modified Development proposal, and instead request that Chambroad undertake community consultation on the proposal and provide further detail to council on the proposal in the New Year, inclusive of community feedback received.

Attachments: 1. Kangaroo Bay Urban Design Strategy and Concept Plan [September 2008] (181)  
2. Survey Plan for Kangaroo Bay (5)  
3. Chambroad Proposal for Hotel and Associated Facilities Development [December 2022] (29)

Ian Nelson  
**CHIEF EXECUTIVE OFFICER**

INSPIRE: *n. the arousing of feelings, ideas and impulses that lead to a creative activity. v. to uplift the mind of spirit.*  
PLACE: *n. the connection between nature and culture which gives meaning to our everyday life. v. to position or arrange.*  
NOTHOFAGUS GUNNII: *n. Deciduous beech, the only native deciduous tree endemic to the island of Tasmania, Australia.*



# Kangaroo Bay Urban Design Strategy and Concept Plan

*Prepared for Clarence City Council*



February 2008

*Inspiring Place  
with assistance from*

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Final

# KANGAROO BAY URBAN DESIGN STRATEGY AND CONCEPT PLAN

prepared for  
Clarence City Council



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- Attachment 2 Clarence Urban Design: Considering the pattern of settlement –Kangaroo Bay and Rosny Park
- Attachment 3 Kangaroo Bay, Demographic Trends, Tourism Analysis and Development Opportunities
- Attachment 4 Kangaroo Bay Transport Issues
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# 1 INTRODUCTION

Kangaroo Bay, located on the eastern shore of the Derwent River Estuary, forms part of the suburb of Bellerive in the City of Clarence (Map 1.1). The location has a significant historical background, dating back to the early 1800s, when the area was settled by farmers, but isolated from the growing town of Hobart. Previous to that time, Kangaroo Bay and its surrounds was inhabited by members of the *Moomairremener* band of the Oyster Bay tribal group<sup>1</sup>.

In the mid to late 1800's, before the construction of various bridges across the Derwent River during the 1900's (the floating Tasman and the Bowen Bridges), Kangaroo Point became the primary landing port for ferries and merchandise ships moving to and from Hobart's eastern shore. From the early 1900s onwards, Kangaroo Bay played a central role in the servicing, administration and commercial functioning of the emerging village of Bellerive and surrounds.

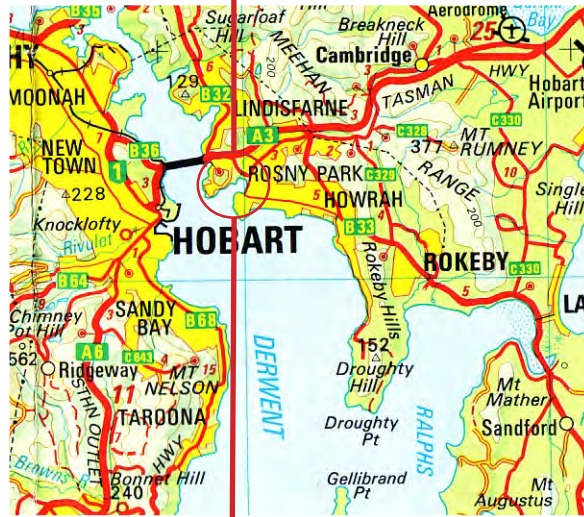
The collapse of the Tasman Bridge in 1975 resulted in the construction of a new ferry pavilion at Kangaroo Point, boosting the significance of the area as a transportation hub once again.

Today, the historical infrastructure, including the remains of the former Bellerive–Sorell railway line, the 1975 ferry wharf and a number of historic residences and civic buildings can still be seen within and near the Bay.

The physical shape of Kangaroo Bay has altered considerably from its pre-colonial state as the area became increasingly urbanised. Initially changes to the foreshore were a result of reclamation and infill processes undertaken for the construction of the rail-head in 1892. Carparking in the 1970's and later conversion to sportgrounds further modified the Bay. Little remnant native vegetation remains along the foreshore of the Bay – a testament to the area's long history as a working port, residential and public use area. Nonetheless, the area has attractive attributes due to its waterfront location and panoramic views to Hobart City, Mount Wellington and the wider western shore of the Derwent Estuary.

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<sup>1</sup> Ryan L. (1996) *The Aboriginal Tasmanians*, Edition 2 Allen and Unwin, Australia, page 18.



**Map 1.1. Location**

Within the Kangaroo Bay precinct today, some sections act as established community open space and recreational areas. The Bellerive Yacht Club is a major feature within the Bay, and includes an extensive marina complex to service its members. The sportsground located at the northern end of the Bay, and accessed from Kangaroo Bay Drive is utilised all year round for cricket, hockey, little athletics, and as an outdoor space for both formal and informal activities associated with the adjacent Rosny College.

The historic Bellerive Village (the Village), backs onto Kangaroo Bay on its southeast corner. The Village is a small commercial precinct that includes a hotel, restaurants, various professional offices and other services. Several of these buildings and others along Cambridge Road to the north are of historic importance, being listed on the Councils register of historic places in its Planning Scheme.

The remainder of the study area is largely under-utilised reclaimed land with considerable areas allocated to car parking and in need of revitalisation.

## 1.1 THE CURRENT STUDY

Clarence City Council (Council) have recognised the potential of Kangaroo Bay to be a significant visitor and leisure destination within the City of Clarence and Southern Tasmania. Inspiring Place consultants, in conjunction with Leigh Woolley (Architect and Urban Designer), ARUP (Traffic Engineers) and Urban Enterprise (Land Use Economists), were engaged by Council to develop an *Urban Design Strategy and Concept Plan for Kangaroo Bay*.

The plan is intended to provide an integrated approach to the future development of Kangaroo Bay by addressing infrastructure, landscaping, public amenity and access issues, responding to Council's vision for the area:

“to create a unique environment that is a focal point for the City through the establishment of tourism, recreational, cultural and commercial activities, set within quality public spaces”



## 1.2 THE STUDY AREA

The study area is bounded by Rosny Hill Road to the north of Kangaroo Bay and Cambridge Road to the east, and includes the former ferry building at the mid-point of the eastern shore of the Bay, and the sport and recreation ground on its northern end (see Map 1.2).

Although separate briefs and submissions were originally prepared, dividing the study area into Area A (southern end) and Area B (northern end), a holistic approach to the project has been taken. Consideration of the two areas together, allowed the formulation of an over-arching vision for the future use, development and design of the Kangaroo Bay area, and ensured a practical, resource efficient approach to the project.

However, the reader will find that Area B is resolved to a strategic level (1:2000) whilst Area A has a higher level of design detail (i.e. the design concept development level, 1:500 scale, as can be seen in Section 3.3. These varying outcomes are the result of there being a greater level of existing development in Area A and thus the possibility of more considered investigation into the design treatment of the public spaces there.

Nonetheless, there remains further design development resolution to enable the precise description of the detail of the materiality of the final design.

## 1.3 APPROACH

The project was undertaken in five key stages:

**Stage 1** involved:

- preparation of a final work program; and
- gathering and identifying known sources of information.

**Stage 2** focused on a situational analysis, involving:

- review of previous studies and consultations;
- meetings with relevant State Government and Council officers;
- meeting with specific stakeholders (in particular the Bellerive Yacht Club and Prudentia Pty Ltd);

conduct of a team site analysis; and

preparation of a site analysis report (in a powerpoint format), and presentation of the findings to Council.



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**Map 1.2** Study Area

Design options were developed in **Stage 3**, including:

benchmarking Kangaroo Bay against other waterfront developments in Australia and overseas;

preparation of preliminary design options for the public open spaces of Kangaroo Bay; and

presentation of the design options to Council and specific stakeholders, review by the Kangaroo Bay Steering Committee<sup>2</sup> and negotiation of the preferred direction of the final plan.

**Stage 4** involved the collation of the project documentation (background information, consultation overview and design strategy concept plan) into a

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<sup>2</sup> A Steering Committee including representatives from Stage Government agencies, Bellerive Yacht Club and Clarence City Council has responsibility for overseeing redevelopment of Kangaroo Bay and in particular the review of the proposed Prudentia Development (see Section 2.7).

draft report (this document, the draft *Kangaroo Bay Urban Design Strategy and Concept Plan*), for Council review.

Following review, the final report was prepared, including an action plan in consultation with Council officers and an order of cost estimate for the final Design Concept Plan **(Stage 5)**.

#### 1 . 4   R E P O R T   S T R U C T U R E

The *Kangaroo Bay Urban Design Strategy and Concept Plan* (the current report) is comprised of four sections:

- an introduction to the project, including a description of the study area and an outline of the project approach (this Section);

- a description of the unique physical, biological, socio-economic and built features and characteristics of Kangaroo Bay, and a review of previous reports and the planning context pertaining to the study area (Section 2);

- a vision for Kangaroo Bay to guide future development, and a detailed description of the elements of the *Urban Design Strategy and Concept Plan* (Section 3); and

- an Action Plan, including an order of cost estimate for the implementation of the *Urban Design Strategy and Concept Plan* (Section 4).

The current report is supported by detailed studies prepared by sub-consultants to the project. Their reports are included as attachments to this report.

References used in developing the plan are footnoted throughout the text.

## 1.5 ACKNOWLEDGMENTS

The consulting team would like to acknowledge the advice and support of the Clarence City Council throughout the project, and in particular Greg Walker the Economic Development Officer.



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**Plate 1.1.** Photograph of Sportsground towards Kangaroo Bay with Rosny College on the right.



## 2 KANGAROO BAY – A SETTING FOR URBAN DESIGN

The section provides an overview of the physical, biological, socio-economic, and built characteristics of Kangaroo Bay, and the influence of the proposed design strategies and concept plan.

The information has been largely drawn from review of previous reports (Attachment 1), site visits and desktop research. Extensive biological and cultural surveys were not undertaken as part of this study.

### 2.1 PHYSICAL AND BIOLOGICAL CHARACTERISTICS

Table 2.1 provides a brief summary of the physical characteristics of study area:

Characteristic	Background	Comment
Climate	The following climate averages are based on data from the Risdon <sup>3</sup> weather site: Mean daily max. temperature: 16.9°C Mean daily min. temperature: 8.2°C Mean annual rainfall: 602.1 mm	The favourable climate of the area is conducive to the use of external public and private open space, and combined with the scenic outlook, attracts regular visitation particularly in the summer months.  The increase in UV penetration across Tasmania, most evident throughout the summer months, has resulted in need to provide adequate shade in public spaces.
Geology	Western shore of Kangaroo Bay in the vicinity of Rosny College and Kangaroo Point: Brown Soils on Dolerite, on Jurassic Dolerite <sup>4</sup> .  Eastern side of Kangaroo Bay: Podzol and Podzolic Soils on Triassic Sandstone <sup>5</sup> .	Considerable areas of the foreshore within Kangaroo Bay have been created through reclamation of the foreshore with fill. Development will need to consider the structural stability of the fill and the suitability of its make up to the intended uses for the area.

**Table 2.1.** Physical and Biological Characteristics.

<sup>3</sup> [www.bom.gov.au](http://www.bom.gov.au). Accessed 25<sup>th</sup> August 2006.

<sup>4</sup> [www.thelist.tas.gov.au](http://www.thelist.tas.gov.au)

<sup>5</sup> Ibid.

Characteristic	Background	Comment
<b>Topography</b>	<p>The majority of land (including infill) within the study area has an elevation of 1 – 5m, reaching a height of 10m in the vicinity of Cambridge Road.</p> <p>The Coastal Flood Vulnerability of the study area is predicted to range from a minimum of 1.1 m by 2100, to a maximum of 1.94 m by 2100<sup>6</sup>.</p>	<p>The low-lying nature of the study area, combined with the possibility of sea level rise, has implications for development of the Kangaroo Bay. A precautionary approach to building and infrastructure height has been taken in the development of <i>the Urban Design Strategy and Concept Plan</i>, and will need to be considered in the implementation of the plan.</p>
<b>Flora</b>	<p>The majority of the study area is highly modified, with few native vegetation values remaining. Remnant vegetation is restricted to the She-oak woodland (<i>Allocasuarina verticillata</i> forest) on She Oak Point, and a small stand of eucalypts along the Kangaroo Bay Rivulet.</p> <p>No known threatened or rare flora species have been recorded from within the study area.</p> <p>A number of rare and threatened native flora species are known to occur in the Rosny Point and Rosny Hill area, outside of the immediate study area.</p>	<p>Landscaping associated with the proposed development will include locally indigenous species, and non-invasive ornamentals where appropriate.</p>
<b>Fauna</b>	<p>The Spotted Handfish (<i>Brachionichthys hirsutus</i>) is known to occur within Kangaroo Bay (20 specimens were found in 2000) but no comprehensive survey has yet been undertaken to verify and establish density<sup>7</sup>. The Commonwealth Scientific and Industrial Research Organisation (CSIRO) surveyed the area between Kangaroo Bluff (Bellerive Bluff) and Middle Bluff in 2005. A density figure of 16 adults/ hectare indicated that approximately 400 – 550 adults were in the above surveyed area<sup>8</sup>.</p> <p>The Swift Parrot (<i>Lathamus discolor</i>) has been recorded from locations around Bellerive Bluff approximately 1km outside the study area<sup>9</sup>.</p>	<p>The Spotted Handfish is protected as an endangered species under both the <i>Threatened Species Protection Act 1995</i>, and the <i>Environmental Protection and Biodiversity Conservation Act 1999</i> (the EPBC). Mitigation measures must be undertaken to ensure that this species is not significantly impacted upon by the proposed development. Development may need to be approved by Environment Australia under the conditions of the EPBC.</p> <p>The Swift Parrot is also likely to occur in the area, and is listed as endangered under both the <i>Threatened Species Protection Act 1995</i>, and the <i>Environmental Protection and Biodiversity Conservation Act 1999</i> (the EPBC).</p>

Table 2.1. Physical and Biological Characteristics (cont.).

<sup>6</sup> www.thelist.tas.gov.au<sup>7</sup> pers com. Mark Green, CSIRO, August 2006.<sup>8</sup> Ibid.<sup>9</sup> Ibid.

## 2.2 CULTURAL SETTING

### 2.2.1 Cultural Heritage

The historic role of Kangaroo Bay to the settlement and subsequent commercial and residential development of Hobart's eastern shore has been described as comparable to the role played by Sullivans Cove, in the development of the western shore. The port, located at Kangaroo Point allowed commercial trading to take place between merchants and farmers from the towns and villages on the eastern side of the Derwent, with the city of Hobart, and provided a regular passenger service, lessening the isolation of the village of Bellerive (or Kangaroo Point as it was once known<sup>10</sup>).

Kangaroo Bay is also likely to have further cultural heritage significance as a location of Aboriginal occupation predating European settlement.

#### Aboriginal Cultural Significance

The *Moomairremener* band of the Oyster Bay tribal group is known to have occupied the Risdon – Pittwater region<sup>11</sup>. She Oak Point, located on the western side of Kangaroo Bay, is a known sight of Aboriginal importance, consistent with a large number of similar sites, found primarily within the foreshore zone of the larger Derwent River Estuary, including those at Bedlam Walls and at Droughty Point.

Further investigation into the Aboriginal significance of Kangaroo Bay would be required if any disturbance was to occur to the natural foreshore areas (e.g. She-Oak Point) to determine the archaeological sensitivity of the area. Given the extensive reclamation of the remaining foreshore within Kangaroo Bay, it is expected that little evidence of Aboriginal artefacts would be found within these highly modified areas.

Comment: Aboriginal sites and artefacts are protected under the *Aboriginal Relics Act 1975*. An individual or an organisation that determines to destroy, disturb, collect, conceal, or interfere with an Aboriginal relic must apply for a Permit from the Minister for National Parks and Wildlife under Section 14(1) of the *Aboriginal Relics Act 1975*.

#### European Cultural Significance

The first land grant at the northern end of Kangaroo Bay<sup>12</sup> on the site that Rosny College now occupies was made in 1807. The settlement increased in

<sup>10</sup> Bellerive Historic Society (1994) *Bellerive Heritage, Volume Two*, Livingston Printers, Tasmania.

<sup>11</sup> Ryan, L. (1996) *The Aboriginal Tasmanians*, Edition 2 Allen and Unwin, Australia, page 18.

<sup>12</sup> Bellerive Historic Society (1994) *Bellerive Heritage, Volume Two*, Livingston Printers, Tasmania.



importance with the beginning of the ferry service in 1816, resulting in the construction of inns and stores to service travellers, farmers and merchants on their way to and from Hobart<sup>13</sup>. By the 1850s, Bellerive had become an important commercial centre and a popular recreational and holiday destination for visitors from surrounding towns and villages, including Hobart and the western shore<sup>14</sup>.

Reclamation works begun in the late 1800s have resulted in a departure from the natural form of the Bay and the drainage course of the Kangaroo Bay Rivulet. The current morphology of the Bay can be interpreted as a historical dialogue in itself, telling the story of urbanisation and development of the village of Bellerive (see Attachment 2).

Although increasing in popularity as a place to live and holiday, Bellerive did not have a permanent reticulated water supply until 1956, or a reticulated sewerage system until 1959<sup>15</sup>.

The collapse of the Tasman Bridge in 1975, was an important event in the developmental history of Bellerive and surrounds. The residents of the eastern shore suburbs were essentially re-isolated from the City of Hobart, resulting in the improvement of services and amenities within the local area, and less reliance on Hobart for essential goods and services.

Apart from the merits of individual buildings and sites, there are five precincts of cultural heritage significance within, or in close proximity to the study area:

the range of buildings and sites which contribute to the streetscape character of Bellerive Village around Cambridge Road – Petchey Street – Queen Street – Victoria Esplanade;

the collection of original residences along York Street;

individual historic properties on Cambridge Road;

the historic buildings at the Rosny Golf Course; and

the Aboriginal heritage values of the foreshore around the She-oak Point area.

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<sup>13</sup> Ibid.

<sup>15</sup> Bellerive Historic Society (1994) *Bellerive Heritage, Volume Two*, Livingston Printers, Tasmania.

**Comment:** An understanding of the evolution of the pattern of land use and development at Kangaroo Bay (see Attachment 1) has informed the development of the *Urban Design Strategy and Concept Plan*. Several factors arising from this analysis underpin the development of the concepts herein including:

the *original topography and shoreline* and the role that reclamation has played in creating the current shore line and in obliterating any sense of the former alignment of Kangaroo Bay Rivulet;

the location of *the historic Village* on the edge of the bay in association with the ferry route from the western shore;

the *small allotments* within the Village and in nearby residential areas as *compared to the expanse of flat lands* created by reclamation of the Bay;

the *railhead and rail formation* of the Bellerive/Sorell Railway (1892) and its extant expressions including the cut face along Kangaroo Bay Drive and the former ferry wharf that forms a prominent visual and physical subdivision within the Bay;

the evolution of *Rosny Hill Road* as a major artery linking the Eastern Shore to Hobart and its effect in cutting the Bay off from the increasingly developed commercial centre of the City of Clarence at Rosny Park;

the *rise in residential living* on the Eastern Shore that has lead to the demand for greater servicing facilitated commercialisation of surrounding areas (eg. Rosy Park);

the influence of increased population and *diminishing use of the ferry for transport* and their *impact of vehicle movements* within the area;

the increased *appreciation of the historic features* within the Village: and

the greater *demand for access to waterfront spaces* for events and recreation.

### 2.2.2 Visual Values

The location of Kangaroo Bay provides panoramic views of the western shore, and Derwent Estuary. There are many vantage spots within Kangaroo Bay to enjoy views within and out of the Bay. Prominent view lines include:

the sweeping view to the Bay coming down Bligh Street from the commercial area in Rosny Park;

panoramic views off the ferry wharf to Mt Wellington, Hobart, the Derwent River, Rosny and within Kangaroo Bay;

the strong viewline down Cambridge Road towards Rosny, which is enhanced by the frontages of historic buildings within the village;

views at the entrance to the Boardwalk (and from Petchey Street), which extends through and over the marina;

the views into Kangaroo Bay off Cambridge Road near the Bellerive Yacht Club and from York Street;

the view from Clarence Street over the Bay when approaching Cambridge Road;

the views from along the foreshore of Kangaroo Bay out beyond the marina to the western shore; and

view off the foreshore path around She Oak Point with 180<sup>0</sup> vistas sweeping around the western shore towards Sandy Bay, Bellerive Bluff, Kangaroo Bay and surrounding residential areas.

The study area is not considered to have a high visual sensitivity rating from the majority of locations within the Hobart city area, due to the low lying nature of the bay itself, and the effect of the prominent surrounding headlands of Rosny Point and Bellerive Bluff that provide a strong visual enclosure to distant views to the site from elsewhere.

**Comment:** Future development should respect the expressed desire of the local community to retain prominent vistas to the waters of the Bay<sup>16</sup>

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<sup>16</sup> Such a concern was expressed by local residents in consultation and on community walks undertaken for the preparation of the 1998 Kangaroo Bay Strategic Directions Framework Plan.

### 2.3 SOCIO-ECONOMIC SETTING

The *Kangaroo Bay Demographic Trends, Tourism Analysis and Development Opportunities* discussion paper prepared by Urban Enterprise Pty Ltd (see Attachment 3) provides an overview of the current socio-economic situation in Clarence. The information presented has been gathered primarily from the Australian Bureau of Statistics (ABS) Census data from 2001. The ABS Statistical Local Area of Clarence includes the suburbs of Bellerive, Rosny park, Warrane, Lindisfarne, Howrah, Tranmere, Rokeby, Lauderdale, South Arm, Acton Park, Risdon Vale, Otago Bay, Cambridge and Richmond.

The following summarises the findings of the above study.

#### Population Change

The key points in relation to population change are:

the surveyed residential population of Clarence in the 2001 Census was 47,446; and

between the census years 1991 and 2001, there was a decrease in the Census surveyed population of 260 people.

Table 2.2 provides a comparison of the percentage change between Tasmanian and Clarence resident populations:

	1991-1996	1996-2001	1991-2001
<b>Tasmania</b>	1.5%	-0.70%	0.80%
<b>Clarence</b>	-0.5%	0.00%	-0.50%

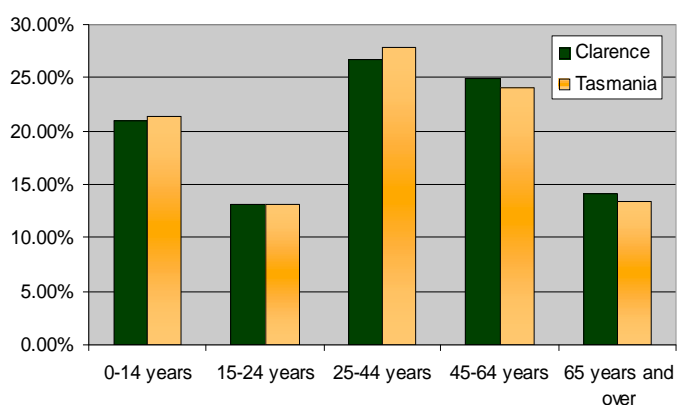
**Table 2.2.** Percentage Change in Population

The Australian Bureau of Statistics estimated that the resident population for the City of Clarence in 2005 was 50,600 persons having grown by 330 persons from their estimate in 2004. The difference between the Census and estimated resident population is that the Census does not include people away on holidays at the time of the Census survey. The City of Clarence accounts for 9.4% of the estimate of the total resident population within Tasmania in 2005.

Overall the population of Clarence has remained relatively steady, but has not grown in line with the Tasmania population over the last decade.

## Demographic Trends and Community Profile

The discussion paper indicates that Clarence has a slightly older population than Tasmania, although both can be said to be aging. Clarence has a higher percentage of residents aged between 45 years and over; and a lower percentage of residents 44 years and younger (see Figure 2.1).



**Figure 2.1.** Clarence and Tasmania Age Profile 2001.

The community profile presented in Table 2.3 indicates that the average family income for Clarence is higher than the average for Tasmania. The monthly housing loan repayments, median rent, individual income and weekly household income are similar for both Clarence and Tasmania:

Clarence	Tasmania
Median age: 38 years	Median age: 36 years
Monthly housing loan repayments: \$600-\$799	Median monthly housing loan repayments: \$600-\$799
Median weekly rent: \$100-\$149	Median weekly rent: \$100- \$149
Median weekly individual income: \$300-\$399	Median weekly individual income: \$300- \$399
Median weekly family income: \$800- \$999	Median weekly family income: \$700- \$799
Median weekly household income: \$600-\$699	Median weekly household income: \$600 -\$699
Mean household size: 2.5 persons	Mean household size: 2.5 persons

**Table 2.3.** Clarence and Tasmania Selected Community Profile.

In addition to the ABS, a Population Aging – Demographic Profile study was completed in 2004 for the City of Clarence<sup>17</sup>.

That study found that:

15.8% of the Clarence local government area's residents are 65+ years;

the percentage aged 65+ of residence will increase at an average rate of 0.51% per year, compared to 0.44% for Total Tasmania;

between 2004 and 2021 the population of Clarence is projected to decline, from 48,950 to around 47,664 (a loss of 2.6%), with its youth and working age populations projected to decline in size, while the elderly population will grow substantially;

the 65+ population is projected to grow from 7,715 (approximately 15% of the total population) to around 11,668 (24.5%) by 2021;

Clarence 85+ population is also projected to increase in proportion from 1.6 to 3.1 per cent over the same period; and

the total working age population (15-64 years) is projected to decline from its current 65.3 % of the population to around 60.8% by 2021 and to decline in numbers by approximately 3,000 (-9.4%).

**Comment:** The strategy should retain and enhance existing recreational uses of the area reflecting the continuing demographic needs for a range of active and passive recreational activities in well-developed settings.

The aging nature of the population raises a number of issues for new development, including the need for:

universally accessible pedestrian access and linkages along the foreshore for general movement and recreation purposes (i.e. footpaths, pedestrian friendly public open space);

readily available public transport services;

<sup>17</sup> Prepared by the University of Tasmania and the Local Government Association of Tasmania.

adequate provision of health care and community services;  
new housing in close proximity to shops and services; and  
housing types that address the aging character of the population and its requirements for smaller living spaces, easy maintenance and good access to facilities.

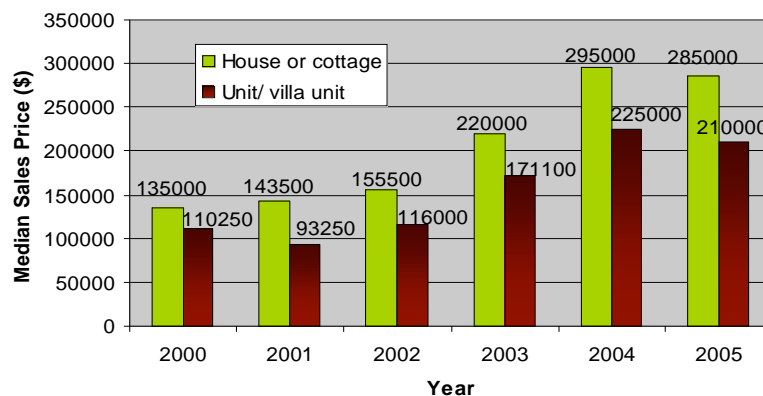
## Land Demand

The key findings from Attachment 3 relating to land demand, include:

the price of flats and units has increased 95% between 2000 and 2005;

house prices in Bellerive have increased by 112% between the years 2000 – 2005 (see Figure 2.2); and

the demand for office space in Hobart currently exceeds the supply, leading to potential development of office facilities in other urban and suburban locations, including Clarence.



**Figure 2.2.** Median Property Sale Prices in Bellerive (2000 – 2005).

Anecdotal evidence from discussions with local real estate agents suggests that:

the Village is popular with senior residents, due to housing being within easy walking distance of shops, including Eastlands Shopping Centre;

the most common buyers of residential property in the area at present are between the ages of 45 – 50 years;

in recent years there has been an increase in interstate interest for residential land, particularly for properties located on Bellerive Bluff;

properties with water views are the most sought after;

interest has been expressed in the availability of residential accommodation near the Village;

there is limited supply of commercial land in the Clarence area; and

average house prices in the Bellerive area range from approximately \$280,000 to \$300,000 - \$400,000 with a view of the water (however individual property sales on the waterfront have reached \$800,000).

### Tourism Analysis

Tourism data was collated for the Statistical Local Area, from the National Visitor Survey 2004. The key findings relating to tourism include:

both Tasmania and Hobart have experienced a decline in the number of daytrips, and increase in the number of overnight stays between 1998 and 2004; and

Clarence has experienced a significant decrease in the length of stay from an average of 4.7 days in 1998, to 2.4 days in 2004 (Tasmania has also experienced a decline in average length of stay).

**Comment:** Review of existing housing demand and tourism opportunities reveals that the *Urban Design Strategy and Concept Plan* needs to consider:

a demand for quality 4-star accommodation in the Clarence municipality;

a high demand for waterfront residential property;

the opportunity to link the marina with Eastland Shopping Centre; and



the opportunity to improve access to the city centre of Hobart through greater use of the ferry system.

## 2.4 FACILITIES, INFRASTRUCTURE, USE AND ACCESS

### 2.4.1 Facilities and Use

Table 2.4 provides an overview of the use and activities regularly undertaken within the study area, including the facilities that are in place to support those activities.

Activities/Use	Existing Facilities
Informal recreation; walking, jogging, walking with dogs, cycling, etc.	<p>A shared walking and cycling path has been developed by Council, extending around the foreshore of Kangaroo Bay and connecting to established long distance foreshore trails to Rosny Point and via the foreshore or local streets, as a connection to Bellerive Beach and linear trails around to Howrah. Council has commenced works the upgrading of the foreshore trail around Bellerive Bluff. The missing public access link has been past the Bellerive Yacht Club site and the options for creating a link have been assessed within this report. It is intended to continue the shared path through the Yacht Club site, whilst maintaining the ability to launch and retrieve boats to the current slips, so as to improve access to the foreshore, connect the Village to the extended Kangaroo Bay development and avoid diverting users onto the Cambridge Road footpath.</p> <p>The shared path is very popular, particularly with local residents accessing the Village, Eastlands, foreshore trail, sports grounds and for access to Rosny College. The foreshore paths receive frequent use by people jogging, recreational walks, exercising dogs and cycling.</p> <p>The section of boardwalk previously constructed in the vicinity of the ferry wharf also attracts regular use, for passive recreational purposes and some major community events. The construction of the boardwalk has initiated a revitalisation of the foreshore area, and has facilitated new investment in commercial waterfront properties.</p> <p>Council has installed picnic tables and barbeque facilities, seating and small sound shell in the foreshore open space.</p>

**Table 2.4.** Activities, Use and Facilities .

Activities/Use	Existing Facilities
Formal Recreation (organised sports)	<p>Regularly maintained sports grounds, public toilets, change rooms, parking. Cricket, little athletics and hockey are the main sports making use of the grounds all year round. There are public change rooms, toilets, kiosk and storage facilities located near the sports oval. Former tennis courts (no longer in use) and skate ramps are located nearby. The sport grounds are also used more informally by Rosny College students for activities.</p> <p>Tennis and bowling facilities are located just outside the study area, near Rosny College.</p>
Boating/yachting	<p>The Bellerive Yacht Club includes an extensive marina complex, including clubrooms, slipyard and workshop, boat ramp and parking. The marina is a prominent feature in the Bay, providing visual interest, and drawing significant numbers of people during club events. The former ferry terminal building is used for storage of small dinghies and equipment by those having boat moorings at the marina or within the Bay.</p> <p>A public boat ramp is located on the opposite side of the Bay, off Bastick Street, near Rosny College.</p>
Commercial use	<p>The Village contains a mix of commercial business that cater for local residents needs and also attract visitors from outside the area – especially the hotel, Yacht Club, restaurants, cafes, bakeries, pharmacy, medical practices, dance studio, retail shops, art centre, sound museum/genealogy centre and motor services. There are also government offices (Commonwealth and State) that operate within Bellerive. These business activities and services are key attractors for drawing people to Kangaroo Bay.</p>
Residential Use	<p>The study area includes approximately 40 private residences, many of which have views over-looking Kangaroo Bay. Approximately half of these properties are owned by the Department Community and Health Services and are located between Cambridge Road and Kangaroo Bay Drive. The Council owns 6 house and several parcels of undeveloped residential land between Cambridge Road and Kangaroo Bay Drive.</p>
Other community/commercial use	<p>Rosny College is the major educational establishment for pre-tertiary students in the area.</p>

**Table 2.4.** Activities, Use and Facilities .

**Comment:** Review of existing facilities suggests a number of opportunities for improvements that will enhance existing usage of the area and support future development including:

improvements to pedestrian and cycle access through the site by resolving issues in the area of the Bellerive Yacht Club;

implementation of proposed improvements to the Yacht Club's marina layout and rationalisation of its on land requirements to support greater public usage of the foreshore;

further infill development within the Village on vacant sites and along lower frontages facing the boardwalk to further activate the public spaces of the site; and

growth in local residential population to underpin existing and proposed commercial development and to enliven proposed public spaces.

#### 2.4.2 Infrastructure

A pressurised sewer main runs around Kangaroo Bay from the pump station off Cambridge Road. A section of above ground sewer pipe is evident, extending from Cambridge Road to the western shore near Rosny College. Another sewer line runs down Queen Street through Victoria Esplanade, connecting to the Rosny Treatment Plant via a submarine pipe.

A pressurised submarine sewer main extends from the western shore to the eastern, on the seabed. There is some concern that the pipe could be damaged by vessels, resulting in significant water quality issues within the Bay and surrounding estuary, and follow on environmental issues in foreshore areas.

Electricity and reticulated water services are available throughout the site.

Basic stormwater drainage infrastructure has been installed throughout the majority of the site, with entry points into the Bay – the largest being the Kangaroo Bay Rivulet culvert. Council is implementing a stormwater management plan that includes installation of gross pollutant and sediment traps as mechanisms for improving water quality within the Bay.

**Comment:** Existing infrastructure is of a scale to support intensification of development within the area without significant upgrading requirements.

The siting of new development will need to account for the location of existing underground/underwater infrastructure.

The visual impact of the above ground pipe along the foreshore of the playing fields should be addressed by future development.

### 2.4.3 Access

#### Roads and Parking

As part of the current study, an independent assessment of the transport issues and opportunities was undertaken (Attachment 4).

#### EXISTING SITUATION

Existing carparking in the study area includes:

BYC (sealed/unsealed areas) = ±150 spaces;

North of the Yacht Club and adjacent to Rosny Hill Road = ±250 spaces;

Ferry carpark = 32 spaces; and

Cambridge Road = 44 spaces.

There are also parking areas within easy walking distance to the Village and at Rosny College that assist in meeting demand during peak events.

Key roads within and adjacent to the study area include:

Cambridge Road to the east;

Rosny Hill Road to the north; and

Victoria Esplanade to the southeast.

Traffic counts recorded in September 2000 indicate that Cambridge Road had a traffic flow of approximately, 21,000 vehicles per day, Rosny Hill Road approximately 25,000 vehicles per day, and Clarence Street 14,000.

There are traffic signals at the Rosny Hill Road-Bligh Street-Kangaroo Bay Road intersection and at the Victoria Esplanade-Clarence Street-Cambridge Road intersection.

**Comment:** Vehicle movement within the study area strongly affects existing access, use and development potential. Critical concerns that arise from an examination of the existing road and parking situation include:

safety concerns for residential and commercial driveways that enter directly onto Cambridge Road and for vehicles entering from Pembroke Place;

safety concerns for pedestrians crossing Rosny Hill Road at the Bligh Street/ Kangaroo Bay Road intersection and resulting disconnection that occurs between these two areas;

the limitations of the above intersection on total vehicle movements the occur as a result of the existing signalisation that allows pedestrians to cross Rosny Hill Road on a single change of lights;

the use of Kangaroo Bay Drive as a slip road by drivers trying to avoid traffic delays at the Rosny Hill Road at the Bligh Street/ Kangaroo Bay Road intersection;

safety concerns of traffic turning out of Alma Street, particularly during school terms and similarly from York and Ormond Streets (albeit the influence of school related movements is not as important in these cases);

the limitations on truck and trailer movement at the entry to the Bellerive Yacht Club arising from the steepness of the driveway there (and thus the requirement for level access via Kangaroo Bay Drive);

the complicated design of carpark servicing the ferry terminal and to the adjacent bottle shop and to/from Victoria Esplanade/Cambridge Road;

the need to provide parking for existing and proposed uses to accommodate regular levels of usage; and

vehicle movement within the study area strongly affects existing access, use and development potential.

## Pedestrian Access

The existing shared path extends from the Rosny Hill area on the western side of Kangaroo Bay, follows the foreshore, and branches off onto Cambridge Road from the northern side of the Bellerive Yacht Club. Users are currently directed away from the foreshore, into the overflow carpark of the Bellerive Yacht Club, resulting in a number of potential safety issues. The overflow carpark is poorly drained with an unsealed rough surface.

The path itself is currently in poor condition, and has limited public use value, due to the current disconnection with the popular Boardwalk area, and with the break in connection with the long distance bike path around the City's

foreshore, currently forced by the arrangement of the Bellerive Yacht Club. The land between the existing shared path and the foreshore is subject to collapse in some locations, resulting in risk management issues for Council, as well as impacting the aesthetic value of the foreshore.

Other issues relating to pedestrian access include:

poor pedestrian safety and amenity along Cambridge Road, due to unsafe crossing points and steep stairs;

poor pedestrian connection between the Boardwalk precinct, the remainder of Kangaroo Bay, and the network of bike paths and pedestrian paths within the City, including access to the Village and Eastland's Shopping Centre<sup>18</sup>; and

poor pedestrian safety along Kangaroo Bay Drive, due to high traffic speeds, the narrow width of the footpath, the location of telegraph poles, and potentially conflicting users (pedestrians, cyclists, skateboarders).

**Comment:** There are clear demands for improved pedestrian and bicycle linkages to and within the study area based on:

high levels of current use and existing trails within the area;

observation of current usage patterns of parts of the study area where there are no paths;

the identified desire to encourage better connection between Rosny Park and Kangaroo Bay;

trends in recreation that indicate current levels of participation and growth in walking for pleasure as the most popular form of recreation in Australia; and

Council and State government health policies that support an active lifestyle.

<sup>18</sup> The Council has just commenced construction of a shared trail for walking and cycling between the current ferry terminal around the foreshore towards Kangaroo Bluff, and this will continue around to join the existing shared paths at Bellerive Beach in the future.

However, the current network of pathways within the study area is variable and requires upgrading if appropriate standards are to be achieved.

## Water Access

The Bellerive Yacht Club (BYC) marina is a major feature of Kangaroo Bay, providing visual interest and activating the aquatic and foreshore area. The Club has received approval from Council to extend and reconfigure the existing marina berths to enable more efficient use of the facility. The popularity of the BYC is likely to result in some expansion of the marina, and place higher demand on the existing supporting amenities and infrastructure, including carparking.

The BYC marina includes a boat ramp, slipyard and associated facilities for use by its members.

A public boat ramp is located on the western side of the Bay, in the vicinity of Rosny College, and is regularly utilised to access Kangaroo Bay and surrounding waters.

Siltation continues to be an issue, resulting from urban development activities primarily within the Kangaroo Bay Rivulet catchment area, and has restricted boat access to the northern end of the Bay. However, the amount of sediment entering the Bay is expected to have decreased in recent years, due to a slowing of residential development within the upper areas of the catchment and better sediment control practices.

A significant downturn in the operation of the ferry has taken place over the years, with the majority of commuters still preferring to travel by vehicle. Commuter ferry services have been reduced to a single passage, morning and evening at 8:15 am, returning at 5:40 pm, on weekdays. Service from Hobart to Bellerive departs at 7:50 am, and returns at 5:25 pm. Tourist ferries to Bellerive operate intermittently from Wrest Point casino to Kangaroo Point.

**Comment:** The BYC has a significant interest in the area as a long established community asset. The Urban Design Strategy and Concept Plan has recognised the contribution of the BYC to the daily life of the area, accommodating its on-land requirements for parking, vehicle movement, slipping, boat launching and retrieval, etc. whilst creating through pedestrian linkages and other public spaces required to integrate the whole of the area as a public precinct.

## 2.5 PLANNING CONTEXT

The *Kangaroo Bay Urban Design Strategy and Concept Plan* is considered to comply with the guidelines of the Scheme, and is therefore believed to be in general agreement with the provisions of the *Land Use Planning and Approvals Act 1993*.

The *Kangaroo Bay Urban Design Strategy and Concept Plan* is also considered to be consistent with the key objectives of the RMPS. Further, the *Kangaroo Bay Urban Design Strategy and Concept Plan* incorporates environmental and economic sustainability principals and Water Sensitive Urban Design (WSUD) and energy efficiency guidelines, and provides for a range of uses (commercial, residential, recreation, and tourism) catering for local residents and visitors, of all ages.

### 2.5.1 Eastern Shore Planning Scheme 1963 (Current Scheme)

The following zones (see Figure 2.3) apply to the study area:

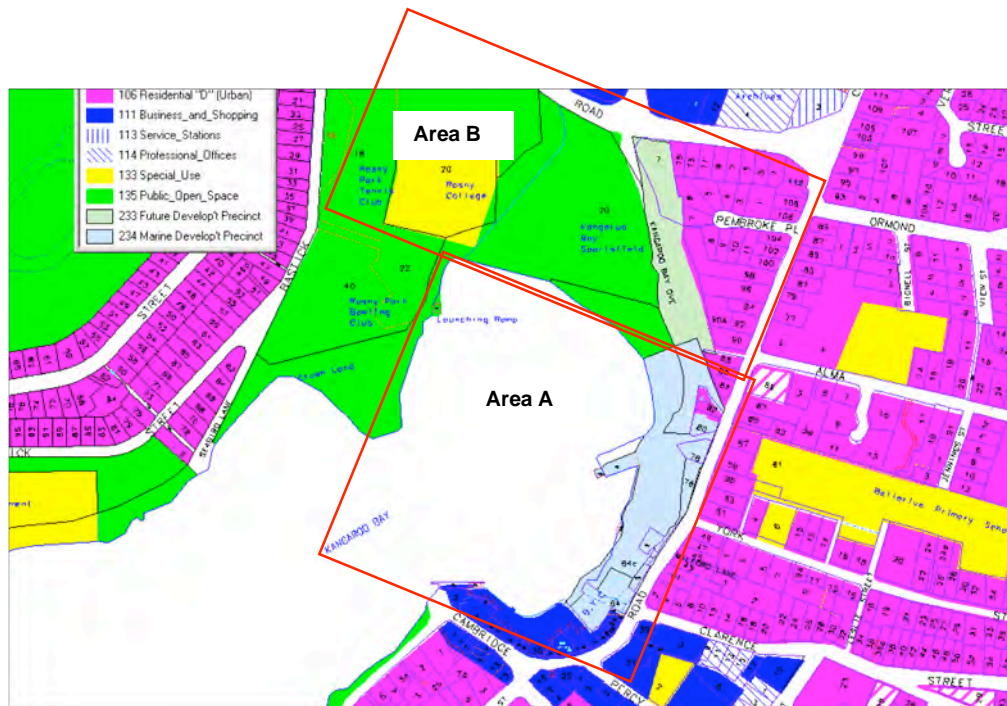
Residential D (Urban);  
Business and Shopping;  
Special Use;  
Public Open Space;  
Future Development Precinct; and  
Kangaroo Bay Marine Development Precinct.

A summary of the permitted and discretionary uses of the above zones is included in Attachment 5.



The intent of the **Kangaroo Bay Marine Development Precinct** is to:

*“create a unique environment as a focal point for the City by providing for a range of tourism, recreational, commercial and residential uses and developments”.*



**Figure 2.3.** Current Zoning.

Note that, Section 10.4 of the *Eastern Shore Planning Scheme 1963* outlines the provisions of the Coastal Management Overlay that applies to much of the study area. Under the terms of the overlay, Council has the discretion to refuse any use or development that is deemed to have a significance impact upon the values of the coastline.

#### 2.5.2 Draft Clarence Planning Scheme 2002

Council is in the process of developing the *Draft Clarence Planning Scheme 2002*. This Scheme is subject to the approval of the Resource Planning and Development Commission, and has not yet been approved as a statutory document. The version used in the writing of this report is the *Draft Clarence Planning Scheme 2002, Explanatory Report: incorporating modifications in accordance with the Resource Planning and Development Commission*.

The following zones (Figure 2.4) would apply under the Draft Scheme:

Kangaroo Bay Special Development Area;

Recreation Public;

Commercial;

Special Use; and

Residential.

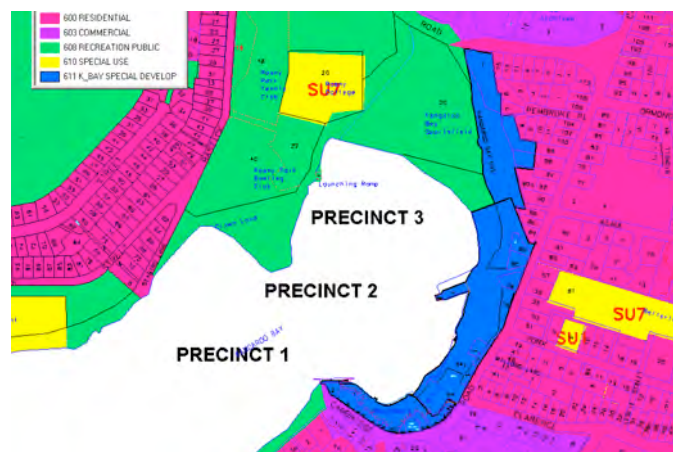
A summary of the proposed permitted and discretionary uses associated with the above zones is outlined in Attachment 5.

The purpose of the **Kangaroo Bay Special Development Area** is to:

implement the planning policy framework; and

create a unique environment as a focal point for the City, by providing for a range of tourism, recreational, commercial and residential uses and developments.

The proposed Kangaroo Bay Special Development Zone is comprised of three distinct precincts under the draft Scheme - **Precinct 1:** Bellerive Boardwalk; **Precinct 2:** Marine Development Precinct; and **Precinct 3:** Future Development Precinct.



**Figure 2.4.** Kangaroo Bay Special Development Zoning Precincts.

The proposed planning objectives of Precinct 1 are:

- to continue the boardwalk through the precinct, facilitating water front pedestrian access and activities;
- to encourage a vibrant commercial centre, serving the local community and visitors to Kangaroo Bay;
- to develop and promote Kangaroo Bay as a key visitor destination, with Bellerive as the focal point for visitor access and services;
- to retain and enhance the historic character of the area; and
- to encourage new development and redevelopment to take advantage of the potential orientation towards the waterfront.

The proposed planning objectives of Precinct 2 are:

- to continue the boardwalk through the precinct, facilitating waterfront pedestrian access and activities around the Kangaroo Bay foreshore;
- to maintain prominent view lines;
- to provide key sites for unobtrusive visitor apartment development;
- to provide for the redevelopment of the Bellerive Yacht Club, including improvement of its facilities, relocation of its slip yard and boat storage and to facilitate the boardwalk continuation; and
- to provide for the redevelopment of the old terminal shed site on the spit.

The proposed planning objectives of Precinct 3 are:

- to create a strong urban feature that will reinforce Kangaroo Bay Drive as a major entry to the waterfront;
- to provide for unobtrusive tourism accommodation development for holiday visitors, business travellers, tour groups and small group convention participants;

to provide for developments that support local businesses and services in the Village and Rosny Park; and

to ensure that passive viewing over the sports grounds, public spaces and facilities is enhanced.

The purpose of the **Recreation Public** zone is to:

implement the planning policy framework;

to recognise public and private land which may be used for open space or recreation; and

to provide for uses, which support recreational activities or which may be interim uses that do not prejudice future recreational activities.

The purpose of the **Commercial** zone is to:

implement the planning policy framework; and

encourage a range of business centres for retailing and other complimentary commercial, entertainment and community uses.

The **Special Use** zone is restricted to the existing sports ground located below Rosny College, and is intended to provide for the use and development of land for specific purposes.

The purpose of the **Residential** zone is to:

implement the planning policy framework; and

provide for a variety of accommodation types to meet the needs of all households; and

to allow for a limited range of community and other non-residential uses to serve local community needs, provided residential amenity is retained.

**Comment:** The current study has identified significant demand for residential development within the City of the type that could be provided within Area B along Kangaroo Bay Road (i.e. with waterfront location/views, level access, close proximity to services). Further it has been expressed by potential developers that any new retail/service facilities in the area will need an increased residential population close to the site to support them. However, the potential for such development is limited by the current and proposed land zoning of the area.

The *Urban Design Strategy and Concept Plan* has worked within the current scheme to propose building forms that suit the space available for development without prescribing future use.

Consideration will need to be given to how residential densities can be increased in the area in support of other development and as a means of gaining increased return on the public investment that is proposed for the area through intensification of use. This may require a revision to the Planning Scheme to allow residential development in areas where it is presently prohibited.

### 2.5.3 State Policies and Other Legislation

A range of legislation and policy apply to future development of Kangaroo Bay including, but not limited to, the *State Coastal Policy 1996* (and as amended), *State Policy on Water Quality Management 1997*, *Threatened Species Protection Act 1995* (Tasmania), *Aboriginal Relics Act 1975* (Tasmania) and the Federal, *Environmental Protection and Biodiversity Conservation Act 1999*.

#### State Coastal Policy 1996

The provisions of the *State Coastal Policy 1996* are relevant to the development of the study area (much of which is within 1km of the high water mark). The guiding principals of the policy are as follows:

- natural and cultural values of the coast shall be protected;
- the coast shall be used and developed in a sustainable manner; and
- integrated management and protection of the coastal zone is a shared responsibility.

### State Policy on Water Quality Management 1997

The objectives of the *State Policy on Water Quality Management 1997* have been developed so as to ensure that:

the capability of the land is sufficient to support the use and development without giving rise to sediment transport; and

if there is a risk of sediment transport into surface waters, the measures proposed to address such risk are adequate.

The proposed development incorporates WSUD principals, including the minimisation of stormwater runoff, through innovative landscape design, including bio-infiltration swales and buffers, permeable pavements, appropriate stormwater drainage, and the installation of rainwater tanks for non-potable purposes. Gross pollutant traps will also be installed to minimise the accumulation of waste within Kangaroo Bay.

Soil and Water Management Plans will need to be prepared prior to the commencement of works within the study area to ensure sedimentation and contamination of Kangaroo Bay and surrounding areas is avoided.

### Gas Pipelines Act 2000

This provisions of this Act are not relevant to the study site, as gas reticulation is not currently installed within the study area or its surrounds. However, in the event that reticulated gas were installed, it is likely that the required submarine pipe would be brought ashore at Rosny Point and the provisions of the Act would then become relevant.

### Other Legislation

The endangered Spotted Handfish is protected under the *Threatened Species Protection Act 1995* (Tasmania), and the *Environmental Protection and Biodiversity Conservation Act 1999* (National). Under the EPBC Act, proponents will be required to lodge a referral to the Department of the Environment and Heritage for assessment, to determine the likely impact of any development affecting the marine environment supporting the spotted handfish.

The Swift Parrot is known to occur within close proximity to the study area, and is also protected as an endangered species under the *Threatened Species Protection Act 1995* (Tasmania), and the *Environmental Protection and Biodiversity Conservation Act 1999* (National).

As previously noted the *Aboriginal Relics Act 1975*<sup>19</sup> is also be of relevance to the proposed development, due to the coastal location, and proximity to known sites of Aboriginal significance. Any artefacts of Aboriginal significance found within the study area, or surrounds are protected under this Act.

**Comment:** The *Urban Design Strategy and Concept Plan* has considered how improvements can be made within the general framework of existing policy and legislation. The specifics of existing policy and legislation will need to be considered by intending developers.

## 2.6 LAND TENURE

The majority of the study area – from Rosny Hill Road to the north, extending to the former ferry terminal to the south, and bounded by Kangaroo Bay Drive, is Crown land managed by Council. The remainder of the area is made up of discrete parcels of Council owned and managed land, and Crown land under lease to the Bellerive Yacht Club (see Map 2.1).

**Comment:** The complexities of the existing tenure are being addressed by the Kangaroo Bay Steering Committee. The *Urban Design Strategy and Concept Plan* has assumed that appropriate arrangements will be made between the Crown, the Council and private land owners to achieve the outcomes proposed.

## 2.7 PRUDENTIA PTY LTD DEVELOPMENT PROJECT

In 2004, expressions of interest were sought for the future development of land in the vicinity of the former ferry terminal and car parking area. Prudentia Pty Ltd (Prudentia) was selected by the State Government and the Clarence City Council as the preferred development team for the Kangaroo Marine Development Precinct. Prudentia's original Stage 1 development concept involved:

40 accommodation units (serviced apartments) with multiple keyed apartment room options;

retail and commercial opportunities;

construction of a Kangaroo Bay Cultural Centre;

new marina berths and a haul-out facility;

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<sup>19</sup> It should be noted that a review of the *Aboriginal Relics Act 1975* is currently underway.





**Map 2.1. Kangaroo Bay Land Tenure**



upgrades to the Bellerive Yacht Club infrastructure;

improvements to existing vehicular and pedestrian access;

and

public open space, including sculpture/art, passive recreation and retail and dining opportunities.

Prudentia Pty Ltd has undertaken negotiations with a number of premier hotel operators including expressions of interest received from major hotel operators within Australia and overseas. Interest was also expressed in relation to the lease of retail spaces.

The initial feasibility assessment undertaken by Prudentia Pty Ltd, however, indicated that residential apartment development was required to support the implementation and success of the wider development package. Residential use is prohibited under the current Scheme within the Kangaroo Marine Development Precinct (see Section 2.5 of this report). The *Draft Clarence Planning Scheme 2002*<sup>20</sup> lists 'Residential Development' as permitted within Precinct 1 (upper level only) and prohibited within Precinct 2 (except for existing residential development at 80-82 Cambridge Road), but these provisions have not been approved.

A subsequent Stage 2 development proposal lodged by Prudentia was deemed by the assessment panel to not satisfy the expression of interest criteria. The State Government and Council terminated the expression of interest process in March 2007.

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<sup>20</sup> *Explanatory Report Incorporating Modifications in Accordance with the Directions of the RPDC, July 2006.*

# 3

## URBAN DESIGN STRATEGY AND CONCEPT PLAN

The discussion in this Chapter is in five parts:

a description of the desired future character and over-arching principles for development of Kangaroo Bay (Section 3.1);

a broad description the planning precincts within Kangaroo Bay and an introduction to the strategy's concept plans (Section 3.2);

a detailed discussion about the intent, opportunities and guidelines for development in each of the proposed planning precincts for Kangaroo Bay (Section 3.3);

an examination of the factors that generated the form of the proposed design (Section 3.4);and

selected images that illustrate the look and feel that might be generated from the implementation of such a design (Section 3.5).

### 3 . 1   D E S I R E D   F U T U R E   C H A R A C T E R

The desired future character for Kangaroo Bay accords closely with the Council's vision for the area:

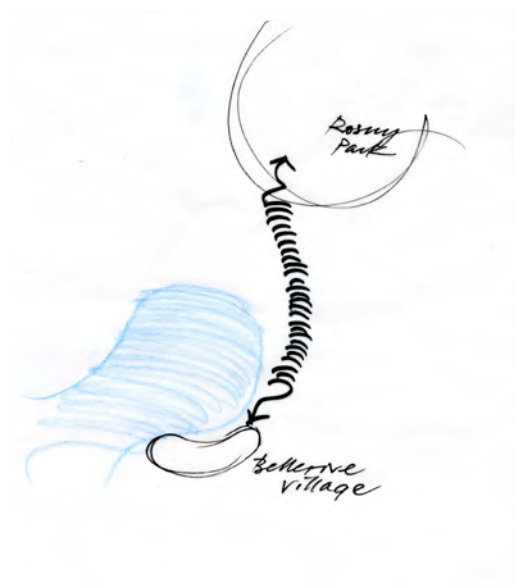
*Kangaroo Bay will be the focal point for the daily life of the City through the establishment of contemporary tourism, recreational, cultural and commercial activities, set within a vibrant mix of public spaces and private development adjacent to the waterfront.*

The desired future character for Kangaroo Bay should be guided by several over-arching principles:

Development within Kangaroo Bay will respond to the waterfront setting and draw inspiration from and reinforce/reaffirm the physical, natural and existing built character of the area.

Kangaroo Bay will be treated as a waterfront precinct where physical and visual contact with the water is a valued experience.

The foreshore of Kangaroo Bay will be treated as a continuous public space (Figure 3.1) with an emphasis on safe, legible pedestrian movement and community access to the foreshore and to adjacent precincts particularly the city centre at Rosny Park.



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**Figure 3.1** A Continuous Space

Public space improvements will aim to enhance the social life of the city and the health of its residents through improvements to recreational opportunities and the creation or improvement of venues for outdoor events, festivals and the arts.

Development, within the guidelines established herein, will be encouraged for the economic, social and environmental returns it will bring to the Council and community, seeking to gradually consolidate various activity centres.

The desired future character is consistent with the wishes of the community as expressed through previous consultations and reflects Council's desire to see Kangaroo Bay emerge as the centrepiece of its vision of itself as a "vibrant and prosperous city".

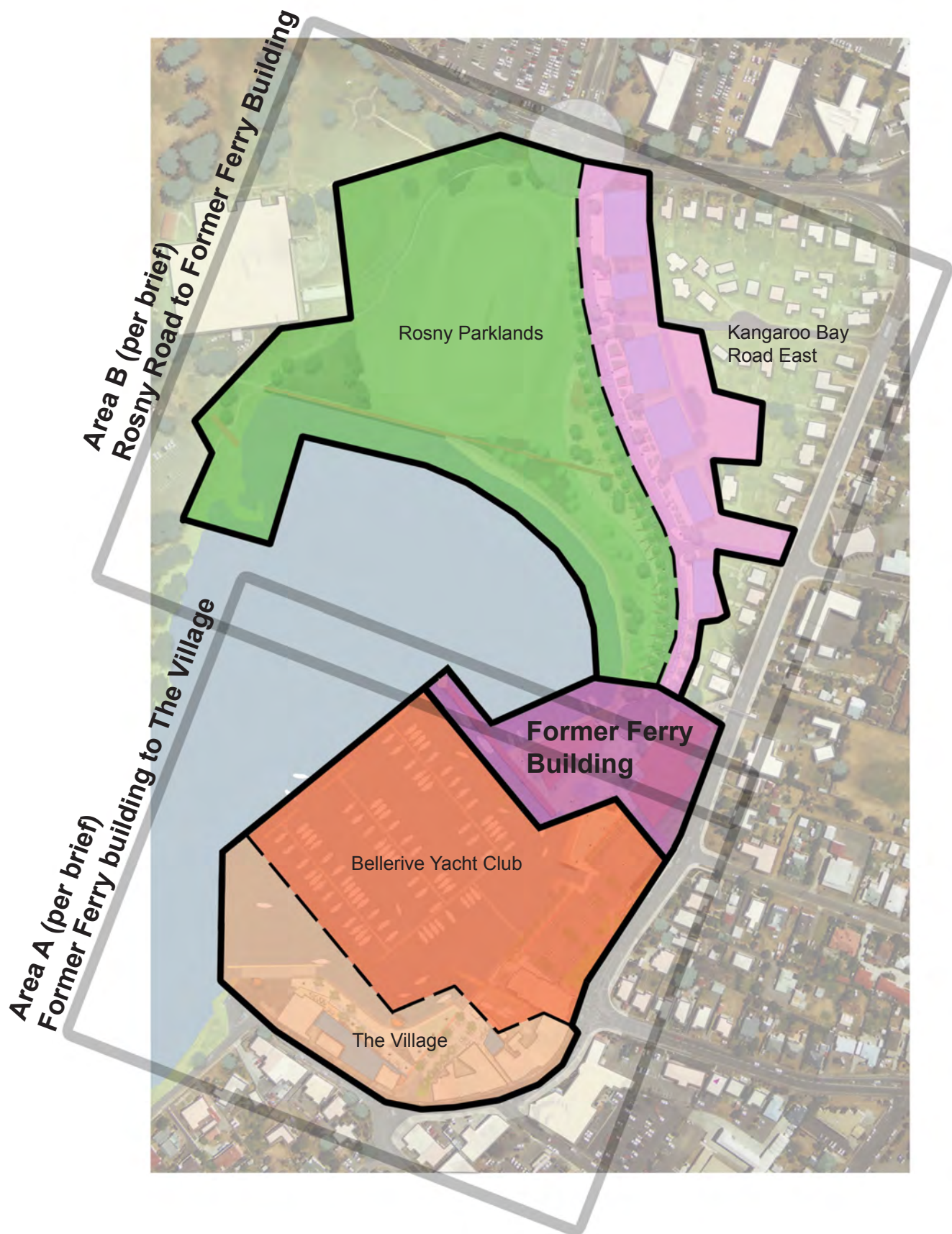
## 3.2 THE URBAN DESIGN STRATEGY AND CONCEPT PLAN

### 3.2.1 Design Precincts

The study area has been divided into three precincts based on their values and characteristics, existing uses and facilities and the potential opportunities for use and development in the future.

Map 3.1 shows the recommended areas being: the transitional precinct along Kangaroo Bay Road (including the parklands to the west and the land to the east, the former ferry building area, and the village (including the area of the Bellerive Yacht Club and the historic Village centre).

The following discussion relates to the key development precincts that arise from discussions in Chapter 2, reflecting the distinct values and characteristics and potential opportunities for use and development in the future within each area (Map 3.1).



**Map 3.1.** Precincts as Defined by the Study

### 3.2.2 The Design Strategy and Concept Plan

Maps 3.2, 3.3 and 3.4 illustrate the intended approach to the development of the area. It is important to note that in:

Area B (Map 3.2) (essentially the transitional precinct along Kangaroo Bay Road and the former ferry building), the map is in effect a diagram of how the area **may** be developed rather than a refined master plan showing how it will be developed. In line with the brief for the project, the emphasis in this area has been placed on developing a strategy for development to give guidance to intending developers and assurance to the community of what the general outcomes are intended to be.

Area A (Map 3.3) (essentially the Village including the area of the Bellerive Yacht Club and the historic Village centre) the form of the public spaces is indicative of what Council envisages the area will look like. However, the reader must bear in mind that development opportunities on private holdings do exist and may take alternative forms to those shown on the plan and that plans may evolve during further design development which is required as part of the design and construction process.

A network of public access pathways (pedestrian and cycle) is maintained throughout the area as shown in Map 3.4.

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**Rosny Hill Road to Ferry Wharf Point**

- upgrading of the intersection of Rosny Hill Road – Kangaroo Bay Road – Bligh Street to a fully functioning intersection that accommodates all turning movements into and out of these streets and the facilities required for safe pedestrian crossing at all four corners
- realignment and upgrading of Kangaroo Bay Road as a through road to a roundabout at the ferry wharf, integrated with substantive parking areas (car, bus and taxi) and appropriate landscaping, urban amenity (seating, lighting, public art) and infrastructure (i.e. underground power)
- extension of Alma Street to link with Kangaroo Bay Road including creation of a signalised intersection at Alma Street – Cambridge Road
- the linking of Pembroke Place to Kangaroo Bay Road including the closure of its existing connection to Cambridge Road to improve safety
- retention of the pedestrian bridge crossing Cambridge Road and improvement of the amenity of its linkage to Kangaroo Bay Road

**Rosny Parklands**

- retain the extent of level playing field facilities to stage athletics, cricket and other sporting events commensurate with current uses
- retain and enhance pedestrian linkages between Rosny College and the Rosny Park shopping area
- explore opportunities for revealing portions of the existing underground stormwater systems at the northeast corner of the Bay and at Kangaroo Bay Rivulet at the foreshore and at Rosny Hill Road including mechanisms for water sensitive design improvements (i.e. sediment and gross pollutant control) and opportunities for creation of freshwater and marine wetland habitat

- upgrade the foreshore edge to include a major new promenade that:
  - acts as a visual feature incorporating and screening the pipeline and tidying the foreshore edge
  - links either side of the Bay, bridging the proposed new wetland areas (see above)
  - encourages movement between the Rosny Hill area, the College and the Village

- continue the boardwalk from the Village to link to the new promenade
- explore terracing of the hillslope facing onto the playing field to create level seating/break out spaces for use by College students on a daily basis and by the community during events
- consolidate existing athletics storage and events areas, change rooms, public toilets, picnic shelters and children's play into a single integrated space with appropriate pavements, night lighting, street furniture, shade structures, public art and landscaping

- retain the public boat launching ramp and associated parking facilities as accessed from Bastick Street

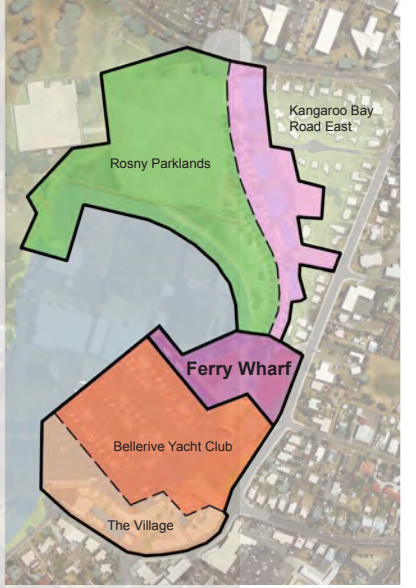
**Kangaroo Bay Road East**

- develop various building sites along the road frontage for commercial, tourism and/or residential living
- create of a landscaped pedestrian corridor adjacent to building forecourts and breakout spaces
- establish a framework of feature and pedestrian lighting that integrates with similar lighting throughout the whole of Kangaroo Bay
- provide bus and taxi parking in close proximity to the ferry wharf

**Ferry Wharf**

- create new commercial and visitor accommodation facilities in a cooperative manner between Council and a nominated developer
- construct an urban plaza space to the south of the proposed development through reclamation of a small, poorly presented portion of the Bay adjacent to the wharf
- create a major new public jetty incorporating public walking/seating areas, the existing refueling facility and a major public artwork whilst enabling short term berthing by visiting vessels
- creation of new berths along the northern edge of the wharf
- development of a turning area at the terminus of Kangaroo Bay Road
- upgrade the foreshore edge to include promenade space linking to the Village including new pavements, areas for gathering and overview of marina and waterfront activities, seating, lighting and public artworks

**Precincts**

















.....	Pedestrian paths
-----	Shared cycle and walking paths

**Map 3.4.** Kangaroo Bay Pedestrian and Shared Paths



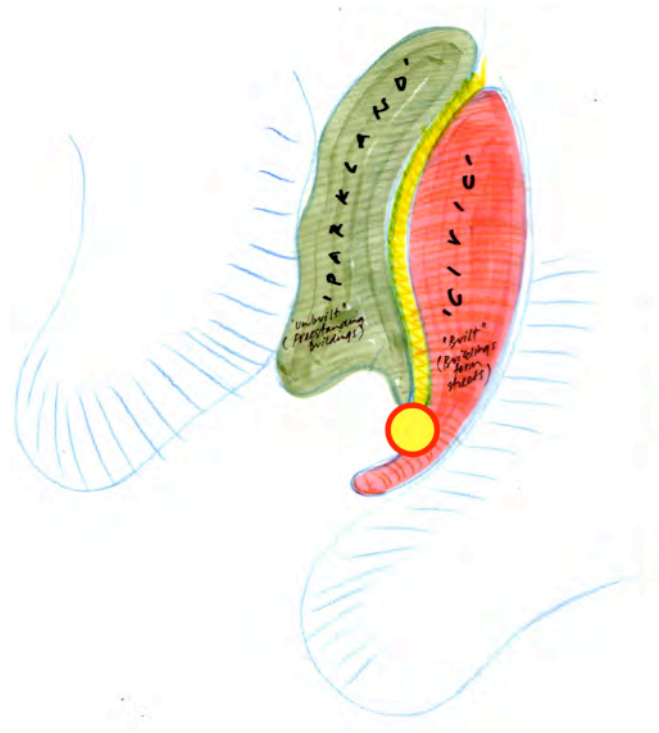
### 3.3 THE DESIGN PRECINCTS

#### 3.3.1 Rosny Hill Road to Former Ferry Building (Area B)

In the area from Rosny Hill Road to the former ferry building (Area B), the following principles apply:

Kangaroo Bay Road will be developed as part of a continuous public space linking Rosny Park to the Village.

Kangaroo Bay Road will act as a divide between the Sportsground and open parkland to the west and urban development to the east (Figure 3.2).



**Figure 3.2.** Kangaroo Bay Drive – Division Between Parkland and Urban Development.

Under-pinning the opportunities in Area B are improvements to the road network as conceptually shown in Figure 3.3 and as illustrated on Map 3.2 including:

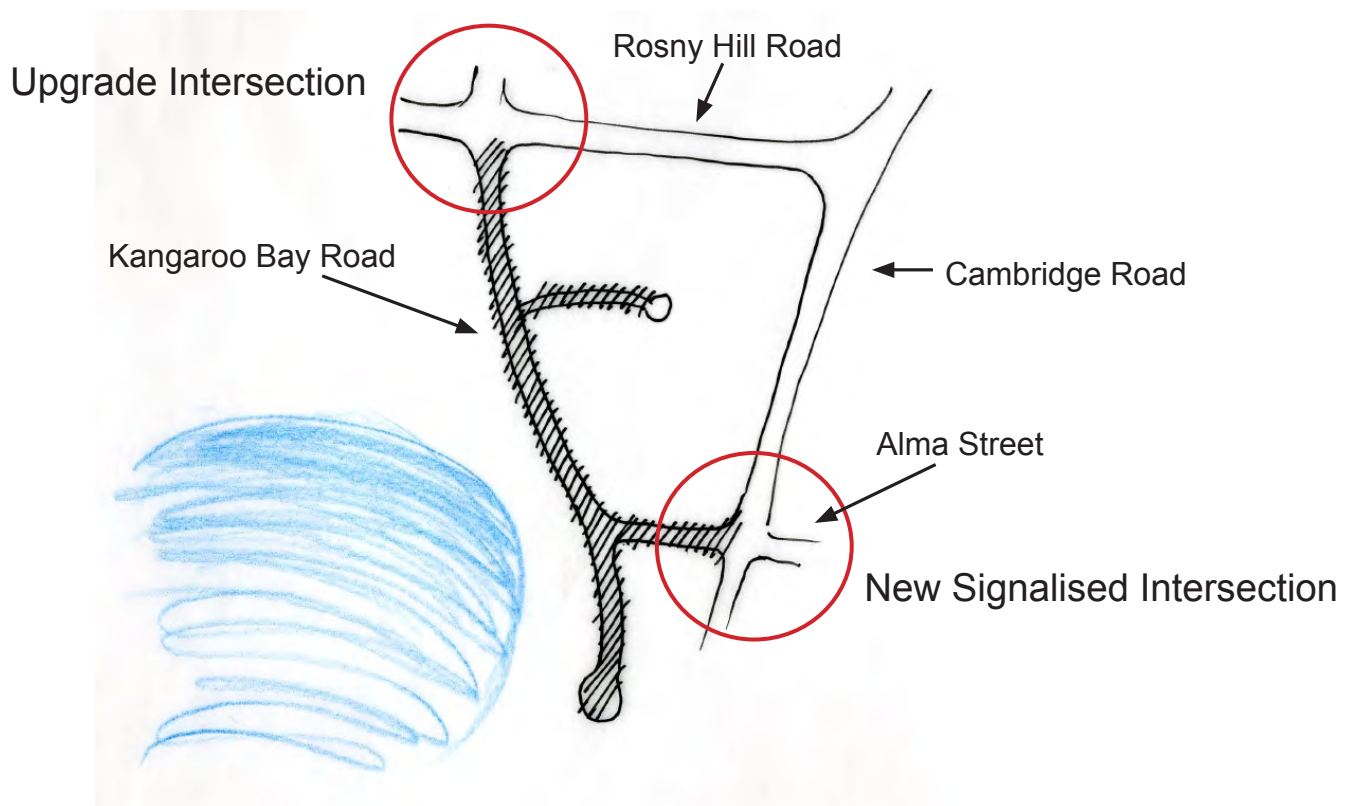
- upgrading of the intersection of Rosny Hill Road – Kangaroo Bay Road – Bligh Street to a fully functioning intersection that accommodates all turning movements into and out of these streets and the facilities required for safe pedestrian crossing at all four corners;

- realignment and upgrading of Kangaroo Bay Road as a through road to a roundabout at the ferry wharf, integrated with substantive parking areas (car, bus and taxi – approximately 200 car space shown plus 3 bus, 6 taxis and 6 pick up locations) and appropriate landscaping, urban amenity (seating, lighting, public art) and infrastructure (i.e. underground power);

- extension of Alma Street to link with Kangaroo Bay Road including creation of a signalised intersection at Alma Street – Cambridge Road with design and operational consideration being given to maintain Cambridge Road and Rosny Hill Road as the main arterial routes and to avoid 'short-cut' routes via Kangaroo Bay Drive;

- the linking of Pembroke Place to Kangaroo Bay Road including the closure of its existing connection to Cambridge Road, thus reducing current traffic safety concerns; and

- retention of the pedestrian bridge crossing Cambridge Road and improvement of the amenity of its linkage to Kangaroo Bay Road.



**Figure 3.3.** Road Network Improvements.



These changes establish a framework for the further development of the Rosny Parklands and for new development along the eastern side of Kangaroo Bay Road.

## Kangaroo Bay Sportsfield and Foreshore Parkland

### INTENT AND RATIONALE

The intent for this area is to strengthen the role of this area as a major public open space dedicated to recreational uses.

The rationale for this intent is:

- the area already has well developed recreational facilities that cater for a range of local and community uses;

- the area caters well to the outdoor education and informal open space needs of Rosny College and other nearby schools;

- the area forms a major green divide between residential areas to its west and east and forms an important visual backdrop to the activities occurring within Kangaroo Bay;

- the area plays an important transitional role and recreational linkage between the naturalistic foreshore of Rosny Point and the urbanised setting of the Village; and

- the consolidation of facilities within a recreational hub helps to reduce Council's capital and maintenance costs.

### OPPORTUNITIES

The key opportunities for achieving the intent for the Kangaroo Bay Sportsfield and Foreshore Parkland, as illustrated on Map 3.2 are to:

- retain the extent of level playing field and the facilities required to stage athletics and other sporting events commensurate with current uses;

- retain and enhance pedestrian linkages between Rosny College and the Rosny Park shopping area;

explore opportunities for revealing portions of the existing underground stormwater systems at the northeast corner of the bay and at Kangaroo Bay Rivulet (at the foreshore and at Rosny Hill Road) including mechanisms for water sensitive design improvements (i.e. sediment and gross pollutant control) and opportunities for creation of freshwater and marine wetland habitat;

upgrade the foreshore edge to include a major new promenade that:

- acts as a visual feature incorporating and screening the pipeline and tidying the foreshore edge;

- links either side of the Bay, bridging the proposed new wetland areas (see above);

- encourages movement between the Rosny Hill area, the College and the Village;

continue the boardwalk from the Village to link to the new promenade;

explore terracing of the hillslope facing onto the playing field to create level seating/break out spaces for use by College students on a daily basis and by the community during future events;

consolidate existing athletics storage and events areas, the public toilets, picnic shelters and children's play into a single integrated space with appropriate pavements, night lighting, street furniture, shade structures, public art and landscaping; and

retain the public boat launching ramp and associated parking facilities as accessed from Bastick Street.

#### DEVELOPMENT GUIDELINES

The following points serve as a guide to the form, function and siting of new development to address the intent for the area:

- allow for the redevelopment of club facilities requisite to club membership and demonstrated relationships to club activities or community needs;

retain the bulk of the area (95% minimum) for public, non-commercial open space uses;

all buildings are to be set back at least 20m from the foreshore edge to ensure continuous, safe pedestrian access along the foreshore;

allow redevelopment/development of public infrastructure (i.e. toilets, roads, parking, park furniture, play equipment, picnic shelters, shade structures, landscaping, lighting, footpaths and services) as required to achieve the recommendations herein; and

allow for the temporary use of public open spaces for events and displays appropriate to the scale and environmental sensibilities of the area.

## Kangaroo Bay Road East

### INTENT AND RATIONALE

The intent for this area is to encourage medium density development along the eastern side of Kangaroo Bay Road that maximises the value of its location within a lively public precinct and its near waterfront position.

The rationale for this intent is:

the land is owned in part by Council and there is the desire to maximise the economic value of this undeveloped space;

commercial operations within this area and nearby will benefit from having an increased intensity of development and occupation (tourist accommodation, residential living<sup>21</sup>) that brings people to the area on a regular basis;

occupation of the area adds vibrancy and ambience to the place as well as providing improved passive surveillance to reduce vandalism and anti-social behaviour;

the topography of the site allows for medium density development without impinging on existing residences and their existing views;

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<sup>21</sup> Note that residential living is not permitted by the current planning scheme but is seen as a long term means of maximising the value of the area to the City.

development along Kangaroo Bay Road will reinforce the streetscape as a linkage between Kangaroo Bay and the Rosny Hill commercial area; and

development takes advantage of the good aspect of the site and its views to Kangaroo Bay, the western shore of the Derwent River and onto the Kangaroo Bay Sportsfield and Foreshore Parkland.

#### O P P O R T U N I T I E S

The key opportunities for achieving the intent for Kangaroo Bay Road East, as illustrated on Map 3.2 are to:

develop various building sites along the road frontage for commercial, tourism and/or residential living;

create a landscaped pedestrian corridor adjacent to building forecourts and breakout spaces

establish a framework of feature and pedestrian lighting that integrates with similar lighting throughout the whole of Kangaroo Bay; and

provide bus and taxi parking in close proximity to the ferry wharf.

#### D E V E L O P M E N T   G U I D E L I N E S

The following points serve as a guide to the form, function and siting of new development to address the intent for the area:

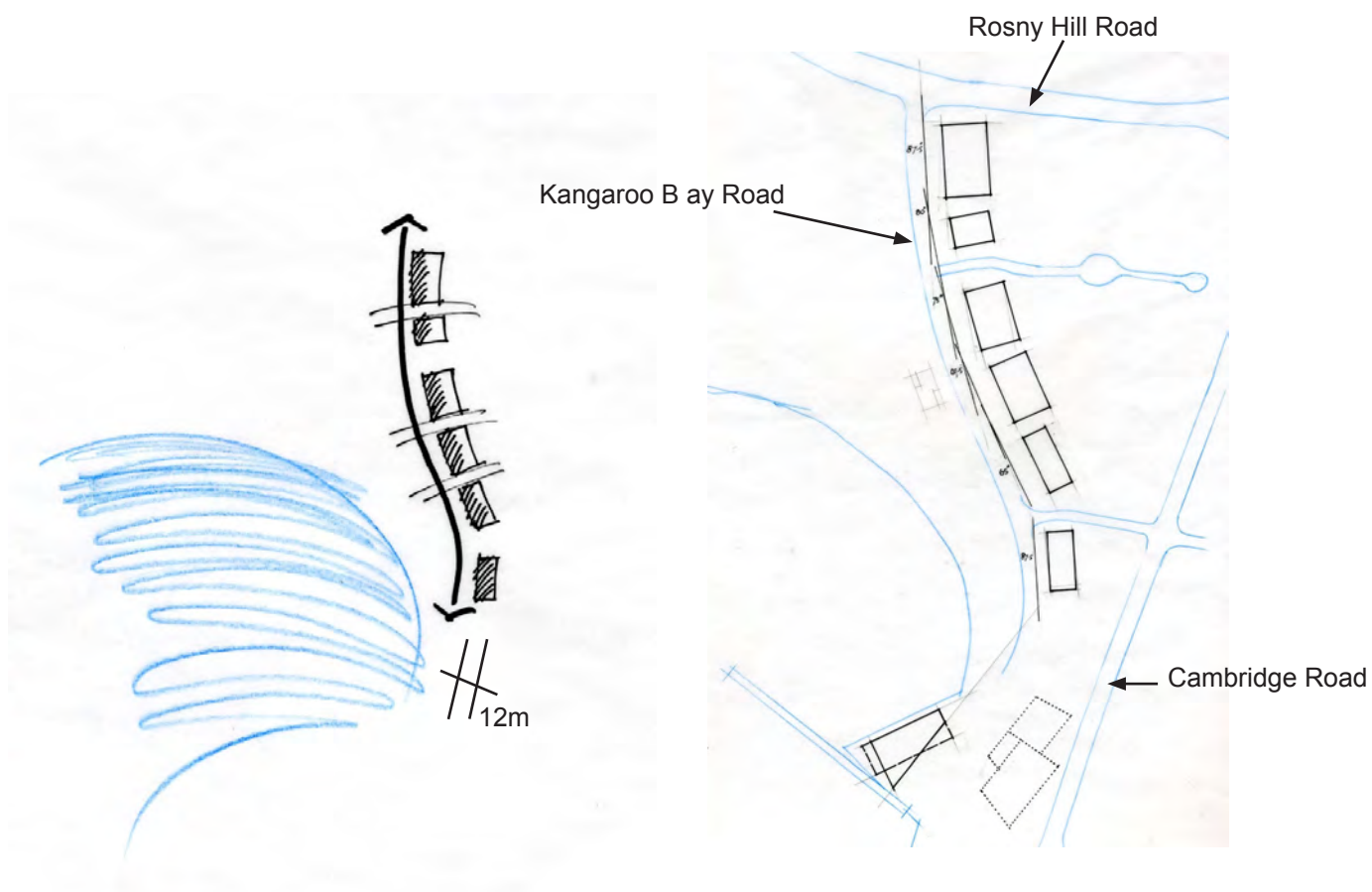
new urban development along Kangaroo Bay Road will respond to the alignment of the road (Figure 3.4) and be set back 12m from the road edge to allow for right angled parking, footpath, landscaping and break out spaces;

new urban development along Kangaroo Bay Road will be no less than two levels and scaled to enable views over or between building envelopes (Figure 3.5);

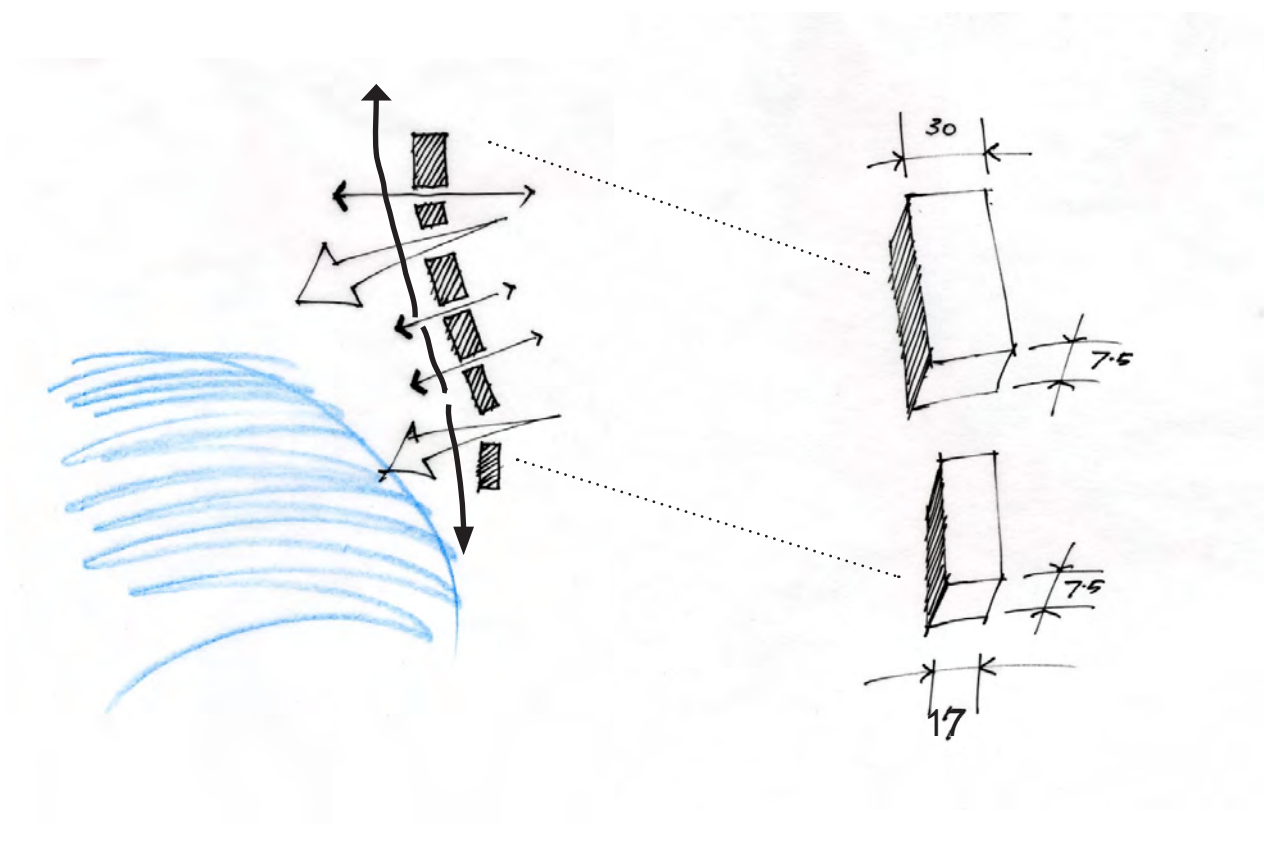
new urban development will be scaled and articulated to reinforce the pedestrian character of the area;

building depths will vary according to available space (i.e. up to  $\pm 30\text{m}$  deep near the northern end of Rosny Park down to  $\pm 17\text{m}$  closer to the southern end (Figure 3.6);

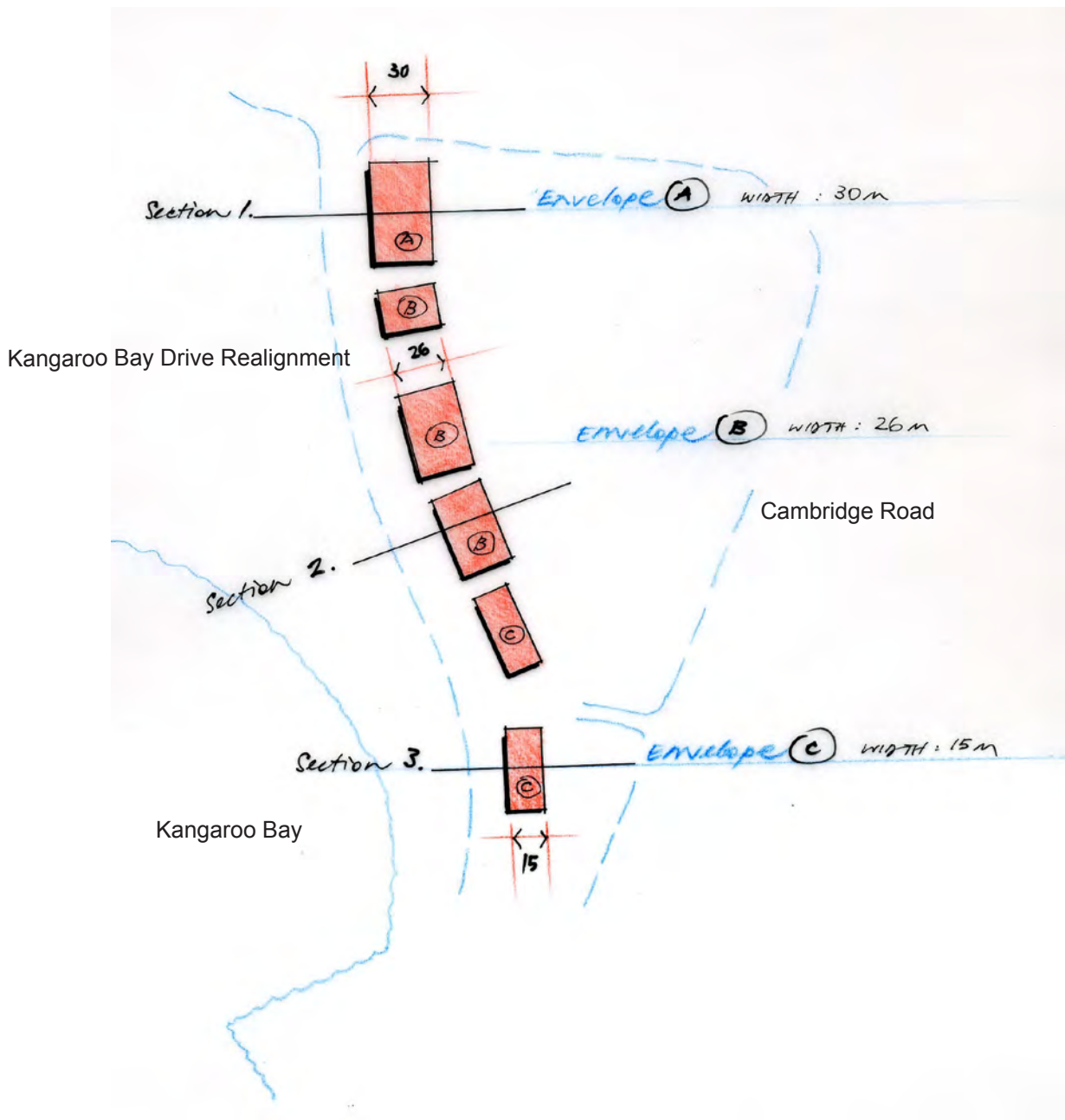
encourage a diverse typology of building types in response to the varying depth of the building blocks (Figure 3.7);



**Figure 3.4.** Response to Road Alignment.



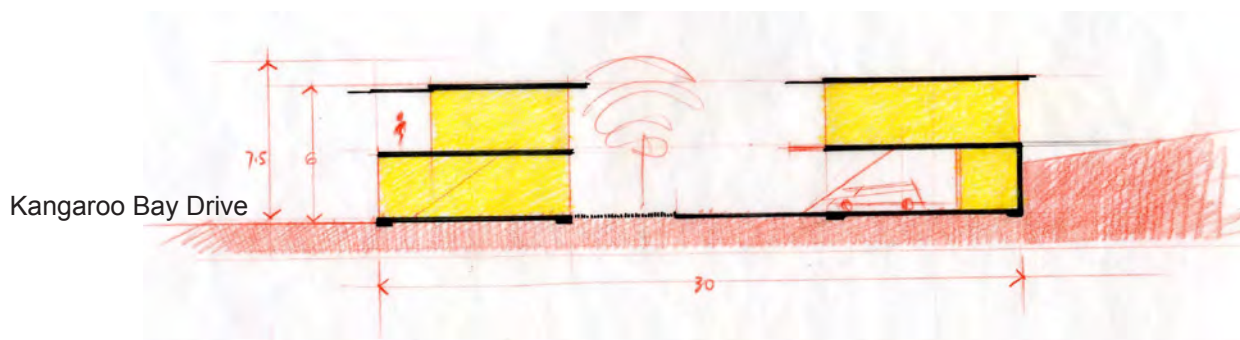
**Figure 3.5 / 3.6.** Scale of Development.



### Principles For Development Envelopes

A minimum of two levels will assist street definition.  
 A maximum envelope height: 7.5 metres  
 Site topography ensures one level only will be above grade at rear.  
 Parking will be within the dwelling envelope.

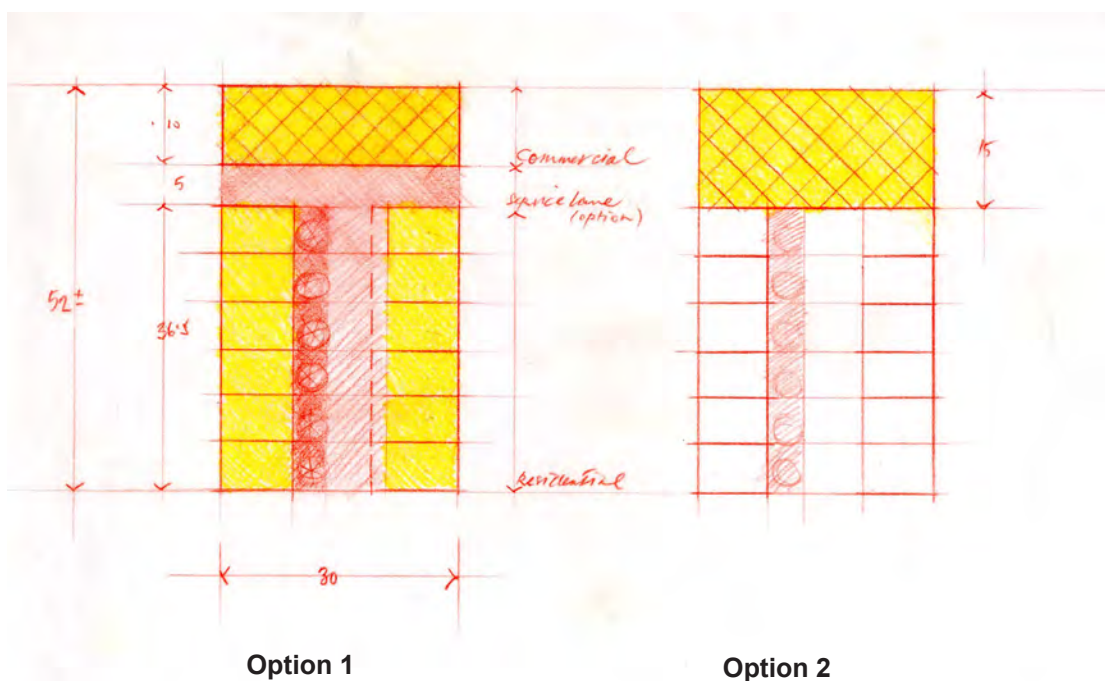
**Figure 3.7.** Development Envelopes



### Envelope A: Conceptual Dwelling

Typical Dwelling Unit - facing Kangaroo Bay Drive : 120 m<sup>2</sup> (two bedroom)

Typical Dwelling Unit - at rear : 75m<sup>2</sup> (one bedroom)



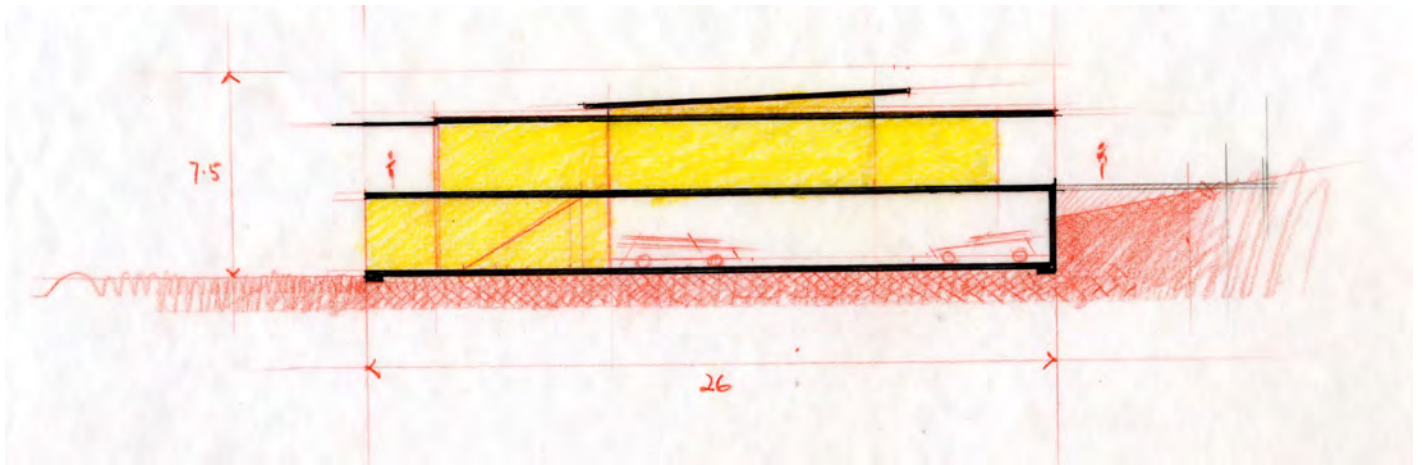
### Envelope A: Conceptual Envelope Block Plan (with differing commercial options)

Option 1 - indicates commercial space (10 m x 30 m over 2 levels) with service adjacent.

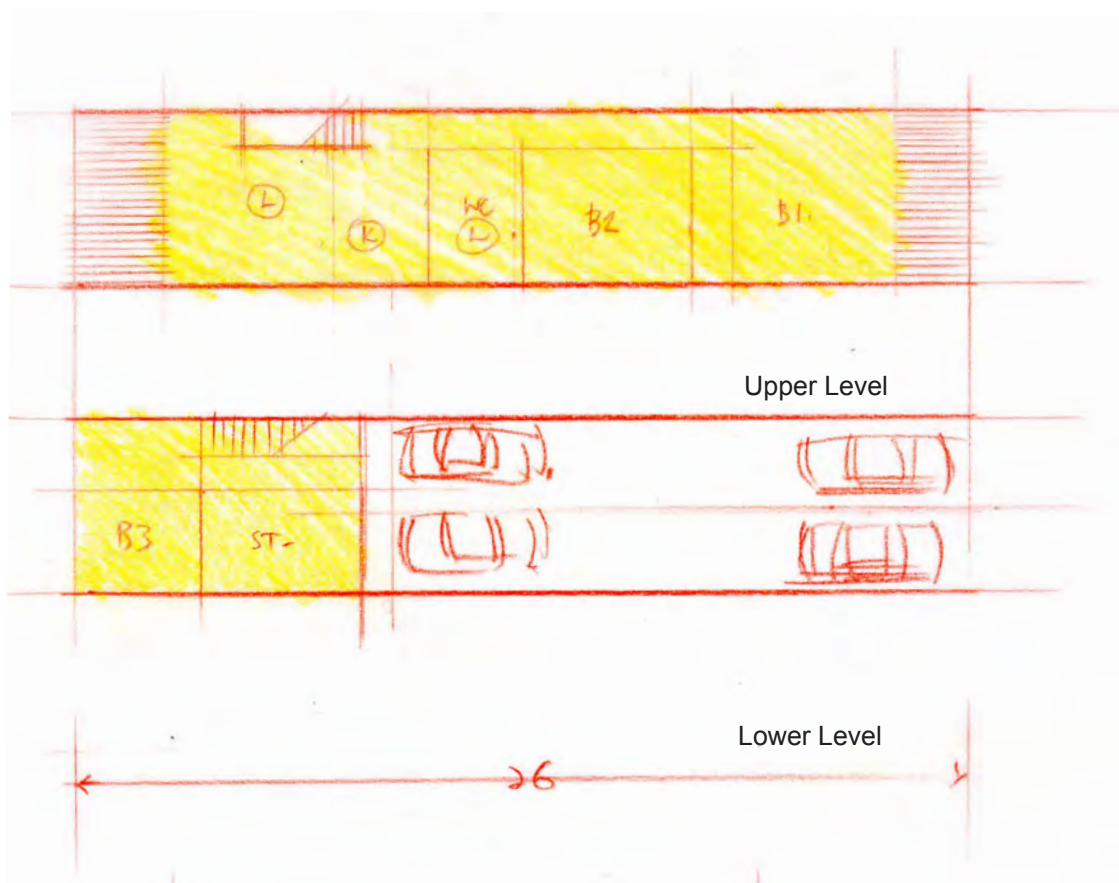
Option 2 - indicates commercial space (15 m x 30 m over 2 levels) with service access via central right of way between dwelling units.

**Figure 3.8.** Diverse Typology of Buildings in Envelope A.





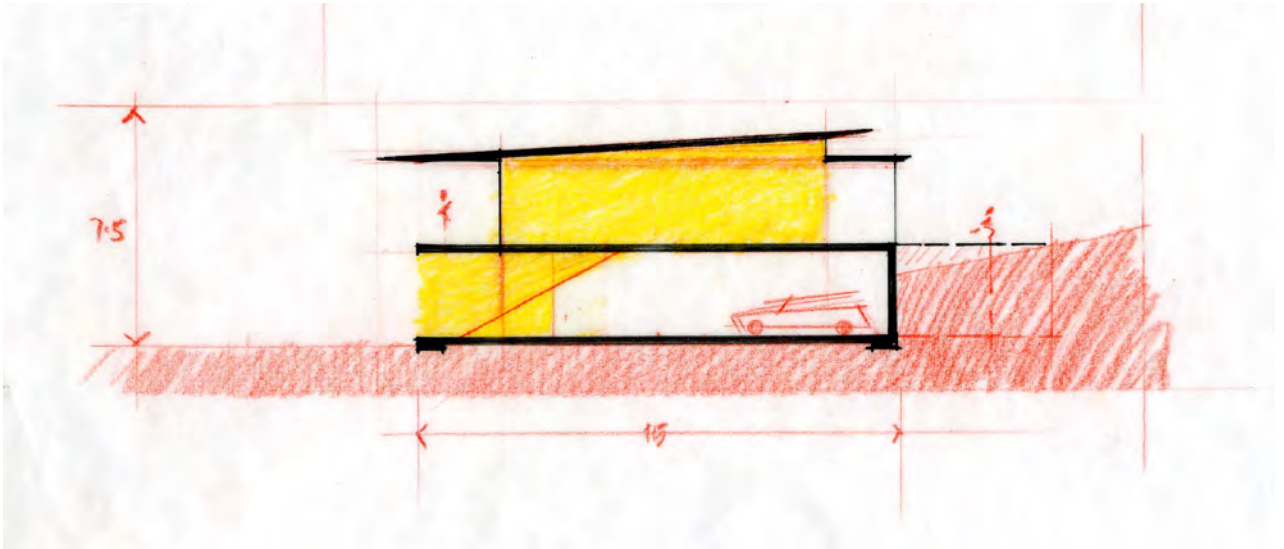
**Envelope B:** Conceptual Dwelling



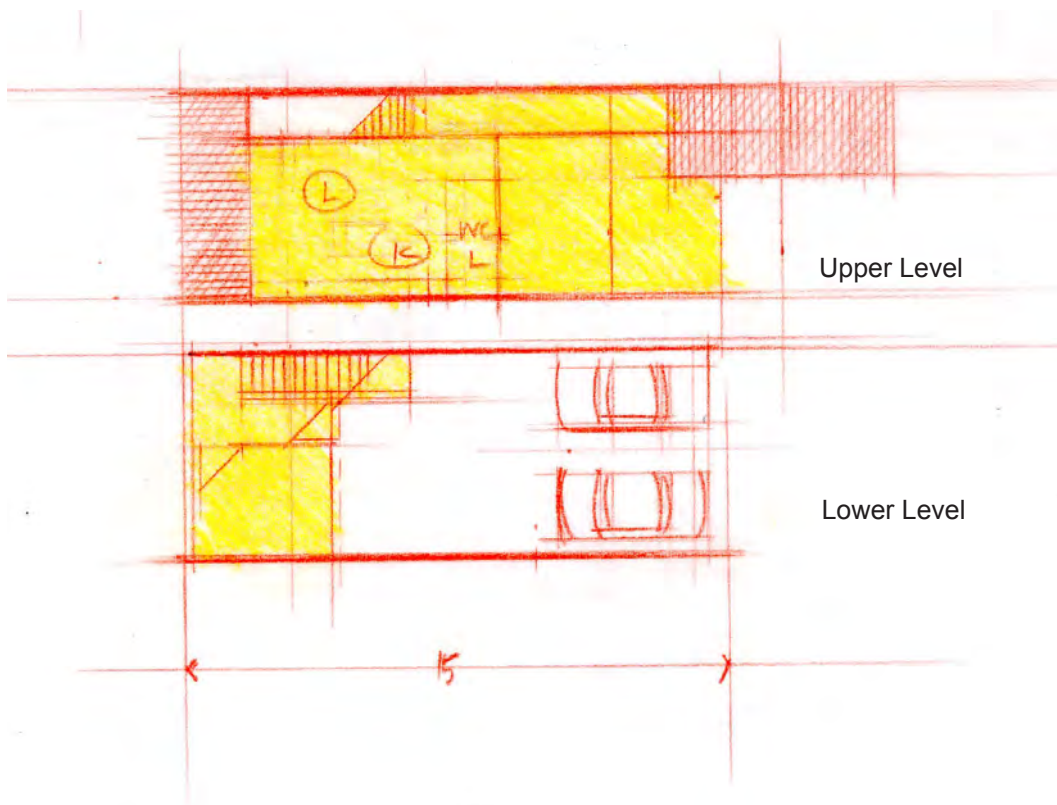
**Envelope B:** Conceptual Plan for a Three Bedroom Dwelling (upper and lower levels)

**Figure 3.9.** Diverse Typology of Buildings in Envelope B.





**Envelope C:** Conceptual Dwelling



**Envelope C:** Conceptual Plan for a Two Bedroom Dwelling (upper and lower levels)

**Figure 3.10.** Diverse Typology of Buildings in Envelope C.

a singular building mass is to be encouraged on each available block;

built forms are to be of contemporary design, addressing environmental sustainability principles (i.e. energy efficiency, water management) and cognisant of the high visibility of the site; and

allow redevelopment/development of public infrastructure (i.e. roads, parking, landscaping, lighting, footpaths and services) as required to achieve the recommendations herein.

Figure 3.7 indicates that the building typology should be responsive to the physical setting, which varies along the extent of Kangaroo Bay Drive. It indicates that the proposed building footprints have the potential to be also developed for residential development, if the planning scheme was amended to allow such development within the Precinct.

### 3.3.2 Former Ferry Building

The following principles will apply to the development of the Former Ferry Building area:

The area will include continuous public space linking Rosny Park to the Village.

The area will be developed as a feature architectural element that celebrates its location and visual importance within the Bay whilst maintaining comfortable freedom of public movement around its periphery.

The area will be developed in a cooperative manner between Council and a nominated developer as a means of achieving an outcome that integrates with development of the Bay as a whole whilst creating a unified building typology/language at this core location.

#### INTENT AND RATIONALE

The intent for this area is to facilitate development opportunities that will create a major destination for attracting visitors and residents to Kangaroo Bay.

The rationale for this intent is:

negotiations are presently underway for such development within this area that could act as a catalyst for achieving the aims for this area (see Section 2.7);

there is scope for the development of public spaces around the proposed development that will enhance the success of the new development and integrate with proposals for elsewhere in Kangaroo Bay;

use of the land simply for open space will not return significant benefit to the City/State given the high establishment and maintenance costs, limited revenue streams and the availability of extensive open space nearby;

there is a recognised shortage of four-star accommodation and waterfront residential property within the City;

intensification of commercial activity at Kangaroo Bay will act as a draw to increasing pedestrian movement between Rosny Park and the Village; and

the need for increased numbers of people to support commercial activity and improve passive surveillance over public open space areas and facilities.

#### O P P O R T U N I T I E S

The key opportunities for achieving the intent for the Former Ferry Building, as illustrated on Map 3.2 are to:

create new visitor facilities as proposed by the preferred developer;

construct an urban plaza space to the south of the proposed development through infill of a small, poorly presented portion of the Bay adjacent to the wharf;

create a major new public jetty incorporating public walking/seating areas, the existing refuelling facility and a major public artwork whilst enabling short term berthing by visiting vessels;

creation of new berths along the northern edge of the wharf;

development of a turning area at the terminus of Kangaroo Bay Road<sup>22</sup>; and

upgrade the foreshore edge to include promenade space linking to the Village including new pavements, areas for gathering and overview of marina and waterfront activities, seating, lighting and public artworks; and

retention of the pedestrian bridge at Cambridge Road and the upgrading of the amenity of the linkage to Kangaroo Bay Road.

#### DEVELOPMENT GUIDELINES

The following points serve as a guide to the form, function and siting of new development to address the intent for the area:

permit the development of visitor and community facilities, tourism attractions and related uses (food, galleries, retail outlets, performing arts centre, function rooms, etc.);

built forms are to be of contemporary design, addressing environmental sustainability principles and cognisant of the landmark quality of the site;

the width of the wharf may be extended by filling to the toe of the existing batter

allow for a minimum of 5m public space around the periphery of the wharf ;

new development will incorporate sufficient car parking spaces to service its users and occupants;

buildings not to exceed 3 storeys in height with the discretion for feature elements of greater height;

the building mass is to be articulated into a number of building elements and allow for through views and movement by pedestrians perpendicular to the foreshore;

provide for the development of public infrastructure (new jetty, pathways, boardwalks, street furniture, lighting, services and pavings) to enhance the role of the area as a safe, environmentally sensitive and cohesive development;

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<sup>22</sup> Note the plan allows for occasional movement through this area by trailers and other vehicles to service the Yacht Club.

publicly accessible spaces are to be landscaped to a high standard and in an integrated manner with the rest of the proposed public development at Kangaroo Bay;

developer contributions to public realm improvements should be required; and

allow for the temporary use of public open spaces for events and displays appropriate to the scale and environmental sensibilities of the area.

### 3.3.3 Former Ferry Building Site to the Village (Area A)

The following principles will apply to development from the former ferry building site to the Village:

The area will be developed as part of a continuous public space linking Rosny Park to the Village.

New development between the former ferry building site and the Village will respect the historic character of the Village and the established role of the Bellerive Yacht Club as a long-standing occupant of the area and for its contribution to the vitality of Kangaroo Bay.

Development within the Village will be limited to infill of existing land parcels at a scale compatible with existing development and aligned with the facade of such along the street and foreshore.

Foreshore development will enhance the role of the area as a promenade and community events space.

Detail of how this precinct is to develop is provided on Map 3.3.

### Bellerive Yacht Club

#### INTENT AND RATIONALE

The intent for the Bellerive Yacht Club area is to consolidate and rationalise its use of the area to meet the reasonable demands of its operations whilst enabling greater public thoroughfare and amenity between the various precincts of Kangaroo Bay.

The rationale for this intent is:

recognition of the long history of the Yacht Club and its current role in enlivening the area and its contribution to the social life of the city;

allow for the continuation of the club's activities and improvements to their existing assets within the physical and environmental limitations on the site;

to rationalise the Bellerive Yacht Club's existing use of the area to free up public spaces along the foreshore for safe and attractive pedestrian linkages and public amenity;

to address the long held community desire for greater access through the site; and

to ensure that public amenity is commensurate in its look, feel and quality with that proposed for the various precincts of Kangaroo Bay.

#### O P P O R T U N I T I E S

The key opportunities for achieving the intent for the Bellerive Yacht Club precinct, as illustrated on Map 3.3 are:

retain general vehicle access to the site from Cambridge Road;

retain public infrastructure in its current location;

develop a dinghy storage area along the toe of the embankment to Cambridge Road;

rationalise car parking on the level ground of the site to maximise vehicle parking numbers within the physical limitations of the site and the Australian Standards for parking areas of a similar nature (~140 spaces illustrated);

rationalise the marina layout to maximise the numbers of vessels that can be berthed in the available space ( $\pm$  165 berths at 5m  $\times$  15m) ;

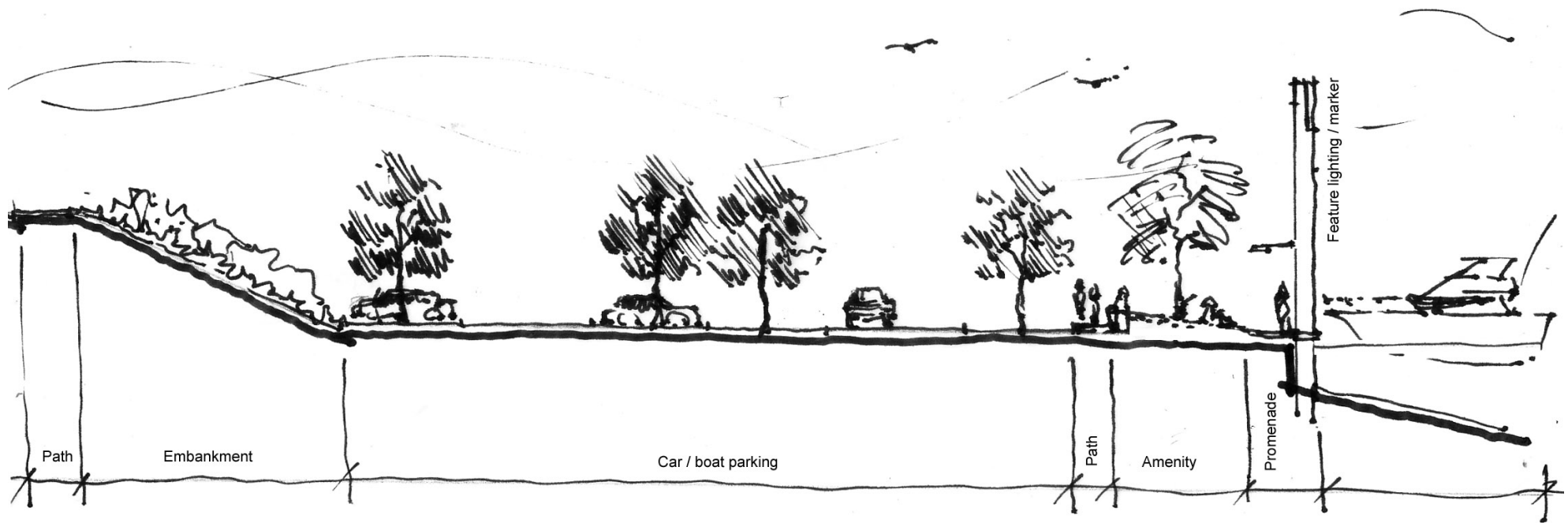
retain the boat ramp and slip for the use of the BYC;

upgrade the foreshore edge to include promenade space linking to the Village including new pavements, areas for gathering and overview of marina and waterfront activities, safe crossing points to the boat ramp and slip, seating, landscaping, lighting and public artworks; and

upgrade landscaping to provide shade within parking areas and attractive retention of embankments.

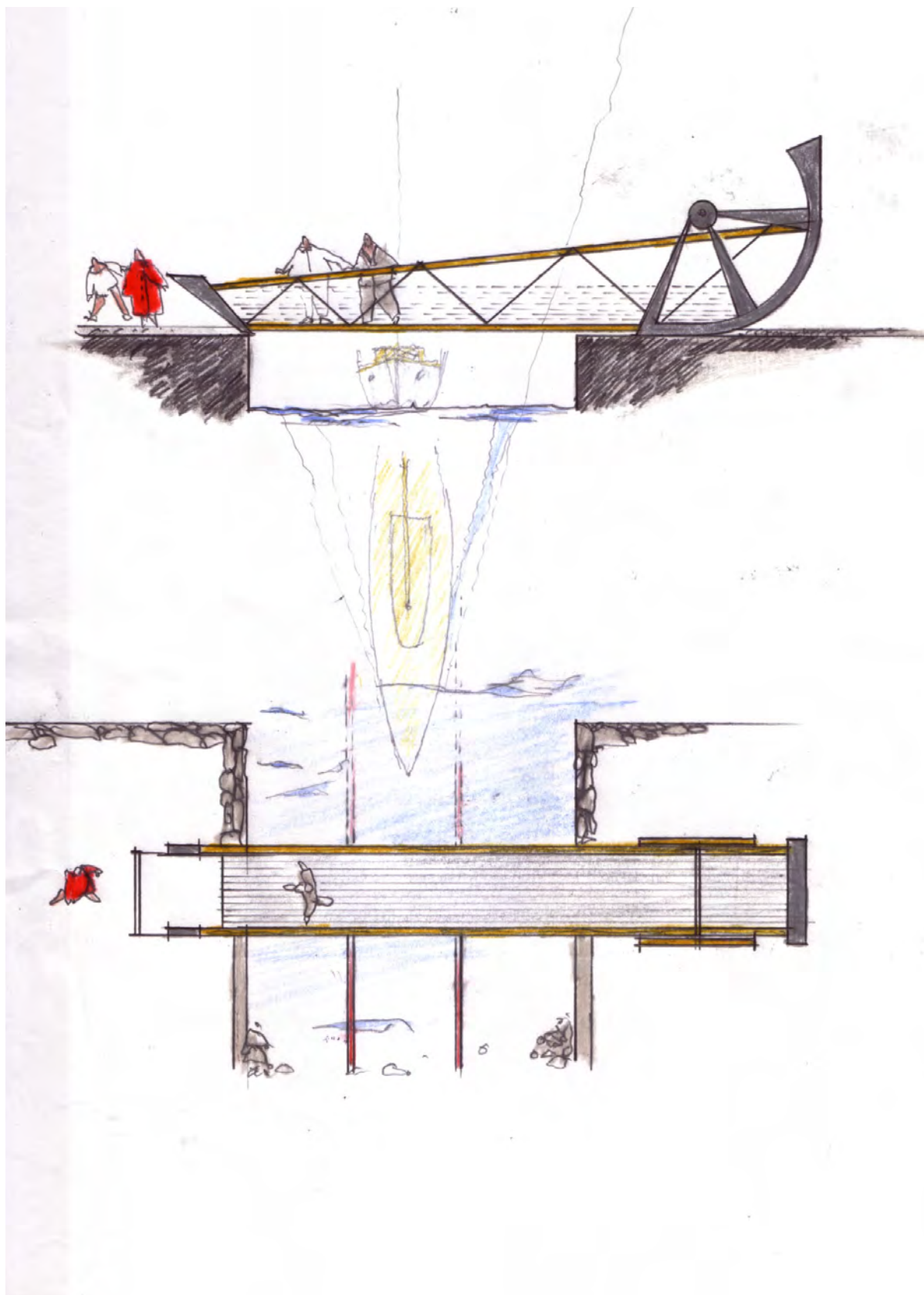
The general intent of these opportunities is illustrated in Figure 3.11.

Preliminary engineering and architectural advice was obtained for the design of the proposed pedestrian/cycle bridge over the slipway at the Bellerive Yacht Club. Figure 3.12 shows the proposed design of the bridge which allows it to be lifted to a vertical position when boats are being slipped or returned to the water. Gates located at either side of the bridge would be closed during the operation of the bridge lift to ensure public safety.



**Figure 3.11.** Notional Section at the Bellerive Yacht Club Car Park





**Figure 3.12.** Pedestrian/Cycle Bridge Design

## DEVELOPMENT GUIDELINES

The following points serve as a guide to the form, function and siting of new development to address the intent for the area:

- allow for the continuing use of the BYC including for provision of a slipyard operation (in its current location), a boat ramp (in its current location), club facilities requisite to the needs of its club membership (but limited to current building height), dinghy storage and car parking;

- provide for the development of public infrastructure (pathways, boardwalks, street furniture, lighting, services and pavings) to enhance the role of the area as a safe, environmentally sensitive and cohesive development;

- publicly accessible spaces are to be landscaped to a high standard and in an integrated manner with the rest of the proposed public development at Kangaroo Bay;

- allow for the temporary use of public open spaces for events and displays appropriate to the scale and environmental sensibilities of the area.

## The Village

### INTENT AND RATIONALE

The intent for this area is to enhance the role of the Village as a boutique waterfront commercial precinct with a foreshore that acts a major focus for the public life of the city and a linear open space linking to foreshore areas north and south of Kangaroo Bay.

The rationale for this intent is to:

- build on the historic development pattern, scale and ambience of the Village as a waterfront centre;

- reinforce recent streetscape improvements in Cambridge Road to enhance the role of the Village as a boutique commercial centre;

- build on significant investment that has already gone into the development of foreshore facilities and public infrastructure along the foreshore;

recognise the high level of use to which the area is already put as a public promenade;

consolidate the role of the area as a venue for significant outdoor public events; and

take advantage of the natural advantages of the Village's waterfront location.

#### O P P O R T U N I T I E S

The key opportunities for achieving the intent for the Village, as illustrated on Map 3.3 are:

upgrade public infrastructure (pathways, boardwalks, street furniture, plantings, lighting, services, water features, public art and pavements) to enhance the role of the area as a safe, environmentally sensitive and cohesive development;

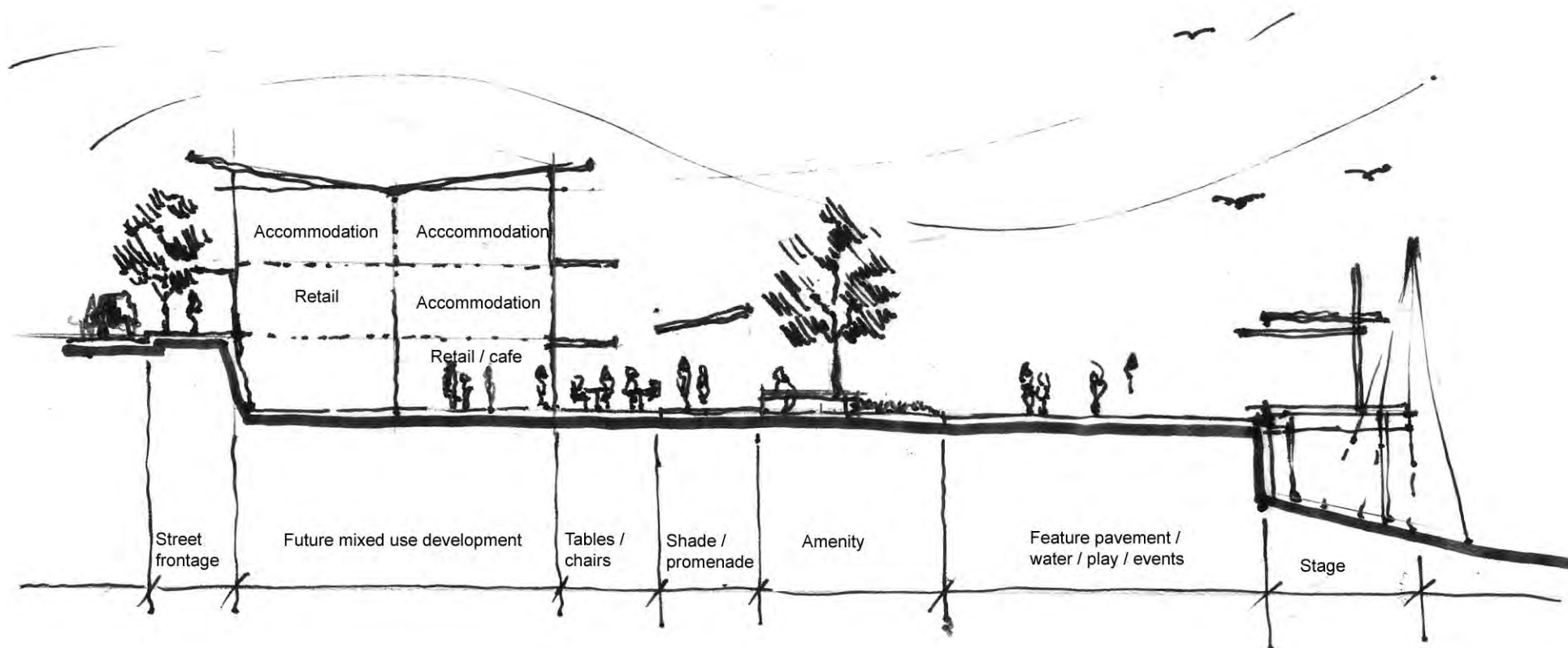
allow for appropriate infill development Cambridge Road with a view to creating a more continuous facade to the street and the foreshore;

address concerns for shade during public events by providing a substantive area of space with filtered light;

encourage outdoor dining/cafe activity along the waterfront at the rear of existing/proposed commercial residences; and

allow for the temporary use of public open spaces for events and displays appropriate to the scale and environmental sensibilities of the area.

The general intent of these opportunities is illustrated in Figure 3.13.



**Figure 3.13.** Notional Section at Bellerive Village.

## DEVELOPMENT GUIDELINES

The following points serve as a guide to the form, function and siting of new development to address the intent for the area:

the heritage values of the Village will be respected through limitations on development that match the mass and scale of previous development (nonetheless, buildings should of a contemporary design, addressing environmental sustainability principles and cognisant of their location adjacent to a significant public space);

provide for the development of public infrastructure (new jetty, pathways, boardwalks, street furniture, lighting, services and pavings) to enhance the role of the area as a safe, environmentally sensitive and cohesive development;

publicly accessible spaces are to be landscaped to a high standard and in an integrated manner with the rest of the proposed public development at Kangaroo Bay;

developer contributions to public realm improvements should be required;

no further parking beyond that shown on the plan is to be allowed on the foreshore side of precinct to encourage the unencumbered pedestrian use of the space and the retention of substantive areas of level, clear ground for the conduct of public events; and

allow for the temporary use of public open spaces for events and displays appropriate to the scale and environmental sensibilities of the area.

## 3.4 KANGAROO BAY FUTURE DEVELOPMENT PRECINCT GUIDELINES

The following overview was prepared by Leigh Woolley Architect and Urban Design Consultant, and is intended to provide an assessment of the alignment between the urban design principals described in the current document and Councils *Urban Design Guidelines for the Kangaroo Bay Future Development Precinct 2003*.

The urban design guidelines and 'character statement' identify characteristics considered to be important to the precinct, and make recommendations for a

desired design response. The qualities of varied use and (built) forms contributing to a richness of experience, while providing an orientation towards Kangaroo Bay, are the principal considerations.

The desired design response within the precinct is focused towards new development acting as an extension of the village ambience with a 'marine theme'. The guidelines identify spatial and built components, planning objectives and indicative design responses, some of which are schematically illustrated.

The guidelines provide a general checklist of qualities that may be expected from private development, assuming a predominantly non-residential use for the precinct. In the absence of an integrated set of urban design principles, the guidelines have been developed to address anticipated individual building applications. As a result, the role that the future built form might play in the precinct is perhaps over-emphasised.

While general in approach, the guidelines tend to be quite prescriptive in places. This is in contrast to the approach emerging in this strategy document where there is consideration of the public domain in the first instance, and then the influence of development on the public space network.

The development of the current urban design framework provides an opportunity to implement and test Council's guidelines. Accordingly, and subject to the comments below, they can be used initially as a checklist to review the design intentions of the study. In time, they should however be replaced by an integrated checklist of public and private land use guidelines developed as an outcome of the current study.

The following notes are made in response to the component categories of the existing Council urban design guidelines for the precinct.

#### 3.4.1 Design Approach for New Building Stock

Given the integrated and considered approach emerging from the study, the desire to ensure individuality and 'variety in developments' is in fact less important than a high standard of design. The urban design guidelines outlined in the current document assume some consistency in terms of the development envelopes themselves. This is particularly relevant in relation to their interface with the street, and this may be confused and diminished by phrases such as 'fenestration, illumination, position of private spaces, design of landscaping etc... to be individual and diverse' and that the streetscapes use 'high levels of texture, differing materials and colours'.

Similarly, phrases such as 'increase building scale and street planting at access points' pre supposes a particular built outcome and could suggest an unnecessary focus on parts rather than a consideration of the whole.

#### 3.4.2 Position on the Site

While the objectives and design responses in this section are not inconsistent, there may be a need to rephrase the desire to avoid 'reduced visual amenity of residences, within the precinct and to the east'. While the massing and view line intentions are not inconsistent with the diagrammatic intentions illustrated, it may be argued that any development along Kangaroo Drive would, if it were to be built on or over the escarpment, reduce the visual amenity of nearby residences.

#### 3.4.3 Height, Mass and Building Form

In this instance the envisaged building typology outlined in the guidelines, is a response to the desired use of the precinct. The design response would provide a 'transparent street envelope with lightweight frames and glazed infill for commercial uses. Other development types to use opaque infill for privacy'. This is quite prescriptive and could limit the construction approach particularly for residential use.

It may be more appropriate to desire a 'fine grain' to development of the street edge and its material use. While the phrase 'main roofs to be of low pitch to accommodate sightlines overhead' is not inappropriate, the continuing sentence: 'exception to be made for small roofs at entrances, roof lights, veranda's etc.' is unnecessary, and may encourage inappropriate and token design gestures.

#### 3.4.4 Address, Entry Orientation and Street Amenity

The new street will provide the major component of public amenity within the precinct. Accordingly it will provide the principal focus for buildings fronting it, and will become the primary orientation point in order that the street is 'formed' by the adjacent 'spine' of the built edge. The phrase 'buildings to respond to the immediate orientation' is therefore confusing and could be misinterpreted.

Within this component it has also been recommended to avoid 'introverted outdoor areas'. Given the site fall and likely building form emerging, some private open space may well occur at the rear (southeast) of the building. Given existing adjacent dwellings, it is likely that 'outdoor areas' may well need to be somewhat 'introverted' to offer acceptable amenity to occupants and

adjacent residents. This phrase is considered to be inappropriate and should be deleted.

#### 3.4.5 Interface

The desire to 'develop a strong link between development and recreational activities' is again based on an assumption that the street is not the principal public space. Given the urban design principles guiding development of the street, these should be emphasised. Correspondingly a 'layered transition' to the recreational activities should be offered through the public space of the street and its promenade. In this way the street will provide a 'mediated' edge between community recreation areas and development.

#### 3.4.6 Community Issues

The statements applying to 'Valued Character' and 'Statement of Desired Future Character' are broadly consistent with the outcomes of the current document, as is the section 'Threats to Valued Character', which was written prior to the identification of the potential new street.

**Recommendation:** That an overarching set of integrated guidelines, dealing with private development and its public domain interface, (emerging from the current work and its urban design principles) be developed to assist in guiding future development.

### 3.5 DESIGN GENERATORS

The following series of diagrams illustrates the main 'design lines/moves' that have generated the patterns of development illustrated on the concept plan (Map 3.3). Each of these lines/moves arises from or reflects existing patterns within the landscape to which the consultant design team has responded in suggesting the new built form for the Kangaroo Bay area. Unlike some design that seeks to impose a pre-conceived artistic notion of built form onto a landscape, the design herein, is a reflection and animation of the character inherent in the existing landscape. As such it is more about interpreting the 'place' of Kangaroo Bay than imposing an alien or imported character onto it. In respecting the inherent character of the place, the design has not necessarily been beholden in 'style' to a historic pastiche. Rather it expresses a contemporary evolution of the development of the waterfront of Kangaroo Bay as a centre for community activity and the modern life of the City.

The key design generators are shown in the Figures 3.14 – 3.23, and can be summarised as:



Bligh Street Alignment (Figure 3.14). The viewshed of Bligh Street has been retained and celebrated through the suggestion of a major public art work at the end of the proposed new jetty.

Kangaroo Bay Road Re-Alignment (Figure 3.15). The road realignment reflects the historic alignment of the railway. In moving slightly to the west, the new road allows sufficient space for commercial development at ground level along the face of the rail cutting. Terminus of the road at the Ferry Wharf celebrates the nature of the proposed development at that location.



**Figure 3.14.** Bligh Street Alignment



**Figure 3.15.** Kangaroo Bay Road Re-Alignment

Tangential Lines (Figure 3.16). Projection of tangent lines from the terminus of Kangaroo Bay Road establishes strong linear movement and visual connections through proposed new development and along the foreshore. The tangents also become the basis for separating pedestrian and vehicle spaces in a strong clear way.

Linkages (Figure 3.17). Secondary road connections provide the rationale for the creation of various development parcels along Kangaroo Bay Road, reinforce existing patterns of movement (to the BYC and to the rear of the Village) whilst resolving existing traffic management concerns along Cambridge Road (at Alma Street and Pembroke Place).

Framework (Figure 3.18). These lines perpendicular to the tangential lines of Figure 3.16 provide a framework for the redevelopment of the marina (to maximise berthing space), to the proposed new jetty and to the facade of the Village facing the waterfront.

Echoes (Figure 3.19 and 3.20). These lines 'echo' off the proposed alignment of Kangaroo Bay Road. They provide a rationale for the alignment and set back of new development including buildings, footpaths, public amenities and parking.

Bold Moves (Figure 3.21). These lines generate bold new moves in the evolution of Kangaroo Bay as the City's 'forecourt' to the waterfront. The proposals they represent resolve unsightly conditions along the foreshore in a bold manner whilst providing significantly improved access to the foreshore.

Contrasting Lines (Figure 3.22). These lines respond to the echoing pattern described above but in a non-concentric manner. These contrasting lines form boundaries (i.e. between green and paved spaces along Kangaroo Bay Road, provide inspiration for terracing at Rosny College and extend the existing boardwalk through the former ferry building to connect with the new promenade.

Lighting (Figure 3.23). Lighting has been used as a unifying element through the whole of the connected public space. Tall light masts with a highlight light(s) at their top are used to define the perimeter of the marina. Attached but at a lower height, pedestrian lighting addresses concerns for public safety and night use of the area. Similar pedestrian lighting is then extended along the length of Kangaroo Bay Road to provide a continuous level of illumination onto the footpath.



**Figure 3.16.** Tangential Lines



**Figure 3.17.** Linkages



**Figure 3.18.** Framework





**Figure 3.19.** Echoes 1



**Figure 3.20.** Echoes 2



**Figure 3.21.** Bold Moves



**Figure 3.22.** Contrasting Lines



**Figure 3.23.** Lighting

### 3.6 DESIGN PRECEDENTS

The following images represent 'precedent developments that demonstrate how others have dealt with similar situations to those that occur or are proposed at Kangaroo Bay. Precedent images are not suggestions or precise representations of what will happen but rather indicate the direction the design is going and suggest the character of what is to be achieved.

Plates 3.1-3.7 illustrate precedent treatments for the promenade, feature lighting, the proposed water feature, public art, seating and landscaping.

Promenade and Boardwalks. The illustrations (Plate 3.1) show how:

the existing boardwalk, which is a good model for extending the boardwalk from the Village through to the former ferry building (1);

handrails along exposed positions might be treated (2);

the water's edge might be treated in areas where the boardwalk transitions to the promenade and/or from the promenade to the Bastick Street boat ramp (3,4); and

a feature wall element might be used to 'wrap' the pipeline and form an edge to the water whilst enabling a boardwalk to be built behind (the 'wrap' can also be used as a seat) (5).

Feature Lighting Plate 3.2 shows how feature lighting can be used to define urban precincts. Tall light masts support a highlight element using colour rather than brightness to create a presence in the landscape (1,2). At a lower level (~4m) pedestrian level lighting provides luminance to the ground surface (1,2). This combination of lighting types provides identity and safety without causing light overspill, which would adversely impact on nearby residences. Alternatively custom designed light features can add vitality to smaller precincts within a larger whole (3,4). Custom fixture design enables the particular character of a place to be reflected in the detail level of development (5).

Water Feature The examples on Plate 3.3 (1,2,3,4) illustrate how an at grade water feature can enliven an urban space, providing for play, visual delight and 'white noise' to mask unwanted background sounds. The illustrations also demonstrate the potential for this feature to be turned off (in whole or in part)

during events when the flush pavement surface is required to host large numbers of people.

Public Art Precedents The illustrations (Plate 3.4) show how public art can be used to create a memorable identity for an urban space or a subtle contribution to the urban experience. Examples include the tide markers from Darling Harbour (1), sculpture from the Geelong waterfront (2,5), Melbourne ('starlight' paving) (4) and Barcelona (3).

Pavement Precedents The illustrations on Plate 3.5 show how combinations of pavers and concrete can be mixed to achieve a richly textured, colourful space in an economical manner including easy access to buried services (3). The use of timber 'paving', lawn and plantings in select locations offset the harshness of a singularly concrete space (2,4,6). More playful use of pavement in some locations can also be used to create a specific precinct within the overall design (5). Paving, when used as part of a unified suite of detail, moves beyond the utilitarian to create a powerful setting for public activity (1).

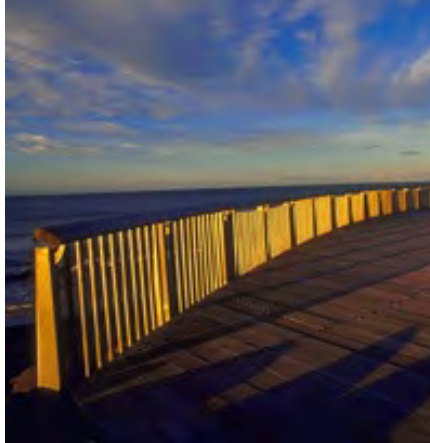
Seating Precedents The illustrations (Plate 3.6) show how custom designed seating can integrate with an overall approach to urban detailing to provide for functional requirements whilst meeting an aesthetic agenda (1,2,3,4,5).

Landscaping Precedents The illustrations on Plate 3.7 show how varying planting treatments can add to the urban setting, providing shade and delight (1), mass textures (3) and useful planar spaces (2,4,5,) that relieve the potential expanse of hard paving that might otherwise be required.

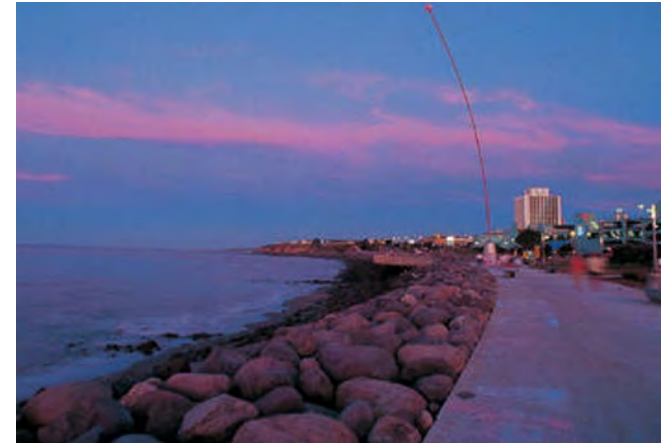




1.



2.



3.



4.



5.

**Plate 3.1.** Precedent Promenade Treatments.



1.



2.



3.



4.



5.

## Plate 3.2. Precedent Feature Lighting.





1.



2.



3.



4.

### Plate 3.3. Precedent Water Features.



1.



2.



3.



4.



5

### Plate 3.4. Public Art Precedents.





1.



2.



3.



4.



5.

## Plate 3.5. Landscape





1.



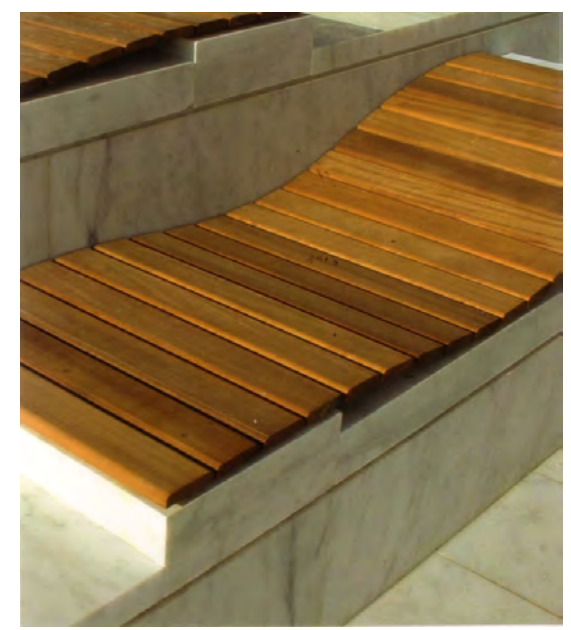
2.



3.



4.



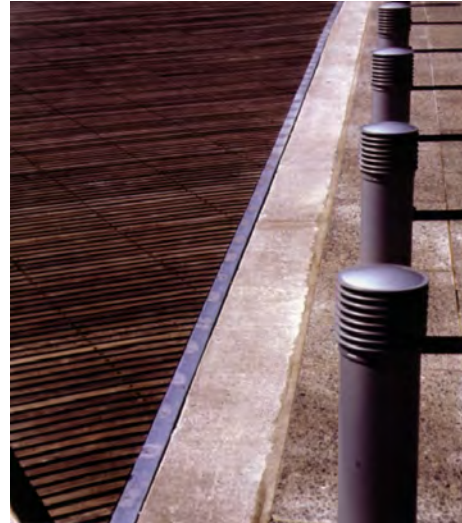
5.

## Plate 3.6. Seating





1.



2.



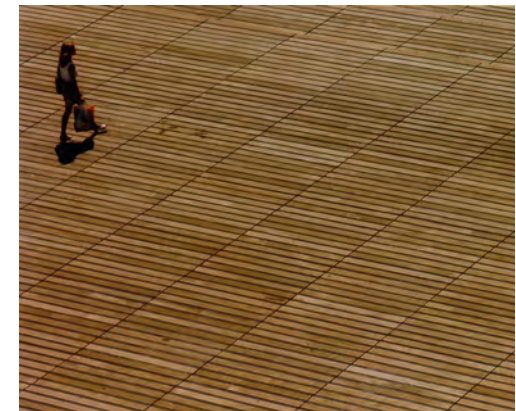
3.



4.



5.



6.

## Plate 3.7. Pavements

# 4 ACTION PLAN

## 4.1 ACTION PLAN

This Chapter sets out an Action Plan for the Kangaroo Bay Urban Design Strategy and Concept Plan. The Action Plan will be revised following Council, agency and community feedback.

The Action Plan identifies the recommended actions, provides some comments on the rationale for the recommendation, responsibilities and general timing for the proposed works. The recommendations have been listed in the suggested chronological order for implementation, and by doing so, they indicate the assessed priority given to each recommendation. In all cases implementation of one recommendation cannot necessarily occur without the achievement of previous recommendations. For instance, site works should not commence until detailed design and costings has been undertaken for the proposed works.

However there are some recommendations that could commence in advance of the listed order, as resources permit or as a development application is approved by Council. For instance site works involved with new commercial developments fronting the waterfront at Bellerive village boardwalk area can be approved by Council, as part of the conditions for development approval under the scheme. However it is important that these site works be consistent with achieving the overall master plan for Kangaroo Bay.

The Action Plan provides indicative timing for the implementation of the recommendations in Kangaroo Bay, and recognizing the scope of works involved, the implementation period is set over a 10 year period. This timing will largely be influenced by the availability of funds to Council to commence planning and site works, and the timing of future commercial and residential developments within Kangaroo Bay.

The Action Plan includes an order of cost estimate (Section 4.2) for the areas covered by the concept plan. The estimate provides a breakdown of the costs of various elements to a level of detail sufficient for Council budgeting and fee estimation for future stages of works.



No	Recommendation	Comment	Responsibility	Time Line
1	Initiate public agency and community review of the draft Urban Design and Concept Plan for Kangaroo Bay	The review process might involve meetings with key stakeholder agencies and parties (e.g. DIER, DPIWE, BYC, Rosny College, Little Athletics, Bellerive businesses, Prudentia), preparation of an exhibition panel for wider community review, organizing a local community forum, release of the report on the website, seeking agency and public comment. The feedback would be reviewed and any changes to the draft Plan would be assessed in conjunction with Council.	Council	Early 2007
2	Continue negotiations with interested commercial parties for the development of Kangaroo Bay in the vicinity of the former ferry terminal and car parking area.	The development of this area would be the catalyst for achieving the benefits of the master plan and securing contributions to the site works for public benefit. The current proposal for a hotel and restaurants within a public space would generate increased use and interest from Tasmanians and visitors.	Kangaroo Bay Development Assessment Panel with State Government and Council representation	Decision and agreements by Mid 2007
3	Review the draft provisions for the Draft Clarence Planning Scheme 2002 with regard to the Urban Design and Concept Plan for Kangaroo Bay, and in particular the allowance of residential development on the eastern side of Kangaroo Bay.	The draft planning scheme has a number of shortcomings for achieving the desired development identified within the master plan. The scheme provisions should be reviewed in light of the master plan and commercial reality for achieving future development within the area.	Council, Resource Planning and Development Commission	End of 2007
4	Undertake a features survey plan for the Kangaroo Bay area included in the master plan.	The features plan will allow accurate design and costing work to be done by landscape architects, engineers and architects.	Council	Early 2007
5	Initiate detail landscape design plans for the section of the foreshore link between the Bellerive Yacht Club slipway and boat ramp including the proposed pedestrian bridge.	This work is required to resolve any design and construction issues involved with the works given site conditions, as well as provide a more detailed costing for the proposed works. The proposed works could be undertaken by Council or put out to tender.	Selected landscape architect with involvement of Council and BYC	Mid 2007

No	Recommendation	Comment	Responsibility	Time Line
6	Discussions with the Bellerive Yacht Club for the:  construction of the proposed pedestrian bridge in front of the slipway at the Club; and  upgrading of the foreshore edge to include promenade space linking the village to the boat ramp area. This work would include new alignment of the sea wall, construction of footpath pavement, setback of parking spaces and feature tree planting.	This is considered a high priority as it will establish a more direct, convenient and safer pedestrian and bike link from Bellerive village to Kangaroo Bay (and then to the Tasman Bridge and Eastlands using existing shared pathways). Would also facilitate use of the shared trail under construction by Council along the Bellerive Bluff foreshore. The improvements to the foreshore edge will allow safe pedestrian and bike access and establish the key connection between Bellerive village boardwalk and the potential development of the former ferry terminal and car parking area (which would upgrade and extend the promenade and public access linkage).	Council	Complete by end of 2007
7	As part of the approval process for future commercial development in the vicinity of the former ferry terminal and car parking area (i.e. recommendation 2), determine the proposed site works for public access and facilities to be included within the overall development. Initiate detailed design and documentation of the site works.	Following the implementation of recommendation 5, this would effectively provide a high level of access and quality public amenity between the existing Bellerive village boardwalk and the southern end of Kangaroo Bay Drive. This would be beneficial to both developments utilizing existing car parking spaces available at the sites and encouraging greater pedestrian movement. It would also be an attractive drawcard for pedestrians from Eastlands.	Selected developer and Council	Complete by 2009
8	Engage engineers to design the proposed new roadworks for Kangaroo Bay Drive, new signalised traffic intersections on Rosny Hill Road and Cambridge Road, Alma Street connection and Pembroke Place connection.	This work is required to achieve the improvements for access and safety in Kangaroo Bay Drive, and resolve a number of outstanding traffic safety issues (e.g. safety concerns with high use of slipway off Cambridge Road to Kangaroo Bay Drive, turning into Pembroke Place and the limitations for entering Kangaroo Bay Drive at the Rosny Hill intersection).	Selected engineers and Council with consultation of DIER	Complete by end of 2007

No	Recommendation	Comment	Responsibility	Time Line
9	Engage architects to design new sports facilities building (e.g. toilets, change rooms, storage, club rooms) to be sited outside of the proposed re-alignment of Kangaroo Bay Drive.	The new design will need to be considered as a component of the revitalised lineal public space of Kangaroo Bay Drive. It should be designed less as an enclosed building than as a permeable edge to this space. To achieve the identified public space and development footprint options for future growth of Kangaroo Bay, the alignment of Kangaroo Bay Drive needs to be altered. The existing sports building needs to be demolished and a new facility constructed. This provides the opportunity to design the building to better cater for the needs of the oval users and public amenities, given increased use of Kangaroo Bay Drive in the future.	Selected architect and Council	Complete by end of 2007
10	Initiate detail landscape design plans for Kangaroo Bay Drive between the proposed commercial development site (recommendation 2) and Rosny Hill Road.	The master plan provides the concept layout for the road, facilities and spaces along Kangaroo Bay Drive. The detailed design work is necessary to resolve issues involved with the works given site conditions, as well as provide a more detailed costing for the proposed works. The proposed works could be undertaken by Council or put out to tender.	Selected landscape architect and Council	End of 2007
11	Commence Stage 1 works for Kangaroo Bay Drive including: <ul style="list-style-type: none"> <li>construction of new sports building in new site;</li> <li>new signalised traffic intersection at Rosny Hill Road and Cambridge Road;</li> <li>construction of new Kangaroo Bay Drive road pavement, kerb and gutter, stormwater, lighting, parking spaces, underground services and pedestrian path; and</li> <li>planting of feature trees along Kangaroo Bay Drive.</li> </ul>	These works would establish the framework for commencing work on Kangaroo Bay Drive and achieving future development along Kangaroo Bay Drive. It also sets up the relationship between public and private space and establishes the promenade link between Rosny Hill Road and the foreshore.	Council	Complete by end of 2009

No	Recommendation	Comment	Responsibility	Time Line
12	Commence Stage 2 works for Kangaroo Bay Drive including: <ul style="list-style-type: none"> <li>construction of the Alma Street connection between Cambridge Road and Kangaroo Bay Drive;</li> <li>new signalised traffic intersection at Alma Street and Cambridge Road;</li> <li>closure of slipway off Cambridge Road to Kangaroo Bay Drive;</li> <li>upgrading of the open space area on the western side of Kangaroo Bay Drive including urban design treatment of promenade, hard paved area, community facilities, timber board deck to foreshore edge, tree planting, park furniture, lighting etc.</li> </ul>	Stage 2 is the investment into upgrading access and links for both vehicles and pedestrians into Kangaroo Bay. It addresses the safety concern with the existing slipway off Cambridge Road to Kangaroo Bay Drive. It completes the upgrading of the foreshore parklands adjacent to Kangaroo Bay Drive.	Council	Complete by end of 2011
13	Require other site landscaping works in association with approved developments along the eastern side of Kangaroo Bay Drive, subject to any alterations to the planning scheme. This would include the construction of Pembroke Place connection with future residential or commercial development off Kangaroo Bay Drive.	The completion of the above recommendations provides the basis for encouraging new development along Kangaroo Bay Drive subject to the provisions of the planning scheme. The Council may be a driver for future urban development being an owner of various houses and vacant land parcels off Kangaroo Bay Drive that may be suitable for redevelopment.	Development parties with approval of Council	As development applications proceed after 2009
14	Commence improvements to the Rosny College area including wetland treatment of the rivulet, creating the grassed terraces and improved path links and constructing the linear promenade structure to hide urban services at the foreshore.	These improvements will better link Rosny College to Kangaroo Bay and provide public benefit to the wider community from the grassed terraces over-viewing the sports oval, wetland feature, improved paths and eliminating the visual impact of the existing urban services along the foreshore.	Council and Education Department (Rosny College)	Complete by 2013

No	Recommendation	Comment	Responsibility	Time Line
15	Initiate detail landscape design plans for Bellerive village waterfront area.	The detailed design work is necessary to resolve issues involved with the works given site conditions, as well as provide a more detailed costing for the proposed works.	Selected landscape architect and Council	Complete by 2012
16	Commence upgrading and improvements to the Bellerive village waterfront area including new pavement, plantings, lighting, public infrastructure, street furniture, public art etc.	This work could commence as funds become available, but priority has been given to strengthening the other foreshore links and facilities in the interim, before undertaking major redevelopment of the existing boardwalk area. The public space and facilities, whilst having limitations for events, are considered adequate to continue public access and use until the above recommendations are implemented.	Council	Complete by 2015
17	Negotiate with future development applications on the waterfront side of Cambridge Road in Bellerive village for site works that are consistent with achieving the overall master plan for Kangaroo Bay.	This can be achieved via planning approval conditions for any approved development.	Development parties with approval of Council	Based on timing for development applications

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**Table 5.1** Action Plan

## 5.2 ORDER OF COST ESTIMATE

A cost estimate for the proposed works identified within the Urban Design Concept Plan has been prepared by Davis Langdon Australia Pty Ltd, Quantity Surveyors. The detailed costs report has been presented to Council and a summary of the main cost elements is provided In Table 5.2.

Cost Element	Cost Estimate \$
Preliminaries – external	1,128,460
Site preparation	157,000
Roads, footpaths and paved areas	4,426,985
Boundary walls, fencing and gates	100,500
Outbuildings and paved ways	909,000
Landscaping and improvements	3,935,055
External stormwater drainage	280,000
External sewer drainage	65,000
External water supply	185,000
External gas	15,000
External fire protection	80,000
External electric light and power	528,000
External communications	40,000
External special services	50,000
Special provisions	1,600,000
<b>Total Cost Estimate</b>	<b>13,500,00</b>

**Table 5.2** Cost Estimates

The Order of Cost Estimate is \$13.5m including design and construction contingencies (\$1.6m) but excluding professional fees, GST and escalation costs. These estimates are based on quantities measured from the Urban Design Strategy and Concept Plan. Rates for construction were based on the commercial tendering of the works. Savings may be achieved where the work is undertaken by Council staff, day labour or some form of employment scheme. In some instances an estimate of the scope of works has been made based on the Quantity Surveyors or Consultants experience of projects of a similar nature to those envisaged.

Some 60% of the Order of Cost Estimate is for the works north of the Bellerive Yacht Club boat ramp, 28% for the upgrading of the foreshore area south of the boat ramp (including Bellerive Village) and 11% for design and construction contingencies.

# ATTACHMENT 1

## REVIEW OF PREVIOUS REPORTS

The following table provides a summary of previous reports of relevance to the Kangaroo Bay area. In addition to these reports, a number of other strategic documents have also been reviewed and are discussed in Section 6 of Attachment 3, *Kangaroo Bay Demographic Trends, Tourism Analysis and Development Opportunities*.





Report Title	Report Summary	Relevance to the Current Project
<p>Hepper, J. (1998) Kangaroo Bay Strategic Directions Framework.</p>	<p>The report responds to the need to develop an integrated approach to the future development of the Kangaroo Bay foreshore area, given the role and use by the local community, tourism, residential and commercial development.</p> <p>The report sets out a vision for the long term development and management of Kangaroo Bay as the principal waterfront precinct for the City of Clarence, to:</p> <ul style="list-style-type: none"> <li>satisfy the needs of the local community for protection of important natural and cultural values, whilst catering for a range of recreational, community and local commercial services; and</li> <li>meet the expectations of growing numbers of visitors for a distinctive, vibrant and activity oriented waterfront location retaining it's inherent historic qualities.</li> </ul> <p>The report outlines divides the area into five key planning zones:</p> <p>Boardwalk – Bellerive Village zone, Marine Development zone, Leisure Activity zone, Natural Foreshore zone, and Future Development zone, of which are comparable to the proposed zoning outlined in the Draft Clarence Planning Scheme 2002.</p> <p>Eight key actions are outlined as priorities for implementation, including the development and implementation of a Concept Plan for Kangaroo Bay; the need to incorporate the Concept Plan within the planning scheme; the preparation of 'development packages' to be used to gain expression of interest from developers; the initiation of a main street program for Bellerive Village; establishing Kangaroo Drive as the main entry into the sport grounds, Bellerive Yacht Club and foreshore; program a schedule of works to achieve the recommendations of the Concept Plan; and promote Kangaroo Bay as a major visitor and activity</p>	<p>The report provides a discussion of the issues associated with the future planning, development and management of the Kangaroo Bay area, and although 8 years old, these values and issues remain valid today. Problematic pedestrian and vehicular access, the need to improve visual amenity, the difficulties with land tenure arrangements, and facilities in need of upgrade are discussed.</p> <p>The ideas, opportunities, and planning objectives outlined for each of the five zones provide a strategic direction to be built upon by the current project. The report has assisted Council in reviewing the planning scheme controls, seeking expressions of interest and guiding development decisions within the area.</p>

Report Title	Report Summary	Relevance to the Current Project
<p>Thompson and Brett – Willing and Partners (1999) <i>Kangaroo Bay Stormwater Management Plan</i>.</p>	<p>The report follows on from an initial assessment of the needs, issues and problems identified during the preparation of the Stormwater Management Strategy for the City of Clarence 1998. The Kangaroo Bay Rivulet catchment was selected as a demonstration catchment, to illustrate the assessment, selection, concept design and method of implementation a number of methodologies to improve stormwater management in the wider Council district.</p> <p>The report identifies issues associated with local drainage, trunk drainage and water quality.</p> <p>The study identified a number of local drainage system deficiencies within the catchment, during frequent storm events, including:</p> <ul style="list-style-type: none"> <li>lack of inlet capacity in a number of locations;</li> <li>undersized drainage system over much of the catchment to convey stormwater runoff:</li> <li>and</li> <li>the road system acted as the primary carrier of stormwater.</li> </ul> <p>The likelihood of an overflow event through the Eastlands carpark during a 100 Year flood event was identified as an issue, due to the risk posed to users. It was recommended that a low concrete wall or bund be constructed along the northern wall of the carpark to increase the head of water over the culverts, and a survey of the floor levels of the buildings beside the Kangaroo Rivulet be undertaken.</p> <p>The report also recommended that, environmental licensing be in place, and compliance with State legislation is demonstrated, install SQIDS at each of the identified sites, and construct wetlands in the identified location subject to funding.</p>	<p>The report provides an overview of the broader stormwater catchment issues and methods, including cost estimates, of addressing the key issues.</p> <p>A number of the recommendations from this report have been implemented and Council is in the process of continuing to further the findings of the study.</p> <p>The current study incorporates the guidelines suggested for future development builds on a number of the recommendations made in this study.</p>

Report Title	Report Summary	Relevance to the Current Project
Clarence City Council and Gilby Roussos Architects (2000) Bellerive Village Cambridge Road Streetscape Project	<p>The report presents a number of ideas and conceptual illustrations in relation to visually unifying the streetscape of Bellerive Village. The report emphasises the need to enhance connections with Kangaroo Bay and improve the vibrancy of the village.</p> <p>Interpretive and design themes are identified, the vision, being:</p> <p><i>Our vision of Bellerive Village is a vibrant, cultural and commercial centre achieved by enhancing the natural and unique seaside features.</i></p> <p>Recommendations included:</p> <ul style="list-style-type: none"> <li>• Visual and pedestrian lines to Kangaroo Bay to be encouraged;</li> <li>• Installation of uniform, coloured pavement;</li> <li>• Installation of unique and richly detailed street furniture;</li> <li>• Installation of underground power lines;</li> <li>• Keeping shops at street level;</li> <li>• Expand ferry services; and</li> <li>• Encourage more entertainment and restaurants.</li> </ul>	<p>A number of the recommended improvements to the streetscape have been implemented by Council with the support of the local businesses.</p> <p>A number of the strategies outlined, including better traffic management, unifying themes and the installation of new street paving / landscaping, are ideas that are of relevance to the current project.</p>

Report Title	Report Summary	Relevance to the Current Project
Clarence City Council (1987) <i>Traffic Management Study</i>	<p>The report made recommendations in relation to improving the traffic conditions in the Bellerive area, near the study area, including:</p> <ul style="list-style-type: none"> <li>• restricting access off the Cambridge Road into the Bellerive Yacht club to left turn in and out (dependent on construction of new access to Kangaroo Bay Drive);</li> <li>• removing the left turn slip lane from Kangaroo Drive at the intersection with Rosny Hill Road, and replace with signalised left turn;</li> <li>• construction of a new access to the Bellerive Yacht club by extension of Kangaroo Bay Drive and installing traffic calming devices on Kangaroo Bay Drive;</li> <li>• installing vehicle activated traffic signal controls at the junction of Kangaroo Bay Drive and Cambridge Road to facilitate access and connection to the proposed road extension to the Bellerive Yacht Club; and</li> <li>• improving the traffic management intersection of Percy Street and Cambridge Road.</li> </ul>	<p>These recommended improvements have not been implemented, other than the installation of activated signal lights at the junction of Kangaroo Bay Drive and Cambridge Road. Traffic control remains a key issue in the resolution of the development options for Kangaroo Bay.</p>

Report Title	Report Summary	Relevance to the Current Project
Author Unknown (1989) <i>Rosny Park Land Use and Traffic Study</i>	<p>The potential opportunities identified in this report, include:</p> <ul style="list-style-type: none"> <li>• long term development of a water-based recreation and tourist area given developments around the Bellerive Yacht Club;</li> <li>• consolidating links with the commercial centre at Rosny Park;</li> <li>• future development of Housing Department and Council owned lands south of Cambridge Road for medium density housing and motel/hotel accommodation related to the views, water location and recreational values;</li> <li>• closure of Kangaroo Bay Drive to allow a better relationship between the proposed housing/tourism development and the waterfront;</li> <li>• enhancement of the foreshore; and</li> <li>• a covered pedestrian link over Rosny Hill Road into the proposed expansion of the Eastlands complex.</li> </ul>	Issues are still relevant to the future access options and improvements to Kangaroo Bay.
Author Unknown (1990) <i>Elderly Pedestrian Safety in Bellerive.</i>	<p>This report investigated road safety problems with elderly citizens in Bellerive and found that the arterial routes of Clarence Street, Cambridge Road and Rosny Hill Road created significant barriers to elderly pedestrian mobility. A number of education and traffic engineering actions were recommended for improving safety and have been implemented (eg. traffic islands for pedestrian crossing).</p>	Improving public access and safety is a key priority addressed in the Concept Plan. The pedestrian access problems caused by major traffic routes, including Clarence Street, Cambridge Road and Rosny Hill Road have been considered as part of the Concept Plan.

Report Title	Report Summary	Relevance to the Current Study
Clarence City Council (1995) <i>Municipal Bicycle Plan.</i>	<p>Some of the key recommendations of relevance to the Study Area were:</p> <ul style="list-style-type: none"> <li>• developing an extension of the coastal route through the Bellerive Yacht Club site in the longer term;</li> <li>• upgrading of the kerb crossings on Kangaroo Bay Drive and road intersection points;</li> <li>• erecting an advisory sign for motorists at the Bellerive Yacht Club;</li> <li>• providing bicycle logos on the bikeway to designate route direction; and</li> <li>• undertaking upgrading of the existing bikeway surface within the Study Area.</li> </ul>	The study confirms the popularity of the shared path, and makes recommends for the improvement of safety. A number of the recommendations have been incorporated into the Urban Design Concept Plan, such as the continuation of the existing shared path through the Yacht Club, and general improvements cyclist and pedestrian safety.
Public History Partners (1994) <i>Clarence Historic Site Survey.</i>	<p>A historic site survey was completed for the City of Clarence in 1994 (Public History Partners, 1994) with funds from a National Estate grant and the support of the Clarence City Council. It provides a historical overview of historic themes within the City and identified 140 new sites of historic merit, some of which have since been recommended for National Estate listing. The survey identified some 30 sites within or near the study area.</p> <p>There are a number of references to Kangaroo Bay within the historic theme research including early rural activities and settlement, role as a transit point, emergence as a civic centre, social development, ferry services, Bellerive - Sorell railway, Bellerive Bluff Battery, shipbuilding and the impact of the Tasman Bridge collapse.</p>	The survey outlines the historical importance of the Bellerive village and Kangaroo Bay area, indicating that the maintenance and interpretation of the historical fabric should be considered and incorporated into any new developments.

# ATTACHMENT 2

## CLARENCE URBAN DESIGN: CONSIDERING THE PATTERN OF SETTLEMENT -KANGAROO BAY AND ROSNY PARK

Prepared by

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## **Clarence Urban Design** Considering the pattern of settlement —Kangaroo Bay and Rosny Park



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# Clarence Urban Design

*Considering the pattern of settlement – Kangaroo Bay and Rosny Park*

*Establishing a layering of morphologies and spatial 'histories':*

## Geo Morphology:

Landform – identify headlands and bays within the regional setting.  
Rivulets confirm the place(s) of settlement in the region.  
Headlands provide orientation while bays 'contain' and provide shelter.

Kangaroo Bay and its rivulet are typical landform features within the region but are central to the foundation and identity of the Clarence Municipality, which has long encouraged habitation.

## Aboriginal morphology –

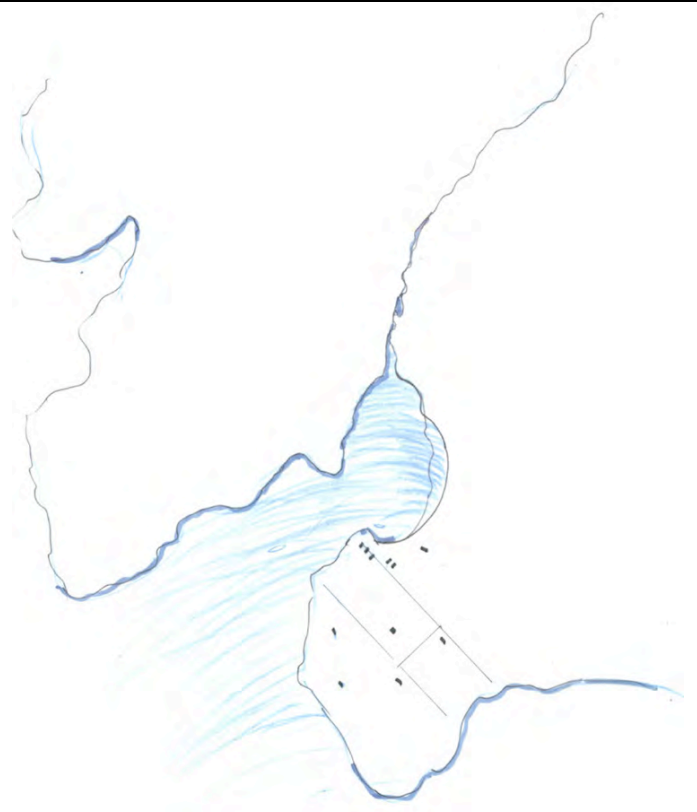
Human occupancy in Tasmania has existed for at least 22,000 years. Potential archaeological sensitivity to aboriginal sites may apply to level to gently sloping areas facing north and north-east. Appropriate study is needed to confirm the location and character of any such communities.


*Cover photograph:* Reclaimed land in Kangaroo Bay, above the now piped Kangaroo Bay Rivulet.  
The eucalyptus tree likely indicates the original rivulet bank and with it the creeks alignment toward the bay.




## Urban Morphology:


And the beginnings of settlement


	<i>Date (approx.)</i>	<i>Duration (years)</i>	<i>Spatial themes</i>	<i>Diagram</i>
	<b>1803 – 1842</b>  <i>Farming and a ferry landing at the river edge</i>	40	<p>Initial settlement, farms and pasture land.</p> <p>Some smaller allotments for dwellings, particularly after 1832 when first steam powered ferries introduced.</p> <p>C 1832, 'Bellerive' ('beautiful river bank') renamed from the original Kangaroo Point, though Kangaroo Bay continued to describe the general area.</p> <p>Road to Richmond identified as the route east and becomes the principal emerging street east. (later becomes Cambridge Road)</p>	

	<p><b>1843 - 1883</b></p> <p><i>a compact settlement emerges on a distinctive headland</i></p>	40	<p>Small village progressively established as principal eastern shore settlement focus.</p> <p>Increase in Ferry use and waterfront activity.</p> <p>Headlands within the harbour considered 'regionally'. Defences consume largest amounts of public works budget; Kangaroo Bluff Battery built – ('never fired in anger').</p>	
--	--	----	--	--





	<p><b>1884 – 1913</b></p> <p><i>ferries and rail join forces to consolidate the village</i></p>	30	<p>Reclamation to establish a Rail-Head in the bay, first moted in the 1880's. Operation begins from 1892 – known as the Bellerive / Sorell Railway, but branded by critics as an 'insane railway' doomed to failure.</p> <p>Further consolidation of the village and settlement of the headland during this period.</p> <p>Limited outward expansion or growth along Richmond (now Cambridge) Road. Kangaroo Bay shoreline remains largely intact as a deeply incised bay fed by Kangaroo Creek.</p>	
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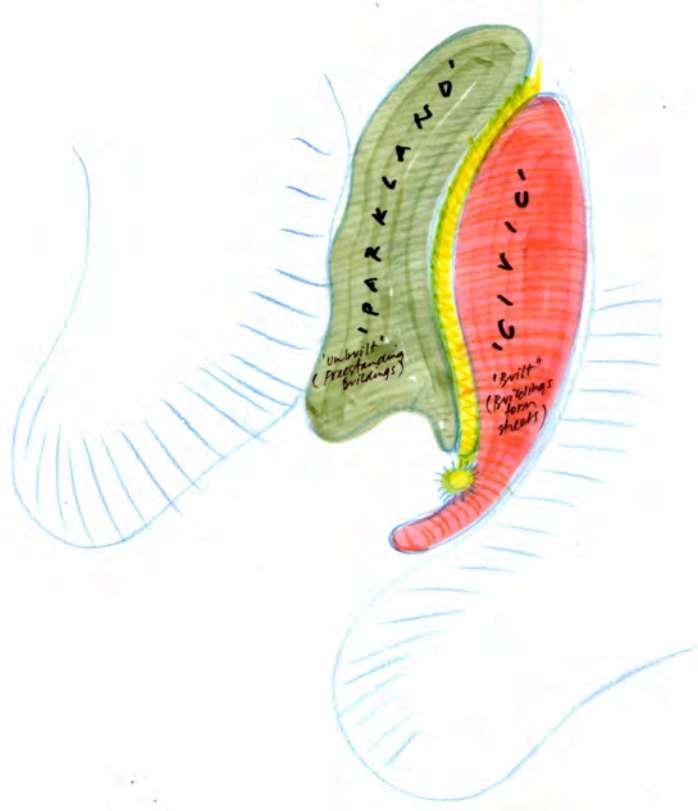
	<p><b>1914 – 1943</b></p> <p><i>Village grows into a Municipal centre</i></p>	30	<p>Consolidation of residential settlement on headland and commercial activity at village as centre of municipality.</p> <p>The opening of the first down stream river crossing, the Hobart (pontoon) Bridge, 1942/3 changes the geographical emphasis of movement across the river, from Kangaroo Bay (with its ferries) to the headland beyond Montagu Bay. (now with vehicular access)</p>	
--	---	----	---	--

	<p><b>1944 – 1969</b></p> <p><i>Suburban growth as vehicular routes bypass estuarine form and water edge focus.</i></p>	25	<p>Gradual decline of Kangaroo Bay as activity /movement hub and with it Bellerive Village.</p> <p>New Tasman Bridge brings extended road works, further bypassing the village and its natural place and scale within the bay.</p> <p>Suburban growth expands as result of easier vehicular access and ownership.</p> <p>Development of stand alone shopping centre: 'Rosny regional shopping centre'</p>	
--	---	----	---	--



	<p><b>1970 – 1990</b></p> <p><i>Increased vehicular usage consolidates suburban growth while shopping centre internalises commercial activity</i></p>	20	<p>Extension of Rosny Regional Shopping Centre as commercial and civic focus of the municipality.</p> <p>Further infilling at head of Kangaroo Bay and suburban consolidation adjacent.</p> <p>Development of Rosny College in parkland setting on northern edge of Kangaroo Bay.</p> <p>Separation of Bellerive Village as traditional focus at the river edge, from the growing municipal centre of Rosny Park. Further dislocation of waterfront from (suburban) civic centre.</p> <p>Dislocation accentuated by piping creek, reclaiming foreshore, extending road-works, and loss of active commercial edges to street space.</p> <p>Tasman Bridge disaster briefly reactivates use of ferry service and with it further reclamation of former Rail-Head location/ pier.</p> <p>Low ground linkages, as easiest connections, progressively compromised by highways and under-developed public domain.</p>	
--	---	----	--	--

	<p><b>1991 – 2005</b></p> <p><i>Municipal centre confirmed at the expense of waterfront address</i></p>	15	<p>Diminution of ferry movements with corresponding increase in marina berths.</p> <p>Further increase in footprint and density of the renamed 'Eastlands' and its adjacent urban blocks.</p> <p>Beginning of consolidated suburban centre with bus interchange, active edge to some adjacent streets, in contrast to the internalised shopping centre.</p> <p>Bellerive Village conservation values and character recognised with some local improvements, including board-walk, some urban detail, but poor connections to municipal centre remains.</p> <p>With completion of dual carriageway link along Tasman Highway the 'extended precinct' is realised.</p>	
--	---	----	--	--

	<p><b>2006 –</b></p> <p><i>Seek opportunities to rectify the disconnected public realm, while further consolidating the emerging urban centre</i></p>		<p>Acknowledge the dual components of the precinct – a built ‘civic’ domain, counter-posed by an unbuilt ‘parkland’.</p> <p>Desired future character:</p> <ul style="list-style-type: none"> <li>• Connect the Village and its waterfront with the municipal centre,</li> <li>• Re-affirm natural links severed by reclamation, road works and poorly connected public realm elements.</li> <li>• Seek gradual consolidation of each activity centre, connect via legible public space spine.</li> <li>• Redress diminution of ferry movements.</li> <li>• Enhance appreciation of the landform of the bay and its rivulet, as an (initial) strategy to reconnect the civic domain.</li> </ul>	

## Reference Documents:

- Alexander, Alison      *The Eastern Shore – a history of Clarence*  
Publisher: City of Clarence (2003)
- Bellerive Historical Society      *Bellerive Heritage. Volumes 1 – 4* (1993)
- Woolley, Leigh      *Bellerive Bluff/ Village Image Study*  
Unpublished report for the City of Clarence (1990)
- Davenport, W.T. et al      *Spirit of Clarence – A Tasmanian Community*  
City of Clarence (1989)



# ATTACHMENT 3

## KANGAROO BAY, DEMOGRAPHIC TRENDS, TOURISM ANALYSIS AND DEVELOPMENT OPPORTUNITIES

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Urban Enterprise

# **Kangaroo Bay, Demographic Trends, Tourism Analysis and Development Opportunities**

Discussion Paper

**December 2006**

*Prepared for*

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## 1. INTRODUCTION

The attraction of visitors to the Kangaroo Bay Precinct will play an important economic factor in the future development of the area and will significantly contribute to the future economic sustainability of the municipality.

As outlined in the Clarence City Council Economic Development Plan 2005-2007 development of Kangaroo Bay should aim to “create a unique environment as a focal point for the City through the establishment of tourism, recreational and commercial uses and developments. Development and urban design should reinforce Kangaroo Bay Drive as a major entry point to the waterfront and a connection between business services in Bellerive and Rosny Park”.

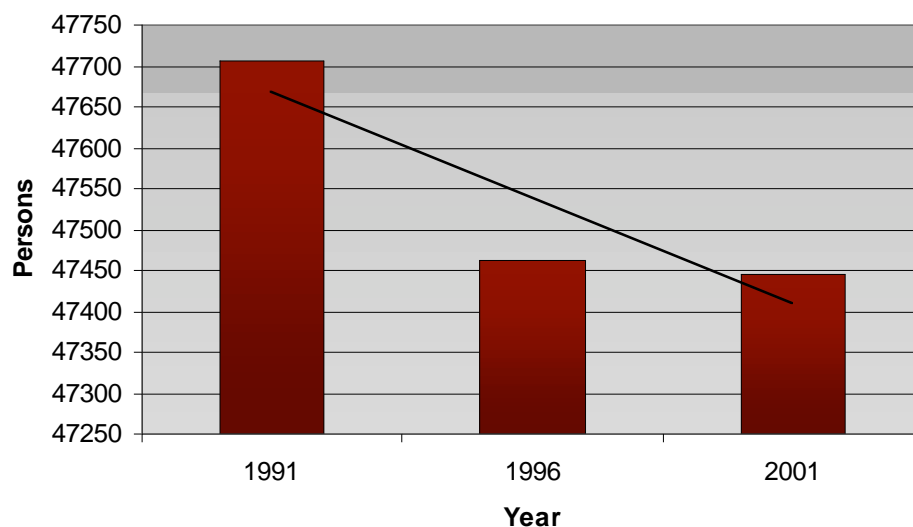
This report aims to identify opportunities for the future development of the Kangaroo Bay Precinct. The information used to prepare this report has been gathered from a range of sources. These include ABS Census data, strategic documentation provided by Council and data on property sales and building approvals provided by Council and discussions with local real estate agents and representatives from the development industry.

## 2. DEMOGRAPHIC TRENDS

This section of the report provides a demographic profile of the permanent population of the municipality of Clarence using ABS Census data from 2001. Data for Clarence (Statistical Local Area) includes the major suburbs of Bellerive, Rosny Park, Warrane, Lindisfarne, Howrah, Tranmere, Rokeby, Lauderdale, South Arm, Action Park, Risdon Vale, Otago Bay, Cambridge and Richmond. This section of the report also identifies how the population of the Statistical Local Area is changing over time.

### 2.1 Population Change

**Figure 1 Clarence- Population Change 1991-2001**



Source: Compiled by Urban Enterprise from ABS data 1991-2001.

**Figure 2 Percentage Change in Population**

	1996-2001	1991-2001	1991-1996
Tasmania	-0.70%	0.80%	1.5%
Clarence	0.00%	-0.50%	-0.5%

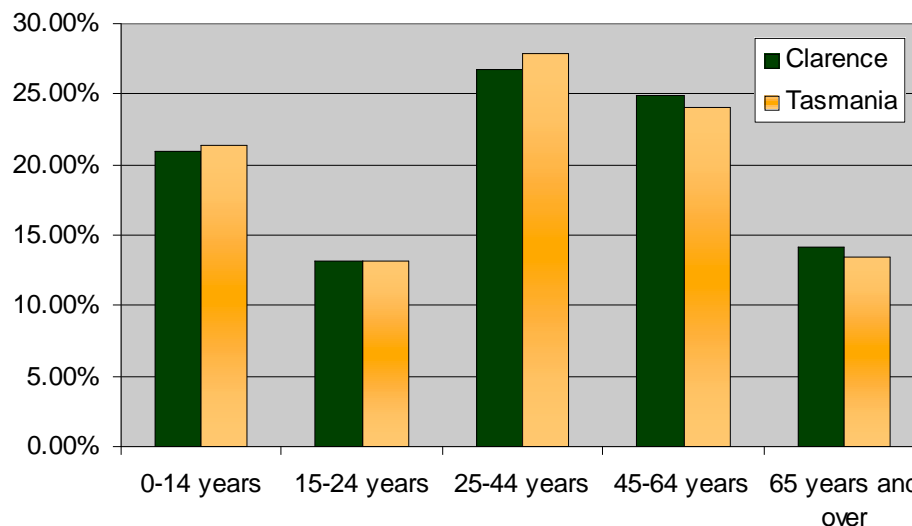
Source: Compiled by Urban Enterprise from ABS data 1991- 2001

#### Main Points

- On the night of 2001 census, Clarence had a permanent residential population of 47,446. Between 1991 and 2001 there was a decrease of 260 people. In contrast, the overall population of Tasmania decrease by 3,007 people since the 1996 Census and increased by 3,815 people since the 1991 Census. There was a large increase (1.5%) of people in Tasmania between 1991 and 1996.

## 2.2 Demographic Trends

Figure 3 Clarence and Tasmania- Age Profile 2001



Clarence has a slightly older population than Tasmania, with a higher percentage of residents aged between 45 years and over and a lower percentage of residents 44 years and below.

In general, the residents in both Tasmania and Clarence are aging. In 1996 the median age of people was 35 years in Clarence and 36 years in Tasmania, whilst in 1991 the median age for residents was 32 in both Tasmania and Clarence. By comparison, the median age for Australia is 35 years.

## 2.3 Community Profile

Figure 4 Selected Averages, Clarence and Tasmania (2001)

Clarence	Tasmania
Median age: 38 years	Median age: 36 years
Monthly housing loan repayments: \$600-\$799	Median monthly housing loan repayments: \$600- \$799
Median weekly rent: \$100-\$149	Median weekly rent: \$100- \$149
Median weekly individual income: \$300-\$399	Median weekly individual income: \$300- \$399
Median weekly family income: \$800- \$999	Median weekly family income: \$700- \$799
Median weekly household income: \$600- \$699	Median weekly household income: \$600 -\$699
Mean household size: 2.5 persons	Mean household size: 2.5 persons

Source: Compiled by Urban Enterprise from ABS data 2001. Note: Overseas visitors are excluded

The median age of residents in Clarence is older (2 years) than the Tasmanian average. The average family income is also considerably higher than the Tasmanian average. Generally, the monthly housing loan repayments, median rent, individual income and weekly household income is similar in both Clarence and Tasmanian. There is an average of 2.5 persons per household in both Clarence and Tasmania.

## **2.4 City of Clarence, Population Ageing- Council Demographic Profile (2004)**

In 2004 a demographic profile was prepared as part of an Australian Research Council Linkage Grant. The Study was undertaken in a partnership between the University of Tasmania, the Local Government Association of Tasmania and the Council for Economic Development of Australia. The key findings of the study were as follows:

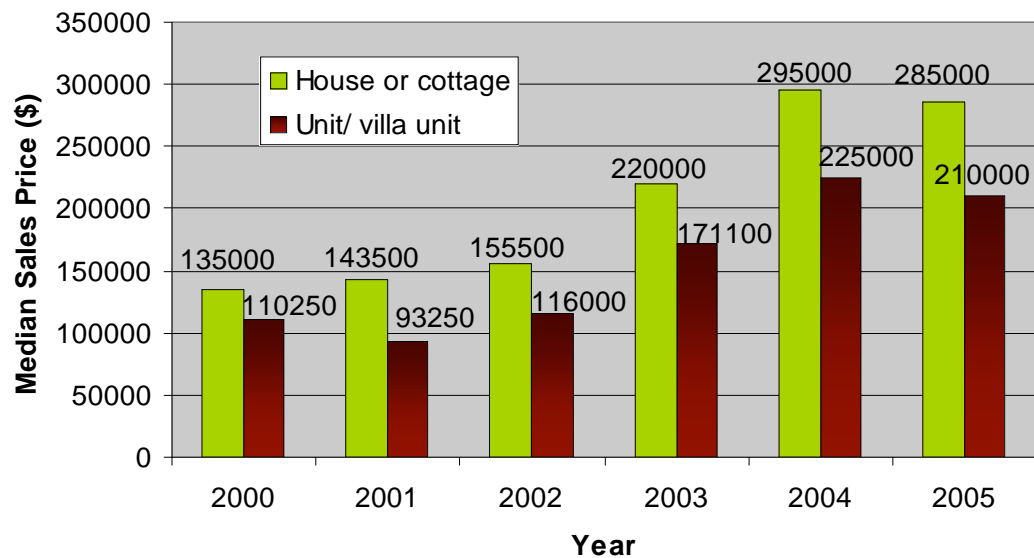
- Clarence is Tasmania's 8<sup>th</sup> oldest LGA. 15.8 per cent of the LGA's residents are 65+ years.
- The percentage aged 65+ of residence will increase at an average rate of 0.51 per year, compared to 0.44 for Total Tasmania.
- Between 2004 and 2021 the population of Clarence is projected to decline in size, from 48,950 to around 47,664 (-2.6 per cent), both its youth and working age populations are projected to decline in size, while as elsewhere its elderly population will grow substantially. Clarence's 65+ population is projected to grow from 7,715 (approximately 15% of the total population) to around 11,668 (24.5%) by 2021. Clarence 85+ population is also projected to increase in proportion from 1.6 to 3.1 per cent over the same period.
- Clarence's total working age population (15-64 years) is projected to decline from its current 65.3 per cent of the population to around 60.8 per cent by 2021 and to decline in numbers by approximately 3,000 (-9.4 per cent).



### 3. LAND DEMAND

#### 3.1 Land Sales Data- Residential

Figure 5 Median Property Sales Price in Bellerive (2000-2005)



Source: Compiled by Urban Enterprise from Clarence City Council sales register data

Figure 6 Growth in Median House Prices in Bellerive (2000-2005)

	2000-2001	2001-2002	2002-2003	2003-2004	2004-2005	2000-2005
House	8.15%	4.45%	40.98%	37.21%	-2.88%	112.22%
Flat	-14.08%	28.89%	55.17%	9.17%	4.33%	95.70%

Source: Compiled by Urban Enterprise from Clarence City Council sales register data

#### Flats/ Units

- Sales prices for flats and units significantly increased between 2000 and 2005. Between 2001 and 2003 alone, the median price of flats doubled from \$90,000 to \$180,000. There was a decrease of 14% between 2000 and 2001. Overall, the price of flats and units increased 95% between 2000 and 2005.

#### Houses

- House prices in Bellerive also increased significantly in the years 2000-2005. Bellerive house prices increased by 112%. In 2005 house prices increased 4.3 per cent, similar to the median growth in Hobart of 4.1 per cent. The median house price for Hobart in 2005 was \$266,500 compared to \$286,500 in Bellerive.

### 3.2 Discussions with Real Estate Agents

Discussions were held with the two of the local real estate agents to obtain anecdotal information about levels of enquiry for property and the preferred type of housing sought by buyers in the town<sup>1</sup>. Their advice is summarised below:

#### Profile of Landowners

Traditionally the Bellerive area has attracted both local and interstate people. The Bellerive village area has been popular with senior residents as housing is within walking distance to the shopping strip and the Eastlands shopping centre. In recent years there has been an increase interstate interest especially of residential land located on the Bluff.

The area has traditionally been attractive to older people younger people have begun to show interest in the area (between the ages of 35-45) the most common buyers are people between 45- 50.

#### Housing Preferences and Current Demand

Properties with views of the water have been the most sought after. The market is currently strong and residential land near the Bellerive Village is generally sold quickly. Townhouses sell well provided that they are well designed and keep their privacy. People have shown a lot of interest in potentially purchasing near the Bellerive Village, but are waiting to see the outcome of planning and development for Kangaroo Bay. In addition, existing residents contemplating sale are also holding off pending the completion of the planning for Kangaroo Bay.

#### Commercial

There is a limited release of commercial land in the area. The commercial land that is put on the market is generally sold quickly and at a good price.

---

<sup>1</sup> Ian Mills (MacQuarie Estate), Dean Silver (PRD Eastern shore),

### House Prices

House prices in the Bellerive area range from approximately \$280-\$300 for a standard size residential block, with weatherboard house to \$400+ for land with a view of the water.

### Attractions to the Area

Generally people are attracted to the area because of the proximity to the city (7 minutes by car), the convenience of walking to the local shops and the marina. Close proximity to Rosny College is also attractive.

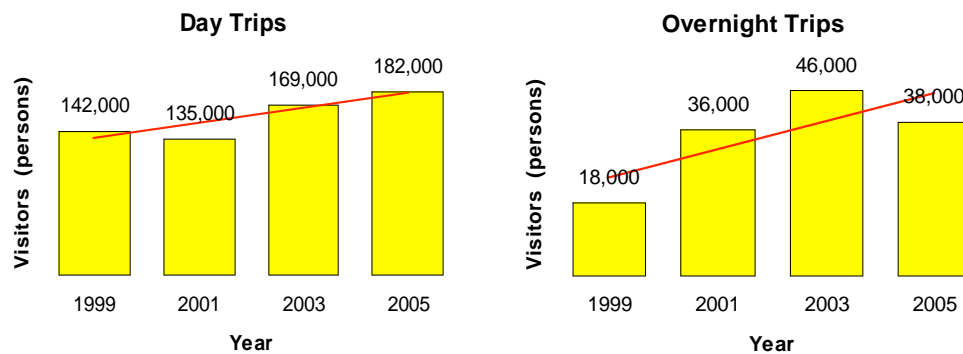
## 4. TOURISM ANALYSIS

### 4.1 Introduction

Tourism data has been collated for the Statistical Local Area from the National Visitor Survey, 2005. The Clarence SLA includes the area of Kangaroo Bay and Bellerive Village. Other suburbs within the City of Clarence include Lindisfarne, Rose Bay, Geilston Bay, Flagstaff Gully, Risdon, Risdon Vale, Otago, Rosyn, Montagu Bay, Rosyn Park, Warrane, Howrah, Mornigton, Tranmere, Rokerby, Clarendon Vale, Standfore, Clifton Beach, South Arm, Opossum Bay, Cremorne, Richmond, Acton Park, Cambridge and Seven Mile Beach<sup>2</sup>.

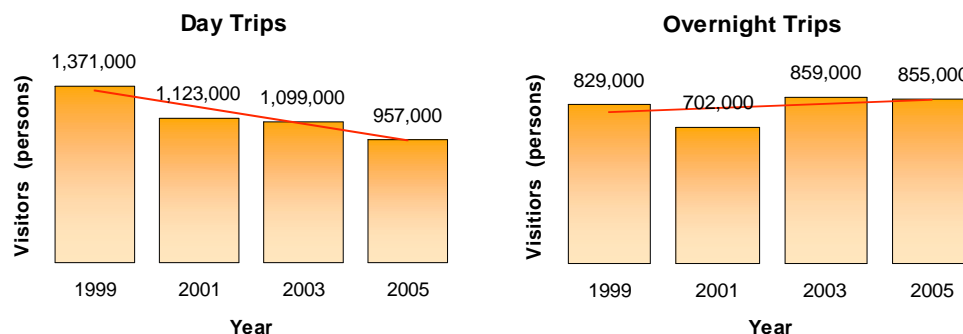
### 4.2 Tourism Trends

Figure 7 Visitors to Clarence



Source: Compiled by Urban Enterprise from NVS Data 2005

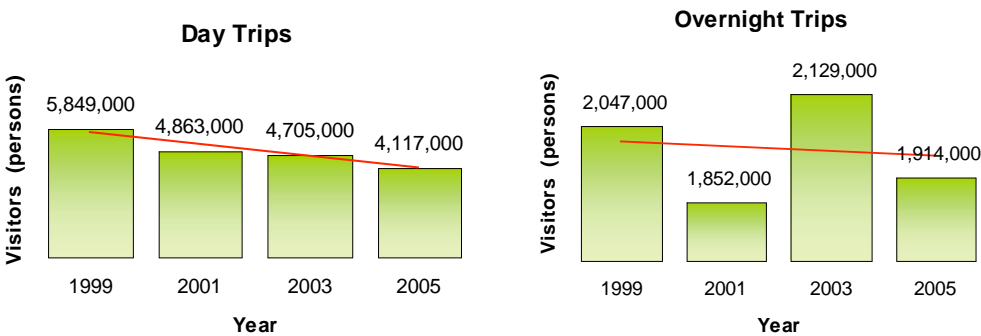
Figure 8 Visitors to Hobart



<sup>2</sup> The Relative Standard Error for the data is 11% at the 95% confidence interval. This means that the data shown is within 11% of the actual figure. For the purpose of this report, this error margin is deemed acceptable.

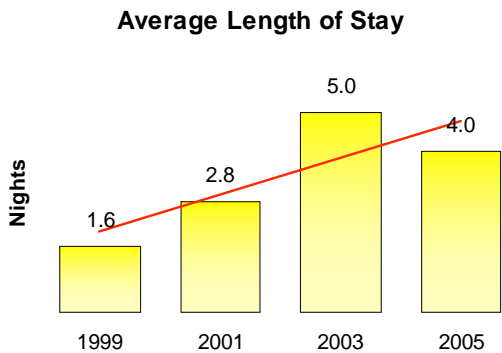
Source: Compiled by Urban Enterprise from NVS Data 2005

Figure 9 Visitors to Tasmania



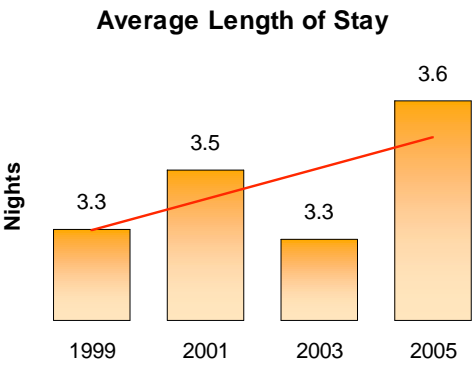
Source: Compiled by Urban Enterprise from NVS Data 2005

Figure 10 Average Length of Stay - Clarence



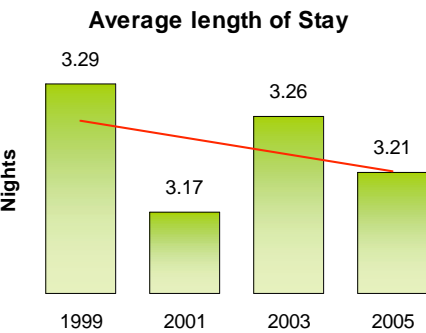
Source: Compiled by Urban Enterprise from NVS Data 2005

**Figure 11 Average Length of Stay - Hobart**



Source: Compiled by Urban Enterprise from NVS Data 2005

**Figure 12 Average Length of Stay - Tasmania**



Source: Compiled by Urban Enterprise from NVS Data 2005

**Figure 13 Purpose of Visit to Clarence**

ACTIVITIES	DAYTRIP				OVERNIGHT			
	1999	2001	2003	2005	1999	2001	2003	2005
Eat out at restaurants	23%	42%	31%	43%	8%	9%	8%	10%
General sight seeing	10%	43%	37%	25%	6%	11%	8%	9%
Visit friends and relatives	30%	21%	27%	34%	6%	6%	9%	8%
Going to markets						3%	4%	8%
Go shopping (pleasure)	4%	23%	18%	24%	3%	9%	6%	6%
Go to the beach (including swimming)	17%	12%	28%	15%	12%	5%	5%	6%
Visit history, heritage buildings sites or monuments		19%	7%	8%	5%	6%	6%	5%
Go on a daytrip to another place					2%	10%	7%	5%
Pubs clubs discos etc	2%		4%			5%	2%	4%
Visit national parks or State parks	10%	2%	8%		6%	5%	5%	4%
Charter boat, cruise or ferry ride							4%	4%
Visit museums or art galleries		7%	2%	1%		2%	4%	3%
Visit wildlife parks, zoos or aquariums		4%	2%	1%		3%	3%	3%
Visit industrial tourism attractions (eg breweries mines)						3%	2%	3%
Bushwalking or rainforest walks		2%	2%			1%	4%	3%
Play golf	6%	1%			5%		2%	3%
Go fishing	5%	3%	2%	8%	9%	1%	2%	2%
Visit wineries			3%	2%		3%	2%	2%
Picnics or BBQs	6%	5%	23%	4%	6%	1%	2%	2%
Other	13%	4%		2%	3%	1%		1%
Water activities or sports				1%				1%
Go on guided tours or excursions					5%	3%	2%	1%
Visit art or craft workshops or studios	3%	8%	5%	1%	2%		1%	1%
Attend festivals or fairs or cultural events		5%	2%				2%	0%
None of these	22%	1%	12%	9%	5%	1%		
Play other sports		1%		7%	3%		1%	
Visit amusements or theme parks	1%	1%		3%		2%	1%	
Attend an organised sporting event		2%		3%	2%		2%	
Movies or videos		7%		3%	5%		0%	
Visit botanical or other public gardens	3%	2%	3%	2%		1%	2%	
Other outdoor activities (e.g. horse riding)	3%	4%	6%	1%	6%	7%	3%	

Source: Compiled by Urban Enterprise from NVS Data 2005

Figure 14 Visitor Origin- Clarence

CLARENCE	DAYTRIP				OVERNIGHT			
	1999	2001	2003	2005	1999	2001	2003	2005
Sydney Other NSW <b>NSW</b>						6% <b>6%</b>	4% 11% <b>15%</b>	18% 3% <b>21%</b>
Melbourne Other VIC <b>Vic</b>			3% <b>3%</b>		11% <b>11%</b>	14% 17% <b>31%</b>	4% 11% <b>15%</b>	3% <b>3%</b>
Brisbane Other QLD <b>Qld</b>						25% <b>25%</b>	13% 15% <b>28%</b>	18% 5% <b>24%</b>
Adelaide Other SA <b>SA</b>							2% <b>2%</b>	5% 3% <b>5%</b>
Perth Other WA <b>WA</b>							7% 4% <b>11%</b>	
<b>Tas</b>	<b>100%</b>	<b>100%</b>	<b>97%</b>	<b>100%</b>	<b>83%</b>	<b>39%</b>	<b>26%</b>	<b>47%</b>
<b>NT</b>							<b>2%</b>	
<b>ACT</b>					<b>6%</b>			
Total	100%	100%	100%	100%	100%	100%	100%	100%

Source: Compiled by Urban Enterprise from NVS Data 2005

Figure 15 Visitor Origin- Hobart

HOBART	DAYTRIP				OVERNIGHT			
	1999	2001	2003	2005	1999	2001	2003	2005
Sydney Other NSW <b>NSW</b>					11% 5% <b>16%</b>	12% 3% <b>15%</b>	8% 5% <b>13%</b>	19% 6% <b>25%</b>
Melbourne Other VIC <b>Vic</b>	1% <b>1%</b>	1% <b>1%</b>	0% <b>0%</b>		20% 6% <b>26%</b>	21% 5% <b>25%</b>	27% 9% <b>36%</b>	21% 5% <b>27%</b>
Brisbane Other QLD <b>Qld</b>			2% <b>2%</b>		3% 0% <b>3%</b>	5% 8% <b>13%</b>	4% 4% <b>8%</b>	6% 4% <b>10%</b>
Adelaide Other SA <b>SA</b>				0% <b>0%</b>	3% 1% <b>4%</b>	2% 1% <b>3%</b>	2% 1% <b>2%</b>	4% 1% <b>5%</b>
Perth Other WA <b>WA</b>					3% 1% <b>4%</b>	3% 1% <b>4%</b>	1% 1% <b>2%</b>	2% 1% <b>2%</b>
<b>Tas</b>	<b>99%</b>	<b>99%</b>	<b>97%</b>	<b>100%</b>	<b>44%</b>	<b>38%</b>	<b>36%</b>	<b>30%</b>
<b>NT</b>					<b>0%</b>	<b>0%</b>	<b>0%</b>	<b>0%</b>
<b>ACT</b>					<b>3%</b>	<b>1%</b>	<b>3%</b>	<b>1%</b>
Total	100%	100%	100%	100%	100%	100%	100%	100%

Source: Compiled by Urban Enterprise from NVS Data 2005



Figure 16 Visitor Origin- Tasmania

TASMANIA	DAYTRIP				OVERNIGHT			
	1999	2001	2003	2005	1999	2001	2003	2005
Sydney	0%	0%	0%	0%	6%	7%	5%	11%
Other NSW					3%	2%	3%	3%
<b>NSW</b>	<b>0%</b>	<b>0%</b>	<b>0%</b>	<b>0%</b>	<b>9%</b>	<b>9%</b>	<b>7%</b>	<b>14%</b>
Melbourne	1%	0%	0%		12%	13%	18%	15%
Other VIC		0%		0%	4%	3%	5%	4%
<b>Vic</b>	<b>1%</b>	<b>0%</b>	<b>0%</b>	<b>0%</b>	<b>16%</b>	<b>16%</b>	<b>23%</b>	<b>19%</b>
Brisbane					2%	3%	2%	4%
Other QLD		0%	1%		1%	3%	2%	2%
<b>Qld</b>		<b>0%</b>	<b>1%</b>		<b>3%</b>	<b>6%</b>	<b>5%</b>	<b>6%</b>
Adelaide				0%	2%	1%	1%	2%
Other SA					1%	1%	1%	1%
<b>SA</b>				<b>0%</b>	<b>2%</b>	<b>2%</b>	<b>2%</b>	<b>3%</b>
Perth		0%		0%	2%	1%	1%	1%
Other WA					0%	0%	0%	1%
<b>WA</b>		<b>0%</b>		<b>0%</b>	<b>2%</b>	<b>2%</b>	<b>1%</b>	<b>2%</b>
<b>Tas</b>	<b>98%</b>	<b>99%</b>	<b>99%</b>	<b>99%</b>	<b>67%</b>	<b>64%</b>	<b>60%</b>	<b>56%</b>
<b>NT</b>					<b>0%</b>	<b>0%</b>	<b>0%</b>	<b>0%</b>
<b>ACT</b>					<b>2%</b>	<b>1%</b>	<b>1%</b>	<b>0%</b>
<b>Total</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

Source: Compiled by Urban Enterprise from NVS Data 2005

### Main Points

- The number of daytrip visitors to Clarence has increased between 1999 and 2005 from 142,000 to 182,000. Overnight trips have also increased during the same period from 18,000 people to 38,000. In 2005, there was an increase in day trips whilst the number of overnight trips to Clarence declined.
- Both Tasmania and Hobart have experienced a decline in the number of daytrips between 1999 and 2005. Over the same period, the number of overnight trips have slightly increased to Hobart and slightly decreased to Tasmania.
- Between 1999 and 2005 the average length of stay increased in Hobart and decreased slightly in Tasmania, while there has been a significant increase in the length of stay in Clarence from an average length of 1.6 days in 1999 to 4.0 days in 2005.
- In 2001, the main activities undertaken by visitors to Clarence included general sightseeing (27%), eating out at restaurants (25%), shopping (16%), visiting friends (14%) and visiting historic sites (12%). In 2003, there was an increase in visitors coming to Clarence visit friends and relatives (18%) and to go to the beach (16%). In 2005 eating out at restaurants was the most popular activity (27%) and there was a further increase in visiting friends (21%).

- Tasmanian's are the main visitors to Clarence (76% in 2005). There has been a significant decrease in Victorian's visiting Clarence. In 2005, only 3% of the daytrip visitors to Clarence were from Melbourne. Overnight visitors to Clarence are mainly from other parts of Tasmania (47%), Queensland (24%), New South Wales (21%) and South Australia (5%). In 2001, 31% of overnight visitors were from Victoria, however this decreased to 3% in 2004.
- In Hobart, visitors are mainly from Tasmania (30%), Victoria (27%), New South Wales (25%) and Queensland (10%).

### 4.3 Accommodation-Supply and Demand

**Figure 17 Number of establishments, star grading and occupancy rate of hotels motels and services apartments, with 5 or more rooms (September Quarter 2005)**

	September Quarter 2005	September Quarter 2005	September Quarter 2005	September Quarter 2005
	Number of Establishments	Occupancy Rate (%)	Number of Establishments	Occupancy Rate (%)
	Tasmania		Hobart and Surrounds (TR)	
One	6	N/a	2	N/a
Two	29	N/a	5	N/a
Three	111	N/a	29	49.7
Four	114	50.0	40	58.3
Five	2	N/a	1	N/a
Ungraded	24	N/a	1	N/a
Total	286	N/a	78	55.1

Source: Compiled by Urban Enterprise from ABS data September Quarter 2005

There is a 8.6 per cent higher occupancy rate in 4-star hotels in Hobart and surrounds than 3-star hotels. The occupancy of 4-star hotels also 8.3 per cent higher in Hobart than the whole of Tasmania.

Hobart and surrounds has around 39 per cent of the four star establishments in Tasmania. The only 5-star hotel in Tasmania is located in the Hobart area. Two out of the three budget 1-star hotels are located in Hobart, while only one of the sixteen 2-star hotels is located in Hobart. Hobart has 29% of Tasmania's 3-star hotels.

**Figure 18 Number of establishments (with 15 or more rooms) number of rooms, occupancy rate and guest nights occupied (2003-2005)**

	Establishments	Number of Rooms	Occupancy Rate (%)	Guest nights occupied
<b>2003 (Sep Quarter)</b>				
Clarence	3	N/a	N/a	N/a
Hobart (not including surrounds)	33	2001	58.3	177 486
<b>2004 (Sep Quarter)</b>				
Clarence	3	N/a	N/a	N/a

Hobart (not including surrounds)	34	2055	54	178740
<b>2005 (Sep Quarter)</b>				
Clarence	2	N/a	N/a	N/a
Hobart (not including surrounds)	37	2214	57.6	203119

Source: Compiled by Urban Enterprise from ABS data September Quarter 2003-2005

There has been an increase of 213 rooms in Hobart between 2003 and 2005. Between the same period occupancy rate has dropped by less than one percent (0.7%). In 2004, occupancy dropped to 54%, however in the September Quarter 2005 occupancy increased by 3.6%.

## 5. ANALYSIS OF STRATEGIC DOCUMENTS

### 5.1 Clarence 2050... A Strategic Framework for the Future (October 1998)

Clarence 2050 sets out the strategic goals and objectives of the municipality for the next 50 years. The Plan outlines the social, economic and environmental issues of concern within the municipality and identifies the opportunities and strategic which should influence the initiatives of Council. Pertinent issues that were identified include the aging population, preserving the residential amenity, recreation, options for youth, cultural heritage, community participation, the environment, conserving the natural heritage, conserving the built environment, city infrastructure, transport, sustainable economic development new business opportunities, incentives for new development, tourism and funding.

The following strategies are relevant:

#### An aging population

- Develop an active economic development program to attract sympathetic and sustainable non-residential development in Clarence.
- Ensure adequate land is identified and zoned to allow multiple dwelling residential redevelopment in areas close to shops, health services and transport.
- Ensure social, recreational facilities and services are available to meet specific needs of the City's different age groups;
- Develop and facilitate mechanisms for maximising access to transport, health and specialist services for the aged.
- Develop appropriate housing for the aged by allowing the development of dwellings on smaller lots of land.

#### Preserving the Residential Amenity

- Develop policies and guidelines to enhance recreational, landscaping, safety and traffic management features in our residential areas.

#### Recreation

- Integrate recreational resources, both passive and active into tourism and promotion programs for the City.

#### Cultural Heritage

- Encourage cultural diversity and variety in the future development of Clarence.

#### Conserving out Natural Heritage

- Ensuring management plans and planning scheme controls are put in place to protect and conserve the key elements of our natural heritage.

### Conserving our Built Environment

- Develop guidelines for the protection and enhancement of our built environment.
- Develop specific local heritage walks for residents and visitors.

### City Infrastructure

- Plan, co-ordinate and link infrastructure to ensure maximum sustainable economic development and adequate reserves of land for residential and non-residential use.
- Concentrate on developing and enhancing “soft” infrastructure such as access to education, health services, sport and recreation facilities for improve the attractiveness of Clarence as a tourist destination, a location for new commercial development and a desirable residential area.

### Sustainable Economic Development

- Promote and assist further development of the tourism industry.

### Tourism

- Develop policies and incentives to attract private and public investment in the tourism industry in Clarence.

## **5.2 Clarence City Council Economic Development Plan 2005-2007**

The Economic Development provides the Clarence City Council direction in the area of economic development. Council adopted the Economic Development Plan in March 2005. The report provides a background and an overview of the municipality. The Kangaroo Bay Precinct is identified as an area that is “shaping to become a major waterfront location within opportunities related to tourism, recreational and commercial uses and development.

The Economic Development Plan provides seven core strategies, which provide the basis for more detailed issues and actions. These seven strategies and the relevant issues and actions are detailed below.

#### *Strategy 1. A supportive business environment*

Council business support services: provision of a positive interface between Council and new and existing businesses operators and potential developers

#### *Strategy 2. Facilitation of development opportunities*

Business network: communication with the business sector and awareness of current business issues, market trends and opportunities

Kangaroo Bay Marine Development Precinct: to create at Kangaroo Bay a unique environment as a focal point for the City through the establishment of tourism, recreational and commercial uses and development

Kangaroo Bay Future Development Precinct: development and urban design that reinforces Kangaroo Drive as a major entry point to the waterfront and a connection between businesses and services in Bellerive and Rosyn Park.

*Strategy 3. Land use planning, transport and infrastructure*

*Strategy 4. Urban design and revitalisation projects*

Urban Design projects: improvements of streetscape appearance, public open space amenity, and reinforcement of the sense of place within commercial precincts.

*Strategy 5. Cultural Development*

Cultural and sporting events and activities: The potential for community and cultural and sporting events to contribute to the economic development of the city.

*Strategy 6. City Marketing and Tourism Development*

Tourism industry development: Developing the economic potential of tourism, visitor and leisure- based industries.

Tourism precinct development: Bellerive- an emerging visitor precinct encompassing Rosyn Hill Lookout, Rosyn Park shopping and services, Rosyn Historic Centre, Bellerive Village, Kangaroo Bay Boardwalk, Kangaroo Bluff Fort, foreshore walks and beaches and Bellerive Oval and Museum.

*Strategy 7. Regional Economic Development*

Clarence and regional development: recognition that regional issues and market forces are the major drivers and determinants of local economic activity.

### **5.3 Clarence City Council Strategic Plan, June 2004**

The Clarence City Council Strategic Plan, dated June 2004 outlines the vision for the municipality and sets out the mission and strategies to direct Council. The municipal vision is “that Clarence be the best City in which to live, enjoy recreation and to develop or expand business”.

This vision is supported by Objectives, strategies and actions that relate to leadership and governance, customer service, organisational development/ management, city development, community and cultural services, financial management, water supply, sewerage management, solid waste, roads and transport, drainage and social infrastructure and community facilities.

Pertinent objectives and strategies are outlined below:

### *Objective*

To enhance the health, wellbeing and accessibility to services for all people in the community.

### *Strategies*

- To actively assist in the development of the social capital of the communities within the city;
- Ensure that facilities and services of Council are accessible to all, including people with disabilities and those from different cultures and linguistic backgrounds;
- Provide and facilitate support services for the agreed needs of all age groups;
- Be actively involved in supporting and promoting community safety;

### *Objective*

To enhance and increase the opportunities for all people in the community to participate in the cultural life of the City;

### *Strategies*

- Facilitate development of the arts, crafts, social heritage and recreational activities and events;
- Encourage commercial development and support for cultural activities;

### *Objective*

To optimise the use of the financial resources of Council

### *Strategies*

- Utilise external capital where it provides an affordable avenue to meet the asset creation and management requirements of Council.
- Identify and implement opportunities for efficiency gains.

### *Objective*

Community has equitable access to active and passive recreational opportunities

### *Strategies*

- Establish and maintain active and passive recreational infrastructure within the community's capacity to pay;
- Ensure that recreation infrastructure and facilities are planned in partnership with other facilities;
- Promote participation in active recreation by providing suitable facilities.

### *Objective*

Natural areas meet and satisfy the long-term needs of the community

### *Strategy*

- Maintain the long term sustainability of natural assets in accordance with approved recreational use.

## **5.4 Kangaroo Bay Bellerive, A bright new development precinct- Brochure**

This brochure describes the location and attraction of the Marine Development Precinct. The main attractions to the precinct are identified as:

- Proximity to the centre of Hobart and the airport;
- The panoramic views of Hobart and Surrounds;
- The boardwalk by the Marina;
- The historic Village, Kangaroo Bluff Historic Site, Battery and heritage houses;
- Popular foreshore events, including the Water Jazz Festival and the Seafarer's Festival;
- Bellerive Oval and Yatch Club; and
- Rosyn Park central business district and Eastlands Shopping Centre.

The brochure identifies the following opportunities for Kangaroo Bay:

- Visitor attractions- in particular developments with a maritime focus;
- Restaurants, cafes, outdoor eating areas;
- Visitor and holiday apartments;
- Marine retail and services;
- Commercial art galleries;
- Convention/ meetings facilities;
- Interpretation exhibits;
- Specialist food centre;
- Water transport connections and marine related visitor experiences;
- Creative use of space for events;
- Boardwalk extensions;
- Public artworks;
- Markets.



## 6. LOCAL LAND USE AND DEVELOPMENT CONSIDERATIONS

### 6.1 Eastland Shopping Centre

Eastland Shopping centre is the largest shopping mall in Tasmania. The Shopping Centre is a two-level sub-regional shopping centre and is located approximately 4km from the east of Hobart's CBD and is within walking distance to Kangaroo Bay. The centre is currently anchored by Coles, Kmart, Woolworths, Big W and includes more than 70 specialty shops. There are also some tourist uses including cafes and restaurants.

Discount department stores contribute the largest tenant distribution with approximately 41.4% of the GLA. Other tenants include supermarkets (21.2%) and other major anchor stores (6.2%) and specialty shops (30.5%) and office space (0.7%).

A summary of the significant highlights<sup>3</sup> for the financial year ending 30<sup>th</sup> June 2005 includes:

- Eastland Shopping centre made a total income of \$8.4 million and a Net income (total income less flowback) of \$8.2 million over the same period.
- Eastland served 5.9 million shoppers;
- Made \$171 million in sales;
- Had a total retail area of 33,725sqm Gross Leaseable Space; and
- No tenancy.

A Plan dated 9<sup>th</sup> November 2005 was prepared and submitted to Council by the Buchan Group Pty Ltd, for the proposed new southern entry to the shopping centre. The proposal includes the modern upgrade of the southern entry of the centre and the reconfiguration of the internal layout of the building to create a new mall area, small retail shops and a kiosk to replace part of the existing Kmart.

In January 2005 Enterprise Marketing and Research Services on behalf of Prudential Investment Pty Ltd conducted a Homemaker Research Report. This involved the interview of 1000 adults; 250 from Clarence, 250 from Hobart, 200 from Glenorchy and 100 each from Kingborough, Brighton and Sorell. The report found that Eastland Shopping Centre was a main destination for home goods, second to the CDB. Of the people interviewed, 42 per cent in Clarence and 38 per cent in Sorell considered Rosny/Eastland their main shopping location for home goods. 5 per cent in Hobart also considered it their main shopping location for home goods, along with 3 and 1 per cent in Brighton and Glenorchy, respectively. Eastland Shopping Centre is a significant magnet, drawing people in from the Greater Hobart region. As such, Kangaroo Bay has the potential to attract shoppers visiting Eastland.

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<sup>3</sup> CFA Gandel Retail Trust, property portfolio, Colonial First State Property (January 2005)

## 6.2 Bellerive Village

Kangaroo Bluff, originally settled in the 1820s, was the point where people and goods were ferried across the river. After the collapse of the Tasman bridge in 1975, 6 ferries again operated. There are many historic buildings that survive in Bellerive, one of the oldest being the Police Station and Watch House, circa 1842 (now the Community Arts Centre). Queen Street, originally named Bidasso Street, is lined with fine examples of colonial architecture.

There is potential to improve the tourist appeal to the Village through the sensitive urban design of Kangaroo Bay. Preservation and restoration of historic buildings, along with complementary modern design could enhance the historic appeal of the area and improve opportunities for niche “historic tourism”.

## 6.3 Bellerive Oval

Bellerive Oval is located at Derwent Street, Bellerive and is administered by Clarence City Council. Bellerive Oval is Tasmania's international cricket test match venue. The oval has been the centre of sport in Clarence since the 1920s and has been the focus of Football and cricket on the Eastern Shore since that time.

In the mid-1980s the Clarence City Council, with the support of the State Government and the Tasmanian Cricket association, undertook extensive renovation to create a first-class cricket facility in the City and ultimately to cater for Test and International cricket matches. The redeveloped oval has a playing area as big as the Melbourne Cricket Ground, the home of Australian cricket.

International, inter-State and local district cricket matches continue to be played on the oval in the summer months while the ground is the home of the Clarence District Football Club competing in the Tasmanian Football League roster in the winter months.

The oval draws in interstate visitors and there is potential for Kangaroo Bay to provide accommodation, restaurants and other attractions for these visitors.

## 6.4 The Hobart International Airport

The Hobart International Airport is located in Cambridge approximately 15 minutes drive from the center of Hobart and seven minutes by car to Kangaroo Bay. A summary of the financial highlights<sup>4</sup> for 2005 are provided below:

- A record number of passengers in 2005– 1.514 million compared to 1.22 million in 2003/04;
- Record turnover in 2005 of \$13.4 million compared to \$11.1 million in 2003/04;
- Completion of \$5 million refurbishment of the domestic terminal building and car park;

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<sup>4</sup> HIAPL Annual Report (2004- 2005)

- Commencement of additional \$2 million extension of the domestic terminal building and departures lounge brought forward because of increased air traffic;
- Establishment of new retail facilities in the domestic terminal building departures lounge;
- Airport-based business enjoyed record trading;
- Significant investment to upgrade the airport's aviation infrastructure;
- 2004/09 Airport Master Plan approved by the Minister for Transport and Regional Services; and
- Tasmanian Quality Foods Pty Ltd established a facility on site for Tasmanian seafood exports.

Following a decision by the Tasmanian Government to sell adjoining land to the airport, planning has commenced for other long-term opportunities, including the development of a business park that will feature office accommodation.

A \$100 million retail outlet is to be built on Holyman Avenue at Hobart Airport. The complex will cover an area equal to approximately 160 000, which will make it the largest of its kind in Australia. The retail outlets will include a Direct Factory Outlet of over 100 leading fashion brands, a Trade Do It Yourself Centre, a Homemaker Centre and a Bulky Goods Centre. Similar outlets, located at Essendon and Brisbane Airports and in Melbourne and Sydney, have proved to be very popular with shoppers from all over their respective states.

The future expansion proposed for the airport includes the development of a hotel / motel and caravan park on the airport site. HIAPL believes there will be significant demand for this facility that will cater for first and last night visitors to Tasmania. Given the recent announcements regarding flights connecting Hobart with Antarctica, facilities to support this activity will be required, including appropriate hangars and taxiways. Construction is expected to commence in the second quarter of 2006 and be completed in early 2007. The development will provide car parking for over 2000 cars.

Kangaroo Bay is uniquely positioned within a short distance to the airport. There is opportunity for the Kangaroo Bay development to attract the interstate and international visitors to the new centres.

## **6.5 The Hobart Homemaker Centre**

In May 2005, an appeal was made to the RPDC for a homemaker centre near the Cambridge Airport on the Tasman Highway. The amendment proposed the development of a large 39 000 square meter retail space including the development of new retail buildings, including a major "Anchor Store" and two separate buildings containing a mix of smaller tenancies. Associated car parking and landscaping was also proposed.

A Homemaker Centre Research Report was conducted by Enterprise Marketing and Research Services on behalf of Prudential Investment Pty Ltd, dated January 2005. The aim of the research was to estimate the potential interest in and demand for the products and services that might be available at a single location Homemaker Centre at Cambridge. The appeal of the Homemaker Centre was tested by conducting a telephone survey of residents of the Greater Hobart area. Key findings of the research include:

- The most appealing features of a large homemaker centre was having the different types of products all at the same location (36% of people interviewed),
- car parking was also identified as an important factor (19%) and
- 16% of the people interviewed believed that the appeal lay with the single large site that included major national brand retailers, new to Tasmania.

A permit was granted for the development of the Homemaker Centre by the RPDC (getting a copy), however, development has been stalled since the announcement of the homemaker centre to be constructed at the Hobart Airport.

## **6.6 Visual and Performing Arts Venue Feasibility Study, Clarence City Council, Project Brief (November 2005)**

A Project Brief for the feasibility of a Visual and Performing Arts Venue was prepared by Clarence City Council in November 2005. The objective of the project is to examine the feasibility of establishing a visual and performing arts venue within the City of Clarence.

The Project Brief is yet to be released by Council and a timeline for the completion of the study is not yet finalised, however the brief outlines a legitimate opportunity for the development of the Kangaroo Bay Precinct.

## **6.7 Ferry Service**

The current ferry service operating from Kangaroo Bay is a peak-period service that operates between Monday to Friday. A copy of the commuter timetable is outlined below. At other times in the day the ferry supplies a tourism orientated circuit linking major attractions around the estuary (Sullivans Cove, Casino, Bellierive, Botanic Gardens). The service is operated by Roche O'May Cruises using the vessel Wanderer.

**Figure 19 Timetable of commuter ferry service**

<b>BELLERIVE FERRY SERVICE</b>	
Commuter Timetable	
Monday-Friday (except Public holidays)	
<b>ex Hobart</b>	<b>ex Bellerive</b>
<b>7.50am</b>	<b>8.15 am</b>
<b>5.25 pm</b>	<b>5.40 pm</b>

A Derwent Estuary Water Transport Revitalisation Study was undertaken by Parsons Brinckerhoff to draw attention to the range of opportunities for tourist and commuter services. Relevant information includes as follows:

- Patronage on the current commuter service is low. A total of some 30 passenger boardings in the morning period. A maximum load of 20 passengers on a single crossing.
- Estimated total annual patronage is around 15,000 boardings. Historic evidence shows a stable and possible declining market.

The main findings in regard to commuter ferries and tourist cruises, include the following:

- A good quality tourist attraction in Tasmania can attract at least 30% of holiday visitors to the region and an icon attraction (Hobart waterfront, Gordon River, Port Arthur, Cataract Gorge, Freycinet) attract 70% or more of holiday visitors to their region. With around 220,000 holiday visitors to Hobart each year this means that a good quality attraction at Hobart can expect to attract more than 60,000 patrons and an icon attraction more than 150,000 patrons.

Successful attractions in Tasmania provide an indicator of likely success factors for expanded tourist ferry services. They share the following broad characteristics:

- Attract at least 50,000 customers p.a (visitors plus Tasmanians)
- Profits are generated from a mixture of gate receipts, merchandise and food close to major market, especially Hobart
- Appeal a wide variety of consumers and have a different levels of activities for them to satisfy their expectations
- Attractions that are successful in attracting the local Tasmanian population are significantly better off financially than those that don't

Hobart is already reasonably well-served by short harbour cruises but there would appear to be substantial scope to enhance the existing market for short cruises:

- "Historic ferries" fill a market niche that could be better exploited

- Modern catamarans could be introduced to provide more luxury, more sights within a given cruise duration and the ‘thrill’ of speed
- Better shore facilities and new destinations (such as aboriginal heritage sites, wildlife viewing platforms, etc)
- Represents evolutionary development of an established market- a vision of more choices and higher quality building on and enhancing the current market.

## 7. CONCLUSIONS

The key issues and opportunities arising from this report are:

- There is a demand for quality 4-star accommodation in the Clarence municipality.
- There is a high demand for waterfront residential property.
- There is an opportunity to link the marina with Eastland Shopping Centre.
- There is also an opportunity to improve access to the city centre of Hobart.
- The permanent population of Clarence is aging. This raises a number of issues for new development, including:
  - Pedestrian access and linkages to the marina (ie footpaths, pedestrian friendly public open space);
  - Availability of public transport services;
  - Provisions of adequate health care and community services;
  - The location of new housing in close proximity to shops and services; and
  - The type of new housing provided.





# ATTACHMENT 4

## KANGAROO BAY TRANSPORT ISSUES

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Inspiring Place

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**Kangaroo Bay Study**

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Transport Issues

**DRAFT 1**

Inspiring Place

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## Kangaroo Bay Study

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Transport Issues

January 2006



Arup  
Ove Arup Pty Ltd ABN 18 000 966 165



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This report takes into account the particular instructions and requirements of our client. It is not intended for and should not be relied upon by any third party and no responsibility is undertaken to any third party

Job number 83332/47

Job title	Kangaroo Bay Study			Job number	83332/47		
Document title	Transport Issues			File reference			
Document ref							
Revision	Date	Filename	Report 16 jan.doc				
Draft 1	17/01/06	Description	First draft				
			Prepared by	Checked by	Approved by		
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### Figures

Figure 1 Study Precinct and Photo Key

Figure 2 Suggested Road and Pathway Strategy to Link Bellerive Village and Eastlands Shopping Centre

# 1 Introduction

This document provides a summary of details relating to traffic collected during a site visit to Rosny Park on 19 December 2005 including a meeting with the City of Clarence. It also provides a brief outline of a traffic strategy discussed and generally considered appropriate to link the Eastland Shopping Precinct with the Bellerive strip shopping area.

## 1.1 Study Precinct

The study precinct together with a photograph key is shown in Figure 1.

# 2 Background and Site Visit

A site visit was undertaken on 19 December including a meeting with the City of Clarence.

## 2.1 Council Meeting

Information supplied by council included traffic data, parking data for Bellerive area and traffic report summarising the results of modelling work undertaken by Masson/Wilson/Twinney. The following information was obtained:

### 2.1.1 Traffic Flows

Traffic Flows in the key roads surrounding the study area were advised to be:

- Cambridge Road – 21,000 veh per day (Traffic Counts Sept 2000)
- Rosny Hill Road – 25,000 veh per day
- Clarence Street – 14,000 veh per day (Traffic Counts July 2000)

At the council meeting a number issues were raised in respect to the local road network that may impact upon recommendations made for the Kangaroo Bay Urban Design Plan. The issues raised were:

In assessing the road network at the intersection of the Eastlands Access Road/Rosny Hill Road, it's operational level of service was generally controlled by pedestrians crossing crossing in the north/south direction. These pedestrians do not use a staged crossing but cross the full width of the roadway in the allocated signal cycle.

### 2.1.2 Parking Information

Information provided for the Kangaroo Bay-Bellerive Village Parking and Access Study confirmed the provision of car parking numbers as follows:

- Bellerive Yacht Club (Sealed and unsealed areas) – 150 spaces
- North of Yacht Club and adjacent to Rosny Hill Road – 250 spaces
- At Ferry car park – 32 spaces
- Cambridge Road (South of Clarence) – 44 spaces

The Ferry Car Park layout is complicated through the need to retain access to the hotel bottle shop along the north edge of the car park as well as access from/to Cambridge Road. A re arrangement of the parking and access arrangements in this area will need to be examined to facilitate a more efficient and acceptable operational environment at this end of the Bellerive Village precinct. We suggest a separate access for the bottle shop close to the bend in Cambridge Road and a separate car park access close to and opposite the driveway for the properties at the bend in Cambridge Road. This should still allow the provision of the same number of current spaces however this would be subject to more detailed assessment.

### 2.1.3 Traffic Modelling Information

A traffic model for the year 2014 was developed for the Rosny Park area by Masson/Wilson/Twinney to examine numerous infrastructure changes. These changes included:

- Changes to ramps on Gordons Hill Road to the Tasman Highway
- Removal of traffic signals at Montagu Bay interchange
- Adding extra lanes on Tasman Highway
- Replacing roundabout with signals at South Arm Highway and Cambridge Road
- Introducing a Flagstaff Gully Link

Also incorporated into the modelling was the proposed mixed development at Kangaroo point that was estimated to add an extra 135 vehicles per hour during the peak periods. This assessment showed little change in the overall road network with respect to traffic volumes and Levels of Service of local intersections.

The modelling did not include any changes to the road network in the immediate study area shown in Figure 1.

### 2.1.4 Photographs

Photo A



The intersection at Rosny Hill Road and kangaroo Bay Drive provides for 1 through traffic lane from the south, 1 right turn lane and 1 left turn slip lane. From the north, 2 right turn lanes and 1 left turn lane is provided into Rosny Hill Road. Through capacity from the south is limited by the single right turn lane and possible the long cycle times to permit pedestrians to cross from the north to south. Refer Photo B.

Photo B

**Stage  
Pedestrians  
Here**



This photo shows pedestrians crossing Rosny Hill Road in one movement in lieu of a staged crossing that would allow a more efficient operation of this intersection. It is proposed that as part of the Urban Design Plan, consideration be given to redirecting traffic from Cambridge Road via a new link with signals at Alma Street. This will reduce traffic along Cambridge Road through the Rosny Hill roundabout.

Photo C

**Slip Road**



This photo shows the existing road link between the slip road off Cambridge Road (centre of photo) and Rosny Hill Road. The road (Kangaroo Bay Drive) is sealed and used mainly for parking.



Photo D



The Cycle Path (referenced in the Hobart Bike Map Edition 1) around Kangaroo Bay is poorly maintained, suffers from Graffiti and is nonconducive to use by cyclists and pedestrians.

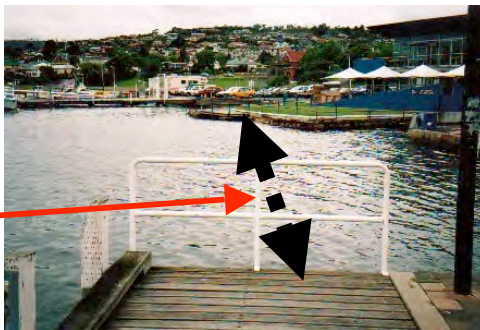
Photo E



The cycle path continues in a southerly direction towards the Bellerive Yacht Club through the overflow car park area

Photo F

**Desirable  
Link**



Looking north from the Bellerive foreshore/Ferry terminal area past the slipway. There is a gap in the pathway at this location that should be filled with a floating deck/pathway that can be swung clear of the slipway area when required.

Photo G



Existing pier area looking towards the ferry terminal. This provides a good pedestrian link and cycle path along the Bellerive waterfront area.

Photo H

Desirable  
Link



Looking south from Yacht Club area to the existing pier area shown in Photo G. This gap should be filled with a floating deck that can be swung clear of the slipway when in use.

Photo I



Photo looking north from the sealed yacht club car park. The bicycle/pedestrian pathway can be seen heading around Kangaroo Bay. This area is also used for overflow parking when the sailing club is busy. A 10 kph speed limit is imposed and the area is poorly drained and has a rough surface unsympathetic to pedestrian and bicycle use.





Figure 1 Study Precinct and Photo Key



### 3 Possible Traffic Strategy

The Bellerive Village and Eastlands Shopping Centre is poorly linked via the Kangaroo Bay foreshore, particularly for pedestrians and bicycles. Improved traffic access is also possible by means outlined in this section.

A strategy for consideration is shown in Figure 2.

The strategy suggests the following actions:

- Develop a signalised intersection at Alma Street/Cambridge Road to link with Kangaroo Bay Drive to facilitate traffic movement to Rosny Hill Road and Eastlands Shopping Centre as an alternative to the current roundabout route.
- Reconfigure the intersection of Kangaroo Bay Drive and Rosny Hill Road to accommodate revised traffic arrangements and to facilitate staging of pedestrian movements and cyclists in the north/south direction
- Close the slip road to Kangaroo Bay Drive from Cambridge Road (refer photo C)
- Rearrange the parking and access arrangements in the Ferry Terminal and Bottle Shop area to facilitate a more efficient and acceptable operational environment at this end of the Bellerive Village precinct. We suggest a separate access for the bottle shop close to the bend in Cambridge Road and a separate car park access close to and opposite the driveway for the properties at the bend in Cambridge Road. This should still allow the provision of the same number of current spaces however this would be subject to more detailed assessment.
- Provide new shared pathway links between the existing cycle path around Kangaroo Bay and Rosny Hill Road and across the missing link in front of the slipway (refer photos F and H)
- Upgrade the condition of the current shared pathway adjacent to Kangaroo Bay (refer photos D, E and I). These pathways should be 3 metres wide and be provided with signage to give clear direction for users in accordance with relevant standards
- Arrange through council for Masson/Twiney/Wilson to run a Paramics model for the new road network arrangements to test its operational characteristics. This should include the new road link via Kangaroo Bay Drive and the two reconfigured intersections at Kangaroo Bay Drive/Rosny Hill Road and at Cambridge Road/Alma Street.



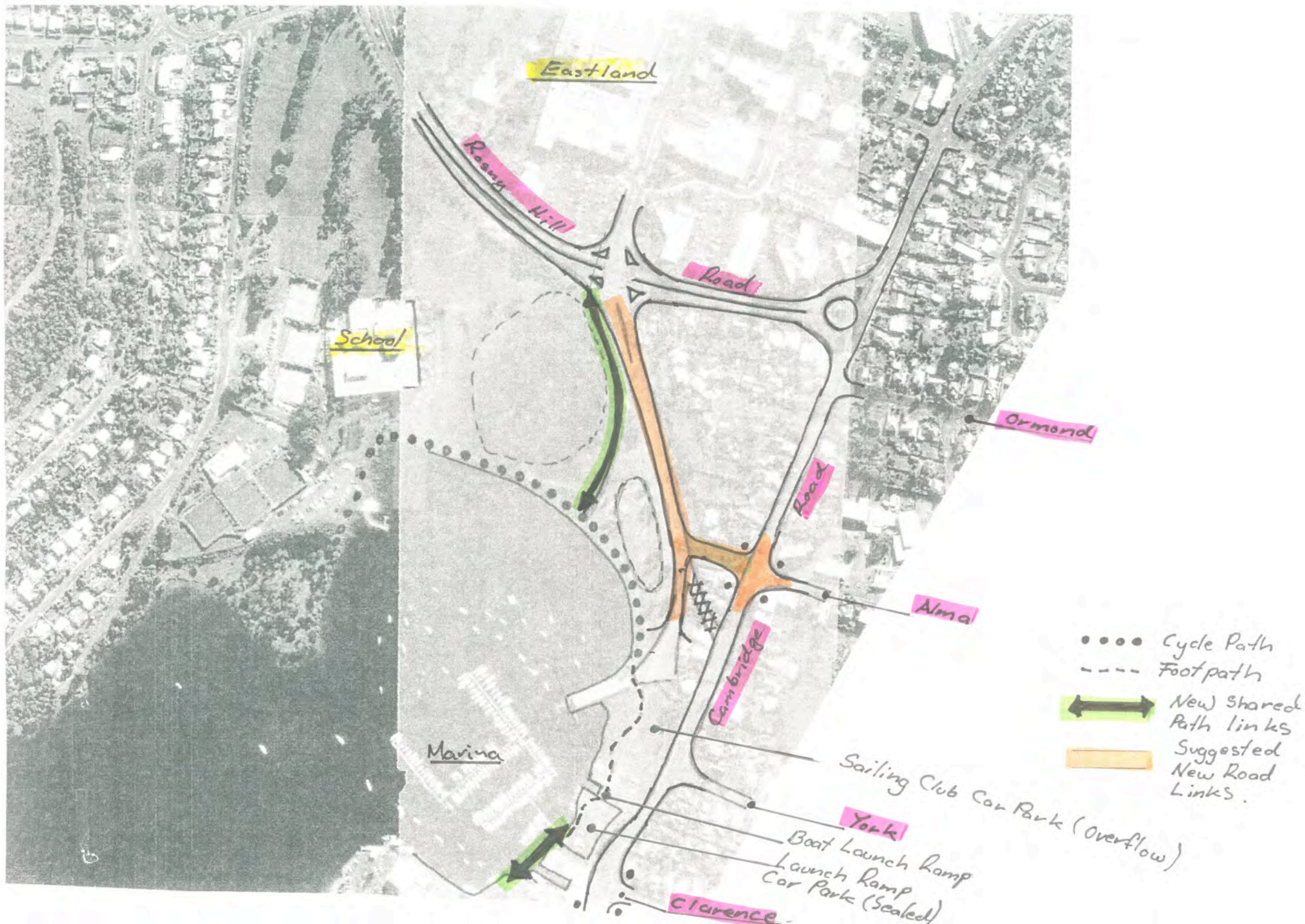


Figure 2 Suggested Road and Pathway Strategy to Link Bellerive Village and Eastlands Shopping Centre



## 4 Recommendations

It is recommended that as part of the Kangaroo Bay Urban Design Plan, the Clarence City Council consider the following actions to improve linkages between the Bellerive Village and Eastlands Shopping Centre.

1. Develop a signalised intersection at Alma Street/Cambridge Road to link with Kangaroo Bay Drive to facilitate traffic movement to Rosny Hill Road and Eastlands Shopping Centre as an alternative to the current roundabout route.
2. Reconfigure the intersection of Kangaroo Bay Drive and Rosny Hill Road to accommodate revised traffic arrangements and to facilitate staging of pedestrian movements and cyclists in the north/south direction
3. Close the slip road to Kangaroo Bay Drive from Cambridge Road (refer photo C)
4. Rearrange the parking and access arrangements in the Ferry Terminal and Bottle Shop area to facilitate a more efficient and acceptable operational environment at this end of the Bellerive Village precinct. This should include consideration of a separate access for the bottle shop close to the bend in Cambridge Road and a separate car park access close to and opposite the driveway for the properties at the bend in Cambridge Road.
5. Provide new shared pathway links between the existing cycle path around Kangaroo Bay and Rosny Hill Road and across the missing link in front of the slipway (refer photos F and H)
6. Upgrade the condition of the current shared pathway adjacent to Kangaroo Bay (refer photos D, E and I). These pathways should be 3 metres wide and be provided with signage to give clear direction for users in accordance with relevant standards
7. Arrange through council for Masson/Twiney/Wilson to run a Paramics model for the new road network arrangements to test its operational characteristics. This should include the new road link via Kangaroo Bay Drive and the two reconfigured intersections at Kangaroo Bay Drive/Rosny Hill Road and at Cambridge Road/Alma Street.

# ATTACHMENT 5

## PLANNING SCHEME EXTRACTS

### Eastern Shore Planning Scheme 1963 (current Scheme)

The following tables outline the permitted use and development of the relevant zones (see Figure 2.3):

Residential D (Urban);

Business and Shopping;

Special Use;

Public Open Space;

Future Development Precinct; and

Kangaroo Bay Marine Development Precinct.

The following uses and development are permitted or discretionary within the **Kangaroo Bay Marine Development Precinct** zone:

Use or Development	
Carpark	Discretionary (A)
Civic Buildings	Discretionary (A)
Educational Establishment	Discretionary (A)
Holiday Village	Discretionary (A)
Hotel	Discretionary (A)
Motel	Discretionary (A)
Public Recreation	Permitted (P)
Public Utilities	Permitted (P)
Place of Assembly	Discretionary (A)
Restaurant	Discretionary (A)
Shop	Discretionary (A)
Take-away food shop	Discretionary (A)

The following uses and development are discretionary within the **Kangaroo Bay Future Development Precinct** zone:

Use or Development	
Carpark	Discretionary (A)
Holiday Village	Discretionary (A)
Motel	Discretionary (A)
Private Recreation	Discretionary (A)
Public Recreation	Discretionary (A)
Public Utilities	Discretionary (A)
Restaurant	Discretionary (A)

The following uses and development are permitted or discretionary within the **Special Use** zone:

Use or Development	
Use of existing facilities for meeting rooms for community organisations, sporting bodies.	Permitted (P)
Indoor sports and games as described under Place of Assembly.	Permitted (P)
Sports grounds as described under Recreational Grounds.	Permitted (P)
The establishment of any new building for the primary purpose of meeting rooms for community organisations and sporting bodies, or for indoor sports and games, or for use as sports grounds.	Discretionary (A)

The following uses and development are permitted or discretionary within the **Public Open Space** zone:

Use or Development	
Establishment	Discretionary (A)
Caravan Park	Discretionary (A)
Child Care Centre	Discretionary (A)
Community Centre	Discretionary (A)
Educational Establishment	Discretionary (A)
Private Recreation	Discretionary (A)
Public Recreation	Permitted (P)
Public Utilities	Discretionary (A)
Recreational Ground	Discretionary (A)



The following use and development are permitted or discretionary within the **Business and Shopping** zone:

Use or Development		Use or Development	
Educational Establishment	<i>Discretionary (A)</i>	Professional Offices	<i>Permitted (P)</i>
Funeral Parlour	<i>Discretionary (A)</i>	Public Recreation	<i>Permitted (P)</i>
General Offices	<i>Permitted (P)</i>	Public Utilities	<i>Discretionary (A)</i>
Health Centre	<i>Permitted (P)</i>	Recreational Grounds	<i>Discretionary (A)</i>
Hire/Drive Depot	<i>Discretionary (A)</i>	Restaurant	<i>Discretionary (A)</i>
Home Occupation	<i>Discretionary (A)</i>	Service Station	<i>Discretionary (A)</i>
Hotel	<i>Discretionary (A)</i>	Shop	<i>Permitted (P)</i>
Controlled Industry	<i>Discretionary (A)</i>	Shopping Complex	<i>Permitted (P)</i>
Light Industry	<i>Discretionary (A)</i>	Showrooms	<i>Permitted (P)</i>
Service Industry	<i>Discretionary (A)</i>	Store	<i>Permitted (P)</i>
Motel	<i>Discretionary (A)</i>	Supermarket	<i>Permitted (P)</i>
Motor Repair Garage	<i>Discretionary (A)</i>	Take-away Food Shop	<i>Discretionary (A)</i>
Multiple Dwelling	<i>Discretionary (A)</i>	Taxi Depot	<i>Discretionary (A)</i>
Neighbourhood Shop	<i>Permitted (P)</i>	Veterinary Establishment	<i>Permitted (P)</i>
Place of Assembly	<i>Discretionary (A)</i>	Warehouse	<i>Discretionary (A)</i>
Private Recreation	<i>Discretionary (A)</i>	Welfare Institution	<i>Discretionary (A)</i>
Professional Offices	<i>Permitted (P)</i>	Woodyard	<i>Discretionary (A)</i>
Establishment	<i>Discretionary (A)</i>	Apartment	<i>Discretionary (A)</i>
Boarding House	<i>Discretionary (A)</i>	Call Centre	<i>Permitted (P)</i>
Carpark	<i>Permitted (P)</i>	Civic Buildings	<i>Permitted (P)</i>
Car Sales Yard	<i>Discretionary (A)</i>	Community Centre	<i>Discretionary (A)</i>
Child Care Centre	<i>Discretionary (A)</i>	Single Dwelling	<i>Discretionary (A)</i>
Church	<i>Discretionary (A)</i>		

The following uses and development are permitted or discretionary within the **Residential D** zone:

Use or Development		Use or Development	
Ancillary Dwelling	<i>Permitted (P)</i>	Home Occupation	<i>Permitted (P)</i>
Apartment	<i>Discretionary (A)</i>	Health Centre	<i>Discretionary (A)</i>
Boarding House	<i>Discretionary (A)</i>	Hospital	<i>Discretionary (A)</i>
Child Care Centre	<i>Discretionary (A)</i>	Multiple Dwelling	<i>Discretionary (A)</i>
Church	<i>Discretionary (A)</i>	Place of Assembly	<i>Discretionary (A)</i>
Civic Buildings	<i>Discretionary (A)</i>	Private Recreation	<i>Discretionary (A)</i>
Community Centre	<i>Discretionary (A)</i>	Public Recreation	<i>Permitted (P)</i>
Single Dwelling	<i>Permitted (P)</i>	Public Utilities	<i>Discretionary (A)</i>
Educational Establishment	<i>Discretionary (A)</i>	Welfare Institution	<i>Discretionary (A)</i>

#### Draft Clarence Planning Scheme 2002

The following tables outline the permitted and discretionary uses of the relevant zones (see Figure 2.4) under the *Draft Clarence Planning Scheme 2002 Explanatory Report*, incorporating modifications in accordance with the directions of the RPDC:

Kangaroo Bay Special Development Area;

Recreation Public;

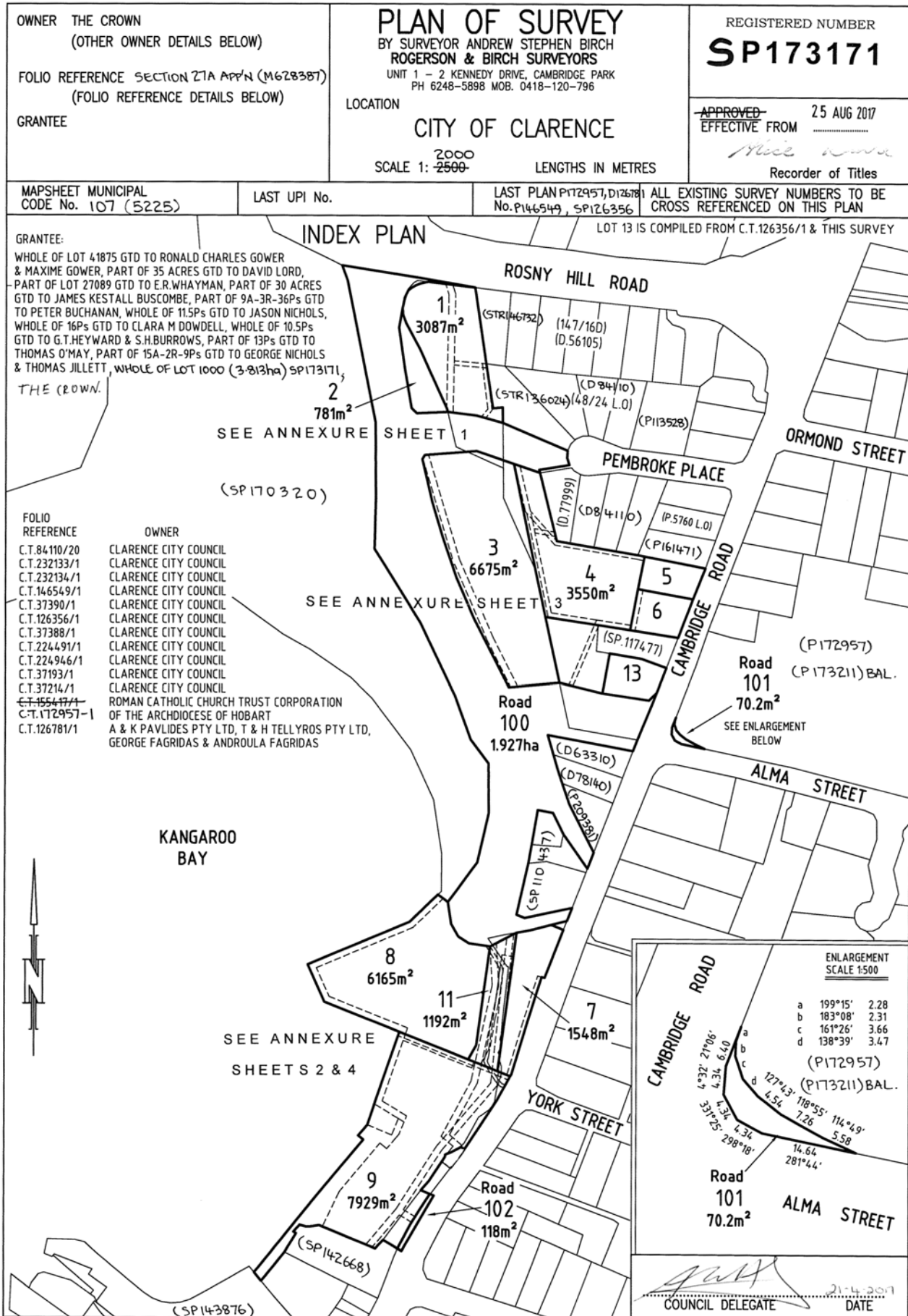
Commercial;

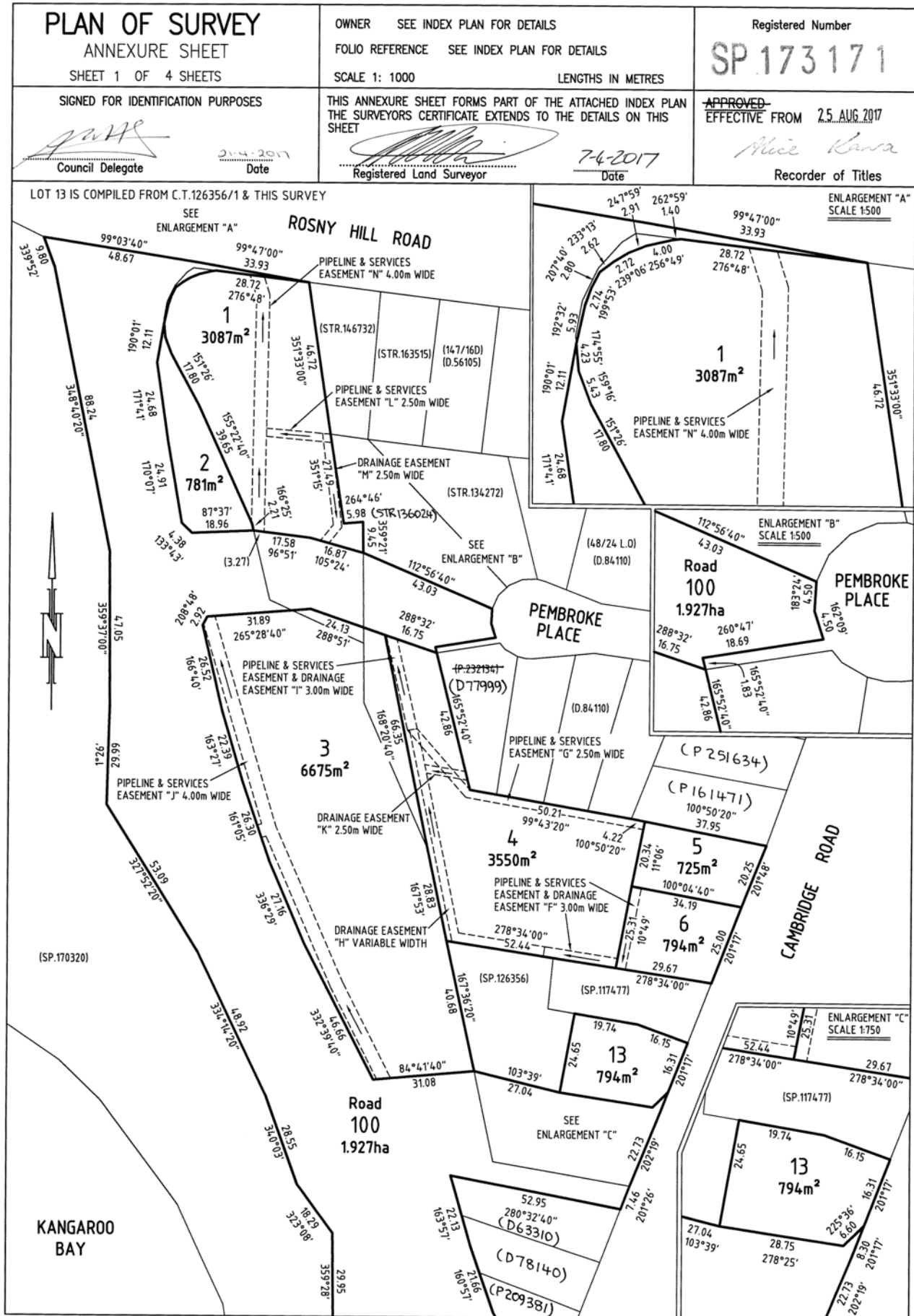
Special Use; and

Residential.

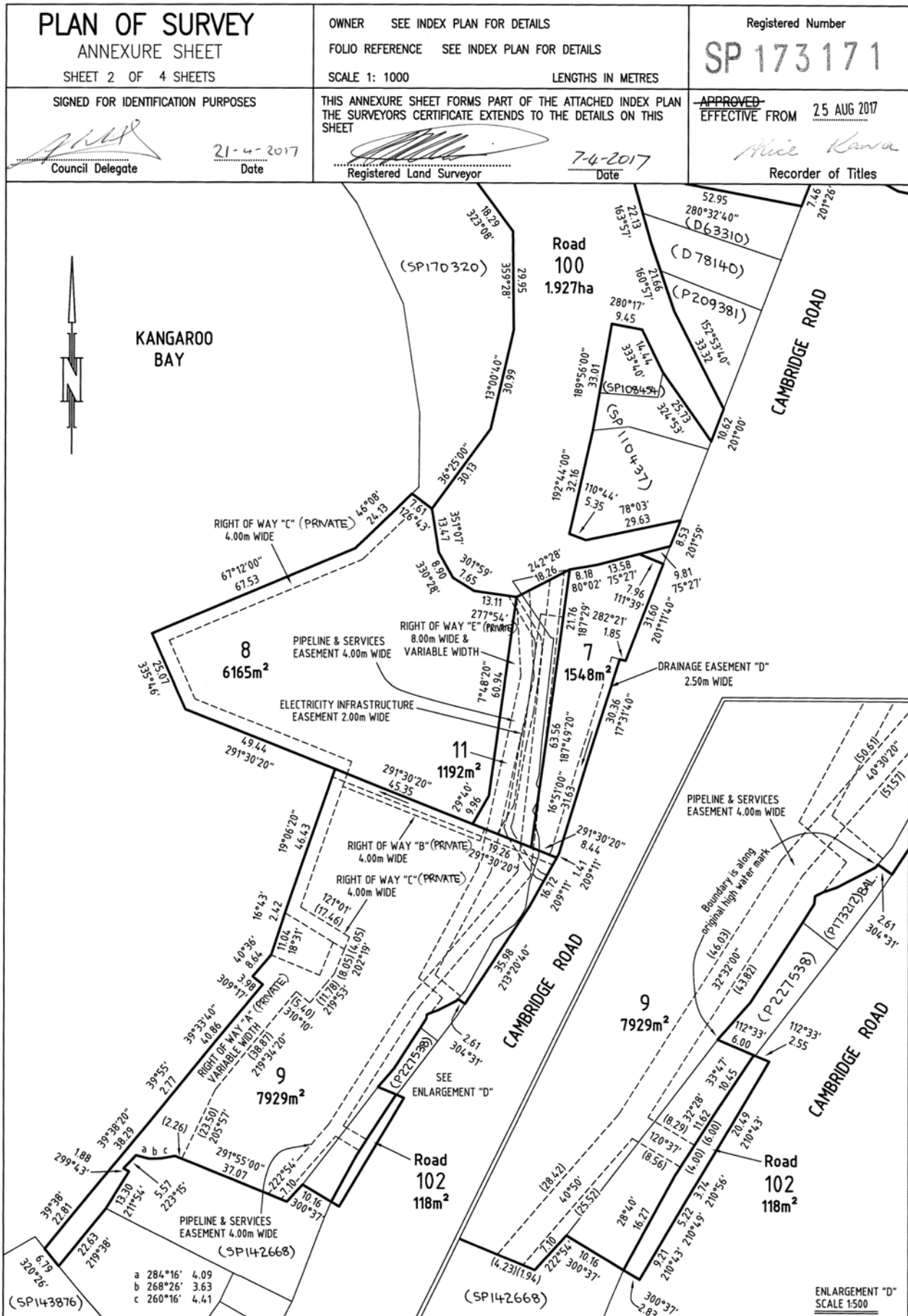
The following uses or development are permitted or discretionary within the Kangaroo Bay Special Development Area:

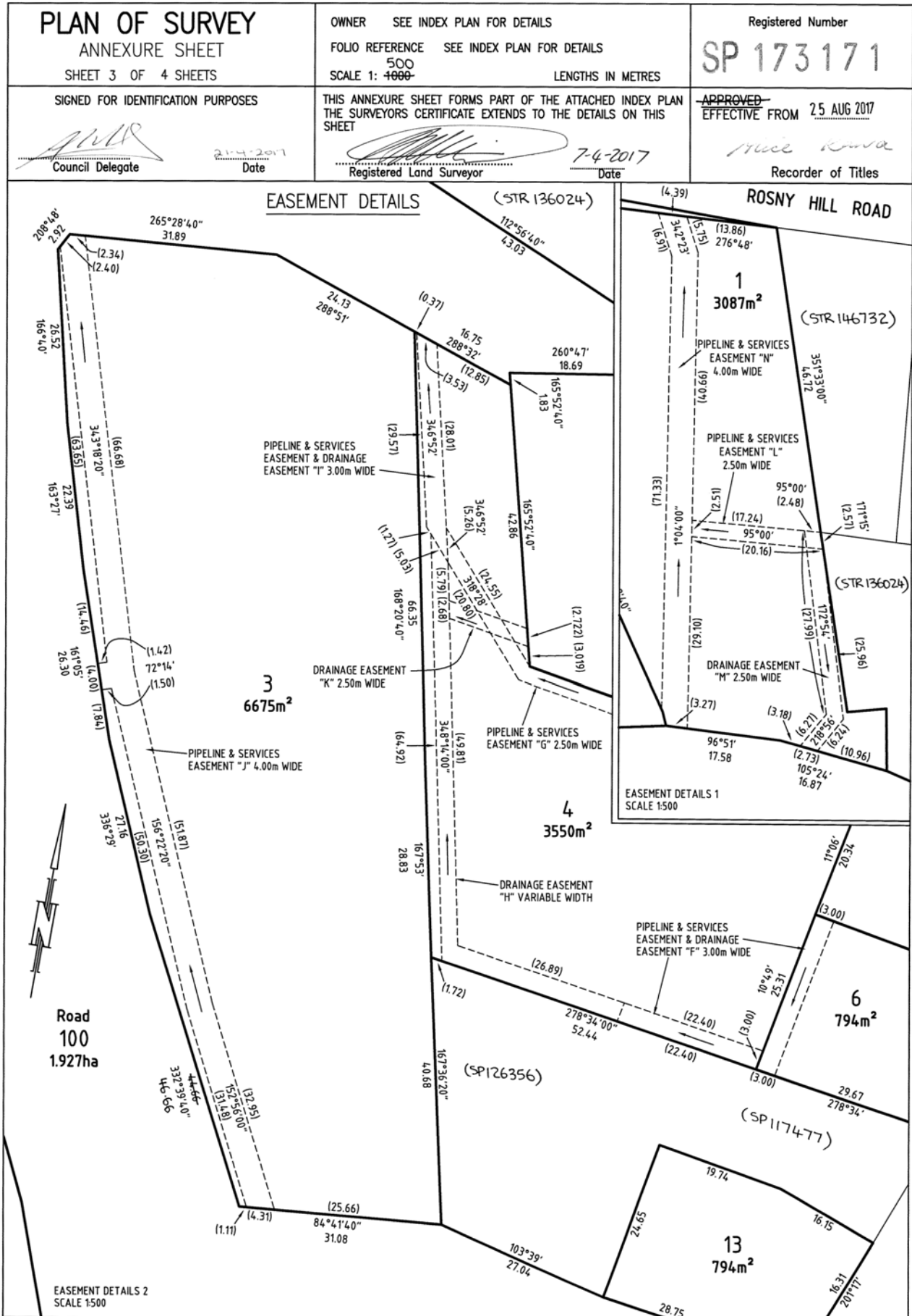
Use or Development		Condition
Carpark	Permitted	Must be in Precinct 1 and on land owned by the Council.
Local Shop	Permitted	Must be in Precinct 1.
Passive Recreation	Permitted	
Minor Utility	Permitted	
Residential Development	Permitted	Must be in Precinct 1.
Restaurant	Permitted	Must be in Precinct 1.
Shop	Permitted	Must be in Precinct 1.
Active Recreation	Discretionary	
Amusement Machine Complex	Discretionary	Must be in Precinct 1.
Caretakers House	Discretionary	Must be in Precinct 1.
Car Park	Discretionary	Must be in Precinct 2 or 3.
Civic Building	Discretionary	Must be in Precinct 1 or 2.
Community Building	Discretionary	Must be in Precinct 1 or 2.
Consulting Rooms/Health Centre	Discretionary	Must be in Precinct 1.
Educational/Cultural Establishment	Discretionary	Must be in Precinct 1 or 2.
Hotel	Discretionary	Must be in Precinct 1
Light Industry	Discretionary	Must be in Precinct 2 and be ancillary to another Discretionary Use, or be marine related.
Major Utility	Discretionary	
Motel	Discretionary	
Office	Discretionary	Must be in Precinct 1.
Place of Assembly	Discretionary	Must be in Precinct 1 or 2
Residential Development	Discretionary	Must be in Precinct 2
Restaurant	Discretionary	If in Precinct 3, must be ancillary to a Motel.
Shop	Discretionary	Must be in Precinct 2.
Take-away Food Shop	Discretionary	Must be in Precinct 1 or 2.
Tourist Accommodation	Discretionary	
Tourist Operation	Discretionary	
Any Undefined use	Discretionary	

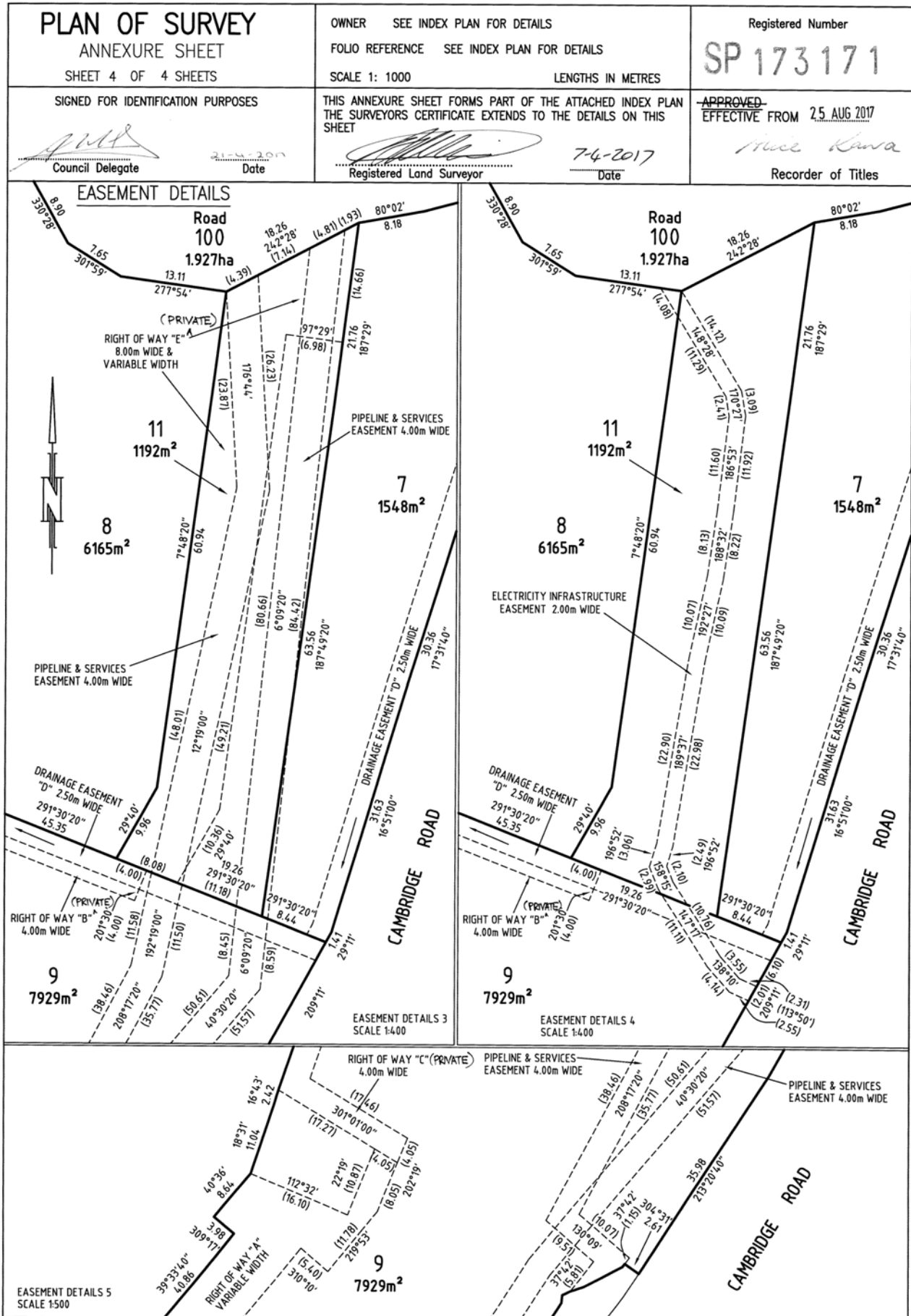
















# Kangaroo Bay Development - Modified Development Proposal

PRESENTATION TO	:	CLARENCE CITY COUNCIL
PRESENTATION BY	:	CHAMBROAD AUSTRALIA
STATUS	:	RELEASE ON WEDNESDAY 14 <sup>TH</sup> DECEMBER 2022

# Executive Summary

- **Let's just get on with it...**

- After 6 years, we want to make this happen and not have to wait any longer for an educational partner
- We have a defined timeline within which we must deliver the Development

- **Kangaroo Bay is an iconic site, so it must be special**

- A revised 5-star Hotel - the only internationally branded Hotel on the Eastern Shore
- A new events and meeting facility spaces on the ground level – the only premium events facility integrated with a luxury Hotel serving the Eastern Shore
- A large public green-space and podium area accessible from Cambridge Road
- A pedestrian/cycle friendly ground floor access through the restaurant and meeting facilities and around the foreshore

- **Kangaroo Bay is a destination that people enjoy**

- The Kangaroo Bay precinct must be a destination in its own right – it must generate local and visitor traffic
- The development must be a focus on people accessing the site for daytime and evening entertainment and dining
- The development must be a focal point for activating the entire length of the Kangaroo Bay foreshore
- It's the place to go and the place to be!

- **From a staging perspective, the Modified Development has a build timeline**

- The 5-star Hotel **starting 2023**, with a 24 to 30 month build time, we anticipate completion in 2025
- The related lots (previously to be occupied by the Hospitality Training School) **during 2024-2025** with same completion date

# Executive Summary – Modified Concept

- **Concept Designs to be further developed**
  - The Concept Design with supporting details are presented today – in a form that will continue to evolve after the Concept Design is presented to Council on Monday 19<sup>th</sup> December
- **The Design Approach is different because there is no hospitality training college**
  - The internal hotel layout must change to remove the various training spaces previously embedded in the design
  - The airbridge between the hotel and the other two buildings is no longer required
  - The ground and first floors of the buildings along Cambridge Road will no longer be for use by the College
- **The Concept Design is a contractual part of the draft Development Agreement**
  - The Concept Design submitted for consideration by Council on 19<sup>th</sup> December will include site plans, floor planes and architectural perspectives will form part of the proposed new contractual relationship embedded in the draft Development Agreement
  - The proposed new Development Agreement will be subject to Council's consideration
  - The design will be consistent with the Planning Scheme with those conditions previously approved by Council
- **The Concept Design will involve community engagement**
  - Chambroad will engage in an expanded two-step process in parallel with Council's pre-lodgement period that is beyond its statutory obligations (March/April 2023)
    - March 2023, first round briefing of commercial operators in Bellerive Village and Kangaroo Bay. Public forum to provide walk in opportunities and a number of group sessions.
    - April 2023, second round information session in proposed changes and enhancements.
  - Chambroad will also participate in the City Heart process to determine if there are opportunities for collaborations on the Kangaroo Bay site

# Executive Summary – Concept Design

- **The Concept Design**

- The entirely new design reflects the withdrawal of the UTAS educational facility and change to hotel use only

- **The revised Design Criteria**

1. Iconic

- The hotel must be “iconic” with clear “architectural merit”
- “Sense of Place” – the built-form must integrate with the waterfront, yachts and surrounding natural bushland

2. Destination

- The design must be the local destination and focal point for Kangaroo Bay
- The hotel must be outward focused and easily accessible for all
- It must be “place making”– its alive, day-time and evenings
- It must enable vastly improved access along the foreshore and at ground level for pedestrians and cyclists

3. Activation & Connectivity

- Enhanced event, conference and meeting spaces to support the City Heart objectives
- Many more “things to do” specifically through cultural and community events in and around the ground floor facilities and the “Green Plaza”

4. The design to address previous community concerns

- Built form along Cambridge Road
- Built height should be less than the previous design

5. From the initial design stage, the development must be compliant with the Kangaroo Bay Precinct (The Wharf) planning requirements to enable the tight Development Agreement deadlines to be achieved

# Executive Summary

- **This is a very different project**
  - The modified development is for a hotel only development excluding the requirement to deliver an education facility
  - The design criteria are now solely focused on creating an outstanding facility that activates the entire Kangaroo Bay Precinct
- **The Hotel is an anchor point**
  - There is high demand for premium accommodation in Hobart and surrounding areas – and Kangaroo Bay will attract this market to the new hotel. The proposed new multi-purpose stadium will generate excess demand for room nights in Hobart that can only be accommodated in the new hotel.
  - 5-star visitor accommodation provides increased visitor night stays on the eastern shore using local facilities and businesses. 40-50,000 room nights with average expenditures of \$250 to \$350 per day. That is \$10.0M to \$17.5M per annum.
  - The opportunity is to create a vibrant hub in Kangaroo Bay that enables visitors to spend their discretionary dollars in the area, and create long-term high value jobs
  - The hotel creates an entirely new range of meeting and function spaces for locals and visitors. It will become a focal point for gatherings and indoor & outdoor events
  - The hotel design encourages links between Bellerive Village and the Rosny commercial centre
- **The new Green Plaza**
  - Open and accessible from both Cambridge road and ground level of Kangaroo Bay
  - This is a secure open space manage by the hotel for use by the community. It can also become an outdoor event space for community and commercial activities
- **It is the link between Bellerive Village and Rosny**
  - Create pathways for both pedestrians and cyclists separated from vehicle traffic with a better waterfront view or protected in all weather conditions
  - Create the linkages between the Village and Rosny businesses, BYC, Waterfront Hotel and other licensed food and beverage precinct options
  - Opportunities to enliven the many historic and culture stories of the old and new Kangaroo Bay as part of the City Heart revitalization

# Executive Summary – Concept Design

- **Concept Design**

- The new hotel concept design will be presented on the 19<sup>th</sup> December
- A range of different perspectives from Cambridge Road and ground level
- A computer generated 3D look will provide ground level and areal perspectives of the total building
- A comparison between the original design and the new design in terms of height, building mass and site footprint

# Summary of Presentation

## Contents & Topics

1. Background
2. The Way Forward – Modified Development
3. Governance Arrangements
4. Proposed Development Agreement
5. Next Steps
6. Q & A
7. Open forum discussion

# SECTION 1

## Background



# Background – Origin of the Kangaroo Bay Development

- **Chambroad's educational history**

- Chambroad began as a technical educational training school which evolved into a private business in the late 1990s;
- It has retained education as a major division of the Chambroad Group and currently operates within the N1N Division, partnering with more than 100 Universities around the World
- Chambroad Australia, through the N1N Division, has placed Australian students in internships for UNSW, Monash University, UWA and UTAS with Chambroad Group companies in China.

- **Between 2014 and 2016**

- Chambroad Australia was invited by the Tasmanian State Government (through the Office of Coordinator General) to consider undertaking a major development on several sites in Tasmania – Kangaroo Bay was selected;
- Chambroad has sought to create the Asian Pacific leading Hospitality Training College at Kangaroo Bay providing:
  - dual degrees at Master level – the most advanced college of its type and industry leading in Australia; and
  - an internationally recognised Hospitality Training College integrated with a 5-star Hotel.

- **In late 2017**

- Clarence City Council and Chambroad entered into the Sale and Development Agreement (**SDA**) requiring Chambroad to:
  - develop the Hotel and the Hospitality Training School as a singular integrated development;
  - contemporaneously achieve substantial commencement of both the Hotel and the Hospitality Training School – it does not enable Chambroad to only progress the development of Building A, or Buildings B & C.

# Background - Delays

- **Agreement with TasTAFE**

- In early 2016 Chambroad entered an agreement signed by the Tasmanian Premier on behalf of the State Government's vocational and educational provider (TasTAFE) to design and operate the Hospitality Training School (integrated with the 5-star Hotel)
- Despite Chambroad having acquired the land in 2017, entered relevant Architect, Project Management, Hotel Management and Consultancy Agreements, and undertaken significant reclamation works on the land, TasTAFE withdrew from the Kangaroo Bay Project in late 2018.

- **Collaboration with UTAS**

- Following the withdrawal of TasTAFE, Chambroad entered a Memorandum of Understanding with UTAS in early 2019, to design and operate the Hospitality Training School (to be integrated with the 5-star Hotel);
- Chambroad worked closely with UTAS to negotiate their specific design requirements and finalise their Collaboration Agreement and long-term lease arrangements;
- Despite Chambroad having undertaken significant further design and project management work, for over 12 months, UTAS withdrew from the Kangaroo Bay Project in early 2021 citing the direct impact of the Covid-19 pandemic on the educational sector.

- **Covid 19 pandemic**

- The onset of the global COVID-19 pandemic caused the collapse of domestic and international hospitality training operations. It continues to affect the recovery of the hospitality training sector, and has frustrated, and continues to frustrate, Chambroad's ability to substantially commence the Development under the SDA (in its present form).

- **Chambroad Australia's commitment to Kangaroo Bay has been unwavering**

- Chambroad has demonstrated its ongoing commitment to progressing the Kangaroo Bay Development, despite the withdrawal of the key education providers, and other circumstances outside its reasonable control. Those events have frustrated its ability to substantially commence the Development under the SDA (in its current form);
- Both Clarence City Council and Chambroad Australia have been disadvantaged and frustrated by the delays.

# Background - Project Investment

- **Investment commitment to Kangaroo Bay**
  - Chambroad has continued to make a significant investment into the Kangaroo Bay Development and Tasmania, despite delays outside of its control
- **Chambroad has incurred direct expenditure in excess of \$12m**
  - Expenditures (externally audited) comprising amongst other things:
    - the acquisition of the land at Kangaroo Bay
    - its long-term lease of the water areas for reclamation and waterfront boardwalks (as required under the Planning Permit and SDA)
    - the acquisition of the preferred developer rights
    - early works (Stage 1A) undertaken to the land in 2018 in accordance with the Planning Permit and the SDA, which included the relocation of the underground storm water and drainage; scientific study of Hand Fish and protective breeding units; Geotechnical study; and the completion of the boardwalk reclamation to provide public access and walkways around the site
    - significant design and re-design works to facilitate the requirements of TasTAFE and UTAS
    - finalisation of the Hotel design in accordance with the branding requirements of the international Hotel operator
    - the engagement of architectural, legal, engineering and other specialist consultants
    - the relocation of key project staff to progress the Kangaroo Bay Development.

# Background - Core Issues

- **Status of the Development under the SDA**

The status of the Development and works undertaken by Chambroad are contained in relevant correspondence to Council. Amongst other things:

- Chambroad has achieved ‘Substantial Commencement’ under the Planning Permit
- from a physical construction perspective, the Development is ‘ready to go’.

Chambroad could have easily *substantially commenced* the Development under the SDA and removed Council’s ability to buy back the Land. Chambroad has however (in good faith) chosen not to do so. Without a qualified educational partner, and its input into the design of the integrated buildings, the land is at risk of being land-banked until an educational provider committed (which is presently unknown due to the ongoing impact of Covid-19 on the hospitality educational sector).

- **Other educational providers**

- Since UTAS’s withdrawal in May 2021, Chambroad has actively sought to engage with other hospitality and tourism education partners – within Australia and New Zealand, with suitable degree and higher degree accreditations – without success to date due to the impact of COVID-19
- The outcome is that a dedicated hospitality and tourism educational partner, with the capability to deliver up to a dual Masters degree level, is unlikely to be identified within the required construction timeframes.

- **COVID-19 has fundamentally altered the two markets in which the development was planned**

Tourism industry

- domestic tourism to Tasmania is rapidly recovering to pre-pandemic levels, particularly at the premium end of the market
- international tourism to Tasmania has yet to recover.

Advanced hospitality and tourism training

- demand and interest in tourism and hospitality careers from students particularly at the advanced level has substantially contracted
- international demand for tourism and hospitality training in Australia has radically consolidated and contracted
- constraints on international travel have limited physically attendance at on-site training.

# Background – post Covid-19

## In a post COVID-19 world

- **Tasmania is becoming an even more attractive tourism and hospitality destination**
  - Domestic demand is likely to recover to pre-pandemic levels during 2023
  - The premium end of the market is growing strongly with demand for unique visitor experiences and specialised accommodation
  - Hobart and surrounding areas are currently enjoying above average occupancy with higher average room rates leading investors to progress construction of stalled hotel developments
  - In this environment there is a real opportunity to progress the Kangaroo Bay Hotel at an early date.
- **Tourism and hospitality training is forecast to remain constrained by low levels of student demand into the foreseeable future**
  - Tertiary courses have been reduced or eliminated reflecting reduced student numbers
  - No new tourism or hospitality Colleges are under development, planned or announced
  - Practical (trade) training will likely be continued on location, but much of the tertiary education is likely to shift online – hence, there is likely to be a greater separation between practical ‘hands on’ training and tertiary education
  - Recovery of the sector is likely to be long, protracted and different
  - Potential educational partners are likely to have very different facilities requirements and operational expectations than currently envisaged.
- **Chambroad remains committed to the tourism and hospitality sectors**
  - The construction of the second Chambroad Group Hotel (since 2016) is nearing completion in China
  - Practical training delivered by N1N is well acknowledged and credited by University partners.

# Background – Chambroad Australia's Position

- **Chambroad remains committed to the Kangaroo Bay Development**

- Chambroad has no wish to exit the Project
- Chambroad has engaged with an established national development partner – which owns and operates major brand Hotels in Australia, and is seeking a Tasmanian footprint;
- An input of equity, experience and industry knowledge by our Development Partner will enable us to:
  - continue with the Kangaroo Bay Development in a way that does not require a partner with a sole educational focus, but which still significantly conforms with the current intent of the site; and
  - accelerate the commencement and completion of the Kangaroo Bay Development, within a much quicker period than under the current SDA timeframes (which are reliant on locating an educational provider).
- We have demonstrated that the Project is and remains
  - “*Design Ready*” – it has an existing Planning Permit (which has been substantially commenced);
  - “*Shovel Ready*” – we have undertaken construction tenders and, are able to proceed, subject to issue of a Building Permit
- We have progressed the design for the Modified Development so that we can finalise our application for a Planning Permit, as soon as the new Development Agreement is approved.

- **Chambroad's present options**

1. **Proceed with the Modified Development:** Chambroad's preference is to proceed with the Modified Development, under the terms of the Development Agreement negotiated with Council Officers . To be clear, Chambroad seeks to develop and open the 5-star Hotel and complete the overall Development to achieve the desired commercial and community outcomes at Kangaroo Bay; or
2. **Proceed with the Development under the SDA:** Chambroad is prepared to fulfil its obligations under the SDA – however, having regard to the requirements of the SDA, this will require a further extension (as has been formally requested by Chambroad) to secure a qualified and accredited educational provider to operate the Hospitality Training School (which needs to be integrated with the Hotel).

The Modified Development will create hundred of jobs for Tasmanians during construction and provide a recognised internationally branded 5-star Hotel into the Tasmanian market which will significantly benefit the State's tourism industry, the City of Clarence, Greater Hobart and the State of Tasmania.

## **SECTION 2**

### **The Way Forward – Modified Development**

# The Way Forward

- **Modified Development staging**

From a staging perspective, the Modified Development envisages Chambroad undertaking construction of the:

- 5-star Hotel **during 2023**
- The area along Cambridge Road previously to be occupied by the Hospitality Training School **during 2024**.

From a staging perspective, the Modified Development envisages Chambroad completing construction of the:

- Hotel with a 24 to 30-month timeframe to reach practical completion by 2025
- The area of the design along Cambridge Road with a 12-month timeframe to reach practical completion by 2025

- **Reasons for staged approach**

- Construction needs to be commenced on the Hotel first so that all building achieves practical completion around the same time – and the entire Kangaroo Bay land is then publicly accessible and activated
- The construction areas are very tight – as such, future car parking areas are required as pre-construction areas, the staging will assist with our construction workflows and timeframes
- Lot 11 is required to be kept as a 'pass-way' during the construction phase to enable access to the Bellerive Yacht Club



# The Way Forward – proposed staging

- **Construction of the Hotel and services**

- The Hotel will be developed as a 'stand-alone' 5-star Hotel – Chambroad believes the site justifies an 'iconic' Hotel
- All hotel rooms will be consolidated into the main hotel building
- The Hotel interior will be entirely redesigned whilst maintaining the 5-star fit and finish, as required under the global hotel brand design contract
- Hotel design provides for a more open and accessible ground and first floors, that surrounds the Building

- **Construction of the events and meeting spaces**

- Chambroad envisages a substantial redesign of the functions of the built forms on the area previously allocated to the UTAS College
- The redesigned area envisages
  - the ground floor would comprise an appropriate space for events, exhibitions and functions – with food and beverages provided by the Hotel and co-ordinated by the Hotel events team
  - the first floor will be occupied by the “Green Plaza”

# The Way Forward – Project Milestones

## Stage 1 Milestones

Stage 1			
No.	Milestone		Timeframe
1A	<b>Preliminary Planning Assessment</b>	Chambroad Australia submits draft documentation for the Stage 1 works with the Clarence City Council for Preliminary Planning Assessment	<b>31 March 2023</b>
2A	<b>Development Application</b>	Chambroad Australia lodges a Development Application for Stage 1 with the Clarence City Council	<b>30 June 2023</b>
3A	<b>Provision of Further Information</b>	Chambroad Australia responds to further requests for information from the Clarence City Council (if any) in relation to the Development Application for Stage 1.	Within a reasonable timeframe of receipt of the request for further information from Council
4A	<b>Hotel Management Agreement</b>	Chambroad Australia provides Council with written confirmation from the operator of the Hotel that Chambroad Australia has entered into a Hotel Management Agreement	<b>30 days</b> from the satisfaction of the condition precedent in clause 15.1(a) (Planning Permit)
5A	<b>Construction Contract</b>	Chambroad Australia provides Council with written confirmation from the Contractor that Chambroad Australia has entered into a Construction Contract for the Development Works	<b>60 days</b> from the satisfaction of the Milestone in Item 4A (Hotel Management Agreement)
6A	<b>Substantial Commencement</b>	The Development Works achieve Substantial Commencement in accordance with clause 7 (Substantial Commencement).	The earlier of: (a) 60 days from the satisfaction of the condition precedent in clause 15.1(b) (Building Permit); and (b) 12 December 2024 (subject to clause 15.4).

## Stage 2 Milestones

Stage 2			
No.	Milestone		Timeframe
1B	<b>Substantial Commencement</b>	The works for Stage 2 have been physically commenced.	<b>12 December 2025</b> (subject to clause 15.4).

# **SECTION 3**

## **Governance Arrangements**

# Governance Arrangements

- **Updates for Council and Community**

Chambroad will provide regular updates for Council and the community including the achievement of project delivery timelines in accordance with the new Development Agreement.

- **Reporting obligations under the Development Agreement**

Under the proposed new Development Agreement, Chambroad will provide

- Regular updates to Council and the community including the achievement of the Milestones, and other events which may be of interest to the community
- Progress reports detailing the progress of the Development
- Periodic reports during construction of the works as to when the works have been completed to 25%, 50%, 75% and 100%.

- **Public release**

Following meetings and reports, Chambroad will agree to release information to Councillors and the community by using a variety of communication channels including their respective websites.

# **SECTION 4**

## **Proposed Development Agreement**

# Proposed Development Agreement

## Draft Development Agreement

Chambroad has provided Council with a draft Development Agreement that defines the basis on which Chambroad Australia will undertake the Modified Development

The Development Agreement has been negotiated with Council and can be executed once there is 'in principle' agreement to proceed with the Modified Development Proposal following Council's decision on Monday 19<sup>th</sup> December 2022.

Key terms of the Development Agreement include

- Chambroad must discharge its obligations for each Stage within time periods specified in the Project Schedule (refer to slide 18), and ensure that Substantial Commencement of the Hotel occurs within the agreed timeframe
- Chambroad must ensure that all relevant planning and buildings approvals are obtained for each Stage within specified timeframes
- the SDA will end upon the signing of the new Development Agreement
- Council can terminate the new Development Agreement if Chambroad fails to achieve the specified Milestones at each stage; and
- Chambroad must comply with the reporting obligations (refer to slide 20).

Chambroad considers that the proposed Development Agreement provides appropriate comfort and certainty to Council regarding the commencement and completion of the Modified Development.

# SECTION 5

## Next Steps

# Next Steps

- If this proposal for the Modified Development is 'in principle' acceptable to Council, the parties can progress rapidly to the signing of Development Agreement.
- Following the execution of the Development Agreement, Chambroad will
  - Finalise the plans and specifications based on the Concept Designs appended to the Development Agreement
  - Submit detailed plans to Council for Preliminary Planning Assessment under the standard Council process
  - Thereafter, it will lodge a Development Application in accordance with the agreed project Milestones.

## Rejection of the Modified Development

- If the Modified Development is not approved, Council must advise Chambroad whether, or not, it consents to Chambroad's request for an extension of time under the SDA until 12 October 2024.
- If Council:
  - agrees to extend the time under the SDA, Chambroad will continue to seek an educational partner for the Hospitality Training School, and undertake the Development when that occurs; or
  - does not agree to extend the time under the SDA, it must provide written reasons for its decision, and (whilst loathe to do so) Chambroad will need to consider its available legal options.



# Closing comments – let's get on and make it happen!

- The Modified Development (without the requirement for a Hospitality Training School) will enable Chambroad to accelerate the Kangaroo Bay Development within a much quicker period than alternate development timeframes
- Chambroad wants to “get on with the job”, put the COVID delays behind it, and seeks Council and community support to enable the Hotel to be commenced as soon as possible
- The Kangaroo Bay Project will serve as a community benefit focused project – resulting in:
  - an improved iconic location and destination
  - a luxury hotel with a mix of contemporary food and beverage outlets
  - an entirely new events and function centre in Clarence
  - the activation of the entire Kangaroo Bay precinct for locals and visitors, during day-time and evenings
  - a significant increase of permanent and part time jobs located within the Clarence Municipality
  - the potential for the site to contribute to the City Heart Strategy
- We remain totally committed to the development of Kangaroo Bay Project and can deliver the Modified Development in a timeframe that is faster than any other alternative
- We seek your support in finally making this Project happen!

# **SECTION 6**

## **Letters of Support**

# Letters of support – Office of Coordinator-General

## Office of the Coordinator-General

CH Smith Centre, 20 Charles Street, Launceston TAS 7250  
Level 6 Salamanca Square, 4 Salamanca Place, Hobart TAS 7000 Australia  
Phone +61 3 6777 2786  
Email [cg@cg.tas.gov.au](mailto:cg@cg.tas.gov.au) Web [www.cg.tas.gov.au](http://www.cg.tas.gov.au)



25 November 2022

Councillor Brendan Blomeley  
Mayor of Clarence City Council  
38 Bligh Street  
ROSNY PARK TASMANIA 7018

Dear Mayor Blomeley

### RE: Letter of Support for Kangaroo Bay foreshore development

The Office of the Coordinator-General is pleased to continue to support and help facilitate the Kangaroo Bay foreshore development.

Our Office is supportive of Chambroad Australia's plans that will see the delivery of a new, internationally branded, boutique hotel development. Chambroad Australia and its parent company have demonstrated a significant commitment to the project for over six years – despite many challenges not of their making – and during that time have consistently worked collaboratively and in good faith with other stakeholders to achieve a positive outcome.

A high-end boutique hotel, and the significant capital investment, will supply much needed premium accommodation to Hobart's eastern shore, addressing the needs of Tasmania's growing premium tourism market and providing the Eastern Shore's first 5 star facilities. The development is aligned with the Tasmanian brand proposition and will assist to further grow the State's reputation as a unique destination for both international and domestic tourists.

No-one could have predicted the COVID-19 pandemic and the devastating effect it has had on the global economy and, in particular, the dramatic impacts it has had on the Australian higher education sector (which has seen substantial disruption to the recruitment of, and delivery to, international students) and the international, interstate and local tourism and hospitality industry (which has been hit hard in so many ways by – and particularly, in – the global pandemic). These impacts have had a dramatic impact on the project and has contributed to the prolonged timeframe.

Tasmania's tourism numbers have grown strongly since interstate and international border restrictions were lifted, but have not fully recovered to pre-covid numbers. Despite significant increases in the supply of tourism accommodation in the Hobart region over the past three years, occupancy levels in Hobart hotels have improved substantially and are within around 10% of pre-pandemic levels despite this growth. The increase in supply of high-quality tourism accommodation in Hobart has also coincided with growth in the premium market and a significant increase in spend per visitor, which is supporting local jobs and the wider economy.

International tourists and particularly international student numbers have been far slower to return, which has led to greater uncertainty in the higher education sector. We have been advised that there is less confidence and predictability in the hospitality training industry given the disruption that the tourism and

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hospitality industries have also experienced. It was the sector uncertainty that contributed to UTAS's withdrawal from the project and given that withdrawal was during the pandemic, those ongoing sector dynamics have impacted the ability of Chambroad to engage another suitably qualified educational partner for the project.

Through our ongoing engagement with Chambroad, we understand that despite all of the challenges that were not of its making, it remains committed to delivering the project. However, because it is not possible to engage an educational partner or likely in the foreseeable future, it would prefer to proceed with a modified development that changes the use of the proposed buildings for the hospitality training school to commercial uses that comply with the permitted uses under the Kangaroo Bay Planning Scheme.

The development of a high-end boutique hotel is a unique opportunity for the Clarence region and would contribute to the Tasmanian tourism industry's ongoing development. We remain committed to working with Chambroad, to help them see the project through to realisation.

We would be supportive of a request by Chambroad to proceed with a modified development for the project.

Yours sincerely

A handwritten signature in black ink, appearing to read "John Perry".

John Perry  
Coordinator-General

Ph: +61 3 6777 2804 (Direct)  
E [john.perry@cg.tas.gov.au](mailto:john.perry@cg.tas.gov.au)

# Letters of support

Destination Southern Tasmania

Hotel Operator - to remain commercial in confidence – copy provided to council



***Disclaimer***

*The information contained in this pack provided to the Clarence City Council is confidential in accordance with the Deed of Variation.*

<b>9. MOTIONS ON NOTICE</b>
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Nil Items.

**10. COUNCILLOR'S QUESTION TIME**

A Councillor may ask a question with or without notice at Council Meetings. No debate is permitted on any questions or answers.

**10.1 QUESTIONS ON NOTICE**

(Seven days before an ordinary Meeting, a Councillor may give written notice to the Chief Executive Officer of a question in respect of which the Councillor seeks an answer at the meeting).

Cr Hulme has given notice of the following questions:

**PIPE CLAY ESPLANADE**

1. In response to correspondence from a resident of Pipe Clay Esplanade, the Mayor indicated that Council officers are working on a Sealing Gravel Roads Strategy so Council can consider a long-term plan to prioritise upgrading of gravel roads.
  - a. Do Council officers have a current estimate of the cost of sealing gravel roads throughout Clarence?
  - b. What's the anticipated timeframe for sealing?
  - c. Are there any roads that Council officers would recommend not sealing? If so, why?
  - d. When is the draft strategy expected to be ready to be presented to councillors?
  - e. In regards to roads not made to Council's standards such as the majority of Pipe Clay Esplanade, is a frontages scheme—with a contribution from benefiting frontages—the only way for Council to take responsibility for maintaining these roads?
2. In response to correspondence from another resident of Pipe Clay Esplanade, the Mayor indicated that Council would consult with the community about options for Pipe Clay Esplanade including road pavement material, pedestrian access, drainage, vegetation and the foreshore edge, after receiving management options from the Pipe Clay Lagoon Local Management Plan. When is it anticipated this consultation will occur? Is there sufficient time to adopt a plan for the road for it to be considered in the 2023-24 Budget?

**10.2 ANSWERS TO QUESTIONS ON NOTICE**

**10.3 ANSWERS TO QUESTIONS WITHOUT NOTICE – PREVIOUS COUNCIL MEETING**

Cr Kennedy

1. When was any maintenance last carried out in Dona Road, Lauderdale?

**ANSWER**

The maintenance on Dona Road has been as follows:

- 24<sup>th</sup> Nov 22 Line marking
- 18<sup>th</sup> Oct 22 Road and Carpark Maintenance - Potholes
- 14<sup>th</sup> Oct 22 Carpark Maintenance – Asphalt
- 24<sup>th</sup> June 22 Oval Gravel Carpark Maintenance

2. Do we have any plans in place for the high number of visitation to those popular beaches where already the roads have major problems? When the rain stops the water lies for a long time, crews come in patch up the potholes, it rains again, washes it out. The volume of traffic going into those areas in the next few weeks is going to be huge and people are already asking questions as to how Council is going to manage that level of visitation with the shape the roads are currently in.

**ANSWER**

Our crews are managing potholes as well as they can. Surf Road in Seven Mile Beach, Esplanade and Lewis Avenue which have some significant damage but until the ground water lowers we cannot do any major repairs because it will just pop up again. Other than that there is no other immediate solution until the groundwater dissipates and then our crews will give those areas a high priority.

(Further information) Council currently has three crews repairing pothole in the city (normally one crew). We continue to monitor potholes on a suburb by suburb basis and as requests are received.

Cr Warren

There are 3 abandoned service stations that I am aware of in our municipality, one in Pass Road, one in Clarence Street and one in East Derwent Highway near Geilston Bay. Given that it would be great to be able to use those for a purpose such as housing for example, social and affordable housing, I would just like to know what is the status of those properties. I presume that they are privately owned. I did notice that the one in Clarence Street had the graffiti removed today which is an improvement but the others are fairly unloved and I would just like to know what the status of those 3 sites is please?

**ANSWER**

They are privately owned and generally regarded as contaminated sites, so any progress is generally a bit complicated. We will obtain some accurate information for you.

(Mr Paske) We have been in contact with the owners of the service stations to try to get an update (on plans for future use) and to make sure the condition they are in is satisfactory, hence the work on the Clarence Street service station graffiti recently.



Cr Walker

1. Blossom Court playground works are expected to commence I believe in February?

**ANSWER**

The nominated contractor intends to commence in the first week of February. I believe the end date is towards the end of June but I will update council as works progress.

2. I believe the LGAT meeting is occurring between now and our next council meeting so I note there was some commentary around the dereliction levy. There seems to be some confidence in the wording there so I hope that such sites could be slapped with such a thing.

Cr James

1. I understand that the developer of the Opossum Bay Golf Course has presented to City Planning that substantial development has occurred in relation to that development. If so, has the permit been issued?

**ANSWER**

We have received documentation from lawyers representing the developer setting out a case where (they say) they have substantial commencement under the permit which would mean that the permit exists indefinitely. However it is quite a complicated process to determine whether that is correct or not so we are undertaking a review and getting external legal advice as well. When the outcome of that is known we will be able to report it to council.

2. Regarding the coastal management plan it is my understanding that the consultant is about to produce his report. If that is true is it expected that a council workshop will be designated for consideration or discussion in relation to that?

**Answer**

I will get an update from my staff on the coastal management plan and potentially when a workshop will be ready and inform council through a briefing report.

(Further information) We are still awaiting advice from the consultants on the expected timeframe for the draft management plans. It is understood the majority of the scientific assessment is complete and the consultants are evaluating the results and preparing the draft plans. It is expected these will be received by council in the first quarter of 2023, however we will provide council with an update when further advice is received.

Cr Hulme

What is the status of the sale of unused Department of Defence land in Warrane?

**ANSWER**

Prior to the election the then Mayor and I met with a number of state representatives and Minister Julie Collins regarding that land. We are waiting for some further updates from the Department of Defence; that is a fairly slow process by all accounts. We are due to follow up to see what the progress has been so we will certainly do that before Christmas. It is generally around an 18 month period for disposal through Defence.

We certainly have expressed interest in that land as a potential homeless crisis centre site or something of that nature.

Cr Mulder

1. I refer to a letter to the Editor regarding Pass Road in which very eloquently as Mayor of the council you pointed out that there is a maintenance program for the potholes on Pass Road which included regular repair. Could you just enlighten us as to what is the special program, what sort of timeframe we have, how is the street patrolled and what is the timeframe for repair a pothole when one is discovered? Is Pass Road some exception or do we have regular patrols of all our roads in the city?

**ANSWER**

At present council has three crews inspecting and repairs potholes throughout the municipality. Due to the state of the road and the amount of traffic our crews are undertaking weekly inspections of Pass Road, with pothole repairs occurring within a week of them being identified.

2. Council has long promoted an Australian Local Government Association program of snap, send, resolve. I would like some information as to how much that is used in the City of Clarence and what are the timelines for resolving something that has been snapped and sent.

**ANSWER**

Clarence is a member of Snap Send Solve and in 2022 received 34 requests through this system. Upon receiving a 'Snap Send Solve' request we reply directly to this system with an acknowledgement. A request is entered into the council system and the request is addressed in the same manner as all other requests and in accordance with council's adopted levels of service.

#### **10.4 QUESTIONS WITHOUT NOTICE**

A Councillor may ask a Question without Notice of the Chairman or another Councillor or the Chief Executive Officer. Note: the Chairman may refuse to accept a Question without Notice if it does not relate to the activities of the Council. A person who is asked a Question without Notice may decline to answer the question.

Questions without notice and their answers will be recorded in the following Agenda.

The Chairman may refuse to accept a question if it does not relate to Council's activities.

The Chairman may require a question without notice to be put in writing. The Chairman, a Councillor or the Chief Executive Officer may decline to answer a question without notice.

**11. CLOSED MEETING**

Regulation 15 of the Local Government (Meetings Procedures) Regulations 2015 provides that Council may consider certain sensitive matters in Closed Meeting.

The following matters have been listed in the Closed Meeting section of the Council Agenda in accordance with Regulation 15 of the Local Government (Meeting Procedures) Regulations 2015.

11.1 APPLICATIONS FOR LEAVE OF ABSENCE

11.2 TENDER T1467-22 – 2022-2023 ANNUAL HARD WASTE COLLECTION SERVICE

These reports have been listed in the Closed Meeting section of the Council agenda in accordance with Regulation 15 of the Local Government (Meeting Procedures) Regulation 2015 as the detail covered in the report relates to:

- contracts and tenders for the supply of goods and services; and
- applications by Councillors for a Leave of Absence.

**Note:** The decision to move into Closed Meeting requires an absolute majority of Council.

**The content of reports and details of the Council decisions in respect to items listed in “Closed Meeting” are to be kept “confidential” and are not to be communicated, reproduced or published unless authorised by the Council.**

**PROCEDURAL MOTION**

“That the Meeting be closed to the public to consider Regulation 15 matters, and that members of the public be required to leave the meeting room”.