

SPECIAL COUNCIL MEETING**MONDAY 6 MARCH 2023****TABLE OF CONTENTS**

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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

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”.

- invite those present to pause for a moment of quiet reflection and respect before commencing the council meeting.
- 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**3. DECLARATIONS OF INTERESTS OF COUNCILLORS OR CLOSE ASSOCIATES**

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 items on the Agenda.

4. DEPUTATIONS BY MEMBERS OF THE PUBLIC

5. REPORTS FROM OFFICERS**5.1 REPORT ON STUDY TOUR OF SUBDIVISION DEVELOPMENTS IN PERTH, WESTERN AUSTRALIA, INCLUDING JINDEE****EXECUTIVE SUMMARY****PURPOSE**

This report provides a summary of the recent study tour conducted by councillors and senior staff to Perth, Western Australia. The purpose of the tour was to view developments in greater Perth that reflect modern subdivision design; to improve knowledge and understanding in terms of contemporary design, planning controls and associated engineering requirements. The tour is linked to the pending council decision in relation to the Skylands Masterplan for land at Droughty Point.

RELATION TO EXISTING POLICY/PLANS

Council's Strategic Plan is relevant. The Tasmanian Planning Scheme – Clarence is also a relevant consideration.

LEGISLATIVE REQUIREMENTS

Nil.

CONSULTATION

There was no requirement for consultation in respect to the study tour, however there is a broader relationship between the study tour and consultation undertaken in respect to the proposed Skylands Masterplan.

FINANCIAL IMPLICATIONS

Costs associated with the study tour were \$26, 419 (excluding GST). This is made up of:

- Travel: \$16,229
- Accommodation: \$7,182
- Car Hire: \$910
- Meals: \$1981
- Incidentals: \$117

There are currently some minor cab-charge costs still outstanding.

RECOMMENDATION:

That Council notes the report.

ASSOCIATED REPORT**1. INTRODUCTION**

This is a report on the recent study tour of urban projects in the Perth WA area. A copy of the tour program is attached (Attachment 1).

The tour was attended by Mayor Brendan Blomeley, with councillors Heather Chong, Daniel Hulme, Bree Hunter, and Wendy Kennedy. They were accompanied by Chief Executive Officer, Ian Nelson, Manager City Planning, Ross Lovell, Strategic Planner, Robyn Olsen and Group Manager Engineering Services, Ross Graham.

2. WHY WAS THE STUDY TOUR IMPORTANT

On 6 March 2023, Council will be considering the proposed Skylands masterplan, for the visually significant Droughty Point peninsula. The site is the most significant development site in Australia, in terms of its permanent impact on the form of a capital city. Given the importance of the peninsula, there has been a significant amount of interest in the proposal, from residents, interest and community groups and government agencies.

The proponents behind the masterplan have proposed a unique approach to the project, relying on the principles of the “new urbanism” design movement. While new urbanism has been applied throughout Europe, America and in some parts of Australia, since the early 1990’s, it would be new to Tasmania.

It is therefore critical that, for more than any other site, fully informed decision making is possible, so that the best decision for the city can be made. In these circumstances, it was decided to undertake this study tour of urban developments that have applied similar urban design principles to those proposed in the Skylands Masterplan. In this regard, it must be noted that Jindee is recognised as the premier new urbanism development in the country, and coincidentally its design was led by the same firm as the Skylands project.

Those who were able to take part in the tour concluded that the knowledge gained was well beyond what would have been achieved from literature review only. It will assist informed and objective decision making on the Skylands Masterplan, with the benefits of the knowledge gained to carry over to future major projects to come before the council, such as the Risdon Vale Structure plan, currently in preparation.

3. THE ITINERARY - EXPANDED

- **Wednesday**

Travel to Perth followed by a presentation on Jindee and other projects – at the studio of Roberts Hatch Day, with Partner, Mike Day and Principal, Cath Evans (formerly Wanneroo City Council) and Julie Harold, Jindee Town Architect (Estates Development Company).

- **Thursday**

- Guided tour at Harbour Rise, Hillarys Beach, with Mike Day
- Presentations at Jindee with Jindee Town Founder Fiona Roche, of Estates Development Company. (EDC is a long-standing family business with documented success in developing sustainable communities.)
- Presentation and discussion with Wanneroo City Council Mayor, Linda Aitken, Wanneroo CEO, Daniel Simms and Director of Planning & Sustainability, Mark Dickson.
- Walking tour of Jindee, with Fiona Roche, Mike Day, Cath Evans and Julie Harold.

- **Friday**

- Guided tours with Mike Day at East Perth, Ellenbrook, Ellenbrook villages and Ellenbrook Town Centre and Subi Centro developments (these were established developments delivered over the past 20 to 30 years across Perth).

4. WHAT WAS SEEN AND LEARNED

At each of the urban areas visited, we were able to see the evolution of good community design, culminating in the Jindee development. However, it was through the leadership of experts at each site that a full appreciation of the elements of design were possible, from large initiatives to subtle design treatments.

Western Australia has a significant track record in the design and delivery of sustainable, quality communities, through urban renewal, infill and new settlements.

Although the places visited provided for a wide range of household types, there were common elements that have been developed in the urban design process. Essentially these are:

- Road layouts that are inter-connected.
- Permeable neighbourhood layouts.
- Streets are safe places, where walking is encouraged.
- Public open spaces as a key community asset. Where possible, stormwater drainage can be used as part of the open space network instead of diverting to underground infrastructure.
- Houses connect people with the street-through horizontal and vertical setbacks, and proximity to the frontage.
- Garages are relocated to rear lanes, so houses dominate the streetscape, rather than garages and driveways.
- Architecture is locally relevant and careful management is necessary to protect and enhance desired qualities throughout.
- Road design is relevant to the role of the street and is also used to reinforce the desired character of the transect.
- Mixed use and diversity adds interest and activity.

It is important to note, early in this report, that the study tour was beneficial beyond its relevance to the Skylands project. The tour demonstrated contemporary urban design evolution as well as demonstrating how some sites have aged and how they are utilised by the people and communities that live there. These outcomes could not be easily achieved in other ways.

5. HARBOUR RISE

Harbour Rise is about 22kms north of the Perth CBD. It has many elements of good neighbourhood design. It pre-dates EDC's work on Jindee, but it is useful to see the evolution of design thinking and results on ground that make it a strong neighbourhood.

Harbour Rise is based around the circular shaped juxtaposition of Azzuro and Amalfi crescents, a short distance inland from the ocean at Hilarys Beach. The Google aerials below show the layout.



Harbour Rise is an attractive, desirable neighbourhood with design elements that separate its approach from normal suburban development, seen in all cities, including Clarence. These elements include core ideas like:

- Street trees and indented on-street parking.
- Stone fences provided by the developer, to ensure streetscape consistency.

- Houses take up the frontage – no disruption to that rhythm from garages and driveways. The concept being “*People live here - not cars*”.
- Landscaped front setbacks.
- Verandahs and fenestration overlooking the street.
- Although a dense development, properties have private spaces as courtyards, pools etc. separating dwellings and rear garages.
- Harbour view park – public open spaces with active and passive areas, with views down Tenerife Blvd to the ocean. This is also part of the stormwater detention system.
- Rear lanes provide access to garages. The rear lane has an eclectic range of structures and is broken up further by the curving alignment. Evidently well used, there are basketball rings and evidence of neighbourly interactions along the lane.

Some of these elements can be seen in the images below.



Image 1: Azzuro Cres.- consistent stone fence, reduced and consistent setbacks, verandahs and decks overlook the public realm, no garages and driveways, gardens.



Image 2: Azzuro Cres.- proximity to active/ passive public open space in the central; reserve.



Image 3: Azzuro Cres.- central public open space reserve. A view over tennis courts to the ocean.



Image 4: Azzuro Cres.- rear lane

6. JINDEE

Jindee is Australia's first *new urbanism* design. Given this is so different from our experiences, it was necessary to obtain an understanding of what it has taken to deliver. That means considerations like physical implementation requirements for engineering, architecture, landscape architecture, town planning, etc; community experiences; administrative and inter-governmental relationship building. With this in mind, our tour began with presentations and discussions with the Town Founder, Fiona Roche, and Town Architect, Julie Harold (who assesses all building plans and collaborates with the selected local designers and builders to ensure designs meet the required form standards before plans are submitted to the council for approval).

From our current perspective it was also very important and informative that presentations were also made by the Mayor of Wanneroo, CEO and relevant Director of Planning and Sustainability. They were proud of the Jindee project and continue to be involved in the ongoing development of the site.

It was clear that the Jindee approach required the development of unique planning and development standards, assessment methodologies, cooperation between council departments, as well as government agencies. Indeed, there has been a substantial body of work that has gone into facilitating these elements, and we were grateful to be offered encouragement, including possible sharing of seconded council staff, to ensure Clarence could benefit from the work and experiences of Wanneroo staff. If Skylands does proceed, then preliminary arrangements have already been made to provide advice directly to Clarence staff.



Image 5: Clarence Mayor and councillors with the Town Founder, Fiona Roche, and Wanneroo City Council Mayor, Linda Aitken, and the model of Jindee on display.

Jindee is set on the coast, built according to that natural landform, with view lines to the ocean influencing the layout.

The layout is highly connected and permeable, intended to encourage walking and cycling. Private off-street car parking is relegated to rear lanes, and public car parking for people visiting shops, cafes and the like or going to the beach, are being internalised within blocks to allow prime land to be better utilised for activities.



The design encourages community development and support, through strong neighbourhood connections. This is where the design philosophy for house design is critical. Houses are based on locally inspired building forms, adapted for contemporary conditions. Typically, they are set closer to the street, but with deep raised verandahs or porches. Experience has shown that this simple technique encourages people to communicate with others passing by. The combination of horizontal and vertical separation makes this a comfortable interaction. Indeed, a lengthy conversation between councillors and Jindee residents sitting on their own verandah revealed how happy their lives now were, where they felt part of a local community, a very different experience from their time living in normal suburbia.

Some of the design elements are seen in the following images.



Image 6: showing setback to high, wide verandah



Image 7: showing setback to wide verandah



Image 8: showing setback to medium height, wide verandah



Image 9: showing setback to medium height, wide verandah



Image 10: showing landscaped setback to wide low verandah



Image 11: showing private internal courtyard



Image 12: showing rear lanes, with 2-way access, garages entries staggered and overlooking, including a studio above window.



Image 13: showing rear lane, curving and landscaped adding interest.

Changing transects through the village are evident, even in those areas where development is yet to begin, resulting in a clearly defined structure around density, the form of development, road design and engineering techniques and open space design and streetscaping.

Emphasis is placed on streetscaping, using species suited to the local environment. As part of the walkable neighbourhood, seating and parks are provided at close intervals. Local materials, particularly sandstone are dominant building materials, including in public places.



Image 14: showing walkways using local materials



Image 15: wide walkways using local materials, overlooked by abutting homes, incorporating fun elements (in this case a slide alternative).

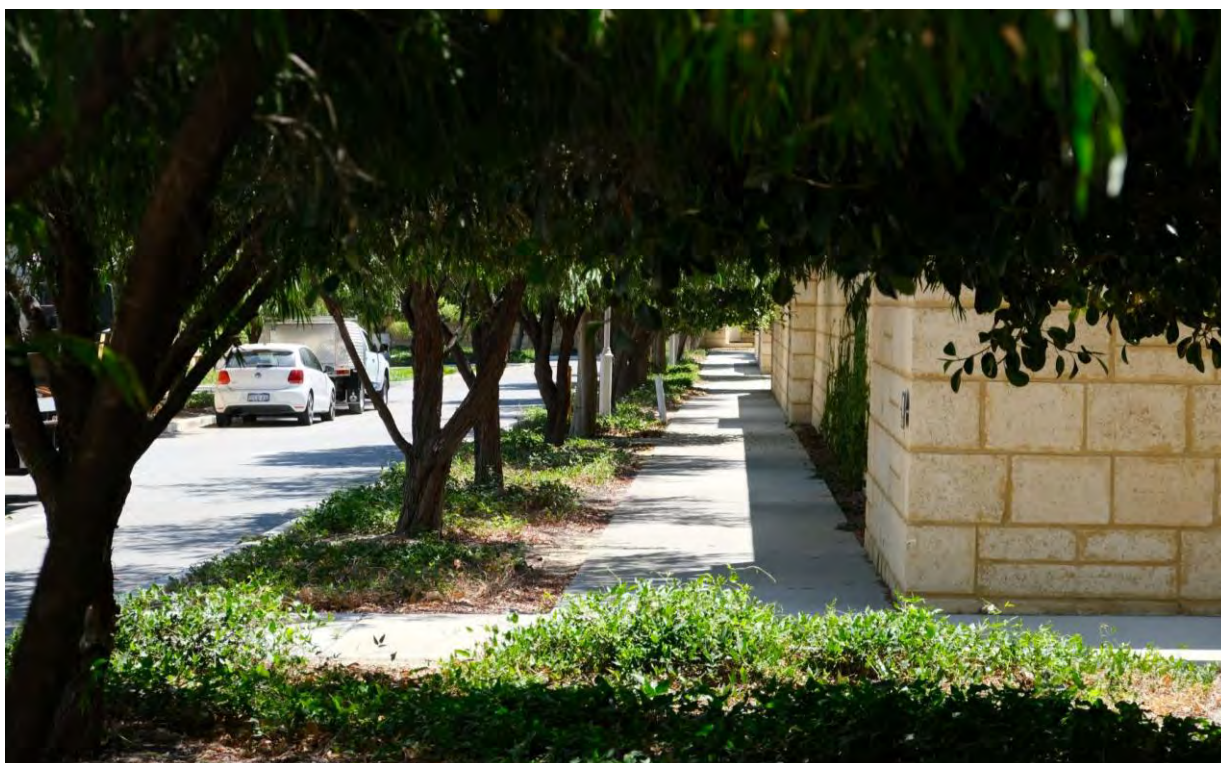


Image 16: safe wide walkways separated from the carriageway and protected by shade street trees encourage walking.



Image 17: street corner - all opportunities are taken to provide resting places for pedestrians.



Image 18: Open spaces are made attractive with a range of seating and facilities like bike parking.



Image 19: an over scaled swing draws people from a distance to this local park.



Image 20: collector streets have on street parking, although short leg lengths keep speeds low, allowing houses to retain reduced setbacks.



Image 21: landscaping being established early around carparking and commercial area under development.



Image 22: showing main road into the village. The squared roundabout will be a design feature but is also a function slowing traffic before entering the village. Landscaping and public art will frame this gateway.

The transect approach has delivered a wide range of housing types in the village, from single storey small homes through to larger homes that will be developed on edge land that is elevated and contains environmental and visual values. The choice is translating into a wide range of housing prices, which is helping to deliver a more diverse community. Currently prices range between \$270,000 and \$670,000 plus land which appears to range from around \$270,000 to \$400,000. This affordability range is important in terms of the long-term objective of providing neighbourhoods where people can, if they wish, remain as they go through each life cycle, in relevant housing.

7. EAST PERTH

There are several neighbourhoods in East Perth that have been developed as part of planned regeneration projects. Some have been on former brown-fields sites. These are earlier developments than Jindee but display the mature outcomes of the advanced urban design thinking in Western Australia since the mid 1990's. Some elements are typified in new urbanism. East Perth provided us with a good idea of how these initiatives have performed.

The following images provide some examples.



Image 23: showing wide and narrow mid-block lanes, which facilitate a highly walkable neighbourhood. Landscaping provides noticeably cooler micro-climates and surveillance by abutting houses successfully ensures safe, welcoming spaces.

8. ELLENBROOK, ELLENBROOK VILLAGES AND ELLENBROOK TOWN CENTRE

These are substantial new town developments outside Perth. They were developed largely for affordable housing. However, the design adopts neo-traditional design principles: connectivity, walkability, rear lanes in some areas, dwellings with connection to the street, well designed open space including incorporation of stormwater drainage into water features, mixed use areas and a defined town centre. Some of these are observed in the following images.



Image 24: showing treed streetscapes, footpaths separated from the carriageway. Houses have verandahs to street, which is unbroken by garages and driveways.



Image 25: showing treed streetscapes, footpaths separated from the carriageway. Houses have verandahs to street, which is unbroken by garages and driveways.



Image 26: showing town square, with locally relevant public art

9. SUBI CENTRO

This is a large regeneration area and the only private redevelopment funded under the Federal Government's Better Cities program, in the mid 1990's. Now a mature inner suburb it displays many urban design treatments, the maturity of which allows success to be measured.



Image 27: showing mid-block laneway, landscaped to offer a cooler micro-climate, but provided with surveillance by abutting houses.



Image 28: Streetscapes encourage walking, footpaths located between fences and nature strips, homes have close setbacks, with fenestration and verandahs to provide surveillance, creating human scaled sense of place.



Image 29: Streetscapes encourage walking, homes have close setbacks, with fenestration and verandahs to provide surveillance, creating human scaled sense of place.



Image 30: Rear lanes have allowed houses to relate to the street. Rear lanes use road curves and landscaping to create interest and control speed.



Image 31: Rear lanes with landscaping, contrasting building materials and studios above garage provide surveillance.



Image 32: Using drainage areas to provide community open spaces in higher density areas. This attractively landscaped reserve is found centrally within the regeneration area provides shared open spaces for residents and visitors.

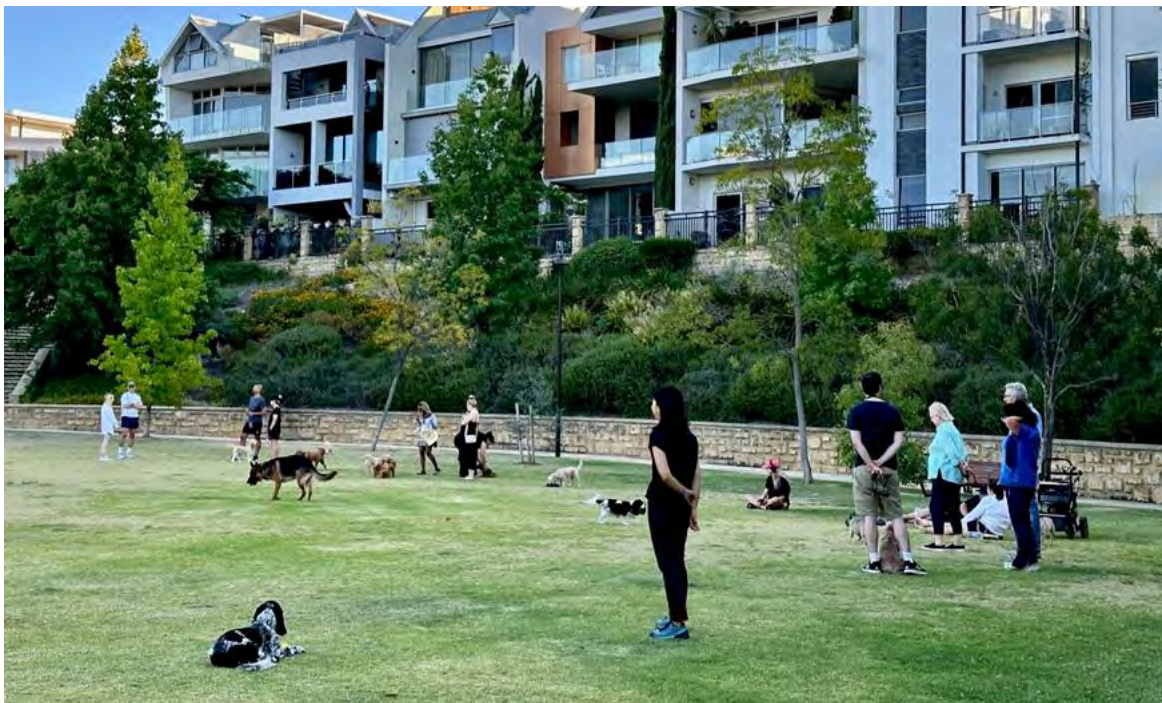


Image 33: Using drainage areas to provide community open spaces in higher density areas.

10. CONCLUSIONS

It is considered that the council visit to the Perth area was a significant benefit, which will provide informed decision making on the Skylands masterplan project. Thanks to the expert leadership and the time provided by key people involved in the Jindee project, including the Wanneroo Mayor and senior executives.

The experience and information gathered will also enable those involved to be informed and effective when future major urban projects come before council.

The trip has also enabled connections to be made with the Wanneroo City Council, who are happy to provide advice and support to Clarence, if the Skyland Masterplan is approved. These connections would be extremely valuable, as Wanneroo City Council has developed a comprehensive suite of planning and design controls, administrative and intergovernmental arrangements necessary to facilitate well designed and timely implementation of Jindee.

Report provided on behalf of the Mayor and Councillors:

Mayor, Councillor Brendan Blomeley
Councillor Heather Chong
Councillor Daniel Hulme
Councillor Bree Hunter
Councillor Wendy Kennedy

Attachments: 1. Perth Projects Tour February 2023 (13)

Ian Nelson

CHIEF EXECUTIVE OFFICER

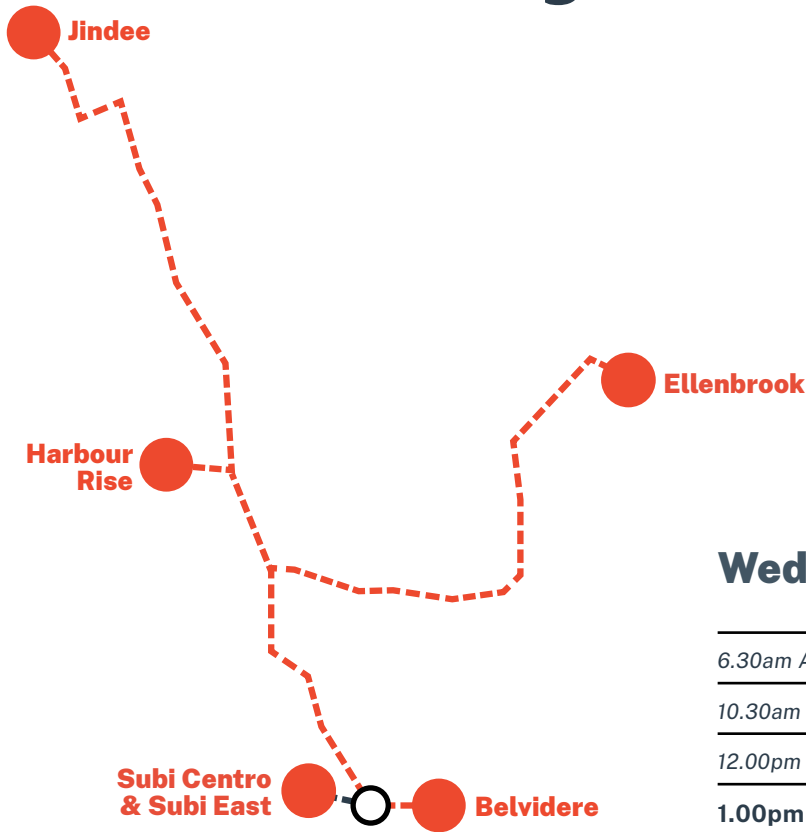
CLARENCE CITY COUNCIL

Perth Projects Tour

FEBRUARY 2023



Itinerary



Clarence City Council Participants

Mayor - Brendan Blomeley
Deputy Mayor - Allison Ritchie
Councillor - Bree Hunter
Councillor - Heather Chong
Councillor - Jade Darko
Councillor - Wendy Kennedy
Councillor - Daniel Hulme
CEO - Ian Nelson
Manager City Planning - Ross Lovell
Strategic Planner - Robyn Olsen

Wednesday 15.02.23

6.30am AEST	Depart Hobart for WA (via Melbourne)
10.30am AWST	Arrive WA
12.00pm	Adnate Hotel check in
1.00pm	HRD Presentation Jindee Harbour Rise with Mike Day, Cath Evans and Julie Harold, Jindee Town Architect
3.00pm	Return Adnate Hotel Explore Central Perth

Thursday 16.02.23

9.00am	Drive Harbour Rise
9.45am	Inspect Harbour Rise
10.30am	Drive Jindee
10.45am	Inspection Jindee with Jindee Founder Fiona Roche
12.00pm	Jindee Project Briefing with Wanneroo City Council Mayor, CEO and Director of Planning Jindee Sales Centre
1.00pm	Lunch Jindee
2.00pm	Inspection Jindee Continued
4.00pm	Drive Perth
4.45pm	Return Adnate Hotel

Friday 17.02.23

9.00am	Depart Adnate for Ellenbrook
9.45am	Inspection Ellenbrook villages
10.30am	Inspection Ellenbrook Town Centre
12.30pm	Lunch Ellenbrook Tavern
1.45pm	Drive Perth
2.30pm	Inspection East Perth
3.30pm	Inspection Subi Centro
5.30pm	Return Adnate Hotel

Saturday 18.02.23

9.00am AWST	Depart WA for Hobart (via Melbourne)
6.10pm AEST	Arrive Hobart

Harbour Rise

“Harbour Rise, Hillarys - Above it all”



46ha
AREA



500
HOMES



1,500
PEOPLE



Click
MORE INFO



Jindee

“Decisively urban... decisively rural” - Andres Duany DPZ



112ha
AREA



1,100
HOMES



3,000
PEOPLE



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Jindee, located 37km north-west of Perth, encompasses 112ha of premium coastal land with extensive frontage to the spectacular Indian Ocean coastline.

Jindee has been carefully planned and designed as an authentic seaside village that captures the essence of coastal living in Western Australia. The vision for Jindee is to achieve an integrated coastal community that provides a viable alternative to the pattern of urban sprawl prevalent along the Perth metropolitan coastline.

The built environment and landscape is designed to complement the coastal setting, not unlike the built form heritage of the much-loved Perth coastal settlements of Rottnest, Cottesloe and Fremantle. Integral to the design is preservation of the site's inherent environmental qualities through the protection of significant vegetation and landforms.

The project design embraces the timeless principles of town planning and design and successfully applies two innovative design tools - the Transect model and Form Based Codes - to achieve a distinctive and diverse urban landscape that responds closely to the natural environment.

Approximately 1,100 dwellings of various densities will be accommodated within the project that will enjoy access to the coast and a compact, walkable, mixed use coastal village. The coastal village is designed to respond to local community needs as well as become a prominent tourist, lifestyle and entertainment destination for the north-west region of Perth.

To facilitate implementation of Jindee and its founding vision, the landowner and State and Local Government entered into the Jindee Innovation Agreement. Its ratification is a

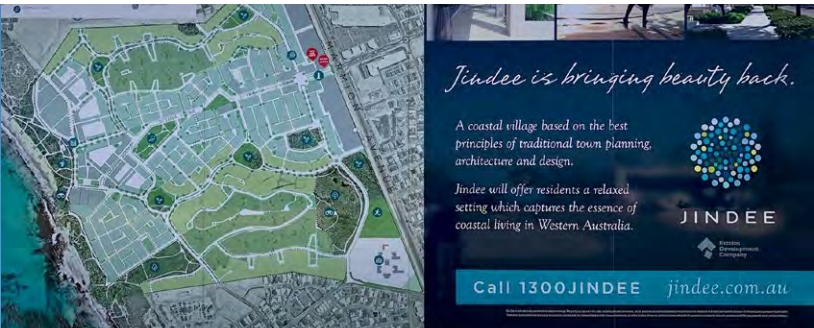
significant milestone, permitting the exchange of land located within the existing coastal foreshore reserve for private land proposed to be reserved for conservation. This is critical to enabling the coastal village to be built closer to the coast. Visual and physical integration of the village with the coast will enhance the viability of planned tourist and commercial activities and contribute to its seaside character, while ensuring a positive nett environmental outcome for the site.







 **SALES OFFICE**
MON - WED 12 noon - 5pm
SAT & SUN 10am - 5pm
JINDEE 1300 546 333



Jindee is bringing beauty back.
A coastal village based on the best principles of traditional town planning, architecture and design.
Jindee will offer residents a relaxed setting which captures the essence of coastal living in Western Australia.
JINDEE
Perth's Coastal Community
Call 1300JINDEE jindee.com.au



Jindee Display Street

We asked Perth's most stylish builders to design homes that are beautiful. Pop in and have a look.



Belvidere

“Western Australia’s largest inner-city urban renewal project”



4.5ha
AREA



200
HOMES



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Belvidere, a mixed use urban neighbourhood, forms part of Claisebrook Village, located within the East Perth Redevelopment Area. Claisebrook Village is Western Australia's largest inner-city urban renewal project.

Conversion of a former bus depot

The Belvidere site contained a former bus depot and was remediated and redeveloped by the East Perth Redevelopment Authority, under the East Perth Redevelopment Act 1991 (EPRA).

Working hand in glove with industry leaders in real estate and housing

In the early phases of the project Roberts Day, in concert EPRA's real estate advisor Paul Conti and Claude Giorgi of Buildwise, jointly prepared a conceptual, practical masterplan which

fostered access to the Swan River and maximised panoramic views to Central Perth. The unique blend of real estate knowledge, local building expertise and site specific planning provided a successful response to an existing architectural design that was limited in lot diversity and contextual integration.

True, Mixed Use

The final design resulted in a rich and legible urban character with a unique sense of place and belonging. The product mix comprised a mix of offices, home/offices, duplexes, medium density town homes and an eight storey apartment building. Belvidere conveys a strong sense of local identity and place, while complementing the established interconnected street pattern, an intrinsic part of the urban character of the East Perth Redevelopment Area.

Context, Sensitive Design

The urban structure is designed to facilitate walking and cycling through carefully planned linkages and street treatments that encourage a low traffic speed environment.

Physical and cognitive links to the Swan River foreshore, Claisebrook and the wider East Perth Redevelopment Area are also reinforced through the design.

The Landscape and architectural qualities of the site contribute to its cosmopolitan feel and diversity. Defining elements include tree lined streets, bold public art and a compact built form. Buildings of complementary height, scale and setback frame streets and central avenue.

Market Response

The diverse product mix was rapidly taken up in the marketplace.

Testimonial by residents of Old Belvidere Promenade:

"Our Motto: A good neighbourhood will guarantee us not only security and safety but also a high standard of living and health which will extend our life. The first wealth is health. Be in touch and socialise with others."



Ellenbrook

“The world’s best master-planned community”



1,200ha
AREA



10,500
HOMES



30,000
PEOPLE



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Ellenbrook is Australia's most awarded new town and one of the fastest growing new communities. Located in the Swan Valley, north-east of Perth, Ellenbrook will ultimately comprise a community of over 30,000 people in 11,000 homes with an array of community facilities, services and employment opportunities.

Australia's first micro lot housing has recently been developed in Ellenbrook. Some 20,000 residents now live at Ellenbrook. Residents have the choice of living in one of eight walkable villages or in the multi-functional town centre. Land sales have averaged 450-500 blocks per annum over the past 12 years. Facilities and services are conveniently grouped within the village centres, which are easily accessed from interconnected streets and linear parkways.



“The world’s best master-planned community”

ELLENBROOK NEW TOWN

2015 World Prix d’Excellence Award International Real Estate Federation (FIABCI)



Tour Participants



Clarence City Council
Participants

- Mayor Brendan Blomeley
- Deputy Mayor Allison Ritchie
- Councillor Bree Hunter
- Councillor Heather Chong
- Councillor Jade Darko
- Councillor Wendy Kennedy
- Councillor Daniel Hulme
- CEO Ian Nelson
- Manager City Planning Ross Lovell
- Strategic Planner Robyn Olsen

Fiona Roche
Estates Dev Co Pty

Fiona Roche is the Executive Chairman of a family-owned residential real estate developer.

The other family shareholders are her two sisters. The family has been engaged in residential broad hectare real estate development since 1922 when the group was started by Fiona’s grandfather. Her father ran the group from 1948 until 1995 when he retired from an executive role and she took over management.

The company operates in two states of Australia, South Australia and Western Australia. The management companies are known by different names in each State: Adelaide development Company in South Australia and Estates Development Company in Western Australia.

As well as broad hectare residential development, we are also involved in other forms of property development, property investment and farming. The farming interests are quite sizable, including vineyards, as well as mixed farming operations in various locations in Western Australia and South Australia. The company’s largest development at the moment is Jindee. It is a 112-hectare site on the coast, 37 kilometres north of Perth, Western Australia. It was designed by DPZ (Florida) with support from RobertsDay (Perth).

The project manager in charge of the project for DPZ at that time was Ludwig Fontalvo Abello. Ludwig left DPZ but has continued to work on Jindee over the years and heads the design part of the project teams.

Cath Evans
Hatch RobertsDay

Cath has over 20 years’ experience in the urban planning and development industry, and brings considerable depth of experience in the assessment, negotiation, project management and implementation of both strategic and statutory projects. Underpinning her experience is a passion and desire to create vibrant and sustainable places that are people focussed and that retain and create a sense authenticity too often missing in new developments.

Cath is the current Chair of the WA Environment, Planning and Development Committee for the Housing Industry Association (HIA), and sits on the HIA Regional Executive Committee, providing advice to HIA Executive to support its policy platform, and ongoing government and ministerial liaison.

Her experience and exposure in the planning and development industry at a technical, and political level, is underpinned by an in-depth knowledge of the statutory planning system in WA, providing clients with practical solutions and strategies to innovative and challenging proposals.

Mike Day
Hatch Robertsdays

Partner at Hatch Robertsdays, a co-founder of robertsdays, Mike has moderated visioning + planning design forums and led the firm’s design teams responsible for an array of urban renewal projects and new towns throughout Australia, New Zealand, UAE and Asia since theinception of the company in 1993.

Mike was the principal master planner and urban designer of the Ellenbrook New Town in Western Australia and in 2004, the recipient of the Russell Taylor Award for Design Excellence for Ellenbrook.

Ellenbrook received the International Real Estate Federation [FIABCI] 2015 World Prix d’Excellence Award as the world’s best master-planned community.

Consecutive Western Australian Planning Ministers appointed Mike; Deputy Chairman of the Subiaco Redevelopment Authority and Board member of the East Perth Redevelopment Authority from 2002 -2010. Mike has held the positions of; Chair EPRA Planning Committee, Chair SRA Planning Committee and Chair Housing Industry of Australia WA –Planning Committee.

The Victorian Department of Planning and Community Development appointed Mike to the independent property industry panel that nominated the 900-hectare Werribee East landholdings, within the City of Wyndham, as the site for a model 21st century city for metropolitan Melbourne.

Mike was awarded the 2018 Place Leaders Asia Pacific Centrepiece Award | Leadership Excellence in Promoting Walkable Urbanism.

Based in Melbourne since 2005, Mike is leading the practice’s design teams implementing new towns and urban renewal projects in Victoria, South Australia, Queensland and the Aust Capital Territory. He was appointed Chair of UDIA Victoria’s Building, Design and Civic Realm Committee in August 2018.

Mike is a Fellow of the Planning Institute of Australia and a Fellow of the Australian Institute of Company Directors.`

5.2 REQUEST TO APPROVE THE “SKYLANDS MASTERPLAN” AT 936 OCEANA DRIVE, TRANMERE AND 328 DROUGHTY POINT ROAD, ROKEBY AND TO AMEND URBAN GROWTH BOUNDARY PDPSAMEND-2021/022172

EXECUTIVE SUMMARY

PURPOSE

The purpose of this report is twofold:

- to consider a request to endorse a masterplan for the future development of the site; and
- to consider a request to modify the Southern Tasmanian Regional Land Use Strategy’s (STRLUS) Urban Growth Boundary (UGB), around the Droughty Point peninsula between Tranmere and Rokeby.

RELATION TO PLANNING PROVISIONS

The land is subject to a range of mapped planning zones and code overlays: Landscape Conservation; Future Urban; Utilities, Bushfire-prone Areas Code; Coastal Inundation Hazard Code; Flood-prone Hazard Areas Code; Landslip Hazard Code; Natural Assets Code and Safeguarding of Airports Code.

CONSULTATION

Although there is no statutory requirement to undertake community consultation for this type of application, extensive community engagement has been undertaken in accordance with Council’s Community Engagement Policy 2020 and the following Notice of Motion approved by Council at its meeting on 22 March 2021:

- “1. *that prior to considering any further Council requests to the Minister for Planning to amend the Southern Tasmanian Regional Land Use Strategy (STRLUS), including any extension to the Urban Growth Boundary (UGB) within Clarence, Council as a matter of policy and best practice, undertakes broad public consultation before determining whether or not to support a particular request; and*
2. *that the feedback received be included in any report to Council in the same manner as a land use planning application.”*

The applicant has also incorporated consultation with the wider community and relevant agencies within their design process, referred to as the design “charette process”.

The proposal has also been referred to relevant government agencies and regional councils for their consideration and responses.

RECOMMENDATION:**A. That Council:**

1. Endorses the Skylands Masterplan as the detailed framework for the future development of the Droughty Point peninsula, subject to:
 - i. The motor vehicle access above Norla Street, Tranmere through to Neighbourhood 5, Rokeby, being replaced by a multi-user pathway, with provision for access by infrastructure service and emergency vehicles.
 - ii. The Lots above existing Oceana Drive houses between Norla Street and Bindara Road, being designed as Low Density Residential Zoned lots.
2. Requests the Minister for Planning to approve the request to amend the Urban Growth Boundary, to facilitate a future proposed planning scheme amendment application to implement the Skylands Masterplan.
3. Advises the applicant that:
 - i. if the Urban Growth Boundary is amended, council expects that a form-based code will be developed for the site, to be introduced as a Specific Area Plan, through a planning scheme amendment.
 - ii. as a significant area of public open space is to be offered as part of the implementation of the Skylands masterplan, legal mechanisms such as a Part 5 Agreement under the *Land Use Planning and Approvals Act 1993* must be entered into with council before the development of the site begins, to cover land management arrangements, as well as major public open spaces, under the *Local Government Act 1993*, to identify them as public open space with a notation on the title and recording as public land on the General Manager public land register.

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.

ASSOCIATED REPORT**1. INTRODUCTION**

For brevity, this report will include several frequently used acronyms. These are listed below:

- Clarence Local Planning Schedule (LPS)
- Information Sheet RLUS 1 - Reviewing and Amending the Regional Land Use Strategies (RLUS1)

- Land Use Planning and Approvals Act 1993 (LUPAA)
- Southern Tasmania Regional Land Use Strategy (STRLUS)
- Specific Area Plan (SAP)
- Tasmanian Department of Treasury and Finance (DoT)
- Tasmanian Planning Scheme (TPS)
- Urban Growth Boundary (UGB)

2. BACKGROUND

This report examines a request to support the Skylands Masterplan and to request the Minister for Planning to amend the STRLUS, which is necessary to implement the masterplan via a future planning scheme amendment. The report will broadly cover the following:

- review of statutory and non-statutory processes;
- review of the Skylands Masterplan;
- review of the UGB amendment request;
- review of strategic planning considerations;
- review of consultation outcomes; and
- the relationship with the Tranmere - Droughty Point – Rokeby Structure Plan project.

3. STATUTORY FRAMEWORK

3.1 The STRLUS was approved by the Minister for Planning on 27 October 2011 and has been amended on several occasions since, mostly for minor UGB amendments around Greater Hobart and other centres. A 2022 amendment also allowed for urban expansion on lots up to 2ha, without change to the UGB.

3.2 Section 5A (6) of LUPAA requires that the Minister must keep all regional land use strategies under regular and periodic review. There is no statutory mechanism for either individuals, agencies, or councils to apply to amend the STRLUS, although the Minister's preferred approach is that they are submitted via the relevant council.

- 3.3** The Government’s Planning Policy Unit, now known as the State Planning Office, developed the non-statutory guideline known as RLUS1, as the process for councils to follow if requesting the STRLUS amendments. RLUS1 describes when and under what circumstances regional land use strategies may be reviewed and amended. It also provides details on the requirements and processes for reviewing and considering such amendments. RLUS1 has not been updated since June 2019.
- 3.4** Despite the above, the Minister for planning advised on 22 July 2022, that to ensure sound strategic planning, consideration of proposals to extend the UGB would be deferred pending completion of strategic planning studies being undertaken within the region. The Minister noted that the Greater Hobart Plan was to be finalised and adopted by the end of August 2022 and that this might provide the strategic basis for consideration of the UGB to support the Skylands Masterplan proposal.

As the “*30 Year Greater Hobart Plan*” was adopted by the Greater Hobart Committee on 24 August 2022, the Minister’s temporary hold point has now been satisfied.

- 3.5** A planning scheme amendment is also required before the site can be developed. The request envisages that the amendment would incorporate the masterplan. The planning controls necessary to facilitate this would involve applying a combination of zones and codes drawn from the TPS and a SAP, with bespoke controls suited to the project. These techniques have already been applied to several sites and precincts covered by the Clarence’s LPS, although in this case, such SAP would involve significantly more detail, to ensure the plan is delivered with the qualities envisaged in the masterplan, over 25 years plus.

- 3.6** The masterplan is discussed in detail below; however, it may be noted now that the masterplan relies on other arrangements being put into place, which sit outside LUPAA and LGBMP. In particular, a significant area of public open space is to be offered. If the proposal is supported by council, such approval would be bound to the delivery of that public open space.

Legal mechanisms such as a Part 5 Agreement under LUPAA would need to be entered into before the development of the site began, to ensure that the public open spaces are delivered in a timely way and in an appropriate condition. As the proponents intend to invest in these areas before handing them over to council, to ensure that they are at the high standard necessary to enhance the project, the proponents would also be justified in expecting council to enter into an agreement to ensure that the public open space is managed to a satisfactory standard. Such an agreement may also extend to declaring the Hilltop Park and foreshore linear spaces, as Reserves, to provide the greatest level of protection and certainty.

- 3.7** As with any project of this type, detailed survey, design, engineering and the detailed development control standards and requirements follow later. The masterplan is intended to supply appropriate detail for decision making on the future design approach.

4. STATUTORY IMPLICATIONS

- 4.1.** Under Section 5A (3) of LUPAA the Minister for Planning may declare a regional land use strategy. Section 5A (6) specifies that the Minister must keep all regional land use strategies under regular and periodic review.
- 4.2.** Section 34 provides that an LPS must meet specified LPS Criteria, which include the requirement that an LPS or amendment to an LPS, be as far as practicable, consistent with the relevant regional land use strategy. In Clarence, the relevant regional land use strategy is the STRLUS. Under Section 35, the TPC must determine that an LPS or an amendment to an LPS meets the relevant Criteria.

- 4.3.** The Skylands Masterplan proposes urban development above the current UGB. Accordingly, an application to rezone the land for urban purposes (General Residential for example) would be inconsistent with the STRLUS and cannot be prepared or submitted to the TPC. Therefore, a STRLUS amendment must first be approved.
- 4.4.** There is no statutory mechanism for either individuals or Planning Authorities to apply to amend the STRLUS.
- 4.5.** There is no statutory requirement for the Skylands Masterplan. However, to support a LPS amendment, a structure plan is required to facilitate the rezoning of the Future Urban Zone. In this case, the proposed masterplan exceeds the level of planning detail expected of a structure plan, which is a higher level and less detailed plan which sets out a broad framework for future development, set within key movement networks, with open spaces and locations for key land uses, including residential areas, densities, activity centres, important open spaces, and important community facilities. Accordingly, the masterplan, if approved, would satisfy the need for a structure plan.
- 4.6.** It is also noted that a structure plan would still be required for several parcels of land to the north of the site. That would involve resuming the process that was put on hold pending consideration of the Skylands Masterplan. In resuming that process the project could incorporate or omit the Skylands Masterplan, depending on council's decisions on the matters now before it, and of course those of the Minister for Planning, should he be asked to amend the UGB.

5. PLANNING HISTORY

- 5.1.** The urban development of the Tranmere - Rokeby - Droughty Point has been a long-term intention of the council. Several plans were undertaken over the years to achieve this. Major infrastructure, including the design of Oceana Drive which was planned to ensure that the growth of the peninsula could be suitably developed and serviced over the longer term.

- 5.2.** Planning concepts were developed for the area since at least 1960. Under the Eastern Shore Planning Scheme 1963, the peninsula was zoned Reserved Residential (red hatch). This is shown in Figure 1 below.

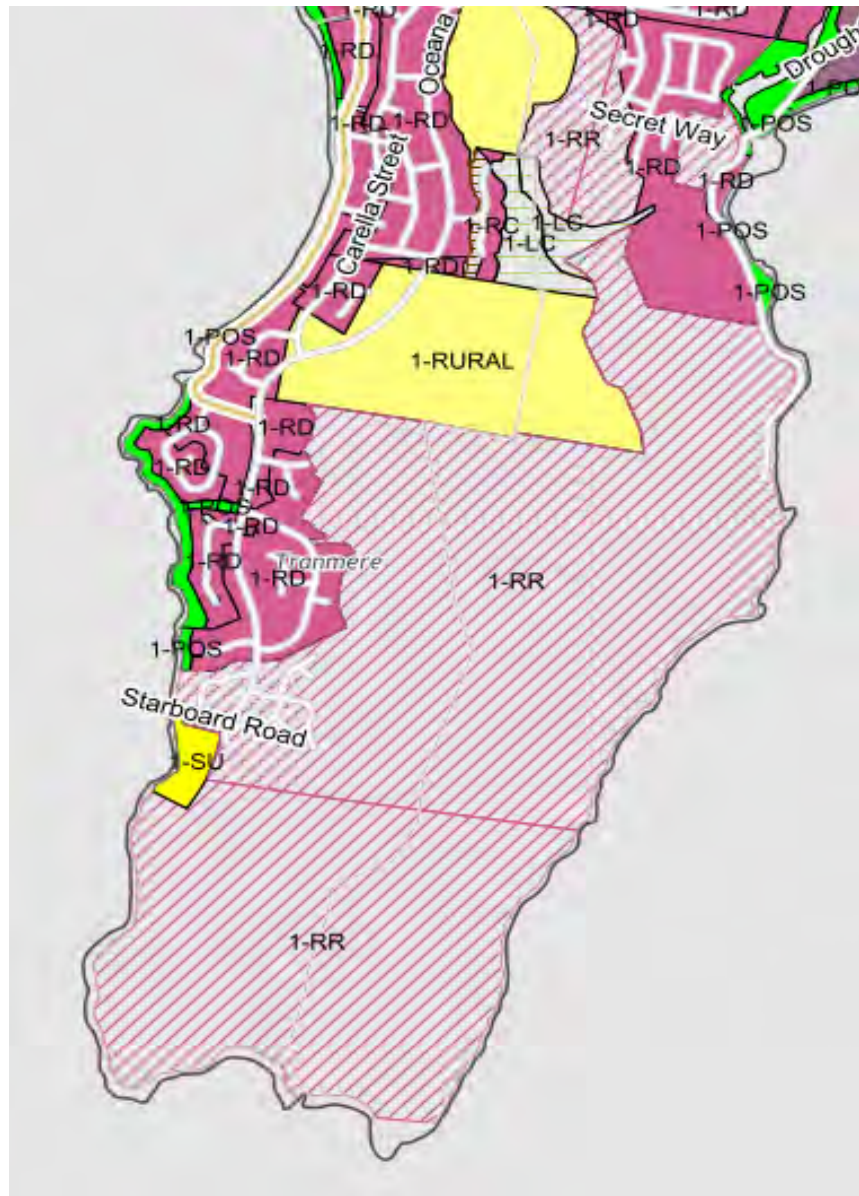


Figure 1: Eastern Shore Planning Scheme 1963

- 5.3.** The Clarence Planning Scheme 2007 zoned the site Rural (yellow) and Landscape and Skyline Conservation (green). The boundary between them was set based on estimated contour (around 70m) for the delivery of residential water from reservoirs, at that time. The zoning is shown in Figure 2 below.

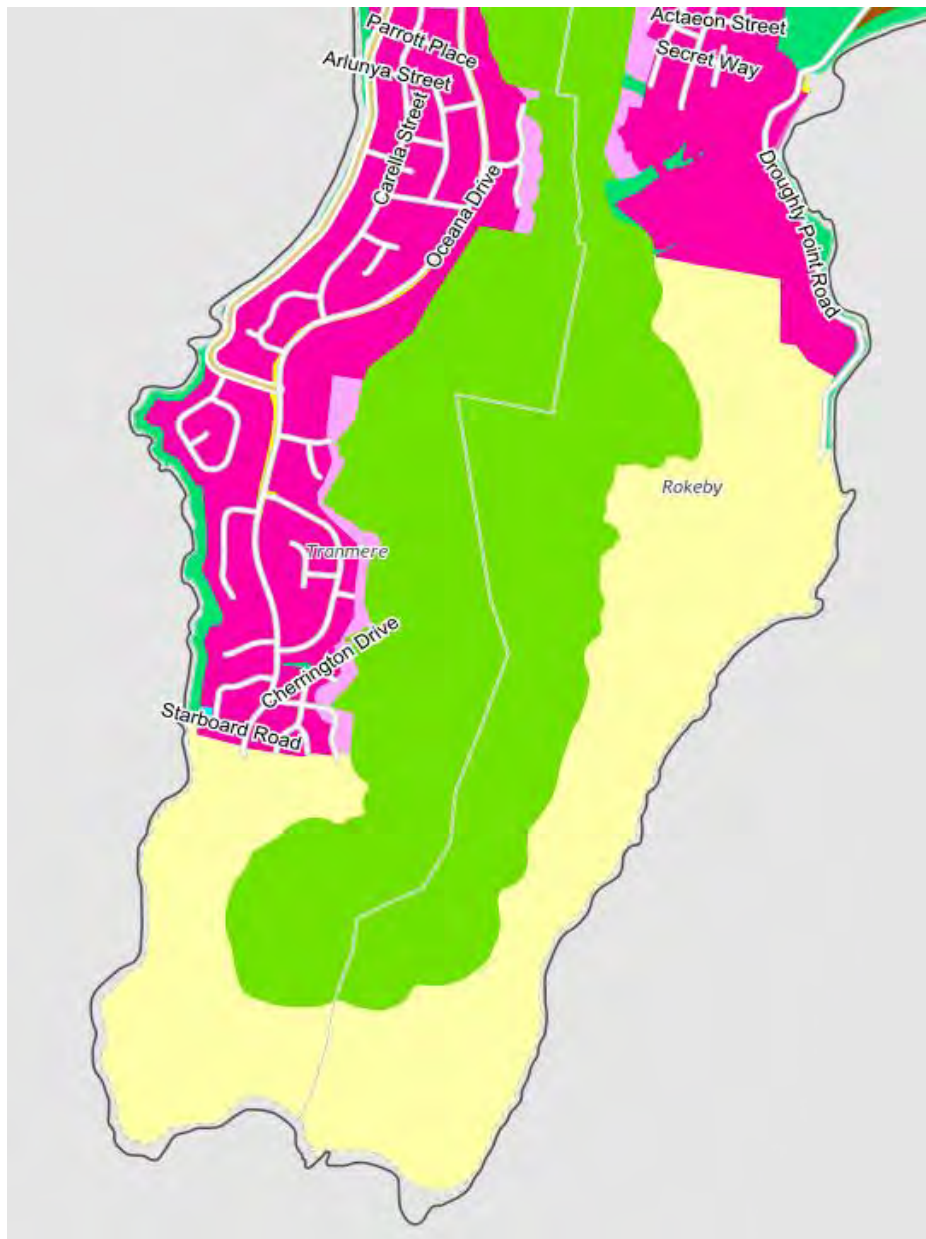


Figure 2: Clarence Planning Scheme 2007

5.4. This scheme also introduced strategic land use framework plans through its planning policy framework. These were the high-level basis for the planning controls and an urban growth boundary, which was also amended over time, to provide for appropriate urban expansion proposals. The planning policy framework also set out a range of objectives and strategies for settlement planning, and relevant to the peninsula, sought:

- Encouraging the development of land use patterns linked to social and physical infrastructure;

- Providing for the focus of future residential growth within the serviced Howrah/ Tranmere/ Droughty Point corridor, Howrah, Rokeby and Clarendon Vale; and
- Providing for housing choice by ensuring a range of locations and adequate supply are available to meet demand and avoid speculation driven land prices.

The Scheme's Rural zone was applied to the peninsula as a holding zone, pending the implementation of the Planning Policy Framework for the area. This technique was applied, as the then Resource Planning Development Commission, would not allow the use of "Reserved" zones in the planning scheme.

- 5.5.** The Clarence Interim Planning Scheme 2015 was introduced following the adoption of the STRLUS and was the first step towards a state-wide planning scheme. This introduced new zones, but with similar objectives to the previous scheme. The selection of zones and zone boundaries is generally on a like for like basis with the previous scheme.

On the zoning map in Figure 3, the major zonings are Open Space (Green) – (noticeably for the Derwent River abutting the peninsula), Environmental Living (khaki), Particular Purpose – Urban Growth (yellow), and General Residential (red) and Low Density Residential (pink).

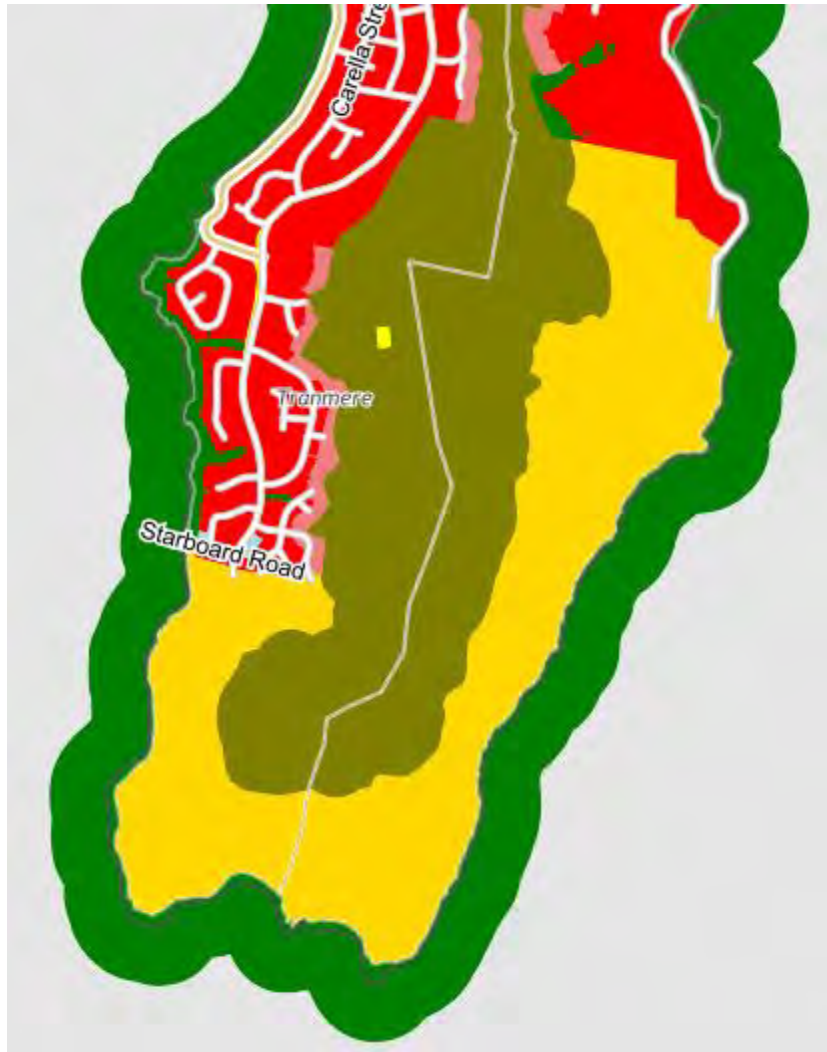


Figure 3: Clarence Interim Planning Scheme 2015

- 5.6.** There have been several incursions into the UGB, approved as amendments to the previous two planning schemes. These have included:
- To the north of the Skylands site, a rezoning and permit (ref: SD-2011/30) approved a 38-lot subdivision extending Tunah Street and Coventry Rise, including creation of Themeda Court as well as the creation of Eucalyptus Rise. The site ranges up to the 79m contour above Tunah Street, the 81m contour above Coventry Rise and Themeda Court, and the 88m contour above Eucalyptus Rise.

- Rezoning and permit for a 30-lot subdivision of 22 Atkins Street Rokeby (ref: A-2018/1), which rises to the 76m contour on the east side of the Rokeby Hills, north of the Skylands site. The TPC approval followed the Minister for Planning’s approval of a UGB amendment request.

These incursions have been ad hoc and can be expected around Greater Hobart, in a situation where the UGB is not regularly reviewed or where there is no structure plan in place.

5.7. It is also important to note that the STRLUS was amended on 22 September 2021, to allow *“the consideration of a rezoning proposal for a lot area of up to 2ha that is outside, but adjoining, the Greater Hobart Urban Growth Boundary (UGB) provided it meets the necessary criteria and other relevant regional policies in the STRLUS.”* This means that where there is no structure plan in place or where land is not set aside for public open spaces, ad hoc planning scheme amendments to rezone land may be readily made around Greater Hobart, including above the UGB on the skylines and hillfaces overlooking the River Derwent.

5.8. The STRLUS identifies Droughty Point Corridor as a Greenfield Development Precinct. It provides that a structure plan is also required for such precincts and describes structure plans as plans showing *“...detail on the spatial Plan arrangement of the future use and development In addition to illustrating details such as road configuration, infrastructure provision and the location of retail and community facilities such as shops, schools and public open space, a Structure Plan should also show details such as desired housing density, land use classification and buffer zones”*.

The STRLUS describes how Precinct Structure Plans must be applied in planning schemes and the land rezoned before subdivision applications can be made.

While there have been some minor amendments to the STRLUS since it was declared in 2011, it is accepted that it is in need of an overhaul, in view of significant physical, demographic and social changes within the region. However, this does not change the importance of structure planning for greenfield areas, to ensure good planning outcomes in the future.

- 5.9.** To facilitate development of the peninsula, council engaged Niche Planning Studio, to develop a structure plan. The structure plan area covers several properties and is to meet a range of good design objectives, for example, responsiveness to the setting, a connected and legible movement system, housing diversity, open spaces, and commercial and community facilities. The study area was restricted to the UGB. As the Structure plan reached the final draft stage, the Skylands Masterplan project was initiated. The (Niche) structure plan was put on hold by council, pending the Skylands Masterplan outcome, to see if the broad scale structure plan and the detailed masterplan could work together. The structure plan is still to be completed to provide the overall framework for the peninsula. How it is completed will depend on decisions made in relation to the Skylands Masterplan.

5.10. Tasmanian Planning Scheme – Clarence LPS

Under the LPS, previous planning controls were translated into the closest like-for-like equivalent provided in the TPS. Accordingly, the Skylands site contains land zoned Landscape Conservation (olive), Future Urban (orange), and Utilities (yellow), under the Clarence Interim Planning Scheme 2015, indicated in Figure 4 below.

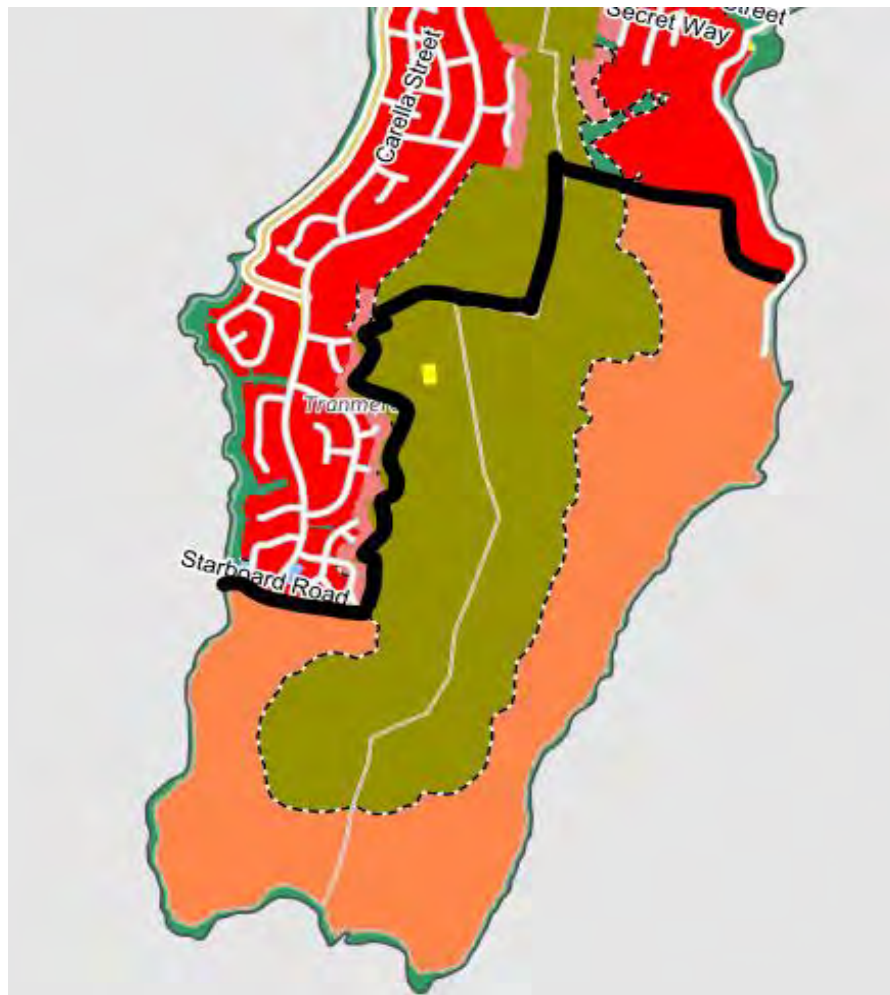


Figure 4: Clarence LPS

The LPS also includes relevant Code Overlays, including Bushfire-prone Areas Code, Coastal Inundation Hazard Code, Flood-prone Hazard Areas Code, Landslip Hazard Code, Natural Assets Code, and Safeguarding of Airports Code.

6. THE SITE

6.1. Context

This impressive site is likely the most significant development site in Australia, in terms of its potential to impact on the character of a capital city.

The site is strategically located approximately 17km drive from the central Hobart area and 15km drive from Hobart International Airport and is accessed from Oceana Drive and Droughty Point Road on the west and east sides of the peninsula.

The site is visually significant, and a major element of the landform which makes up what is effectively a Greater Hobart amphitheatre. It is also a striking element of the gateway to Hobart from the sea and views back from the South Arm peninsula. The site, as well as the developed residential areas from Tranmere to Howrah and the Rokeby Hills are the significant view from the urban areas on the western shore of the Derwent, as well as the major viewpoints around the coastline and from Kunanyi/ Mt Wellington in the Greater Hobart sub-region.

The eastern side of the peninsula overlooks Ralphs Bay as well as urban areas of Rokeby, Oakdowns, Lauderdale, with broad vistas to non-urban and conservation areas across the water.

6.2. The Location

The Skylands Masterplan covers around 310ha, in 2 ownerships. The majority owner holding is 297ha and another owner holding 13ha in the north-east section.

The Clarence Foreshore Trail along the western coastal area and the Rokeby Hills separates Tranmere and Howrah from Rokeby. The Rokeby Hills contain a range of scenic and natural attributes, including valuable bushland, which extends down the ridge line to the Skylands site, where the hillsides and ridge line are devoid of any significant vegetation. However, the ridgeline and upper hill faces offer expansive views of Hobart and surrounds, as well as out to sea, and to the east.

To the north, residential areas are now established on the Howrah/Tranmere and the Rokeby sides, and while development has ranged to various contour levels, it is below the ridgeline. Howrah/Tranmere and Rokeby are located on either side of the Droughty Point Peninsula with frontages to the west and east respectively. They are not connected by roads, and this has exacerbated the elongated nature of the suburbs and solidifies their separate characteristics and lack of shared and equitable access to services and facilities.

The site is accessible from the north, with principal collectors Oceana Drive and Droughty Point Road. Tranmere Road and Tollard Drive also serve through traffic. The collectors give access to a wide range of facilities and services shared with other suburbs. These include schools in Howrah, Rokeby and Clarendon Vale, shopping centres at Shoreline and Glebe Hill, and smaller centres in Rokeby, and a wide range of passive recreational and sporting spaces. While accessible to the Skylands site, those important facilities require access by motor vehicle transport, primarily because of distance.

A large percentage of the site is underlain by basalt or dolerite, which has bedrock at reasonable depths which should allow for suitable foundations for residential buildings and is unlikely to be greatly exposed to erosion or landslip. The site contains a range of slopes, with some areas, mainly on the western side, exceeding 20%. Slope presents difficulties for building and in steeply sloping areas, careful consideration needs to be given to lot configuration and road design to ensure sound construction, manageable house sites and neighbourhood accessibility.

The natural values of the site have been degraded over many decades and it does not have significant flora and fauna. Where species have been identified, such as the spotted handfish, relevant protections are in place. There is a large stand of sheoaks on the south-western part of the site and although this has no significance from a natural values perspective, it currently provides some scenic value, which is both a constraint and opportunity for future development.

There are also indigenous values which require protection. It is believed that the largest portion of the indigenous heritage values are located within 50m of the foreshore area. Further survey work would be required as development design is undertaken at a later stage, and this would require adjustments to the development areas at that time.

The foreshore area also has some European heritage, largely around the southern tip of the point. Again, further work may be required to identify and protect these values in the future.

Existing sewer, water, electricity, and telecommunication infrastructure extends only to the periphery of the site. Implementing services for future residents along the western portions, and steeper areas presents design and construction constraints. Similarly, the slopes present stormwater runoff management issues for future design.

7. THE PROPOSAL

As discussed, the proposal is in two parts. The first requires a decision on the Skylands Masterplan and the second, a decision on the UGB amendment request, which would pave the way for implementation of the masterplan through new planning scheme controls and other legal arrangements.

Before examining the masterplan itself, it is useful to discuss the proponents' planning process and design philosophy, as these differ markedly from proposals for new urban areas, which council has considered in the past.

7.1. Overview

To develop a plan for their property, the landowners engaged urban design firm DPZ CoDesign, and the firms of Macroplan, for economics and demography, Traffix for traffic engineering, and Turf for landscape architecture.

Early in the design process, the landowners' consultants sought input from relevant government departments and undertook a "charrette". This is an interactive design process where masterplan designing is undertaken in a public setting. Government agencies, service providers and interested parties including local residents and landowners, community groups and others are invited to participate. The process encourages ideas to be raised, tested, and incorporated, as appropriate, into the final masterplan.

Normally the process is conducted in a face-to-face setting, however, due to Covid pandemic limitations, the charette was held live online from the designer's office in the USA.

Despite time differences, the designers set timeslots for the public design sessions to enable participation each morning of the charette. Sessions were also recorded for review at other times. It took place over 10 days from 3-12 November 2021.

The on-line charette was more challenging than the preferred approach, but it did offer participation and it must be acknowledged that no other development to come before council has involved input from interested parties and agencies during the design process. Normally consultation only takes place at the completion of the design and when a rezoning or planning permit application is advertised.

7.2. Skylands Masterplan – applying the new urbanism approach

Although applied in many parts of Australia, North America and Europe over recent years, DPZ's urban design approach is unique in Tasmania. It differs significantly from the familiar post 1970's suburbanism which has dominated the growth of Greater Hobart and other cities and towns. It is a different design paradigm and therefore some backgrounding is appropriate, in order to appreciate the objectives of the masterplan.

“New Urbanism”, is an international town planning/urban design movement that began in the early 1990s. Its core principles include walkability; mixed use and diversity; mixed housing and density; quality architecture and urban design; traditional neighbourhood structure; density; smart transportation; sustainability; and quality of life.

It is typified by a type of neo-traditional approach to the layout of neighbourhoods, where the principles of connectivity, legibility and permeability are fundamental.

Design projects are also comprehensive, beginning with master planning and leading down into the details of elements including architectural design standards; movement hierarchy; streetscape; and open space design.

This advanced design approach has also introduced the concept of the “Transect” to settlement structure. This is a system for rationally ordering the nature of development, from rural-to-urban, where the structure of land use is divided into six zones called natural (T1), rural (T2), sub-urban (T3), general urban (T4), centre (T5), and core (T6). Another zone, special district, can be used for areas with specialty uses that do not fit into neighbourhoods. The Transect is often explained by the simple diagram in Figure 5 below, drawn from *SmartCode*, a model form-based code devised by Duany Plater-Zyberk and Company.

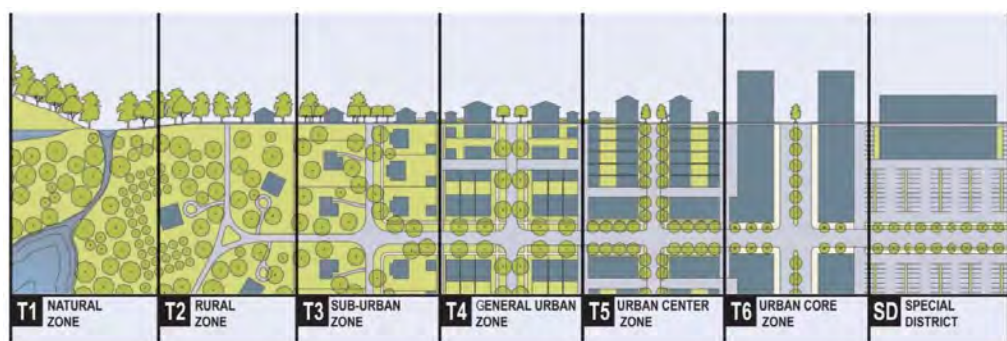


Figure 5: The Rural - Urban Transect

There are now many designers specialising in this area and applying *Smart Code* principles. Other states have made major steps to require and to promote infill and greenfield development adopting these design principles. In this case, the Skylands landowners appointed DPZ CoDesign, who have been leaders in this area for over three decades, with experience in major projects in many countries. In Australia, they were responsible for the original design of Jindee, Western Australia. That design continues to be implemented, led by associated international and Western Australian consultants.

Jindee’s transect approach, has form-based planning controls calibrated to suit the unique local conditions at the site, to facilitate the desired form of subdivision and development.

The form-based design coding has set standards that relate to the built form, street design, landscaping and so on, relevant to each transect. On the ground it is evident to which transect a neighbourhood belongs, as the appearance of elements such as architecture, density, proportion of use types, road reserve and landscaping construction changes over the site.

It is a system that enables the coordination of standards across a wide range of council responsibility areas: town planning; civil engineering; environmental management; landscape architecture; open space and so on. This is the same approach that would be taken for the delivery of the Skylands Masterplan.

8. MASTERPLAN DETAIL

The masterplan report begins with an appreciation of the site, including physical constraints, local connections and the site's place in the Greater Hobart setting, which is also examined in more detail by the landscape architecture component.

The report contains an explanation of the design process, including the relevant site investigations, literature reviews and specialist consultant review in demography/economics, landscape architecture and traffic, which were integral to the proposal. In summary, key aspects of the proposal are:

- The masterplan covers two properties, totalling approximately 310ha;
- The masterplan relies on an expansion of the UGB, representing around 58ha or 18.5% of the site;
- The estimated housing yield is approximately 2,500 dwellings. Approximately 800 are above the current UGB;
- There are six staged neighbourhoods and an additional residential strip above existing Tranmere houses, above Oceana Drive;
- Approximately 34% of the site would be set aside for public open spaces. This includes a 57ha Hilltop Park and 22ha of foreshore reserve;
- Implementation is dependent on a range of subsequent mechanisms, including an LPS amendment and agreements with council for the delivery of public open spaces; and

- Implementation also proposes private agreements with selected designers and developers to ensure the desired architectural forms are provided.

The Masterplan is included in Attachment 1. This overall plan from p32 of the report, is followed by a series of plans using the same base but with specific elements highlighted: plan highlights; neighbourhood structure; topography; street circulation; street hierarchy; open space; private lots; slope overlay; and zoning. The masterplan highlights the major landowner's holding within red boundaries, which distinguish it from the smaller holding on the north-east side, in Rokeby, that together form the entire Masterplan site.

8.1. The Physical Structure

The masterplan proposes urban growth around the coastline, reaching over the current UGB. A new UGB would not strictly follow a particular contour and would reach around the 110m contour along the western side, the 100m contour on the southern side and up to 120m on the eastern side. By comparison - the undulating ridge line above this area ranges from 122m in swales to 152m at hill tops.

The masterplan proposes six neighbourhoods, each based on a 5-minute walkable catchment from an activity centre that forms the core of each neighbourhood. Each neighbourhood is connected internally and to the others by integrated movement systems. The following plan shows the proposed neighbourhood structure. A major element of the structure is the role of open space, with a major regional park along the ridge line and upper hill faces, referred to as the Hilltop Park, linked through the neighbourhoods and to the coastal reserve, by open space corridors.



Figure 6: Neighbourhood Structure

8.2. Road Hierarchy and Movement Systems

The structure provides for a connected road network, with multi-modal streets. The masterplan reveals the grid layout of streets, an interconnected street hierarchy of primary and secondary roads, and the use of rear lanes in residential blocks that facilitate rear loading. This format is integral to the urban design approach, where the foundation of good neighbourhood outcomes relies on interconnectedness.

These are established principles that have been successfully implemented in major projects around the country in recent years.

Tranmere and Rokeby are located on either side of the peninsula and their communities are not currently connected by an integrated network. This has also exacerbated the elongated nature of both suburbs. Linking the two communities via the primary streets of both Oceana and Tollard Drives and a new east-west road across the hilltop will make for stronger, more robust neighbourhoods, with accessible shared activity centres and opportunities for shared experiences within the wider area.

8.3. Design and Structure Principles

To assess the masterplan design, it is appropriate to discuss some of the attributes of the grid design in traditional town planning, as it can provide a combination of advantages.

- A well-designed grid maximises connectivity. By providing multiple routes to any destination, all traffic modes can be effectively dispersed, rather than being loaded onto progressively larger local and collector roads, that provide less safe and less direct access to internal destinations. Such a system is therefore highly permeable, meaning that people can move freely through the neighbourhood, via safe streets and open spaces where walking and cycling are viable, indeed usually preferable alternatives to vehicles.
- The grid layout is also legible, which means it is easy to recognise where you are at any point within the neighbourhood, making navigation to a desired destination easier.
- There are several elements to grid streets that make them safer to negotiate. Visibility is very important and right-angle sightlines within a grid are better than oblique corners or unexpected intersections, often found in newer suburbs.

Also, due to the traffic distributing character of a grid system, combined with the encouragement of walking and cycling, there are relatively lower traffic volumes on internal and collector roads. Shorter lengths to intersections and safety features such as carriageway design and streetscaping, can alter road width perception and discourage speed.

- The grid structure provides for generally regular shaped lots, which in turn allows optimum design opportunities for residential development, including housing density ranges and quality open spaces, without creating the unusable or inconvenient areas associated with irregular shaped lots found in cul-de-sacs, or without resorting to inhospitable internal lots.
- The grid also provides for an efficient system of infrastructure, including street drainage following natural downhill contours leading to underground pipes.
- Although a grid system is likely to be more expensive to construct, because more road infrastructure is required, this is offset by efficiencies in lot design, in turn allowing suitable density and where well executed, neighbourhoods offering a high quality of life.

These attributes give the grid significant benefits over the car-based post war suburban sprawl model, prevalent in Tasmanian subdivision growth, particularly since the 1970's.

While over the last three decades, other Australian states have made significant efforts to improve the quality of urban design, and have introduced important urban design codes, Tasmania has made no progress. Indeed, the TPS has actually reduced the level of importance placed on urban design, under the permit approval process, requiring council to only “have regard” to several general design considerations, when assessing subdivision estate design. Conversely, the masterplan offers great potential to positively influence the design of future projects in Greater Hobart and beyond, as have recent interstate redevelopment sites in East Perth and Subiaco, and new communities like Jindee.

8.4. Street Design

The masterplan identifies a hierarchy of street types, where the specifications of components, including carriageways, car parking, bike lanes, nature strips and footpaths are appropriate to each type, and setting, whether residential or activity centre street types. These are set out in in pages 121 - 129 of the masterplan report.

Here, each street reserve type defines the standards for each element of the road reserve; the carriageway width, and kerb types, number of lanes, nature strips, whether there are kerbside parking, and/or cycle lanes. The type of construction depends on role of the street type within the hierarchy or transect. The open spaces are also designed as part of the movement network, suiting pedestrians and cyclists, as they move through the neighbourhoods and to the Hilltop Park.

Some of the street types do not meet the standard formats of council's adopted Local Highways Standard Requirements By-Law 2014. However, the By-Law provides that the standards may be varied. In exercising such discretion, it is expected that the variations be justified in terms of engineering to ensure that the alternative solution is appropriate, which can be done through the detailed design phase.

In this instance the road design is considered appropriate. Council's development engineer has considered the impact of the grid system, and the role of each street, having regard to the nature of the setting (whether residential or activity centre, the relative density, and road status in the hierarchy). It is considered that the street design would be appropriate although detail design and construction will need to be approved later, in the usual way.

A particular element that is not currently used in many Clarence neighbourhoods, is the rear laneway. As such, it is worth a brief discussion concerning their purpose and how they function. The primary purpose is to make cars less dominant on residential streetscapes, allowing the dwelling to take up the entire street frontage, which is a key element in creating attractive, safe streets where residents can interact with the street and their neighbours.

With garages relegated to rear lanes, it is also important to make those lanes wide enough for service vehicles, interesting in terms of their architecture, and safe through surveillance. In many urban redevelopments in and around Perth, rear lanes have made a significant difference in the quality of neighbourhoods. Using techniques such as rear apartments or home offices above garages, incorporating paving changes, landscaping and varying laneway alignments have been used to add interest and safety, as well as additional income or housing opportunities for families. The images below demonstrate some of these qualities, with studios above garages in East Perth and in Jindee, with new landscaping and lighting.



Image 1 – Laneway, East Perth, WA



Image 2: Laneway, Jindree, WA

8.5. Neighbourhood Designs

As indicated in the plan above, six neighbourhoods are proposed. They are to be developed in stages, in the order of 1, 6, 2 and 5, 3 and 4. This is a logical approach, with the first stages providing for the continuation of development on each side of the peninsula.

Neighbourhoods 3 and 4 are left until last, as they require the “town centre”, which would be dependent on a critical mass ready to support it. The neighbourhood designs are also closely related to topography and other physical constraints, as well as opportunities such as view-lines. Each neighbourhood includes connections to open spaces and open space links to proposed coastline and skyline reserves.

Staging is necessary to ensure not just efficient construction, but to establish the critical mass of people required to deliver sustainable activity centres, upon which the project objectives rely.

Each neighbourhood would also contain a range of housing types and densities. The masterplan report provides indicative illustrations of the densities and building types on pp90-96. However, these and the exploration of architectural forms on pp97-113 are conceptual and are mainly used for considering the principles around building type and location. This treatment is appropriate at the master planning stage of planning. As discussed elsewhere in this report, developing architectural themes and controls is appropriate at a later stage, when a SAP, relevant to the local conditions, is developed.

The neighbourhoods are proposed to meet a range of objectives, including:

- Accessibility to open spaces and recreation;
- Housing diversity to provide homes to suit all ages and household types;
- Lower density housing on the higher slopes;
- Provision for social housing - aiming for 5% of all homes;
- Commercial/retail uses in the neighbourhood centres;
- Encouraging cycling, including the growing use of electric bikes;
- Walkability;
- Providing residents with access to park and ride nodes, shuttle buses on loops and ferry transport;
- Linking neighbourhoods on each side of the peninsula;
- Protecting heritage; and
- Maintaining water views.

Before overviewing each neighbourhood, it is appropriate to note the masterplan adopts a particular philosophy around housing design. Essentially there are key design elements that would be followed, notwithstanding changes between transects and the housing or lot sizes, and density. Those features are focussed on quality appearance and design which promotes safe, connected neighbourhood development.

Neighbourhood 1

This neighbourhood extends Oceana Drive and abuts a Clarence Council property, which benefits from the extension of the road reserve. This provides access and an opportunity to consider the optimum use for the council property, which was originally intended for a future pump station, but is no longer required for that purpose.

Rectangular lots relate to the topography and become progressively larger as they rise up the slope. This layout plans for a wide range of housing types. It also identifies a lower density area, where a large existing stand of Sheoak trees exist. The layout would enable a large proportion of the stand to remain, as a feature of the gardens associated with each dwelling development. The Sheoaks are not threatened species and are not protected under any legislative requirement.

A central activity centre is the heart of the neighbourhood. Here, the masterplan provides for a location for retailing such as a neighbourhood grocery or coffee shop, offices other services like medical clinics, or early learning and education providers. Trends over recent years have seen such businesses, including well known neighbourhood grocery businesses, successfully introduced, or improved in some inner and middle-distance Greater Hobart neighbourhoods, where there is an adequate population to support them. These successes provide a local model for the Skylands project.

Neighbourhood 2

Neighbourhood 2 contains a wide range of residential uses and architectural types. It includes residential uses ranging from small footprint multiple level houses. The layout takes advantage of water and city views. Another small activity centre: *The Ferry Terminal Plaza* is intended, and the proponents would like to develop an associated jetty and ferry terminal there, taking passengers to and from Hobart via various stops.

Ferry terminals are potentially an important transportation link and clearly an option with growing passenger acceptance in Greater Hobart. However, detail design and construction, including environmental assessments, would be required at a later time to demonstrate feasibility and siting.

Neighbourhood 3

This would contain *The Town Centre*, which is to be the heart of the entire Skylands project. It would be the most densely developed neighbourhood and includes areas for open space and an education provider. At this point there is no interest from the Department of Education in providing a public school, due to the availability of campuses at Howrah and Rokeby. However, this does not preclude the potential for private education providers developing the site although it is unreasonable to expect commitments at this early stage in the project. It is anticipated the most likely providers in the Skylands masterplan area, will be early learning centres and possibly a small specialist school, essentially serving the local area from southern Tranmere and Rokeby through to Droughty Point.

Neighbourhood 4

This is the steepest area of the site, with some slopes reaching around 20%. To develop in such constraints, the street layout essentially follows the topography, and the residential development is for larger lot single dwellings and only a small activity centre is required. Further design work at the detailed level of a SAP may result in some modifications to this area in particular.

Neighbourhood 5

This contains a wide range of housing types and includes the collector road taking vehicles, through Neighbourhood 6 to Rokeby Road. It also includes connection to Tranmere via an extension to Norla Street. The suitability of this connection will be discussed later in the report.

The activity centre is proposed to provide at least four community sites, such as two small neighbourhood clubhouses, a small school and open amphitheatre, and a beach club. As with other neighbourhood centres, detailed design work would be required at a later stage. Again, this is a reasonable approach to take at this point in the process.

Neighbourhood 6

This is designed anticipating the connections to Neighbourhood 5. The connections and topography enable a more rectangular configuration of this land, resulting in a traditional street grid and a small activity centre with a small central green and community facility or clubhouse as the main amenities.

Additional Residential Area

Outside the designated neighbourhoods, an additional strip of low-density residential land is also proposed above the alignment of housing on the Tranmere side, north of Neighbourhood 1 running through to Norla Street. At Norla Street, a road connection to the Rokeby side (Neighbourhood 5) is also proposed. This is discussed in more detail below.

- **Architecture**

The masterplan includes the intention to deliver locally appropriate building designs to suit the urban design objectives of the plan. This is to be achieved through SAP design controls and through the developers own contractual arrangements with local designers and builders.

In working with selected local builders to deliver on proposed architectural standards, the proponents intend to use a model successfully applied in other DPZ projects, including the Western Australian example, at Jindee. This would include the appointment of a “Town Architect” to guide, review and approve buildings before plans are submitted to council for statutory approvals.

While the architecture would be derived from the local style and suiting the local climate, there are certain elements that may be noted.

Reduced setbacks place residents in connection with the street. Raised verandahs provide comfortable separation from the public realm, through the combination of horizontal and vertical separation. This is supported in most cases, by street design, where footpaths abut fence lines and nature strips extend to the road edge, rather than the reverse. Separating footpaths from the carriageway makes them safer from passing vehicles. It also encourages surveillance from abutting houses, even neighbourly interactions between residents on their verandahs, and passing pedestrians.



Image 3: Jindee, WA

As discussed above, garages are relegated to rear lanes. This allows the houses to extend across the frontage, without disruption from garage doors and driveways. As a result, footpaths and nature strips are continuous and uninterrupted by crossover/driveway. Examples suited to the urban environment of the Perth region, are useful here.



Image 4: Jindee, WA



Image 5: Jindee, WA



Image 6: Harbour Rise, Hillarys, WA

- **Public Open Space**

Approximately 34% of the site would be set aside for public open spaces. This includes the 57ha Hilltop Park and 22ha of foreshore reserve.

The plan below is used to show the Hilltop Park, the major links from that park, down through each neighbourhood and on to the coastal reserve which continues all the way around the perimeter of the site. The plan also indicates a range of neighbourhood public open spaces with opportunities for many active and passive recreational activities.



Figure 7: Hilltop Park

The quantum of proposed public open space is significant. In a conventional subdivision proposal, pursuant to s.116 [Local Government \(Building and Miscellaneous Provisions\) Act 1993](#), Council may require an area of land, equivalent to 5% of the subdivision to be given as public open space, or the cash equivalent. In this case, were the subdivision to involve only the land below the UGB, an area of 5% or around 11ha, could be required to be freely given. By comparison, 110ha is being offered.

The quality of the public open space is also significant, particularly in terms of impact of the Hilltop Park (shown on the above plan), on the Greater Hobart cityscape. While named as Hilltop Park in the masterplan, as previously discussed, this public open space would be best Reserved to ensure its permanent protection.

There are several types of open space, ranging from the significant Hilltop Park covering the ridge line and upper hill faces, major open space linkages down from the Hilltop Park into the neighbourhoods. Narrower open space linkages would also run down through neighbourhoods but would have surveillance and safety by the dwellings fronting them, on rear loaded lots. At the lowest level, private mid-block open spaces would be for developments created under the Strata Titles Act and shared between owners in the body corporate. These are private spaces and are not included in the assessment of public open space.

The proponent's approach was to provide open spaces suitable for a range of active and passive uses, including play fields; and to open up the most important views, particularly views to the water, and located to maximize the number of lots fronting along them. Detailed design will be required at the next stage to ensure these are designed to suit community needs, including safety and amenity.

The Hilltop Park would be a major regional Reserve along the ridge line and upper hill faces, and this is an opportunity to protect and enhance them as part of a landscaped backdrop around the Hobart amphitheatre. The visual and scenic impacts of this contribution are discussed in detail in the masterplan (pp61-87).

Before handing over the open space, the proponents intend to undertake significant landscape treatments, which are conceptualised in the landscape architects report. They would also need to undertake weed removal as part of this work.

The landscape treatments include vegetated hilltops, a continuous ridge-top pathway system for pedestrian and cyclists, scenic lookouts and shared neighbourhood activity spaces with picnic and play spaces. The landscape architecture plans set out concept designs for vegetating and developing spaces on the Hilltop Park. Although these are quite conceptual, that is all that could be reasonably anticipated at this point in the process. It follows that if the project proceeds to the next phase, those plans would be developed into detailed working designs. Moreover, those plans would need to be approved by council to ensure they meet community expectations and to ensure they are at a suitable standard before the public open space is handed over to the council to manage, in the usual way.

It is considered that once fully landscaped, replacing the grassed and somewhat degraded landscape which currently exists, the long-term impact would be to soften and enhance the appearance of the peninsula, which would be a significant improvement on the Greater Hobart cityscape. It is also anticipated that as private gardens establish, these too will contribute to the distant appearance of the peninsula. It should also be noted that this is a harsh environment and design, including the selection of appropriate plants will be critical when planning landscape architecture, at later stages.

The Hilltop Park would be transferred after completion by the proponents. Other open spaces would also be transferred as part of the relevant stage. Given the scale of the contribution and the development works envisaged by the developer, they are justified in seeking assurances that those spaces will be maintained to a satisfactory standard. It is expected that a separate legal agreement would be required to cover the handover of the Hilltop Park and its future management. In terms of the timing of this, an agreement would need to be in place as part of the planning scheme amendment process and hand over tied to the relevant development stage.

Although the proponents have also proposed a wide coastal reserve, there will need to be some flexibility provided for when detailed plans are prepared in the next stage. The alignment will need to allow for access along the coastline or adjacent to it, so as to avoid damage to Aboriginal heritage sites (discussed in greater detail further below). There are also locations where the terrain is likely too steep or unstable to provide access close to the shoreline.

It is noted that open space laneways provide part of the movement and open space networks. Over the years, council has had experience dealing with issues around poorly designed laneways. It is therefore worth recognising that the laneways proposed in the masterplan would be designed to ensure safe access. The type of laneway envisaged may be seen in examples below, as seen at East Perth and Jindee, where wide corridors are aligned and landscaped to provide a pleasant micro-climate, with suitable paving and overlooking from the abutting dwellings.



Image 7: wide laneway -East Perth, WA

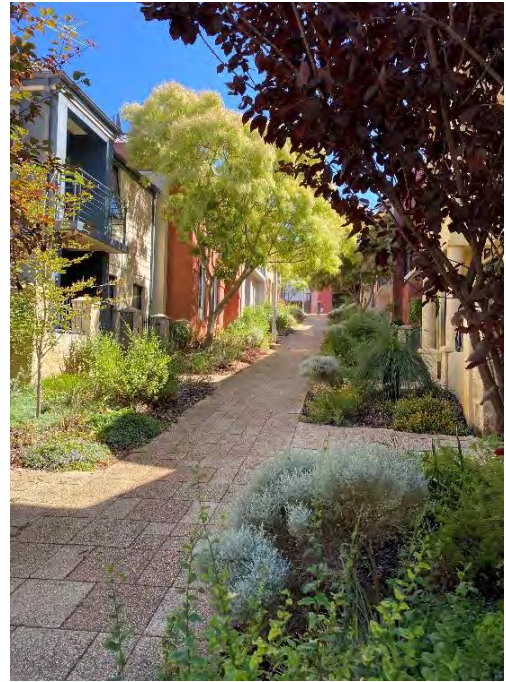


Image 8: narrow laneway - East Perth, WA



Image 9: laneway, Jindee, WA

- **Scenic Impacts**

The consultants landscape architects report sees the peninsula as completing “...the formation of the urban amphitheatre through its connected ridgeline and landscape components - hilltops, saddles and a promontory.”

The landscape architects report includes a visual impacts study. This includes a comparison of the alignment of urban development to the existing UGB, compared with the new UGB if expanded as proposed. The visual analysis uses views from prominent locations around the peninsula, typified by the extract below showing visual impact from the western (Hobart side), comparing visual differences between building to the 70m contour and where it would reach the 110m contour.



Figure 8: UGB visual comparison

The assessment demonstrates how development is kept below upper slopes and the ridgeline. It is important to protect those attributes as part of the Greater Hobart skyline. Even though there are other ridgelines and urban development at significantly higher contours, especially on the western shore, there are few cases where urban development interrupts the skyline.

The analysis shows that the proposed landscaping of the hilltop park and major open space linkages from the park down into the neighbourhoods, as well as the eventual development of private gardens will all contribute to a “greening” of the landscape from distant views.

Passive space has been set aside in areas of natural gullies to allow water sensitive urban design to be included and improve water quality outcomes for the discharge of natural and built runoff in the local area.

The consultant's report opines that the settlement patterns of Greater Hobart are informed by the components of the landscape, with a relaxed urban growth boundary that rises and falls as the slope varies. This would continue under the masterplan.

- **Landscape Architecture**

The landscape architecture proposal indicates the conceptual treatment of the public realm.

Concept plans propose vegetated hilltops, promontory lookouts, continuous ridgetop pathways and shared neighbourhood saddles. Each of these containing a wide range of opportunities and facilities, for enhancement and enjoyment.

It is appropriate to consider the Hilltop Park, as the most prominent element of the public realm and the most impacting on the scenic qualities of the peninsula. For this area and for the connected open spaces, the landscape architecture report proposes long term ecological strategies that include the revegetation of hilltop parklands, riparian corridors, an increased canopy coverage and open space throughout neighbourhoods and streetscapes.

The landscape architecture of these spaces is critical from a regional perspective. However, it is also essential to the success of the neighbourhoods. This is clear from the experiences of similar projects, from the original new urbanism village at Seaside Florida, through to Jindee, Western Australia, where the integration of landscaping in streetscapes, open spaces, housing and other buildings is a vital part of each transect, necessary to provide a higher quality of life even in more densely developed areas.

To illustrate the importance of integrated landscaping, Jindee for example, is informed by a masterplan that follows the topography and natural features of the site, including limestone outcrops and undulating coastal dunes. This has allowed the site to be oriented towards the coast, so that views through the site are channelled to those views, reinforced by the direction of roads and paths, where trees are selected to provide a shady canopy appropriate to the local climate. The Skylands masterplan applies a similar approach, supported by the landscape architecture.

Small parks and open areas within widened footpaths encourage safe movement and neighbourhood connections. Landscaping of these areas enhances their safety and amenity. Strategic location of sensitively landscaped open spaces enhances and encourage their use. The image below shows how one central Jindee neighbourhood park enhances the abutting properties and encourages a range of recreational activities for all ages, in turn, promoting community interaction and safety. In this case, the over-scaled swing deceives the appreciation of distance from other parts of the neighbourhood, and effectively draws people to the park.



Image 10: local park, Jindee, WA

The Skylands Masterplan design indicates that the same approach to integrated landscape design is intended. Further details are unnecessary at this high-level stage, however, detailed design would be integral to the next phase and would be comprehensively addressed in the SAP.

9. POST CONSULTATION REQUESTED CHANGES

The landowner has sought to consult with the Friends of Droughty Point group, to address certain points of conflict. Council officers were not involved in that process, however, the landowners have advised that following the consultation, they propose a change to the plan, to ameliorate concerns about the proposed Norla Street road connection to the proposed neighbourhood on the eastern side. The proposed change is to sever the link between Norla Street and the link road, which instead would continue to have access to the road links further to the south of Norla Street.

However, deletion of the connection at Norla Street would shift vehicular movement between Rokeby and Tranmere to the links through to existing streets, south of Norla Street. This simply shifts any local traffic issue, loading them onto potentially less suitable intersections and local roads.

Indeed, residents further to the south are concerned by redirection of traffic burden onto Spinnaker Crescent, via minor residential streets. It is considered those concerns are well founded.

It is also unclear whether this would result in reconsideration of the status of the link road and therefore any configuration of adjacent lots and housing shown in the masterplan, as well as any impact on existing homes.

In view of the above, an alternative approach should be sought. This should allow people movement and sound vehicular access for the new urban area above the existing urban area, while avoiding loading east-west bound cars into an established suburban designed area. The recommendation of this report seeks to reduce vehicle connectivity and resolve concerns of existing residents in the area, by avoiding any through vehicle traffic while retaining the connecting east-west link, as a multi-user pathway, with vehicle access for emergency and service vehicles only. This is shown in the map below, where the red line indicates a multi-user pathway would replace the proposed east-west road link.



Figure 9: recommended access change

The link would be particularly useful to pedestrians, cyclists, disability scooter and electric bicycles, enabling them to move between each side of the peninsula, visiting friends, enjoying recreational and activity centres and other facilities in other neighbourhoods, or to easily access the Hilltop Park. This is consistent with the design principles that underpin the masterplan.

The loss of this vehicle access is offset by the facilitation of walkable neighbourhoods. The provision of an alternative east-west vehicular link can be considered in areas further to the north, as part of completion of the council's own structure plan for the wider locality.

It is important to note that Norla Street has been designed to allow for future road extension. We can make this assumption because when a cul de sac completes a subdivision, it is designed to have lots around a terminating bowl. That was not the case here. Moreover, as the land above Norla Street was zoned Reserved Residential in 2002 when the subdivision was approved, there was an expectation of future growth. Despite this history, it is considered appropriate to make the modifications described above, given the context of the masterplan design and its relationship with existing dwellings.

10. REQUEST TO AMEND UGB

Currently, the UGB sits around the 70m contour. The Skylands masterplan proposes urban growth above the UGB, around the peninsula. These are compared in the map below.

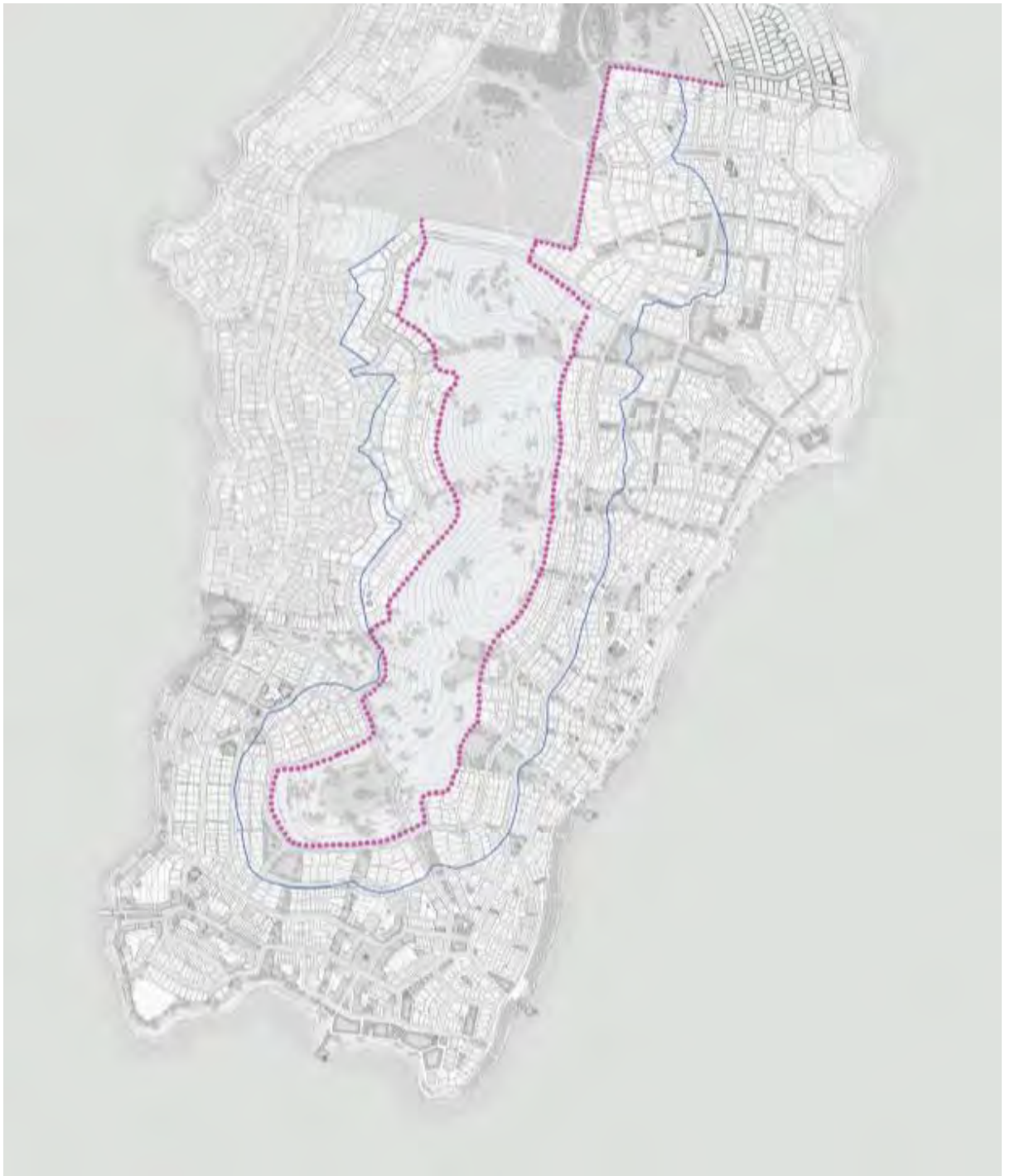


Figure 10 - Existing and proposed UGB

The proposed UGB mapped in an amended STRLUS, bordered by the Reserve that would be created for the Hilltop Park. The additional urban area is 58ha or 18.5% of the site. The new UGB would not keep to a particular contour, but rather be more relative to the landform above and the appearance of the site when viewed from distant and important locations.

The new UGB would reach around the 110m contour along the western side, the 100m contour on the southern side and up to 120m on the eastern side. By comparison, the undulating ridge line above this area ranges from 122m in swales to 152m at the hill tops.

In this section, the second part of the Skylands proposal is reviewed. The first question is, why consider the masterplan before the UGB amendment? The current UGB was of course set before the future form of development was considered. So, it may at first seem counter intuitive to consider the form of development, before modifying the UGB. However, in this case, the justification for amending the UGB arises directly from the case set out in the masterplan. Essentially, the masterplan involves a form of development that requires an expanded area around each neighbourhood activity centre so that those centres will be viable. The case is built on the idea of critical mass within a walkable catchment. The approach adopted by the proponents is also consistent with the RLUS1 process required by the Minister for Planning, for UGB amendment requests.

It follows that only if the masterplan is supported, is the case for the UGB amendment justified.

There is an additional linear residential area running along the rear of existing Tranmere properties above Oceana Drive, which also requires a modification of the UGB. While this area is not part of the six neighbourhoods, it will contribute to the success of local activity centres. Its main justification is around the landowner's wish to complete a street network and provide alternative movement routes. The less desirable alternative would be if it were to remain in a Landscape Conservation zone, with the potential for one dwelling, as that would introduce a barrier between residential neighbourhoods and the Hilltop Park.

The linear addition would also contribute to the provision of a range of dwelling types in the area, as an extension of the Low-Density Residential Zone, which separates the existing residential area from the Landscape Conservation Zone. Therefore, what gets developed would be compatible with the existing character of single-family homes.

There has been significant work on the project to this point, including extensive community engagement undertaken by council. The process to consider the masterplan and UGB requests is best outlined in the flow chart below.

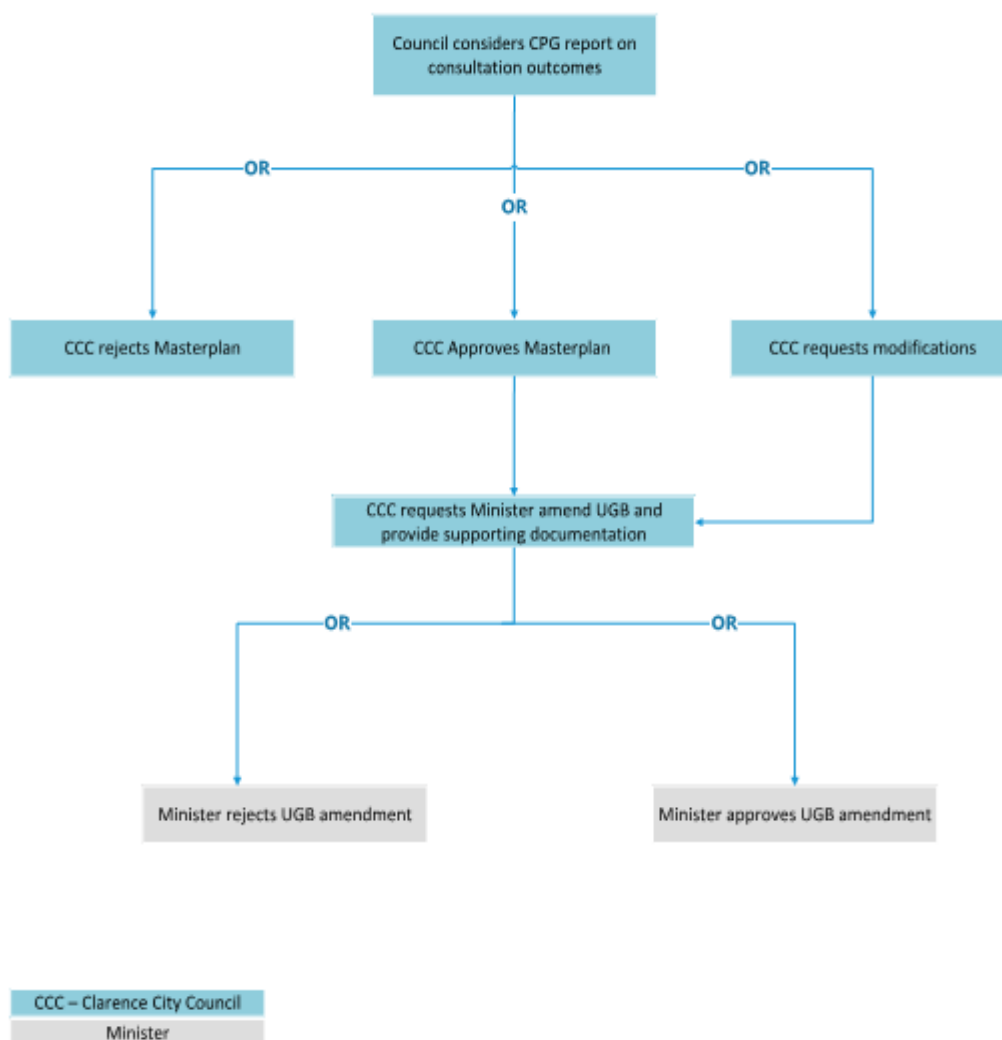


Figure 11: Skylands Masterplan - Approval Process

10.1. What Next?

If the masterplan is approved by council and the UGB request is then approved by council and subsequently the Minister for Planning, an LPS amendment would follow. As discussed above, agreements concerning the public open space would also follow.

The key part of the LPS amendment would be a form-based code via an SAP. As discussed above this is a technique for controlling or guiding the physical development of an area as a means of delivering the desired urban form. Such codes offer predictable built results and a high-quality public realm by using physical form with less focus on land use to control built form outcomes.

The statutory processes for an LPS amendment are set out in LUPAA and it is unnecessary to detail these here, as they do not influence the requests currently under consideration.

11. THE TRANMERE - DROUGHTY POINT – ROKEBY STRUCTURE PLAN

In recent years, a line was drawn against ad hoc growth into the peninsula by council and Tasmanian Planning Commission decisions, and finally by STRLUS. As a result, the CPS 2015, which identified the area as a future growth zone, required a structure plan must be adopted before urban rezoning. This remains the case under the current LPS.

So, to facilitate development of the peninsula, council engaged Niche consultants to develop the structure plan. The brief covered several properties and sought a plan to meet a range of design objectives, including:

- design suitability with the visual and environmental significance of the site, including its place in the Greater Hobart setting;
- a highly connected and legible movement network;
- a form of subdivision that responds to the site's physical attributes, allows housing diversity and site responsive designs, open spaces, recreational, and commercial and community facilities;
- a network of open spaces for the future community, taking advantage of the natural attributes of the area, the river, trails and connections to Rokeby hills; and
- provision of sustainable infrastructure.

The key constraints of the structure plan were:

- Urban growth to the UGB & Landscape Conservation zone boundary;
- Linear open spaces (limited by 5% contributions);

- Connected collector roads and open space links;
- The need for an east-west connection;
- Sustainability of minor neighbourhood centres;
- The vegetation qualities; and
- Protecting Aboriginal heritage.

As the plan reached final draft stage, the Skylands masterplan project was initiated. Council then put the structure plan on hold pending the Skylands outcome, it was logical to see if the broad scale structure plan and the detailed masterplan could work together.

Essentially, the structure plan is a high-level plan. It lays out a framework, based on a review of the opportunities and constraints of the site. In this case, the council plan restricted urban growth to the UGB. A masterplan is a finer grain of planning, that can lay out in greater detail the location and design of roads, subdivision layouts, open space types, dwelling typologies, and the nature of commercial and community facilities and the like.

The structure plan still needs to be completed and the approach taken will depend on the decisions made in respect of the Skylands Masterplan proposal.

12. STRATEGIC ASSESSMENT

In considering a proposal to alter the UGB, relevant strategic planning considerations should be discussed.

12.1 The Purpose of a UGB

The UGB is one of the most important tools in land use planning. Its primary purpose is to prevent unmanaged sprawl and to direct urban growth to areas best able to be supplied with appropriate infrastructure and services, enhance settlement policies, and protect rural, peri-urban, and environmentally important land from urban development pressures. It promotes rational and efficient city building, including sustainable use of infrastructure, traffic congestion, equitable access to community services and facilities, shops, employment and schools.

When adopted, the STRLUS recognised the significant role that the UGB must play in the sustainable growth of Greater Hobart. However, the STRLUS UGB is rigid and as such regular strategy reviews are necessary to cater for inevitable changes to the interactive elements of a dynamic city system. As previously mentioned, strategic reviews have not been undertaken and now STRLUS lacks contemporary credibility.

12.2 Settlement Growth and Costs

The cost of providing, maintaining and operating infrastructure and services can vary substantially depending on settlement structure, location and proximity to existing infrastructure and services. Increased population can be accommodated by one of three basic models:

1. Greenfield expansion on the urban edge;
2. Infill development provided within established urban areas; and
3. Dispersed (ad hoc or piecemeal subdivision) growth within the urban/peri-urban or in outlying commuter settlements.

The costs associated with each model varies in terms of initial cost to the developer and ongoing servicing/maintenance costs to councils and other agencies in particular, and the broader community more generally. There are hidden cost differences too, in areas like the costs borne by residents to access employment, education, healthcare and the like, as well as costs to government in providing community services, which increase the more dispersed the settlement becomes.

Research has identified the following key components/observations and cost comparisons between settlement types.

- **Infill Development**

Typically infill development provides for increased density in established areas making better utilisation of existing assets. Infill development can be facilitated through a range of methods including small lot re-subdivision and multiple unit developments, development of remnant large undeveloped inner urban lots, and redevelopment of brownfield or surplus open spaces.

It optimises the use of existing infrastructure and generally offers best access to existing services and facilities.

- **Greenfield Development**

Greenfield development usually requires completely new infrastructure networks to be constructed and the volume of development places additional “at once” pressure on service provision. Under this model developers usually provide any required infrastructure and/or contribute towards required upgrades which occur upstream (such as road and intersection expansions). Although in Greater Hobart, it is noted that TasWater exempts new development from headworks charges.

From this perspective, greenfield development initially appears to be a cost-effective settlement type to councils. Lot sale prices reflect the value of the land and associated capital improvements when released to the market. However, there are often additional costs to councils and other agencies associated with providing new facilities and upgrading off-site infrastructure, that are not initially evaluated. Ongoing maintenance costs and servicing are the responsibility of councils, are generally higher than infill costs over time.

- **Dispersed Development**

Dispersed development is usually incremental and takes place as larger rural lots are fragmented, often at some distance from existing development. For reasons, including generally lower land values for the investment property, lots may come on to the market at lower price than those infill or greenfield situations. However, over time, dispersed non-contiguous sprawl is difficult to service efficiently and economically (particularly with any community services that may be required) and can lead to “leapfrog” development and result in significant costs to councils and agencies in the longer term. In time, it places costs and other pressures on the wider community in a variety of ways.

Dispersed growth is the worst outcome and has been described as a form of Ponzi scheme, designed to fail as costs mount over time.

- **Skylands Settlement Type**

STRLUS terminology defines the Skylands site as greenfields. However, it is submitted that it has many of the attributes of infill. Indeed, the project could more accurately be described as infill because it would build on established infrastructure and is geographically within the Greater Hobart urban area, within the peninsula designated for urban growth on both sides.

12.3 Clarence Land Supply

A review of current lot supply in Clarence is undertaken periodically. The July 2020 review adopted the methodology required by the 30-Year Greater Hobart Plan project. The results are incorporated in that plan. Since that time there has been a reduction in supply as subdivisions in the Rokeby and Howrah areas in particular have continued to develop.

- **STRLUS Land Supply**

Greater Hobart has several Greenfield Development Precincts identified in STRLUS. The Greenfield Development Precincts in Clarence are in the Droughty Point peninsula and the north-western side of Sugarloaf Road, Risdon Vale. Both areas are zoned Future Urban. Subject to the preparation of suitable structure plans, both areas could readily be rezoned, subdivided and developed for residential purposes.

The July 2020 review indicated that together these sites are likely to provide for an additional 2300 lots. However, the latest figures associated with the “Skylands” proposal (Droughty Point) indicate that that project may yield approximately 2,500 lots, with 1,700 of those within the UGB.

The STRLUS policy, SRD 1.5 aims to “*Encourage land zoned General Residential to be developed at a minimum of 15 dwellings per hectare (net density)*”. On this basis, the Risdon Vale greenfields was recently anticipated to contain around 1,500 dwellings. However, this was based on a simple desk top calculation. Now that the structure planning exercise for the area is underway, it is evident from the initial work, that when important natural constraints, such as vegetation values and topography are taken into account, the lot yield potential will be reduced. It is reasonable to expect further constraints will emerge through the process which will also impact on yield.

In recent years, the release of land in some zoned and greenfield areas in Clarence was initially slow in some instances. However, activity has picked up in Rokeby, associated with the Howrah Gardens, North Bay and ParanVille estates, and recently a further stage of ParanVille involving 130 lots, has been approved. Other estates have progressed as well, those at Risdon Vale (Sugarloaf Road), Glebe Hill, Rokeby, and Howrah have been developed and released steadily.

Providing for growth in the Droughty Point peninsula will support the strategy, as the progress of the other estates in Clarence has demonstrated demand, while supply has reduced further from the previous estimate undertaken for the 30-Year Greater Hobart Plan.

- **30 - Year Greater Hobart Plan**

This plan was prepared under the Greater Hobart Act 2019 and was adopted in August 2022. It is to be used to inform an update to the STRLUS and will provide for over 21,000 infill dwellings and over 9,000 new greenfield dwellings, over the next 30 years.

Research undertaken for the plan found that “...*the total available land supply within the current Greater Hobart Urban Growth Boundary could potentially cater for over 34,000 additional dwellings, which is more than anticipated demand of 30,000 dwellings by 2050*” (p6). I

The plan also aims to strategically identify areas appropriate for consideration as future growth, so changes to the UGB will be based on evidence of need and the application of technical planning analysis. Key areas identified for infill and greenfield development, including future growth areas are identified throughout Greater Hobart. In Clarence, those areas are primarily infill, with some greenfield, including in already identified future growth areas such as the Droughty Point peninsula. However, it should also be noted that while listing growth areas, the plan does not include a map specifying precise limitations on those listed growth areas. This ensures that a more objective approach to locating the boundaries of those areas can be taken, using evidence of need and the application of technical planning analysis.

Although forecasting adequate land availability within the UGB, it should also be recognised that for the 30-Year Greater Hobart Plan, there was no on-ground assessment of the greenfields and infill sites to determine their actual capacity, based on land capability, potential infrastructure cost, market desirability and the like. Nor could the forecasting consider the owners' willingness to develop their land. This is why the plan also recognises the potential for some expansion, to offset actual housing numbers lost by the on-ground outcomes. It follows that the principle of Logical Inclusions, (to be discussed below) will play a key role in determining rational modifications to the UGB around the sub-region.

The accompanying document- "*Strategy For Growth and Change*", sets out the expected growth for each council urban area. The Clarence component is represented in the table below (p119).

No.	Precinct	Population	Dwellings
CLARENCE			
12#	Rosny Park CBD surrounds including Warrane, Rosny, Bellerive etc. (infill)	1,150	650
13	Tranmere Rokeby peninsula – including Droughty Point (greenfield)	6,100	3,000
14	Risdon Vale area – particularly both sides of Sugarloaf Road (greenfield)	900	450
15	Glebe Hill, Rokeby and Oakdowns area (greenfield)	1,300	650
16	Paranville east of Pass Road (greenfield)	2,550	1,250
17	Clarendon Vale – north & east extensions (greenfield)	1,850	900
18	Lindisfame and Geilston Bay fringe development (greenfield)	750	350
19	Scattered infill in Lindisfame area (infill)	300	150
20	Scattered infill in Howrah and Shoreline area (infill)	400	200
TOTAL CLARENCE (Metro)		15,300	7,600

Figure 12: expected urban growth - Clarence population and housing by 2050

Referring to the potential of the Risdon Vale greenfields precinct, the estimate is reduced down to 450 dwellings, but again without the benefit of detailed investigations associated with structure planning.

The expected forecast is 3,000 dwellings for Tranmere-Rokeby Peninsula. The Skylands Masterplan proposes to provide approximately 2,500 dwellings over the next 25 plus years. However, the forecast numbers are spread over a significant time period and there are numerous factors that will appear over the coming years, that will test the 30-Year Greater Hobart Plan assumptions.

12.4 Macroplan Study

The applicant engaged the firm Macroplan to provide a regional land supply/demand analysis, to assist with its response to relevant requirements of RLUS1, which is discussed in more detail below. However, it is appropriate to address the report here as it is relevant to the forecast demand/supply situation. The report has been published on the council website and it is relevant to outline the key conclusions (pp 4-6), below:

- Tasmanian growth has remained at a level above the long-term national average, resulting in high housing demand, particularly in Greater Hobart. This should continue and a trend to remote work lifestyles will lead to greater opportunity for densification in middle ring and outer suburbs.

- Tasmanian population growth has been significantly higher than the forecasting on which STRLUS relied.
- The previous projection series estimated growth in Hobart of 0.7% per annum, upon which the current UGB was based. The high series from the same forecast estimated ongoing growth at 1.2%. Since then, there have been new projections by the DoT in 2019, and in 2021 by the Federal Centre for Population (CfP). Macroplan's forecasting was based on the high series from the DoT (1.2%), which is substantially less than the CfP growth rate (1.5%).
- Based on 2019 DoT projections, Greater Hobart will need to house 56,000 additional people between 2018-2042. At the same time, a significant decline in average household size translates to demand for a higher number of houses per person than in previous generations.
- The Skylands' supply will be exhausted prior to 2040.
- Demand for housing in Greater Hobart has led to it becoming Australia's least affordable market both for owners and renters.
- Long term supply in Greater Hobart is difficult to estimate, however, broken up per council is estimated at: - Hobart: 2,600 dwellings; Clarence: 10,600 dwellings; Glenorchy: 4,000 dwellings; Kingborough: 1,200 dwellings; and Brighton: 3,000 dwellings. This makes the Greater Hobart total future supply approximately 21,000 dwellings, based on ideal yield figures.
- Based on the DoT high series, and a conservative reduction in average household sizes to an average of 2.3, demand for housing in Greater Hobart to 2042 is estimated to be approximately 24,000 dwellings. This would result in a total exhaustion of Hobart's land supply within the UGB over the period. This highlights the need for UGB responsiveness to housing market change.

- The breakdown between infill and greenfield in terms of definition is also important. The term and what it constitutes is not applied consistently across Hobart. Dwellings which are developed within range of existing infrastructure and amenity, or significantly contribute to the development of new infrastructure (especially if including higher density dwelling types around key nodes – such as Skylands) should be considered infill for the purposes of reaching infrastructure targets.

12.5 Recent Population and Housing Data

Previously used DoT, 2019 Population Projections may now be updated by the latest census material that has been released and shows stronger than anticipated population growth in Clarence and Greater Hobart generally.

The Australian Government's Centre for Population recently released a *2022 Population Statement*. This examines population change over the past year and includes projections of the population over the next decade. It analysed the impacts of the drivers of population change: overseas migration, natural increase, internal migration, and the current age structure of the population. The analysis also provided insights from the 2021 Census.

The report forecasts Greater Hobart's population will increase from 251,000 to 298,000 over the next 10 years and that net overseas migration will add 0.7 percentage points to the state's population growth rate in 2025-26, up from -0.1 points in 2020-21. Some relevant points from the document include:

- South Australia and Tasmania are expected to continue to be older than other states.
- The Australian Bureau of Statistics has revised Australia's estimated population with new data from the 2021 Census.
- Tasmania has moved from being the slowest growing state in the decade prior to 2016 to being the second fastest growing state between 2016 and 2021.
- Tasmania's population as of 30 June 2021 was 568,000, revised up by 4.9 per cent following the 2021 Census.

- Greater Hobart’s population on 30 June 2021 was 251,000: 44 per cent of the state’s population. Population growth fell to 0.6 per cent in 2020–21 but is projected to recover to 1.6 per cent by 2024–25 before slowing to 1.3 per cent in 2032–33, when Hobart’s population is projected to be 298,000. Over the 10 years from 2011 to 2021 the population of Clarence has grown by 18.1% (EPR 2011 52,825 to EPR 2021 62,396). This is illustrated in the graph below, sourced from economy .id.

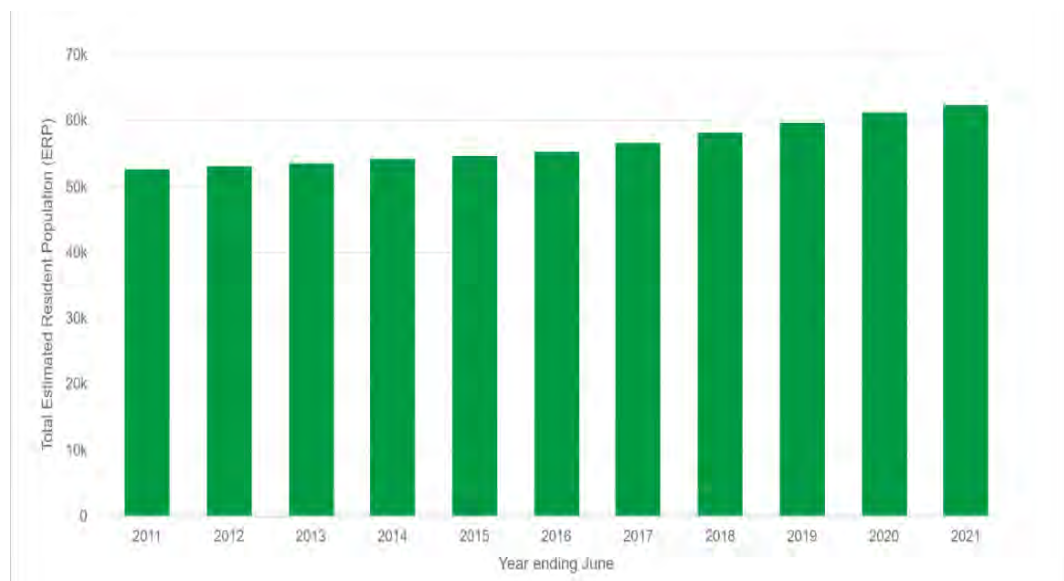


Figure 13: ABS Estimated resident Population (.id informed decisions)

This continuing growth points to the need to provide adequate housing supply and to provide greater dwelling types to suit a wider range of household types. It is clear that continuing to provide the typical suburban detached dwelling as the predominant housing type, will not meet future needs.

This conclusion is consistent with the findings of the Tasmanian Government’s “Towards Infill Housing Development”, undertaken by Place Design Group in 2019. That report examined housing issues in Tasmanian major urban centres. Findings of particular interest included the overwhelming response to housing demand being in the form of urban sprawl and a failure to provide adequate infill housing to meet the demand created by the take up of inner urban housing by groups such students and tourists, and lack of supply of housing types to meet the needs of older households (pp11-19).

The report also argues that housing markets should supply a range of housing types, at a variety of price points so people can access affordable housing, and then move through their housing career within the same suburb, or in proximity to that suburb (p5).

12.6 Other Resources

In work commissioned by council under the City Heart Project, SGS Economics has provided further reporting on population and housing information.

A review of household types shows Clarence has a higher proportion of larger homes, or homes with greater than three bedrooms, as compared with other Greater Hobart councils. This is presented in the chart below.

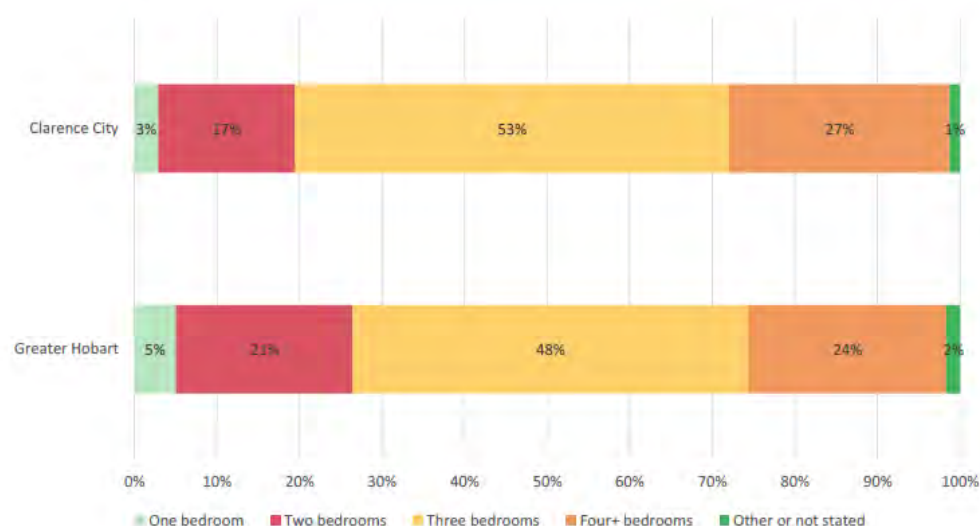


Figure 14: Dwellings by Number of Bedrooms, Clarence 2021 (ABS)

Around 93% of Clarence's housing stock is in the least dense form of housing, the highest of the four Hobart councils. This figure is 82% for Greater Hobart, and 67% for Hobart City Council. Other key findings in the SGS City Heart Economic Analysis Report reveal that:

- Although household incomes are nearly identical to the Greater Hobart average, housing is more expensive in Clarence, and this has trended upwards in recent years for sales and rental values.

- Clarence households and dwellings can be compared to Greater Hobart, as shown in the chart below. The chart is indicative of a mismatch between housing types provided, predominance of large, detached dwellings, and the household need, based on household composition.

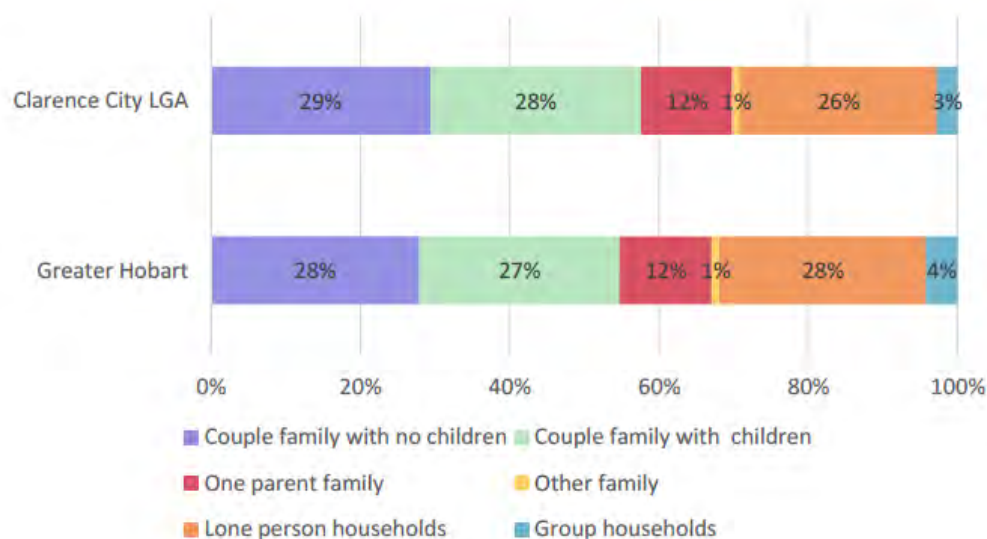


Figure 15: Household composition in Clarence (SGS)

The SGS work recognises that future housing demand and demand for housing diversity is driven by demographic change, affordability, and the offer of housing in appropriate locations. It also finds that Tasmanian dwelling types are strongly skewed to separate dwellings in low-density settings.

This is indicative of a failure in the market to provide a suitably wide range of housing types to meet people's real needs. This may be related to a supplier driven dilemma, as there is a certain security in developing subdivisions and housing in a form that larger developers know will sell, as opposed to the initially riskier venture into providing a wider range of housing forms, without guarantee, based on lack of experience, of likely market take up and therefore profitability. The Tasmanian Government's report, "Towards Infill Housing Development", used the table below (p14) to illustrate how poorly Greater Hobart fares in providing for a wide range of housing types to the spectrum of house required. This is another pertinent factor having regard to 2021 census findings on the growing cohorts of younger and older groups, the groups typically looking for smaller homes and apartment living (p14).

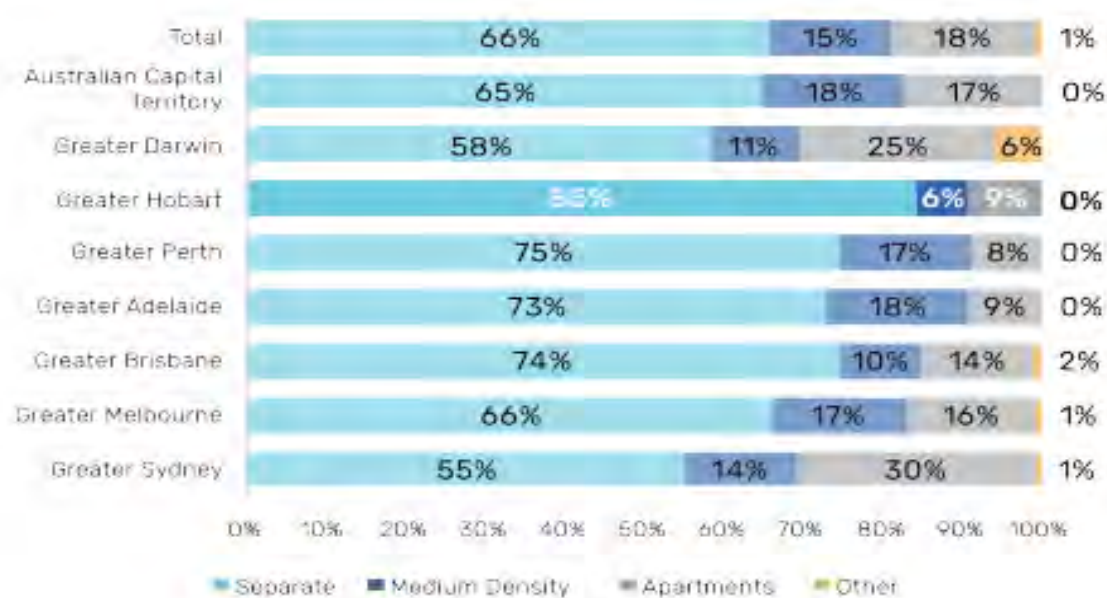


Figure 16: Housing Stock in Australian Capitals

The SGS work foreshadows that as the Greater Hobart population continues to grow, and is outpaced even by Clarence, there will be ongoing demand for new housing and a greater diversity of housing type. It concludes that an aging population and changes in the formation of households has resulted in a smaller share of traditional ‘couple family with children’ households. This household formation trend, combined with growing preferences for more cosmopolitan living and affordability pressures has created increased demand for a greater diversity of housing types within the local community, driving demand for a wide range of products including townhouses, low-rise and bigger apartments and across a range of price points. In addition, SGS predicts a growing need to support the most vulnerable through increased Social and Affordable Housing.

12.7 Conclusions on Growth

In summary, population and housing information highlights the following:

- Original STRLUS forecasting must be replaced by recent forecasts which show there has been and will continue to be a much stronger population growth rate and a wider range of household types.

- To meet the needs of a growing population in Greater Hobart and a demand for a wider range of housing products in suitable locations, more land supply and housing diversity is required, particularly in Clarence where market preferences show strongest interest.

13 The Principle of Logical Inclusions

A paper by the planning consultant advising the Greater Hobart Plan, Mr Gary White, addressed core issues in regional planning associated with urban growth boundary management. A copy of the paper is attached (Attachment 3).

The paper discusses the advantages of urban growth boundaries for rational regional planning, in tandem with pointing out the importance of also having review capacity titled “Logical Inclusions” for the inevitable situations when boundary integrity issues arise. The technique has been applied in the *Melbourne 2030 Plan*.

The White paper points out that for a regional plan to remain robust and contemporary, it needs to have capacity to respond when matters not apparent in the initial cut of the growth boundary are identified and deserve pragmatic consideration or when there are conflicts between multiple planning processes operating at different governance levels. It is the capacity to allow for these Logical Inclusions that greatly impacts on the credibility of the plan, especially the UGB. In short, the plan should have the dexterity to allow for genuinely appropriate evidence-based changes, without deferral to a specified overall review cycle, at some uncertain time in the future.

The paper sets out some example Logical Inclusions tests for the 30-Year Greater Hobart Plan and it is understood the principle may be further developed for the regional strategies, including STRLUS. Relevant to the Skylands project, it is submitted that the project would meet the recommended tests, for the reasons discussed though this report, those tests being:

- Where land is unconstrained and adjoining or surrounded by existing Urban Development or zones and capable of being readily serviced.
- Where development has occurred on one side of a road and not the other unless there is a clear and logical reason for that road to be the boundary otherwise it is a waste of infrastructure.

- Where a previous constraint that may have prevented development has been removed and there is no longer a reason that the land should not be developed.
- Where new technology or a new processes has enabled previous impediments to development to be removed.
- Where the provision of new infrastructure has changed the strategic priorities.
- Where errors have been made through inaccurate mapping or ground truthing of data.

It is considered that the Skylands UGB request is a sound example of a Logical Inclusion, for the following reasons:

- As is the case with any prospective development site, there are physical constraints in the area above the UGB, as well as below. However, the constraints above the UGB are not constraints that preclude sustainable urban development. The area adjoins land designated for urban development, as well as existing housing above Oceana Drive, Tranmere and in Rokeby. The area within the UGB is capable of being fully serviced, and by extension so is the abutting area above the current UGB. The relevant servicing authorities have confirmed this is the case.
- Development of the area above the UGB will enable more efficient use of infrastructure. It should be noted here that the primary reason for the current UGB was based on the estimated level of water reticulation supply pressure, pre-2007. That constraint has been overcome by the proposal.
- The mapping techniques applied in STRLUS also raise questions about the suitability of UGB mapping, leading to an argument that the current situation in the peninsula is anomalous. Specifically, a UGB is usually applied to designate the outer limits of settlement, leaving the use of land within the outer UGB limit a zoning issue; whether that be residential, commercial, open space, public purposes or whatever is appropriate for the desired land uses for the area. In the STRLUS case, it appears that it goes too deep into finer grained matters, normally treated as zoning matters only, rather than dealing primarily with the outer limits of growth.

In this case, the map below shows that the Rokeby Hills area is like an internal envelope, surrounded by land within the UGB. It follows that there is a reasonable question concerning the STRLUS mapping technique, and had it been applied in the usual way, whether that would have facilitated less complicated approaches to decision making on zoning within the metropolitan area, such as those ad hoc expansions sought in recent years at Rokeby, Howrah, Tranmere and Cambridge. This situation has led to, on some occasions, legitimate criticism of STRLUS, because its scale could not reasonably take into account changes within the outer urban limits and this is an issue explored in more detail in relation to the principle of Logical Inclusions, below.

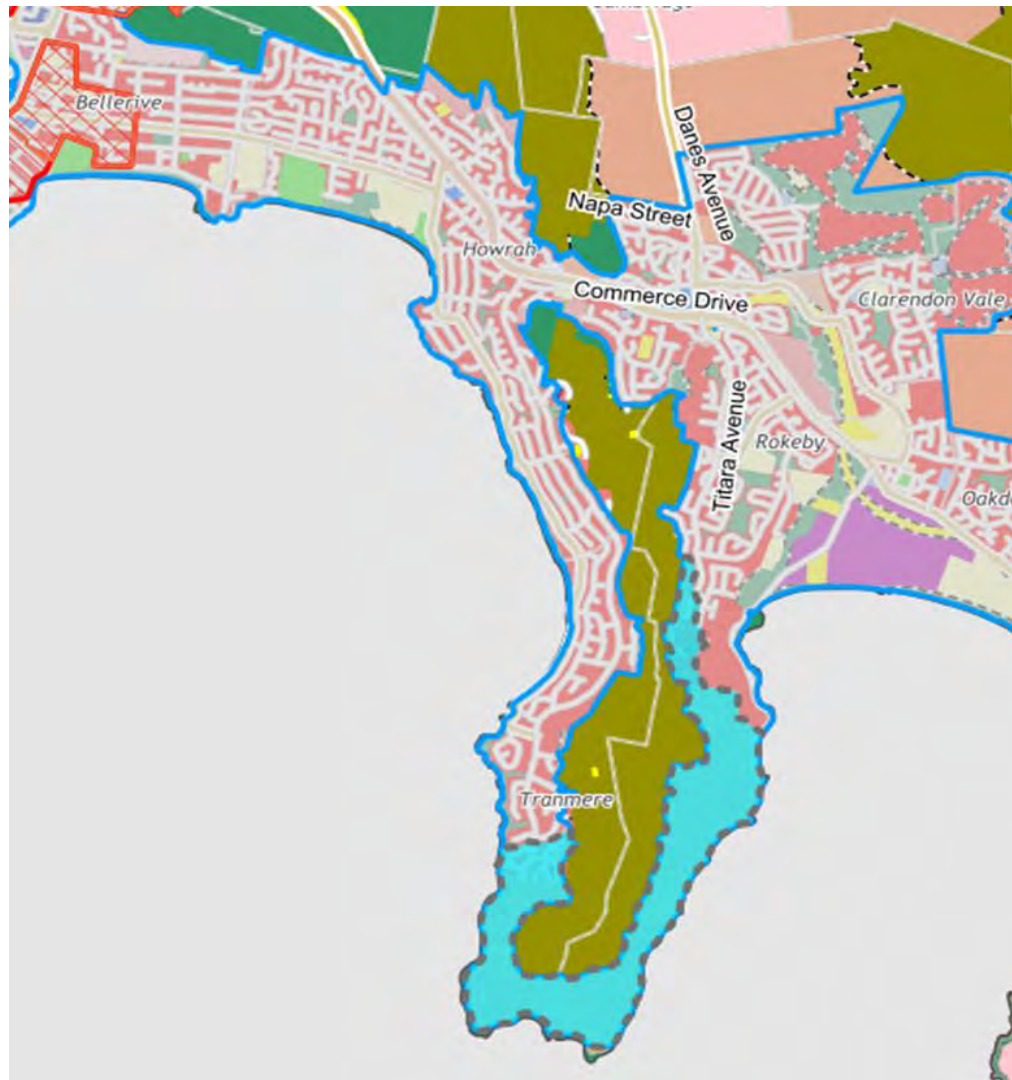


Figure 17: Zoning map with UGB envelope

13.1 Information Sheet *Reviewing and Amending The Regional Land Use strategies*” - Application Requirements

There is no statutory mechanism for the assessment and approval of requests to amend STRLUS (including the UGB). However, the Government’s information sheet RLUS1, provides a guideline for applications submitted to the Minister for Planning for decision. Notwithstanding any decision by a council, the Minister may endorse or reject a request to amend the UGB at his or her discretion.

RLUS1 recommends certain information as a minimum, to support an amendment request. It also notes that amendments seeking to modify a UGB, will usually require additional supporting information such as an analysis of current regional residential land supply and demand, using accepted contemporary and verifiable data sources.

The Information Sheet strongly recommends:

“that written endorsement for the proposed change is sought from all the planning authorities in the relevant region; and that consultation with relevant State Service agencies, State authorities and other infrastructure providers be undertaken before making a request for an amendment to ensure that any significant issues are avoided”.

The views of all regional councils and other agencies were sought as part of the consultation process. The outcomes are discussed later in the report.

The specific RLUS1 requirements are listed and commented on below:

“1. All requests for an amendment to a regional land use strategy should first be directed to the relevant local planning authority or regional body representing the local planning authorities in the region.”

Comment

This has been satisfied as the application has been submitted by the proponent to council.

- “2. *All draft amendments to a regional land use strategy should be submitted in writing to the Minister for Planning by the relevant local planning authority or regional body representing the local planning authorities in the region.*”

Comment

If council decides to support the request, the relevant documentation would be submitted to the Minister.

- “3. *The supporting documentation should include details on why the amendment is being sought to the regional land use strategy.*”

Comment

The application comprehensively sets out these details, including the masterplan, incorporating the relevant supporting studies, as well as the supplementary regional land supply/ demand analysis.

This report also addresses details on why the amendment is being sought, so it is unnecessary to repeat those reasons here. If the request is supported, the report would be forwarded for the Minister’s information as part of a request to approve the amendment.

- “4. *The supporting documentation should include appropriate justification for any strategic or policy changes being sought and demonstrate how the proposed amendment:*
(a) furthers the Schedule 1 objectives of LUPAA;”

Comment

The objectives are listed and discussed below:

- “(b) *is in accordance with State Policies made under section 11 of the State Policies and Project Act 1993;”*

The following State Policies are made under the State Policies and Projects Act 1993:

- State Policy on the Protection of Agricultural Land 2009;
- State Policy on Water Quality Management 1997; and

- Tasmanian State Coastal Policy 1996. The NEPMS are automatically adopted as State Policies under the State Policies and Projects Act 1993.

State Coastal Policy

The State Coastal Policy 1996 is applicable to the entire site as it is within 1km of the high-water mark. The three guiding Principles of the policy are:

“Natural and cultural values of the coast shall be protected.

The coast shall be used and developed in a sustainable manner.

Integrated management and protection of the coastal zone is a shared responsibility.”

In considering the principles and the objectives that sit below them, it must be noted that the STRLUS amendment area is to sit above and be separated from the coastline by the residential growth area already provided for around the perimeter of the site. In respect of the Future Urban zone, it should also be noted that the TPC has, in previously approving the LPS, already satisfied itself that urban growth in this area complies with the State Coastal Policy.

Additionally, methods of land management for this site would be identified and imposed at a later stage in the planning approval process, to ensure practical support for policy. In that sense, it is appropriate to consider the UGB amendment request at a strategic level, where there are no conflicts that cannot be resolved through future planning controls.

Environmental impacts associated with the design and construction of the land would require compliance with the applicable standards to control stormwater, in conjunction with the land below the UGB alignment. Council has demonstrated elsewhere that contemporary development adjacent to its extensive coastline can be appropriately engineered to protect environmental values.

It is appropriate to note also that the masterplan proposed a wide range of water sensitive urban designs and construction techniques, including pavement types and drainage systems, to manage stormwater impacts including contamination.

Environmental improvements are also proposed within the proposed Hilltop Park and the major open space linkages which follow drainage lines down from the park into the urban areas below.

Again, although outside the UGB amendment site, it is noted that the proponent intends to provide a wide coastal reserve around the perimeter of the property, which would have a range of benefits including avoiding conflicting development and providing community access to the coast.

State Policy on the Protection of Agricultural Land 2009

The purpose of the State Policy on the Protection of Agricultural Land 2009 policy is:

“To conserve and protect agricultural land so that it remains available for the sustainable development of agriculture, recognising the particular importance of prime agricultural land.”

The policy identifies eleven principles to establish sustainable agricultural use and development by minimising:

- a) conflict with or interference from other land uses; and
- b) non-agricultural use or development on agricultural land that precludes the return of that land to agricultural use.

The land is not prime agricultural land, and its productive potential is limited. Currently there is only small-scale grazing on the site. It is considered that land has neither regional nor local agricultural significance. The land has limited future potential due to its isolation from other farmland, its proximity to sensitive uses and distance to markets.

State Policy on Water Quality Management 1997

The purpose of the State Policy on Water Quality Management 1997 is:

“To achieve the sustainable management of Tasmania's surface water and groundwater resources by protecting or enhancing their qualities while allowing for sustainable development in accordance with the objectives of Tasmania's Resource Management and Planning System.”

Given that the site and subsequent development would be serviced by reticulated water, sewerage, and stormwater the most relevant sections of the policy are 17.2 and 33.1 relating to waste discharge, erosion and stormwater management, and could be addressed through future planning controls and as part of future permit applications. However, it is noted that the masterplan design considers these issues, for example, in terms of how the street layout and housing density respond to topography and how the drainage lines are protected from urban development.

National Environment Protection Measures (NEPMs)

NEPMs are also taken to be State Policies in Tasmania. NEPMs are made under Commonwealth legislation and given effect in Tasmania through the State Policies and Projects Act. NEPMs relate to:

- ambient air quality;
- ambient marine, estuarine and freshwater quality;
- the protection of amenity in relation to noise;
- general guidelines for assessment of site contamination;
- environmental impacts associated with hazardous wastes; and
- the re-use and recycling of used materials.

The listed NEPMs are not directly applicable to this proposal. However, as a generalisation the Codes within the Scheme contain provisions that would address these matters that may impact on issues such as water quality, at the time of an LPS amendment or a planning permit application.

“(c) is consistent with the Tasmanian Planning Policies, once they are made.”

Comment

This does not apply as policies have not yet been made.

“(d) meets the overarching strategic directions and related policies in the regional land use strategy.”

Comment

For the reasons discussed throughout the report, it is considered this requirement is satisfied.

- **Additional Matters**

RLUS1 also provides that requests to modify a UGB, will usually require an analysis of current regional residential land supply and demand. It sets out the information requirements, which are listed and commented upon below:

“1. Justification for any additional land being required beyond that already provided for under the existing regional land use strategy. This analysis should include the current population growth projections prepared by the Department of Treasury and Finance.”

Comment

The first stage of the masterplan process included an analysis of the housing market and report on future housing needs, for the Skylands site. That work is outlined on pages 13-16 of the Masterplan.

The proponents also provided the Macroplan study, which is discussed earlier in the report. The study was undertaken to provide a response to RLUS1.

The Macroplan key findings were:

- There is insufficient developable zoned land inside the urban growth boundary to ensure the usual 30-year supply.

- Greater Hobart has insufficient land, even if Skylands is expanded to its maximum.
- Only Clarence and Brighton have over 10 years' developable land, plus five years supplementary remaining within the UGB.
- Additional lots outside the UGB will make the Skylands project more sustainable.

The Macroplan report dated 25 January 2022, is the most substantial piece of work on demand/supply, undertaken for the region. The authors sought data from each of the sub-regional councils, which is a step that no previous UGB amendment has included.

The Macroplan report reviewed the supply/demand situation for each of the Greater Hobart and Brighton municipalities (pp 34-55). More usefully, the report provided the analysis of land take up since the UGB was set. The report summarises how forecasted supply would last, based on consumption rates and forecast demand, in the diagram on p64, below.

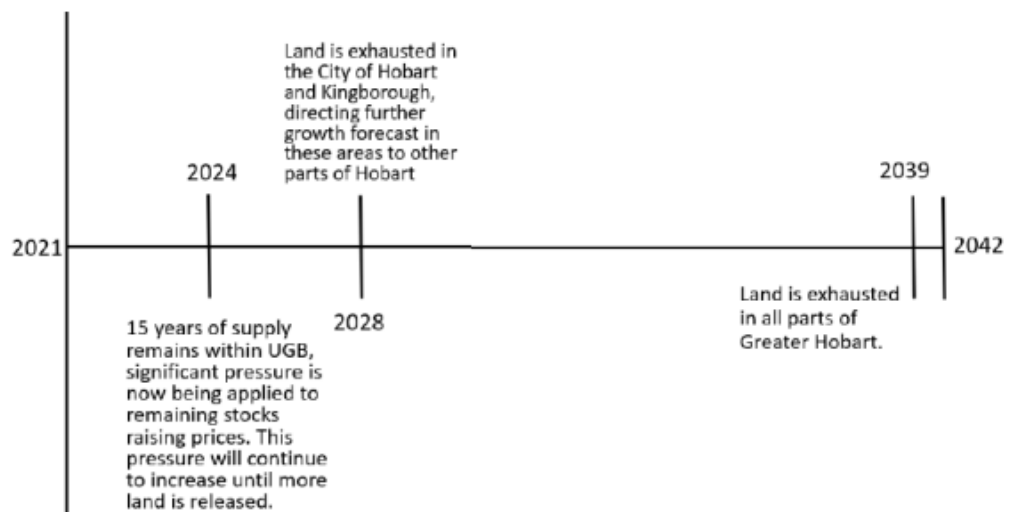


Figure 18: Macroplan supply forecast

- “2. Analysis and justification of the potential dwelling yield for the proposed additional area of land.”*

Comment

The analysis and justification is set out in the previous sections of this report. In summary these sections provide a case based on the future demand for additional housing and housing typologies. The masterplan also addresses the site suitability to contain the proposed lot yield. It is a key element of the proponent’s justification that the additional dwelling yield will provide for a critical mass of people in walking distance from neighbourhood activity centres, in turn enabling them to be viable and sustainable.

- “3. Analysis of land consumption (i.e. land taken up for development) since the regional land use strategy was declared.”*

Comment

Again, this report has provided a comprehensive assessment and can be read as part of the response to this RLUS1 recommendation. However, it is observed here that the relevance of the original STRLUS base data has lost its original gravitas. Fundamental problems with the original desktop forecasting techniques have been exposed, including the choice of growth areas and their actual potential, having regard to issues such as on ground physical constraints, market desirability, economical access to infrastructure, even through to landowner inertia.

It is also noted that the 30-Year Greater Hobart Plan did not map a UGB boundary, leaving it open to utilise the Logical Inclusions principle to consider the extent of urban growth at the peninsula.

- “4. Justification for any additional land being located in the proposed area, considering the suitability of the area in terms of access to existing physical infrastructure, public transport, and activity centres that provide social services, retail and employment opportunities.”*

Comment

The masterplan demonstrates that the additional urban area above the UGB, can be serviced by appropriate infrastructure. Government agencies have not identified any problems in relation to access to public transport, which serves the peninsula and would be extended to the future urban area, making it easily accessible to those living above the current UGB. Indeed, it should be assumed that with greater population, a higher level of service would be provided to the area, and this would also benefit all neighbourhoods along the Howrah, Tranmere and Rokeby routes.

The masterplan traffic study indicates the capacity of the road network can cater for the traffic demand and this is supported by council's Group Manager Engineering Services. It is also noted the Department of State Growth (DSG) was not opposed on traffic management grounds, meaning DSG's long term traffic modelling forecasting has allowed for the area expansion into the State road managed network.

The masterplan provides multiple transport modes through and available within the area. This includes primary roads linking to the existing Oceana Drive and Tollard Drive for buses and main vehicular connection, secondary roads, footpaths and pedestrian linkages for vehicles, cycling and pedestrians within neighbourhood centres. Also, an extension of the Clarence Foreshore Trail around the peninsula to provide public health benefit for the community. Some areas of the existing Clarence Foreshore Trail have 20,000 to 60,000 visits per month. The masterplan also provides an opportunity for future expansion of the Derwent River ferry service, which the Department of State Growth is presently working on increasing the ferry service to the northern suburbs of Greater Hobart.

The masterplan also demonstrates reasonable access to existing activity centres that provide social services, retail and employment opportunities. More importantly the masterplan includes provision for new activity centres that will serve the neighbourhoods, as well as those existing neighbourhoods to the north.

Those existing neighbourhoods currently rely on motor vehicles trips for daily and weekly shopping needs and to access services, facilities and entertainment. It follows that many such trips can be reduced when alternatives are available within the peninsula.

It is relevant to note that the masterplan also differs from conventional suburban development, in the way it would actively plan for opportunities for new ways of conducting business – including working from home and mixed-use areas. These factors will reduce impacts on infrastructure compared to normal suburban development.

“5. Consideration of appropriate sequencing of land release within the local area and region.”

Comment

The masterplan sets out a sequencing program, to ensure that neighbourhoods are completed before leapfrogging to other neighbourhoods. The plan recognises this is important, as critical mass within walking distance of each neighbourhood activity centre is critical to the success of those neighbourhoods. Staging can be managed through SAP controls in any planning scheme amendment developed to implement the masterplan.

“6. Consideration of any targets for infill development required by the regional land use strategy.”

Comment

The proposal has little impact on infill targets. The Macroplan report makes a strong case for demand for the type of housing proposed in the masterplan and claimed the need, based on the supply assessment of Greater Hobart and Brighton urban areas, noting that with low levels of supply in Hobart, Kingborough and Glenorchy, and lower than expected demand in Brighton (under STRLUS), additional demand would be transferred to Clarence, which has already proven to be the largest provider for urban growth.

The Macroplan report (p65) also argues that the Skylands area should be treated effectively as infill rather than greenfield, essentially having regard to its urban proximity and its connection to existing infrastructure. If that approach were taken, then Skylands would actually make a significant contribution to the infill housing target for the metropolitan area.

“7. Potential for land use conflicts with use and development on adjacent land that might arise from the proposed amendment.”

Comment

The potential for conflicts with other uses was identified through the council’s community engagement strategy. These included general and site-specific matters. However, to avoid unnecessary repetition, reference may be made to consultation section of this report.

13.2 Information Sheet Reviewing and Amending The Regional Land Use Strategies” – Additional Requirements

RLUS1 also sets out additional information for cases where greenfield proposals are involved. It defines greenfield as “..land is generally former agricultural or undeveloped natural land on the periphery of towns and cities that has been identified for urban development.”

As discussed earlier, there is a cogent argument that the Skylands Masterplan provides for a development proposal to be considered as infill, rather than greenfield. Moreover, while it may have some grazing activity, it cannot be said to be a genuine farming enterprise or having been so for many years. It cannot be said to be undeveloped natural land, having been substantially modified, with few if any natural values remaining.

Nevertheless, as the “30-Year Greater Hobart Plan” recognises that the peninsula growth area does include greenfield, the following comments are made in response to the relevant information requirements.

“1. How the amendment accords with the other strategic directions and policies in the relevant regional land use strategy.”

Comment

STRLUS has numerous strategic directions and policies and naturally many do not relate to this proposal. The Strategic Directions include:

- SD1: Adopting a more Integrated Approach to Planning and Infrastructure
- SD2: Holistically Managing Residential Growth
- SD3: Creating a Network of Vibrant and Attractive Activity Centres
- SD4: Improving our Economic Infrastructure
- SD5: Supporting our Productive Resources
- SD6: Increasing Responsiveness to our Natural Environment
- SD7: Improving Management of our Water Resources
- SD8: Supporting Strong and Healthy Communities
- SD9: Making the Region Nationally and Internationally Competitive

To save repetition here it is submitted that at this strategic level, the UGB amendment satisfies these directions to the extent that they are relevant to the proposal, for the reasons described throughout the report.

STRLUS contains a large number of regional policies, covered in 15 sections. It is submitted that at this strategic level, the UGB amendment satisfies these policies to the extent that are relevant to the proposal, for the reasons described throughout the report. However, it is useful to highlight the most relevant policies:

- “• ROS 1.5 Ensure residential areas, open spaces and other community destinations are well connected with a network of high quality walking and cycling routes.”

It is submitted the Skylands Masterplan will actively contribute to the achievement of this policy.

The Hilltop Park, and major linkages down into neighbourhoods and the coastal reserve would be significant local and regional open spaces, offering high quality access through the area, on some of the most scenic routes around the Hobart amphitheatre.

- “● *SI 2.1 Provide flexibility in planning schemes for a variety of housing types (including alternative housing models) in residential areas.*”

It is submitted the Skylands Masterplan will actively contribute to the achievement of this policy. The proponents intend to provide 5% social housing, in a diverse range of housing stock. Provision can be made for this in a SAP, with bespoke standards. Allocating social housing throughout neighbourhoods and in different housing types, will also avoid the stigmatisation of social housing evident in earlier social housing estates.

- “● *LUTI 1.1 Give preference to urban expansion that is in physical proximity to existing transport corridors and the higher order Activity Centres rather than Urban Satellites or dormitory suburbs.*”

It is submitted the Skylands Masterplan will actively contribute to the achievement of this policy. It should be noted that growth above the current UGB will support the efficient provision of infrastructure and services to the peninsula. Growth here is preferable to inefficient and comparatively more expensive growth at outlying centres or in sprawl.

- “● *LUTI 1.11 Encourage walking and cycling as alternative modes of transport through the provision of suitable infrastructure and developing safe, attractive and convenient walking and cycling environments.*”

It is submitted the Skylands Masterplan will actively contribute to the achievement of this policy. As discussed in the report, the grid street network in combination with linked open spaces actively encourages walking and cycling.

Although there are steep areas, the movement network, with its distributive system, low speed, low volume traffic routes, will suit non-motorised movement, including the growing trend to electric bicycles and scooters, in a way that suburbanism cannot.

- “● *SRD 2.9 Encourage a greater mix of residential dwelling types across the area with a particular focus on dwelling types that will provide for demographic change including an ageing population.*”

It is submitted the Skylands Masterplan will actively contribute to the achievement of this policy. The project provides for a wide spectrum of housing typologies, specifically to achieve complete and diverse neighbourhoods. Ultimately these are neighbourhoods where if they wish, families can age and change housing to suit their needs as they go through various stages of life, and yet remain within their community. This is the only Tasmanian project of its type and scale in recent decades that would offer this opportunity.

- “● *SRD 2.11 Increase the supply of affordable housing.*”

It is submitted the Skylands Masterplan will actively contribute to the achievement of this policy as the proponents aim to provide 5% of the housing as social housing. This would sit well with the population diversity objective and the needs of households as they move through life cycles and wish to remain in their own community.

- “2. *Impacts on cultural values, such as historic heritage values, Aboriginal heritage values and scenic values.*”

Comment

The land is not subject to the scheme's Historic Heritage Code but is known to contain Aboriginal heritage values. While work has been done to recognise and plan for the protection of those sites, more detailed assessment is required if the project proceeds to the LPS amendment stage, particularly having regard to comments received from Aboriginal Heritage Tasmania, which would be likely to require some refinement of the layout and activities:

“The Droughty Point peninsula is widely known to contain extensive Aboriginal heritage values which reflect the Aboriginal community’s past occupation and enduring connection to Country. The high significance of the Droughty Point site complex is well established and evidenced not only by the views of the Aboriginal community which are expressed in various heritage surveys, but also by its listing on the (now dissolved) Register of the National Estate. The Aboriginal values of Droughty Point remain protected under the Aboriginal Heritage Act 1975.

AHT has previously written to both the Skylands proponent and Clarence Council regarding the Aboriginal heritage concerns for Droughty Point. To reiterate that advice, AHT advises that although several Aboriginal heritage surveys have previously occurred at Droughty Point over the past 20 years, there are limitations to the content and coverage of previous assessments which render them insufficient to fully inform the proposed development. And while the previous assessments have identified Aboriginal heritage at Droughty Point in several locations, that heritage has not been comprehensively recorded or spatially mapped, nor has it been assessed in the context of the proposed Skylands project.

It remains AHT’s recommendation therefore that a detailed and specific Aboriginal heritage assessment is commissioned for the Skylands project to ensure the development can meet the requirements of the Aboriginal Heritage Act 1975. The assessment would provide recommendations regarding the avoidance, mitigation and management of Aboriginal heritage, and help the proponent meet due diligence requirements as prescribed by the Guidelines under section 21A of The Act...”.

The Scenic Landscape Code is not used in Clarence. However, as discussed earlier in the report, the scenic values of the site are significant on the Greater Hobart landscape, particularly in what has been appropriately termed the Hobart Amphitheatre. It is considered that the visual impact study contained in the masterplan, provides an appropriate analysis of the impact of urban development above the current UGB, compared to the impact of growth restricted below. It also demonstrates the significant impact of revegetating the upper slopes and hilltop, to enhance the peninsula’s landscape and more than offset the higher-level growth anticipated by the current UGB alignment.

- “3. The potential loss of agricultural land from Tasmania’s agricultural estate (including but not limited to prime agricultural land and land within irrigation districts) or land for other resource-based industries (e.g. extractive industries).”*

Comment

As discussed above, the land is not prime agricultural land. The conversion of the land to General Residential would result in the loss of grazing land, but this would have no strategic impact on the agricultural economy; as the site has little potential future value as farmland; being located adjacent to conflicting land uses and being separated from farming areas, it lacks potential for expansion and synergies with other industries connected to farming.

- “4. The potential for land use conflicts with adjoining land, such as agricultural land and nearby agricultural activities, other resource-based industries (e.g. forestry and extractive industries) and industrial land taking into account future demand for this land.”*

Comment

It is considered this test is met as the site does not adjoin any of the resource-based industries referred to.

- “5. Risks from natural hazards, such as bushfire, flooding, coastal erosion and coastal inundation, and landslip hazards.”*

Comment

Expanding urban development above the alignment is constrained by a range of physical constraints, that are discussed in the Masterplan report. However, all of these can be appropriately responded to via the Masterplan’s proposed urban design approach and ultimately by development standards imposed by future planning controls and planning permit conditions, covering engineering and construction techniques. The constraints do not preclude the UGB amendment.

“6. Risks associated with potential land contamination.”

Comment

There is no contamination mapped for this area, under the LPS. Based on the information available it is considered that there is no contamination that would impact on development above the current UGB. In any event, as with all development project, any event site specific issues are identified at the detailed design phase and addressed as appropriate.

“7. The potential for impacts on the efficiency of the State and local road networks (including potential impacts/compatibility with public transport and linkages with pedestrian and cycle ways), and the rail network (where applicable).”

Comment

As discussed within the report, a traffic study has been undertaken, as appropriate for the level of detail required for this phase. The masterplan includes continuation of the existing primary road network to provide direct linkage to the State road network. It is also noted that the Department of State Growth advised it had no objection to the project. This is important as the Department is responsible for the arterial roads ultimately providing access to Hobart and to the airport, which receive traffic from the Tranmere/Rokeby areas.

Consideration of traffic impact should recognise that impacts are long term and provide ample time to plan for changes in traffic movements and management, and improvements which can be made through the detailed design phase. In this regard it should be noted that the quantum of additional households in the study area would not exceed that number currently allowed for in the Future Urban Zone, potentially for around 25 years, after construction of neighbourhood 1 begins.

It is also relevant to plan for comparatively much lower peak time traffic from the Skylands neighbourhoods to the external collector and arterial roads, than the suburban estates through Tranmere, Howrah and Rokeby. This is because in providing for significantly wider diversity of population, Skylands neighbourhoods would have proportionally fewer commuting residents. By providing for older households and creating employment and activity centres within the area, residents would be able to access services, facilities and shops close by, without having to travel frequently to those offerings in other suburbs. This reduces total volumes in peak times on collector streets and the arterial roads leading to Hobart.

13.3 The Alternative – Restricting Development to the Current UGB

It is appropriate to consider the form of development and the possible future treatment of the peninsula if development is limited to the constraints of the current UGB. It is also appropriate to compare the possible outcomes against the Skylands proposal under consideration.

This approach would not require a change to the UGB and the processes around Ministerial approval and amendment of the STRLUS are not required. It is simply a rezoning issue, with support from a structure plan. To that extent the process should be quicker and more certain.

With less developable land, the housing yield would be lower than proposed in the Skylands masterplan. While this may have some visual attraction, it would also mean walkable neighbourhoods supporting sustainable activity centres become unlikely.

While activity centres could be expected, they would be fewer in number and provide less attractions and facilities. This is a function of both a reduction in critical mass of community to support them, less accessibility, and a change to a more car reliant form. A more car dependent community is likely to rely more on shopping facilities in Howrah and Rokeby.

The land above the UGB would remain under Landscape Conservation zoning and would remain in private ownership. While the public currently are afforded access for walking in this area, it is unlikely that would be a permanent arrangement, given potential liability for the landowner and future changes of ownership, resulting in dwellings being developed. There appears to be up to 8 dwellings that may be possible in the zone, based on the current title configuration.

It follows that if the Landscape Conservation zoned land remains privately owned, it will not be landscaped and revegetated to any great degree. This raises a question about whether this would result in a better landscape outcome than the Skylands Masterplan proposal, which offsets a higher level of development, by a revegetation of the upper slopes and hilltops.

There is a significant opportunity cost to passing on the 57ha Hilltop Park offer. It is most likely a one-off opportunity to obtain and provide a regionally significant recreational reserve, that would be a major attraction for residents and visitors and probably the most important public open space of its type in Greater Hobart. It also follows that existing and future residents of the Rokeby, Tranmere and Droughty Point area would not have the opportunity to use the hilltop area for recreation and to enjoy the experiences offered by such an area near their homes.

Whereas the Skylands Masterplan would create a finite level for future development, resulting from the boundaries of Hilltop Park. Instead, proceeding with a structure plan bound by the UGB will not preclude future ad hoc or planned expansions above the UGB. This would seem to be the least desirable outcome, because any such growth would be unlikely to be offset by substantive public amenity or landscape treatment. To highlight this prospect, it should be noted that there have already been several incursions into the UGB approved at Howrah, Tranmere, and Rokeby, as discussed earlier.

13.4 The Tranmere - Droughty Point - Rokeby Structure Plan

The structure plan has approximately 50% of the amount still in the budget to complete the project. It was put on hold when the Skylands proposal came up. The purpose of that deferral was to wait and see what the outcome of the Skylands project would be and then to resume the Niche work from there. As the project is incomplete, in the event that any changes were required as a result of any decision council might make on the Skylands proposal, there is scope to alter the brief or change the direction of the study accordingly.

Whether council now rejects or supports the request to amend the UGB, and if supported, whether it is then approved by the Minister, it would be appropriate to return to the completion of the structure plan project. This is because it involves several properties not just the Skylands site and a comprehensive plan for the area remains a strategic priority for the council to ensure comprehensive planning for future growth.

14 CONSULTATION

14.1 Background

As discussed above, finalisation of the Tranmere - Droughty Point -Rokeby Structure Plan was placed on hold pending the outcome of the Skylands Masterplan proposal. However, before that occurred, the structure plan had proceeded to a stage where the consultants had concluded a consultation process.

14.2 Proponents' Consultation

The Skylands Masterplan proponents undertook two consultation exercises. These included the “charette”, which has been discussed earlier in this report. They also maintained a web page containing progress reporting and an interactive map which allowed interested parties to log issues on it.

14.3 Council Consultation

Following council's adopted policy for requests to amend the UGB, a community engagement process was undertaken between 18 February and 28 March 2022.

A “Your Say” survey was provided on council’s web site, and relevant resource documents were made accessible. Extensive notification on the consultation was given through social media, the council web page, advertising in the Eastern Shore Sun, a VMS board at Shoreline roundabout, and direct mailouts to residents and landowners south of the Shoreline shopping centre and Rokeby Road. There were 801 survey responses as well as multiple emails which were included in the consultation summary and analysis. Of those responding, 66.3% were from Tranmere, Howrah and Rokeby and in broad terms, 64% did not support the proposal, 23% supported it and 12.4% were undecided.

Council was provided with access to the full details of the submissions and a summary of the consultation outcomes report was provided on council’s web page.

Council also considered workshop presentations by the proponents and by officials from the Friends of Tranmere and Droughty Peninsula Association Inc.

There were 181 total verbatim responses in support with general reasoning categorised and commented upon below. As many of the issues have been discussed in the report, to save repetition, reference is made to the relevant sections.

Most of the respondents in the “Support” category, outlined in Table 1 below, cited the need for more housing availability in the greater Hobart area and think that this parcel of land is an appropriate site for development. Many respondents like the development and think that this type of community living will benefit the region and that it is a well thought out proposal.

Table 1 Summary of Support Responses

General reasoning further categorised	Comments
<i>Housing crisis/need for more housing (66)</i>	Greater Hobart's housing supply issues and the relevant research documents have been reviewed in section 12 of this report.
<i>Well planned development (49)</i>	The merits of the design have been discussed in section 8 of this report.
<i>Good use of land/land not useful for farming (21)</i>	Although the owners have grazed cattle on the land, its value as farmland has been discussed in section 13 of this report.
<i>Economic benefit (14)</i>	<p>The project would have a significant range of economic development outcomes across a range of sectors, such as:</p> <ul style="list-style-type: none"> • Subdivision development, including significant infrastructure construction. • Building construction - including dwellings, commercial, community and recreational developments. • Employment and business, especially in neighbourhood activity centres and mixed-use locations. • Recreation, including through services to users of recreational areas and facilities. • Transportation infrastructure associated with any commuter or visitor ferry service. • Tourism, including visitors to the regional open spaces and activity centres.
<i>Good environmental factors (9)</i>	There is a range of environmental outcomes, including matters that require detailed engineering design, at a later stage through to the outcomes of revegetation within proposed open spaces and through civil engineering techniques such as water sensitive urban design within the public realm. Further discussion is contained in sections 8 and 13 of this report.
<i>Support development (7)</i>	No comments required.
<i>Support as long as other green spaces maintained (7)</i>	No existing green spaces external to the site are affected.

<i>Improve amenities of local area (5)</i>	<p>The provision of the Hilltop Park and coastal reserve would be a significant amenity for nearby residents, while local activity centres would offer new recreational, social and shopping experiences.</p> <p>The introduction of activity centres, with a wide range of facilities would be available to nearby residents north of the site. Indeed, existing residents' access to these services would offer amenities nearby that are not currently available, unless a trip is made to one of the shopping centres to the north.</p>
Support dependent on roads being improved (3)	Traffic management and future traffic implications are discussed in sections 7, 8 and 13 of this report. Regardless of that, it is appropriate to expect local and state authorities to ensure that long term safe movement systems are provided.

There was a total of 509 verbatim responses that did not support the proposal with general reasoning categorised and commented upon in table 2 below. Most respondents in the “Don't Support” category cited either a loss of local/Tasmanian/Australian lifestyle caused mostly by the proposed higher density of housing, or infrastructure issues - particularly traffic concerns. There is also a large number of respondents concerned about losing the current skyline and loss of habitat for local wildlife. Quite a few comments mentioned the style of development being “too American” and the overseas designers not understanding the Australian/Tasmanian way of life.

Table 2 Summary Do Not Support Responses

General reasoning further categorised	Comment
<i>Loss of lifestyle/housing density too high/ too 'American' (131)</i>	It is understandable that many people were concerned about an apparent American appearance, given that the illustrations in the masterplan presented building types that may be found in North American cities.

	<p>These concerns are clarified on p144 of the Masterplan, which explains that:</p> <p><i>“a. The illustrations in the report are intended to illustrate the general urban character and building types/intensity of development, not the style of buildings.</i></p> <p><i>b. The CFT (major landowner) intends to work with local builders to develop the Skylands way. Some neighbourhoods, by virtue of the local builders selected, may have a more distinctive look.”</i></p> <p>As the typology concepts also shown in the masterplan indicate, locally derived architectural forms would be developed. SAP controls would be used to ensure designs are calibrated to meet local character, as discussed in sections 7 and 8 of the report. The developer intends to adopt the ‘Jindee approach’ and will appoint a town architect to work with local builders and designers, to ensure standards are achieved. On page144, the masterplan explains that:</p> <p><i>“c. Jindee developed architectural standards (produced by Roberts Day Architects) that anchored 5 principles of timeless architecture into their document. It is related to elements such as building height and orientation, verandahs, roofs, the transition from indoor to outdoor living, colors (sic) and materials, etc.... What Jindee does well, as will Skyland, is to develop an architecture of place, not of time.</i></p> <p><i>d. Sometimes a style is developed that specifically appeals to the design sensitivities of the developer, however that is not the case with the CFT at this stage.”...</i></p> <p>However, in turning to the urban structure, including the layout of streets and parks, these features too are not unique to the American experience. In fact, the current form of subdivision through Howrah and Tranmere actually has much more to do with the car-based post war suburbanism from North America.</p>
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	<p>The background of the new urbanism approach to structure and urban design is discussed in section 7 of the report. However, it is useful to note that the core elements which provide the grid, density, mixed use and so on, originate in ancient European cities and towns; and that style continued and developed, until the early post war period. It can be seen in cities and towns throughout Australia. Locally, fine examples can be seen in older suburbs like Bellerive Bluff, Battery Point, New Town and North Hobart.</p>
<i>Traffic issues (112)</i>	Traffic management issues are discussed in sections 8 and 13 of this report.
<i>Environmental concerns especially protecting the skyline and the wedge tailed eagles (87)</i>	<p>While the skyline is bare of significant vegetation, and open to environmental damage, including erosion, the proponents intend to undertake a substantial revegetation program before handover of the skyline open space reserve to the council. This is discussed in sections 8 and 13 of this report.</p> <p>The proposed works are significant and would reintroduce substantial planting that would soften and enhance the appearance of the skyline, as well as repair and prevent future environmental damage.</p> <p>While the revegetation would also reintroduce habitat, investigations have found there are no wedge tailed eagle habitat sites in the study area.</p>
<i>Respect the UGB/boundaries (59)</i>	Justification for the expansion of the UGB is provided in sections 6 , 7 and 12 of this report.
<i>Issues with proposal i.e.. Conflicts of interest, lack of consultation, too many assumptions re. desire to walk (14)</i>	<p>There are arrangements in the Local Government Act to make appropriate declarations, in the event that any conflict of interest did exist.</p> <p>There has been extensive consultation undertaken by council, and by the proponent. As discussed previously, there is no statutory requirement to undertake any consultation on this proposal, at this stage. Statutory consultation is not actually required until or unless a planning scheme amendment is made and council decides to certify such an amendment.</p>

	<p>Walkability is an outcome of the design approach. In conventional subdivisions, like the those done to date on the peninsula, objectives like walkability would indeed be unlikely outcomes. However, the design principles guiding the masterplan can be expected to deliver for walkability, cycling, mobility scooters and the like. This is because the approach provides genuine connectivity and a permeable environment, with attractive and safe movement systems.</p> <p>The evidence for success is found in new towns and estates developed using these principles throughout Australia and internationally. Locally, walkable traditional urbanism is found in the established pre-war urban areas, which offer substantially the same format of street networks, density and proximity to activities.</p>
<i>Do not support development</i> (10)	No comments required

There were 97 total verbatim responses for undecided with general reasoning categorised and comment upon in Table 3 below. A large number of undecided respondents support development with certain caveats e.g. current UGB respected, current skyline protected, traffic and other infrastructure in place prior to development, housing density changed etc.)

Table 3 Summary of undecided

General reasoning further categorised	Comment
<i>Housing crisis/need for more housing</i> (66)	Addressed in table 1
<i>Well planned development</i> (49)	Addressed in table 1
<i>Good use of land/land not useful for farming</i> (21)	Addressed in table 1

<i>Economic benefit (14)</i>	Addressed in table 1
<i>Good environmental factors (9)</i>	Addressed in table 1
<i>Support development (7)</i>	No comments required.
<i>Support as long as other green spaces maintained (7)</i>	Existing green spaces north of the site are not impacted by the project. As discussed, the project proposes a significant contribution to public open spaces, including the ridgelines and upper hill faces, coastline and connections between them. This equates to around 34% of the site, compared to 5% which is ordinarily all the council is able to require, under legislation, as part of any residential subdivision.
<i>Improve amenities of local area (5)</i>	Neighbourhood activity centres within the site would also be readily accessible to exiting residents to the north, offering them much greater choice and accessibility than they currently have – with the nearest shopping and health centres at Shoreline and Pass Road.
<i>Support dependent on roads being improved (3)</i>	Addressed in table 1.

There were 628 total “other comments” responses with general reasoning outlined in table 4 below. A large number of the 'other feedback comments' were covered by responses to previous questions. There was also a large number of general statements either for or against the proposal along with a large number of conditional statements (e.g. support if UGB is kept, support if infrastructure better developed, support if X idea is considered). A number of people would like more consultation.

Table 4 Summary of Other Comments

General reasoning further categorised	Comment
<i>General/mixed statement against the proposal – 164</i>	No comments required.
<i>General/mixed statement in support of the proposal – 72</i>	No comments required.
<i>Traffic concerns - 65</i>	The masterplan includes a traffic engineering report. Traffic management is discussed in sections 8 and 13 of this report.
<i>Additional development idea from public – 65</i>	The designers considered a range of input and ideas from agencies and tested these during the design process. Other than the recommended changes to the east-west connection and limiting the density of the additional residential area above established Tranmere dwellings, there is no case to make further changes in the masterplan. However, there will be another opportunity to raise and test ideas in any future stage involving the development and approval processes for any SAP.
<i>Environmental /skyline issues (both for and against) – 51</i>	The project provides the opportunity to turn the substantial part of the hill faces and the ridgeline, over to public open space. In doing so, the skyline would be permanently protected, and its environmental values improved. The landscape architecture concept is discussed in Section 7 of this report.
<i>More consultation/ info needed – 48</i>	Community consultation is a vital part of long-term planning projects, and in this case significant consultation has occurred. The opportunity has been provided by the proponents through their design process to contribute design ideas and constraints and council's engagement process also reached large numbers of people and agencies, providing them with access to a large amount of information to enable input from those interested. In the event that the project advances to a planning scheme amendment application, then further substantial opportunities will be available for consultation and a more in-depth review of the future design standards, because any amendment would include a much greater level of detail than the masterplan.

<i>Inappropriate scale/housing density– 35</i>	The reasons for housing scale and density are discussed in Sections 6 and 7 of this report.
<i>Infrastructure developments needed for proposal to go ahead – 32</i>	All infrastructure required to support the development, such as water supply, including additional reservoir capacity, roads, stormwater drainage, must be provided by the developer.
<i>Support conditional on keeping current UGB – 29</i>	<p>To make the walkable neighbourhood design sustainable, with critical mass to support each neighbourhood activity centre, the UGB must expand. This is discussed in sections 6, 7 and 12 of this report.</p> <p>For the reasons discussed, unless development above the current UGB is provided for, the activity centres cannot be sustained, and future subdivision and housing would be more likely the same form of driveable suburbanism that has occurred to date within the peninsula.</p>
<i>Aboriginal heritage issues – 2</i>	As discussed in section 7 of this report, investigations appropriate to this stage have been undertaken and more detailed study will be required if the project advances. Findings may result in appropriate modifications to the design or to land management arrangements.

15 EXTERNAL REFERRALS

15.1 Regional Councils

As required by RLUS1, the application was referred to all southern region councils and they were also provided with all relevant information, including the masterplan and supporting reports.

The documentation, including the Macroplan study, significantly exceeded the quality of data in all previous UGB amendment requests of each council, including Clarence. It is the only time a proposal referred by a regional council has included an authoritative study of sub-regional demand and supply of land and housing, as well as population forecasting. In undertaking that work, Macroplan sought and obtained information from each council, and took that into account when preparing its report.

Those councils that wished to make comment are listed and their comments discussed below. Other councils either advised of no objection or did not respond.

- Glenorchy City Council noted that it had no comment to make on the “Skylands” Masterplan specifically, but said its *“...preference, though, is for the Masterplan to be considered as part of a prompt, targeted and holistic review of anomalies with the urban growth boundary (UGB) to address immediate issues. The benefits of such a review are as follows:*
 - *It would enable full consideration of the cumulative and broader regional impacts of proposed changes, including the implications of previously-approved changes*
 - *It would avoid individual case-by-case responses from the various southern Councils on the implications of these requests*
 - *It would reinforce the authority of the regional strategy. It is important to ensure that any such review fully considers the vision of the Hobart City Deal and the draft Greater Hobart Plan.”*
- Hobart City Council advised that *“The Council does not support at this time the proposal for an amendment to ... (STRLUS) to extend the Urban Growth Boundary. Rather, the Council support the consideration of this proposal as part of the 30-Year Greater Hobart Plan and ultimately a wider review of the STRLUS.”*
- Kingborough Council considered the Skylands request at its council meeting of 4 April 2022 and the Minutes show that it made no decision. However, council officers subsequently advised that *“Councillors felt that they could not provide support for the proposal due to the lack of data and in light of the pending review of the STRLUS”.*

Each response expressed concern that the proposal was premature, prior to completion of the Greater Hobart Plan. It is appropriate that subregional councils are cautious of UGB amendments; to be satisfied that strategically they are consistent with the appropriate settlement form of the metropolitan area. It is considered that the concerns of Greater Hobart councils have been addressed by the approval of the *30 - Year Greater Hobart Plan*, in August 2022. The report notes that:

“...the total available land supply within the current Greater Hobart Urban Growth Boundary could potentially cater for over 34 000 additional dwellings, which is more than our anticipated demand of 30 000 dwellings by 2050. It will be important to ensure that existing land supply is used efficiently and to encourage infill development and employment and business growth close to the main activity centres and along main transit corridors. In addition, we will strategically identify areas appropriate for consideration as future growth. Changes to the Urban Growth Boundary may result based on evidence of need and the application of technical planning analysis. The main areas identified for infill and greenfield development including future growth areas within each council are:

- *Clarence – primarily infill, with some greenfield, including in already identified future growth areas such as Droughty Point peninsula....”*

The plan does not include a settlement plan mapping the limits of settlement. In fact, such a map was intentionally removed from the final draft plan before it was approved. Instead, the plan relies on text descriptions for settlement locations. In relation to the Droughty Point peninsula, it is considered that the plan does envisage both growth within the present UGB as well as changes based on *technical planning analysis*.

The principle of Logical Inclusions, explored as part of the Greater Hobart project, and discussed earlier in this report, is applicable here. It enables flexibility in the interpretation and implementation of the plan, unbound by a definitive settlement map and allowing technical analysis to guide decision making. In this case the technical analysis has involved a review of the dynamic influences on settlement: changing population forecasts, housing supply, the need for wider housing typologies, land suitability, development costs, future infrastructure costs, and accessibility.

The council responses also suggested the premature nature of the UGB amendment, prior to the STRLUS review. The problem here is that the STRLUS is critically outdated, and the timing of a major review is unclear. Any estimates of review timelines must also be treated cautiously. Therefore, Logical Inclusions around Greater Hobart cannot wait indefinitely for that process to come around - doing so will only undermine further the veracity of STRLUS and ultimately, the *30-Year Greater Hobart Plan*.

As the White discussion paper indicates, the authority of any metropolitan plan is in jeopardy if it is not frequently reviewed and has dexterity to accommodate “logical inclusions”...This is precisely the case here and Greater Hobart and the wellbeing of its communities; its economic development; and urban management cannot afford to be contained by STRLUS’s rigidity within the City’s urban limits, especially given how out of date STRLUS is.

15.2 Government Agencies

RLUS1 also required seeking the views of relevant agencies. A number advised there was no objection to the proposal, including DPIWE – Natural & Cultural Heritage, Department State Growth, DPIWE – EPA, Tas Fire, and TasNetworks.

As discussed earlier, Aboriginal Heritage Tas provided advice regarding the existence of significant *Aboriginal heritage values and the requirement to adhere to Aboriginal Heritage Act 1975*.

Protection of indigenous values is vital. As it is believed that a large portion of the indigenous heritage values are located within 50m of the foreshore area, establishing protections in collaboration with the Tasmanian Aboriginal community can be achieved as part of the future detailed design process and that may result in modifications of the design.

Feedback from TasWater confirms that it is feasible to service the project.

They have advised that the:

“...applicant has engaged with TasWater previously on this development and been provided with schematic drawings as referenced in Section 12 of the Master Plan Report: Physical Infrastructure overview. These schematics were provided as initial concepts only as part of a request for service advice. The applicant should, at their earliest opportunity, provide TasWater with a hydraulic master plan/infrastructure plan that provides a level of design detail sufficient for TasWater to provide more detailed advice.”

16 STRATEGIC PLAN/POLICY IMPLICATIONS

The masterplan and the UGB amendment are supported by Council’s adopted Strategic Plan 2021-2031, in particular its goal for “A well planned liveable city”, is “Clarence will be a well-planned liveable city with services and infrastructure to meet current and future needs of our growing and vibrant community”, implemented through a series of objectives, relevantly:

“Roads and transport

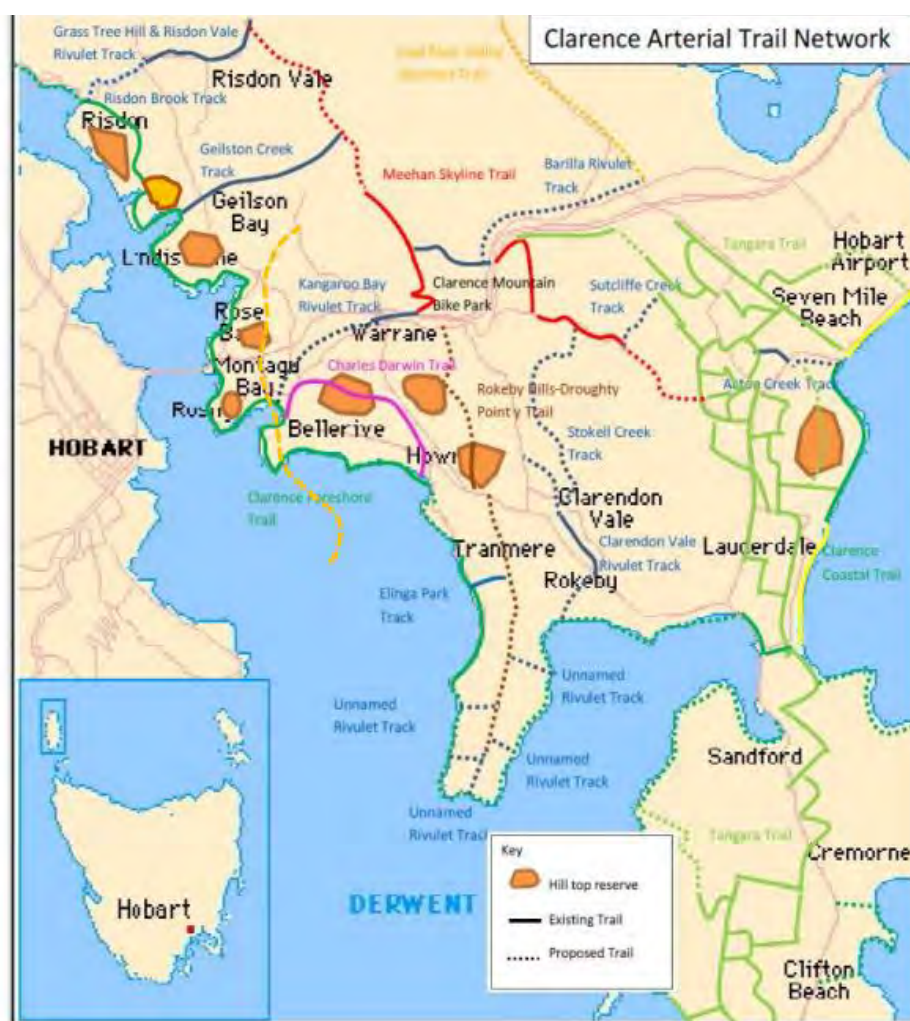
- 2.3 Developing and implementing traffic management plans to enhance connectivity and improve road safety.*
- 2.4 Reviewing and continuing to implement our Bicycle Plan and the Tracks and Trails Strategy for the city.*
- 2.5 Providing and prioritising a safe, reliable pedestrian network.”*

And

“Land use planning and urban design.

- 2.12 Undertaking best practice land use policy development and active participation in regional planning processes.*
- 2.13 Enhancing natural and built amenities to create vibrant, accessible activity centres and community hubs through quality urban design.*
- 2.14 Planning for a diverse range of housing to meet the needs of a wide demographic.*
- 2.15 Ensuring neighbourhoods have pleasant streetscapes and access to recreational spaces and appropriate neighbourhood facilities.”*

Council’s Strategic Plan is supported by several Council policies including the Tracks and Trails Action Plan 2015-2020, which identifies the proposed Hilltop Park, currently in private ownership, as a significant trail. This is shown on the map below.



Significant Trails

- Clarence Foreshore Trail /Clarence Coastal Trail
- Meehan Skyline Trail
- Rokeby Hills-Droughty Point Trail
- Tangara Trail
- Charles Darwin Trail
- Coal River Valley Gourmet Trail

Rivulet Tracks to connect to Significant Trails

- Grass Tree Hill Rivulet & Risdon Vale Rivulet
- Risdon Brook
- Geilston Creek Rivulet
- Kangaroo Bay Rivulet
- Barilla Rivulet
- Sutcliffe Creek
- Acton Creek
- Stokeil Creek
- Clarendon Vale Rivulet
- Coal River

Figure 19: Clarence Arterial Trails Network Plan

The Rokeby Hills – Droughty Point Trail cannot be implemented if the ridgeline and upper hill faces remain in private ownership. As discussed above, if the opportunity to obtain the land at this time is not taken, it is most likely the land will ultimately be developed for private purposes.

17 CONCLUSION

It is recommended that the Skylands masterplan be supported, subject to modification of the east-west connection between Norla Street and the lots behind existing Tranmere homes being low density residential sizes. It is also recommended that the Minister be requested to amend the UGB, to allow the further planning to proceed.

It is considered that in the proposal is strategically appropriate, for a range of reasons, including:

- The need for housing is supported by research on Greater Hobart land supply and demand, and population growth;
- The proposal is consistent with the 30-Year Greater Hobart Plan, RLUS1 and relevant council policy and strategy;
- The expansion is justified by the form of the development, including the need to develop walkable communities that also support neighbourhood activity centres;
- The urban design approach would provide for a unique and high-quality urban environment, befitting this significant site; and
- The development offers significant contributions to public open space, which will enhance the peninsula and be a major asset to the people of Greater Hobart.

Attachments: 1. Masterplan (1)
2. Information Sheet RLUS 1 – Reviewing and Amending the Regional Land Use Strategies (7)
3. White, G; Greater Hobart Plan Background Report. “Urban Growth Boundary Consideration (11)

Ian Nelson
CHIEF EXECUTIVE OFFICER

Illustrative Plan

Master Plan

This master plan which was derived from Structure Plan 1, illustrates how development can be organized across the peninsula, centered around 6 different neighbourhoods that include one main town centre, two neighbourhood centres, and three smaller neighbourhood centres anchored by civic buildings.



Information Sheet RLUS I

REVIEWING AND AMENDING THE REGIONAL LAND USE STRATEGIES

Purpose

This information sheet is issued by the Department of Justice, Planning Policy Unit and provides information on when and under what circumstances the regional land use strategies are reviewed and amended. It also provides information on the requirements and processes for reviewing and considering amendments to the regional land use strategies.

Background

The *Land Use Planning and Approvals Act 1993* (LUPAA) provides for the preparation and declaration of regional land use strategies, which provide an important high-level component of the planning system. Essentially, the regional land use strategies provide the linkage between the Schedule 1 objectives of LUPAA, State Policies established under the *State Policies and Projects Act 1993*, and the future Tasmanian Planning Policies with the current interim and future Tasmanian planning schemes. They provide the mechanism by which the strategic directions of the State and each region are implemented through the land use planning system.

The regional land use strategies set out the key agreed strategic directions for a region over the medium to longer-term. They aim to provide certainty and predictability for Government, local councils, developers and the community on where, when and what type of development will proceed.

Three regional land use strategies are currently in place in Tasmania. The Minister for Planning¹ originally declared the Cradle Coast, Northern and Southern regional land use strategies on 27 October 2011².

The three regional land use strategies provide the strategic direction for future land use and development in each region over a 25-year time horizon. The strategic directions, policies and actions contained within the regional land use strategies aim to deliver sustainable settlements that are integrated across each region, integrated with services and infrastructure, and complemented

¹ Minister for Planning, the Hon Bryan Green MP.

² The three regional land use strategies are: Living on the Coast – The Cradle Coast Regional Land Use Planning Framework; Northern Tasmania Regional Land Use Strategy; and Southern Tasmania Regional Land Use Strategy 2010-2035.

by built and open space environments. They also provide directions, policies and actions to protect Tasmania’s agricultural estate and other resource-based industries and protect the State’s cultural and natural environments.

Regional land use strategies may also incorporate or reference specific local strategic documents for the purposes of reflecting the application of each strategy within a particular municipal area or sub-regional area.³

Since their declaration, a number of subsequent amendments have been made to both the northern and southern regional land use strategies. The amendments range from minor revisions and refinements to improve consistency and revisions to align with the latest planning reforms, through to broader reviews to implement more strategic changes, such as the review of the Northern Tasmania Regional Land Use Strategy to allow for components of the Greater Launceston Plan.

The regional land use strategies are currently implemented in the land use planning system through statutory zoning and planning provisions in interim planning schemes. They are a key consideration when amendments to the interim planning schemes and other existing planning schemes are being assessed. The regional land use strategies will similarly be implemented through the Local Provisions Schedules (LPSs) that form part of the Tasmanian Planning Scheme.

Legislative context

The regional land use strategies are given legal effect through section 5A of LUPAA.

The Minister for Planning may declare a regional land use strategy for a regional area. Amendments to a regional land use strategy may also be made by the Minister declaring an amended strategy and the Minister is also responsible for keeping the strategies under regular and periodic review.

In addition, comprehensive reviews of all three regional land use strategies will be undertaken following the implementation of the future Tasmanian Planning Policies.

When declaring a regional land use strategy under section 5A of LUPAA, the Minister must first consult with the:

- Tasmanian Planning Commission;
- planning authorities; and
- relevant State Service Agencies and State authorities.

LUPAA specifically requires all planning schemes and any amendments to a planning scheme to be, as far as practicable, consistent with the relevant regional land use strategy.

Before certifying and publicly exhibiting a draft planning scheme amendment, a local council, acting as a planning authority, needs to be satisfied that the draft amendment is consistent with the relevant regional land use strategy.

³ Before being incorporated into (or referenced in) a regional land use strategy, local strategic documents would need to be based on verifiable evidence, supported by Government and demonstrate how they reflect the strategic application of a relevant strategy.

Equally, the Tasmanian Planning Commission must be satisfied that a draft planning scheme amendment is consistent with the relevant regional land use strategy before approving the amendment. Similar legislative requirements apply to all future LPSs, and amendments to LPSs that will be in place under the Tasmanian Planning Scheme.

Reviewing and amending the regional land use strategies

Regional land use strategies have a significant role to play in setting the medium to longer-term strategic directions for each region. Therefore, it is important that the strategic directions, policies and actions contained within each strategy appropriately address both current and emerging land use planning issues. To achieve this, the Minister for Planning is committed to regularly and periodically reviewing the strategies.

Amendments to regional land use strategies will need to be considered over time for a number of reasons. Importantly, amendments to the strategies will generally occur as part of the reviews that are conducted by the Minister for Planning. The Minister for Planning may consider an amendment to a strategy outside the normal review periods under exceptional circumstances.

Any amendment to a regional land use strategy that is requested by an individual or a planning authority would need to be supported by documentation that identified and justified the need for the amendment. Moreover, as the regional land use strategies are a regional plan, it would require the general support from all councils within the region.

The request would also be subject to a rigorous assessment process to ensure that the agreed medium and longer-term strategic directions contained in the relevant strategy are not undermined. This is necessary to ensure that any site-specific amendments to a regional land use strategy do not lead to unintended regional planning outcomes.

An amendment to a regional land use strategy may need to be considered for purposes such as:

- implementing broader legislative reform or overarching State policies or strategies (e.g. the future Tasmanian Planning Policies);
- implementing any revised background analysis of issues in response to changes such as demographics, emerging planning issues, housing supply and demand, or population growth projections;
- incorporating or referring to local or sub-regional strategy planning work that is based on verifiable and agreed evidence and reflects the application of a regional land use strategy in a municipal area or sub-regional area;
- incorporating contemporary community expectations; or
- making minor refinements to correct errors or clarify the operation of a strategy.

It is also important to consider that amending a regional land use strategy is not always the most appropriate course of action to facilitate use and development within a region. This is because the strategies represent the agreed and approved strategic directions for each ‘entire’ region and provide certainty to the broad community, infrastructure providers and governments as to medium and long-term investment decisions. Consequently, use and development should be directed in the first instance to those agreed areas identified in the relevant strategy.⁴

Information requirements to support an amendment request

The information requirements for considering a request to amend a regional land use strategy will be dependent on the nature of the proposed amendment.

Before an individual or a planning authority considers whether or not to make a request to amend a regional land use strategy, it is recommended that early discussions take place with the Planning Policy Unit within the Department of Justice to determine if specific information requirements will be required to enable the consideration of the proposed amendment.

All requests to amend a regional land use strategy should include, as a minimum, the following information.

Minimum information requirements to support an amendment request

1. All requests for an amendment to a regional land use strategy should first be directed to the **relevant local planning authority or regional body representing the local planning authorities in the region.**
2. All draft amendments to a regional land use strategy should be submitted in writing to the Minister for Planning by the **relevant local planning authority or regional body representing the local planning authorities in the region.**
3. The supporting documentation should include details on why the amendment is being sought to the regional land use strategy.
4. The supporting documentation should include appropriate justification for any strategic or policy changes being sought and demonstrate how the proposed amendment:
 - (a) furthers the Schedule 1 objectives of LUPAA;
 - (b) is in accordance with State Policies made under section 11 of the *State Policies and Project Act 1993*;
 - (c) is consistent with the Tasmanian Planning Policies, once they are made; and
 - (d) meets the overarching strategic directions and related policies in the regional land use strategy.

⁴ For example, the Northern Tasmania Regional Land Use Strategy and Southern Tasmania Regional Land Use Strategy 2010-2035 direct residential development in areas within a relevant Urban Growth Boundary or growth corridors.

As the regional land use strategies represent the agreed and approved strategic directions for the planning authorities that are located in a particular region and the State, any proposed amendments need to consider the impacts on these entities and should be based on an agreed position.

To assist with the consideration of an amendment to a regional land use strategy, it is strongly recommended that written endorsement for the proposed change is sought from all the planning authorities in the relevant region.

It is also strongly recommended that consultation with relevant State Service agencies, State authorities and other infrastructure providers be undertaken before making a request for an amendment to ensure that any significant issues are avoided when the Minister for Planning consults as part of considering the merits of the amendment request.

In addition, amendments that seek to modify an urban growth boundary (or equivalent), settlement growth management strategies, or seek other modifications to a regional settlement strategy, will usually require additional supporting information such as an analysis of current residential land supply and demand, using accepted contemporary and verifiable data sources, that considers the region in its entirety.

The following additional supporting information should also be included.

1. Justification for any additional land being required beyond that already provided for under the existing regional land use strategy. This analysis should include the current population growth projections prepared by the Department of Treasury and Finance.
2. Analysis and justification of the potential dwelling yield for the proposed additional area of land.
3. Analysis of land consumption (i.e. land taken up for development) since the regional land use strategy was declared.
4. Justification for any additional land being located in the proposed area, considering the suitability of the area in terms of access to existing physical infrastructure, public transport, and activity centres that provide social services, retail and employment opportunities.
5. Consideration of appropriate sequencing of land release within the local area and region.
6. Consideration of any targets for infill development required by the regional land use strategy.
7. Potential for land use conflicts with use and development on adjacent land that might arise from the proposed amendment.

The following matters must be considered if an amendment is proposed to a regional land use strategy to develop ‘greenfield’ land⁵. These matters may also need to be considered for amendments relating to some infill development (such as ‘brownfield’ and ‘greyfield’ development⁶).

The following matters should be considered.

1. How the amendment accords with the other strategic directions and policies in the relevant regional land use strategy.
2. Impacts on natural values, such as threatened native vegetation communities, threatened flora and fauna species, wetland and waterway values, and coastal values.
3. Impacts on cultural values, such as historic heritage values, Aboriginal heritage values and scenic values.
4. The potential loss of agricultural land from Tasmania’s agricultural estate (including but not limited to prime agricultural land and land within irrigation districts) or land for other resource-based industries (e.g. extractive industries).
5. The potential for land use conflicts with adjoining land, such as agricultural land and nearby agricultural activities, other resource-based industries (e.g. forestry and extractive industries) and industrial land taking into account future demand for this land.
6. Risks from natural hazards, such as bushfire, flooding, coastal erosion and coastal inundation, and landslip hazards.
7. Risks associated with potential land contamination.
8. The potential for impacts on the efficiency of the State and local road networks (including potential impacts/compatibility with public transport and linkages with pedestrian and cycle ways), and the rail network (where applicable).

Process for considering an amendment request

The process for considering an amendment request to a regional land use strategy will depend on the nature and scope of the request and the adequacy of the supporting documentation.

As a minimum, the Minister for Planning is required to consult with the Tasmanian Planning Commission, planning authorities, and relevant State Service agencies (e.g. Department of State

⁵ Greenfield land is generally former agricultural or undeveloped natural land on the periphery of towns and cities that has been identified for urban development

⁶ Brownfield sites are underutilised or former industrial or commercial sites in an urban environment characterised by the presence of potential site contamination. Greyfield sites are underutilised, derelict or vacant residential or commercial sites in an urban environment that are not contaminated.

Growth) and State authorities (e.g. TasNetworks) on all amendments to regional land use strategies).

The Minister will consult with these relevant entities for a period of at least 5 weeks. The Minister may also need to consult with other infrastructure providers, where relevant, such as TasWater and TasGas.

For amendments seeking to incorporate broader strategic changes to a regional land use strategy, the Minister for Planning is also likely to seek public input through a formal public exhibition process during this 5 week consultation period. Broader strategic changes have the potential to affect property rights and the community should be afforded natural justice before the Minister declares an amended strategy.

The Minister for Planning will also require all planning authorities in the relevant region to agree to the proposed amendment.

Following the consultation period, the Minister for Planning will consider any submissions received and seek advice from the Department of Justice, Planning Policy Unit before determining whether or not to declare an amended regional land use strategy and whether any modifications are required to the amendment prior to declaration. Procedural fairness will be afforded to all parties prior to making a decision on the amendment request.

Where can I get more information?

General enquiries about the requirements and process for considering amendments to the regional land use strategies should be directed to:

Planning Policy Unit
Department of Justice
GPO Box 825
HOBART TAS 7001

Telephone (03) 6166 1429
Email: planning.unit@justice.tas.gov.au

January 2019

Considerations to Metropolitan Regional Planning - Draft Hobart Metropolitan Plan

July 2022

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1.0 Urban growth boundary considerations

A growth boundary is a long-term edge line used as a proactive growth management tool that seeks to contain and direct growth and promote a more compact Urban Fabric. They must be adopted as a component of a Regional Growth Management Plan and specific to the needs of the planning area. They are a necessary part of the Growth Management Framework of most Metropolitan Regional Plans both in Australia and overseas.

The Growth Management Framework is the essence of a Metropolitan Regional Plan and is typically used to encourage sustainable growth through higher density housing, mixed use development, eliminating leapfrog development and sprawling urban fabric, and enabling more efficient use of infrastructure. Furthermore, guaranteeing protection of agricultural and natural land by controlling incursions into the rural and edge areas in tandem whilst promoting and guiding development to areas suitably designated for growth with established and programmed infrastructure.

Growth boundaries can be complimented by provisions which provide some flexibility, the degree to which this can be enabled depends on the circumstances of a particular plan. Studies have shown that if the conversations around a growth boundary are overly flexible, the plan can become ineffective and lacking capacity to be an effective management tool. However equally important is that logical adjustments should be able to be accommodated if legitimate planning issues become apparent not only during plan making and adoption process but also during operation of the plan. A Balance between flexibility and protecting the integrity of a boundary can be achieved by putting in place a review process and principles around consideration of minor adjustments under a principal called “Logical Inclusions”.

It is worth discussing the advantages of a Growth Management Boundary within a Metropolitan Regional Planning framework in tandem with pointing out the importance of also having review capacity called “Logical Inclusions” for a plan if boundary integrity issues arise.

2.0 Importance of a growth management boundary

The Growth Boundary provides a spatial holding pattern around which the framework of a chosen Metropolitan Planning framework can be managed and implemented. The framework is usually in place for a specified period before being reviewed. A growth Boundary provides support and in turn is supported by a number of crucial planning focus areas which are mutually inclusive and discussed below.

2.1 Infrastructure

Growth boundaries have been beneficial to councils, state government and the development sectors because money can be saved connecting to existing or planned infrastructure fabric. Where it can be assumed power, public sewer, water, transportation and other basic community needs would be available or sequenced. Infrastructure assessable within boundaries simplifies the development processes, providing incentives for development where services are typically cheaper or readily available.

2.2 Infill and Development

Incentives are in place and there are provisions to encourage land to be recycled, there is easy redevelopment of existing stock, that infill can targeted to occur on vacant land and there is an ability to have smooth and easy consolidation of acreage and serviceable land. Providing capacity and facilitating development in designated areas relieves pressure for development leapfrogging, in and outside the boundary.

2.3 Metropolitan Revitalisation

Growth boundaries contribute and assist in the promotion of mixed- use, encouraging and incentivising central metro and older centres revitalisation, main streets, the recycling lands for higher density residential, introducing new commercial and other employment uses. Promoting smart growth and a sustainable development is synonymous with encouraging walkability because of proximity between residential, retail and employment opportunities. The mixed-use development concept encourages and attracts uses to move back into the fabric of the CBD and other centres, which as a bonus bring in servicing and commercial opportunities to other land. The CBD of the metropolitan area and centres become legitimate focal points for the community and act as catalyst for additional development.

2.4 Increased Density

The integrity of a growth boundary also promotes and supports the development of a variety of housing choices in addition to typical low density suburban housing models. Higher-density housing products within the urban growth boundary with proximity to centres and public transport contribute to the notion of walkability and a compact urban form.

2.5 Land Preservation

Preserving and protecting rural lands and environmentally sensitive edge areas from urban encroachment is a significant objective of a growth containment framework. Preserving edge lands and having a general sequencing of development leads to more sustainable growth, and protection of the environmental resources.

2.6 Countering Leapfrogging

Leapfrogging can occur beyond the city fringe and results in fragmented open spaces where farms and natural areas are impacted by a mosaic of development, giving rise to an unplanned pattern of suburban subdivisions scattered around the urban edge. Overtime this type of development creates pressure for infrastructure services, roadways and sewage lines expanded specifically to serve the disconnected areas, long term being costly to the state, local government and the community.

Consistent with the above the Greater Hobart Plan outlines that it is a whole-of-city guide to assist the development of transport, housing and employment centres and how they relate to each other in the long term.

3.0 Adjustments to urban growth boundary

Alongside the importance of having a Growth Management Plan supported by an appropriate Growth Management Boundary is for plans and growth boundaries to be regularly reviewed and respond to changed conditions and growth pressures. The reviewed Metropolitan Regional Plan will set new growth considerations and strategies. The new urban footprint will identify the land which will be needed to accommodate a regions new growth management scenario for the specified period of the plan.

Whilst the use of an urban growth boundary is largely accepted as a component of a growth management framework in most Metropolitan Regional Plans. There have however, been significant debates in some metropolitan regional planning exercises both in Australia and other parts of the world around the choice of a particular growth management boundary. The common argument being the sterilisation of some edge lands indefinitely from future urban consideration. The Metro Plan for Portland in Oregon USA is a case in point, being the subject of perhaps more debate than many metropolitan regional plans on its Growth Boundary process.

3.1 The Case for Logical Inclusions Considerations in the Draft Hobart Metropolitan Plan

Adjustments to the growth boundary can become apparent both during the consideration of submissions to a new Metropolitan Regional Plan or become logical adjustment during the life of the plan. This is likely to be the case the first time a Metropolitan Regional Plan is prepared for a locality. Where matters not apparent in the initial cut of the growth boundary are identified as a result of submissions and council feedback which deserve pragmatic consideration. It also occurs when there are multiple planning processes in play and when preparation and timing is not aligned up or down a line of sight between metropolitan regional planning process, local council strategic plans or finer grained analysis and when completed create relevant and legitimate boundary considerations. It can also be the case that higher level regional plans or new state government policy can prompt consideration of new issues on the edge of the Metropolitan Plan.

Capacity to enable consideration of these sometimes-logical inclusions can contribute not only the credibility of the plan but also its management capacity, which is a core consideration to having a planning management framework in the first place.

The credibility of a particular growth management framework can be subjected to intense scrutiny both at the inception of the Metropolitan Regional Plan and later in the implementation framework if the urban growth boundary is questionable or shown to be inappropriate in the face of evidence and new information being presented. Governments and municipal planning authorities have been put under immense and sustained pressure where questions remain unanswered on the aspect of the criteria and manner in which a growth boundary has been selected or implemented or where obvious anomalies

need attention. It will simply not be accepted by many if a response is along the lines of that a matter cannot be considered unless it is part of the formal review of a plan which could be set down to occur in 5 years' time.

If there is failure for matters to be clearly understood or accepted, it can potentially undermine the whole fabric of an otherwise sound plan. When perhaps simple adjustments could have taken place or been accepted enabling the body of a plan to go through unscathed, because a legitimate review process was embodied in the plan. These issues can be addressed in a particular plan under a section or part which deals with "Logical Inclusions". Circumstances and a strategy for considering adjustments to the urban growth boundaries would be a valuable component of any Metropolitan Regional plan. Part of a systematic process which demonstrates a pathway satisfying predetermined criteria for consideration of adjustments to the urban growth boundary. How the principal of "Logical Inclusion" is used would be specific to the particular plan and would be the means logical adjustments could be facilitated without compromising the integrity of the plan.

In 2011 Victorian government undertook a review of the growth boundary for the 2009 Melbourne 2030 plan to counter criticism which had built up to the process. This review followed a reconsideration of submissions by individuals and representations by local governments to the growth boundary that had been suggested two years before in the 2009 plan process. A review fabric was put in place under the "Logical Inclusion" principal which was deliberately framed to suit the needs of this particularly complex major review of Plan Melbourne 2030. It involved revisiting a considerable number of submissions not previously accepted for boundary re-considerations. It is worth noting that this is one of the few documents in metropolitan regional plans both in Australia and the rest of the world, which affords examination of a growth boundary under the heading "logical inclusions". However, consideration around the principle does not necessarily need to occur and be part of a review process at the scale which occurred for the Melbourne 2030 plan in 2011, as part of its boundary review processes.

In the Melbourne case, the following standards put in place which outlined land proposed for logical inclusion must at least meet the following requirements when the review tests were being applied:

1. Be located within a growth area municipality or local government.
2. Be adjacent to or on the existing urban growth boundary-land. Being located away from the urban growth boundary cannot be incorporated unless there was logic of including intervening land.
3. Be proposed for residential or employment development.

In the case of the Hobart Metropolitan plan the "Logical Inclusion" principal could trigger a different review process to the one followed under the Melbourne example. This could take the form of embodying the review process within the plan itself and give capacity to acknowledge that there may be a need for logical adjustment to be made if circumstances demonstrate. The implementation of the

“Logical inclusions” principal under the Hobart Metropolitan plan could take the form of a transparent review tool or relief valve around which contested or emerging issues could be considered in accordance with predetermined criteria. This process would provide a set of principles around which adjustments to the urban growth boundary can be considered and satisfied. This process would be specific to acceptable adjustments within the structure of the Hobart Plan. Matters of a scale or nature which could structurally impact on the Metropolitan Plan are not envisaged for consideration under the principal of “logical inclusions”, these would need to be considered as part of a different process, the periodic plan review.

It is recommended that consideration be given to the logical inclusions section of *Plan Melbourne 2030*. The three standards provided in *Plan Melbourne 2030* can be extracted and provide a fundamental basis for Metropolitan Regional Planning. Secondary principles should be incorporated within this, as they can provide a variety of supporting guidelines. The following Secondary Planning Policies for Metropolitan Regional Planning promote growth:

- Where land is unconstrained and adjoining or surrounded by existing Urban Development or zones and capable of being readily serviced
- Where development has occurred on one side of a road and not the other unless there is a clear and logical reason for that road to be the boundary otherwise it is a waste of infrastructure
- Where a previous constraint that may have prevented development has been removed and there is no longer a reason that the land should not be developed
- Where new technology or a new processes has enabled previous impediments to development to be removed
- Where the provision of new infrastructure has changed the strategic priorities
- Where errors have been made through inaccurate mapping or ground truthing of data

Conclusion

The Hobart Metro Plan already outlines "as well as Urban Consolidation", it is expected that the Plan will identify areas for future growth, which may result in adjustments to the current growth boundary.

The criteria mentioned above and a Hobart version of the 3 points discussed above in relation to Melbourne, embodied into the plan - demonstrate that the plan boundaries are capable of being adjusted but if it occurs it must happen in a particular way and add thereby providing tangible flexibility opportunities if issues arise.

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