

Coles Bay Township Structure Plan



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Coles Bay Structure Plan

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Executive Summary

In 2014, the Bicheno and Triabunna & Orford Structure Plans were prepared and approved by the Glamorgan Spring Bay Council. These Structure Plans provide a vision and recommended actions for land use, transport, built form and public spaces in the respective towns over the next 20 years.

The Council has now identified the need to prepare a structure plan for the Coles Bay / Swanwick area. The aim of this plan is to identify a future vision for land use and development in the central region of the Council. This area will greatly benefit from the provision of a structure plan, providing future direction for growth and development.

The community has a distinct character set within highly desirable coastal setting. The combination of natural and heritage assets, community facilities and attractions make the Coles Bay area an appealing destination for tourists and an attractive place to work and reside.

Along with directing future growth, the Structure Plan will seek to ensure that township entrances, activity precincts, key public open spaces and linkages are protected against inappropriate development and maintain a high level of visual amenity, pedestrian amenity and safety. The structure plan process examines the streetscape character and urban design features for key areas. It will provide high level advice on areas for improvement, in line with best practice urban design and safe design principles.

The preparation of the Structure Plan requires identifying local needs, values and expectations; in order to establish the key issues that affect the township. This involves a two-way relationship in which information is conveyed. The views and inputs of affected residents, businesses and visitors are sought on issues, projects or developments that affect them directly - or in which they may have a significant interest.

Structure Plan Layout

The Structure Plan focuses on the Coles Bay area including Swanwick and the surrounding hamlets with a separate structure plan prepared for Swansea in parallel to this. The Coles Bay area has a distinct characteristic within the Glamorgan Spring Bay Council.

1 Introduction

1.1 Project Aims

The Glamorgan Spring Bay Council is creating a Structure Plan for Coles Bay that will provide a 20 year blueprint to guide the development of the town. The Structure Plan will provide a vision for future land use and development within Coles Bay to 2035 and will provide a basis to align the zoning, planning scheme provisions, infrastructure provision and local services within a modern and integrated framework.

This document outlines the structure planning process and identifies a preferred land use and development strategy for the study area. The Structure Plan incorporates the Coles Bay & Swanwick Townships, as noted in figure 13. The plan discusses the regional context of the areas however does not specifically address the land use framework for the local government area as a whole. A number of infrastructure elements that are identified in strategic planning documents have been considered in the preparation of the Structure Plan.

The Structure Plan is a framework to guide future land use planning and provision of infrastructure and community facilities. It contains detailed investigations of the projected development capacity of the areas and confirms land use suitability and infrastructure requirements for future development.

The Structure Plan will not rezone the land; rather it provides a direction for land use and transport planning at a strategic level. The Structure Plan will be further developed and refined based on feedback received during the exhibition process.

A Structure Plan provides a framework for the coordinated provision and arrangement of future land uses, subdivision and development in new urban areas (greenfield sites) and in existing developed/redevelopment areas (brownfield sites).

A Structure Plan is a strategic document that guides the planning of new areas of settlement (and also for retrofitting existing areas) in terms of infrastructure and road and pathway connections improving access by walking, cycling and public transport, raising densities and introducing local shopping and a greater mix of uses.

http://www.planning.tas.gov.au/the_planning_system/local_area_planning Accessed on 18-8-2014

1.1.1 Role of the Structure Plan

The Coles Bay Structure Plan will help guide the future development and growth of Coles Bay and the Swanwick area. The Structure Plan will provide a high level planning framework and guide how growth will occur in specific areas within the towns. The Structure Plan sets directions for future land use to accommodate projected population growth. It maps where housing, retail, commercial, industrial and community uses of land will be located and what infrastructure (e.g. roads, water, sewerage, gas) and services (e.g. health, education) are needed to complement growth.


The **aim** of the Structure Plan is to:

- Create a framework for Coles Bay for future growth of residential, commercial and industrial land uses for the next 20 years.
- Carry out the recommendations of the Southern Tasmania Regional Land Use Strategy 2010-2035 and other regional framework documents.
- Investigate and provide recommendations to revitalise existing commercial zones within the townships.
- Identify large-scale development opportunities around Coles Bay.
- Highlight gaps in community services and facilities and prepare recommendations to address these.
- Identify Urban Design principles to enhance the local centres and provide a high level of amenity for residents and tourists.
- Identify key tourist functions of the region and sustainable development to the tourism industry.

The Structure Plan also identifies the following **objectives**:

- Protect the natural environment and ensure that threatened flora and fauna are not impacted upon by development of land.
- Ensure infrastructure has the capacity to sustain future proposed growth.
- Provide for greater opportunities of employment services and retail.
- Identify key pedestrian and cycle links and improve access to alternative modes of transport.
- Provide recommendations for future planning scheme amendments to direct growth.
- Promote healthy and vibrant townships including access to community and recreation facilities and high quality urban design.
- Stage growth and development areas in a sustainable way to take full advantage of services and keep defined township boundaries.

The plan is a high-level, predominantly strategic, document that will provide guidance on future land use, employment, density targets and the coordination and provision of major infrastructure within the town. This may include the refinement of regional land use boundaries, coordination of regional and district infrastructure provision, location and distribution of regional or district open space, land use buffers, location of schools or community facilities, district water management requirements, movement networks, environmental assets and activity centres.



In some locations within the study area land is considered for development that has not yet been zoned for urban land use and development. In order to develop this land more appropriately, detailed planning, consultation and investigation is required.

1.1.2 Benefits of the Structure Plan

There are wide range of benefits in preparing a Structure Plan for Coles Bay and the surrounding area. These benefits include:

- Infrastructure coordination
- Land supply monitoring
- Efficient subdivision and development approvals
- Review and development of planning policy
- Guidance

1.2 Structure Plan Process

The Structure Planning process is detailed below demonstrating the stages this Structure Plan has been through to become endorsed.



1.3 Vision

The vision for the future of Coles Bay is:

“Coles Bay will continue to maintain its status as an idyllic seaside town situated as the gateway to the Freycinet National Park and Wineglass Bay. Coles Bay will look to balance the town’s existing character with future opportunities to improve the liveability and amenity of Coles Bay for both residents and visitors. Key capital works projects, along with well managed future development for both residents and tourists, will ensure that Coles Bay retains the key attributes that make it the exceptional and unique place it is.”

Vision East 2030

The report - *Vision East 2030 – East Coast Land Use Framework 2009* prepared for the east coast councils in 2009, outlines a vision for the area and each council as follows:

- The East Coast vision is:

“To enhance the community and economic potential of the East Coast, maintain its natural and cultural heritage assets and values as a living environment, and establish a hierarchy of service centres with appropriate transport linkages to the region and between the settlements”

- The Glamorgan Spring Bay vision is:

“Increase diverse employment opportunities by encouraging appropriate development of key towns, whilst protecting residential amenity, unique environmental features and significant tourism assets”

The objectives and recommended actions in Section 8 provide support for and further these visions.

1.4 Project Team

The Glamorgan Spring Bay Council engaged Aurecon to provide specialist technical advice that would inform the development of the Coles Bay Structure Plan.



2 Existing Context

2.1 Introduction

The Coles Bay area encompasses the northern end of the Great Oyster Bay on the South East Tasmanian coast. Located within the Glamorgan Spring Bay Council, Coles Bay is a small holiday resort village with an influx of tourists over the summer seasons, accessing the world famous Freycinet National Park and Wineglass Bay.



Figure 1 Regional Context

2.2 Regional Transport Links

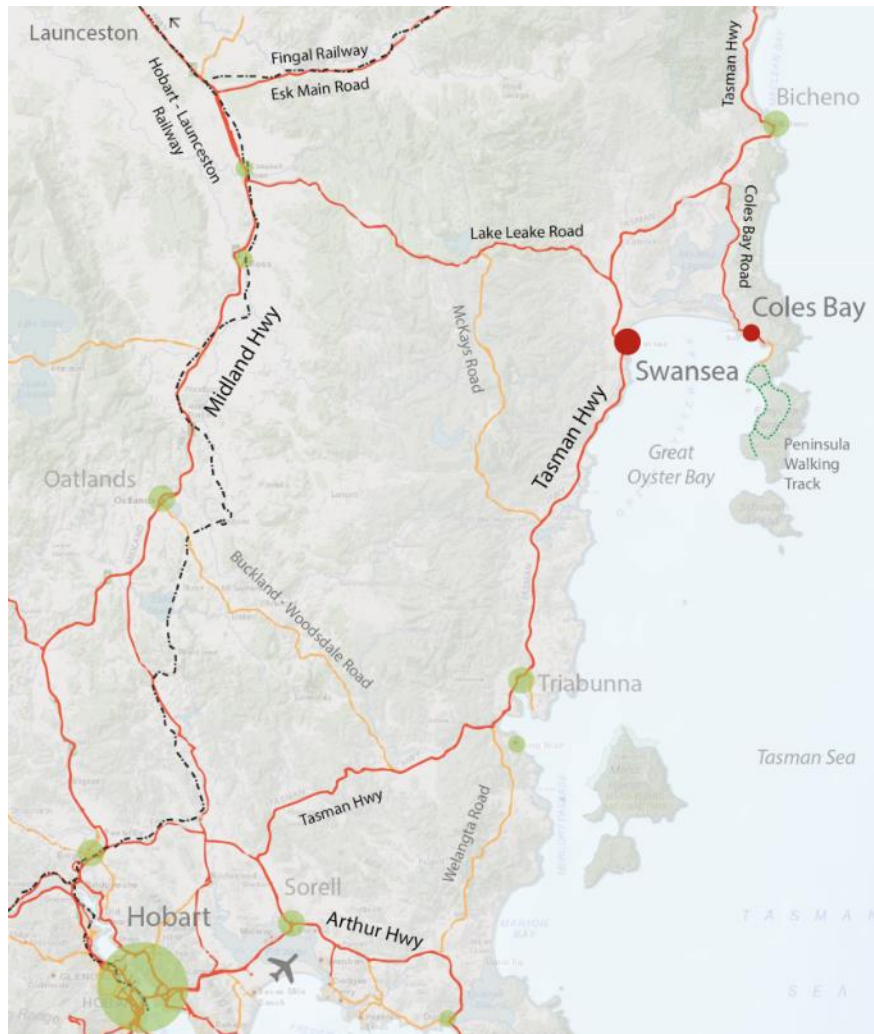


Figure 2 Regional Road Network

The main transport access to the area is via the Tasman Highway connecting from Hobart, along the east coast into Swansea and Bicheno, and continuing to Launceston. Coles Bay is accessed via the Coles Bay Road and the Tasman Highway being approximately 58km by road from Swansea and 38km from Bicheno. Other major roads in the area are limited with the Lake Leake Road being one of the few connections through to the Midland Hwy. Swansea is located around 135km from Hobart and 43km from Bicheno. It is predominantly a surfaced, single carriageway highway running in a north-south direction along the east coast.

The Coles Bay area is within reasonable travel distance from Hobart International Airport, which is also located along the Tasman Highway.

Buses regularly run from Hobart to Bicheno providing a vital alternative to car travel for tourists and residents of the area. Charter services also run between Bicheno and Coles Bay and into the Freycinet National Park.



Figure 3 Local Roads and Transport Links

2.3 Regional Attractions and Landscape Features

The Great Oyster Bay area has an array of natural features within close proximity to Coles Bay and provides a sanctuary for animals and people alike. The bay is home to an abundance of wildlife including seasonal whales, little penguins, mutton-birds and shellfish. A number of marine farms exist within the bay and along the estuary comprising a mix of commercial and tourist ventures growing oysters, abalone, scallops and mussels.

The Moulting Lagoon Game Reserve and Apsley Marshes are two of Tasmania's ten listed Ramsar wetlands being of major ecological value. Development of these wetlands for recreational, research or tourism ventures could be further considered however impacts of these must be appropriately managed. The land use and development of the surrounding land must be carefully managed and planned appropriately to ensure that no ecological damage transpires to the wetland.

To the east of Great Oyster Bay is one of Tasmania's premier natural attractions, the Freycinet National Park. Accessed from Coles Bay, the Freycinet National Park is a significant attraction for bushwalkers using the peninsula walking tracks. Other nature based activities in the area include boat tours of Wineglass Bay, kayaking, mountain bike riding and climbing. The Coles Bay Conservation Area abuts the National Park surrounding Coles Bay and Swanwick. The tourist development of the National Park is a significant employment opportunity for the area bringing jobs and development for the surrounding towns. This needs to be managed appropriately to retain and protect the natural environment.

Nine Mile Beach around the northern end of the Great Oyster Bay is another great natural attraction for the area providing one of the longest beaches in eastern Tasmania. The beach provides a frontage for the Dolphin Sands subdivision and can be accessed from either end and from areas along the Dolphin Sands Road.

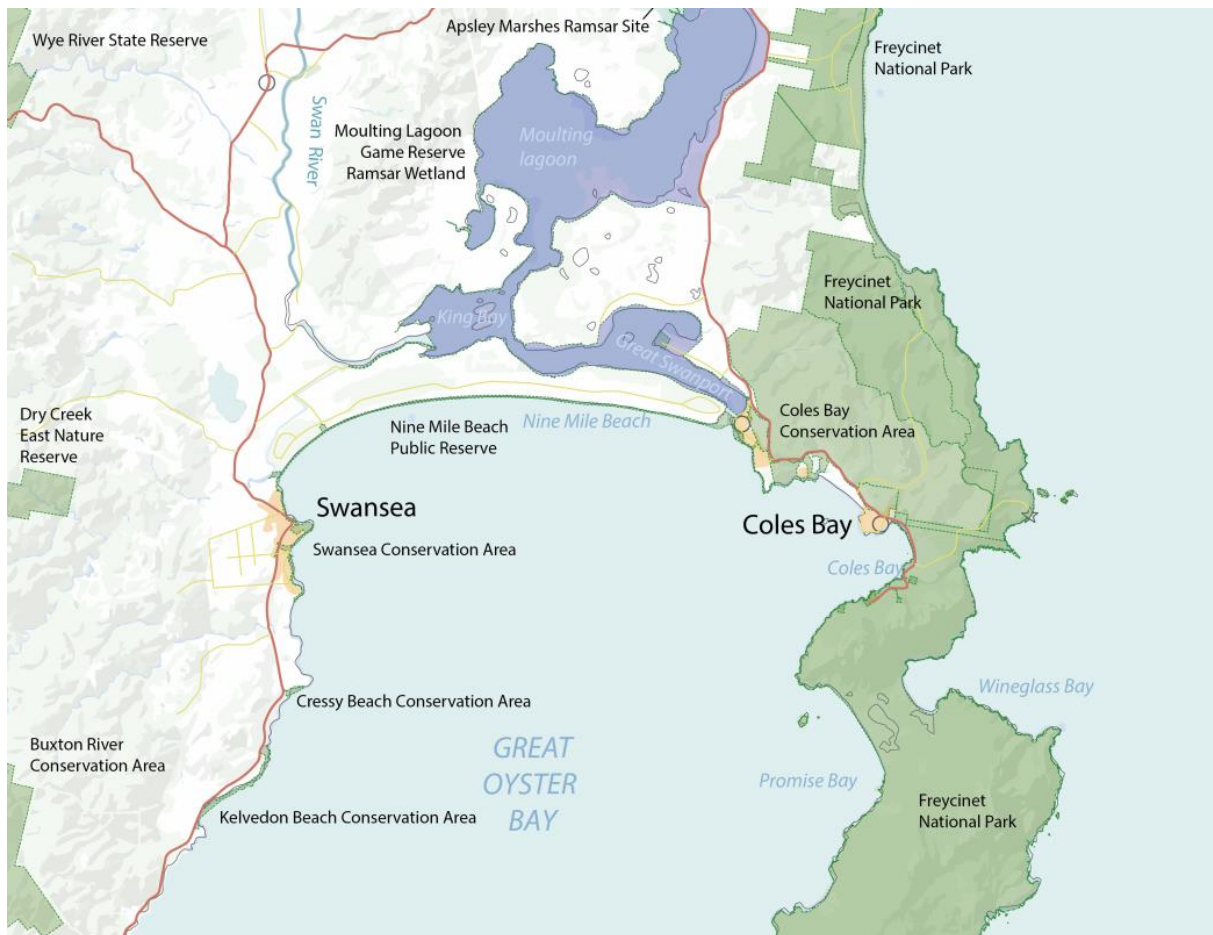


Figure 4 Regional Attractions and Landscape Features


2.4 Regional Natural Features

2.4.1 Landscape

Coles Bay and Swanwick both have high value views across to both the Freycinet Peninsula and Nine Mile Beach. To the north and west of the towns the Coles Bay Conservation Area provides a natural setting of forested mountainsides.

2.4.2 Flora and Fauna

The area surrounding Coles Bay holds a variety of important ecosystems that are both environmental, economic and tourism assets. These include the Moulting Lagoon wetlands and estuaries, the Freycinet National Park, conservation bushlands to the north east along with the significant coastal and dune areas particularly along Nine Mile Beach.



Moulting Lagoon is an extremely important area for water birds as it provides nesting and foraging habitat for a wide range of species, including a large numbers of birds. The area includes about 80% of Tasmania's black swan population and 14 bird species covered by the Japan Australia Migratory Birds Agreement. The area is also home to the Wedge-Tailed Eagle and the Eastern Curlew both listed as endangered. It is also home to the White-bellied sea-eagle, a vulnerable species'. The reserves in the Moulting Lagoon area are also home to the Tasmanian devil along with the bushlands throughout the Freycinet National Park and the Eastern Tiers forest.

Careful planning of the area must ensure that the existing natural habitat is conserved and not negatively impacted upon by future development.

2.5 Regional Natural Hazards

2.5.1 Flooding

The region is not identified as being highly prone to major flooding however the area surrounding Moulting Lagoon may be subject to localised inundation during high rainfall events.

2.5.2 Bushfires

Bushfires are a common part of Australian living with long dry summers and highly volatile forests. Each year a number of out of control fires impact on people's lives and property around the country and state, and any development in forested areas needs to be appropriately planned and designed to minimise this risk.

Throughout the northern section of Great Oyster Bay there have been a number of fires both out of control and planned burns. Recent fires in 2009 claimed 5 homes and a number of sheds in Dolphin Sands and large fires burned through the Eastern Tiers and around Granite Creek (east of Swanwick) in 1994. Many other burns have occurred around the Freycinet Peninsula, Dolphin Sands and along the Coles Bay Road in recent years.

Significant work has been undertaken by the Tasmania Fire Service in conjunction with Council to help identify and mitigate bushfire risks. This includes weed removal, developing fire management plans and undertaking risk assessments, particularly around Dolphin Sands but also throughout the other township areas. The future planning of the area must consider the fire risk and vegetation cover, along with access and water availability.

2.5.3 Land Stability

A number of the hillsides to the east of Coles Bay have been identified as low to moderate landslide risk however these sites are typically within the forested hillsides with little future chance of development.



Figure 5 Landslip Hazards Coles Bay / Swanwick
Low (Yellow) and Medium (Orange)

2.5.4 Climate Change

The Regional Councils Climate Adaptation Project prepared a report for the Glamorgan-Spring Bay municipality in 2011 outlining the impacts of Climate Change on the area over the next century. The report made predictions on two scenarios. The first worked on the existing increase in greenhouse gases continuing without dramatic global intervention. The second scenario followed a gradual reduction of the rate of carbon emissions and a lessening of the impacts of climate change.

Using these scenarios the report projected an average temperature rise of between 2.6 to 3.3°C over the next century for the higher emissions scenario and between 1.3 to 2.0 °C for the lower emissions scenario.

The projected change in average temperature is accompanied by a change in the frequency, intensity and duration of hot and cold extremes of temperature. For the Coles Bay area, under the higher scenario by the end of the century the projections indicate:

1. The number of summer days (>25 °C) more than doubles.
2. The temperature of very hot days will increase by more than the average temperature (up to 4 °C in some seasons).
3. Frost risk days will be very infrequent, but still occur occasionally.
4. Warm spells (days in a row where temperatures are in the top 5% of baseline levels) currently between 4 to 6 days, will last 3 to 5 days longer.
5. An increase in sea temperature at the coast due to the ongoing strengthening of the East Australia Current is likely to have large impacts to marine and coastal systems.

The long term effects of climate change on the rainfall of the area are predicted to have significant impact. Based on the higher emissions predictions the municipality is projected to receive up to 20% more rainfall in the autumn and summer by the end of the century. The projected increase in rainfall is primarily driven by the increased sea temperatures offshore and this will lead to unpredictability and a tendency for heavier rainfalls interspersed by longer dry periods. The projections also identify an increase in evaporation of up to 19%.

Other predictions outlined include an increase in runoff during high rainfall events of up to 30% leading to increased erosion or flooding.

2.5.5 Sea Level Rise

The Regional Councils Climate Adaptation Project also outlined the predicted sea level changes and the effects on the region. The upper range projections indicate a rise of up to 0.82m in sea level rise by the end of the century. This is a rate of around 3.3 ± 0.4 mm/year similar to the rise experienced in the recent period.



Figure 6 Sea Level Rise Predictions
Swansea Coles Bay Region 0.4-0.8m

The current 100-year storm tide event in Spring Bay is 1.05 m above average sea level. High storm heights in the southeast are generally brought by westerly cold frontal systems with a low-pressure system to the south of Tasmania. Changes to storm surges by the end of the century are projected to be much less than sea level rise. The report outlines that the current 100-year event in Hobart is projected to be a 1.58 m in Spring Bay by 2090 under the high emissions scenario.



2.6 Aboriginal Heritage

The area around Swanwick including Moulting Lagoon was home to the Oyster Bay Tribe prior to European settlement. The tribe is believed to have had a population of around 600-800 people. Moulting Lagoon was an important food source for the tribe as was the surrounding bush lands and foreshore. To date few archaeological surveys have been conducted in the area however eight sites have been registered on the Tasmania Aboriginal Site Index including middens, quarry sites and artefact scatters.

It is highly likely that many more sites exist in the area as the Freycinet Peninsula/Friendly Beaches area was used extensively by bands of the Oyster Bay Tribe. The vast shell deposits which lie in the dune swales behind Nine Mile Beach have been identified as being natural but smaller more concentrated deposits have been identified as Aboriginal sites. (Moulting Lagoon Game Reserve (Ramsar Site) Management Plan 2003.

3 Township Profile

3.1 Coles Bay and Swanwick – Township Profile

3.1.1 Location and Settlement Structure

Coles Bay is predominately a holiday resort town/village characterised by its proximity to the Freycinet Peninsula and coastal location. The township is located on the north-eastern edge of Great Oyster Bay jutting from a headland into the bay and is predominantly a tourist village. Bordering the east of the township, the Freycinet National Park encompasses the peninsula with a number of world renowned natural features. The Freycinet Visitor Centre provides tourist information, camping areas and car parking. Further along Freycinet Drive to the south there are two small development areas inside the National Park Boundary - Freycinet Lodge and the Fisheries. Freycinet Lodge provides parking and accommodation for visitors to the park.

The link between Coles Bay and Swanwick is via the Coles Bay Road through coastal scrubland and bushland. Two existing resort developments, Edge of the Bay Resort and Saffire Freycinet, are located off the main road fronting the bay catering for luxury tourists and conferences.

Located 3.5km north west of Coles Bay is Swanwick - a small residential settlement overlooking the Swan River inlet and Nine Mile Beach. The settlement has a small boat ramp facility and the Freycinet Golf Course, which occupies the lower lying areas, but no commercial facilities.

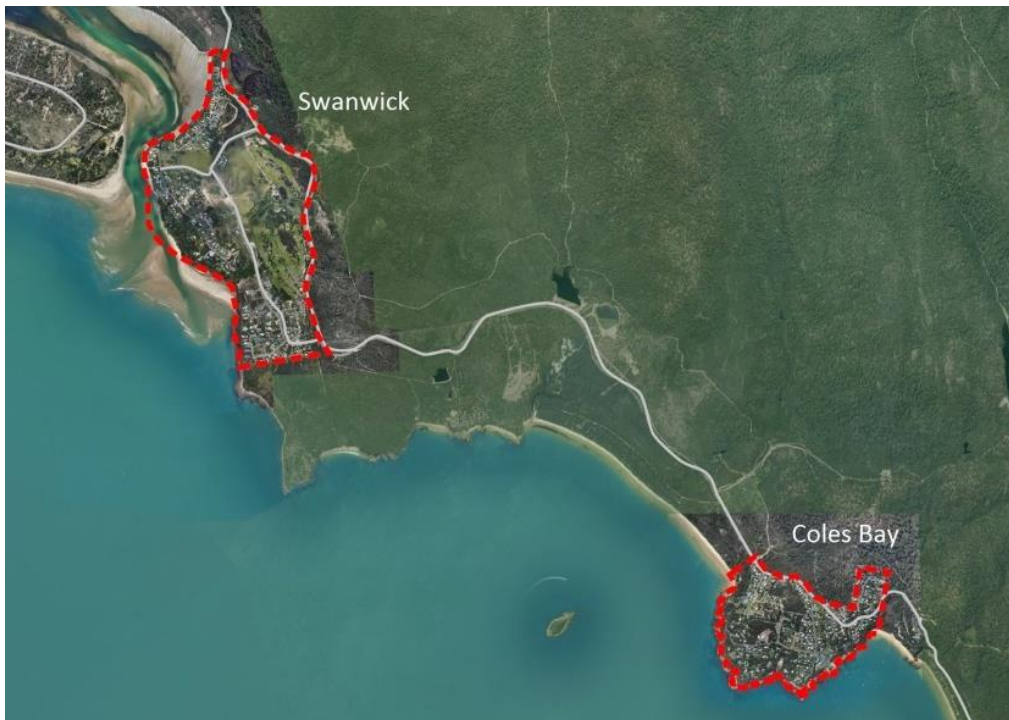


Figure 7 Coles Bay & Swanwick Structure Plan Boundary

Over half of the 240 dwellings within Coles Bay are only seasonally occupied. Two pockets of commercial development encompass the town service areas with local convenience shops, cafe and tourist / petrol supplies.

Swanwick is a residential / seasonal village with approximately 220 dwellings. Unlike Coles Bay there are no commercial facilities within Swanwick with only a small area of commercial zone containing a storage facility.

Pursuant to the hierarchy of urban settlements identified in the Southern Tasmania Regional Land Use Strategy 2010-2035, Coles Bay and Swanwick are designated as Villages each with a low growth strategy and mixed growth scenario. The Strategy also identifies Coles Bay as a Specialist Activity Centre being a key tourist location in South East Tasmania.

3.1.2 Transport and Access



Figure 8 Coles Bay & Swanwick Transport Links

Coles Bay Road is the only road into the area connecting to the Tasman Highway, which spans the East Coast. Local roads are limited primarily directing development along a thin strip of hinterland between the Mount Stacey State Forest and Great Oyster Bay.

Coles Bay is located on a small peninsula with the Esplanade and East Esplanade continuing around the township to the south. Local residential streets service the township.

Swanwick is characterised by Swanwick Drive and Hazards View Drive both running parallel to Coles Bay Road connecting at the north and south of the village. The extension to Hazards View Drive has recently been completed connecting the northern and southern portions of the village.

3.1.3 Services and Utilities Infrastructure

Potable Water

Coles Bay is currently serviced by a dissolved air flotation filtration and chlorination system that has capacity to service a small growth in residents. Swanwick relies on individual domestic rainwater systems and has no potable water infrastructure.

Wastewater

Coles Bay has a small private wastewater treatment plant to the east of the township servicing some residential lots along with the Freycinet Lodge. Much of the township is serviced by private septic tanks and it has been noted that there are significant issues with maintenance and servicing, potentially causing contamination during peak times of the year.

Electricity

The existing electricity infrastructure in the area is understood to have sufficient capacity for limited development. Large-scale development or electricity intensive industries may require further upgrades to the current infrastructure.

Gas

Coles Bay currently has no reticulated gas system and is unlikely to receive gas in the near future.

3.1.4 Soils

The soils summary for Coles Bay and Swanwick is based off wide scale soil surveys and a local study has not been identified. The primary two soil types are generally a granite rock mix and a sedimentary alluvial mix. Both soil types are suitable for small scale construction with further detailed soil analysis required for any large-scale development areas.

Table 1 Coles Bay & Swanwick Soil Types

Devonian Carboniferous granitoids and related rocks	Undifferentiated alkali-feldspar granite/granite/monzogranite (I-type)	Covering much of the area including most of Coles Bay, inland of Swanwick, Mount Stacey and the Hazards
Quaternary sediments	Sand gravel and mud of alluvial, lacustrine and littoral origin	The coastal area between Coles Bay and Swanwick, Most of the land encompassing Swanwick and around the Great Swanport and lower areas to the south east of Coles Bay
Jurassic igneous rocks	Dolerite (tholeiitic) with locally developed granophyre	Small pockets on rocky areas around Swanwick and along the Coles Bay Road to the north
Permian Sediments	Upper glaciomarine sequences of pebbly mudstone, pebbly sandstone and limestone	Upper reaches of Granite Creek inland from Swanwick

Areas directly north of Coles Bay and Swanwick are both susceptible to low and medium levels of acid sulphate soils. When disturbed these soils may cause environmental damage through leaching of

minerals. North of Coles Bay has also been identified as a potential lands slip area as further detailed in Section 2.8.3.

3.1.5 Land Uses

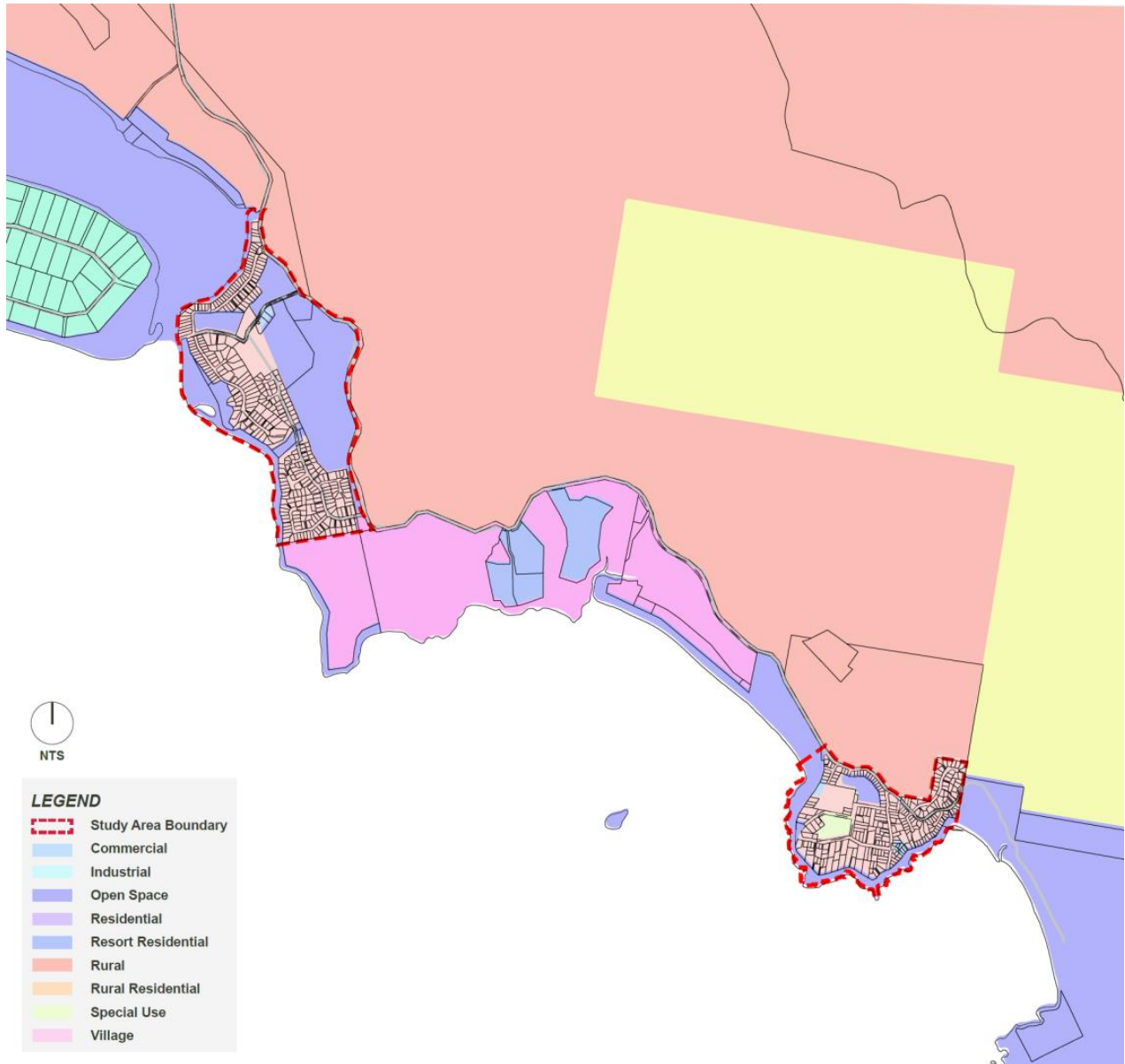
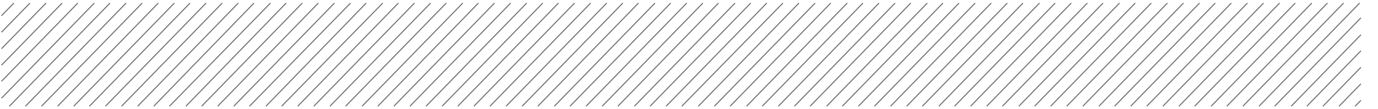


Figure 9 Coles Bay & Swanwick Zoning Plan (pre August 2015)

Housing

The ABS statistics highlight at the time of the 2011 census the permanent population of the area was 305 which significantly contrasts the 518 dwellings within the area. The data highlights that almost 80% of these dwellings were unoccupied, predominately being seasonal holiday accommodation. The area has a lower median age of residents, being 49 years old, than that of Swansea or the surrounding areas.

The two townships contain the majority of the dwellings with Coles Bay having approximately 240 dwellings and Swanwick having approximately 220 dwellings. There is very little condensed



development however a number of the larger lots in both towns have been further subdivided to provide two dwellings. The newer development area along Hazards View Drive in Swanwick has an increase in two dwelling lots and it is expected that this may continue providing holiday/seasonal accommodation at a more affordable rate.

There are very few vacant residential lots within Coles Bay with a lack of developable land being a key issue to the future growth of the area. Swanwick has a similar problem within existing developed areas, however additional land along Hazards View Drive has recently been made available for development.

Economic Activities

Both Coles Bay and Swanwick have limited economic activities apart from the tourist accommodation industry. A number of luxury hotels are located around the bay away from the two settlements, along the Coles Bay Road and Freycinet Drive and within the Freycinet National Park. The holiday park within Coles Bay and a large number of dwellings used for tourist accommodation also add to this industry. The commercial activities within Coles Bay are targeted to tourists, including local cafes, bric-a-brac, restaurants, and general supplies stores. With an increase in residential development or tourism growth, further development of the settlement's commercial facilities is needed to provide a higher level of amenity.

Recreation and Community Facilities

Coles Bay has a strong local community with a focus on protecting the existing township feeling and the natural environment present. It was one of the first townships around the world to bring in a ban on plastic shopping bags and has continued to promote environmental tourism since.

Coles Bay currently has a small area of community sporting and recreation facilities within the township open space reserve comprising of public toilets, tennis courts, local hall facility and other recreational spaces. Along Garnet Avenue a small area of strip shopping provides cafes, rental hire and a convenience store. Where Garnet Avenue reaches the waterfront a toilet block, picnic tables, a small jetty and car parking cater for the local residents and tourists.

The jetty is currently used by local residents for fishing and recreation and by tour operators. An upgrade to the jetty facility into a formalised marina was proposed a number of years ago to provide better safety and facilities to local residents. This was however proposed as a commercial enterprise and received strong community opposition regarding the spoiling of the idyllic views from the town, an increase in boat traffic and the commercial premise of the development. Upgrades to the existing jetty are required and continued investigation into a small scale marina may still benefit the townships existing tourism and fishing industries.

To the west of town along the Esplanade a small collection of shops and businesses provide supplies and facilities to the township. The park area includes a small boat launching facility, access to the foreshore, picnic tables and car parking.

A local ambulance and fire emergency services unit is located within Coles Bay however other emergency services are reliant on Swansea and Bicheno for access.

Swanwick has even fewer community facilities than Coles Bay with the Golf Course and boat ramp the main recreation facilities within the township. There are no commercial or civic services within the

township however future growth may provide a sufficient population to bring further services into the area.

Facility Name	Category	Address
Coles Bay Recreation Reserve	Recreation	Harold Street
Freycinet National Park Visitor Information Centre	Tourist	Freycinet Drive
Iluka Tavern and Holiday Centre	Tourist Service	Esplanade
Freycinet Golf Course	Recreation	Swanwick Road
Muir's Beach	Recreation	Esplanade
Garnet Avenue Shopping Area and Jetty	Tourist Service	Garnet Avenue
Swanwick Drive Boat Ramp	Recreation	Swanwick
Emergency Services (Ambulance and Fire)	Emergency services	Coles Bay
Part Time Doctor	Health	Coles Bay

Table 2 Coles Bay / Swanwick Recreation and Community Facilities

The tourist infrastructure within the two townships is sufficient but somewhat limited. The local resort/hotels located between the townships and within the Freycinet National Park provide a vital economic resource to the area. The main tourist attractions to the area include the scenery and outdoor activities. These include hiking, biking, fishing, boating and sea kayaking with the local hire shops in town providing information and rental for these activities.

3.1.6 Cultural Features

Non-Aboriginal Heritage

The European heritage of Coles Bay and Swanwick stems from the early 1800's when a whaling station was operational in The Fisheries – the area surrounded by the Freycinet National Park to the south of Coles Bay. The two townships then sprang up to cater for the agriculture and aquaculture industries of the area including fishing and marine farming around Great Oyster Bay. As time progressed, these seaside hamlets evolved into the coastal holiday villages they are today. There is little remaining of the heritage in the area with only two sites in the region identified on the Tasmanian Heritage Register.

Ref No.	Description	Location
1511	Swanwick House	68 Swanwick Rd Coles Bay
10747	Former Quarrymen's Cottages/Now YHA Hostel	Quarry Beach Coles Bay

Table 3 Coles Bay / Swanwick Heritage Sites

Swanwick House, located in central Swanwick was one of the original homesteads in the area and the Quarrymen's cottage, an original cottage, is within The Fisheries to the south of Coles Bay.

3.2 Community Population profile

Coles Bay and Swanwick had a population of 305 people as per the 2011 ABS Census Data.

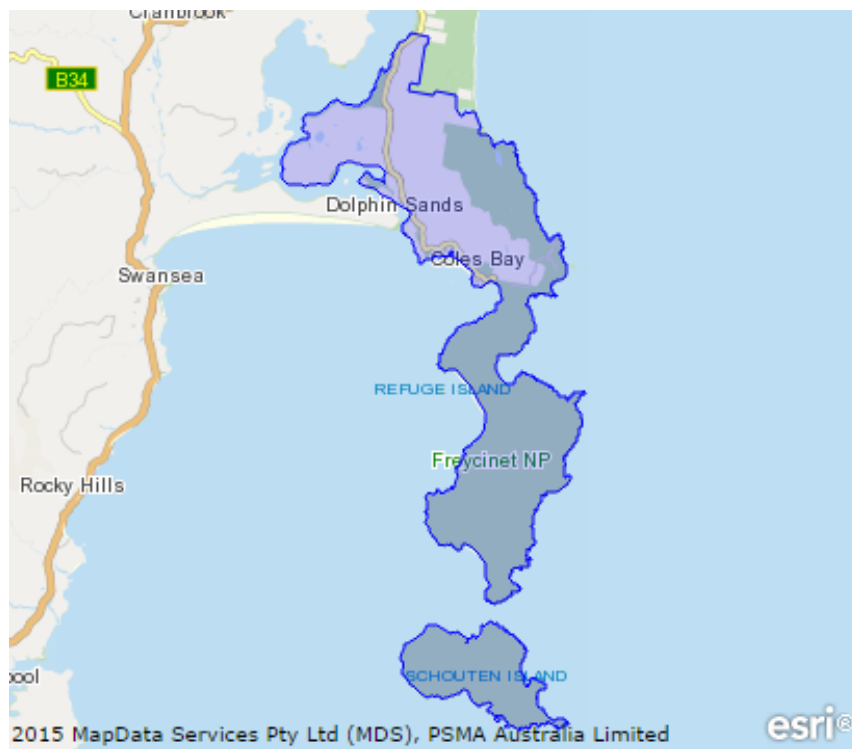


Figure 10 Coles Bay ABS Areas

ABS Data

The ABS statistical data presents a number of interesting figures in relation to Coles Bay and surrounding areas. The data begins to explain the unique development patterns and future constraints and opportunities the township has.

Locality	Area (km ²)	Pop	Visitors	Median Age	Occupied Dwellings	Unoccupied Dwellings	Percent Unoccupied	Percent without internet	Require Physical Assistance
Coles Bay	193	305	120	49	108	410	79.2%	30.8%	4.9%

Table 4 Population Data

Table 4 above outlines the statistical area size and population along with a range of anomalies differing from Tasmania and Australia as a whole. The following sections begin to explain these figures.

Elderly Population

Coles Bay and the area including Swanwick have a significant elderly permanent population with 46% of the 305 people being over 55.

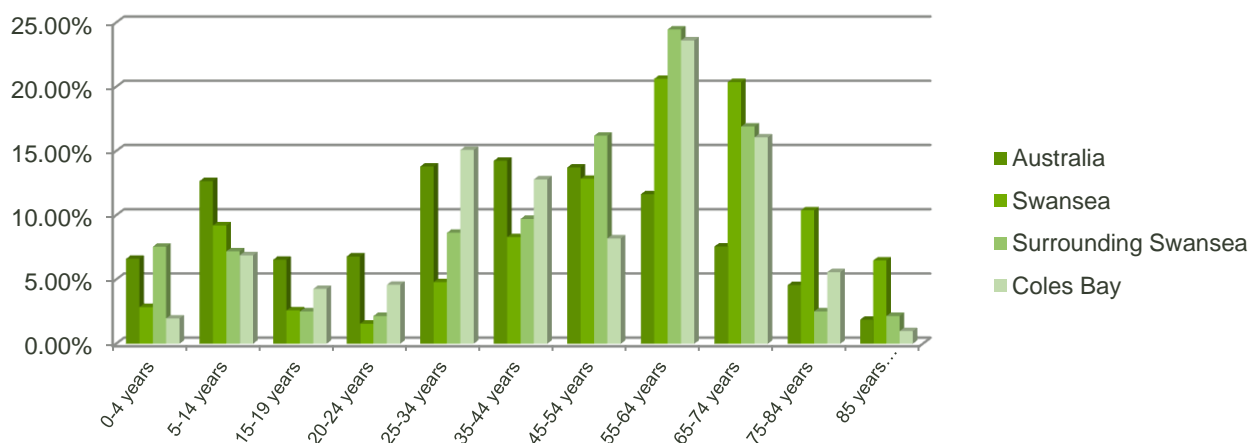


Figure 11 Population by Age

Visiting Population

A second area of interest to be gained from the census data was the number of people visiting the area on census night. This number may not show a holistic story and should only be used as an identifier given that the census was conducted on the 9 August 2011 in the middle of winter outside of tourist season. The census identified that the Coles Bay population increased by almost 30% even in winter by visitors.

Internet Access

30% of all households surveyed in the Coles Bay and Swanwick area had no internet connection (19.5% Australia wide). The slow uptake of internet in the areas may be from a number of factors including the elderly population, high number of seasonal dwellings and limited access. This is a significant finding, potentially impacting the future development of employment and growth within the township. The rollout of the NBN in Coles Bay should increase this usage and is encouraged by Council and the local community especially due to the remote access of the area.

Dwelling Structure

The vast majority of dwellings in Coles Bay are separate houses with between one and two people. There is limited unit or apartment development however the current settlement structure has promoted this growth recently.

Population Growth

The population growth over time in Coles Bay is difficult to determine as there is little long term population data on the area. The Glamorgan Spring Bay Council has a very lot growth rate with just over 3% growth in the past 10 years. Nearby Swansea is slightly higher at around 12% growth over a 10 year period or approximately 1.2% per year.

The ABS data provides an interesting story on the movement of people, with only 143 residents in Coles Bay and Swanwick living at the same address as 5 years ago or approximately 45% of residents recently moving into the area or moving within the area.



4 Community and Stakeholder Engagement

An initial stage of community engagement was held at the Illuka Tavern, Coles Bay on 16 December 2014. This session was well attended and held to provide the community's input into the preparation of the Draft Structure Plan for Coles Bay.

The goals of this initial community engagement were to:

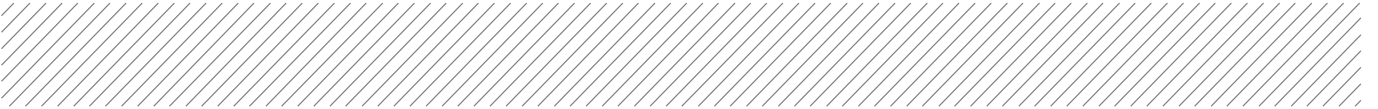
- Generate awareness of the project among the community and stakeholders.
- Provide opportunities for communities and stakeholders input into key stages of the project.
- Explore critical issues and opportunities for the planned development of Coles Bay, as well as exchanging ideas between Council and the community.
- Create an environment of openness and co-operation as the basis for all communications and discussion over the life of the project.
- Develop mutually beneficial resolutions and outcomes for the Structure Plan.

4.1 Summary of Coles Bay Community Engagement (December 2014)

A lively community engagement session was held at the Illuka Tavern on 16 December 2014 to identify a number of the communities concerns and visions for the area.

A summary of the key issues raised outlined:

- Support for foreshore walking track around the foreshore of Coles Bay.
- Connectivity of footpaths throughout town.
- "Horse paddocks" to the east of Coles Bay could be converted to overflow parking area and to provide a shuttle bus into the National Park. This area could also be used as an information and booking centre for local tourist activities.
- Support for and opposition against a large-scale marina development with consensus to include a significant public access element to any proposal.
- The need for better traffic management such as a round-about at Jetty Rd and Esplanade.
- Need for more boat parking around the existing jetty area with a need for more boat mooring, car and trailer parks along with long term boat storage areas.
- Improve the public access area around Muirs Beach and incorporate better facilities into the area.
- Car and boat parking should not be increased around the waterfront areas as it damages the scenic values. This might be better placed at the entrance to the town or the visitor information centre carpark.

- 
- Development of the Rita and Doris Reserve would be a loss to the community who has used this space for many years and should continue to preserve native plants such as orchids and be used as a picnic and look out area.
 - Any marina development would need to be designed not to reduce the scenic values of this popular tourist photographic vantage along the foreshore.



5 Strategic Context

5.1 State

5.1.1 Resource Management and Planning System

The Resource Management and Planning System of Tasmania (RMPS) was established in 1993 with the aim of achieving sustainable outcomes from the use and development of the State's natural and physical resources. The objectives of the RMPS are:

- to promote the sustainable development of natural and physical resources and the maintenance of ecological processes and genetic diversity;
- to provide for the fair, orderly and sustainable use and development of air, land and water;
- to encourage public involvement in resource management and planning;
- to facilitate economic development in accordance with the objectives set out in the above paragraphs;
- to promote the sharing of responsibility for resource management and planning between the different spheres of Government, the community and industry in the State.

The concept of sustainable development is fundamental to the Resource Management and Planning System, and this is defined in the legislation as:

Managing the use, development and protection of natural and physical resources in a way, or at a rate, which enables people and communities to provide for their social, economic and cultural well-being and for their health and safety while:

- sustaining the potential of natural and physical resources to meet the reasonably foreseeable needs of future generations
- safeguarding the life-supporting capacity of air, water, soil and ecosystems
- avoiding, remedying or mitigating any adverse effects of activities on the environment.

The Coles Bay Structure Plan must facilitate the sustainable development of the town's resources as per the above objectives.

5.2 Regional

In preparing this Structure Plan consideration has been given to the following regional strategies.

- Southern Tasmania Regional Land Use Strategy
- Southern Integrated Transport Plan
- Southern Tasmania Industrial Land Use Study
- Natural Resource Management Strategy for Southern Tasmania

5.3 Local

In preparing this Structure Plan regard has been had for the following local strategies and planning policy documents

5.3.1 Glamorgan Spring Bay – Community Strategic Plan (July 2013)

In July 2013 Council released its Community Strategic Plan. The Vision set out in the Plan was:

In 2020 Glamorgan Spring Bay will

- *Be proud of our united inclusive community*
- *Be responsible for our environment, health, education, heritage and the arts with a diverse progressive and prosperous economy*
- *Offer an attractive lifestyle, in a beautiful place.*

The directions that Council aims to follow to achieve their vision are listed below:

- Direction 1 Build our community infrastructure
- Direction 2 Age well in our communities
- Direction 3 Grow our economy and employment opportunities
- Direction 4 Protect and promote our natural beauty, environment and heritage
- Direction 5 Be visitor friendly
- Direction 6 Foster health and well-being

All of the aforementioned directions are of relevance to the Structure Plan. By embedding the underlying intent of these directions in the Coles Bay Structure Plan it will go a long way to ensuring that the Structure Plan assists Council in achieving the vision set out in the Community Strategic Plan.

5.3.2 Glamorgan Spring Bay Planning Scheme

The 1994 Glamorgan Spring Bay Planning Scheme has recently been revised as per Planning Directive 1, which requires that all Councils prepare schemes in line with the State-wide Key Common Elements Template. The template also provides for the use of Specific Area Plans that will facilitate the inclusion of planning scheme controls for areas of special interest, such as urban design approaches for the town centre and amenity controls for visually sensitive areas.

An updated zoning plan has been prepared for each of the townships implementing the new planning scheme changes in parallel with this report. The new planning simplifies the zoning areas significantly and fixes a number of anomalies identified in this report.

A summary of a number of the new zones for Glamorgan Spring Bay and their purpose is identified below.

General Residential Zone - Zone Purpose

To provide for residential use or development that accommodates a range of dwelling types at suburban densities, where full infrastructure services are available or can be provided.

To provide for compatible non-residential uses that primarily serve the local community.

To provide for the efficient utilisation of services.

Low Density Residential Zone - Zone Purpose

To provide for residential use or development on larger lots in residential areas where there are infrastructure or environmental constraints that limit development.

To provide for non-residential uses that are compatible with residential amenity.

To avoid land use conflict with adjacent Rural Resource or Significant Agricultural zoned land by providing for adequate buffer areas.

Rural Living Zone - Zone Purpose

To provide for residential use or development on large lots in a rural setting where services are limited.

To provide for compatible use and development that does not adversely impact on residential amenity.

To provide for agricultural uses that do not adversely impact on residential amenity.

To facilitate passive recreational uses that enhance pedestrian, cycling and horse trail linkages.

To avoid land use conflict with adjacent Rural Resource or Significant Agriculture zoned land by providing for adequate buffer areas.

Open Space Zone - Zone Purpose

To provide land for open space purposes including for passive recreation and natural or landscape amenity.

To encourage open space networks that are linked through the provision of walking and cycle trails.

Major Tourism Zone - Zone Purpose

To provide for major tourist sites, including those located outside activity centres.

To encourage a range of tourist facilities including the provision of large scale mixed use developments particularly in areas near major tourist attractions

To ensure development is of an appropriate scale and intensity for the location and minimises impacts on the surrounding urban or rural activities and cultural and natural attractions.

To ensure that any commercial uses support the tourist purpose of the site and do not adversely impact on existing activity centres.

Particular Purpose Zone 3 Dolphin Sands - Zone Purpose

The purpose of this provision is to:

(a) to protect the environmentally fragile nature of the Dolphin Sands area particularly with respect to land stability, vegetation, wildlife and landscape amenity;

(b) to ensure that any use or development (including construction of accesses, provision of services etc.) is undertaken with minimal disturbance to the natural environment and visual amenity of the area.

In addition to the zoning changes, Coles Bay and Swanwick both have identified local area objectives and desired future character statements. These give a brief outline of the proposed direction each township is to progress and are in accordance with the objectives of this Structure Plan.

Coles Bay

A summary of the proposed zoning changes for Coles Bay and Swanwick include:

1. Introduction of the Environmental Management Zone onto the existing open space and State and National Park areas.
2. Introduction of the Rural Resource Zone encompassing the rural areas and area between Coles Bay and Swanwick
3. Formalise the village areas by changing the zoning into Low Density Residential and introducing the new development area along Hazards View Drive in Swanwick
4. Applying an Environmental Living Zone to the Fisheries and areas to the north west of Coles Bay along the coast
5. Introducing an appropriate zone to resort areas along Coles Bay Road and the Freycinet NP Resort to encourage high quality.

The zoning changes are in-line with the recommendations of this report however the Environmental Living Zone to the north west of Coles Bay needs further investigation and may be inappropriate for the area. This Structure Plan also explores the option of extending the tourist resort areas through this location as an alternative to residential uses. This is further discussed in the recommendation 8.5. The increased residential land within Swanwick may also be contentious increasing the population with no further space allocated for utilities or commercial areas.

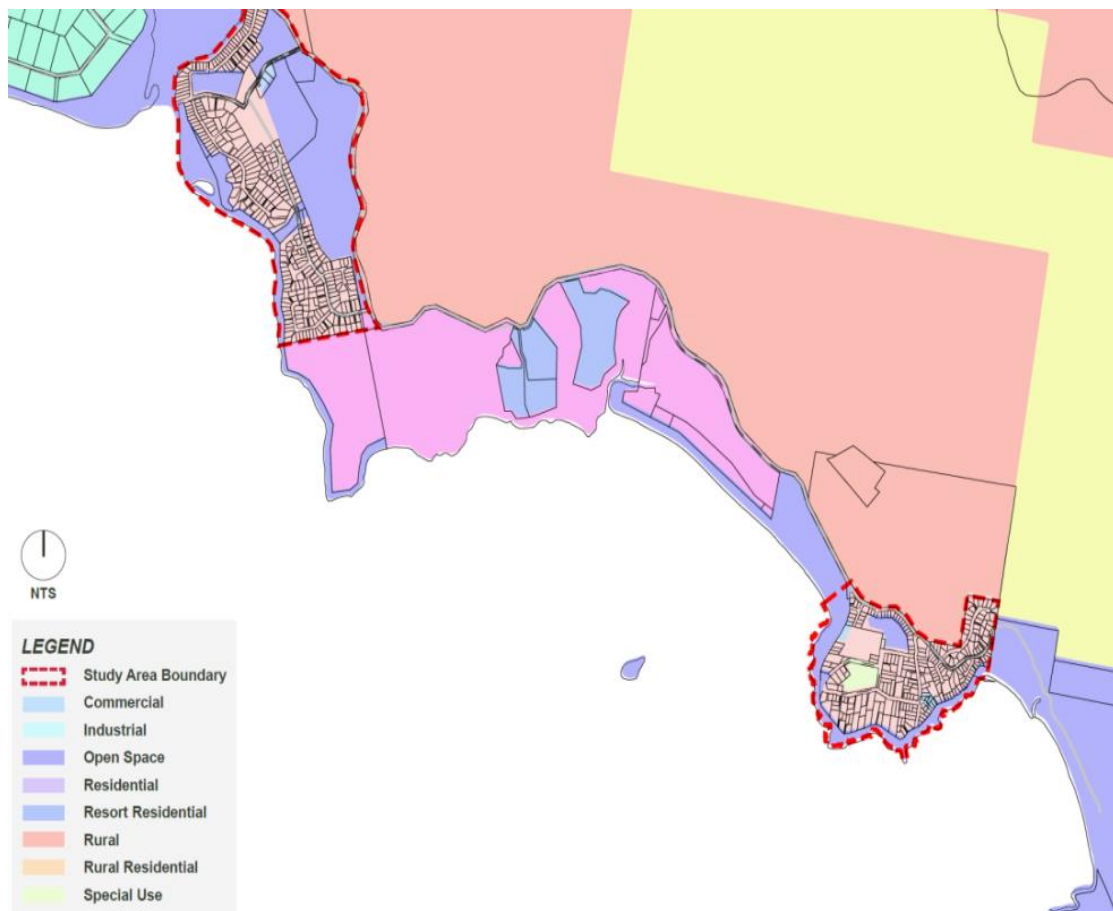


Figure 12 Original (pre 2015) Planning Zones

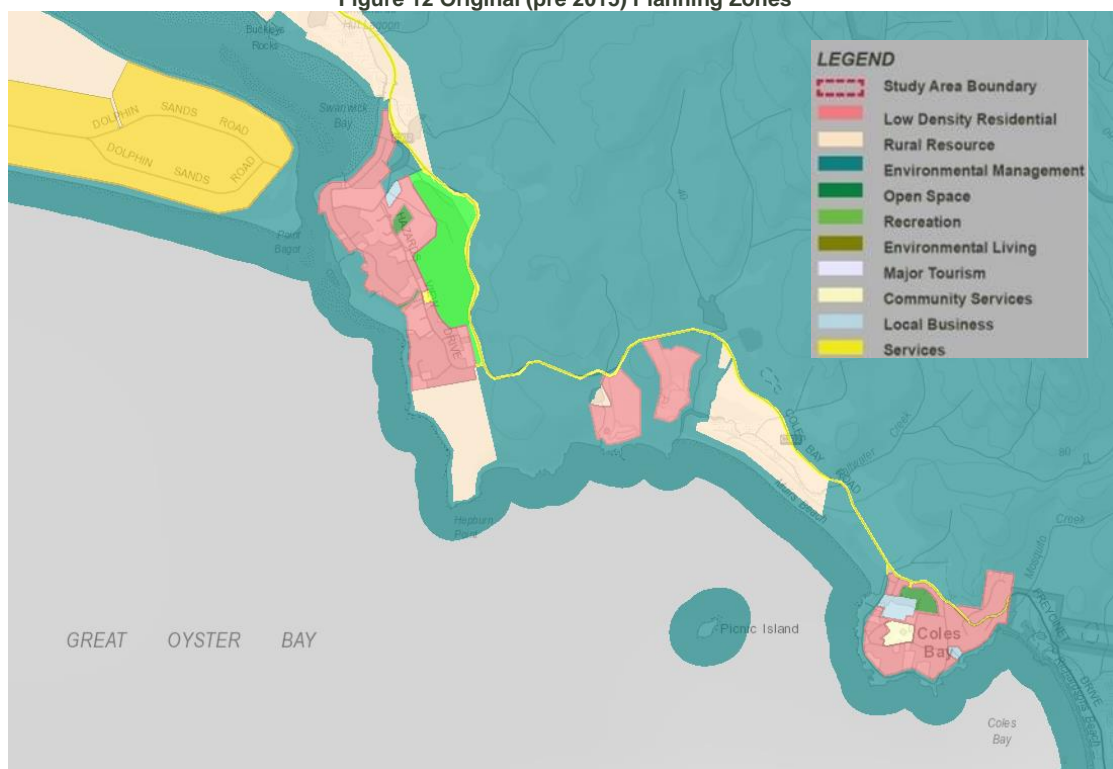


Figure 13 Interim (August 2015) Planning Zones



Local Area Objectives

Coles Bay

Retain the landscape and environmental values which makes Coles Bay one of the principle tourism and holiday destinations on the east coast.

Further develop the tourism and limited residential potential of Coles Bay in accordance with the capacity of the infrastructure.

Swanwick

Retain the residential character of Swanwick and allow limited tourism accommodation in accordance with the available capacity of services.

Recognise Swansea and Coles Bay to provide the commercial, educational and community needs of Swanwick.

Desired Future Character Statements

Swanwick

- Recognise Swanwick has limited services but there is some opportunity for further limited tourism accommodation.
- Development is to be restricted to the existing approved and developed area.
- Coastal fauna and flora, historic cultural sites and coastal forms are to be protected.
- Further linear development along the coastline is not permitted.
- Ensure that pedestrian access to the foreshore is maintained, but managed to ensure minimal environmental damage occurs.
- Through careful design and siting minimise the visual impacts of development on the coastline.

Coles Bay

- Ensure impact of any future development on the environmental and natural values and unique character of Coles Bay is minimised.
- Development is to be restricted to the boundary of the existing township.
- Development adjoining the National Park responds to the parks' values and any impacts are minimal.
- Ensure that pedestrian access to the foreshore and public spaces is provided and managed to minimise impact on the natural values.
- Coastal fauna and flora, historic cultural sites and coastal forms are to be protected.
- Protect and enhance existing habitat corridors to allow for the movement of native fauna.

6 Opportunities and Constraints

The results of the background data investigations, key stakeholder workshops and site visits have been summarised into a list of strengths, weaknesses, opportunities and threats that have been identified for Coles Bay and Swanwick. These are presented on the following pages, along with the associated maps.

6.1 Coles Bay & Swanwick

Table 5 Strengths and Weaknesses

Strengths	Weaknesses
<p>Environmental</p> <ul style="list-style-type: none"> ■ Gateway to Freycinet National Park and Wine Glass Bay ■ Links to other regional natural features including Moulting Lagoon Ramsar site and local State Parks ■ Great access to beaches, estuaries and rocky foreshore features hosting a range of ecosystems. ■ Impressive views across Great Oyster Bay to the Freycinet Peninsula and Nine Mile Beach. ■ A range of ecosystems providing natural abundance of birds, mammals, aquatic life and flora. ■ Potential for walking/cycling tracks around villages 	<p>Environmental</p> <ul style="list-style-type: none"> ■ Limited access into surrounding forest areas. ■ The neighbouring forests and scrubland present a bushfire hazard around built up areas. ■ Rising topography to the north/east and the shoreline to the south/west are a limiting factor on growth.
<p>Land Use, Settlement and Access</p> <ul style="list-style-type: none"> ■ Each township has a range of open space and recreation areas ■ Strong beachfront connection with both townships having boat ramps and picnic facilities along foreshores. ■ Quiet residential streets with areas of pedestrian footpaths. ■ Large numbers of summer tourist and holiday home owners should be capitalised on to ensure existing residents receive service and economic benefits. ■ Good placement of existing resorts hidden along 	<p>Land Use, Settlement and Access</p> <ul style="list-style-type: none"> ■ Limited areas for cycling and cycle stops/services throughout town. ■ Vehicle and pedestrian conflicts through each township with limited dedicated pedestrian paths. ■ Limited areas for future development with environmental constraints restricting both townships. ■ Single access road to the whole region may present issues in emergency situations e.g. bushfire evacuation. ■ Poor and limited marine infrastructure restricting growth in water based tourism and fishing

Strengths	Weaknesses
<p>coast setback from the Coles Bay Road.</p> <ul style="list-style-type: none"> Potential for boutique food and accommodation hub along Garnet Avenue 	<p>industries.</p> <ul style="list-style-type: none"> Limited areas for future commercial development.
<p>Services and Facilities</p> <ul style="list-style-type: none"> The seaside village feel of the townships and nearby tourist attractions provide a key attractor for the region. The beachfront access is a key strength and the commercial areas of Coles Bay are situated to take advantage of this. Tourist accommodation is well serviced with holiday parks, hotels, villas and B&B's all centrally located. 	<p>Services and Facilities</p> <ul style="list-style-type: none"> Existing jetty issues with limited boat and trailer parking Pressure on existing village character from tourism growth with resort residential areas Small streets and limited parking particularly for access into the Freycinet National Park. Limited motorhome or caravan sites throughout townships No opportunity for employment growth in either industry or commerce. Main opportunities are through marine farming, forestry and tourism. Some tourist facilities are aging and a lack of new offerings may affect appeal as a tourist destination. Limited community services with access to schools and hospitals facilities all requiring long trips to Swansea or Bicheno.
<p>Cultural</p> <ul style="list-style-type: none"> Strong township village culture with historic links to the bay and Freycinet Peninsula. 	<p>Cultural</p> <ul style="list-style-type: none"> Existing village cultures are limiting growth and employment opportunities which in turn limit services
<p>Coles Bay</p> <ul style="list-style-type: none"> Numerous tourist attractions along the coastline and scenic views over the ocean. Access to the two commercial/service areas and recreation reserve and open space areas. Holiday park suitably located behind existing shops/tavern with good access to beach facilities. <p>Swanwick</p> <ul style="list-style-type: none"> Small township character with minimal large-scale tourist enterprises. Niche market in seasonal rental accommodation Good access to the inlet area and views across to Nine Mile Beach. 	<p>Coles Bay</p> <ul style="list-style-type: none"> Poor future development options and a significant community opposed to further commercial development. Limited services for existing residents. A lack of emergency services and potentially hazardous natural surroundings. Existing walkability around town is poor with upgraded infrastructure required. <p>Swanwick</p> <ul style="list-style-type: none"> No access to convenience supplies or local businesses No employment opportunities for long term residents. All access to facilities, shops and services requires motorised transport.

Table 6 Opportunities and Threats

Opportunities	Threats
<p>Environmental</p> <ul style="list-style-type: none"> ■ Retain and improve on visual vistas towards Freycinet Peninsula. ■ Establish better connections with beaches and foreshore areas. ■ Strengthen tourism focus on natural features and look at building a more holistic tourism approach offering accommodation, activities, entertainment and dining/commercial services. ■ The development of services and access to the nearby national and regional park system should be supported to provide more environmental opportunities for tourists and residents. ■ Opportunity to increase habitat corridors around the townships. 	<p>Environmental</p> <ul style="list-style-type: none"> ■ Further development into natural areas such north and east of Coles Bay Road should be limited as to not impact on the existing environment. ■ Development of the Coles Bay open space reserve may lead to vegetation clearing. ■ Interaction with bush and development areas increases bushfire risk and threatens homes ■ Increased population in the town may increase conflicts with natural environment with effects such as litter, waste pollution, noise and light pollution and additional vehicles/boats disrupting and threatening wildlife. ■ Invasive weeds from household gardens may spread into environment.
<p>Land Use and Settlement Structure</p> <ul style="list-style-type: none"> ■ New residential development to the east of Swanwick and within infill areas of Coles Bay could accommodate growth predictions and provide improved local services ■ Upgrading to the existing Jetty in Coles Bay may provide a boost to local business and increase services in the township. ■ Draw on the existing resorts around the township and investigate the impact these have on the environment with further resort areas possible. ■ Existing Commercial areas in Coles Bay have small growth potential with vacant lots and residential houses within this area. ■ Potential for commercial development along Swanwick Road in Swanwick to cater for the existing and future population ■ Swanwick has an existing residential growth corridor to the east of the township with potential to integrate residential development into the Freycinet Golf Course. ■ Opportunity to draw on the attractive beachfront and activate the shop frontages to provide a more liveable and attractive seaside village. ■ Opportunity to increased permanent and seasonal populations to secure the viability of town services. ■ Further tourist accommodation and service options including will increase economic viability of the township. 	<p>Land Use and Settlement Structure</p> <ul style="list-style-type: none"> ■ Lack of future developable land for residential and commercial uses may lead to a stagnation of the townships. ■ A decline in existing industries such as marine farming, walnut production and other agricultural industries may threaten jobs in the area. ■ Proposed residential development in Swanwick may impact on the culture and natural environment of the township. ■ Future residential growth of Coles Bay along the Coles Bay Road may lead to a number of environmental and social issues. ■ The influx of tourists and seasonal residents may detract from the seaside village feeling of the township and leave the area undesirable and empty during off seasons.

Opportunities	Threats
<ul style="list-style-type: none"> ■ Investigate the use of the existing quarry reserves to the east of Coles Bay Road and identify future uses for these areas. Potential for recreational, industrial related uses or possible pockets of residential/resort style development. ■ Review the density of residential development to the south of Coles Bay to make more efficient use of available land and infrastructure. 	
<p>Access, Services and Facilities</p> <ul style="list-style-type: none"> ■ Existing water and sewerage facilities in both Coles Bay and Swanwick are limited and need upgrading to sustain existing and any future development. ■ Strong support for better access walkways around the coastlines and an improvement of the existing walkways and disability access will provide a more liveable township. ■ Opportunity to install better entrance features to both townships to present a sense of arrival/destination. ■ The potential upgrading of the jetty facilities will maintain the boating focus of the area and could build on better ferry links and tourist opportunities. ■ Better car parking in the village centres will provide more economic and access opportunities particularly for the disabled residents. ■ Bike routes and services will reduce the reliance on cars throughout town; this includes a possible connection between the two townships. ■ Improve the recreation area off Harold Street in Coles Bay to better service the community ■ Work with tourism operators such as Freycinet Air to promote the area and ensure existing facilities are maintained. 	<p>Access, Services and Facilities</p> <ul style="list-style-type: none"> ■ Poor access to the townships with only a single road leading out of the area and limited public transport/ferry routes available. ■ Areas of the township lack access to services and infrastructure ■ Infrastructure capacity may be limited for long term development without large upgrade investments.
<p>Cultural</p> <ul style="list-style-type: none"> ■ Enhance way-finding and accessibility of the Visitor Information Centre and other tourist sites around town. ■ Opportunity to further develop the foreshore area around Garnet Avenue in Coles Bay with more appropriate parking, services and the potential to introduce cultural features. ■ Opportunity to develop the foreshore area along Swanwick Drive and around the existing boat ramp in Swanwick, introducing day use facilities, toilets and potential to develop culture features. ■ Further develop areas around the Esplanade to 	<p>Cultural</p> <ul style="list-style-type: none"> ■ Excessive tourism or residential development may lose the existing community culture of the township. ■ Lack of future investment / planning in tourism related industries may lead to the area stagnating.

Opportunities	Threats
<p>the west of Coles Bay to create a stronger connection with the foreshore area.</p> <ul style="list-style-type: none"> ■ Increase links to the history of the areas and the background of the fishing/marine farming industries. 	

6.2 Motor home, Caravan and Camping Visitors

The existing tourism in the area currently relies on holiday parks, seasonal accommodation rentals, B&B accommodation and a number of larger resort/hotels. This section is compiled using research from Tourism Tasmania and the *Caravan and Holiday Park Market Snapshot (2009)* which highlights the development of the motor home industry in Tasmania. The snapshot highlights that the caravan and holiday park market segment is one of the fastest growing visitor markets in Tasmania. It is estimated that this market has shown annual growth rates of more than 10% over the last 12 years.

It further outlines that the caravan and holiday park market:

- Contributes around \$316 million annually to the Tasmanian economy – up from \$265 million over the last 4 years,
- 21.6% of visitors to the state stayed at least one night in a caravan, cabin, or tent in the year to June 2009,
- is principally a domestic market – Australians comprise 91% of the market,
- the average stay for caravan component of this market is 30 days, 15 days for campervans, and 11 days for cabin accommodation, and
- the market is predominately made up of mature-age travellers, with interstate families also comprising a significant part of the market.

Future predictions for the caravan and holiday park market include:

- continued growth over the next 10-15 years , with caravans and camping expected to be the main growth in accommodation up until 2020 (this is due in large part to the Baby Boomers, being the next 'wave' of retirees, and exhibiting interest in this type of travel,
- significant increase in the registration of campervans/motorhomes Australia-wide, and
- 278% increase in the manufacture of caravans in Australia since 1995.

Similar to many other places in Tasmania, the Glamorgan Spring Bay area is seeing an increase in motorhomes and campervan visitors with its great connections to Hobart. Coles Bay has limited capacity to accommodate this demand with few existing caravan plots and camping areas. As a consequence, areas along the coast and within the townships are becoming 'informal' overnight camping locations providing limited input into the economy and local community.

Further development of caravan/campervan sites around the Coles Bay area should be investigated.

7 Themes and Principles

The overall region is made up predominantly of conservation areas - the township of Coles Bay and the village areas of Swanwick, Dolphin Sands and The Fisheries with some agricultural uses to the north.

The area is not currently experiencing a high rate of growth however continual development is occurring across the municipality at a steady rate. The following breakdown outlines the current trends and the capacity of the existing land zoning to cope with the medium to long term growth.

7.1 Coles Bay / Swanwick - Themes and Principles

7.1.1 Residential Land Supply

Coles Bay and Swanwick are two village settlements with a preference for single detached dwellings on larger blocks. Limited sewerage treatment services have reduced the density in these locations and any future large-scale development will require upgrading of the current systems to cater for increased demand. Within Coles Bay there are currently around 240 occupied residential lots. Swanwick has around 220 being of a similar makeup.

Table 7 Existing Land Use

Total Land	Approximate Size	Approximate Number of Lots
Village	100Ha	480
Resort Residential	24.6Ha	2

As demonstrated in Table 8 there is currently just less than 13 hectares of vacant land zoned for residential use. This area is predominantly around the new development area along Hazards View Drive in Swanwick with very limited vacant residential area in Coles Bay. Using an average residential lot size of 600m² the existing vacant area could accommodate a maximum of 215 potential allotments. A proportion of the vacant area is constrained by factors such as topography, access and native vegetation. As such this figure is likely overestimated and the actual developable area would be significantly less. The existing residential lots are relatively large however have limited capacity for further densities.

Table 8 Vacant Land

Vacant Land	Approximate Size	Approximate Number of Lots	Estimated Dwelling Yield
Village	12.9Ha	46	215

The demand for future residential land in the two townships is estimated on the existing growth rates of the population and the increase in demand of seasonal accommodation. Although data on the population growth of the two townships is limited it is envisaged to be higher than the council wide growth rate although lower than the rate identified in Swansea. Therefore an average growth rate of 1% is determined for the area.

Using this estimated growth rate over the next 10 years an estimated additional 30 people will be added to the two townships by 2021 providing a total population of 335. The existing average household size of Swansea is 2 persons therefore an additional 15 dwellings will be required over the next 10 years or around 1.5 per year.

Table 9 Coles Bay/ Swanwick Growth rates

Existing Growth Rate	Average Dwelling Size	Total 2011 Population	Predicted 2021 Population	Expected demand for primary residence dwellings
1.5%	2 persons	305	335	15 dwellings

Seasonal dwellings make up a significant percentage of the housing stock within the two townships. Within the area approximately 80% of the dwellings are not a primary place of residence. As previously outlined the exact reasons for this are uncertain due to a lack of existing data however a high number of these dwellings are expected to be for seasonal holiday style accommodation along with residents taking extended mid-winter breaks to warmer climate areas. Given this, it is predicted that the existing seasonal dwellings will not cater for the growing population and additional seasonal dwellings will also be required. The following table demonstrates that using the existing information it is expected that an additional 57 seasonal dwellings will be required by 2021. This figure is exceptionally high and should only be used as advisory when making any long term decision given the range of unknown parameters.

Table 10 Coles Bay / Swanwick Unoccupied / Seasonal Dwellings

Existing seasonal (or unoccupied) dwellings 2011	Existing primary residence dwellings	Percent of total dwellings	Predicted primary residence dwellings 2021	Predicted seasonal dwellings by 2021 (Based on percentage of total dwellings)
410 dwellings	108 dwellings	80%	123 dwellings	467 dwellings

Using the data in the above tables the residential land supply is adequate for the next 10 years to accommodate the predicted 15 permanent residential dwellings and 57 seasonal dwellings. This growth however is across the two townships and as identified Coles Bay has very limited opportunity for future development without significant further work identifying growth areas.

The Southern Tasmania Regional Land Use Strategy 2010-2035 (STRLUS) outlines growth strategies for the southern townships and villages. Coles Bay and Swanwick are identified as a collection of Tourism Industry & Shack/Holiday Homes with the development capability noted as Villages with low development capacity. This expects a growth of dwellings of around 10% over the next 25 years or approximately 570 dwellings by 2035. This is significantly less than the above estimates again given the limited data available.



Considerations for Structure Plan

- Identify future long term development options of Coles Bay
- Continue to provide developable land in Swanwick
- Identify possible infill opportunities and the desires of the villages to sustain growth.
- Allow for future tourism / seasonal dwelling population and growth.

7.1.2 Retail

Coles Bay and Swanwick have a limited supply of commercial zoned land with only a select few retail services present.

Coles Bay has a strong village feel with two small pockets of commercial zone. They are located on the eastern and western coasts of the town being 0.6 hectares along Garnet Ave and 0.45 hectares along the Esplanade respectively. Each contain a local convenience store, rental shops and cafes servicing the local residents and tourists however have limited other commercial activities. A small petrol station operates within the Esplanade area. Along Garnet Avenue there are a number of residential houses and vacant lots within the commercial zone that could be further developed.

Swanwick contains a single area of commercial development of 0.64 hectares which is currently a long term storage facility with no retail. Further small-scale retail development opportunities exist within Swanwick to provide supplies and services to the local community.

Considerations for Structure Plan

- Identify if current retail capacity and future land supply is sufficient and where could new development opportunities occur
- Look at retaining the existing village atmosphere while increasing the retail viability of the townships.

7.1.3 Industrial Growth

There are no industrial enterprises or zoned land in either Coles Bay or Swanwick however a number of quarries are located on the hillside to the east of Coles Bay Road. These sites are for local construction materials and include

- 30ha licence issued to Council
- 6ha licence for Parks Tasmania
- 2ha licence issued to a private enterprise

Considerations for Structure Plan

- More investigation of quarry areas in Coles Bay including buffer zones and the future / longevity of these sites
- Designate an area for potential light industry within Swanwick to cater for business development in the area.



7.1.4 Transport, Movement and Access

The Coles Bay Road connects Coles Bay and Swanwick to the wider road network i.e. Tasman Highway intersection- travelling south to Swansea and north to Bicheno.

The entrances to Coles Bay and Swanwick are through a natural bushland setting as opposed to the farmland approach to Swansea. Each town has a small entrance sign however there is further scope to improve the entrance features to each township.

There is very limited public transport into Coles Bay or Swanwick with a single local tourist bus available for trips from Bicheno into the area.

The Coles Bay community consultation highlighted a walking track around the foreshore is a priority for the community. Key walking paths and potential shared paths are included in the Structure Plan however the implementation of these will be through other council plans and works programs. The existing walking and cycling paths provide vital safe links throughout the villages for tourists and residents. These links should be retained and upgraded whenever possible.

Considerations for Structure Plan

- Enhance and add to the existing cycle and pedestrian networks
- Ensure existing and new pedestrian links are disability friendly and upgrade any existing facilities
- Allow for future marine transport options

7.1.5 Community Services and Urban Form

Coles Bay and Swanwick are lacking a number of vital community services with access to Swansea or Bicheno the only option for most services. This is of some concern however due to the lack of population there are few options available for funding of such services.

Considerations for Structure Plan

- Ensure adequate links to Bicheno and Swansea are maintained and upgraded to allow emergency access.
- Promote emergency services and lobby for government funding to continually upgrade systems

8 Structure Plan Options

8.1 Identification of Options

In preparing the Structure Plan, a number of options were considered for the growth and development of the town. The following figures give a brief representation of the Coles Bay and Swanwick boundaries and the open space, residential and commercial areas within each area. The grey areas represent agricultural and forested areas outside of the townships.



The lists on the following pages outline a number of options available for each use within the different areas. These options are then assessed using the criteria in section 7.2 to determine their suitability within the structure plan. These options are categorised under the following headings:

RZ – Residential Growth Options

TD – Township Density Options

INZ – Industrial Growth Options

CD – Commercial Growth Options

SUZ – Service and Utility Options

SA – Surrounding Area Development Options

Swanwick

RZ Option 1 - Low Growth - Existing zoning with minor anomaly updates

RZ Option 2 - Medium Growth – Minor extensions to residential area around Swanwick Road and the Freycinet Golf Course

RZ Option 3 – Investigate increased growth areas west of the Coles Bay Road and south of the existing residential areas

CD Option 1 – Implement small scale commercial precincts around Swanwick Road and potential neighbourhood convenience shops. This should include provision for small scale light industry.

Coles Bay

RZ Option 1 - Low Growth - Existing zoning with limited multi-dwelling development.

RZ Option 2 – Medium/High Growth – Investigate capacity of the areas north of the Coles Bay Road for future residential development and greater densities within the existing residential areas.

CD Option 1 – Investigate more appropriate marina and boat parking locations and incorporate small scale commercial development.

8.2 Assessment of Options

The options that have been prepared range from increasing residential land use to better placement of industrial land. To identify the appropriate options for inclusion into the Structure Plan an assessment of each option must be undertaken.

The following key points have been identified through the background research and consultation process and are used to assess each option:

A. Environmental impact on surrounding natural features

- Does the option encroach on existing native habitat or remove existing native vegetation?
- Will the option impact on flora and fauna within the wider region particularly on threatened species around Moulting Lagoon, nearby estuaries and state/national parks?
- Will there be an increase in the number of people living nearby, accessing and potentially impacting on the natural habitat?
- Will external factors impact the environment e.g. increased pollution, stormwater runoff, litter, noise, invasive weed species escaping?

B. Impact on views to local/regional natural landscapes and local amenity

- Does the option impact on public access to the beachfront/around headlands?
- Will the option impact on the views towards the Freycinet Peninsula?
- Does the option affect the amenity of the township entrances?

C. Encouragement of township/village atmosphere

- Will the existing township / village feeling for the area be retained with a local community focus?
- Does the option promote dislocation of the town centre?
- Could the option promote overdevelopment of the town centre?

D. Impact on community and local services and the ability to increase/retain services

- Will the option increase the ratepayers/residents in the township funding for future services?
- Does the option put pressure on existing services with over demand?
- Will the option stagnate development reducing need/funding available for future and retaining existing services?

E. Ability to provide a range of housing and employment opportunities

- Does the option allow for a mix of new housing opportunities with a mix of large and small lot sizes?

- Will the option restrict new growth in a range of housing sizes stagnating that section of the community?
- Does the option provide the opportunity for future elderly housing options?
- Will there be adequate supply of seasonal accommodation?

F. Provide sustainable tourism growth

- Does the option allow for growth in the tourist section and support existing and new tourism operators?
- Will the option provide services / development that can be used by tourists?
- Will there be sufficient land available for future tourist enterprises?
- Does the option reduce the amenity of the township dissuading tourists?
- Is the option consistent with the Freycinet Tourism Development Plan 2004?

G. Align with the Southern Tasmania Regional Land Use Strategy and other Strategic Plans

- Does the option protect and enhance the environment, coastal areas and regional waterways?
- Does the option increase the threat to life and property from natural disasters?
- Will the option undermine existing cultural and heritage values of the area?
- Does the option encourage the development of services, recreation/open space and public transport and utilise existing infrastructure?
- Will the option provide sustainable tourism options and promote employment opportunities?
- Does the option fit in with the Growth Management Strategy for the township and ensure that sufficient land is zoned for future residential, industrial and commercial uses?

H. Utilise existing services efficiently and effectively

- Will the option direct growth around existing infrastructure in central locations?
- Does the option have the potential to fund/develop further infrastructure for the area?

I. Help create a sense of Place/Destination

- Will there be a positive impact from the option for the existing community and future residents?
- Does the option bring new opportunities and services into the area?
- Does the option properly direct adverse amenity land uses into appropriate locations?

These criteria meet the directions of the Community Strategic Plan (2013) being:

- Direction 1 Build our community infrastructure
- Direction 2 Age well in our communities
- Direction 3 Grow our economy and employment opportunities
- Direction 4 Protect and promote our natural beauty, environment and heritage
- Direction 5 Be visitor friendly
- Direction 6 Foster health and well-being

Table 11 Surrounding Areas, Swanwick and Coles Bay Plan Options

Options	A	B	C	D	E	F	G	H	I	Total
SA Option 1 - Apply Bushfire Protection	— -1	— 0	— 0	▲ 3	— 0	▲ 2	▲ 3	▲ 3	▲ 1	✓ 11
SA Option 2 - Further Dolphin Sands Growth	▼ -2	▼ -2	▲ 1	▲ 2	▲ 3	▲ 1	▲ 1	▲ 1	▲ 1	! 6
Swanwick RZ Option 1 - Low Growth	▲ 1	▲ 1	▲ 2	— 0	— 0	— 0	▲ 2	— 0	— 0	✗ 6
Swanwick RZ Option 2 - Medium Growth	— 0	— 0	▲ 2	▲ 2	▲ 1	▲ 1	▲ 1	▲ 2	— 0	✓ 9
Swanwick RZ Option 3 - High Growth	▼ -2	▼ -2	▲ 1	▲ 3	▲ 2	▲ 1	▲ 1	▲ 2	— 0	✗ 6
Swanwick CD Option 1 - Commercial Growth	— 0	— 0	▲ 3	▲ 3	▲ 2	▲ 2	▲ 1	▲ 3	— 0	✓ 14
Coles Bay RZ Option 1 - Low Growth	— 0	▲ 1	▲ 2	— 0	— 0	▲ 1	▲ 2	▲ 1	▲ 1	✓ 8
Coles Bay RZ Option 2 - Medium Growth	▼ -2	— -1	▲ 1	▲ 2	▲ 1	▲ 1	▲ 1	▲ 2	▲ 1	! 6
Coles Bay CD Option 1 - Marina development	▼ -3	— -1	▲ 2	▲ 2	▲ 1	▲ 1	▲ 1	▲ 2	▲ 2	✓ 7

8.3 Recommended Option

Each option was assessed against the criteria based on a scale of between -3 to +3 with -3 being a high negative impact, 0 being of minimal impact and +3 being of high positive impact. The scores for the 9 criteria are then combined giving a total for each option. As some options relate to different areas the combined score is assessed against similar options.

A score of 8 or above shows a generally positive effect from the option and it is to be included the Structure Plan, a score of 6 or 7 warrants the option to be further investigated and possibly included and a score below 6 shows an unfavourable option which is not included. The options to be included for further assessment are shown in Section 9.



9 Structure Plan

This section provides an overview of the Structure Plan with a description of the key planning and design elements and a discussion of the options considered.

9.1 Introduction

The Structure Plan incorporates a range of recommended actions that seek to further the objectives for residential, employment and community land uses, the town centre, and the movement network.

The options to be included and further assessed are as follows:

- SA1 Apply bushfire controls over high threat areas
- SRZ2 Medium growth in Swanwick
- SCD1 Commercial growth in Swanwick
- CRZ1 Limited growth in Coles Bay
- CCD1 Investigate marina/jetty upgrade

9.2 Residential Land Uses


9.2.1 Objectives

- Retain existing village feeling of both Coles Bay and Swanwick.
- Work with landholders to identify areas of future growth in Swanwick around the Freycinet Golf Course and undertake further investigation for potential future growth south of the township.
- Pursue development opportunities north of Freycinet Drive within Coles Bay to allow for a gradual expansion of the township while retaining the existing character.
- Ensure bushfire risk is minimised by identifying hazardous areas.

9.2.2 Recommended Actions

Planning Actions

1. Pursue the opportunity to extend the residential area of Coles Bay to the north side of Freycinet Drive in conjunction with the Public Land Manager.
2. Investigate the area to the north west of Coles Bay along Freycinet Drive for potential Environmental Living Zone providing an opportunity for low density residential growth.
3. Investigate the existing Freycinet Golf Course area to integrate high quality residential development.

- 
4. Investigate the areas south of Swanwick for future residential development allowing for a gradual expansion of the township. Ensure an adequate coastal buffer (of up to 100m) to prevent degradation of the environmental features, reduce erosion impacts and retain view lines.
 5. Incorporate bushfire protection over forested areas on periphery of townships.

9.3 Town Centre and Gateway Treatments

9.3.1 Objectives

- Increase service and commercial opportunities within the township reducing the reliance on car related travel to create well connected, consolidated, walkable commercial areas.
- Investigate the entrance to the township and the Freycinet National Park and use a common theme to present a strong approach to the area.

9.3.2 Recommended Actions

Planning Actions

1. Extend the existing commercial zone area within Swanwick to encourage the development of a local commercial precinct servicing the neighbourhood.
2. Formalise the zoning of the Iluka Tourist Park into a local business zone.
3. Encourage the development of businesses along Garnet Avenue and work with local landholders to develop the precinct.

Infrastructure and Community Actions

1. Prepare a Gateway Strategy for the entrances to each township promoting a consistent and pleasing approach into the area and to provide a sense of arrival.

9.4 Industrial Land Uses

9.4.1 Objectives

- Investigate existing quarry sites for alternative uses once licenses expire.
- Identify areas around the existing commercial area in Swanwick that may be compatible with small scale light industry

9.5 Tourism Land Uses

9.5.1 Objectives

- Encourage limited tourism based commercial development within both townships
- Identify areas around existing Freycinet National Park entrance (including the Horse Paddocks) for further campervan / tented / caravan accommodation and car parking. It should be noted that some of these areas contain high conservation status vegetation and this must be adequately protected.

- Continue to upgrade the existing jetty or encourage development of a Marina area with associated boating facilities to increase tourism water activities.
- Encourage a private venture water taxi enterprise and or pedestrian bridge linking Swansea, Swanwick, Coles Bay and Dolphin Sands.
- Identify Swanwick as a gateway into the Moulting Lagoon Ramsar site and develop tourism aspects of this link.
- Investigate car parking and service areas to north of Coles Bay

9.5.2 Recommended Actions

Planning Actions

1. Identify on future framework plans the need to upgrade the existing jetty facility in Coles Bay and the potential for a marina style development.
2. Investigate areas between Coles Bay and Swanwick for further tourist resort style development in conjunction with the existing development rather than an environmental living area.

Infrastructure and Community Actions

1. Design entrance features for each township reflecting the culture of the towns.
2. Implement further tourism and community facilities around Muirs Beach and Garnet Avenue to enhance the desirability of the town.

9.6 Community Land Uses

9.6.1 Objectives

- Further develop the existing recreation reserve in Coles Bay
- Look to develop a playing field / oval area within Swanwick around the golf course area to service the local community of the two townships.
- Promote the development of community and emergency services within the townships.

9.6.2 Recommended Actions

Infrastructure and Community Actions

1. Work with the local sporting clubs to develop a long term strategy for the development of sporting facilities within the townships.

9.7 Movement Network

9.7.1 Objectives

- Develop a walking path around the foreshore of Coles Bay.

- Develop walking paths around Swanwick providing better connections and recreation opportunities within town.
- Investigate further boat parking areas for Coles Bay
- Provide easy cycle access between Coles Bay and Swanwick initially as an on-road option with a long term goal to provide an off-road solution. Investigate long term feasibility of a cycle bridge connection between Swanwick to Dolphin Sands to encourage cycle tourists.
- Encourage the provision of a shuttle bus accessing the Freycinet National Park and investigate overflow parking in the vicinity of Coles Bay, such as adjacent to the horse paddock.
- Provide for greater connectivity of existing footpaths in Coles Bay.

9.7.2 Recommended Actions

Infrastructure and Community Actions

1. Work with the local communities to undertake construction of walking paths around the townships including the development of a foreshore walking track around Coles Bay.
2. Work with local tourism operators and the National Parks Service to introduce a shuttle bus and pedestrian / cycle access into the National Park
3. Encourage development of shared roads around town with reduced speed limits on narrow residential streets.

9.8 Urban Design Principles

9.8.1 Objectives

- Upgrade the existing infrastructure and design around Muirs Beach and introduce a standardised design theme.
- Better enhance the aesthetics of the toilet block at the end of Garnet Avenue and implement better facilities around the area.
- Investigate a community park area nearby the existing golf course or boat ramp in Swanwick and develop a playground/community area.

9.8.2 Recommended Actions

Infrastructure and Community Actions

1. Prepare a Master Plan for the Muirs Beach and Garnet Avenue foreshore precincts including upgrading of facilities, planting, parking and beautification.
2. Work with the local communities to upgrade existing facilities around Muirs Beach and Garnet Avenue.
3. Work with the local community to design and develop better park facilities within Swanwick.

9.9 Infrastructure Initiatives

9.9.1 Objectives

- Work with TasWater to investigate the upgrading upgrade sewerage and water infrastructure in Coles Bay and Swanwick allowing for a gradual increase in population.
- Upgrade the existing parking areas around Coles Bay to cater for the increase in tourist traffic and Campervans.

9.9.2 Recommended Actions

Infrastructure and Community Actions

1. Investigate funding opportunities to upgrade sewerage and water services within the township.
2. Prepare a Car Parking Strategy for Coles Bay with staged upgrades to existing facilities.
3. Support the NBN rollout of fixed wireless internet.

9.10 Future Character Statements

As part of the revision to the Glamorgan Spring Bay Planning Scheme future character statements around each township are provided. These statements will help to define the future character of the town retaining key features, desired characteristics and promoting preferred development styles.

9.10.1 Coles Bay

Coles Bay is an idyllic seaside town being unique in providing a pleasing environment in its own right for local residents and retirees, while being situated at the gateway to the Freycinet National Park and Wineglass Bay.

The town's vision aims to balance the existing character with future opportunities to improve the liveability and amenity for both residents and visitors. It should continue to undertake key capital works projects upgrading infrastructure and services for local residents and visitors with a focus on walking links and open spaces while protecting the natural and costal features.

Gradual development to the north of the township should be carefully planned to protect the valuable environmental assets and limit impact on the township character. This will ensure that Coles Bay retains the key attributes that make it the exceptional and unique place it is.

The Coles Bay character statement outlined in the Interim Planning Scheme is noted as:

- (a) *Ensure development has no impact on the environmental and natural values and unique character of Coles Bay.*
- (b) *Development is to be restricted to the boundary of the existing township.*
- (c) *Development adjoining the National Park is to have no impact on the parks' values.*
- (d) *Ensure that pedestrian access to the foreshore and public spaces is provided and managed to minimise impact on the natural values.*
- (e) *Coastal fauna and flora, historic cultural sites and coastal forms are to be protected.*

9.10.2 Swanwick

Swanwick is a small residential village with strong links to the foreshore and estuaries of the Moulting Lagoon. It is characterised by a leafy holiday and retirement feel with limited services available to local residents or tourists. New development along Hazards View Drive has started to change the face of the town with a number of dual occupancy dwellings and smaller lots increasing the population and need for services and facilities.

The vision for Swanwick is to retain the existing seaside village characteristics while continuing to improve and gradually develop the town for local and seasonal residents, retirees and the holiday market. The high proportion of seasonally occupied dwellings should be acknowledged and this unique situation explored, identifying tourism and community opportunities. The focus on Moulting Lagoon should be retained as with the coastal outlook, maintaining and upgrading the existing boat ramp and beachfront access and protecting the special estuary environments present.

A small local business precinct should be encouraged and designed to fit in with the local character, catering for residents and the holiday market however should not detract from the existing tourism market in Coles Bay. Further residential and holiday market development will continue to grow around the Freycinet Golf Club area with potential expansion areas to the south and east of the township. Utmost care should be taken in the design of any future development area to minimise the visual and environmental impacts of development on this unique and unspoiled coastline.

The Swanwick character statement outlined in the Interim Planning Scheme is noted as:

- (a) *Recognise Swanwick has limited services but there is some opportunity for further limited tourism accommodation.*
- (b) *Development is to be restricted to the existing approved and developed area.*
- (c) *Coastal fauna and flora, historic cultural sites and coastal forms are to be protected.*
- (d) *Further linear development along the coastline is not permitted.*
- (e) *Ensure that pedestrian access to the foreshore is maintained, but managed to ensure minimal environmental damage occurs.*
- (f) *Through careful design and siting minimise the visual impacts of development on the coastline.*



10 Consultation

10.1 Public Exhibition

Following a period of community consultation in late 2014 and consideration of a range of submissions and ideas, the draft plan was placed on public exhibition and comments were invited from interested parties.

Glamorgan Spring Bay Councillors were also able to provide their feedback through a workshop specifically held to discuss the Structure Plan.

For further information about the public consultation process undertaken, please contact Council.

10.2 Submissions

Submissions were received from a number of interested persons and parties in the local community.

The submissions received were analysed by the project team, and where appropriate, amendments to the Structure Plan were made to incorporate the feedback received.



Appendix A

Master Plan





Legend

- Entrance Feature Street Planting
- Intersections Requiring Upgrade
- Township Entrance Features
- Way-finding / Art Features Trail
- Existing Quarry Areas
- Bushfire Protection Area
- Estuary Protection Areas
- Upgraded Footpaths

Base

- Existing Residential Area
- Great Oyster Bay
- Open Space
- Cadastre
- Watercourse
- Roadway



Glamorgan Spring Bay Council

Coles Bay and Swanwick Township Structure Plan - 4. Design and Investigation

aurecon
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GLAMORGAN SPRING BAY COUNCIL



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