



ORDINARY COUNCIL MEETING - 24 AUGUST 2021

ATTACHMENTS

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GLAMORGAN/SPRING BAY COUNCIL
NOTICE OF PROPOSED DEVELOPMENT

Notice is hereby given that an application has been made for planning approval for the following development;

SITE: 35 Jetty Road Coles Bay

PROPOSAL: Dwelling

Any person may make representation on the application(s) by letter (PO Box 6, Triabunna) or electronic mail (planning@freycinet.tas.gov.au) addressed to the General Manager. Representations must be received before midnight on Friday 23 July 2021.

APPLICANT: Engineering Plus
DATE: 06 May 2021
APPLICATION NO: DA 2021 / 132

Application for Planning Approval

OFFICE USE ONLY	
DATE RECEIVED:	PID:
FEE	RECEIPT No:
DA:	PROPERTY FILE:

Advice:

Use this form for all no permit required, permitted and discretionary planning applications including subdivision, planning scheme amendment & minor amendments to permits.

For visitor accommodation in the General Residential, Low Density Residential, Rural Living, Environmental Living or Village Zone use the sharing economy form available on the Council website.

Completing this form in full will help ensure that all necessary information is provided and avoid any delay. The planning scheme provides details of what other information may be required at clause 8.1 and in each applicable Code.

Please provide the relevant details in each applicable section by providing the information or circling Yes or No as appropriate. If relevant details are provided on plans or documents please refer to the drawing number or other documents in this form.

Often, it is beneficial to provide a separate written submission explaining in general terms what is proposed and why and to justify the proposal against any applicable performance criteria.

If you have any queries with the application form or what information is required please contact the office.

Details of Applicant & Owner

Applicant:	Engineering Plus			
Contact person: (if different from applicant)	Narelle Lobdale			
Address:	81 Elizabeth Street		Phone	03 6331 7021
	Launceston	Tas	7250	Fax:
Email:	narelle@engineeringplus.com.au		Mobile:	0409 211 610
Do you wish for all correspondence to be sent solely by email?			Yes <input checked="" type="checkbox"/>	No <input type="checkbox"/>

Owner: (if different from applicant)	Blackwood Consulting Pty Ltd			
Address:	PO Box R1999 Royal Exchange		Phone:	
		NSW	1225	Fax:
Email:			Mobile:	

Application for Planning Approval

Details of Site and Application

Please note, if your application is discretionary the following will be placed on public exhibition.

Site Details

Address / Location of Proposal: 35 Jetty Road			
Suburb Coles Bay Post Code 7215			
Size of site	584.20 m ²	or	Ha
Certificate of Title(s):	55545/4		
Current use of site:	Residential		

General Application Details

Complete for All Applications

<input checked="" type="checkbox"/>	New Dwelling	<input type="checkbox"/>	Change of use
<input type="checkbox"/>	Additions / Alterations to Dwelling	<input type="checkbox"/>	Intensification or modification of use
<input type="checkbox"/>	New Outbuilding or Addition	<input type="checkbox"/>	Subdivision or boundary adjustment
<input type="checkbox"/>	New Agricultural Building	<input type="checkbox"/>	Minor amendment to existing permit DA /
<input type="checkbox"/>	Commercial / Industrial Building	<input type="checkbox"/>	Planning Scheme Amendment

Estimated value of works (design & construction)	
--	--

Describe the order and timing of any staged works:	or N/A
--	--------

General Background Information

Please state the name of any Council officers that you have discussed this proposal with:	Officer's name : _____ or N/A	
Is the site listed on the Tasmanian Heritage Register?	Yes <input type="checkbox"/>	No <input checked="" type="checkbox"/>
Have any potentially contaminating activities ever occurred on the site? <i>If yes, please provide a separate written description of those activities.</i>	Yes <input type="checkbox"/>	No <input checked="" type="checkbox"/>
Is the proposal consistent with any restrictive covenants or Part 5 agreements that apply to the site?	Yes <input type="checkbox"/>	No <input checked="" type="checkbox"/>

Application for Planning Approval

Does the proposal involve any of the following?		
Type of development		Brief written description if not clearly shown on the plans:
Partial or full demolition	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No	
Fencing	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No	
New or upgraded vehicle / pedestrian access	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No	
New or modified water, sewer, electrical or telecommunications connection	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No	
Retaining walls	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No	
Cut or fill	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No	
Signage	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No	
New car parking	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No	
Vegetation removal	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No	

Existing floor area -. m ²	Proposed floor area 463.18.m ²
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Number of existing car parking on site -	Number of proposed car parking on site 2
--	--

Describe the width & surfacing of vehicular access (existing or proposed) and how drainage/runoff is collected and discharged:	Sealed, 3m wide driveway, self draining.
If vehicular access is from a road sign-posted at more than 60 km/hr, please state the sight distance in both directions:	or N/A

Please note, if a gravel driveway is proposed from a sealed public road please address the following clause (E6.7.6 P1):

Parking spaces and vehicle circulation roadways must not unreasonably detract from the amenity of users, adjoining occupiers or the quality of the environment through dust or mud generation or sediment transport, having regard to all of the following:

- (i) the suitability of the surface treatment;
- (ii) the characteristics of the use or development;
- (iii) measures to mitigate mud or dust generation or sediment transport.

Will stormwater from buildings and hardstand areas be managed by: (details should be clearly shown / noted on plans)	Discharge to a main:	Yes / <input type="checkbox"/> N/A <input checked="" type="checkbox"/>
	Discharge to kerb & gutter:	Yes <input checked="" type="checkbox"/> / N/A <input type="checkbox"/>
	Discharge to roadside table drain:....	Yes <input type="checkbox"/> / N/A <input checked="" type="checkbox"/>
	Discharge to natural watercourse: ..	Yes <input type="checkbox"/> / N/A <input checked="" type="checkbox"/>

Application for Planning Approval

	Retained on site:	Yes <input type="checkbox"/> / N/A <input checked="" type="checkbox"/>		
Materials				
External building material	Walls:	Axon cladding	Roof:	Colorbond
External building colours	Walls:	neutral	Roof:	neutral
Fencing materials:		Retailing wall materials:		

For all outbuildings

Describe for what purpose the building is to be used:	n/a
Describe any intended toilet, shower, cooking or heating to be installed:	n/a
If the building is to be used wholly or partly as a domestic workshop, what type of tools and machines will be used?	n/a

For all non-residential applications

Hours of Operation						
Current hours of operation	Monday to Friday:		Saturday:		Sunday & Public holidays:	
Proposed hours of operation	Monday to Friday:		Saturday:		Sunday & Public holidays:	
Number of Employees						
Current Employees Total:		Maximum at any one time:				
Proposed Employees Total:		Maximum at any one time:				

Describe any delivery of goods to and from the site, including the types of vehicles used and the estimated average weekly frequency:	or N/A
Describe current traffic movements into the site, including the type & timing of heavy vehicle movements & any proposed change:	or N/A
Describe any hazardous materials to be used or stored on site:	or N/A
Describe the type & location of any large plant or machinery used (refrigeration, generators)	or N/A
Describe any retail and/or storage of goods or equipment in outdoor areas:	or N/A
Describe any external lighting proposed:	or N/A

Application for Planning Approval


Personal Information Protection Statement:

The personal information that Council is collecting from you is deemed personal information for the purposes of the *Personal Information Protection Act 2004*. The intended recipients of personal information collected by Council may include its officers, agents or contractors or data service providers. The supply of the information by you is voluntary. If you cannot provide or do not wish to provide the information sought, Council may be unable to process your application. Council is collecting this personal information from you for the purposes of managing, addressing, advising upon and determining the application and other related Council matters.

Declaration:

I/we hereby apply for planning approval to carry out the use or development described in this application and the accompanying documents and declare that: -

- The information in this application is true and correct.
- In relation to this application, I/we agree to allow Council employees or consultants to enter the site in order to assess the application.
- I/we confirm that I/we are the copyright holder or have the authority to sign on behalf of any person with copyright for documents to this application and authorities Council to provide a copy of this application to any person for assessment or statutory consultation.
- I/we authorise Council to provide a copy of any documents relating to this application to any person for the purpose of assessment or public consultation and agree to arrange for the permission of the copyright owner of any part of this application to be obtained.
- I acknowledge that if the application is discretionary that the application will be exhibited in the Council offices and on the Council website.
- I/We declare that the Owner has been notified of the intention to make this application in accordance with section 52(1) of the *Land Use Planning and Approvals Act 1993*.

Signature:		Date:	27.04.21
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If application is not the owner

If the applicant is not the owner, please list all persons who were notified of this application pursuant to section 52 of the *Land Use Planning and Approvals Act 1993*.

Name:	Method of notification:	Date of notification:
Roger Campbell	email and phone	27.04.24

If application is on or affect Council or Crown owned or administered land

If land affected by this application is owned or administered by the Crown or Council then the written permission of the relevant Minister (or their delegate) and/or the General Manager must be provided and that person must also sign this application form below:

I, _____, being responsible for the administration of land at _____ declare that I have given permission for the making of this application by _____ for use and/or development involving _____

Signature: _____ Date: _____

It is the applicant's responsibility to obtain any such consent prior to lodgement. Written requests for consent of the Council must be sent to General Manager. Request for Ministerial consent should be directed to the relevant department.

DRAWING SCHEDULE

A00	COVER PAGE
A01	SITE PLAN
A02	SITE PLAN - DEMOLITION
A03	CONSTRUCTION PLAN #1
A04	CONSTRUCTION PLAN #2
A05	CONSTRUCTION PLAN #3
A06	FLOOR PLAN #1
A07	FLOOR PLAN #2
A09	ELEVATIONS #1
A10	ELEVATIONS #2
A11	ROOF PLAN
A14	3D PERSPECTIVES #1
A15	3D PERSPECTIVES #2
A16	3D PERSPECTIVES #3
A19	SHADOW PLANS

PROJECT INFORMATION

BUILDING DESIGNER:	GRANT JAMES PFEIFFER
ACCREDITATION No:	CC2211T
LAND TITLE REFERENCE NUMBER:	55545/4
PROPOSED GROUND FLOOR AREA:	83.81m ²
PROPOSED FIRST FLOOR AREA:	181.92m ²
PROPOSED SECOND FLOOR AREA:	159.85m ²
PROPOSED DECK AREA:	37.60m ²
PROPOSED ENTRY LANDING AREA:	1.89m ²
PROPOSED REAR ENTRY LANDING AREA:	1.00m ²
DESIGN WIND SPEED:	N3
SOIL CLASSIFICATION:	'M'
CLIMATE ZONE:	7
BUSHFIRE-PRONE BAL RATING:	N/A
ALPINE AREA:	N/A
CORROSION ENVIRONMENT:	SEVERE
FLOODING:	NO
LANDSLIP:	NO
DISPERSIVE SOILS:	UNKNOWN
SALINE SOILS:	UNKNOWN
SAND DUNES:	NO
MINE SUBSIDENCE:	NO
LANDFILL:	NO
GROUND LEVELS:	REFER PLAN
ORG LEVEL:	75mm ABOVE GROUND LEVEL

PROPOSED DWELLING

R. CAMPBELL
35 JETTY ROAD,
COLES BAY TAS 7215

GLAMORGAN-SPRING BAY COUNCIL

ISSUED FOR APPROVAL



DRAINAGE
ALL DRAINAGE WORK SHOWN IS PROVISIONAL ONLY AND IS SUBJECT TO AMENDMENT TO COMPLY WITH THE REQUIREMENTS OF THE LOCAL AUTHORITIES. ALL WORK IS TO COMPLY WITH THE REQUIREMENTS OF NATIONAL PLUMBING AND DRAINAGE CODE AS3500 AND MUST BE CARRIED OUT BY A LICENCED TRADESMAN ONLY.

PRIVATE OPEN SPACES 37.60m² (6.4%)	
IMPERVIOUS SURFACES 305m²	52.21%

LEGEND	
	SEWER
	WATER
	STORMWATER


ISSUED FOR APPROVAL

Copyright ©

Client: R. CAMPBELL
Project: PROPOSED DWELLING
Address: 35 JETTY ROAD
COLES BAY

Mob 0417 362 783 or 0417 545 813
jack@engineeringplus.com.au
trin@engineeringplus.com.au

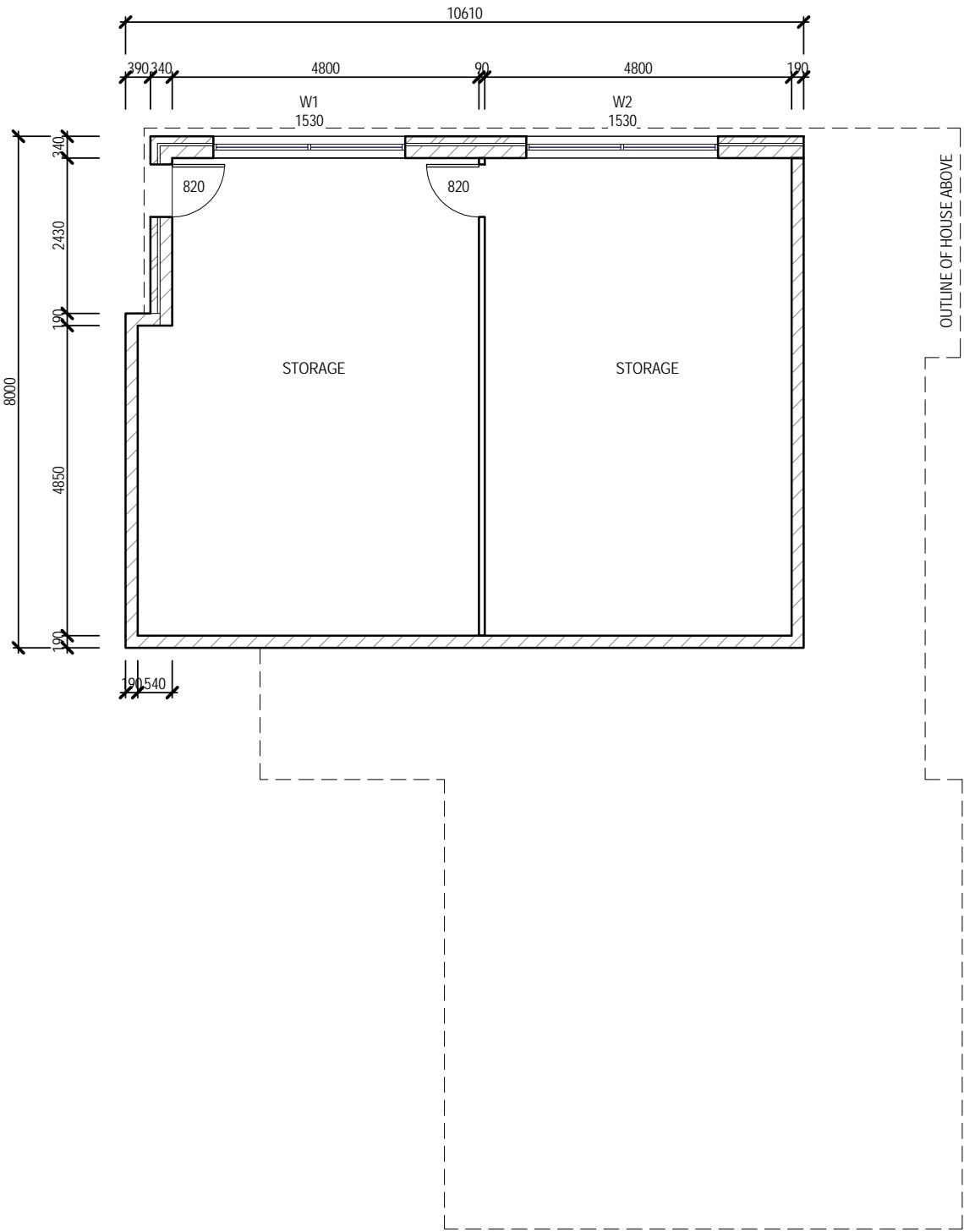
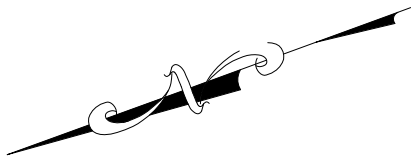
SITE PLAN
SCALE 1:200

				Date Drawn: 31.10.17	<div>Project: PROPOSED DWELLING</div> <div>Address: 35 JETTY ROAD COLES BAY</div> <div>Mob 0417 362 783 or 0417 545 813 jack@engineeringplus.com.au trin@engineeringplus.com.au</div> <div><div>ENGINEERING PLUS</div><div>BUILDING DESIGN PROJECT MANAGEMENT CIVIL/STRUCTURAL ENGINEERING</div></div>
				Drawn: A. Taylor	
				Checked: A. Taylor	
				Approved: J. Pfeiffer	
				Scale: As Shown @ A3	
B	COUNCIL RFI	27.05.21	I.B	<div>Accredited Building Designer</div> <div>Designer Name: J.Pfeiffer</div> <div>Accreditation No: CC2211T</div>	<div>Drawing No:</div> <div>16318</div> <div>A01</div> <div>Rev B</div>
A	ISSUED FOR APPROVAL	27.04.21	I.B		
-	CONCEPT REDESIGN	15.02.21	I.B		
Rev:	Amendment:	Date:	Int:		



SITE PLAN - DEMOLITION
SCALE 1 : 200

				Date Drawn: 31.10.17	Client: R. CAMPBELL Project: PROPOSED DWELLING Address: 35 JETTY ROAD COLES BAY Mob 0417 362 783 or 0417 545 813 jack@engineeringplus.com.au trin@engineeringplus.com.au	ENGINEERING PLUS BUILDING DESIGN PROJECT MANAGEMENT CIVIL/STRUCTURAL ENGINEERING
				Drawn: A. Taylor		
				Checked: A. Taylor		
				Approved: J. Pfeiffer		
B	COUNCIL RFI	27.05.21	I.B	Scale: As Shown @ A3	Accredited Building Designer Designer Name: J.Pfeiffer Accreditation No: CC2211T	Drawing No: 16318 A02 Rev B
A	ISSUED FOR APPROVAL	27.04.21	I.B			
-	CONCEPT REDESIGN	15.02.21	I.B			
Rev:	Amendment:	Date:	Int:			



WINDOW SCHEDULE						
MARK	HEIGHT	WIDTH	TYPE	U-VALUE	SHGC	
W1	1500	3000	DG	4.3	.55	
W2	1500	3000	DG	4.3	.55	

Area Schedule (Gross Building)		
Name	Area	Area (sq)
ENTRY LANDING	1.89 m ²	0.20
PROPOSED DECK	37.60 m ²	4.05
PROPOSED FIRST FLOOR	181.92 m ²	19.58
PROPOSED GROUND FLOOR	83.81 m ²	9.02
PROPOSED SECOND FLOOR	159.85 m ²	17.21
REAR ENTRY LANDING	1.00 m ²	0.11

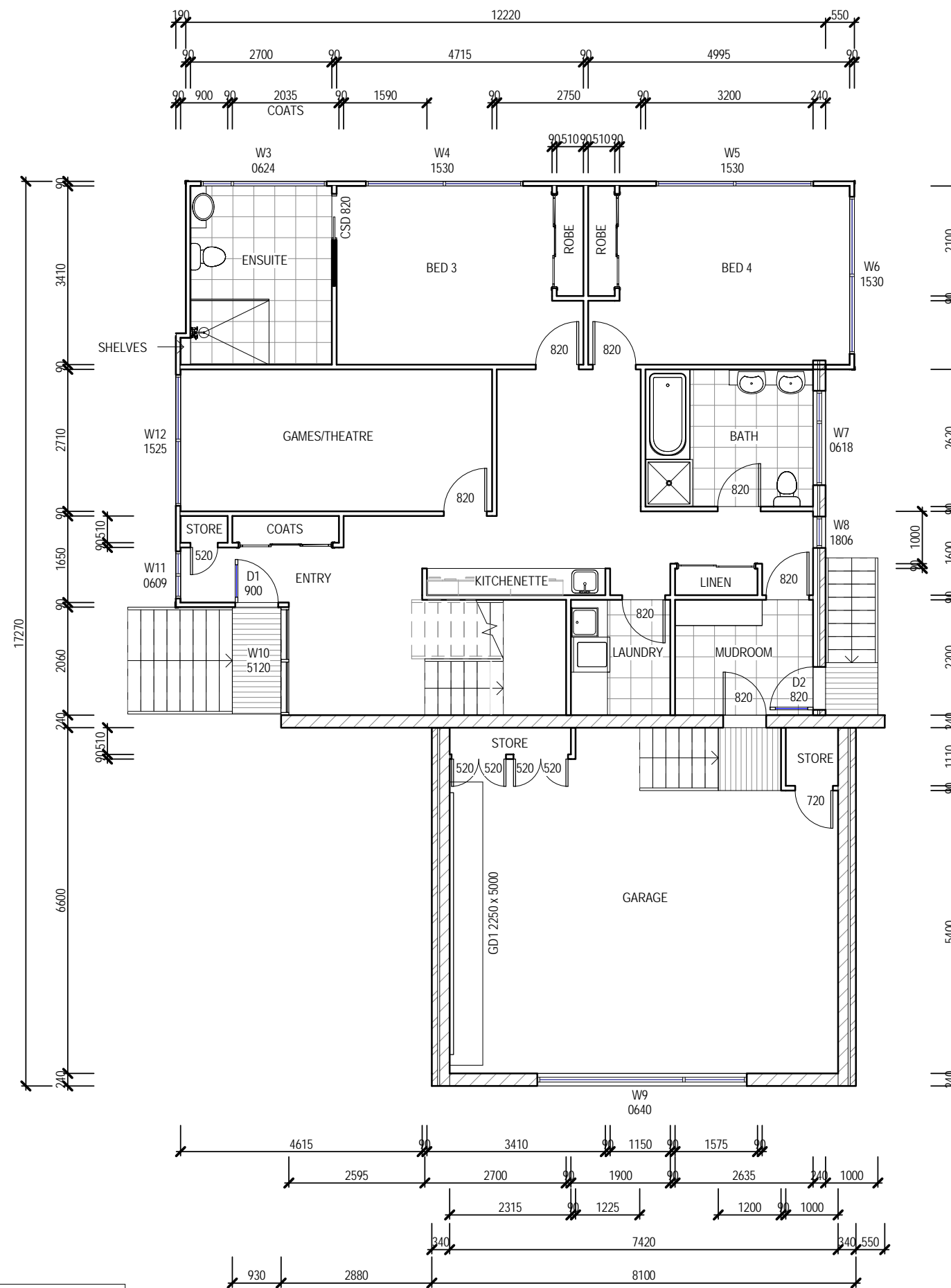
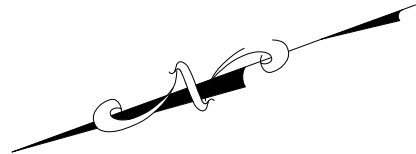
GROUND LEVEL CONSTRUCTION PLAN
SCALE 1 : 100

				Date Drawn: 31.10.17
				Drawn: A. Taylor
				Checked: A. Taylor
				Approved: J. Pfeiffer
				Scale: As Shown @ A3
B	COUNCIL RFI	27.05.21	I.B	Accredited Building Designer Designer Name: J.Pfeiffer Accreditation No: CC2211T
A	ISSUED FOR APPROVAL	27.04.21	I.B	
-	CONCEPT REDESIGN	15.02.21	I.B	
Rev:	Amendment:	Date:	Int:	
				Drawing No: 16318
				Rev B

Client: R. CAMPBELL
Project: PROPOSED DWELLING
Address: 35 JETTY ROAD
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trin@engineeringplus.com.au

ENGINEERING
PLUS

BUILDING DESIGN
PROJECT MANAGEMENT
CIVIL/STRUCTURAL ENGINEERING



WINDOW SCHEDULE

MARK HEIGHT WIDTH TYPE U-VALUE SHGC

W3	600	2400	DG	4.3	.55
^W4	1500	3000	DG	4.3	.55
^W5	1500	3000	DG	4.3	.55
^W6	1500	3000	DG	4.3	.55
W7	600	1800	DG	4.3	.55
W8	1800	600	DG	4.3	.55
W9	600	4000	DG	4.3	.55
W10	5100	2050	DG	4.3	.55
W11	600	900	DG	4.3	.55
W12	1500	2500	DG	4.3	.55

DOOR SCHEDULE

MARK HEIGHT WIDTH TYPE U-VALUE SHGC

D1	2100	900	DG	4.3	.61
D2	2100	820	DG	4.3	.61

^W4, 5 & 6 - IF FALL HEIGHT TO GROUND IS GREATER THAN 2m WINDOW TO HAVE A PERMANENTLY FIXED ROBUST SCREEN INSTALLED OR HAVE AN OPENING RESTRICTED TO 125mm

ISSUED FOR APPROVAL

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Client: R. CAMPBELL
Project: PROPOSED DWELLING
Address: 35 JETTY ROAD
COLES BAY

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trin@engineeringplus.com.au

Area Schedule (Gross Building)

Name	Area	Area (sq)
ENTRY LANDING	1.89 m ²	0.20
PROPOSED DECK	37.60 m ²	4.05
PROPOSED FIRST FLOOR	181.92 m ²	19.58
PROPOSED GROUND FLOOR	83.81 m ²	9.02
PROPOSED SECOND FLOOR	159.85 m ²	17.21
REAR ENTRY LANDING	1.00 m ²	0.11

FIRST LEVEL CONSTRUCTION PLAN

SCALE 1 : 100

B	COUNCIL RFI	27.05.21	I.B
A	ISSUED FOR APPROVAL	27.04.21	I.B
-	CONCEPT REDESIGN	15.02.21	I.B
Rev:	Amendment:	Date:	Int:

Date Drawn: 31.10.17
Drawn: A. Taylor
Checked: A. Taylor
Approved: J. Pfeiffer
Scale: As Shown @ A3

Accredited Building Designer
Designer Name: J. Pfeiffer
Accreditation No: CC2211T

Drawing No:

16318 A04

Rev

B

WINDOW SCHEDULE

MARK HEIGHT WIDTH TYPE U-VALUE SHGC

^W13	1800	2100	DG	4.3	.55
^W14	1800	2100	DG	4.3	.55
^W15	1800	600	DG	4.3	.55
^W16	1000	2500	DG	4.3	.55
W17	900	600	DG	4.3	.55
^W18	600	2500	DG	4.3	.55
^W19	1000	2500	DG	4.3	.55
^W20	1800	600	DG	4.3	.55
^W21	1000	2500	DG	4.3	.55
^W22	600	2500	DG	4.3	.55
W23	1000	1500	DG	4.3	.55
W24	600	900	DG	4.3	.55
W25	300	1800	DG	4.3	.55
*W26	300	3500	DG	4.3	.55
*W27	300	5000	DG	4.3	.55
*W28	300	3500	DG	4.3	.55

*REFER ELEVATIONS FOR HIGHLIGHT WINDOWS

^W13, 14, 15, 16, 18, 19, 20, 21, & 22 - IF FALL HEIGHT TO GROUND IS GREATER THAN 2m WINDOW TO HAVE A PERMANENTLY FIXED ROBUST SCREEN INSTALLED OR HAVE AN OPENING RESTRICTED TO 125mm

DOOR SCHEDULE

MARK HEIGHT WIDTH TYPE U-VALUE SHGC

BFD1	2400	3500	DG	4.3	.61
BFD2	2400	4500	DG	4.3	.61
BFD3	2400	3500	DG	4.3	.61

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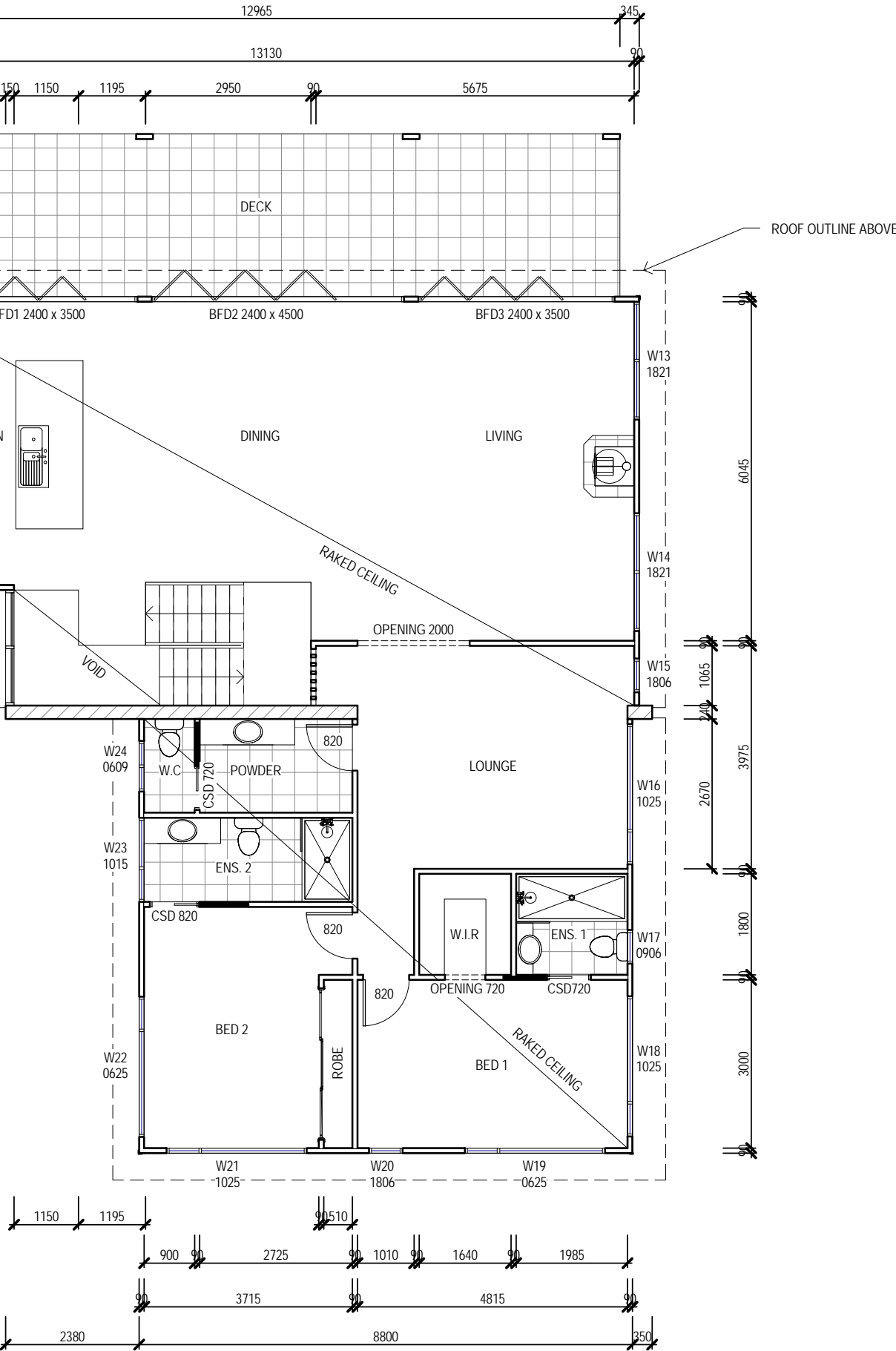
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Drawing No: 16318
A05
Rev B

Date Drawn: 31.10.17
Drawn: A. Taylor
Checked: A. Taylor
Approved: J. Pfeiffer
Scale: As Shown @ A3
Accredited Building Designer
Designer Name: J.Pfeiffer
Accreditation No: CC2211T

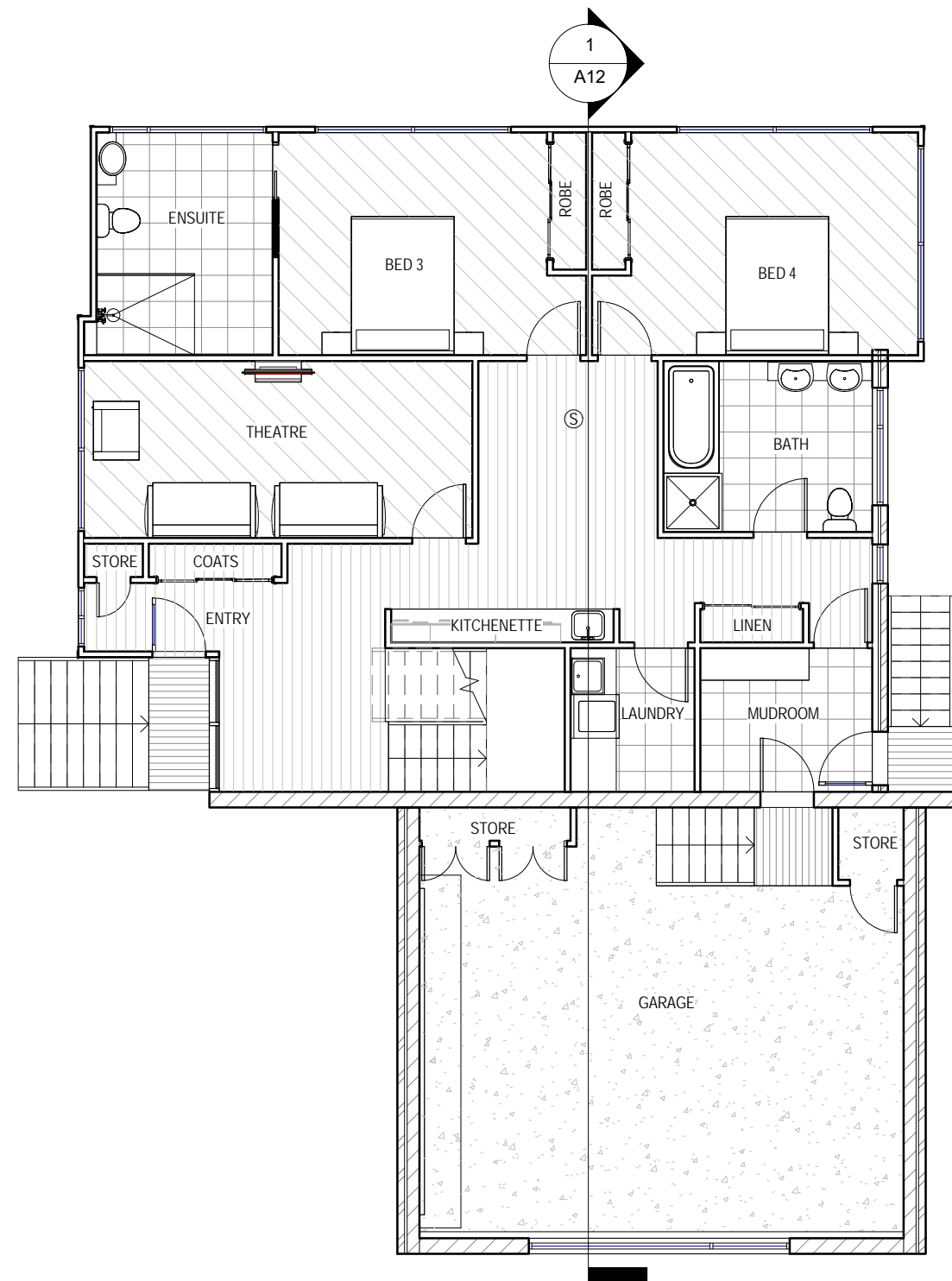
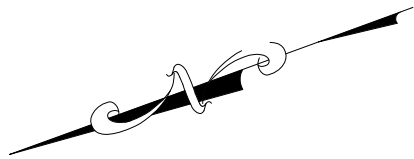
B	COUNCIL RFI	27.05.21	I.B
A	ISSUED FOR APPROVAL	27.04.21	I.B
-	CONCEPT REDESIGN	15.02.21	I.B
Rev:	Amendment:	Date:	Int:



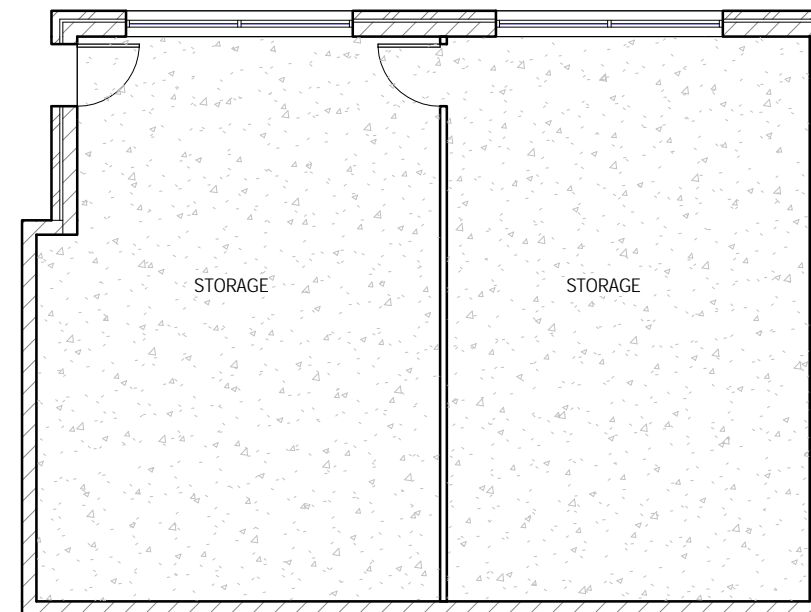
SECOND LEVEL CONSTRUCTION PLAN
SCALE 1 : 100

Area Schedule (Gross Building)

Name	Area	Area (sq)
ENTRY LANDING	1.89 m ²	0.20
PROPOSED DECK	37.60 m ²	4.05
PROPOSED FIRST FLOOR	181.92 m ²	19.58
PROPOSED GROUND FLOOR	83.81 m ²	9.02
PROPOSED SECOND FLOOR	159.85 m ²	17.21
REAR ENTRY LANDING	1.00 m ²	0.11



FIRST LEVEL FLOOR PLAN
SCALE 1:100



GROUND LEVEL FLOOR PLAN
SCALE 1:100

FLOOR COVERINGS	
	CARPET
	CONCRETE
	VINYL TIMBER FLOORING
	TILE
	TIMBER DECKING

SMOKE ALARMS
PROVIDE AND INSTALL SMOKE ALARMS & HARD WIRE TO BUILDING POWER SUPPLY TO AS 3786.
CEILING MOUNTED WITH 9VDC ALKALINE BATTERY BACKUP TO LOCATIONS INDICATED ON PLAN AND IN ACCORDANCE WITH NCC PART 3.7.2

Ⓢ - DENOTES INTERCONNECTED SMOKE DETECTORS BETWEEN LEVELS

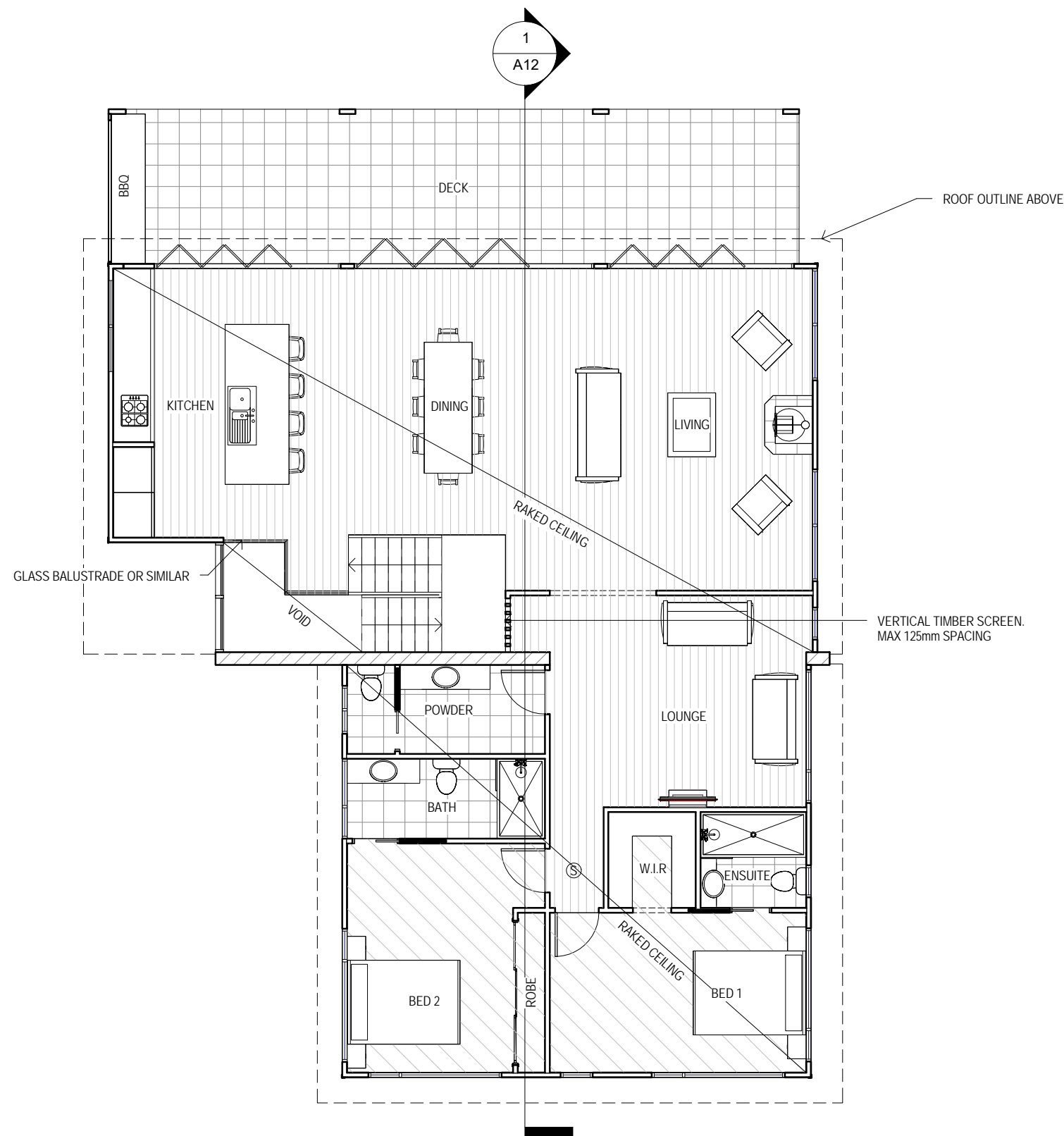
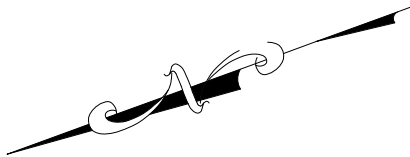
ISSUED FOR APPROVAL

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Client: **R. CAMPBELL**
Project: **PROPOSED DWELLING**
Address: **35 JETTY ROAD**
COLES BAY

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trin@engineeringplus.com.au

				Date Drawn: 31.10.17	Accredited Building Designer Designer Name: J.Pfeiffer Accreditation No: CC2211T	Drawing No: 16318	Rev B
				Drawn: A. Taylor			
				Checked: A. Taylor			
				Approved: J. Pfeiffer Scale: As Shown @ A3			
B	COUNCIL RFI	27.05.21	I.B				
A	ISSUED FOR APPROVAL	27.04.21	I.B				
-	CONCEPT REDESIGN	15.02.21	I.B				
Rev:	Amendment:	Date:	Int:				



FLOOR COVERINGS	
	CARPET
	CONCRETE
	VINYL TIMBER FLOORING
	TILE
	TIMBER DECKING

SMOKE ALARMS
PROVIDE AND INSTALL SMOKE ALARMS & HARD WIRE
TO BUILDING POWER SUPPLY TO AS 3786.
CEILING MOUNTED WITH 9VDC
ALKALINE BATTERY BACKUP
TO LOCATIONS INDICATED ON PLAN AND IN ACCORDANCE
WITH NCC PART 3.7.2

Ⓢ - DENOTES INTERCONNECTED SMOKE
DETECTORS BETWEEN LEVELS

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Client: **R. CAMPBELL**
Project: **PROPOSED DWELLING**
Address: **35 JETTY ROAD**
COLES BAY

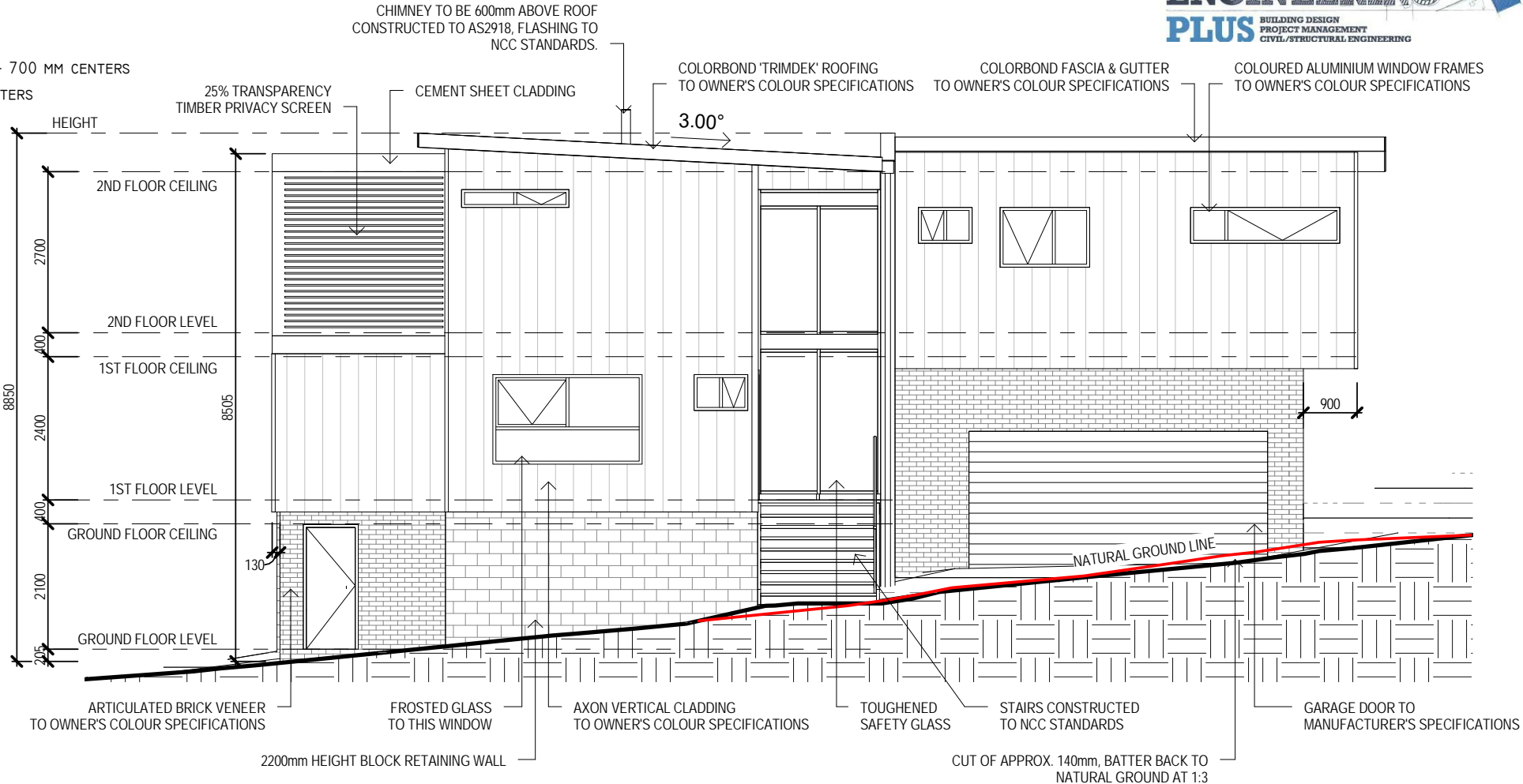
Mob 0417 362 783 or 0417 545 813
jack@engineeringplus.com.au
trin@engineeringplus.com.au

SECOND LEVEL FLOOR PLAN
SCALE 1 : 100

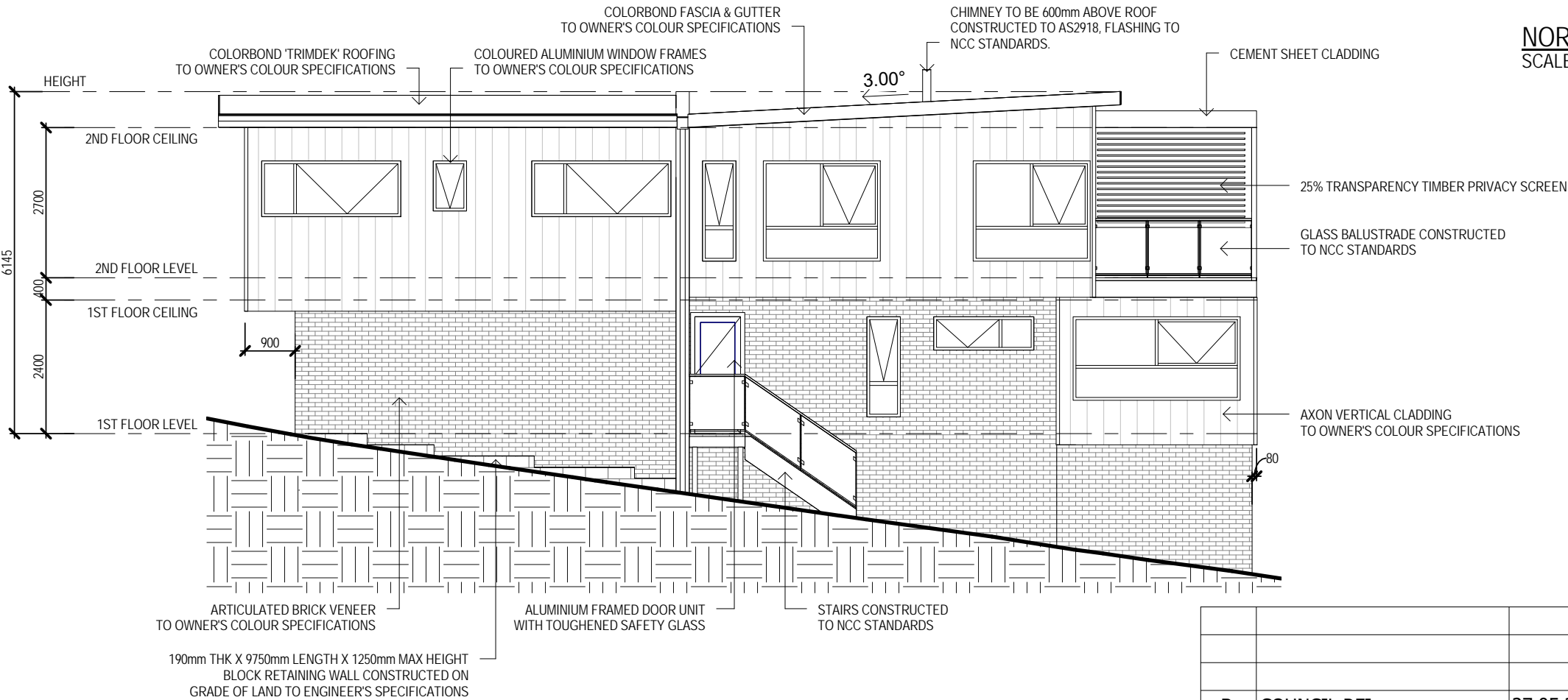
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				Drawn: A. Taylor
				Checked: A. Taylor
				Approved: J. Pfeiffer
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B	COUNCIL RFI	27.05.21	I.B	Accredited Building Designer Designer Name: J.Pfeiffer Accreditation No: CC2211T
A	ISSUED FOR APPROVAL	27.04.21	I.B	
-	CONCEPT REDESIGN	15.02.21	I.B	
Rev:	Amendment:	Date:	Int:	
				Drawing No: 16318
				Rev B
				A07

SOFFIT / EAVE LINED WITH 'HARDIFLEX' CEMENT SHEETING

- TRIMMERS LOCATED WITHIN 1200 MM OF EXTERNAL CORNERS TO BE SPACED @ 500 MM CENTERS, REMAINDER OF SHEET - 700 MM CENTERS
- FASTENER / FIXINGS WITHIN 1200 MM OF EXTERNAL CORNERS @ 200 MM CENTERS, REMAINDER OF SHEET - 300 MM CENTERS



NORTH EAST ELEVATION
SCALE 1 : 100



SOUTH WEST ELEVATION
SCALE 1 : 100

STAIR CONSTRUCTION. BCA VOLUME 2 PART 3.9

- TREADS: 240 MM
- RISERS: 180 MM
- TREATED PINE TIMBER STAIR MATERIAL TO ASI684
- TREATMENT LEVELS H4 FOR INGROUND USE & H3 FOR ABOVE GROUND USE.
- ALL FIXINGS FITTING BRACKETS AND CONNECTORS TO BE GALVANISED.
- STRINGER: 300X50 F5 TREATED PINE
- TREADS: 240X45 F5 TREATED PINE MAXIMUM TREAD SPAN 1000

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Client: **R. CAMPBELL**
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Date Drawn: 31.10.17
Drawn: A. Taylor
Checked: A. Taylor
Approved: J. Pfeiffer
Scale: As Shown @ A3

Accredited Building Designer
Designer Name: J.Pfeiffer
Accreditation No: CC2211T

Drawing No:

16318

A09

Rev

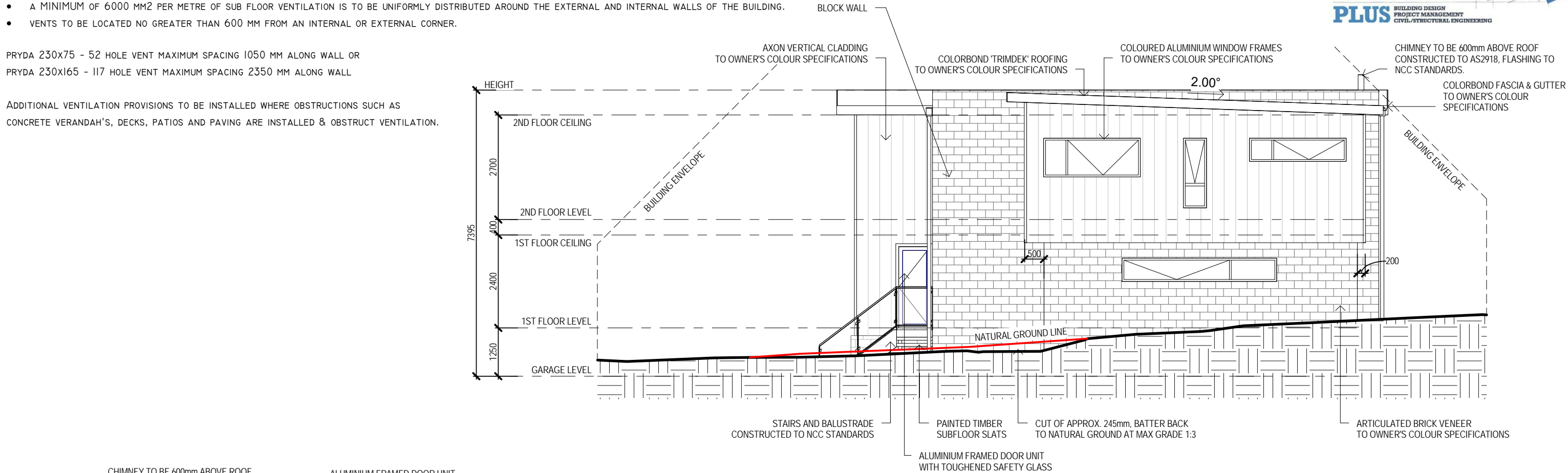
B

SUB FLOOR VENTILATION. BCA VOLUME 2 PART 3.4.1.

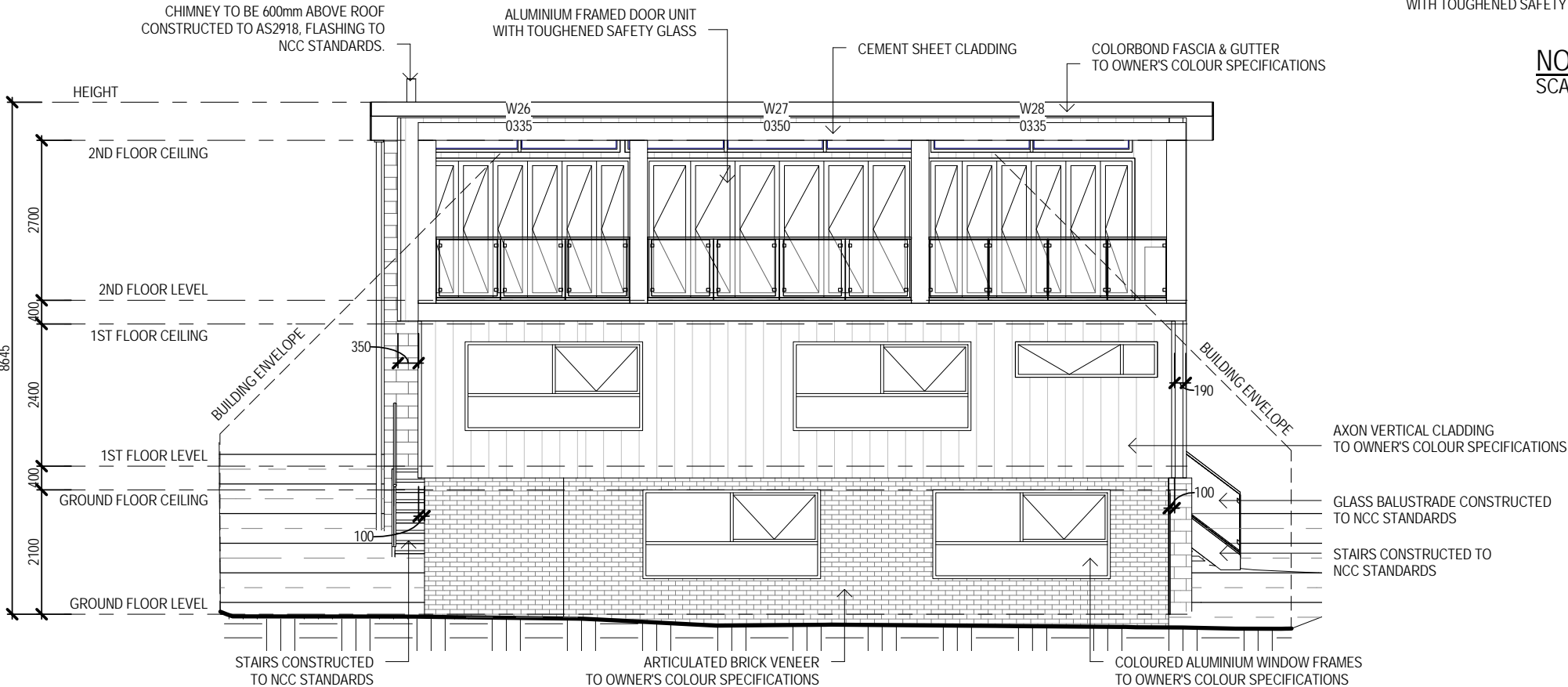
- A MINIMUM OF 150 MM OF SUB FLOOR CLEARANCE IS TO BE PROVIDED BETWEEN FINISHED SURFACE LEVEL & THE UNDERSIDE OF THE FLOOR BEARER.
- A MINIMUM OF 6000 MM2 PER METRE OF SUB FLOOR VENTILATION IS TO BE UNIFORMLY DISTRIBUTED AROUND THE EXTERNAL AND INTERNAL WALLS OF THE BUILDING.
- VENTS TO BE LOCATED NO GREATER THAN 600 MM FROM AN INTERNAL OR EXTERNAL CORNER.

PRYDA 230x75 - 52 HOLE VENT MAXIMUM SPACING 1050 MM ALONG WALL OR
PRYDA 230x165 - 117 HOLE VENT MAXIMUM SPACING 2350 MM ALONG WALL

ADDITIONAL VENTILATION PROVISIONS TO BE INSTALLED WHERE OBSTRUCTIONS SUCH AS
CONCRETE VERANDAH'S, DECKS, PATIOS AND PAVING ARE INSTALLED & OBSTRUCT VENTILATION.



NORTH WEST ELEVATION
SCALE 1 : 100



SOUTH EAST ELEVATION
SCALE 1 : 100

SELECTED ALUMINIUM FRAMED WINDOWS - BCA VOLUME 2 PART 3.6
POWDER COATED ALUMINIUM WINDOW & DOOR FRAMES, UNLESS OTHERWISE NOTED.
TASMANIAN OAK REVEALS AND TRIMS. ALL FLASHING AND FIXINGS TO MANUFACTURERS SPECIFICATIONS.

GLAZING & FRAME CONSTRUCTION TO AS 2047 & AS 1288
ALL FIXINGS AND FLASHINGS TO MANUFACTURERS REQUIREMENTS

- WIND CLASSIFICATION AS4055 WIND DESIGN: N3 33M/S
- TERRAIN CATEGORY: TI (PARTIAL SHIELDING)
- SERVICEABILITY DESIGN & WIND PRESSURE: 1000
- WATER RESISTANCE: 150

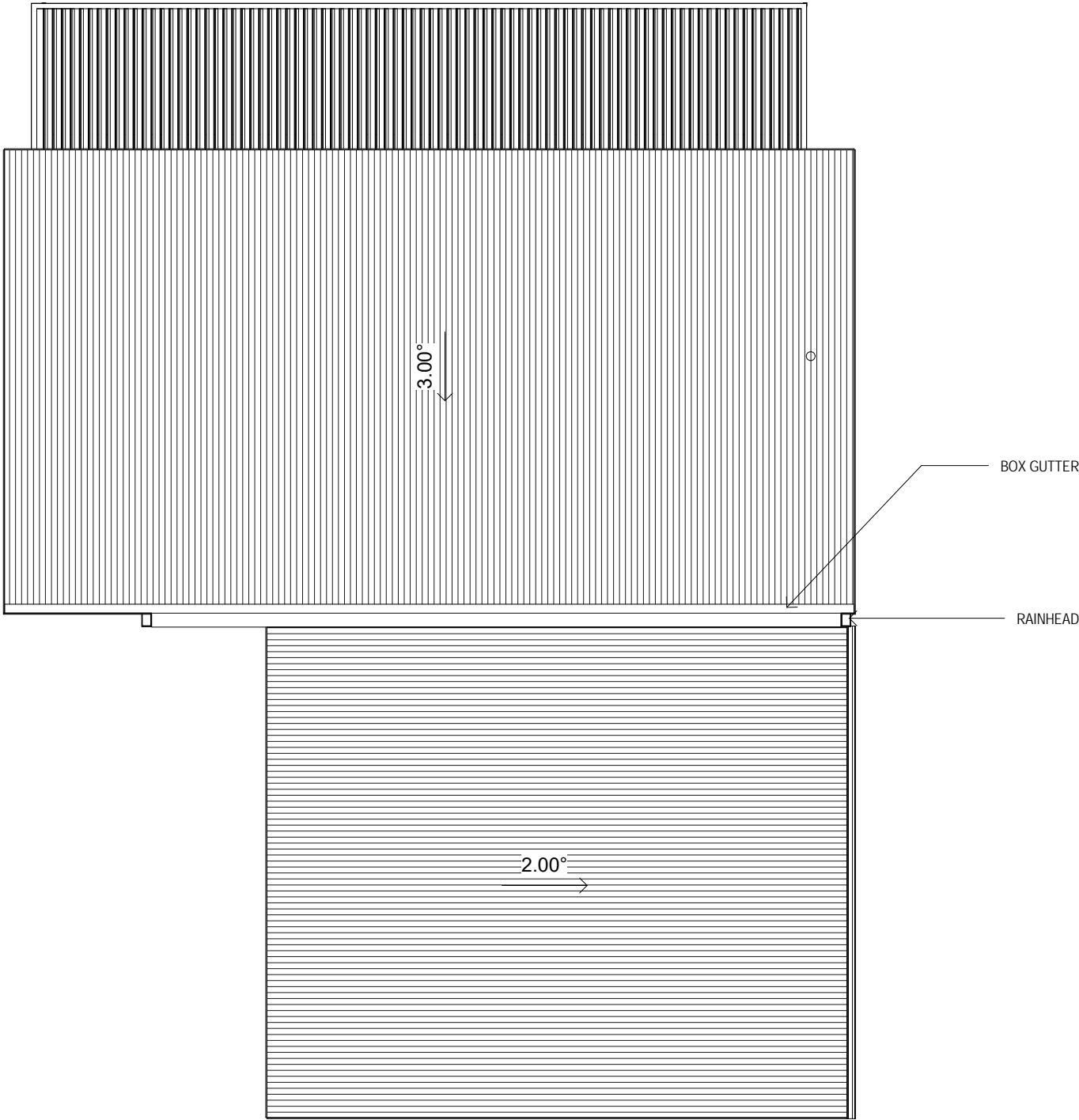
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Client: R. CAMPBELL
Project: PROPOSED DWELLING
Address: 35 JETTY ROAD
COLES BAY

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Rev:	Amendment:	Date:	Int:	
				Drawing No: 16318
				Rev B
				A10



ROOF CLADDING. BCA VOLUME 2 PART 3.5.1.3
'TRIMDEK' METAL SHEETING INSTALLED IN
ACCORDANCE WITH THIS PART, AS 1562.1 AND MANUFACTURERS
RECOMMENDATIONS.

COLORBOND 'CUSTOM ORB' METAL SHEETING INSTALLED IN
ACCORDANCE WITH THIS PART, AS 1562.1 AND MANUFACTURERS
RECOMMENDATIONS.

REFER TO LYSAGHT ROOFING & WALLING MANUAL FOR FULL DETAILS ON SHEET
INSTALLATION, FIXINGS & FLASHINGS

- 'TRIMDEK'
- MINIMUM PITCH 2 DEGREES.
 - CORROSION PROTECTION IN ACCORDANCE WITH BCA TABLE 3.5.1.1.
 - END LAP OF SHEETS 2-5 DEGREES - MINIMUM 250 MM.

- COLORBOND 'CUSTOM ORB'
- MINIMUM PITCH 5 DEGREES.
 - CORROSION PROTECTION IN ACCORDANCE WITH BCA TABLE 3.5.1.1.
 - END LAP OF SHEETS 5-15 DEGREES - MINIMUM 200MM.

- ABOVE 15 DEGREES - MINIMUM 150 MM.
- RIDGE LINE VALLEY TO BE TURNED UP (STOP ENDED).
 - FASTENERS TO BE MADE OF COMPATIBLE MATERIAL WITH ROOFING MATERIAL.
 - CREST FIXINGS OF END SPANS @ EVERY SECOND RIB AND INTERNAL SPANS @ EVERY THIRD RIB.
 - WHERE POSSIBLE SHEETS TO BE LAID WITH SIDE LAPS FACING AWAY FROM PREVAILING WEATHER.
 - REFLECTIVE FOIL INSULATION TO BE FITTED TO UNDERSIDE OF SHEETS.

R4.0 INSULATION BATTS TO ROOF SPACE ABOVE CEILING LINING.

RECOMMENDED FIXINGS FOR SEVERE EXPOSURE CONDITIONS TO AS 3566
USE CLASS 4 MATERIALS FOR SEVERE EXPOSURE & STAINLESS STEEL FOR VERY SEVERE COASTAL ENVIRONMENTS.

ROOF PLAN
SCALE 1:100

				Date Drawn: 31.10.17	Accredited Building Designer Designer Name: J.Pfeiffer Accreditation No: CC2211T		
				Drawn: A. Taylor			
				Checked: A. Taylor			
				Approved: J. Pfeiffer			
B	COUNCIL RFI	27.05.21	I.B	Scale: As Shown @ A3	Drawing No: 16318		
A	ISSUED FOR APPROVAL	27.04.21	I.B				
-	CONCEPT REDESIGN	15.02.21	I.B		Rev B		
Rev:	Amendment:	Date:	Int:				

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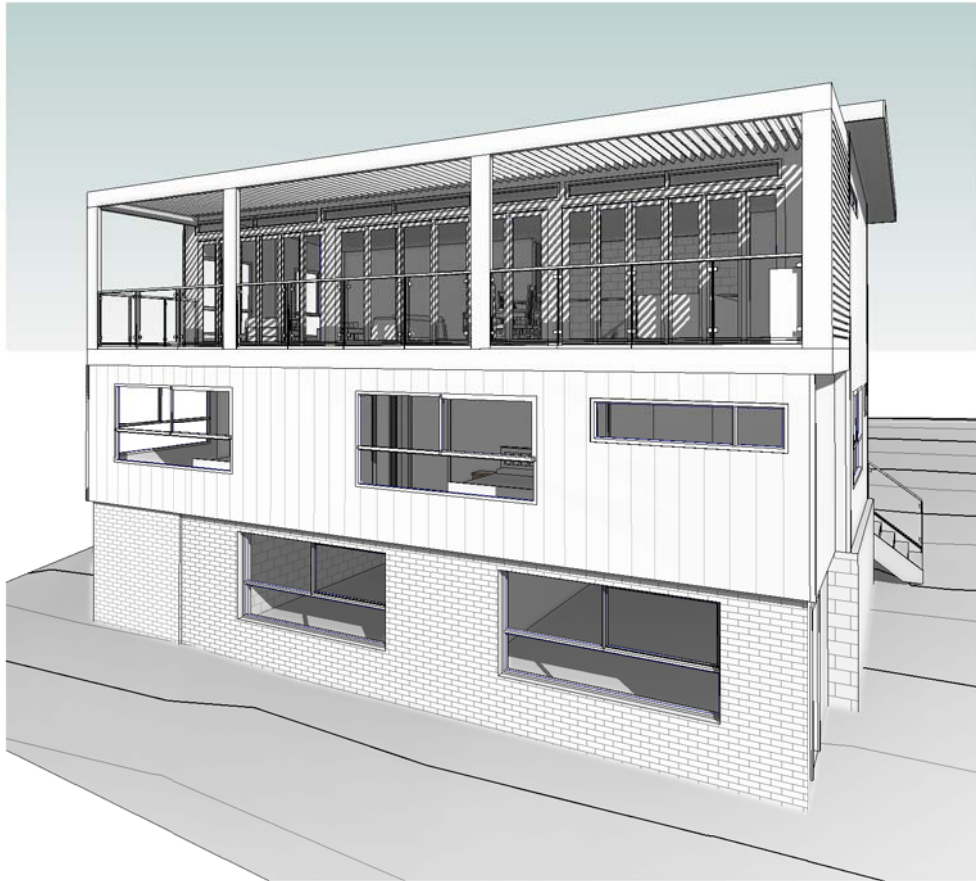
Client: R. CAMPBELL

Project: PROPOSED DWELLING

Address: 35 JETTY ROAD
COLES BAY

Mob 0417 362 783 or 0417 545 813
jack@engineeringplus.com.au
trin@engineeringplus.com.au

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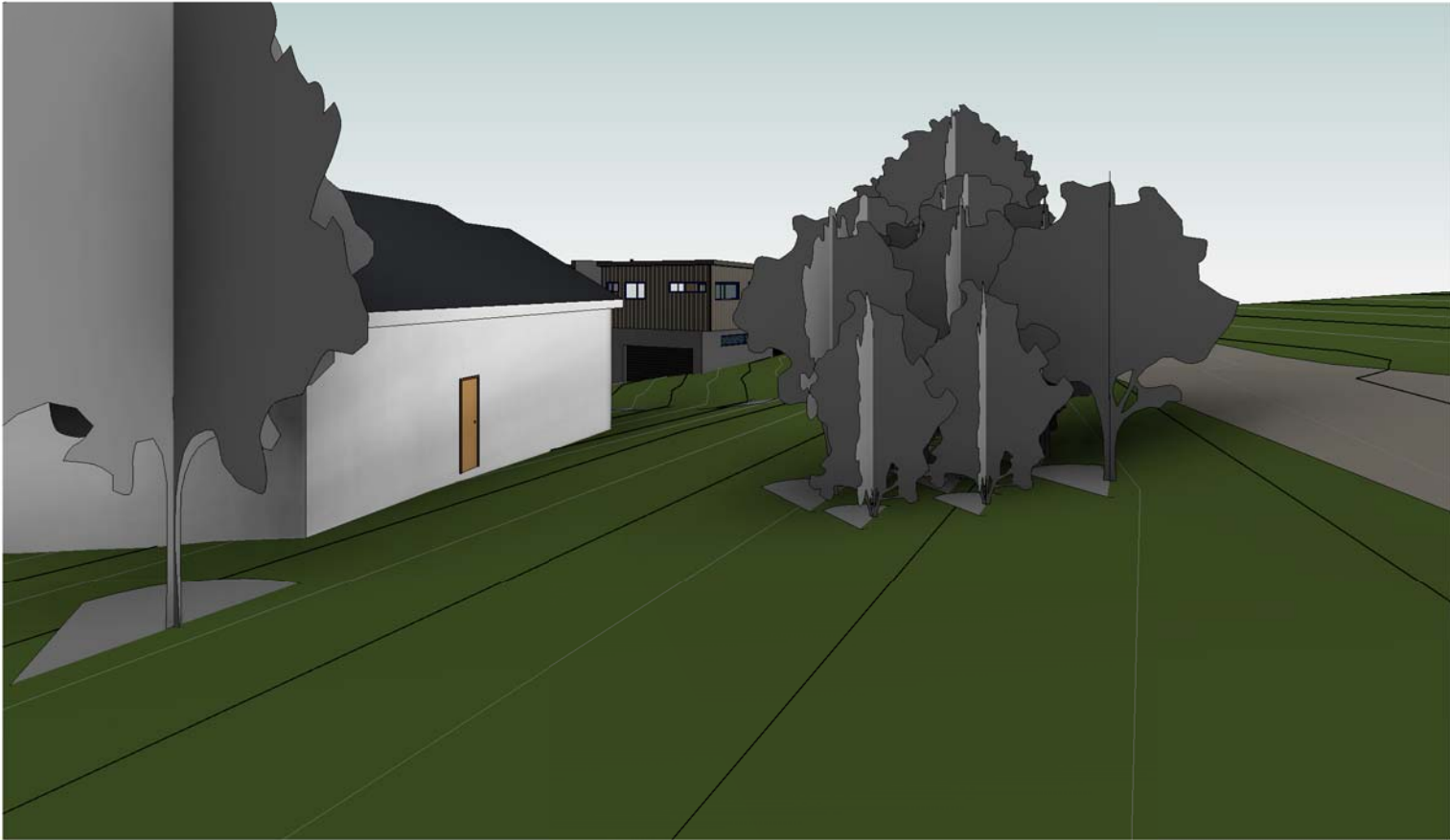
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Rev:	Amendment:	Date:	Int:	

Accredited Building Designer
Designer Name: J.Pfeiffer
Accreditation No: CC2211T

Drawing No:
16318

A14

Rev
B



3D View 5 - VIEW FROM JETTY RD / GARNET AVE
SCALE



3D View 7 - VIEW FROM 37 JETTY RD
SCALE

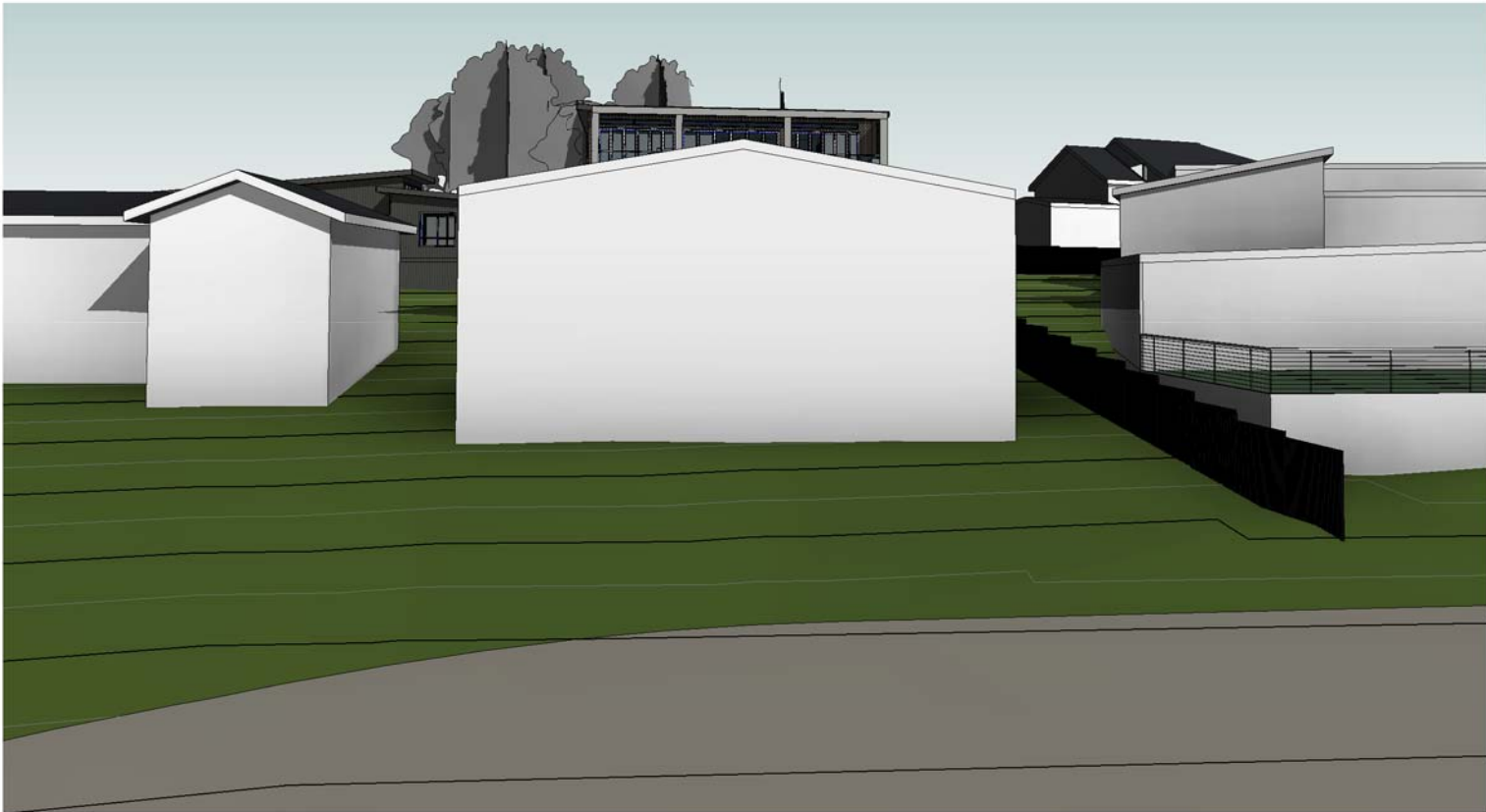
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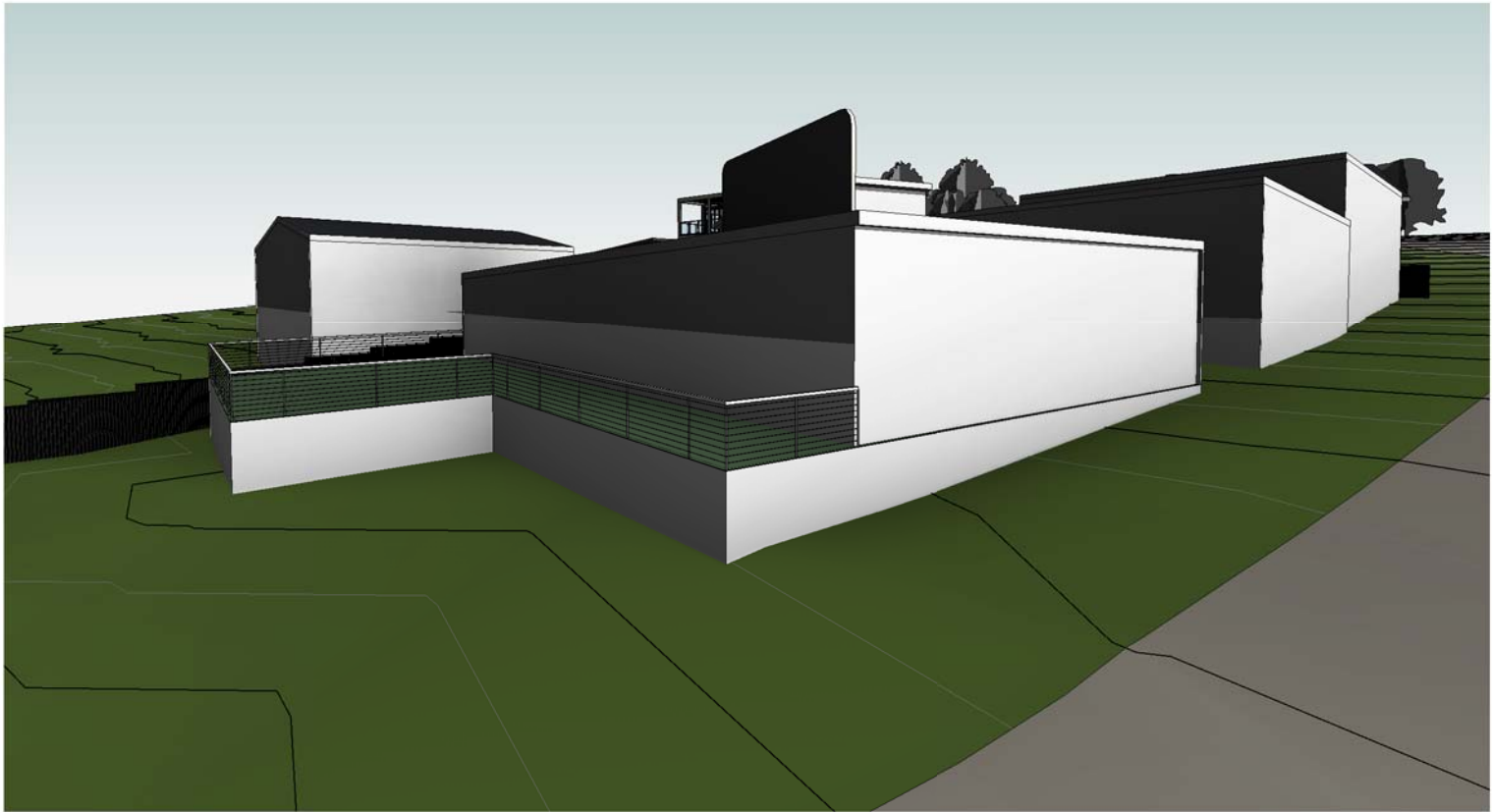
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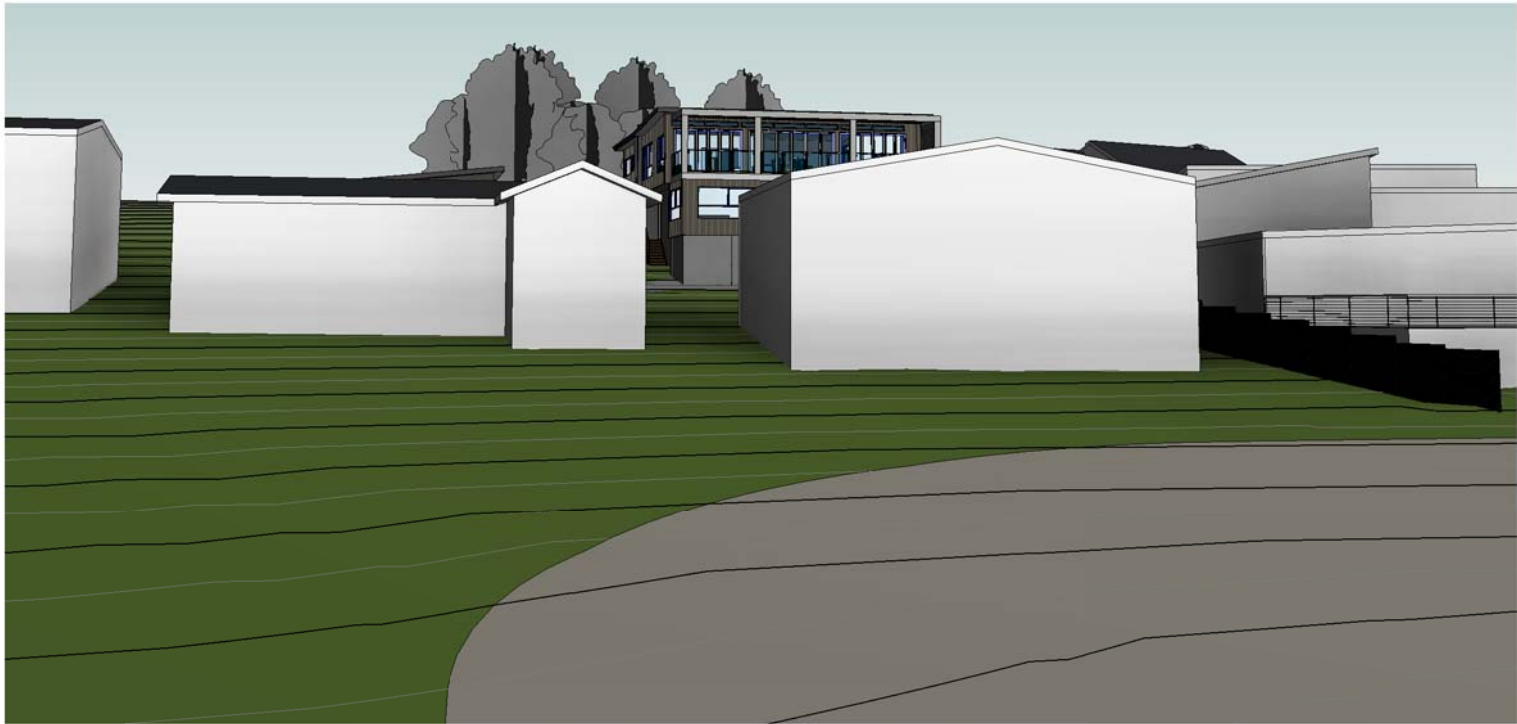
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				Checked: A. Taylor				
				Approved: J. Pfeiffer				
B	COUNCIL RFI	27.05.21	I.B	Scale: As Shown @ A3				
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3D View 6 - VIEW FROM 1 ESPLANADE EAST
SCALE



3D View 8 - VIEW FROM GARNET AVE / ESPLANADE EAST
SCALE



3D View 9 - VIEW FROM ESPLANADE EAST BOAT RAMP
SCALE

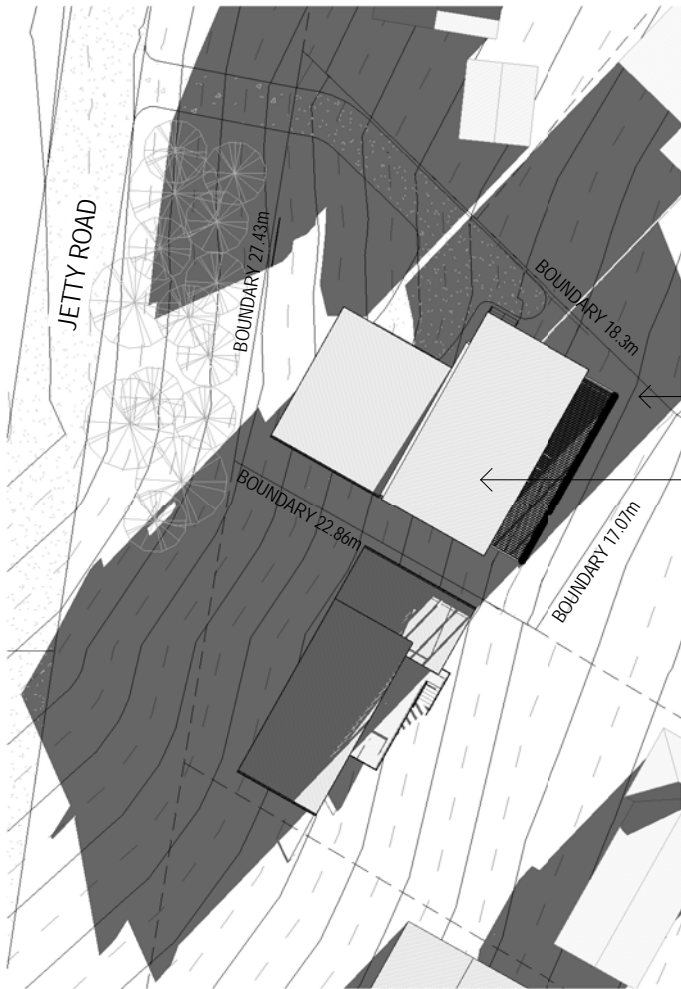
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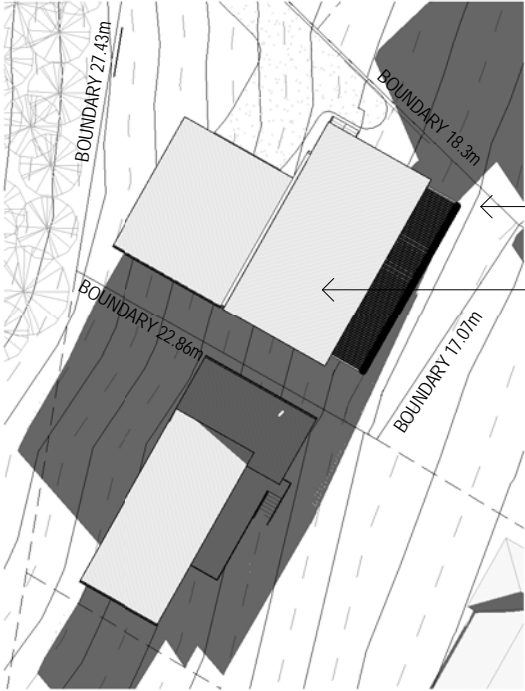
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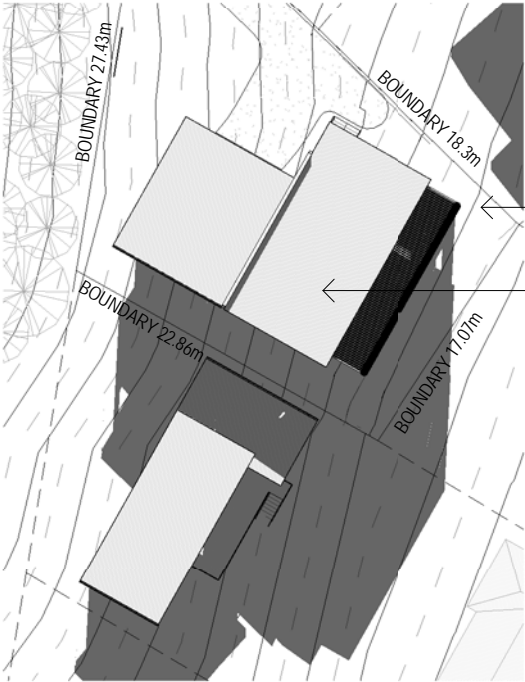
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				Drawn: A. Taylor				
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				Approved: J. Pfeiffer				
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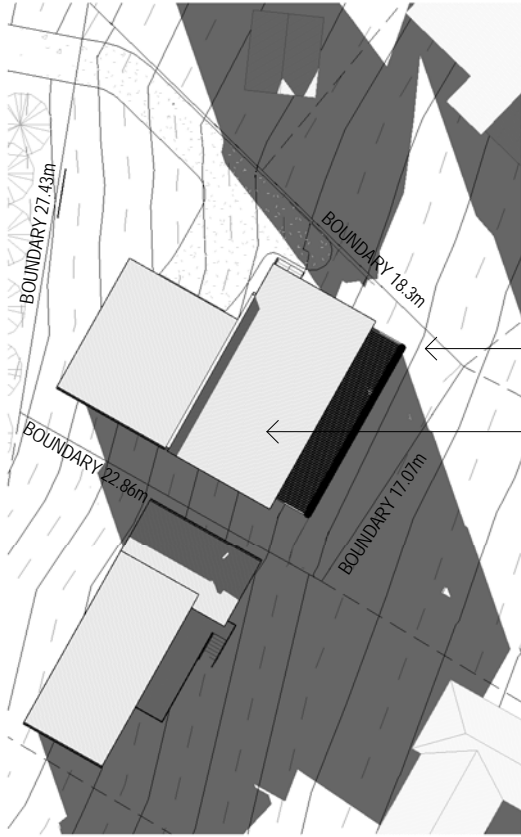
SHADOW PLAN 21.06.20 9AM
SCALE 1 : 500



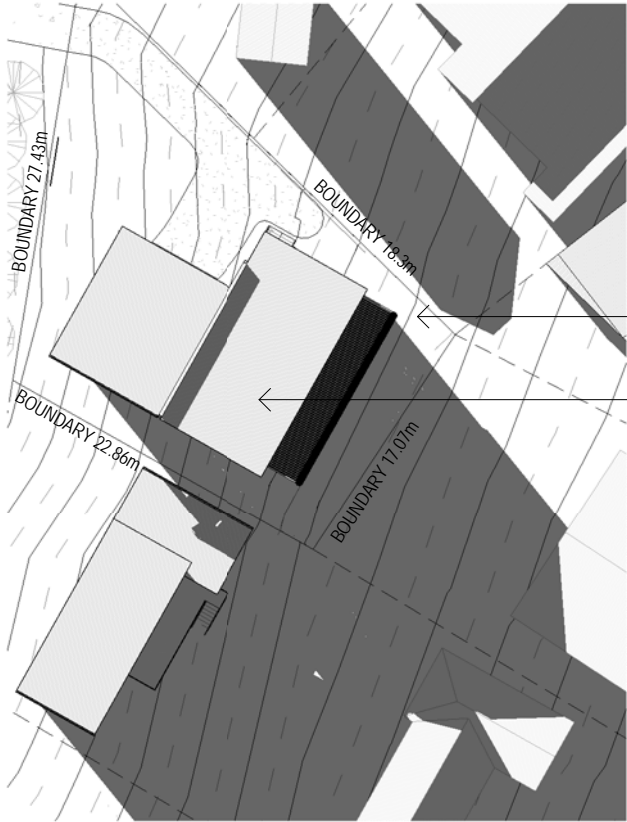
SHADOW PLAN 21.06.20 10.30AM
SCALE 1 : 500



SHADOW PLAN 21.06.20 12PM
SCALE 1 : 500



SHADOW PLAN 21.06.20 1.30PM
SCALE 1 : 500



SHADOW PLAN 21.06.20 3PM
SCALE 1 : 500

LOT 4
TITLE: 55545/4
PID: 5288795
AREA: 584.20m²

PROPOSED DWELLING

LOT 4
TITLE: 55545/4
PID: 5288795
AREA: 584.20m²

PROPOSED DWELLING

LOT 4
TITLE: 55545/4
PID: 5288795
AREA: 584.20m²

PROPOSED DWELLING

LOT 4
TITLE: 55545/4
PID: 5288795
AREA: 584.20m²

PROPOSED DWELLING

ISSUED FOR APPROVAL

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Client: R. CAMPBELL
Project: PROPOSED DWELLING
Address: 35 JETTY ROAD
COLES BAY

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-	CONCEPT REDESIGN	15.02.21	I.B
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Date Drawn: 31.10.17
Drawn: A. Taylor
Checked: A. Taylor
Approved: J. Pfeiffer
Scale: As Shown @ A3

Accredited Building Designer
Designer Name: J.Pfeiffer
Accreditation No: CC2211T

Drawing No:

16318

A19

Rev

B

Maree Tyrrell

From:
Sent: Tuesday, 13 July 2021 7:52 AM
To: Planning
Cc: Neil Jeffery
Subject: DA 2021/132 - 35 Jetty Road, Coles Bay

Categories:

Dear Sir

After reviewing the plans for the above application, I wish to first object on the following grounds:

1. Proposed new building height exceeds permitted maximum height by .3mt substantially exceeding the building envelope, particularly on the north eastern corner substantially blocking the view from my dwelling at 2 Harold Street.

The proposed dwelling is four bedroom (potentially five as theatre room could become bedroom) and five bathroom with potential occupation of 10 plus people. As a licensed plumber, I have concerns about the drainage and septic arrangements:

- No AWTS is proposed. Septic absorption is less than 2 x 15 metres with trees impacting on the proposed system/trenches. Application states that no vegetation is to be removed.

- there is no kerbside disposal available the grated trench would require pit and pump given there is no Council infrastructure.

Current dwelling is used for visitor accommodation. Is the proposed residence to become a permanent residence, holiday home or again utilised as visitor accommodation as usage greatly impacts septic systems ability to cope. It should be noted that the proposed dwelling could quite easily be divided into two units.

Yours faithfully

--

Maree Tyrrell

From: Peter Coney
Sent: Thursday, 15 July 2021 3:56 PM
To: Planning
Subject: FW: Attention The Planning Dept

Categories:

Rep

From: GSBC Admin <admin@freycinet.tas.gov.au>
Sent: Thursday, 15 July 2021 2:58 PM
To: James Bonner <james.bonner@freycinet.tas.gov.au>; Peter Coney <peter.coney@freycinet.tas.gov.au>
Subject: FW: Attention The Planning Dept

From
Sent: Thursday, 15 July 2021 2:45 PM
To: GSBC Admin <admin@freycinet.tas.gov.au>
Subject: Attention The Planning Dept

Attention The Planning Dept

Re DA 2021 / 132

35 Jetty Road, Coles Bay

I would like to submit a representation

My notice to you is concerning the potential water and effluent run off down to my adjoining residence on the bottom side being number Esplanade

Just pointing out that there are four toilets with four bedrooms and potential for five in the plan
 I wanted to make sure that the plumbing planned will be able to contain the water runoff plus the effluent. There is a history of surface and roof water overflowing to our property where it floods our house and probably effluent. There is a new pipe cutting through the top corner of our block running into the burnt out block next door (the old Shop) which also needs investigating.
 Kind Regards

Maree Tyrrell

From:
Sent: Monday, 19 July 2021 8:04 AM
To: Planning
Subject: D.A 35 Jetty Road Coles Bay

Categories:

To the General Manager
Glamorgan Spring Bay Council

We would like to present our concerns to the proposed development at 35 Jetty Road Coles bay.

- 1 The stormwater on the plan says it will be connected to the kerb side for disposal . There is no kerb and channel going past the property.
- 2 The swale drain and driveway cut off drain how can it be disposed of if there is no kerb and channel .
- 3 The D.A says no alteration to septic sewer system but on the plan the system has been moved from top to bottom of the block . The area for drainage seems very small for the size of the proposed residence with 5 bathrooms,2 kitchens and 4 bedrooms .
On the plan it shows the first sewer drain close to the top boundary which will cut the roots to a very large Gum tree . The large gum tree is on the council nature strip and the tree may need to be removed by council.
- 4 We also believe the proposed residence seems far too high at 8.850m especially when so close to the boundary and if passed sets a precedence for those who follow.
- 5 35 Jetty Road known as 'FREYCINET ON THE BAY' has been a rental property with 4 bedrooms and 2 bathrooms with no stormwater system and a failed septic system for many years . IS THE PROPOSED DEVELOPMENT TO BE RENTED AS IS CURRENTLY?

In conclusion this development application raises more questions than answers.

Kind Regards,

Maree Tyrrell

From:
Sent: Monday, 19 July 2021 1:33 PM
To: Planning
Subject: DA 2021 / 132 - 35 Jetty Road Coles Bay

Categories:

With respect to the reference, approval should be denied as the exhibited documents fail to demonstrate the feasibility of disposing waste water on site. The only reference to waste water disposal is in drawing A02 where it is stated that:

"SEWER FROM PROPOSED DWELLING TO CONNECT TO PROPOSED WASTE WATER SYSTEM.
DESIGN BY OTHERS. REFER TO EAW GEO SERVICES REPORT FOR FULL DETAILS"

The cited document is not part of the exhibited documents.

The proposed development is effectively a 5 bedroom home if the theatre/games room is repurposed as a bedroom. The exhibited documents do not demonstrate how the site can sustainably manage the disposal of waste water resulting from the intensification of use the application represents as a 5 bedroom home.

Given the constrained site of less than 600 sqm, no discretions should be exercised as to height or building envelope.



Glamorgan Spring Bay Council

ATTN: General Manager

REPRESENTATION REGARDING DA 2021/132 35 JETTY ROAD COLES BAY

I refer to the above proposed development application.

As a visitor to Coles Bay for more than fifty years and as a family member with property interests near the proposed development site I am keen to see the natural values and unique character of Coles Bay retained.

The Low Density Residential Zone section of the planning scheme in 12.4.2 has the objective

“To control the siting and scale of dwellings to :.....

(b)provide consistency in the apparent scale, bulk, massing and proportions of dwellings...”

The performance criteria to provide acceptable solutions to this requirement at P3 states

“The siting and scale of a dwelling must :

(a) not cause unreasonable loss of amenity by:

...(iv) visual impacts caused by the apparent scale, bulk or proportions of the dwelling when viewed from an adjoining lot;.....”

In my opinion the proposed development’s large scale and bulk proportions will create a visual impact with resultant loss of amenity.

Coles Bay

Maree Tyrrell

From:
Sent: Thursday, 22 July 2021 4:07 PM
To: Planning
Subject: Proposed Development 35 Jetty Road, Coles Bay CT 55545/4

The General Manager,
 Glamorgan - Spring Bay Council.

Advertised Development Application.

Dear Sir / Madam,

Whilst not directly a Planning Scheme matter, there does seem to be inadequate space for waste water absorption with this proposal. This deficiency is amplified by the absorption area being adjacent a swale drain discharging to kerbside storm water reticulation.

The proposed building has many bathrooms. Discharge is likely to be considerable. Water quality in the bay adjacent the developed area is already suspect, and the chances are effluent from this proposal will find its way quite readily to the sea.

Yours faithfully,

Representation from concerned community members – DA 2021/132 - development proposed at 35 Jetty Rd, Coles Bay

has been investigating the issue of sewage effluent impact in Coles Bay over the last two years. These investigations, in combination with TasWater's sampling, have identified that sewage effluent from properties is reaching the marine waters surrounding Coles Bay. A significant factor contributing to this issue is the lack of soil above the granite available to absorb the effluent (ie the land's capability to absorb the effluent). is concerned that if the proposed dwelling is constructed as per the plans provided, wastewater/sewage effluent from the dwelling will have a negative impact on the surrounding environment and potentially public health, with sewage effluent likely to flow off the site due to an inadequate land application area.

requests that Council postpone making a decision on this application until it can be readvertised with a wastewater management system report (including a loading certificate provided by the OWMS designer which specifies the maximum number of people that the system has been designed for). The public will then have adequate information to assess the proposal.

DA 2021/132 is for a four bedroom, five bathroom dwelling. The form states "no" to the following question - Does the development involve any of the following? New or modified water, sewer, electrical or telecommunications connection. However, a new sewage system for the development is shown on Plan A01 where the orange lines depict a "proposed wastewater system". It is stated on the plan "Sewer from proposed dwelling to connect to proposed wastewater system. Design by others. Refer to EAW Geo Services Report for full details". This report was not included in the DA.

believes that this application cannot be adequately reviewed by the public without details of the sewage system being available. While it is unlikely that the proposed dwelling will obtain plumbing approval as the land application area is well below the area of land needed (see details below) and the sewage effluent is likely to flow under the house and affect the foundations of the house, the public should be provided with all information relating to the development to be able to make a comprehensive assessment of the development's potential impact. It is noted that other development applications for new dwellings in Coles Bay included this information. It also seems disingenuous of Council to allow the dwelling to be advertised (and money spent on plans etc) when the land available for sewage application is inadequate.

The soil classification is given as "M" on the cover page of the drawings. Soil classification "M" is "a moderately reactive clay. Ground surface can move vertically between 20mm and 40mm between wet and dry conditions (seasons). Class M soils will move more than this if subjected to extreme moisture conditions so good drainage around a dwelling is essential."

(<https://cornellengineers.com.au/soil-tests-what-it-means/>).

For a clay soil, and assuming that an Aerated Wastewater Treatment System is proposed (ie secondary treated effluent), a land application area of 60—90m² per bedroom is required (see table below). If a septic tank is proposed (ie primary treatment) then a land application area of 120—180m² per bedroom is required. The land application area available at 35 Jetty Road is less than 130m² so only 1-2 bedrooms would be allowed under the Acceptable Solution in the *Building Act 2016, Director's Guidelines for On-site Wastewater, Management Systems*.

In addition, a four bedroom house with eight occupants (the house currently on the site is a short term rental for eight people) will on average use 150-250L of water per person per day. This will result in the land needing to absorb 1200-2000L per day. An assessment is needed to determine whether this water will flow off the site and/or flow under the proposed house and cause excessive movement based on the soil classification. We also note that one of the absorption beds shown in Plan A01 is in an area where cut and batter is proposed.

Table 3 – Minimum land application area

Soil category for top 1.5m of soil profile as listed in AS/NZS 1547, (refer notes)	Area required per bedroom for primary treatment effluent (m ²) reduce by 50% if secondary treated effluent discharged to a trench, bed or mound	Area required per bedroom for irrigated secondary treated effluent (m ²)		
		Slope		
		<10%	10-20%	>20%
1 (Sand)	50	50	60	100
2 (Sandy loam)	60	55	66	110
3 (Loam)	90	70	84	140
4 (Clay loam)	120	80	96	160
5 (Light clay)	180	100	120	200
6 (Clay)	180	130	156	260

From: *Building Act 2016, Director's Guidelines for On-site Wastewater, Management Systems* (https://www.cbos.tas.gov.au/__data/assets/pdf_file/0020/405056/Directors-guidelines-for-Onsite-wastewater-management-systems.pdf).



**NEIL SHEPHARD
& ASSOCIATES**

Planning and Development Consultants

The General Manager
Glamorgan Spring Bay Council
PO Box 6
Triabunna TAS 7190

4 February 2021

Dear Sir,

**Re: AMENDMENT TO TRIABUNNA/ORFORD STRUCTURE PLAN 2011 & SOUTHERN TASMANIA
REGIONAL LAND USE STRATEGY 2010-2035 IN RESPECT OF ORFORD GROWTH SCENARIO AND
STRATEGY**

I write on behalf of Rheban Road Pty who are the owners of Certificate of Title 149641/2 Rheban Road, Orford (the **Rheban Road property**) (see excerpt from TheLIST below).



Further to discussions with the Department of Justice Planning Policy Unit and Council's Senior Planning Consultant Mick Purves and Senior Planner James Bonner late last year Rheban Road Pty Ltd hereby request Council to:

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- a) Amend the *Triabunna/Orford Structure Plan 2011* (the **Structure Plan**) by adding an Addendum recognising the changed growth scenario for Orford and that the Rheban Road property and adjoining properties are a more strategically appropriate option than other areas in the Structure Plan; and
- b) Request the Minister for Planning to amend the *Southern Tasmania Regional Land Use Strategy 2010-2035 (STRLUS)* to reflect the changed growth scenario and strategy for Orford.

Background

On 27 November 2018 Council in its capacity as planning authority initiated and certified Draft Amendments:

- AM 2018/07(A) to rezone CT 149641/2 Rheban Road, Orford from Rural Resource to General Residential, and Permit SA 2017/0491 for a 91 Lot Subdivision; and
- AM 2018/07(B), to rezone CT 149641/1 and CT 117058/150 Rheban Road, Orford from Rural Resource to General Residential.

Council's decision was supported in the reports under sections 35 and 39 of the *Land Use Planning and Approvals ACT 1993 (LUPAA)*.

Council's endorsement of the draft amendments and subdivision was further supported by its then Manager Development & Compliance, Mr Shane Wells at hearings before the Tasmanian Planning Commission (TPC) delegated panel on 21 May and 18 June 2019.

On the 24 July 2019 the TPC rejected the draft amendments and the subdivisions on the grounds that they:

- *are not, as far as is practicable, consistent with the Regional Settlement Strategy (STRLUS) under the regional strategy, particularly in that the draft amendments are not consistent with the growth strategy and growth scenario for Orford; and*
- *do not further Objective (b) of the Resource Management and Planning System in Schedule 1 because they do not represent an orderly release of land.*

CT 149641/2 was sold by the owner/applicants M & H Lawrence to Rheban Road Pty Ltd who engaged Page Seager Lawyers to review the TPC decision.

As a consequence, Page Seager have lodged an application for judicial review seeking to quash the TPC decision. However, Page Seager have recommended to the Applicant that an amendment to the STRLUS should be attempted and exhausted before the court proceedings continue further. The matter is therefore currently sitting in abeyance.

Subsequent preliminary discussions have taken place between Neil Shephard on behalf of Rheban Road Pty Ltd and members of the Department of Justice Planning Policy Unit (PPU) to determine the scope for an amendment to STRLUS relating to the growth strategy and growth scenario for Orford. These preliminary discussions are consistent with the process outlined in the Department's *Information Sheet RLUS 1, January 2019* and were undertaken on a clear 'without prejudice' understanding.

The members of the PPU indicated:

- That there may be scope to contemplate an amendment to STRLUS reflecting a change in the circumstances for Orford;
- There is a recognition that both STRLUS and the current Structure Plan for Orford may be out of date and not reflect an accurate growth scenario or strategy;
- Council's support would be required ie. Council would need to endorse an amendment to STRLUS;
- There would need to be a well-documented analysis of a change in the demand and supply of lots in Orford, as well as an identification of any areas currently zoned residential that are problematic in terms of lack of services, locational disadvantages etc.;
- It would need to be specified which of the relevant provisions of the Structure Plan and STRLUS were wrong and why;
- It might be that Council would need to review/update/or supplement the Structure Plan to acknowledge any changes, and this might possibly include some recommendations in respect of underperforming land within the area of the Structure Plan.

Rheban Road Pty Ltd consequently engaged SGS Economics to assess the current demand and supply of residential lots in Orford and consider the accuracy and appropriateness of the growth scenario and growth strategy statements currently in STRLUS and the Structure Plan in respect of Orford.

In summary, the SGS report (an Appendix to Attachment 1 to this letter) in respect of the background demographic data and current growth strategies for Orford (in STRLUS and the Structure Plan) concludes that:

- The projections for growth and demand under the Structure Plan – in so far as they refer to Orford and are based on the State Demographic Advisory Council projections - are out of date;
- The growth strategies for STRLUS, for Orford are out of date; and
- The Treasury forecasts are inaccurate at the local level and therefore do not reflect the current and projected future growth of Orford.

Rheban Road Pty Ltd have permission from both the previous owner/applicants and the respective consultants to re-use all of the documentation that Council supported in the original application. However, it will not be possible to reapply for the rezoning until STRLUS is amended. That documentation is therefore only attached for background information to indicate the ultimate outcome being sought in terms of subdivision (Attachment 3).

It is assumed that Council remains supportive of the originally endorsed draft amendments and subdivision.

Requested approach

1. ***Council resolves to amend the Structure Plan by incorporating the Addendum (Attachment 1).***

The Addendum to the Structure Plan references the SGS report and acknowledges the changed growth scenario and growth strategy for Orford.

It also recognises the Rheban Road property and adjoining properties as a more strategically appropriate option given that North Orford and Solis are limited by servicing issues, and that the latter cannot be relied upon to provide the necessary capacity for growth either now or in the foreseeable future.

It is not requested, nor considered necessary to undertake a review of the entire Structure Plan in order to recognise the strategic prioritisation of the Rheban Road property and adjoining properties (noting that the Structure Plan is not a statutory document, and Council is at liberty to amend, supplement or abandon that document at any time).

2. ***Council resolves to request the Minister to amend the STRLUS to incorporate the specified changes (Attachment 2).***

The requested amendments to STRLUS are confined to textual changes reflecting the changed growth scenario and growth strategy for Orford that is indicated in the SGS report.

It is not requested, nor is it considered necessary to undertake a review of the entire STRLUS in order to recognise the changed circumstances for Orford. The amendments can be limited and succinct without affecting the remainder of the STRLUS.

The requested amendments should include the Structure Plan and Addendum as a 'Referenced Document' in the STRLUS.

Yours faithfully,



Neil Shephard BA, MTCP(Syd), MPIA(Fellow), CPP

obo. Rheban Road Pty Ltd

ATTACHMENTS:

1. Draft Addendum to *Triabunna/Orford Structure Plan 2014* (including SGS ECONOMICS, Orford Residential Capacity and Demand Analysis, January 2021)
2. Draft Amendment to *Southern Tasmania Regional Land Use Strategy 2010-2035*
3. Application documents in support of:
 - i) Draft Amendment AM 2018/07(A) to rezone CT 149641/2 Rheban Road, Orford from Rural Resource to General Residential, and Permit SA 2017/0491 for a 91 Lot Subdivision; and
 - ii) Draft Amendment AM 2018/07(B), to rezone CT 149641/1 and CT 117058/150 Rheban Road, Orford from Rural Resource to General Residential.



ORFORD RESIDENTIAL CAPACITY AND DEMAND ANALYSIS



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EXECUTIVE SUMMARY

SGS Economics and Planning was engaged to undertake a residential land demand and supply study for Orford, in response to the proposed planning scheme amendment and subdivision of 14.9 ha of land for a 92 lot residential development along Rheban Road.

The subject land is currently zoned Rural Resource and is proposed to be rezoned to General Residential. In light of that, it is important to consider the relative demand for additional residential land in Orford.

The town of Orford has been experiencing comparatively high demand for dwellings over recent years due to the popularity of the town for retirement, tourism and as a shack community. SGS Economics and Planning, in this report, analysed the demand for dwellings (whether for permanent residents or as holiday homes) in Orford and the residential land capacity in the town to meet this demand. The analysis was performed to understand the need for additional residential land in Orford and as to whether the planning scheme amendment and sub-division is required to meet forecast demand.

A range of factors are considered including government policy, affordability and household composition to draw conclusions on the suitability of the land release in Orford.

The report contains four chapters:

1. Documentation and results of housing demand modelling for Orford
2. Estimation of capacity for new housing in the Orford suburb boundary and assessment as to whether the subdivision is required to meet forecast demand
3. The strategic case for releasing more residential land in Orford
4. Findings and conclusion.

The capacity analysis indicates that currently there is the capacity to provide another 228 to 303 new dwellings in the Orford suburb boundary to 2035 depending on dwelling density and realisation rates. With the proposed sub-division along Rheban Road, 91 lots will be added to this capacity, taking total capacity to 320-395.

Demand for housing in Orford is strong and is driven by both residential demand and tourism/holiday demand. To 2035 it is estimated that there will be demand for another 298 dwellings in the Orford area from 2020, at a two per cent growth rate. This level of demand is higher than foreshadowed in the STRLUS and Triabunna/Orford Structure Plan.

As it currently stands, there is insufficient land available to meet the projected demand within the suburb boundary, according to the low capacity scenario. Without the sub-division there is enough supply to last 11 to 15 years; with the proposal, this rises to 16-20 years.

Between the 2006 and 2016 censuses, the number of dwellings increased by 2.4 percent per annum, as a result of the combined demand for residential and tourism/holiday purposes. If this trend were to continue from 2020, available supply would fall short even earlier.

The Triabunna/Orford Structure Plan states that any residential rezonings undertaken should be timed so as to contribute to the provision of a 15-year supply of land to meet the projected demand. SGS has found that based on recent trends that additional residential land within the Orford suburb boundary needs to be released to meet the Plan's objective of a 15-year supply and the sub-division should be supported.

The proposal is also supported by strategic planning objectives. This includes the intent to consolidate growth into existing towns (urban consolidation) and prevent the continued spread of dwelling growth along the coast and on to productive agricultural land

(fragmentation of productive land). It also encourages growth of the permanent population to improve the economic sustainability and vibrancy of Orford.

We observe that residential demand since 2011 has outstripped the assumed growth as described in STRLUS. SGS Economics and Planning recommends that the STRLUS is updated to reflect higher observed growth and related projections, in Orford and other parts of southern Tasmania. Population growth, the growing desirability of regional Tasmania as a place of residence, the success of the Tasmanian tourism industry and the advent of short-term rental accommodation are more prominent factors in driving demand than recognised in STRLUS.

1. INTRODUCTION

SGS Economics and Planning, in this report, analyse the demand for housing in the Orford area in comparison to the supply of suitable land to understand the need for additional capacity. A range of other factors are considered including government policy, affordability, and the growth of the tourism industry to draw conclusions on the suitability of the land release for 92 residential lots in Orford.

This report contains four chapters:

1. Documentation and results of housing demand modelling for Orford
2. Estimation of capacity for new housing in the Orford urban boundary and assessment as to whether the subdivision is required to meet forecast demand
3. The strategic case for releasing more residential land
4. Findings and conclusion

Housing demand

SGS has created an Excel-based housing demand model for Orford. The model includes the following aspects:

- Population forecasts by age
- Household formation preference
- Housing type preferences

Results include housing demand by type including separate, semi-detached and apartment types.

Housing capacity

PDA has estimated the capacity for new residential development in Orford. Land parcels suitable for additional dwellings have categorised based on its likely timeframe to development and available to the market.

Forecast demand is then compared to housing capacity by timeframe to understand housing market alignment and identify potential gaps/oversupply over time.

Strategic alignment

SGS reviewed strategic planning documents, including the Southern Tasmania Regional Land Use Strategy (STRLUS), and the Triabunna/Orford Structure Plan. Further, SGS has used data from our award-winning Rental Affordability Index to comment on housing affordability.

These and other documents are used to gauge whether the expedited release of land for housing in Orford is supported by policy and trends.

Findings and recommendation

Conclusions and recommendations are drawn concerning the need for the planning amendment and development of a sub-division at Rheban Road, Orford.

2. HOUSING DEMAND

2.1 Introduction and purpose

An assessment of population and demographic trends has been undertaken to develop an understanding of the underlying forces. These forces are driving growth and demand for dwellings in the Glamorgan–Spring Bay LGA and Orford. Beyond population and dwelling forecasts, this section also considers typology and housing choice and housing demand from tourism.

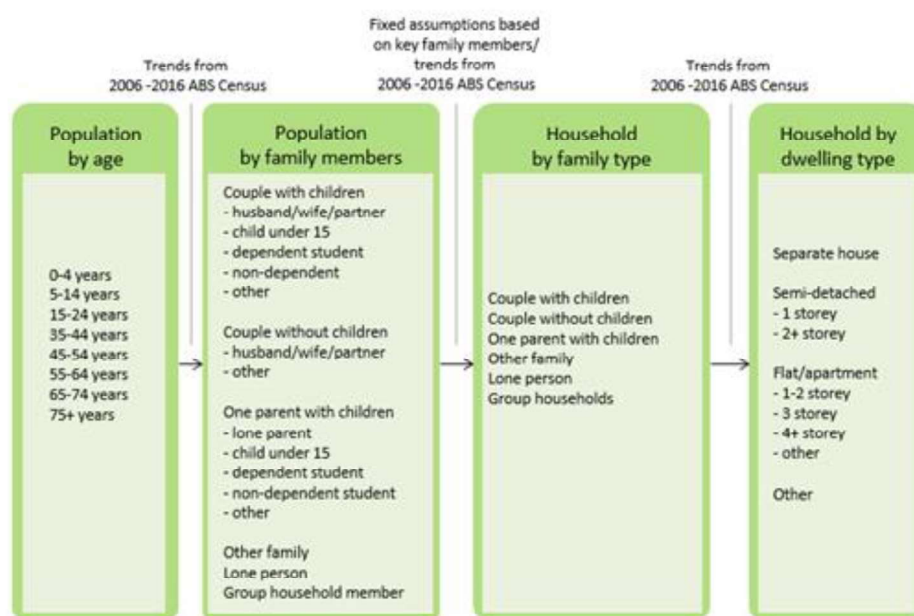
The purpose of the analysis is to forecast housing demand in Orford to the year 2035.

2.2 Approach

The analysis in this section draws upon a range of datasets, mostly from ABS, including population growth, age, family and household type. These core demographic components combine to help understand the drivers for housing demand in Orford presently and into the future.

SGS has applied its in-house and tested *Housing Demand Model* to forecast total demand and demand by dwelling type. The datasets are inputs into the modelling process to help determine the change in the number of households requiring housing in Orford. An illustration of the model below shows the outputs as being housing demand by ‘separate house’, ‘semi-detached’ (referring to attached dwellings, terraces and townhouses), ‘flat/apartment’ and ‘other’ (referring to shacks, caravans and sheds).

FIGURE 1: SGS HOUSING DEMAND MODEL METHOD



Source: SGS Economics and Planning

The model's base scenario is run off historically observed household and dwelling compositions in the LGA. The base scenario generates a 'business as usual' forecast of the

future if there are no major shifts in population/demographic trends or supply/capacity constraints.

The model is initially run at the LGA level as this is the level that population forecasts by age group from the Tasmanian Government are available. Using the outputs for the Glamorgan–Spring Bay LGA, the housing demand for Orford is then calculated with overall growth trends adjusted to reflect the on-the-ground experience local to Orford. The study area is defined in the modelling as the 2011 ABS UCL boundary, which is also the same as ABS suburb boundary in 2011.

The Urban Centres and Localities (UCLs) ABS geography represents areas of concentrated urban development. UCLs are defined using aggregations of SA1s. The size of the UCL of Orford actually increased between 2011 and 2016. For consistency SGS was sure to remove the SA1s added between 2011 and 2016 for a fair comparison (see appendix for discussion on the geography chosen).

2.3 Demand factors

Permanent population growth

Growth in the permanent population of Orford is the key input of the model. The Tasmanian Department of Treasury and Finance has prepared population projections for Tasmania’s Local Government Areas for 25 years (2017 to 2042)¹.

The Tasmanian Government’s projections have three series, based on different assumptions - high, medium and low. Treasury forecasts for Glamorgan-Spring Bay forecast a medium series annual average growth rate (AAGR) of 0.1% per annum to 2030. For the high series, the AAGR is 0.6% per annum.

Table 1 below shows population forecasts for Orford based on the population at the 2016 census and the population growth rates for the Glamorgan–Spring Bay LGA from the Treasury projections. Using the high series growth rate of 0.6% per annum, the resident population of Orford can be expected to only grow by around 60 people over the twenty years to 2036, assuming an even distribution of growth across the LGA.

TABLE 1: POPULATION GROWTH FORECAST FOR LGA AND ORFORD (TREASURY HIGH SERIES)

Series	2016	2021	2026	2031	2036
Glamorgan/Spring Bay	4,399	4,619	4,760	4,847	4,866
Orford ²	610	614	632	652	671

Source: Tasmanian Government 2019, Census data

In the 2014 population projections by Treasury, the forecast population growth rates for Glamorgan-Spring Bay were even lower. The Treasury projected a 0.2 per cent growth rate under the high scenario and population decline in the medium series.

The Triabunna-Orford Structure Plan uses the State Demographic Change Advisory Council population projections from 2008 (medium growth scenario) to forecast the population of Orford. The population projection for Orford in the Plan (page 19) shows an increase in population from 518 in 2011 to 600 in 2030. This growth of 82 residents over 19 years corresponds to an average annual growth rate of 0.8 per cent per annum.

Figure 2 compares the recent experience in Orford to these government scenarios.

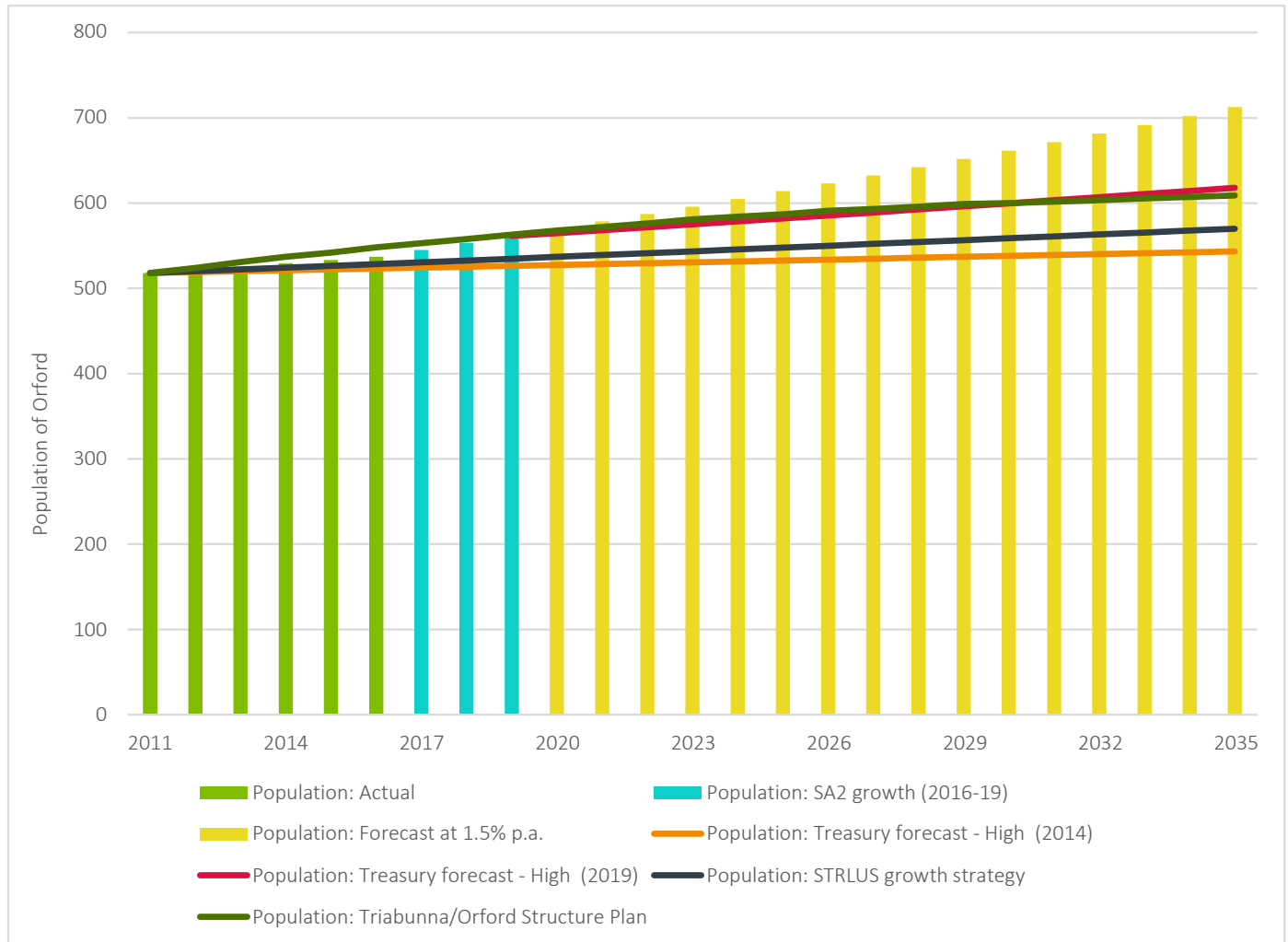
¹ <https://www.treasury.tas.gov.au/economic-and-demographic-projections/2019-population-projections-for-tasmania-and-its-local-government-areas>

² 2011 ABS suburb/UCL boundary of Orford

The green bars in Figure 2 represent the actual recorded population of Orford³ derived from place of usual residence data from the 2011 and 2016 census. The real resident population growth in Orford between 2011 and 2016 was 0.7 per cent per annum (AAGR). Since then, the blue bars represent the estimated resident population of Orford for 2017, 2018 and 2019 if the town grew at the same rate as the broader area⁴ of Spring Beach to Bicheno. The Spring Beach to Bicheno area (all in Glamorgan-Spring Bay LGA) grew by 1.5 per cent per annum over these three years⁵. The yellow bars forecast Orford's population forward using these historical growth rates. A growth rate of 1.5 per cent per annum has been used, which is the same as the recent experience in the region.

Overlaying the population projections from Treasury and the Structure Plan over the actual population of Orford, and the forecast, shows that growth in Orford has been trending above the high growth scenario from the 2014 Treasury forecasts for the Glamorgan–Spring Bay municipality and the forecasts used in the Structure Plan (2014). Based on historical growth rates, it is likely that future growth in Orford will also trend above the high scenario from the most recent Treasury forecasts for the LGA (2019).

FIGURE 2: ESTIMATED RESIDENT POPULATION IN ORFORD – ACTUAL AND FORECAST



Source: SGS Economics and Planning, ABS (2020) estimated residential population, ABS Census 2011 and 2016, Tasmanian Government (2019) population projections, Tasmanian Government (2014) population projections, STRLUS (2010), and the Triabunna/Orford Structure Plan (Urbis, 2014).

³ Defined by the 2011 ABS suburb/UCL boundary of Orford

⁴ Defined as the ABS SA2 of Spring Beach to Bicheno. This is the smallest geography that more recent population data is available.

⁵ ABS (2020) Estimated Resident Population for Australian SA2s

Given growth rates experienced since 2011, it can be surmised that Orford is growing in popularity as a place of permanent residence, not just as a shack and holiday home community. A downside of the Treasury projections is that they do not consider internal migration patterns within Tasmania between LGAs. Nor do they capture population changes at a fine grain, such as in individual towns like Orford.

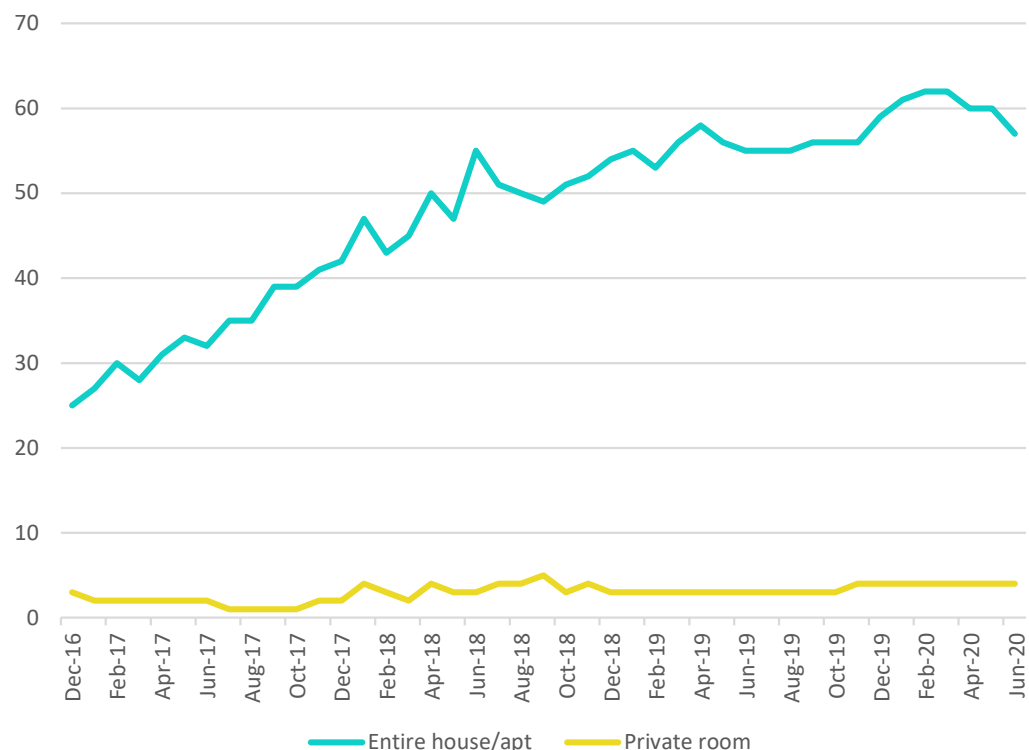
Tourism and holiday letting

Another factor to consider in Orford is the impact of tourism and holiday letting.

Many houses in Orford are used for holiday shacks/homes or holiday letting (Airbnb, Stayz etc.). According to the ABS Census of 2016, 68 per cent of dwellings in Orford were unoccupied on census night, indicating that these dwellings are used primarily as holiday homes. Orford has a much higher rate of vacant dwellings than Tasmania, where 14 per cent of dwellings are unoccupied.

Data from InsideAirBnB⁶ reveals that the number of short-stay rentals in Orford has increased dramatically over recent years, from around 25 entire houses in December 2016 to 57 in June 2020. This represents an increase of 218 per cent in less than four years.

FIGURE 3: NUMBER OF AIRBNB RENTALS IN ORFORD



Source: InsideAirbnb (2020)

The increase in holiday lets is likely from the conversion of existing shacks and dwellings to holiday rentals due to the new technology, as opposed to the construction of new dwellings. Nonetheless, the ability to generate revenue from tourists will make the construction of new shacks more appealing to prospective builders.

Holiday letting apps like AirBnB were not in use when the STRLUS and Structure Plan were drafted. The Structure Plan and STRLUS, though, do both identify tourism and holiday homes as having a large impact on the population size of Orford. The Structure Plan states that

⁶ <http://insideairbnb.com/>

Orford experiences significant population increases in summer months, while the STRLUS identifies Orford as a settlement which is subject to seasonal fluctuations in population.

The decision by the Tasmanian Planning Commission on the proposed rezoning and subdivision stated that dwellings can be used interchangeably as visitor accommodation or residential use, in certain circumstances, meaning that dwelling demand can result from both permanent population growth and seasonal population or visitors (paragraph 31, page 7).

For that reason, in the demand model, SGS has included demand for housing from both resident population and seasonal population/visitors.

2.4 Dwelling growth

A key output of the model is the number of dwellings that will be demanded in Orford to 2035.

The Southern Tasmanian Regional Land Use Strategy designates Orford as a township, primarily for shack/holiday homes and having a low growth rate. Up to a 10 per cent increase in dwellings is allowed over 25 years from 2010 to 2035. This number of dwellings equates to an annual average growth rate of 0.4% per annum.

The Structure Plan contends that Orford provides residential options that are popular with retirees, holidaymakers, and commuters to Hobart.

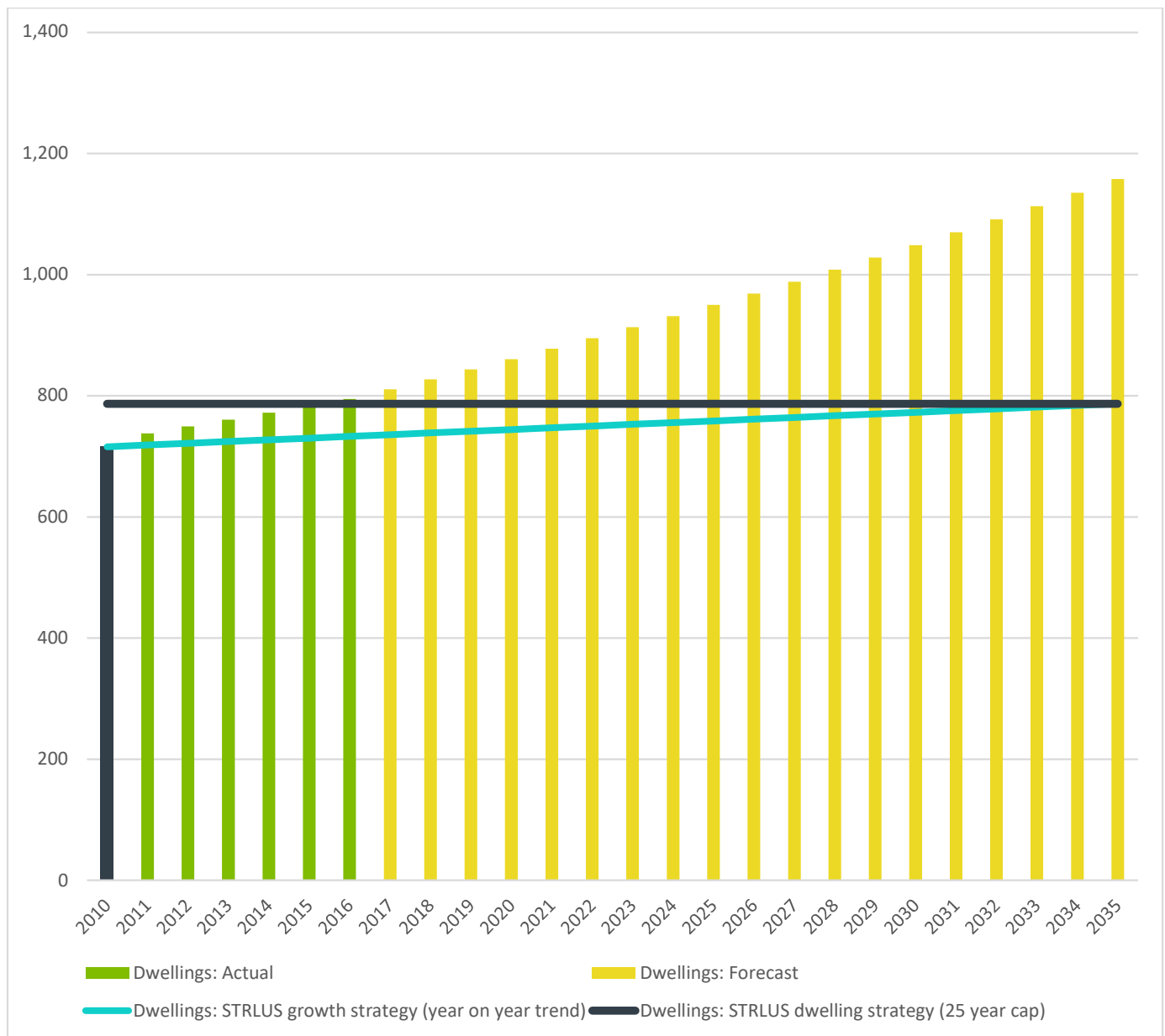
Figure 4 below shows the actual and forecast demand for dwellings in Orford⁷. In the figure:

- The first pink bar shows the number of dwellings (716) in Orford at the time the STRLUS was adopted, as outlined in the Planning Commission's decision on the Rheban Road subdivision from 24 July 2019 (paragraph 28, page 7).
- The green bars show the number of dwellings in Orford as derived from the ABS census, using the 2011 Orford suburb/UCL boundary. According to census data, the number of dwellings in Orford grew from 625 to 795 in the ten years years between 2006 and 2016, at an average annual growth rate of 2.4 per cent. Between 2011 and 2016 only, the growth rate was lower at 1.6 per cent per annum.
- The yellow bars represent a forecast of the number of dwellings based on these recent historical trends, but also changing economic and societal trends since the last census in 2016. A growth rate of 2 per cent is forecast, which includes an increase in dwellings for permanent residents as well as for tourism and holiday rentals. For further explanation on why a forecast growth rate of 2 per cent was used refer to the appendix.
- The black horizontal line across the chart shows the STRLUS dwelling growth strategy, which was for a 10% increase over 25 years. The blue line shows the year on year growth trend to stay under this cap (0.4% per annum).

The chart shows that the growth scenario used in the STRLUS for Orford is unsuitable. The number of dwellings to be allowed in Orford over 25 years was reached within 3-4 years, with growth continuing.

⁷ Defined by the 2011 ABS suburb/UCL boundary of Orford

FIGURE 4: NUMBER OF DWELLINGS IN ORFORD - ACTUAL AND FORECAST



Source: SGS Economics and Planning, ABS Census 2011 and 2016, STRLUS (2010)

Since the release of the STRLUS, a host of factors have contributed to making Tasmania and Orford more desirable places to live, including:

- The rise of Tasmania as a destination for tourism and interstate migration, sometimes dubbed to MONA effect
- The affordability of Tasmania's real estate compared to the mainland, but then, in turn, the affordability of Orford versus Hobart
- The aging of the population and increasing demand for a 'sea change'
- Shifting preferences for working from home for work-life balance and lifestyle enabled technology advancements and sped up by COVID-19. These change preferences are increasing demand for housing in regional settlements with high amenity but within 90 minutes of major cities like Hobart.

For that reason, SGS makes an assessment on the merits of the proposed sub-division based purely on supply and demand driven by recent trends. Not the growth strategy outlined in STRLUS, which is out of date, or the Treasury forecasts, which are inaccurate at a local level.

Final housing demand model results

Table 2 summarises the results of the housing demand modelling completed by SGS. The results are derived from the *Housing Demand Model*. The model uses ABS Census data patterns in demographics, and housing types from 2001 to 2016.

The model reflects a dwelling demand growth rate of 2.0 per cent per annum which includes permanent population growth and growth in holiday homes and holiday rentals. The results are displayed considering dwelling preferences. The results indicate that while the highest growth rate between 2020 and 2035 is likely to be for semi-detached dwellings (10.2 per cent per annum), the dwelling mix in Orford will still be dominated by detached (separate house) dwellings. Demand for detached dwellings is expected to grow 1.9 per cent per year between 2020 and 2035.

The preference for separated houses in Orford will drive demand for 263 residential lots to 2035. The projected demand for semi-detached, flat/units, and other dwellings types adds to demand by another 30 dwellings to 2035. The other category includes caravans and sheds, which are often built on lots of land and used for holidays and camping, and usually converted to permanent dwellings over time.

TABLE 2: DWELLING DEMAND FORECAST 2020 TO 2035 (SGS HOUSING DEMAND MODEL OUTPUT)

Dwelling type	2016 (actual)	2020	2025	2030	2035	2020- 2035 demand	AAGR 2020- 2035
Separate house	744	805	883	952	1,068	263	1.9%
Semi Detached	8	9	20	29	39	30	10.2%
Flat, unit or apartment	5	5	5	6	6	1	1.4%
Other	38	41	42	42	45	3	0.5%
Total	795	861	950	1,028	1,158	298	2.00%

Source: SGS Housing Demand Model (2020)

If it is assumed that the popularity of Orford for permanent residents in comparison to holiday homes remains constant over time (i.e. 68 per cent of dwellings are used for holiday homes and holiday rentals) then demand for permanent dwellings increases by 95 to 2035 and by 202 for holiday homes and rentals (Table 3).

TABLE 3: DWELLING DEMAND FORECAST 2020 TO 2035 – DWELLING USE

Dwelling use	2016	2020	2025	2030	2035	2020 - 2035 demand	AAGR 2020 - 2035
Permanent resident dwellings	254	275	304	329	371	95	2.0%
Holiday homes and holiday rentals	541	585	646	699	788	202	2.0%

No matter the use, in total, 298 new dwellings are forecast to be demanded to the year 2035 in Orford from 2020. These demand forecasts are compared to available capacity (next) to determine whether there is an adequate supply of residential land in Orford to meet this forecast demand.

3. HOUSING SUPPLY AND FUTURE CAPACITY

3.1 Introduction and purpose

This chapter identifies available vacant residential land in Orford ready for development in the immediate, medium and longer-term. PDA Surveyors was commissioned to undertake an assessment of the available vacant residential supply in Orford. They assessed the availability of the supply for development in the short, medium and long term. PDA undertook a desktop analysis and site visits to understand the extent of land available for residential dwelling development.

The purpose of the analysis is to reveal the capacity for new housing in the suburb/UCL boundary of Orford to 2035 and compare to housing demand to ascertain whether new parcels of land should be released. It is vital to ensure land supply is consistent and sufficient, properly located and readily developable to meet population demand as forecast.

3.2 Housing capacity

According to the 2016 census there were 851 dwellings in Orford. As explored in the demand chapter, demand for new dwellings in Orford has been strong. The Council has identified in the Structure Plan that a fifteen-year supply of residential land is required for Orford.

Housing development capacity in Orford urban area

Vacant land supply

The total number of potential vacant residential land, the theoretical supply, consists of residential zoned land that is vacant. This includes the consideration of subdivision potential based on lot sizes.

The practical, or realistic supply, takes additional factors into consideration: the availability of supply over time, and the propensity of property owners to subdivide land or not. Some property owners prefer to have a large garden and may choose to not subdivide.

In determining the supply of residential land for development, it is important to assess the availability of supply over time. For instance, un-serviced large lots that have not yet been subdivided, are unlikely to become available for development in the short term⁸.

To understand the housing capacity of Orford, PDA Surveyors completed an assessment of the feasibility of vacant and potential land being converted into new lots. The evaluation was done using a desktop review, existing expertise and site visits. The site visits were undertaken in July 2020.

PDA reviewed 227 parcels of land in the Orford ABS suburb boundary which are zoned for residential purposes (excluding the parcels which are the focus of this study).

PDA listed all vacant lots, greenfield options and infill options within the suburb area of Orford. Each parcel was assessed for the number of lots that may be created, and how feasible the creation of the lots is based on a range of factors including infrastructure provisioning, planning restrictions and lot layout.

⁸ Rezoning and infrastructure provision require time and resources

Parcels of land were sorted into different categories:

- Vacant lots (immediate supply)
- Land that is serviced and easy to sub-divide and/or develop (short term supply)
- Land that is serviced but with constraints and possible higher development costs (medium-term supply)⁹
- Land that is difficult to develop (long term supply)¹⁰

There are two other categories. Lots that are already under development and lots with a shed or caravan on them. These categories are excluded from the vacant capacity estimates. Lots under development are no longer available to meet demand and lots with sheds or caravans are being used mainly as shacks (which is a residential use) and may be developed further in the future. The ABS count these as dwellings (as “other dwellings”).

The theoretical maximum number of lots by category are shown in Table 4. In total, the parcels of land in Orford could be developed into 436 lots for dwellings, with around 56 per cent being lots sub-divided from serviced and easy to develop land (available for development in the short term). Approximately 18 per cent are already subdivided vacant lots ready for development.

TABLE 4: NUMBER OF DEVELOPABLE LOTS IN ORFORD

Land parcel type	Total lots
Vacant lots	78
Serviced and easy to develop	242
Parcels with development constraints	87
Difficult to develop	29
Total	436

Theoretical dwelling capacity

Based on past experience, it is known that not all subdividable parcels will actually be subdivided and made available for development. PDA assessed the likely realisation rates in combination with development timing to estimate the likely capacity. The capacity was estimated in a range with high and low capacity scenarios.

PDA estimated that:

- The majority of vacant lots will slowly be developed for holiday home or permanent residential dwelling use over the next two decades. PDA estimates that many lots have been bought as a retirement plan, with the owner to move up to Orford at some time in the future. Given that these lots are vacant and ready for development, the realisation rate is 100 per cent for both scenarios as the lots have been realised, they just remain vacant.
- The parcels that are easy to sub-divide into two or three lots (serviced and easy to develop) will have a high (75%) realisation rate in the next 15 years. Many owners of these parcels will see the benefit in reducing debt levels or realising cash potential in a highly sought-after holiday home area. These lots will be staggered due to the different circumstances of the owners and will not flood the market but will drip feed into it. For the lower capacity scenario, it is assumed the realisation rate will be 50 per cent reflecting more landowners may choose to maintain their large block size than estimated in the high scenario.

⁹ Development constraints identified by PDA that are difficult to overcome in the medium term include coastal erosion overlays and the need for internal roads to open up the site for development.

¹⁰ Development constraints that are difficult to overcome include heritage listings and steep slopes.

- Lots with some development constraints have an assumed realisation rate of 50 per cent for the high scenario and 33 per cent for the low scenario in the next fifteen years.
- Lots that are difficult to develop are assumed to not be available for dwelling development over the next 15 years due to the constraints and supply of much easier to develop parcels.

After applying the above realisation rates to the overall number of lots by category gives the high and low capacity for new dwellings in Orford over the next 15 years (Table 5). It shows that in the low scenario, there is a capacity for 228 new dwellings.

With higher realisation rates, the capacity in Orford is for 303 new dwellings. These scenarios can be thought of as a range, with the likely capacity falling somewhere in between.

TABLE 5: DWELLING CAPACITY IN ORFORD (2020-2035)

Lot type	Low	High
Vacant lots	78	78
Serviced and easy to develop	121	182
Lots with development constraints	29	44
Difficult to develop	0	0
Total	228	303

Allocating the above capacity to five-year time blocks results in the dwelling capacities below in Table 6:

- In the short term (2021 to 2025) there is an immediate capacity for 78 new dwellings on the vacant lots.
- In the medium term (2026 to 2030), when easy to sub-divide parcels are developed, there is additional capacity for another 121-182 dwellings depending on the capacity scenario.
- In the longer-term (2031 to 2035), as lots with development constraints are made available, there is capacity for a further 29-44 dwellings.

TABLE 6: DWELLING CAPACITY IN 5-YEAR INTERVALS

	2021-2025	2026-2030	2031-2035	Total
New dwelling capacity (Low)	78	121	29	228
New dwelling capacity (Higher)	78	182	44	303

Comparison to housing demand

As revealed in chapter 2, the demand for dwellings in the Orford area has been high in recent years. High demand is forecast to continue (Table 2). Table 7 shows the dwelling demand in Orford compared the dwelling capacity over the five-year intervals. The results show that:

- In the high capacity scenario, capacity is sufficient in the medium term to meet new demand. However, in the short term, and particularly in the longer term there is undersupply in meeting the forecast demand. Overall, over the 15 years supply is tight, with supply being 5 lots above demand. This result though relies on high realisation rates, where most parcels (75 per cent) of easy to sub-divide land are actually developed in the next 15 years. With high capacity, it would take 15 years for the available lots to be fully developed.
- In the low capacity scenario, there is insufficient capacity in Orford to cater for demand. With low capacity, which sees many 50 per cent of lots that could be sub-divided being

actually developed in the next 15 years, supply is 70 lots lower than demand. With low capacity, the supply of land is 11 years, below the 15-year target of Council.

TABLE 7: DWELLING DEMAND IN 5-YEAR INTERVALS COMPARED TO DWELLING CAPACITY

	2021-2025	2026-2030	2031-2035	Total
New dwelling demand in Orford	90	78	130	298
New dwelling capacity (low)	78	121	29	228
New dwelling capacity (high)	78	182	44	303
Supply gap: Low capacity scenario	-12	43	-101	-70
Supply gap: Higher capacity scenario	-12	103	-86	5

If the low scenario eventuates, the lack of supply presents challenges to new residents looking to move to Orford. These new residents may choose to not move to Orford or may move outside of the suburb boundary further along the coast or into agricultural areas.

Even the high capacity scenario presents challenges. Without new land releases, supply will fall below the 15-year target in the near future.

Impact of land release at CT 149641/2, Rheban Road, Orford

If approved, the proposed rezoning and subdivision of 14.9 ha of land along Rheban Road will add 92 new lots to the dwelling capacity in Orford.

Assuming that these lots are released over the short and medium-term to 2030, housing capacity increases to 320 under the low scenario (Table 8), and 395 under the higher scenario.

TABLE 8: DWELLING CAPACITY IN 5-YEAR INTERVALS WITH ADDITIONAL LOTS

	2021-2025	2026-2030	2031-2035	Total
Dwelling capacity (Low)	124	167	29	320
Dwelling capacity (High)	124	228	44	395

Comparing these dwelling capacity scenarios with demand shows that the proposed subdivision reduces capacity constraints for housing in Orford (Table 9). In a low-capacity scenario with the subdivision, the supply of land increases to 16 years.

For the higher end of the range, the development of the new lots increases capacity over the demand to 113 lots over the next fifteen years, representing a supply of 20 years.

TABLE 9: DWELLING DEMAND IN 5-YEAR INTERVALS COMPARED TO DWELLING CAPACITY WITH SUB-DIVISION

	2021-2025	2026-2030	2031-2035	Total
New semi-detached dwelling demand in Orford	90	78	130	298
New dwelling capacity with sub-division (low)	124	167	29	320
New dwelling capacity with sub-division (high)	124	228	44	395
Supply gap: Low capacity scenario	34	89	-101	22
Supply gap: Higher capacity scenario	34	149	-86	97

Given that the Council has identified in the Structure Plan that a fifteen-year supply of residential land is required for Orford, the new subdivision is required to alleviate the risk of undersupply if capacity is at the lower end of the range.

The low number of permanent residents and the aging of the population in Orford also requires careful consideration. The early release of new residential lots can help attract permanent residents and families to Orford. The attraction of new permanent residents would improve the economic vitality of Orford, which is currently heavily impacted by seasonal fluctuations in population.

4. STRATEGIC ALIGNMENT

4.1 Introduction and purpose

This section reviews relevant planning documents and other factors to check their alignment with the release of additional residential land earlier in Orford.

4.2 Planning Policy

Southern Tasmania Regional Land Use Strategy (STRLUS)

This Regional Land Use Strategy is a broad policy document that will facilitate and manage change, growth, and development within Southern Tasmania, including Orford over the next 15 years (to 2035).

The STRLUS provides a regional vision of *“a vibrant, growing, liveable and attractive region, providing a sustainable lifestyle and development opportunities that build upon our unique natural and heritage assets and our advantages as Australia’s southern most region.”* (p.17)

The location, form, type and density of residential development is a significant land use planning issue addressed in the STRLUS. Residential patterns impact on:

- the extent of urban development
- the economic and environmental sustainability of our overall urban form
- travel behaviour and the demands upon the transport system
- the location and capacity of the physical infrastructure
- demand for social services and infrastructure
- impacts upon the natural environment and its values
- managing for, mitigating or adapting to natural hazards and risks
- the capacity to accommodate a growing and ageing population; and importantly
- the resilience of the community to climate change (p. 84).

In STRLUS, it is argued that contemporary imperatives of climate change, changing demographics, rising infrastructure costs and environmental management require a more sustainable approach to residential growth. Given these and the above factors, the Strategy promotes consolidation of existing settlements and minimisation of urban sprawl and lower density development (p. 85).

Another factor outlined in the STRLUS is that population growth in a particular location can be strongly influenced by the availability and cost of residential development opportunities (p.11). Population growth is important for Orford to counteract the seasonal fluctuations in population due to being a settlement predominantly for holiday homes at present. More permanent residents would make the town more economically sustainable.

The STRLUS also maps out a Settlement Network to define the future role and function of each of the region’s settlements. Each settlement has a growth management strategy and growth trajectory (high, moderate, low, very low). The growth scenarios are also categorised into mixed and consolidation. A mixed growth scenario indicates that residential growth should come from a mix of both greenfield and infill and the consolidation scenario indicates that growth should be predominantly from infill development (p. 86).

Orford is defined as a township. Townships are residential settlements with prominent town centres providing a number of facilities, some local employment opportunities and convenience shopping. Townships have a population of 500 to 1,500 excluding surrounding

rural living. The growth trajectory for Orford is identified as low (up to 10 per cent increase in the number of potential dwellings over 25 years) via a consolidation scenario.

A 10 per cent increase over 25 years (the length of the strategy) corresponds to an annual average growth rate of 0.4 per cent per annum for Orford. The number of dwellings at the start date was 716. Therefore, the regional strategy provides for a maximum of 71 new dwellings from 2010 to 2035. As explored in the Housing Demand chapter, this is well below the recent and current experience in Orford. This means that more growth will be needed to be accommodated in Orford than outlined in the STRLUS.

The STRLUS does state that for all settlements categorised as 'township' or lesser (like Orford), the growth strategy indicated does not preclude growth possible under existing capacity (page 89). This means that growth can be, and is, being accommodated above the 10 per cent cap.

Even so, residential demand in Orford is well beyond what was anticipated in STRLUS and freeing up more land within the suburb boundary prevents growth spilling over into productive agricultural land, further along the coast and in natural living areas around Orford. This enables the town to retain its character in a natural landscape while improving the towns economic sustainability by adding more residents.

Triabunna/Orford Structure Plan

In order to ensure that the town's future is planned for and managed in a coordinated manner, the Glamorgan Spring Bay Council and the Department of Economic Development, Tourism and the Arts engaged Urbis to prepare a Structure Plan for Triabunna and Orford. The Structure Plan provides a vision for future land use and development within Orford to 2030. The first version of the Structure Plan was released in 2011 and updated in 2014.

The Structure Plan is in broad alignment with the STRLUS.

The reduction in population during winter months as holiday homes are vacated is a weakness for Orford identified in the Structure Plan. The potential for lack of permanent residential population throughout the year, as holiday home accommodation increases identified as a threat.

The vision in the Strategy is that Triabunna and Orford will provide a sustainable lifestyle and destination choice that realises the potential of their natural assets and links to convict, maritime and forestry history (page 52). Orford's future will focus on:

- Providing a beach lifestyle choice for residents and visitors; and
- Retaining its character as a place where the bush meets the sea.

Based on modelling in the Plan, the total number of new dwellings required for both place of usual residence and holiday houses in Orford by 2030 is 129 (from 2011). It is assumed that 39 will be places of residence while 90 will be new holiday homes (page 48). Taking into account the estimated potential supply of residential land (existing supply of up to and around 445 dwellings), the Plan stipulates that it would appear that current supply is more than sufficient to accommodate the projected dwelling take-up to 2030 in Orford.

The implications of this are the need for:

- The provision of land for permanent homes and holiday homes
- The provision of land for at least 199 and possibly up to and in excess of 289 additional dwellings.
- Ongoing monitoring of the demand for and supply of dwellings will be necessary to determine how much residential land should be made available (page 48).

The recommended option for Orford is for the promotion sustainable land use through infill development and unit developments around the town centre. Recommendations for Orford include setting an urban growth boundary to ensure the sustainable and efficient use of land;

and that Orford is maintained as a predominantly residential settlement with strict urban boundaries to limit the extent that the town spreads along the coast.

Any residential rezonings undertaken should be timed so as to contribute to the provision of a 15-year supply of land to meet the projected demand. The Plan states that given the vacant land analysis indicates there are currently many potential infill development opportunities, these rezonings may not need to occur for a number of years.

SGS's analysis though reveals that dwelling demand has been higher than forecast in the Structure Plan, and that there is possibly an insufficient supply of land in Orford over the next 15 years to meet demand for residential dwellings (depending on the capacity scenario). Additional residential land within the Orford suburb boundary would need to be released to meet the Plan's objective of a 15-year supply, supporting the need for the proposed sub-division.

Housing affordability and choice

High rents, relative to household incomes, has seen Greater Hobart become the least affordable metropolitan area in Australia for renting. Many homes have also been converted to short-term holiday rentals. Households are looking to the Glamorgan–Spring Bay for more affordable housing options. According to the rental affordability index¹¹, Orford has an acceptable level of affordability, but this will be impacted over time if there is a shortage of housing in comparison to demand as identified by SGS in the proceeding chapter. Rental affordability provides the best insight into the relation of residential demand and supply, as its affordability level is not distorted by property speculation and wealth creation considerations.

Already, rental affordability for the average income rental household has dropped markedly in Orford from being 'very affordable' in the second quarter of 2017, to 'acceptable' by the fourth quarter in 2019. For some household types, rents have already become unaffordable, where households pay more than thirty per cent of their income in rent. This leaves them with insufficient funds to pay for other primary needs such as heating, medical needs, education and transport.

A sufficient supply of land for residential housing places downward pressure on housing costs, further supporting the need for new land release.

4.3 Tasmanian Planning Commission's decision

The regional growth management strategy in section 19.5.2 sets out that a low growth strategy allows less than 10% increase in the number of potential dwellings. The percentage growth is calculated as the increase that can occur across a 25-year planning period from the number of dwellings existing at the declaration date

The Commission noted that the permit is for 91 residential lots. This is greater than the maximum number of new dwellings (assuming at least 1:1 lots to dwellings) allowed for in the regional strategy to 2035.

The Commission found that the draft amendments are not consistent with the low growth strategy applicable to Orford under the regional strategy.

SGS agrees that the draft amendments are not consistent with the low growth strategy applicable to Orford in the STRLUS but argues that the growth scenario for Orford does not actually capture the recent experience in the town.

In considering the application for the rezoning, the Commission was not convinced by submissions that there is not sufficient zoned land for a 15-year supply of land in Orford and therefore considers that the draft amendments are premature. SGS's analysis also found that

¹¹ <https://www.sgsep.com.au/projects/rental-affordability-index>

there is likely insufficient land for a 15-year supply if recent trends in dwelling growth continues

On the use of dwellings for holiday letting and shacks, the Commission noted that dwellings can be used interchangeably as visitor accommodation or residential use, in certain circumstances, meaning that it is irrelevant to consider that dwellings will be solely used for either permanent residences or shacks.

The Commission considers that nothing turns on the difference between permanent residences and holiday dwellings and notes that both are included in the supply and demand calculations in the structure plan.

SGS in the analysis has also treated holiday homes and permanent residences as the same but notes that the success of the Tasmanian tourism industry and the advent of online platforms for short-term rental accommodation are bigger factors in driving demand up than recognised in the Structure Plan and STRLUS.

4.4 Conclusion

The proposed subdivision at CT 149641/2, Rheban Road, Orford is within the suburb boundary for Orford but zoned rural resource.

The Triabunna/Orford Structure Plan states that any residential rezonings undertaken should be timed so as to contribute to the provision of a 15-year supply of land to meet the projected demand. SGS has found that based on recent that additional residential land within the Orford suburb boundary needs to be released to meet the Plan's objective of a 15-year supply.

The STRLUS promotes consolidation of existing settlements and minimisation of urban sprawl. Though not infill, the development is within the suburb boundary for the town and the use of the land will consolidate the township over the surrounding regional area, including steering growth away from continued spread along the coast and onto productive agricultural land.

SGS concludes that the proposed subdivision does not meet the growth scenario outlined in STRLUS for Orford. However, we observe that residential demand since 2011 has outstripped the assumed growth as described in STRLUS. Population growth, the success of the Tasmanian tourism industry and the advent of online platforms for short-term rental accommodation are more prominent factors in driving demand than recognised in STRLUS.

The STRLUS also outlines that population growth (a positive influence for Orford for the economic sustainability of the town) can be strongly influenced by the availability and cost of residential development opportunities. This supports the release of additional land for residential uses in Orford.

5. FINDINGS AND RECOMMENDATION

The capacity analysis indicates that currently there is the capacity to provide another 228 to 303 new dwellings in the Orford suburb boundary to 2035 depending on dwelling density and realisation rates. With the proposed sub-division along Rheban Road, 91 lots will be added to this capacity, taking total capacity to 320-395.

Demand for housing in Orford is strong, and is driven by both residential demand and tourism/holiday demand. To 2035 it is estimated that there will be demand for another 298 dwellings in the Orford area from 2020, at a two per cent growth rate. This level of demand is much higher than foreshadowed in the STRLUS and Triabunna/Orford Structure Plan.

As it currently stands, there is insufficient land available to meet the projected demand within the suburb boundary, according to the low capacity scenario. Without the sub-division there is enough supply to last 11 to 15 years; with the proposal, this rises to 16-20 years.

Between the 2006 and 2016 censuses, the number of dwellings increased by 2.4 percent per annum, as a result of the combined demand for residential and tourism/holiday purposes. If this trend were to continue from 2020, available supply would fall short even earlier.

The Triabunna/Orford Structure Plan states that any residential rezonings undertaken should be timed so as to contribute to the provision of a 15-year supply of land to meet the projected demand. SGS has found that based on recent trends that additional residential land within the Orford suburb boundary needs to be released to meet the Plan's objective of a 15-year supply and the sub-division should be supported.

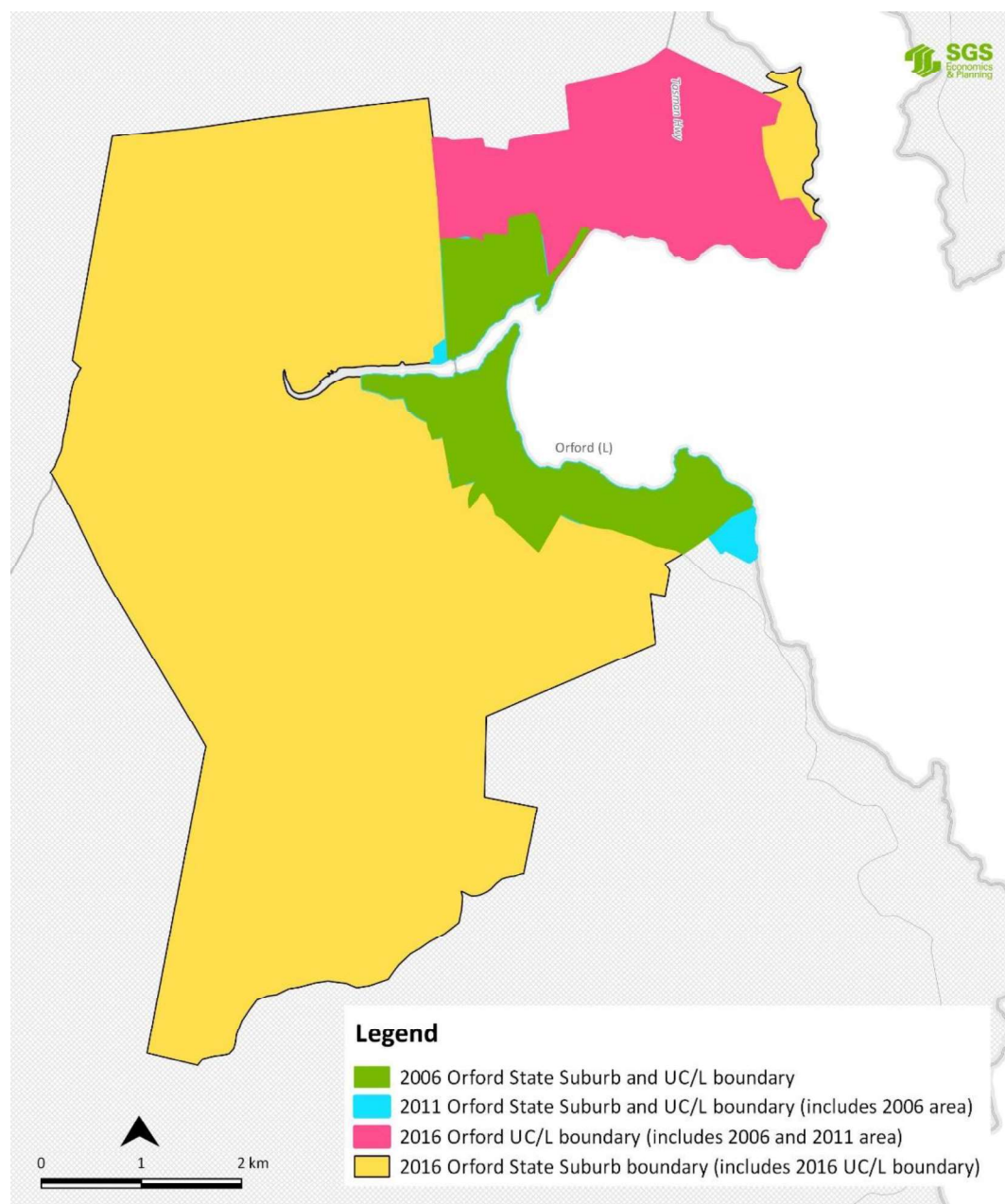
The proposal is also supported by strategic planning objectives. This includes the intent to consolidate growth into existing towns (urban consolidation) and prevent the continued spread of dwelling growth along the coast and on to productive agricultural land (fragmentation of productive land). It also encourages growth of the permanent population to improve the economic sustainability and vibrancy of Orford.

We observe that residential demand since 2011 has outstripped the assumed growth as described in STRLUS. SGS Economics and Planning recommends that the STRLUS is updated to reflect higher observed growth and related projections, in Orford and other parts of southern Tasmania. Population growth, the success of the Tasmanian tourism industry and the advent of short-term rental accommodation are more prominent factors in driving demand than recognised in STRLUS.

APPENDIX

Determining the historical growth rates of dwellings in Orford was more complex than typically experienced in completing a housing demand assessment. Typical geographical areas of measurement such as an ABS SA2 or LGA are too large to be useful. The ABS geographies for Orford's State Suburb and Urban Centres and Localities (UC/L) have varied between the census years, as shown in the figure below, making a straight time-series comparison difficult.

FIGURE 5: ABS BOUNDARIES FOR ORFORD 2006, 2011 AND 2016



In addition to ABS data, SGS also typically relies on Nearmap to understand how dwellings have developed over time. Unfortunately, Nearmap data is not available for Orford post 2005.

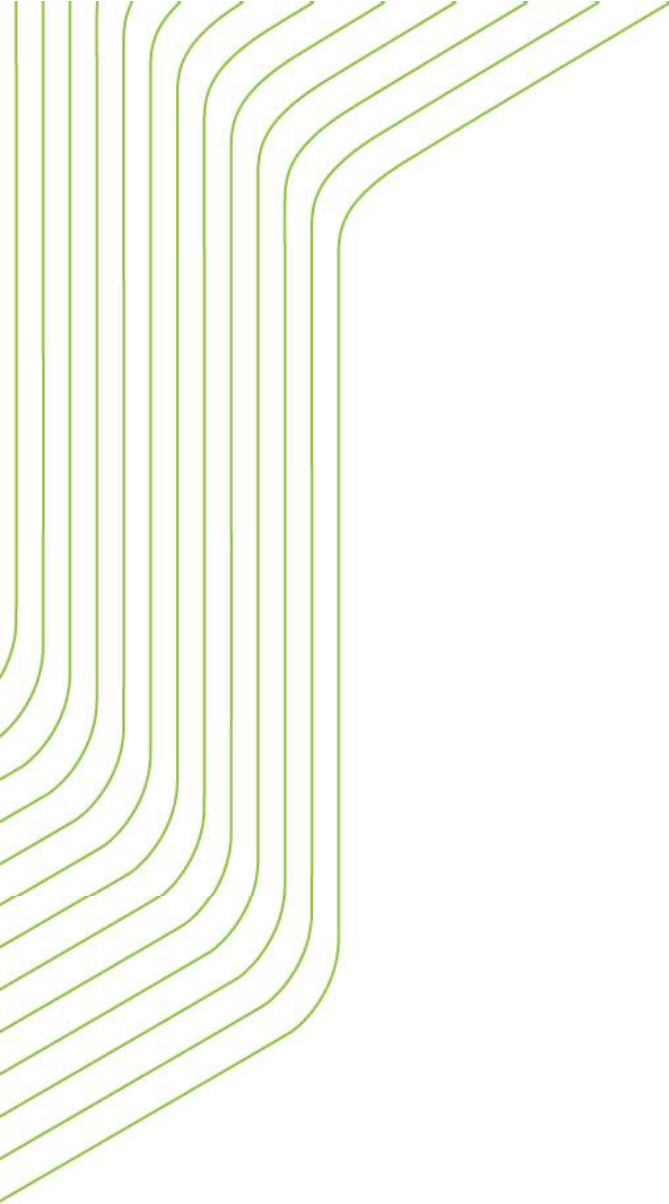
Similarly, SGS also tends to rely on ABS's Estimated Resident Population dataset, but this data is only about an SA2 level, which to large a geography for Orford.

Given the uncertainty, SGS used the 2011 UCL boundary to calculate historical dwelling growth. So, for the 2016 data properties were removed at the mesh block level to ensure a reasonably consistent geographic size for a time series comparison.

Between 2006 and 2016 in the 2011 UC/L boundary (the green plus blue area) the number of dwellings grew from 625 to 795, at an average annua growth rate of 2.4 per cent. Between 2011 and 2016 the growth rate was lower at 1.6 per cent per annum.

In the demand model a two per cent dwelling growth rate was used, the value is between these historical rates, but the use of a 2 per cent growth rate value also considers other factors. Relying simply on historical trends doesn't take account of changing economic and societal patterns. These other factors include growing demand for holiday houses and short-term tourist rentals, changing preferences towards regional living and remote working (a trend sped up by the pandemic) and the aging population and their preferences to retire in beautiful coastal locations like Orford. Housing affordability issues in Hobart may also see more residents call nearby and more affordable towns like Orford home over the coming years.

Given all these factors SGS believes that a 2 per cent growth rate in dwelling demand is a robust assumption. In some ways it can even be considered as a conservative assumption given that using a lower growth rate could see the growth of the Orford township curtailed or property prices pushed up impacting affordability if sufficient land is not made available.



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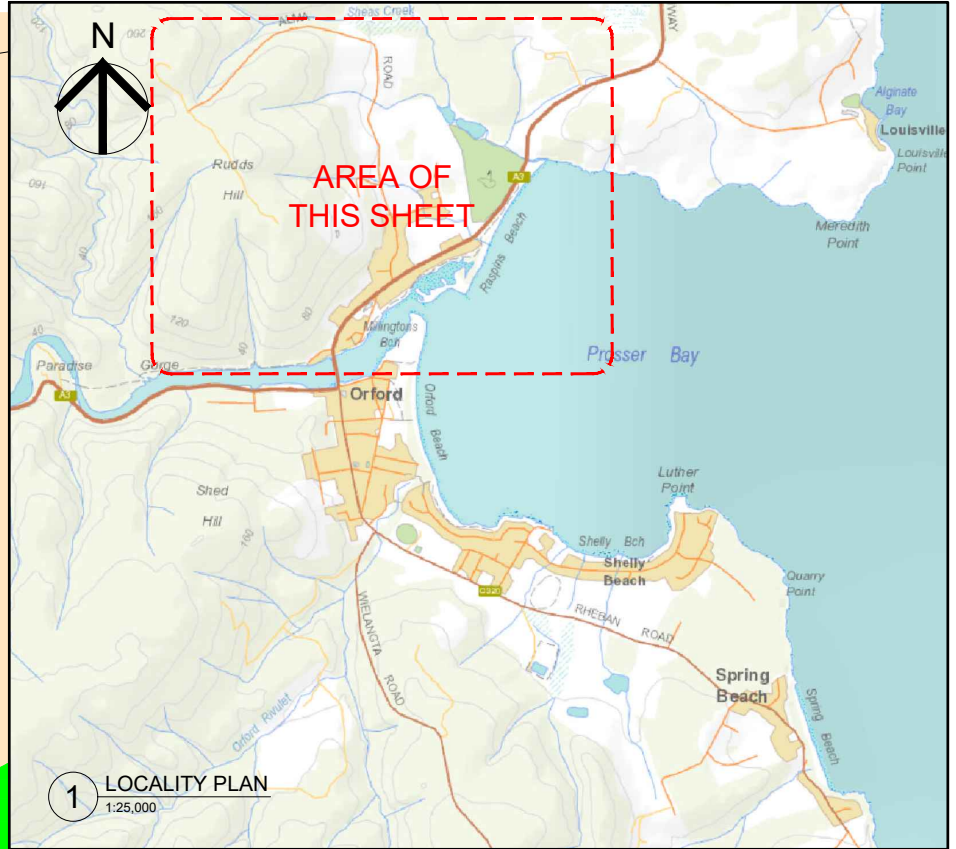
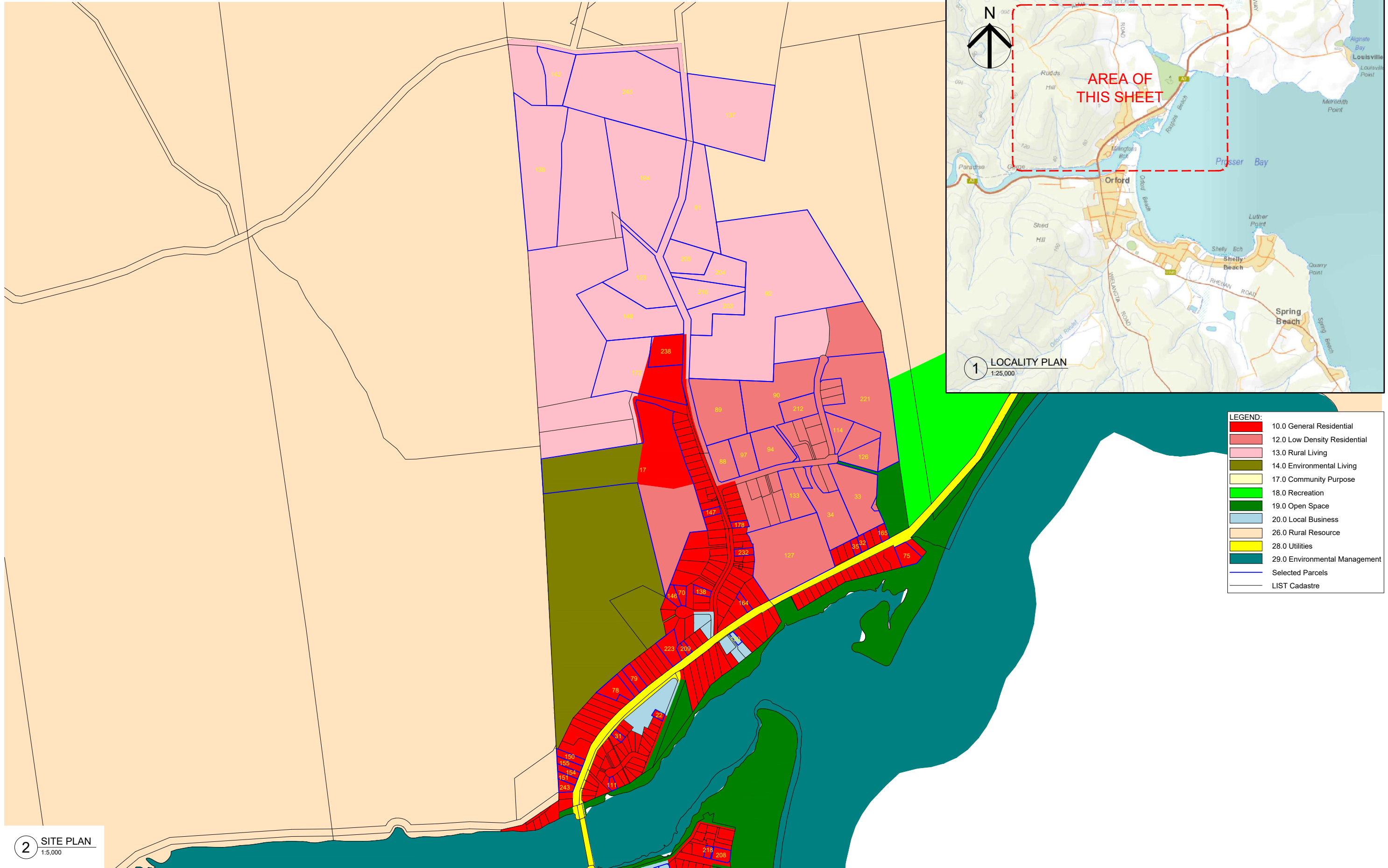
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- LEGEND:
- 10.0 General Residential
 - 12.0 Low Density Residential
 - 13.0 Rural Living
 - 14.0 Environmental Living
 - 17.0 Community Purpose
 - 18.0 Recreation
 - 19.0 Open Space
 - 20.0 Local Business
 - 26.0 Rural Resource
 - 28.0 Utilities
 - 29.0 Environmental Management
 - Selected Parcels
 - LIST Cadastre

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RESIDENTIAL LAND ASSESSMENT
ORFORD
for SGS PLANNING AND ECONOMICS

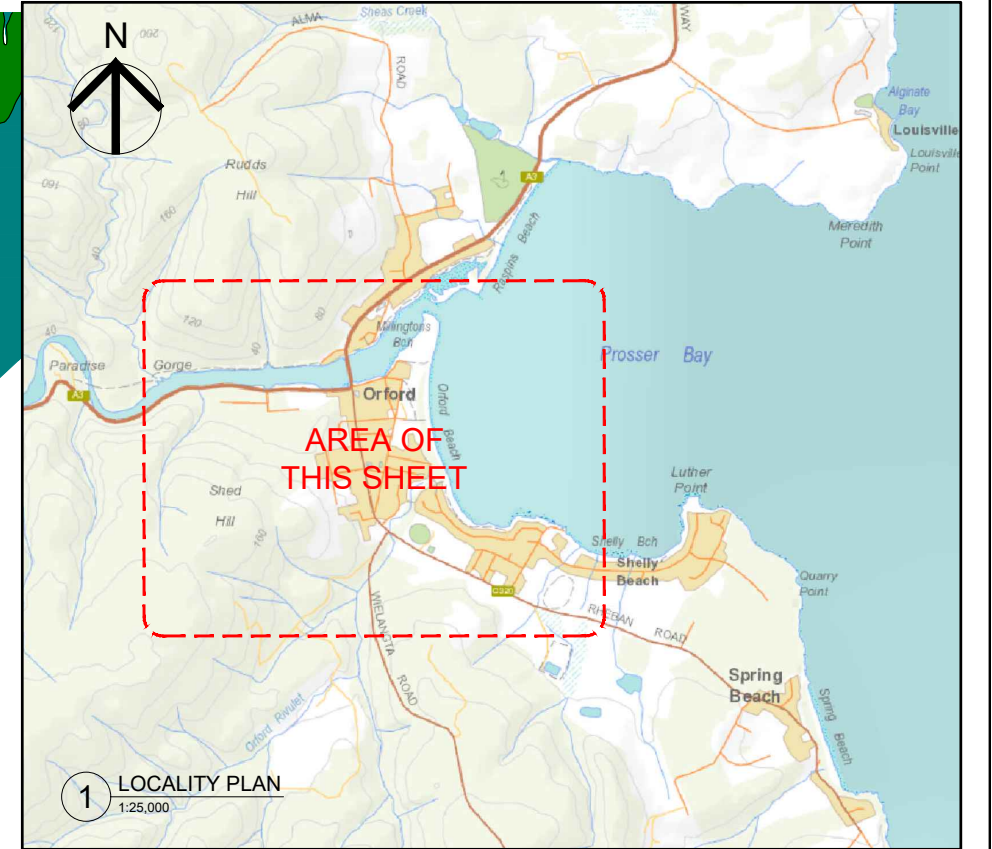
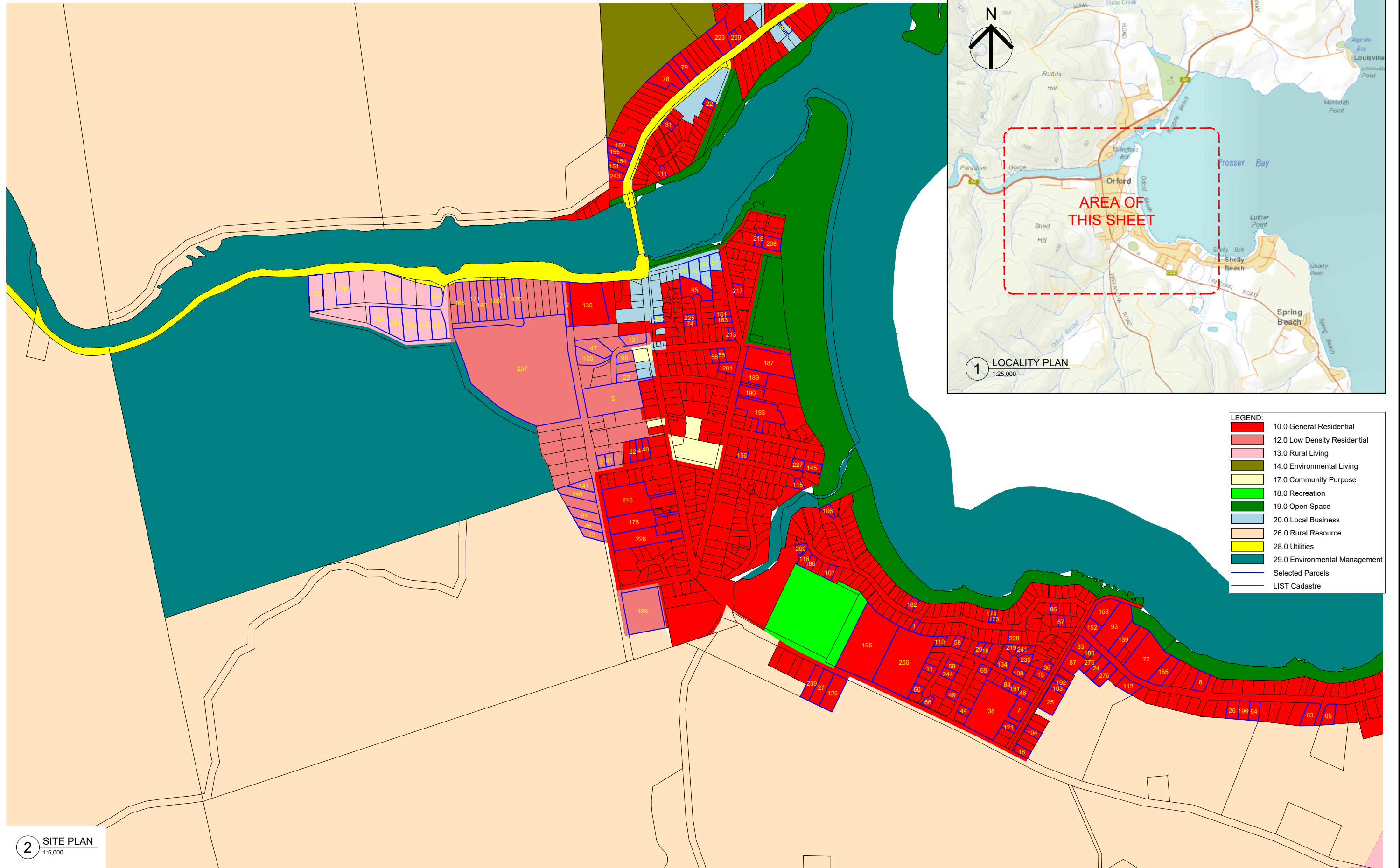
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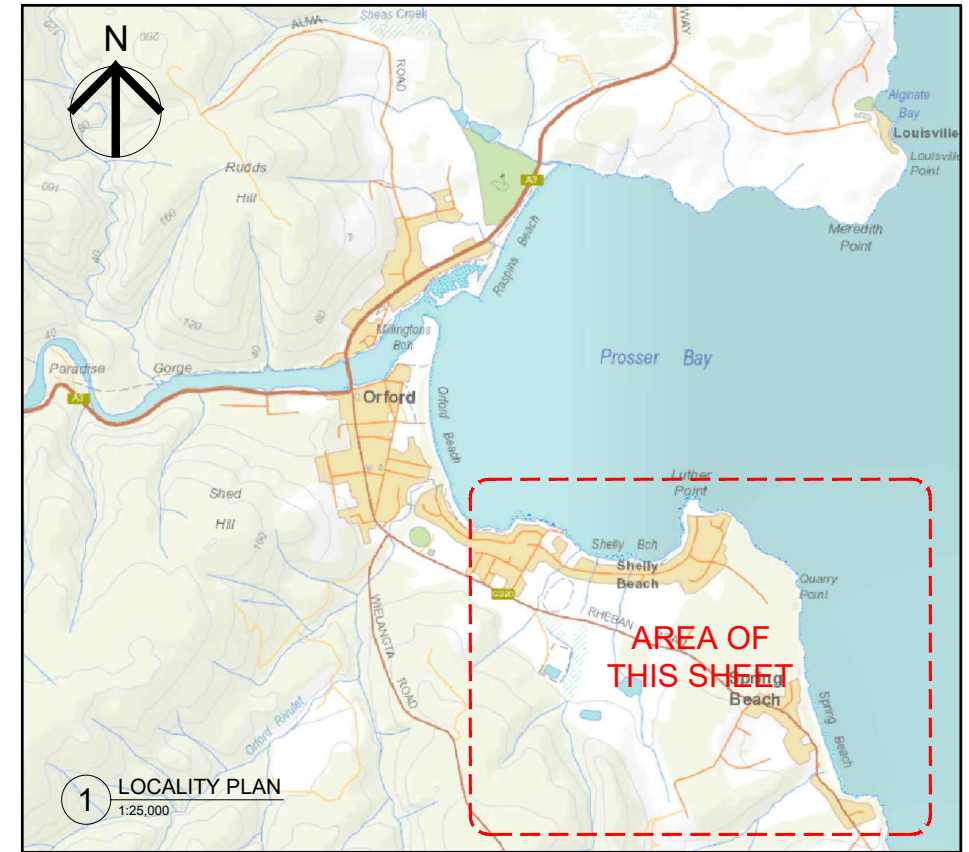
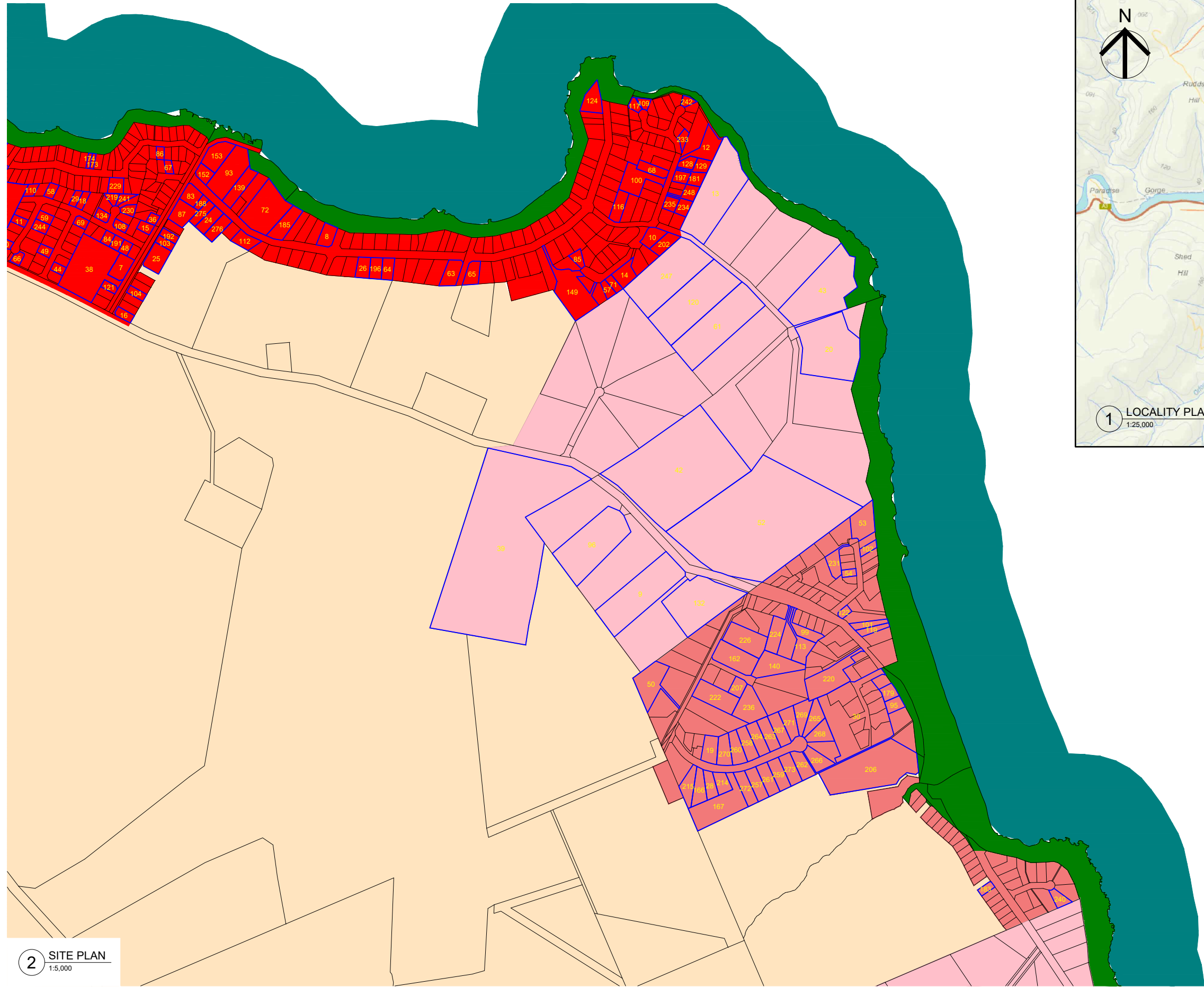
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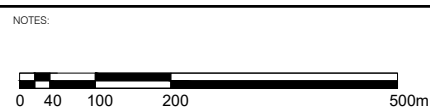
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RESIDENTIAL LAND ASSESSMENT
ORFORD
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Information Sheet RLUS I

REVIEWING AND AMENDING THE REGIONAL LAND USE STRATEGIES

Purpose

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

Background

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

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

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

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

¹ Minister for Planning, the Hon Bryan Green MP.

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

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

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

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

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

Legislative context

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

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

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

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

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

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

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

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

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

Reviewing and amending the regional land use strategies

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

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

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

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

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

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

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

Information requirements to support an amendment request

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

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

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

Minimum information requirements to support an amendment request

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

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

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

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

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

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

The following additional supporting information should also be included.

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

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

The following matters should be considered.

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

Process for considering an amendment request

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

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

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

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

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

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

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

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

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

Where can I get more information?

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

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

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

January 2019

ATTACHMENT 1: Addendum to *Triabunna/Orford Structure Plan 2014*

1 February 2021

PREFACE

This Addendum includes and is informed by the SGS ECONOMICS, *Orford Residential Capacity and Demand Analysis*, January 2021 (the **SGS Analysis**).

To the extent of any discrepancy between this Addendum and the *Triabunna/Orford Structure Plan 2014* (the **Structure Plan**), this Addendum will prevail.

REVISED GROWTH STRATEGY FOR ORFORD

Dwelling demand forecasts for Orford in the Structure Plan are at best 7 years old, and at worst 10 years old.

The SGS Analysis has determined that dwelling demand has been higher than forecast in the Structure Plan, and that there is possibly an insufficient supply of land in Orford over the next 15 years to meet demand for residential dwellings (depending on the capacity scenario). Additional residential land within the Orford suburb boundary would need to be released to meet the Structure Plan's objective of a 15-year supply at a conservative growth rate of 2% per annum.

The Structure Plan identifies land in the Solis Estate development as providing future residential land supply. The Solis Estate concept is an integrated lifestyle and tourism development centred around a future 18-hole golf course, commercial activity centre and other recreational facilities. Its land use planning status is as a Specific Area Plan overlaid on the Rural Resource zoning of the affected land. It is not an urban residential development in the traditional sense. The Solis Estate has not been effectively implemented to any significant degree since its inception in 2003, and is constrained by lack of service infrastructure. If regarded as part of the available residential land bank, Solis skews the apparent supply of residential land in the area covered by the Structure Plan, suggesting that a far greater supply of undeveloped residential land is available than in reality. However, Solis cannot be relied upon to provide the necessary capacity for growth either now or in the foreseeable future.

This skewed apparent supply has prevented rezoning and development of more centrally located and better serviced land in Orford such as that between Rheban Road and East Shelly Road (the **Rheban Road land**). This land, in particular represents a superior strategic option for residential development in comparison to Solis in particular, but also residentially zoned land in North Orford (centred around Holkham Court) which is constrained by stormwater drainage and inundation issues with little scope for resolution.

Under the 2014 projections in the Structure Plan there is insufficient land available to meet the projected demand within the suburb boundary, according to the low-capacity scenario. Without further rezoning/land release there is enough supply to last 11 to 15 years; with the rezoning of the Rheban Road land, this rises to 16-20 years.

Demand for housing in Orford is strong and is driven by both residential demand and tourism/holiday demand. Between the 2006 and 2016 censuses, the number of dwellings increased by 2.4 % per annum. If this trend were to continue from 2020, available supply would fall short even earlier.

To 2035 it is estimated that there will be demand for another 298 dwellings in the Orford area from 2020, at a conservative 2 % growth rate per annum. This level of demand is higher than foreshadowed in both the *Southern Tasmania Regional Land Use Strategy 2010-2035 (STRLUS)* and the Structure Plan.

COMPARISON WITH STRLUS GROWTH STRATEGIES

STRLUS indicates a 'Low Growth Strategy' for Orford from 2010 to 2035 (25 years). This is defined to mean <10% over the entire period.

Alternative Growth Strategies are Medium Growth (10-20%) and High Growth (20-30%). Assuming 1 dwelling per lot, starting from a generally accepted base of 716 dwellings in 2010, the alternative growth scenarios are:

Low Growth (<10%) = 71 new dwellings = 787 dwellings in 2035

Medium Growth (10-20%) = max. 142 dwellings = 858 dwellings in 2035

High Growth (20-30%) = max. 214 dwellings = 930 dwellings in 2035

It is clear that the conservative 2% growth rate per annum projected by the SGS Analysis from 2020 onwards, resulting in another 298 dwellings can only be met by a 'High Growth Strategy'.



ORFORD RESIDENTIAL CAPACITY AND DEMAND ANALYSIS

FINAL
(UPDATED)
JANUARY 2021

Prepared for
Tempo Group

Page 73 of 174

Independent
insight.



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EXECUTIVE SUMMARY

SGS Economics and Planning was engaged to undertake a residential land demand and supply study for Orford, in response to the proposed planning scheme amendment and subdivision of 14.9 ha of land for a 92 lot residential development along Rheban Road.

The subject land is currently zoned Rural Resource and is proposed to be rezoned to General Residential. In light of that, it is important to consider the relative demand for additional residential land in Orford.

The town of Orford has been experiencing comparatively high demand for dwellings over recent years due to the popularity of the town for retirement, tourism and as a shack community. SGS Economics and Planning, in this report, analysed the demand for dwellings (whether for permanent residents or as holiday homes) in Orford and the residential land capacity in the town to meet this demand. The analysis was performed to understand the need for additional residential land in Orford and as to whether the planning scheme amendment and sub-division is required to meet forecast demand.

A range of factors are considered including government policy, affordability and household composition to draw conclusions on the suitability of the land release in Orford.

The report contains four chapters:

1. Documentation and results of housing demand modelling for Orford
2. Estimation of capacity for new housing in the Orford suburb boundary and assessment as to whether the subdivision is required to meet forecast demand
3. The strategic case for releasing more residential land in Orford
4. Findings and conclusion.

The capacity analysis indicates that currently there is the capacity to provide another 228 to 303 new dwellings in the Orford suburb boundary to 2035 depending on dwelling density and realisation rates. With the proposed sub-division along Rheban Road, 91 lots will be added to this capacity, taking total capacity to 320-395.

Demand for housing in Orford is strong and is driven by both residential demand and tourism/holiday demand. To 2035 it is estimated that there will be demand for another 298 dwellings in the Orford area from 2020, at a two per cent growth rate. This level of demand is higher than foreshadowed in the STRLUS and Triabunna/Orford Structure Plan.

As it currently stands, there is insufficient land available to meet the projected demand within the suburb boundary, according to the low capacity scenario. Without the sub-division there is enough supply to last 11 to 15 years; with the proposal, this rises to 16-20 years.

Between the 2006 and 2016 censuses, the number of dwellings increased by 2.4 percent per annum, as a result of the combined demand for residential and tourism/holiday purposes. If this trend were to continue from 2020, available supply would fall short even earlier.

The Triabunna/Orford Structure Plan states that any residential rezonings undertaken should be timed so as to contribute to the provision of a 15-year supply of land to meet the projected demand. SGS has found that based on recent trends that additional residential land within the Orford suburb boundary needs to be released to meet the Plan's objective of a 15-year supply and the sub-division should be supported.

The proposal is also supported by strategic planning objectives. This includes the intent to consolidate growth into existing towns (urban consolidation) and prevent the continued spread of dwelling growth along the coast and on to productive agricultural land

(fragmentation of productive land). It also encourages growth of the permanent population to improve the economic sustainability and vibrancy of Orford.

We observe that residential demand since 2011 has outstripped the assumed growth as described in STRLUS. SGS Economics and Planning recommends that the STRLUS is updated to reflect higher observed growth and related projections, in Orford and other parts of southern Tasmania. Population growth, the growing desirability of regional Tasmania as a place of residence, the success of the Tasmanian tourism industry and the advent of short-term rental accommodation are more prominent factors in driving demand than recognised in STRLUS.

1. INTRODUCTION

SGS Economics and Planning, in this report, analyse the demand for housing in the Orford area in comparison to the supply of suitable land to understand the need for additional capacity. A range of other factors are considered including government policy, affordability, and the growth of the tourism industry to draw conclusions on the suitability of the land release for 92 residential lots in Orford.

This report contains four chapters:

1. Documentation and results of housing demand modelling for Orford
2. Estimation of capacity for new housing in the Orford urban boundary and assessment as to whether the subdivision is required to meet forecast demand
3. The strategic case for releasing more residential land
4. Findings and conclusion

Housing demand

SGS has created an Excel-based housing demand model for Orford. The model includes the following aspects:

- Population forecasts by age
- Household formation preference
- Housing type preferences

Results include housing demand by type including separate, semi-detached and apartment types.

Housing capacity

PDA has estimated the capacity for new residential development in Orford. Land parcels suitable for additional dwellings have categorised based on its likely timeframe to development and available to the market.

Forecast demand is then compared to housing capacity by timeframe to understand housing market alignment and identify potential gaps/oversupply over time.

Strategic alignment

SGS reviewed strategic planning documents, including the Southern Tasmania Regional Land Use Strategy (STRLUS), and the Triabunna/Orford Structure Plan. Further, SGS has used data from our award-winning Rental Affordability Index to comment on housing affordability.

These and other documents are used to gauge whether the expedited release of land for housing in Orford is supported by policy and trends.

Findings and recommendation

Conclusions and recommendations are drawn concerning the need for the planning amendment and development of a sub-division at Rheban Road, Orford.

2. HOUSING DEMAND

2.1 Introduction and purpose

An assessment of population and demographic trends has been undertaken to develop an understanding of the underlying forces. These forces are driving growth and demand for dwellings in the Glamorgan–Spring Bay LGA and Orford. Beyond population and dwelling forecasts, this section also considers typology and housing choice and housing demand from tourism.

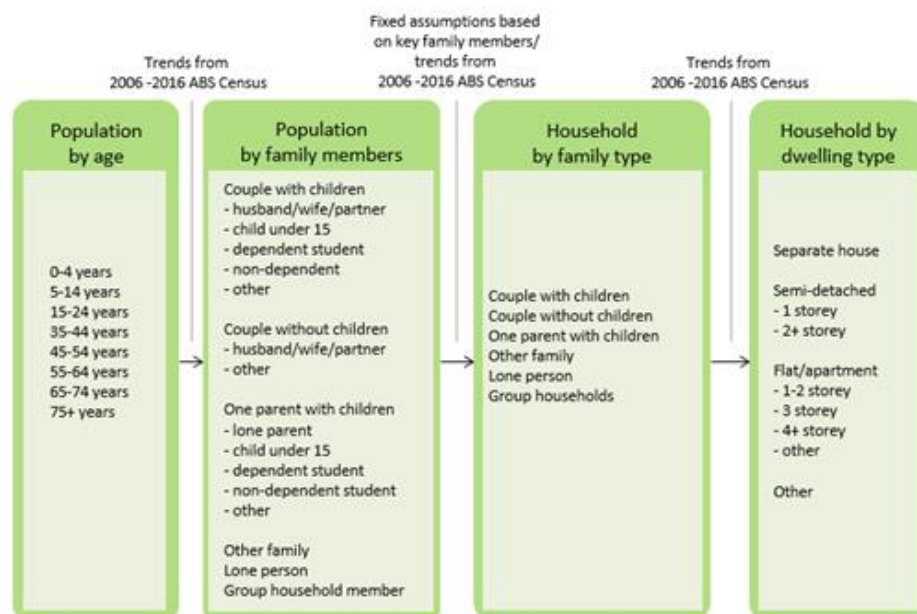
The purpose of the analysis is to forecast housing demand in Orford to the year 2035.

2.2 Approach

The analysis in this section draws upon a range of datasets, mostly from ABS, including population growth, age, family and household type. These core demographic components combine to help understand the drivers for housing demand in Orford presently and into the future.

SGS has applied its in-house and tested *Housing Demand Model* to forecast total demand and demand by dwelling type. The datasets are inputs into the modelling process to help determine the change in the number of households requiring housing in Orford. An illustration of the model below shows the outputs as being housing demand by ‘separate house’, ‘semi-detached’ (referring to attached dwellings, terraces and townhouses), ‘flat/apartment’ and ‘other’ (referring to shacks, caravans and sheds).

FIGURE 1: SGS HOUSING DEMAND MODEL METHOD



Source: SGS Economics and Planning

The model's base scenario is run off historically observed household and dwelling compositions in the LGA. The base scenario generates a 'business as usual' forecast of the

future if there are no major shifts in population/demographic trends or supply/capacity constraints.

The model is initially run at the LGA level as this is the level that population forecasts by age group from the Tasmanian Government are available. Using the outputs for the Glamorgan–Spring Bay LGA, the housing demand for Orford is then calculated with overall growth trends adjusted to reflect the on-the-ground experience local to Orford. The study area is defined in the modelling as the 2011 ABS UCL boundary, which is also the same as ABS suburb boundary in 2011.

The Urban Centres and Localities (UCLs) ABS geography represents areas of concentrated urban development. UCLs are defined using aggregations of SA1s. The size of the UCL of Orford actually increased between 2011 and 2016. For consistency SGS was sure to remove the SA1s added between 2011 and 2016 for a fair comparison (see appendix for discussion on the geography chosen).

2.3 Demand factors

Permanent population growth

Growth in the permanent population of Orford is the key input of the model. The Tasmanian Department of Treasury and Finance has prepared population projections for Tasmania’s Local Government Areas for 25 years (2017 to 2042)¹.

The Tasmanian Government’s projections have three series, based on different assumptions - high, medium and low. Treasury forecasts for Glamorgan-Spring Bay forecast a medium series annual average growth rate (AAGR) of 0.1% per annum to 2030. For the high series, the AAGR is 0.6% per annum.

Table 1 below shows population forecasts for Orford based on the population at the 2016 census and the population growth rates for the Glamorgan–Spring Bay LGA from the Treasury projections. Using the high series growth rate of 0.6% per annum, the resident population of Orford can be expected to only grow by around 60 people over the twenty years to 2036, assuming an even distribution of growth across the LGA.

TABLE 1: POPULATION GROWTH FORECAST FOR LGA AND ORFORD (TREASURY HIGH SERIES)

Series	2016	2021	2026	2031	2036
Glamorgan/Spring Bay	4,399	4,619	4,760	4,847	4,866
Orford ²	610	614	632	652	671

Source: Tasmanian Government 2019, Census data

In the 2014 population projections by Treasury, the forecast population growth rates for Glamorgan-Spring Bay were even lower. The Treasury projected a 0.2 per cent growth rate under the high scenario and population decline in the medium series.

The Triabunna-Orford Structure Plan uses the State Demographic Change Advisory Council population projections from 2008 (medium growth scenario) to forecast the population of Orford. The population projection for Orford in the Plan (page 19) shows an increase in population from 518 in 2011 to 600 in 2030. This growth of 82 residents over 19 years corresponds to an average annual growth rate of 0.8 per cent per annum.

Figure 2 compares the recent experience in Orford to these government scenarios.

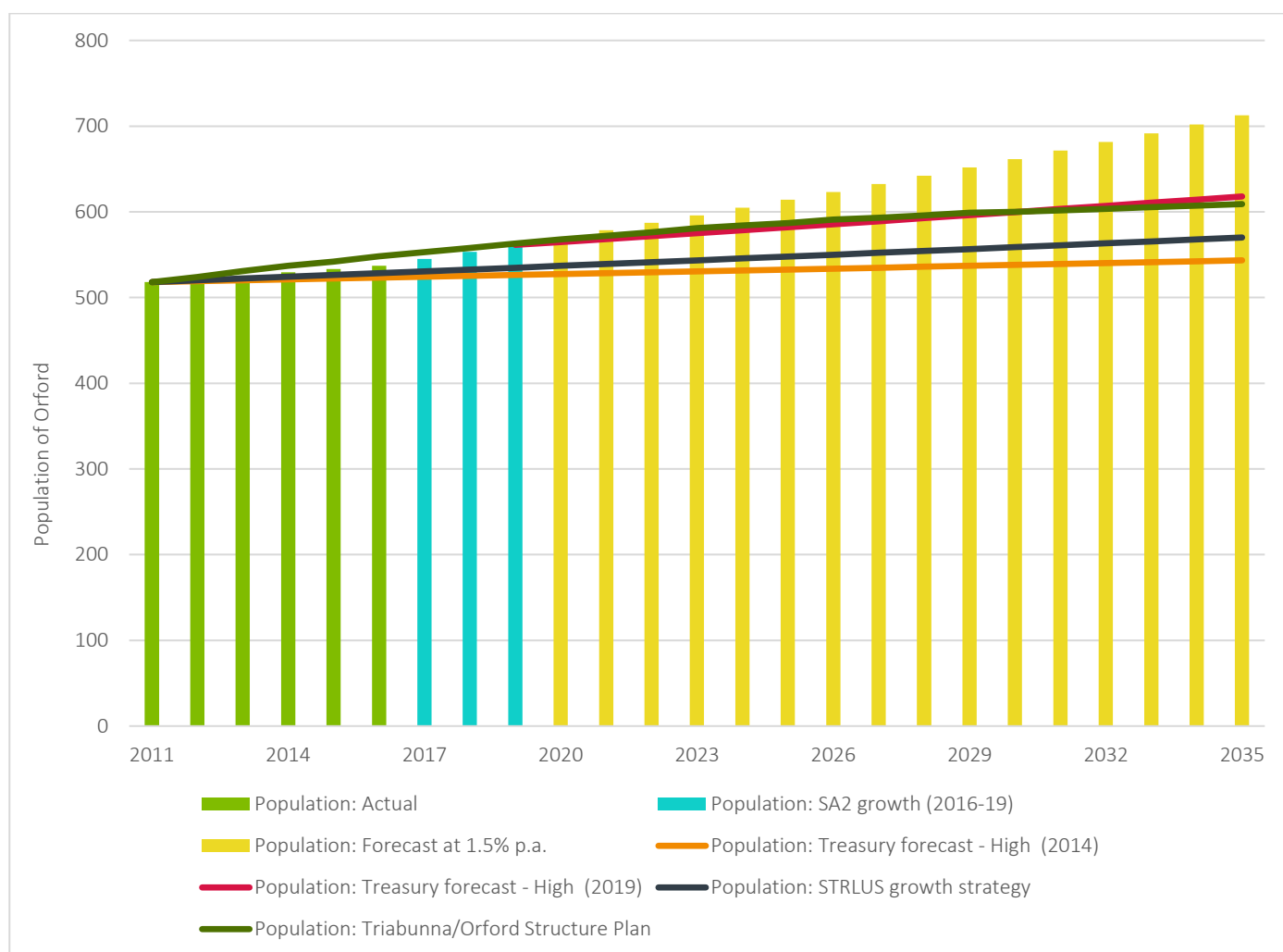
¹ <https://www.treasury.tas.gov.au/economy/economic-data/2019-population-projections-for-tasmania-and-its-local-government-areas>

² 2011 ABS suburb/UCL boundary of Orford

The green bars in Figure 2 represent the actual recorded population of Orford³ derived from place of usual residence data from the 2011 and 2016 census. The real resident population growth in Orford between 2011 and 2016 was 0.7 per cent per annum (AAGR). Since then, the blue bars represent the estimated resident population of Orford for 2017, 2018 and 2019 if the town grew at the same rate as the broader area⁴ of Spring Beach to Bicheno. The Spring Beach to Bicheno area (all in Glamorgan-Spring Bay LGA) grew by 1.5 per cent per annum over these three years⁵. The yellow bars forecast Orford's population forward using these historical growth rates. A growth rate of 1.5 per cent per annum has been used, which is the same as the recent experience in the region.

Overlaying the population projections from Treasury and the Structure Plan over the actual population of Orford, and the forecast, shows that growth in Orford has been trending above the high growth scenario from the 2014 Treasury forecasts for the Glamorgan–Spring Bay municipality and the forecasts used in the Structure Plan (2014). Based on historical growth rates, it is likely that future growth in Orford will also trend above the high scenario from the most recent Treasury forecasts for the LGA (2019).

FIGURE 2: ESTIMATED RESIDENT POPULATION IN ORFORD – ACTUAL AND FORECAST



Source: SGS Economics and Planning, ABS (2020) estimated residential population, ABS Census 2011 and 2016, Tasmanian Government (2019) population projections, Tasmanian Government (2014) population projections, STRLUS (2010), and the Triabunna/Orford Structure Plan (Urbis, 2014).

³ Defined by the 2011 ABS suburb/UCL boundary of Orford

⁴ Defined as the ABS SA2 of Spring Beach to Bicheno. This is the smallest geography that more recent population data is available.

⁵ ABS (2020) Estimated Resident Population for Australian SA2s

Given growth rates experienced since 2011, it can be surmised that Orford is growing in popularity as a place of permanent residence, not just as a shack and holiday home community. A downside of the Treasury projections is that they do not consider internal migration patterns within Tasmania between LGAs. Nor do they capture population changes at a fine grain, such as in individual towns like Orford.

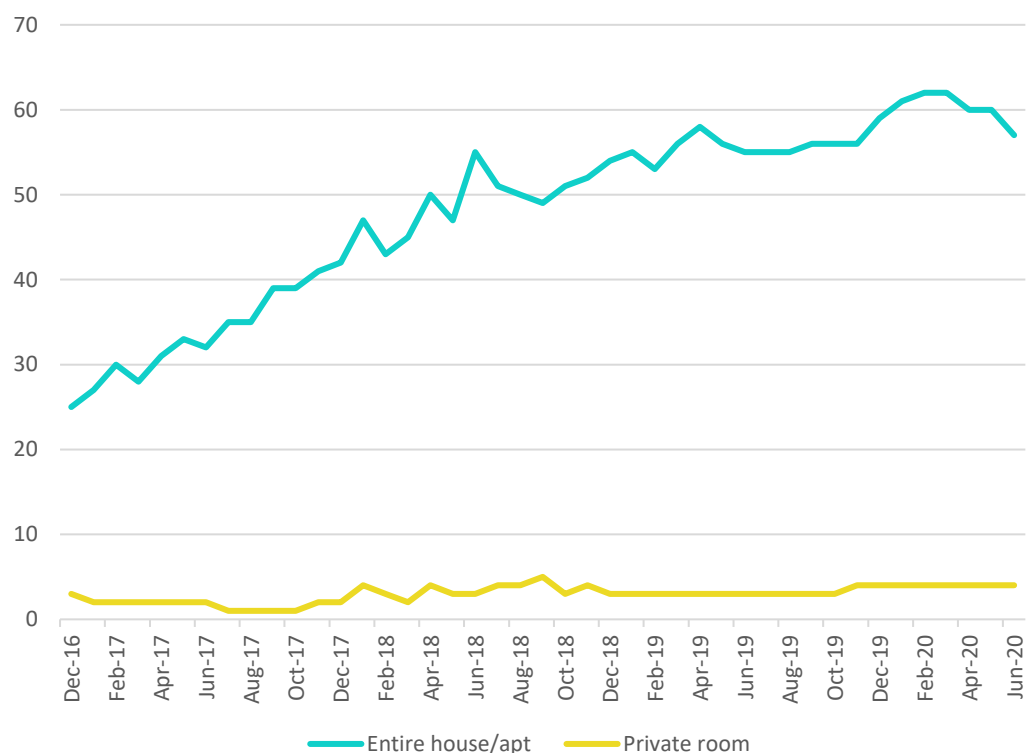
Tourism and holiday letting

Another factor to consider in Orford is the impact of tourism and holiday letting.

Many houses in Orford are used for holiday shacks/homes or holiday letting (Airbnb, Stayz etc.). According to the ABS Census of 2016, 68 per cent of dwellings in Orford were unoccupied on census night, indicating that these dwellings are used primarily as holiday homes. Orford has a much higher rate of vacant dwellings than Tasmania, where 14 per cent of dwellings are unoccupied.

Data from InsideAirBnB⁶ reveals that the number of short-stay rentals in Orford has increased dramatically over recent years, from around 25 entire houses in December 2016 to 57 in June 2020. This represents an increase of 218 per cent in less than four years.

FIGURE 3: NUMBER OF AIRBNB RENTALS IN ORFORD



Source: InsideAirbnb (2020)

The increase in holiday lets is likely from the conversion of existing shacks and dwellings to holiday rentals due to the new technology, as opposed to the construction of new dwellings. Nonetheless, the ability to generate revenue from tourists will make the construction of new shacks more appealing to prospective builders.

Holiday letting apps like AirBnB were not in use when the STRLUS and Structure Plan were drafted. The Structure Plan and STRLUS, though, do both identify tourism and holiday homes as having a large impact on the population size of Orford. The Structure Plan states that

⁶ <http://insideairbnb.com/>

Orford experiences significant population increases in summer months, while the STRLUS identifies Orford as a settlement which is subject to seasonal fluctuations in population.

The decision by the Tasmanian Planning Commission on the proposed rezoning and subdivision stated that dwellings can be used interchangeably as visitor accommodation or residential use, in certain circumstances, meaning that dwelling demand can result from both permanent population growth and seasonal population or visitors (paragraph 31, page 7).

For that reason, in the demand model, SGS has included demand for housing from both resident population and seasonal population/visitors.

2.4 Dwelling growth

A key output of the model is the number of dwellings that will be demanded in Orford to 2035.

The Southern Tasmanian Regional Land Use Strategy designates Orford as a township, primarily for shack/holiday homes and having a low growth rate. Up to a 10 per cent increase in dwellings is allowed over 25 years from 2010 to 2035. This number of dwellings equates to an annual average growth rate of 0.4% per annum.

The Structure Plan contends that Orford provides residential options that are popular with retirees, holidaymakers, and commuters to Hobart.

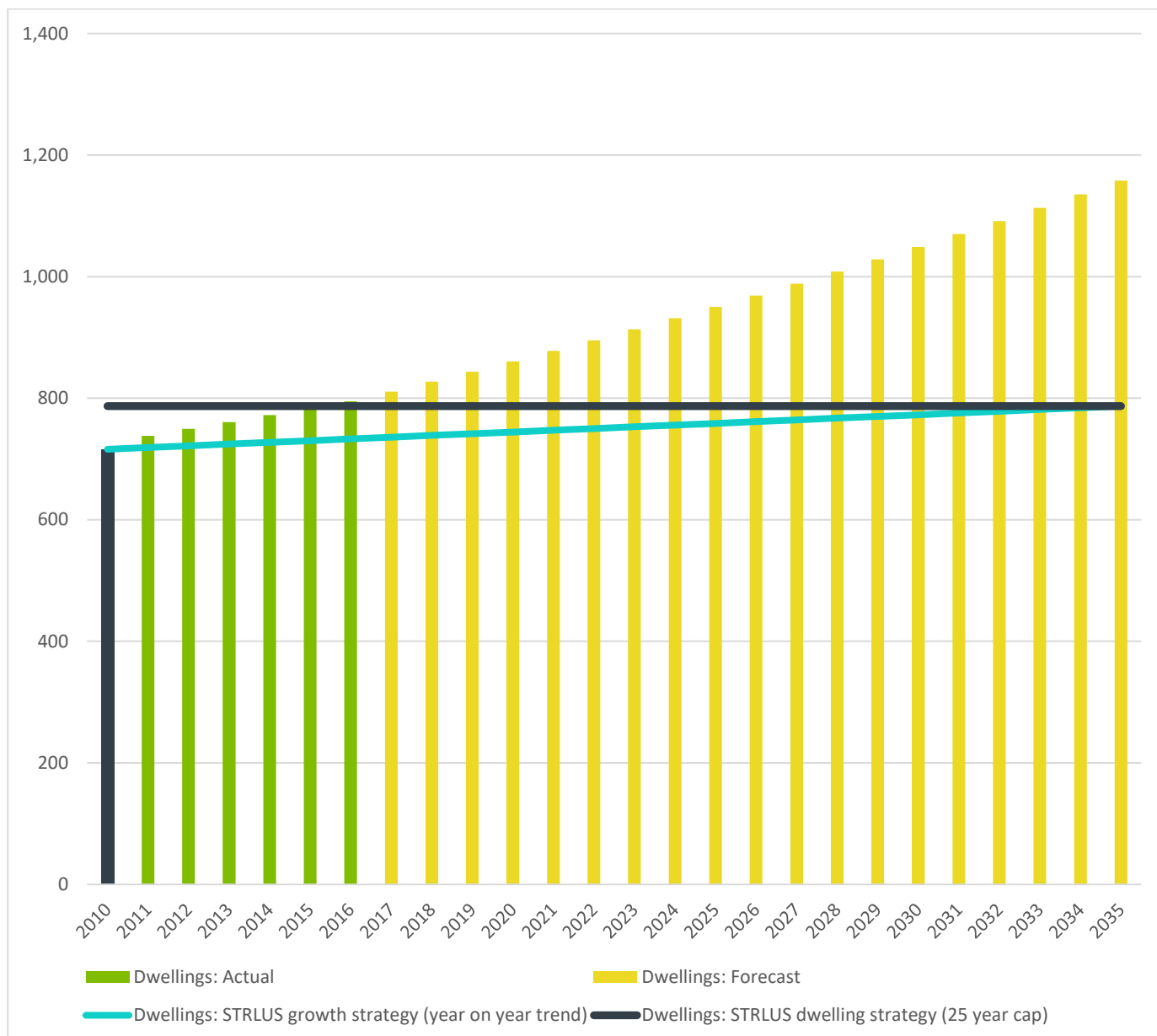
Figure 4 below shows the actual and forecast demand for dwellings in Orford⁷. In the figure:

- The first pink bar shows the number of dwellings (716) in Orford at the time the STRLUS was adopted, as outlined in the Planning Commission's decision on the Rheban Road subdivision from 24 July 2019 (paragraph 28, page 7).
- The green bars show the number of dwellings in Orford as derived from the ABS census, using the 2011 Orford suburb/UCL boundary. According to census data, the number of dwellings in Orford grew from 625 to 795 in the ten years years between 2006 and 2016, at an average annual growth rate of 2.4 per cent. Between 2011 and 2016 only, the growth rate was lower at 1.6 per cent per annum.
- The yellow bars represent a forecast of the number of dwellings based on these recent historical trends, but also changing economic and societal trends since the last census in 2016. A growth rate of 2 per cent is forecast, which includes an increase in dwellings for permanent residents as well as for tourism and holiday rentals. For further explanation on why a forecast growth rate of 2 per cent was used refer to the appendix.
- The black horizontal line across the chart shows the STRLUS dwelling growth strategy, which was for a 10% increase over 25 years. The blue line shows the year on year growth trend to stay under this cap (0.4% per annum).

The chart shows that the growth scenario used in the STRLUS for Orford is unsuitable. The number of dwellings to be allowed in Orford over 25 years was reached within 3-4 years, with growth continuing.

⁷ Defined by the 2011 ABS suburb/UCL boundary of Orford

FIGURE 4: NUMBER OF DWELLINGS IN ORFORD - ACTUAL AND FORECAST



Source: SGS Economics and Planning, ABS Census 2011 and 2016, STRLUS (2010)

Since the release of the STRLUS, a host of factors have contributed to making Tasmania and Orford more desirable places to live, including:

- The rise of Tasmania as a destination for tourism and interstate migration, sometimes dubbed to MONA effect
- The affordability of Tasmania's real estate compared to the mainland, but then, in turn, the affordability of Orford versus Hobart
- The aging of the population and increasing demand for a 'sea change'
- Shifting preferences for working from home for work-life balance and lifestyle enabled technology advancements and sped up by COVID-19. These change preferences are increasing demand for housing in regional settlements with high amenity but within 90 minutes of major cities like Hobart.

For that reason, SGS makes an assessment on the merits of the proposed sub-division based purely on supply and demand driven by recent trends. Not the growth strategy outlined in STRLUS, which is out of date, or the Treasury forecasts, which are inaccurate at a local level.

Final housing demand model results

Table 2 summarises the results of the housing demand modelling completed by SGS. The results are derived from the *Housing Demand Model*. The model uses ABS Census data patterns in demographics, and housing types from 2001 to 2016.

The model reflects a dwelling demand growth rate of 2.0 per cent per annum which includes permanent population growth and growth in holiday homes and holiday rentals. The results are displayed considering dwelling preferences. The results indicate that while the highest growth rate between 2020 and 2035 is likely to be for semi-detached dwellings (10.2 per cent per annum), the dwelling mix in Orford will still be dominated by detached (separate house) dwellings. Demand for detached dwellings is expected to grow 1.9 per cent per year between 2020 and 2035.

The preference for separated houses in Orford will drive demand for 263 residential lots to 2035. The projected demand for semi-detached, flat/units, and other dwellings types adds to demand by another 30 dwellings to 2035. The other category includes caravans and sheds, which are often built on lots of land and used for holidays and camping, and usually converted to permanent dwellings over time.

TABLE 2: DWELLING DEMAND FORECAST 2020 TO 2035 (SGS HOUSING DEMAND MODEL OUTPUT)

Dwelling type	2016 (actual)	2020	2025	2030	2035	2020- 2035 demand	AAGR 2020- 2035
Separate house	744	805	883	952	1,068	263	1.9%
Semi Detached	8	9	20	29	39	30	10.2%
Flat, unit or apartment	5	5	5	6	6	1	1.4%
Other	38	41	42	42	45	3	0.5%
Total	795	861	950	1,028	1,158	298	2.00%

Source: SGS Housing Demand Model (2020)

If its assumed that the popularity of Orford for permanent residents in comparison to holiday homes remains constant over time (i.e. 68 per cent of dwellings are used for holiday homes and holiday rentals) then demand for permanent dwellings increases by 95 to 2035 and by 202 for holiday homes and rentals (Table 3).

TABLE 3: DWELLING DEMAND FORECAST 2020 TO 2035 – DWELLING USE

Dwelling use	2016	2020	2025	2030	2035	2020 - 2035 demand	AAGR 2020 - 2035
Permanent resident dwellings	254	275	304	329	371	95	2.0%
Holiday homes and holiday rentals	541	585	646	699	788	202	2.0%

No matter the use, in total, 298 new dwellings are forecast to be demanded to the year 2035 in Orford from 2020. These demand forecasts are compared to available capacity (next) to determine whether there is an adequate supply of residential land in Orford to meet this forecast demand.

3. HOUSING SUPPLY AND FUTURE CAPACITY

3.1 Introduction and purpose

This chapter identifies available vacant residential land in Orford ready for development in the immediate, medium and longer-term. PDA Surveyors was commissioned to undertake an assessment of the available vacant residential supply in Orford. They assessed the availability of the supply for development in the short, medium and long term. PDA undertook a desktop analysis and site visits to understand the extent of land available for residential dwelling development.

The purpose of the analysis is to reveal the capacity for new housing in the suburb/UCL boundary of Orford to 2035 and compare to housing demand to ascertain whether new parcels of land should be released. It is vital to ensure land supply is consistent and sufficient, properly located and readily developable to meet population demand as forecast.

3.2 Housing capacity

According to the 2016 census there were 851 dwellings in Orford. As explored in the demand chapter, demand for new dwellings in Orford has been strong. The Council has identified in the Structure Plan that a fifteen-year supply of residential land is required for Orford.

Housing development capacity in Orford urban area

Vacant land supply

The total number of potential vacant residential land, the theoretical supply, consists of residential zoned land that is vacant. This includes the consideration of subdivision potential based on lot sizes.

The practical, or realistic supply, takes additional factors into consideration: the availability of supply over time, and the propensity of property owners to subdivide land or not. Some property owners prefer to have a large garden and may choose to not subdivide.

In determining the supply of residential land for development, it is important to assess the availability of supply over time. For instance, un-serviced large lots that have not yet been subdivided, are unlikely to become available for development in the short term⁸.

To understand the housing capacity of Orford, PDA Surveyors completed an assessment of the feasibility of vacant and potential land being converted into new lots. The evaluation was done using a desktop review, existing expertise and site visits. The site visits were undertaken in July 2020.

PDA reviewed 227 parcels of land in the Orford ABS suburb boundary which are zoned for residential purposes (excluding the parcels which are the focus of this study).

PDA listed all vacant lots, greenfield options and infill options within the suburb area of Orford. Each parcel was assessed for the number of lots that may be created, and how feasible the creation of the lots is based on a range of factors including infrastructure provisioning, planning restrictions and lot layout.

⁸ Rezoning and infrastructure provision require time and resources

Parcels of land were sorted into different categories:

- Vacant lots (immediate supply)
- Land that is serviced and easy to sub-divide and/or develop (short term supply)
- Land that is serviced but with constraints and possible higher development costs (medium-term supply)⁹
- Land that is difficult to develop (long term supply)¹⁰

There are two other categories. Lots that are already under development and lots with a shed or caravan on them. These categories are excluded from the vacant capacity estimates. Lots under development are no longer available to meet demand and lots with sheds or caravans are being used mainly as shacks (which is a residential use) and may be developed further in the future. The ABS count these as dwellings (as “other dwellings”).

The theoretical maximum number of lots by category are shown in Table 4. In total, the parcels of land in Orford could be developed into 436 lots for dwellings, with around 56 per cent being lots sub-divided from serviced and easy to develop land (available for development in the short term). Approximately 18 per cent are already subdivided vacant lots ready for development.

TABLE 4: NUMBER OF DEVELOPABLE LOTS IN ORFORD

Land parcel type	Total lots
Vacant lots	78
Serviced and easy to develop	242
Parcels with development constraints	87
Difficult to develop	29
Total	436

Theoretical dwelling capacity

Based on past experience, it is known that not all subdividable parcels will actually be subdivided and made available for development. PDA assessed the likely realisation rates in combination with development timing to estimate the likely capacity. The capacity was estimated in a range with high and low capacity scenarios.

PDA estimated that:

- The majority of vacant lots will slowly be developed for holiday home or permanent residential dwelling use over the next two decades. PDA estimates that many lots have been bought as a retirement plan, with the owner to move up to Orford at some time in the future. Given that these lots are vacant and ready for development, the realisation rate is 100 per cent for both scenarios as the lots have been realised, they just remain vacant.
- The parcels that are easy to sub-divide into two or three lots (serviced and easy to develop) will have a high (75%) realisation rate in the next 15 years. Many owners of these parcels will see the benefit in reducing debt levels or realising cash potential in a highly sought-after holiday home area. These lots will be staggered due to the different circumstances of the owners and will not flood the market but will drip feed into it. For the lower capacity scenario, it is assumed the realisation rate will be 50 per cent reflecting more landowners may choose to maintain their large block size than estimated in the high scenario.

⁹ Development constraints identified by PDA that can be overcome in the medium term include coastal erosion overlays and the need for internal roads to open up the site for development.

¹⁰ Development constraints that are difficult to overcome include heritage listings and steep slopes.

- Lots with some development constraints have an assumed realisation rate of 50 per cent for the high scenario and 33 per cent for the low scenario in the next fifteen years.
- Lots that are difficult to develop are assumed to not be available for dwelling development over the next 15 years due to the constraints and supply of much easier to develop parcels.

After applying the above realisation rates to the overall number of lots by category gives the high and low capacity for new dwellings in Orford over the next 15 years (Table 5). It shows that in the low scenario, there is a capacity for 228 new dwellings.

With higher realisation rates, the capacity in Orford is for 303 new dwellings. These scenarios can be thought of as a range, with the likely capacity falling somewhere in between.

TABLE 5: DWELLING CAPACITY IN ORFORD (2020-2035)

Lot type	Low	High
Vacant lots	78	78
Serviced and easy to develop	121	182
Lots with development constraints	29	44
Difficult to develop	0	0
Total	228	303

Allocating the above capacity to five-year time blocks results in the dwelling capacities below in Table 6:

- In the short term (2021 to 2025) there is an immediate capacity for 78 new dwellings on the vacant lots.
- In the medium term (2026 to 2030), when easy to sub-divide parcels are developed, there is additional capacity for another 121-182 dwellings depending on the capacity scenario.
- In the longer-term (2031 to 2035), as lots with development constraints are made available, there is capacity for a further 29-44 dwellings.

TABLE 6: DWELLING CAPACITY IN 5-YEAR INTERVALS

	2021-2025	2026-2030	2031-2035	Total
New dwelling capacity (Low)	78	121	29	228
New dwelling capacity (Higher)	78	182	44	303

Comparison to housing demand

As revealed in chapter 2, the demand for dwellings in the Orford area has been high in recent years. High demand is forecast to continue (Table 2). Table 7 shows the dwelling demand in Orford compared the dwelling capacity over the five-year intervals. The results show that:

- In the high capacity scenario, capacity is sufficient in the medium term to meet new demand. However, in the short term, and particularly in the longer term there is undersupply in meeting the forecast demand. Overall, over the 15 years supply is tight, with supply being 5 lots above demand. This result though relies on high realisation rates, where most parcels (75 per cent) of easy to sub-divide land are actually developed in the next 15 years. With high capacity, it would take 15 years for the available lots to be fully developed.
- In the low capacity scenario, there is insufficient capacity in Orford to cater for demand. With low capacity, which sees many 50 per cent of lots that could be sub-divided being

actually developed in the next 15 years, supply is 70 lots lower than demand. With low capacity, the supply of land is 11 years, below the 15-year target of Council.

TABLE 7: DWELLING DEMAND IN 5-YEAR INTERVALS COMPARED TO DWELLING CAPACITY

	2021-2025	2026-2030	2031-2035	Total
New dwelling demand in Orford	90	78	130	298
New dwelling capacity (low)	78	121	29	228
New dwelling capacity (high)	78	182	44	303
Supply gap: Low capacity scenario	-12	43	-101	-70
Supply gap: Higher capacity scenario	-12	103	-86	5

If the low scenario eventuates, the lack of supply presents challenges to new residents looking to move to Orford. These new residents may choose to not move to Orford or may move outside of the suburb boundary further along the coast or into agricultural areas.

Even the high capacity scenario presents challenges. Without new land releases, supply will fall below the 15-year target in the near future.

Impact of land release at CT 149641/2, Rheban Road, Orford

If approved, the proposed rezoning and subdivision of 14.9 ha of land along Rheban Road will add 92 new lots to the dwelling capacity in Orford.

Assuming that these lots are released over the short and medium-term to 2030, housing capacity increases to 320 under the low scenario (Table 8), and 395 under the higher scenario.

TABLE 8: DWELLING CAPACITY IN 5-YEAR INTERVALS WITH ADDITIONAL LOTS

	2021-2025	2026-2030	2031-2035	Total
Dwelling capacity (Low)	124	167	29	320
Dwelling capacity (High)	124	228	44	395

Comparing these dwelling capacity scenarios with demand shows that the proposed subdivision reduces capacity constraints for housing in Orford (Table 9). In a low-capacity scenario with the subdivision, the supply of land increases to 16 years.

For the higher end of the range, the development of the new lots increases capacity over the demand to 113 lots over the next fifteen years, representing a supply of 20 years.

TABLE 9: DWELLING DEMAND IN 5-YEAR INTERVALS COMPARED TO DWELLING CAPACITY WITH SUB-DIVISION

	2021-2025	2026-2030	2031-2035	Total
New semi-detached dwelling demand in Orford	90	78	130	298
New dwelling capacity with sub-division (low)	124	167	29	320
New dwelling capacity with sub-division (high)	124	228	44	395
Supply gap: Low capacity scenario	34	89	-101	22
Supply gap: Higher capacity scenario	34	149	-86	97

Given that the Council has identified in the Structure Plan that a fifteen-year supply of residential land is required for Orford, the new subdivision is required to alleviate the risk of undersupply if capacity is at the lower end of the range.

The low number of permanent residents and the aging of the population in Orford also requires careful consideration. The early release of new residential lots can help attract permanent residents and families to Orford. The attraction of new permanent residents would improve the economic vitality of Orford, which is currently heavily impacted by seasonal fluctuations in population.

4. STRATEGIC ALIGNMENT

4.1 Introduction and purpose

This section reviews relevant planning documents and other factors to check their alignment with the release of additional residential land earlier in Orford.

4.2 Planning Policy

Southern Tasmania Regional Land Use Strategy (STRLUS)

This Regional Land Use Strategy is a broad policy document that will facilitate and manage change, growth, and development within Southern Tasmania, including Orford over the next 15 years (to 2035).

The STRLUS provides a regional vision of *“a vibrant, growing, liveable and attractive region, providing a sustainable lifestyle and development opportunities that build upon our unique natural and heritage assets and our advantages as Australia’s southern most region.”* (p.17)

The location, form, type and density of residential development is a significant land use planning issue addressed in the STRLUS. Residential patterns impact on:

- the extent of urban development
- the economic and environmental sustainability of our overall urban form
- travel behaviour and the demands upon the transport system
- the location and capacity of the physical infrastructure
- demand for social services and infrastructure
- impacts upon the natural environment and its values
- managing for, mitigating or adapting to natural hazards and risks
- the capacity to accommodate a growing and ageing population; and importantly
- the resilience of the community to climate change (p. 84).

In STRLUS, it is argued that contemporary imperatives of climate change, changing demographics, rising infrastructure costs and environmental management require a more sustainable approach to residential growth. Given these and the above factors, the Strategy promotes consolidation of existing settlements and minimisation of urban sprawl and lower density development (p. 85).

Another factor outlined in the STRLUS is that population growth in a particular location can be strongly influenced by the availability and cost of residential development opportunities (p.11). Population growth is important for Orford to counteract the seasonal fluctuations in population due to being a settlement predominantly for holiday homes at present. More permanent residents would make the town more economically sustainable.

The STRLUS also maps out a Settlement Network to define the future role and function of each of the region’s settlements. Each settlement has a growth management strategy and growth trajectory (high, moderate, low, very low). The growth scenarios are also categorised into mixed and consolidation. A mixed growth scenario indicates that residential growth should come from a mix of both greenfield and infill and the consolidation scenario indicates that growth should be predominantly from infill development (p. 86).

Orford is defined as a township. Townships are residential settlements with prominent town centres providing a number of facilities, some local employment opportunities and convenience shopping. Townships have a population of 500 to 1,500 excluding surrounding

rural living. The growth trajectory for Orford is identified as low (up to 10 per cent increase in the number of potential dwellings over 25 years) via a consolidation scenario.

A 10 per cent increase over 25 years (the length of the strategy) corresponds to an annual average growth rate of 0.4 per cent per annum for Orford. The number of dwellings at the start date was 716. Therefore, the regional strategy provides for a maximum of 71 new dwellings from 2010 to 2035. As explored in the Housing Demand chapter, this is well below the recent and current experience in Orford. This means that more growth will be needed to be accommodated in Orford than outlined in the STRLUS.

The STRLUS does state that for all settlements categorised as ‘township’ or lesser (like Orford), the growth strategy indicated does not preclude growth possible under existing capacity (page 89). This means that growth can be, and is, being accommodated above the 10 per cent cap.

Even so, residential demand in Orford is well beyond what was anticipated in STRLUS and freeing up more land within the suburb boundary prevents growth spilling over into productive agricultural land, further along the coast and in natural living areas around Orford. This enables the town to retain its character in a natural landscape while improving the towns economic sustainability by adding more residents.

Triabunna/Orford Structure Plan

In order to ensure that the town’s future is planned for and managed in a coordinated manner, the Glamorgan Spring Bay Council and the Department of Economic Development, Tourism and the Arts engaged Urbis to prepare a Structure Plan for Triabunna and Orford. The Structure Plan provides a vision for future land use and development within Orford to 2030. The first version of the Structure Plan was released in 2011 and updated in 2014.

The Structure Plan is in broad alignment with the STRLUS.

The reduction in population during winter months as holiday homes are vacated is a weakness for Orford identified in the Structure Plan. The potential for lack of permanent residential population throughout the year, as holiday home accommodation increases identified as a threat.

The vision in the Strategy is that Triabunna and Orford will provide a sustainable lifestyle and destination choice that realises the potential of their natural assets and links to convict, maritime and forestry history (page 52). Orford’s future will focus on:

- Providing a beach lifestyle choice for residents and visitors; and
- Retaining its character as a place where the bush meets the sea.

Based on modelling in the Plan, the total number of new dwellings required for both place of usual residence and holiday houses in Orford by 2030 is 129 (from 2011). It is assumed that 39 will be places of residence while 90 will be new holiday homes (page 48). Taking into account the estimated potential supply of residential land (existing supply of up to and around 445 dwellings), the Plan stipulates that it would appear that current supply is more than sufficient to accommodate the projected dwelling take-up to 2030 in Orford.

The implications of this are the need for:

- The provision of land for permanent homes and holiday homes
- The provision of land for at least 199 and possibly up to and in excess of 289 additional dwellings.
- Ongoing monitoring of the demand for and supply of dwellings will be necessary to determine how much residential land should be made available (page 48).

The recommended option for Orford is for the promotion sustainable land use through infill development and unit developments around the town centre. Recommendations for Orford include setting an urban growth boundary to ensure the sustainable and efficient use of land;

and that Orford is maintained as a predominantly residential settlement with strict urban boundaries to limit the extent that the town spreads along the coast.

Any residential rezonings undertaken should be timed so as to contribute to the provision of a 15-year supply of land to meet the projected demand. The Plan states that given the vacant land analysis indicates there are currently many potential infill development opportunities, these rezonings may not need to occur for a number of years.

SGS's analysis though reveals that dwelling demand has been higher than forecast in the Structure Plan, and that there is possibly an insufficient supply of land in Orford over the next 15 years to meet demand for residential dwellings (depending on the capacity scenario). Additional residential land within the Orford suburb boundary would need to be released to meet the Plan's objective of a 15-year supply, supporting the need for the proposed subdivision.

Housing affordability and choice

High rents, relative to household incomes, has seen Greater Hobart become the least affordable metropolitan area in Australia for renting. Many homes have also been converted to short-term holiday rentals. Households are looking to the Glamorgan–Spring Bay for more affordable housing options. According to the rental affordability index¹¹, Orford has an acceptable level of affordability, but this will be impacted over time if there is a shortage of housing in comparison to demand as identified by SGS in the proceeding chapter. Rental affordability provides the best insight into the relation of residential demand and supply, as its affordability level is not distorted by property speculation and wealth creation considerations.

Already, rental affordability for the average income rental household has dropped markedly in Orford from being 'very affordable' in the second quarter of 2017, to 'acceptable' by the fourth quarter in 2019. For some household types, rents have already become unaffordable, where households pay more than thirty per cent of their income in rent. This leaves them with insufficient funds to pay for other primary needs such as heating, medical needs, education and transport.

A sufficient supply of land for residential housing places downward pressure on housing costs, further supporting the need for new land release.

4.3 Tasmanian Planning Commission's decision

The regional growth management strategy in section 19.5.2 sets out that a low growth strategy allows less than 10% increase in the number of potential dwellings. The percentage growth is calculated as the increase that can occur across a 25-year planning period from the number of dwellings existing at the declaration date

The Commission noted that the permit is for 91 residential lots. This is greater than the maximum number of new dwellings (assuming at least 1:1 lots to dwellings) allowed for in the regional strategy to 2035.

The Commission found that the draft amendments are not consistent with the low growth strategy applicable to Orford under the regional strategy.

SGS agrees that the draft amendments are not consistent with the low growth strategy applicable to Orford in the STRLUS but argues that the growth scenario for Orford does not actually capture the recent experience in the town.

In considering the application for the rezoning, the Commission was not convinced by submissions that there is not sufficient zoned land for a 15-year supply of land in Orford and therefore considers that the draft amendments are premature. SGS's analysis also found that

¹¹ <https://www.sgsep.com.au/projects/rental-affordability-index>

there is likely insufficient land for a 15-year supply if recent trends in dwelling growth continues

On the use of dwellings for holiday letting and shacks, the Commission noted that dwellings can be used interchangeably as visitor accommodation or residential use, in certain circumstances, meaning that it is irrelevant to consider that dwellings will be solely used for either permanent residences or shacks.

The Commission considers that nothing turns on the difference between permanent residences and holiday dwellings and notes that both are included in the supply and demand calculations in the structure plan.

SGS in the analysis has also treated holiday homes and permanent residencies as the same but notes that the success of the Tasmanian tourism industry and the advent of online platforms for short-term rental accommodation are bigger factors in driving demand up than recognised in the Structure Plan and STRLUS.

4.4 Conclusion

The proposed subdivision at CT 149641/2, Rheban Road, Orford is within the suburb boundary for Orford but zoned rural resource.

The Triabunna/Orford Structure Plan states that any residential rezonings undertaken should be timed so as to contribute to the provision of a 15-year supply of land to meet the projected demand. SGS has found that based on recent that additional residential land within the Orford suburb boundary needs to be released to meet the Plan's objective of a 15-year supply.

The STRLUS promotes consolidation of existing settlements and minimisation of urban sprawl. Though not infill, the development is within the suburb boundary for the town and the use of the land will consolidate the township over the surrounding regional area, including steering growth away from continued spread along the coast and onto productive agricultural land.

SGS concludes that the proposed subdivision does not meet the growth scenario outlined in STRLUS for Orford. However, we observe that residential demand since 2011 has outstripped the assumed growth as described in STRLUS. Population growth, the success of the Tasmanian tourism industry and the advent of online platforms for short-term rental accommodation are more prominent factors in driving demand than recognised in STRLUS.

The STRLUS also outlines that population growth (a positive influence for Orford for the economic sustainability of the town) can be strongly influenced by the availability and cost of residential development opportunities. This supports the release of additional land for residential uses in Orford.

5. FINDINGS AND RECOMMENDATION

The capacity analysis indicates that currently there is the capacity to provide another 228 to 303 new dwellings in the Orford suburb boundary to 2035 depending on dwelling density and realisation rates. With the proposed sub-division along Rheban Road, 91 lots will be added to this capacity, taking total capacity to 320-395.

Demand for housing in Orford is strong, and is driven by both residential demand and tourism/holiday demand. To 2035 it is estimated that there will be demand for another 298 dwellings in the Orford area from 2020, at a two per cent growth rate. This level of demand is much higher than foreshadowed in the STRLUS and Triabunna/Orford Structure Plan.

As it currently stands, there is insufficient land available to meet the projected demand within the suburb boundary, according to the low capacity scenario. Without the sub-division there is enough supply to last 11 to 15 years; with the proposal, this rises to 16-20 years.

Between the 2006 and 2016 censuses, the number of dwellings increased by 2.4 percent per annum, as a result of the combined demand for residential and tourism/holiday purposes. If this trend were to continue from 2020, available supply would fall short even earlier.

The Triabunna/Orford Structure Plan states that any residential rezonings undertaken should be timed so as to contribute to the provision of a 15-year supply of land to meet the projected demand. SGS has found that based on recent trends that additional residential land within the Orford suburb boundary needs to be released to meet the Plan's objective of a 15-year supply and the sub-division should be supported.

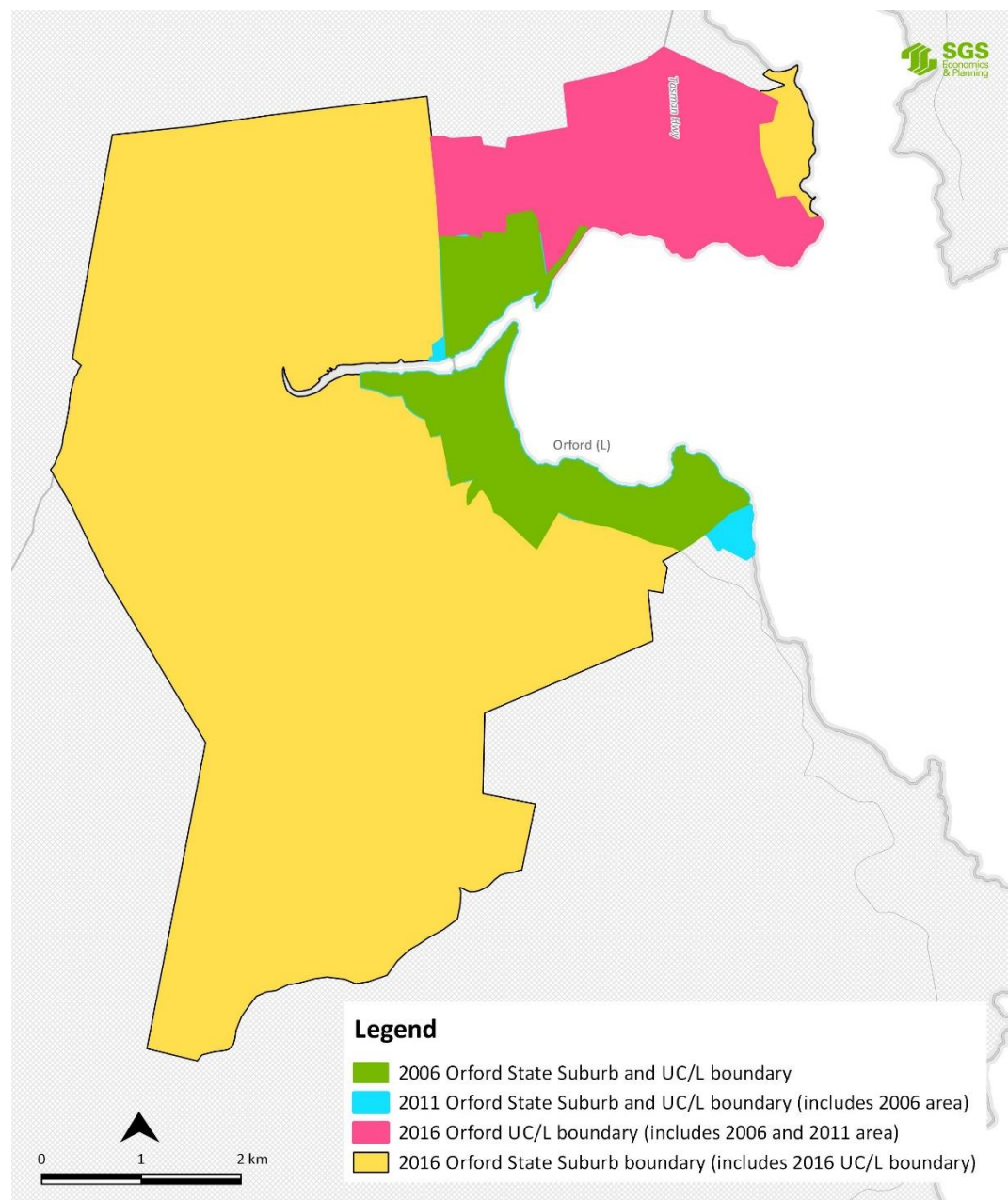
The proposal is also supported by strategic planning objectives. This includes the intent to consolidate growth into existing towns (urban consolidation) and prevent the continued spread of dwelling growth along the coast and on to productive agricultural land (fragmentation of productive land). It also encourages growth of the permanent population to improve the economic sustainability and vibrancy of Orford.

We observe that residential demand since 2011 has outstripped the assumed growth as described in STRLUS. SGS Economics and Planning recommends that the STRLUS is updated to reflect higher observed growth and related projections, in Orford and other parts of southern Tasmania. Population growth, the success of the Tasmanian tourism industry and the advent of short-term rental accommodation are more prominent factors in driving demand than recognised in STRLUS.

APPENDIX

Determining the historical growth rates of dwellings in Orford was more complex than typically experienced in completing a housing demand assessment. Typical geographical areas of measurement such as an ABS SA2 or LGA are too large to be useful. The ABS geographies for Orford's State Suburb and Urban Centres and Localities (UC/L) have varied between the census years, as shown in the figure below, making a straight time-series comparison difficult.

FIGURE 5: ABS BOUNDARIES FOR ORFORD 2006, 2011 AND 2016



In addition to ABS data, SGS also typically relies on Nearmap to understand how dwellings have developed over time. Unfortunately, Nearmap data is not available for Orford post 2005.

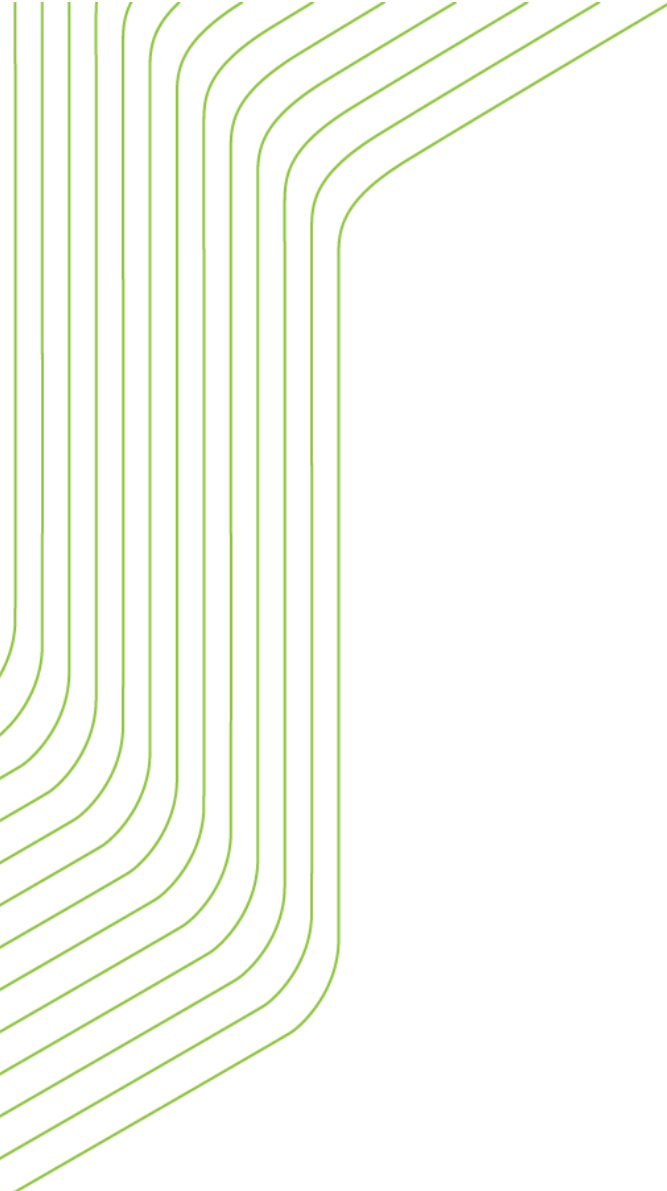
Similarly, SGS also tends to rely on ABS's Estimated Resident Population dataset, but this data is only about an SA2 level, which to large a geography for Orford.

Given the uncertainty, SGS used the 2011 UCL boundary to calculate historical dwelling growth. So, for the 2016 data properties were removed at the mesh block level to ensure a reasonably consistent geographic size for a time series comparison.

Between 2006 and 2016 in the 2011 UC/L boundary (the green plus blue area) the number of dwellings grew from 625 to 795, at an average annua growth rate of 2.4 per cent. Between 2011 and 2016 the growth rate was lower at 1.6 per cent per annum.

In the demand model a two per cent dwelling growth rate was used, the value is between these historical rates, but the use of a 2 per cent growth rate value also considers other factors. Relying simply on historical trends doesn't take account of changing economic and societal patterns. These other factors include growing demand for holiday houses and short-term tourist rentals, changing preferences towards regional living and remote working (a trend sped up by the pandemic) and the aging population and their preferences to retire in beautiful coastal locations like Orford. Housing affordability issues in Hobart may also see more residents call nearby and more affordable towns like Orford home over the coming years.

Given all these factors SGS believes that a 2 per cent growth rate in dwelling demand is a robust assumption. In some ways it can even be considered as a conservative assumption given that using a lower growth rate could see the growth of the Orford township curtailed or property prices pushed up impacting affordability if sufficient land is not made available.



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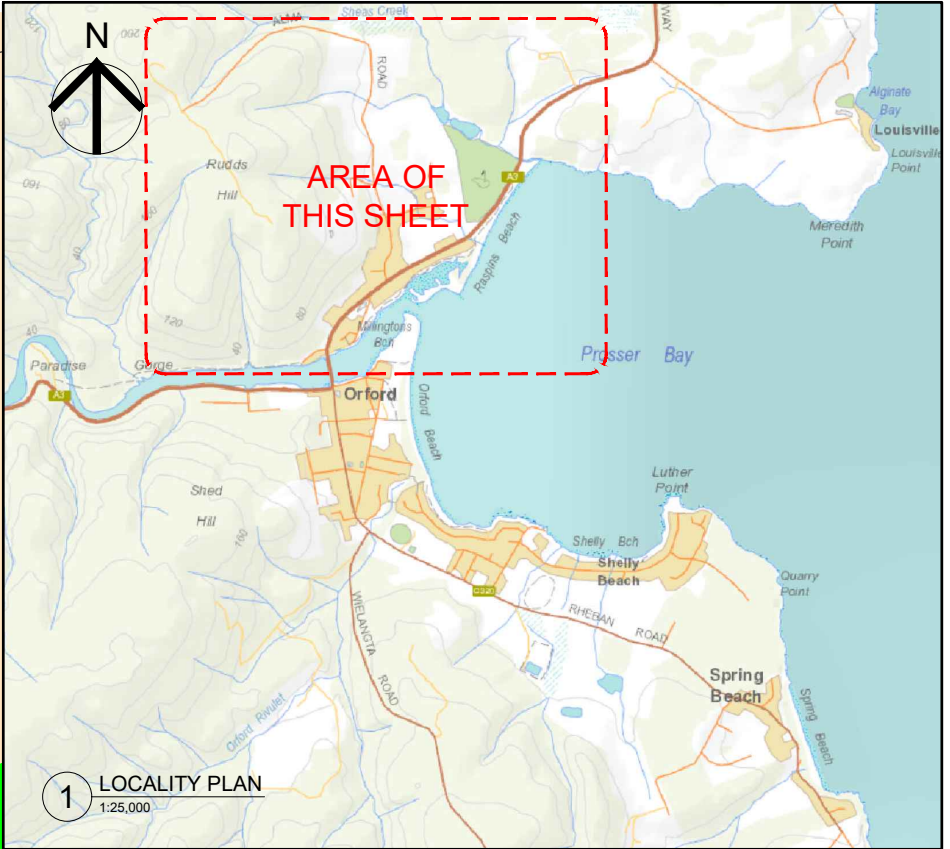
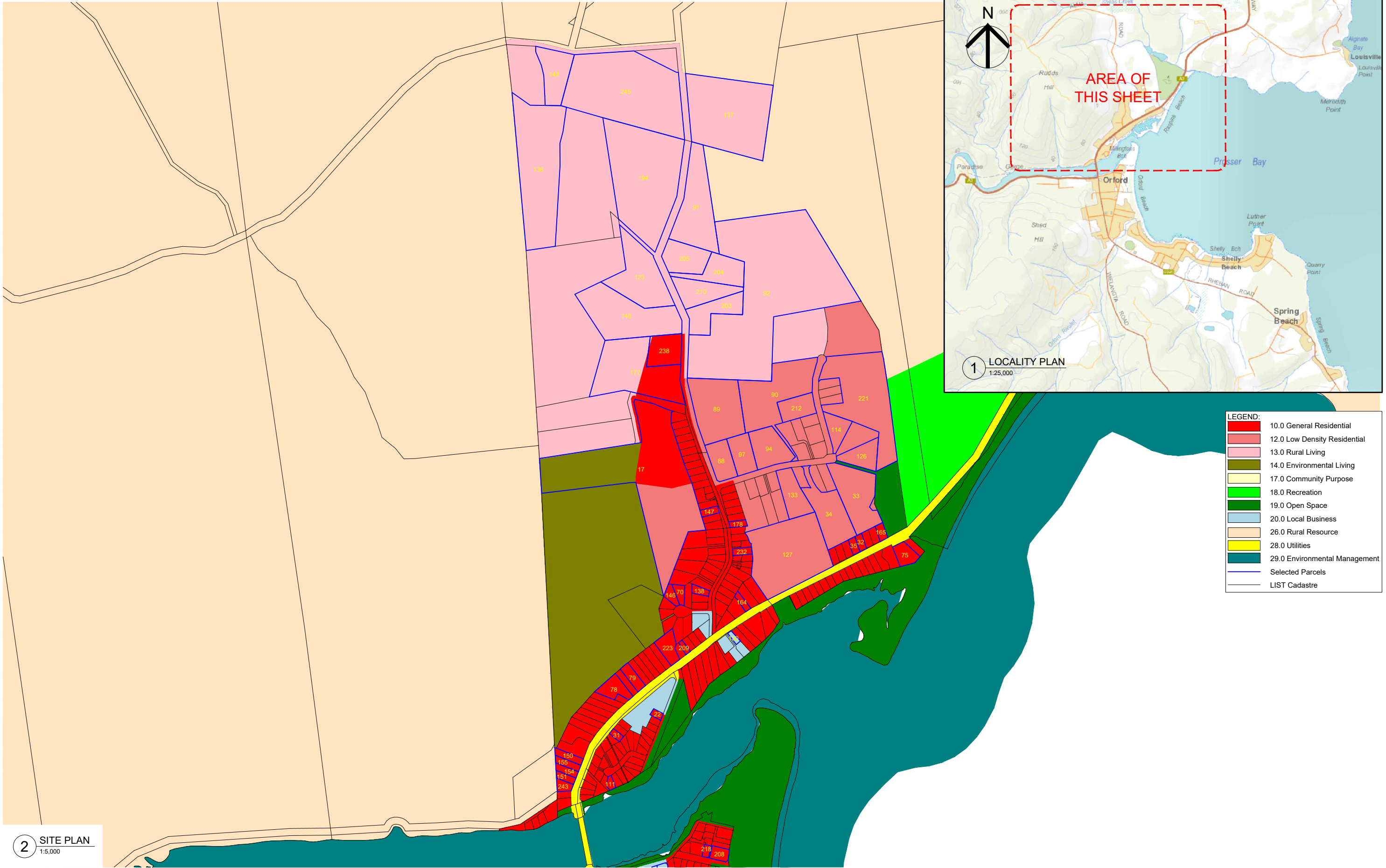
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- LEGEND:
- 10.0 General Residential
 - 12.0 Low Density Residential
 - 13.0 Rural Living
 - 14.0 Environmental Living
 - 17.0 Community Purpose
 - 18.0 Recreation
 - 19.0 Open Space
 - 20.0 Local Business
 - 26.0 Rural Resource
 - 28.0 Utilities
 - 29.0 Environmental Management
 - Selected Parcels
 - LIST Cadastre

2 SITE PLAN
1:5,000

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REV	AMENDMENTS	DRAWN	DATE	APPR.

NOTES:



SURVEYOR	HC	GEOCIVIL	-
DRAWN	BM	CHECKED	HC
DATE	9 JULY 2020		

RESIDENTIAL LAND ASSESSMENT
ORFORD
for SGS PLANNING AND ECONOMICS

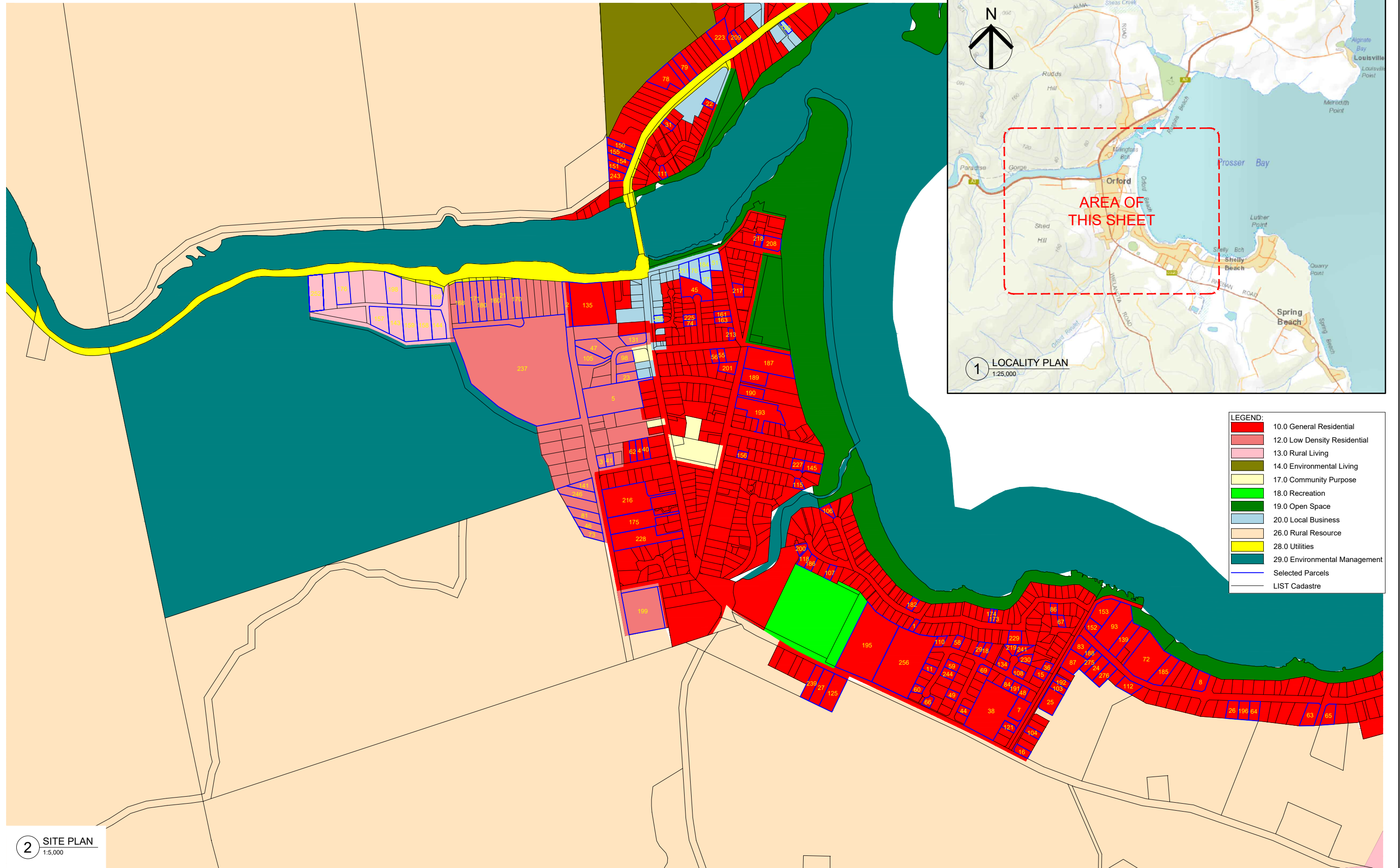
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2 SITE PLAN
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DATE	9 JULY 2020		

RESIDENTIAL LAND ASSESSMENT
ORFORD
for SGS PLANNING AND ECONOMICS

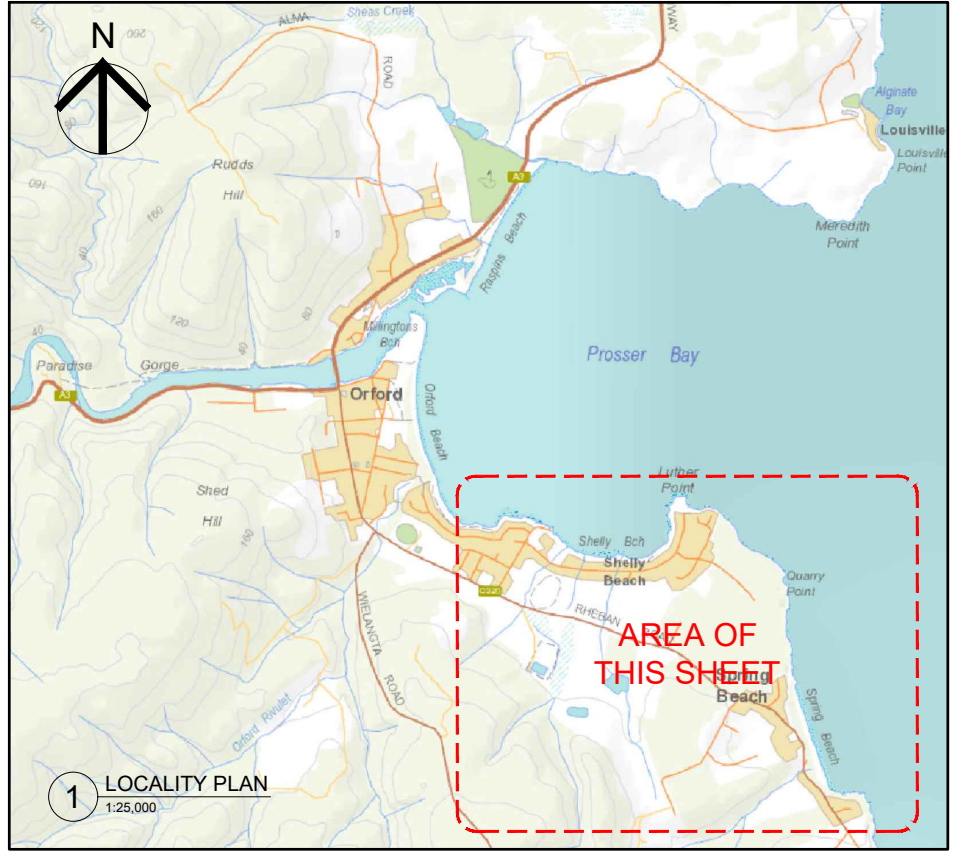
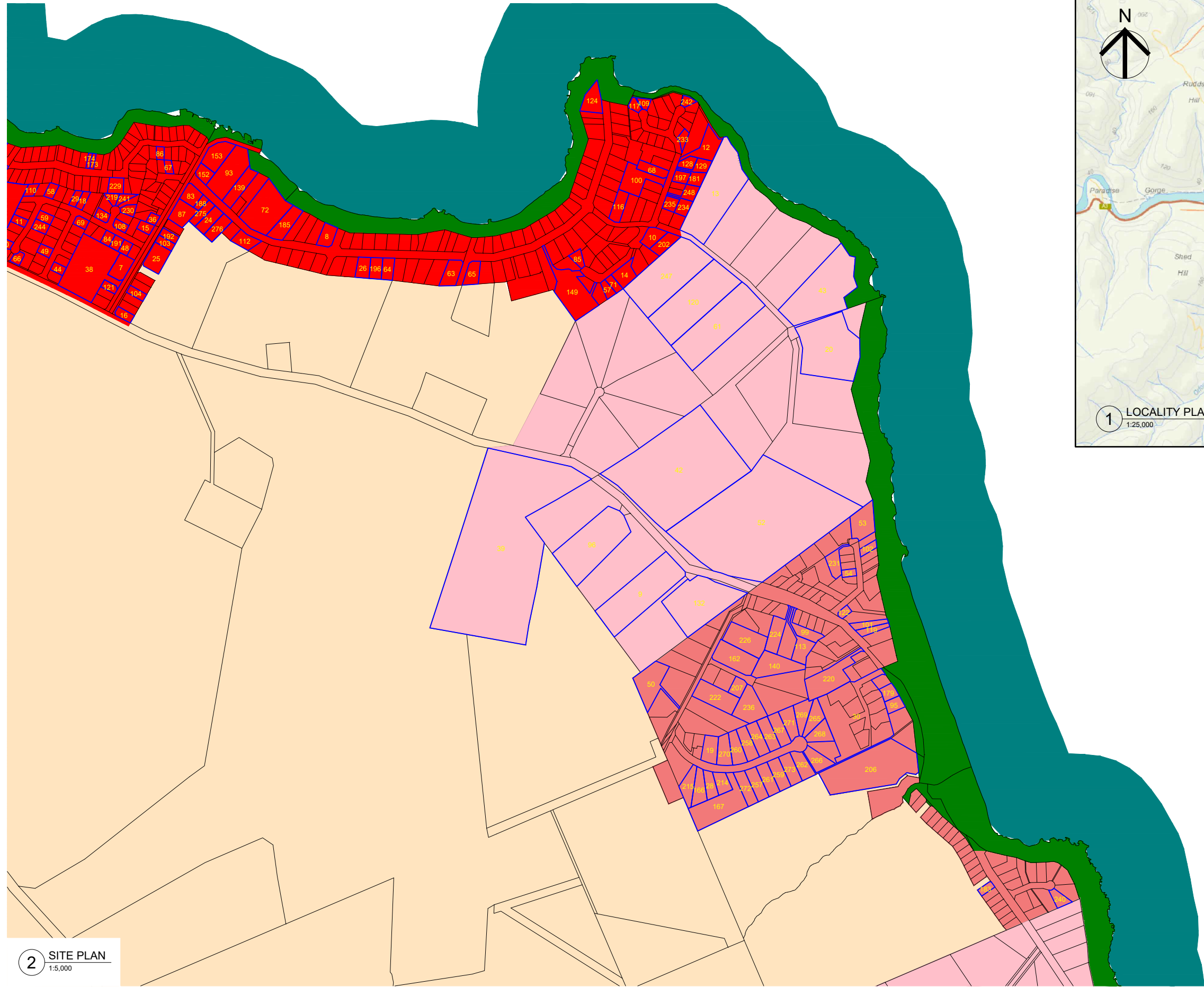
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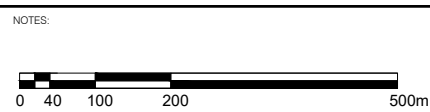
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LEGEND:	
	10.0 General Residential
	12.0 Low Density Residential
	13.0 Rural Living
	14.0 Environmental Living
	17.0 Community Purpose
	18.0 Recreation
	19.0 Open Space
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SURVEYOR	HC	GEOCIVIL	-
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RESIDENTIAL LAND ASSESSMENT
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45682HC	3/3

ATTACHMENT 2: Draft amendments to the *Southern Tasmania Regional Land Use Strategy 2010-2035*

1 February 2021

- A. Amend the Growth Strategy for Orford under Table 3: GROWTH MANAGEMENT STRATEGIES FOR SETTLEMENTS from 'Low' to 'High (see Note 1)'.
- B. Amend the Growth Scenario for Orford under Table 3: GROWTH MANAGEMENT STRATEGIES FOR SETTLEMENTS from 'Consolidation' to 'Mixed (see Note 1)'.
- C. Amend Table 3: GROWTH MANAGEMENT STRATEGIES FOR SETTLEMENTS to add a further 'Note 1: refer to the *Triabunna/Orford Structure Plan 2014 and Addendum*'



**NEIL SHEPHARD
& ASSOCIATES**

Planning and Development Consultants

The General Manager
Glamorgan Spring Bay Council
PO Box 6
Triabunna TAS 7190

4 February 2021

Dear Sir,

**Re: AMENDMENT TO TRIABUNNA/ORFORD STRUCTURE PLAN 2011 & SOUTHERN TASMANIA
REGIONAL LAND USE STRATEGY 2010-2035 IN RESPECT OF ORFORD GROWTH SCENARIO AND
STRATEGY**

I write on behalf of Rheban Road Pty who are the owners of Certificate of Title 149641/2 Rheban Road, Orford (the **Rheban Road property**) (see excerpt from TheLIST below).



Further to discussions with the Department of Justice Planning Policy Unit and Council's Senior Planning Consultant Mick Purves and Senior Planner James Bonner late last year Rheban Road Pty Ltd hereby request Council to:

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- a) Amend the *Triabunna/Orford Structure Plan 2011* (the **Structure Plan**) by adding an Addendum recognising the changed growth scenario for Orford and that the Rheban Road property and adjoining properties are a more strategically appropriate option than other areas in the Structure Plan; and
- b) Request the Minister for Planning to amend the *Southern Tasmania Regional Land Use Strategy 2010-2035 (STRLUS)* to reflect the changed growth scenario and strategy for Orford.

Background

On 27 November 2018 Council in its capacity as planning authority initiated and certified Draft Amendments:

- AM 2018/07(A) to rezone CT 149641/2 Rheban Road, Orford from Rural Resource to General Residential, and Permit SA 2017/0491 for a 91 Lot Subdivision; and
- AM 2018/07(B), to rezone CT 149641/1 and CT 117058/150 Rheban Road, Orford from Rural Resource to General Residential.

Council's decision was supported in the reports under sections 35 and 39 of the *Land Use Planning and Approvals ACT 1993 (LUPAA)*.

Council's endorsement of the draft amendments and subdivision was further supported by its then Manager Development & Compliance, Mr Shane Wells at hearings before the Tasmanian Planning Commission (TPC) delegated panel on 21 May and 18 June 2019.

On the 24 July 2019 the TPC rejected the draft amendments and the subdivisions on the grounds that they:

- *are not, as far as is practicable, consistent with the Regional Settlement Strategy (STRLUS) under the regional strategy, particularly in that the draft amendments are not consistent with the growth strategy and growth scenario for Orford; and*
- *do not further Objective (b) of the Resource Management and Planning System in Schedule 1 because they do not represent an orderly release of land.*

CT 149641/2 was sold by the owner/applicants M & H Lawrence to Rheban Road Pty Ltd who engaged Page Seager Lawyers to review the TPC decision.

As a consequence, Page Seager have lodged an application for judicial review seeking to quash the TPC decision. However, Page Seager have recommended to the Applicant that an amendment to the STRLUS should be attempted and exhausted before the court proceedings continue further. The matter is therefore currently sitting in abeyance.

Subsequent preliminary discussions have taken place between Neil Shephard on behalf of Rheban Road Pty Ltd and members of the Department of Justice Planning Policy Unit (PPU) to determine the scope for an amendment to STRLUS relating to the growth strategy and growth scenario for Orford. These preliminary discussions are consistent with the process outlined in the Department's *Information Sheet RLUS 1, January 2019* and were undertaken on a clear 'without prejudice' understanding.

The members of the PPU indicated:

- That there may be scope to contemplate an amendment to STRLUS reflecting a change in the circumstances for Orford;
- There is a recognition that both STRLUS and the current Structure Plan for Orford may be out of date and not reflect an accurate growth scenario or strategy;
- Council's support would be required ie. Council would need to endorse an amendment to STRLUS;
- There would need to be a well-documented analysis of a change in the demand and supply of lots in Orford, as well as an identification of any areas currently zoned residential that are problematic in terms of lack of services, locational disadvantages etc.;
- It would need to be specified which of the relevant provisions of the Structure Plan and STRLUS were wrong and why;
- It might be that Council would need to review/update/or supplement the Structure Plan to acknowledge any changes, and this might possibly include some recommendations in respect of underperforming land within the area of the Structure Plan.

Rheban Road Pty Ltd consequently engaged SGS Economics to assess the current demand and supply of residential lots in Orford and consider the accuracy and appropriateness of the growth scenario and growth strategy statements currently in STRLUS and the Structure Plan in respect of Orford.

In summary, the SGS report (an Appendix to Attachment 1 to this letter) in respect of the background demographic data and current growth strategies for Orford (in STRLUS and the Structure Plan) concludes that:

- The projections for growth and demand under the Structure Plan – in so far as they refer to Orford and are based on the State Demographic Advisory Council projections - are out of date;
- The growth strategies for STRLUS, for Orford are out of date; and
- The Treasury forecasts are inaccurate at the local level and therefore do not reflect the current and projected future growth of Orford.

Rheban Road Pty Ltd have permission from both the previous owner/applicants and the respective consultants to re-use all of the documentation that Council supported in the original application. However, it will not be possible to reapply for the rezoning until STRLUS is amended. That documentation is therefore only attached for background information to indicate the ultimate outcome being sought in terms of subdivision (Attachment 3).

It is assumed that Council remains supportive of the originally endorsed draft amendments and subdivision.

Requested approach

1. ***Council resolves to amend the Structure Plan by incorporating the Addendum (Attachment 1).***

The Addendum to the Structure Plan references the SGS report and acknowledges the changed growth scenario and growth strategy for Orford.

It also recognises the Rheban Road property and adjoining properties as a more strategically appropriate option given that North Orford and Solis are limited by servicing issues, and that the latter cannot be relied upon to provide the necessary capacity for growth either now or in the foreseeable future.

It is not requested, nor considered necessary to undertake a review of the entire Structure Plan in order to recognise the strategic prioritisation of the Rheban Road property and adjoining properties (noting that the Structure Plan is not a statutory document, and Council is at liberty to amend, supplement or abandon that document at any time).

2. ***Council resolves to request the Minister to amend the STRLUS to incorporate the specified changes (Attachment 2).***

The requested amendments to STRLUS are confined to textual changes reflecting the changed growth scenario and growth strategy for Orford that is indicated in the SGS report.

It is not requested, nor is it considered necessary to undertake a review of the entire STRLUS in order to recognise the changed circumstances for Orford. The amendments can be limited and succinct without affecting the remainder of the STRLUS.

The requested amendments should include the Structure Plan and Addendum as a 'Referenced Document' in the STRLUS.

Yours faithfully,



Neil Shephard BA, MTCP(Syd), MPIA(Fellow), CPP

obo. Rheban Road Pty Ltd

ATTACHMENTS:

1. Draft Addendum to *Triabunna/Orford Structure Plan 2014* (including SGS ECONOMICS, Orford Residential Capacity and Demand Analysis, January 2021)
2. Draft Amendment to *Southern Tasmania Regional Land Use Strategy 2010-2035*
3. Application documents in support of:
 - i) Draft Amendment AM 2018/07(A) to rezone CT 149641/2 Rheban Road, Orford from Rural Resource to General Residential, and Permit SA 2017/0491 for a 91 Lot Subdivision; and
 - ii) Draft Amendment AM 2018/07(B), to rezone CT 149641/1 and CT 117058/150 Rheban Road, Orford from Rural Resource to General Residential.

Planning Authority Report

*Section 35F of the Land Use Planning and Approvals Act 1993
– Consideration of Representations to the draft Glamorgan
Spring Bay Local Provisions Schedule'*



GLAMORGAN SPRING BAY
COUNCIL

Glamorgan Spring Bay Council

Senior Planning Consultant

13 August 2021

Contents

Process.....	1
Assessment of representations	1
1. Freycinet Action Network	2
2. Police Fire & Emergency Management/SES	8

Abbreviations

The following abbreviations and references are commonly used through this report:

Act	<i>Land Use Planning and Approvals Act 1993</i>
Commission	Tasmanian Planning Commission
Council	Glamorgan Spring Bay Council
Exhibition period	19 May to Wednesday 19 July 2021
Guidelines	Guideline No.1 Local Provisions Schedules (LPS) zone and code application
Interim Scheme	Glamorgan Spring Bay Interim Planning Scheme 2015
LPS	Local Provisions Schedule
Owner	owner of land subject to the representation
Planning Authority	Glamorgan Spring Bay Council
PPZ	Particular Purpose Zone
Representor	author of the subject representation
RMPS	Resource Management and Planning System
SAP	Specific Area Plan
TPS	Tasmanian Planning Scheme
Supporting Report	Glamorgan Spring Bay Council Local Provisions Schedule Supporting Report, December 2019
Transitional provisions	provisions that were carried over from the Interim Scheme to the LPS under a notice issued by the Minister for Planning
35F report	report that assesses the representations received during the exhibition period and provides a recommendation for consideration by the Commission.
1994 Scheme	Glamorgan Spring Bay Planning Scheme 1994

Process

The exhibition of *Local Provisions Schedule* (LPS) and the process to make and assess representations is established under Part 3A of the *Land Use Planning and Approvals Act 1993* (Act).

The Tasmanian Planning Commission (Commission) directed Council to make substantial modifications to the draft LPS on 5 May 2021 and exhibit those modifications.

The subject modifications were to:

- a. remove the GSB-S4.0 Coles Bay and Swanwick Specific Area Plan; and
- b. insert GSB-P6.0 Particular Purpose Zone – The Fisheries.

That exhibition was completed from 19 May to Wednesday 19 July 2021 and two representations were lodged with Council.

The Directions issued by the Commission contains specific provision on a number of matters that representations can and cannot contain.

Relevant to this report, representations can only be made to the relevant exhibition documents that were subject to the Direction issued by the Commission under section 35E of the Act.

Representations about the remainder of the LPS, the TPS or other matters cannot be considered as part of this process following Section 35E (5) of the Act.

Assessment of representations

Full copies of the representations were provided as a separate attachment to this report.

The assessment of each representation provides a general discussion and response before providing the recommendation required under section 35F (2) of the Act, which requires a decision under each of the following categories.

- Recommendation for draft LPS:
- Effect on Draft LPS as a whole
- LPS Criteria

The report provides this at the end of each representation.

1. Freycinet Action Network

Received: 19 July 2021

The representation supports inclusion of the PPZ and raises various matters for consideration.

Impact Assessment Area

The representation identifies that the assessment area established at GSB-P6.3.1 is inadequate, as summarised in the representation:

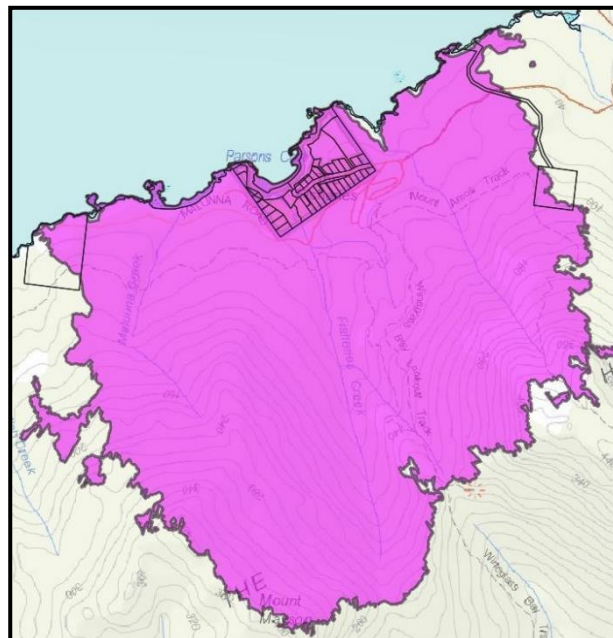
The exhibited Impact Assessment Area will be focussed on assessing development from a downward perspective captured from a higher elevation point on the Wine Glass Bay Track, Mount Mayson or Mount Amos. Additionally the Impact Assessment Area considers the visual impacts when viewed by motorists or walkers from Freycinet Drive (public roads and places outside of the GSB-P6.0 Particular Purpose Zone – The Fisheries).

Considering development only from these perspectives means that it fails to assess any view fields from Coles Bay or Hepburn Point. The assessment may be distorted if development on a site is limited to a person looking from a point higher in elevation looking downward towards The Fisheries. A downward viewing angle also means that the assessment is focussed on roofs rather than the visual appearance of apparent elevation, bulk or scale of a building that may be seen from the horizontal plane from Coles Bay or Hepburn Point.

Council was directed by the Commission to change the Impact Assessment Area for exhibition of the substantial changes as shown in the diagram to the right.

The area in this image represents part of the overall area that was previously endorsed by Council.

Council made submissions to the Commission that the expanded area should be used for the exhibition process, as this would enable the extent of the area to be considered at the subsequent hearings prior to determination. The Commission directed that the area be modified to reflect the reduced area against the wishes of the Council.



The representation argues that the limited assessment area significantly restricts the assessment of actual impacts of development, as follows:

The exhibited Impact Assessment Area will be focussed on assessing development from a downward perspective captured from a higher elevation point on the Wine Glass Bay Track, Mount Mayson or Mount Amos. Additionally the Impact Assessment Area considers the visual impacts when viewed by motorists or walkers

from Freycinet Drive (public roads and places outside of the GSB-P6.0 Particular Purpose Zone – The Fisheries).

Considering development only from these perspectives means that it fails to assess any view fields from Coles Bay or Hepburn Point. The assessment may be distorted if development on a site is limited to a person looking from a point higher in elevation looking downward towards The Fisheries. A downward viewing angle also means that the assessment is focussed on roofs rather than the visual appearance of apparent elevation, bulk or scale of a building that may be seen from the horizontal plane from Coles Bay or Hepburn Point.

These concerns are supported.

Considering development only from these perspectives means that it fails to assess any view fields from Coles Bay or Hepburn Point. The assessment may be distorted if development on a site is limited to a person looking from a point higher in elevation looking downward towards The Fisheries. A downward viewing angle also means that the assessment is focussed on roofs rather than the visual appearance of apparent elevation, bulk or scale of a building that may be seen from the horizontal plane from Coles Bay or Hepburn Point.

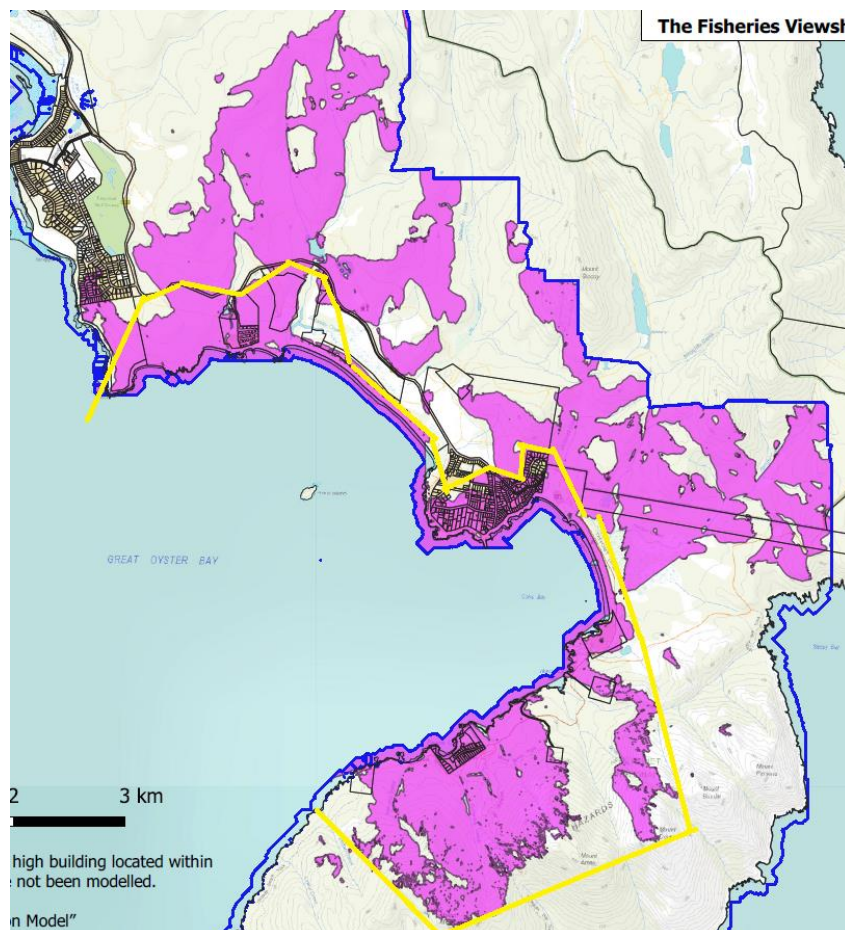
Further, the elevation of the landscape suggests that the representors concerns have merit and are likely to preclude assessment of impacts from areas within the wider landscape that overlook The Fisheries, as shown in the representors image 1, reproduced for convenience:



The representation seeks an alternative Impact Assessment Area to be introduced, which is consistent with the previously adopted Council position on this issue.

This would allow assessment of impacts within the wider landscape and reflects the agreed positions that was developed with the representor following the previous hearings.

This is shown in the following image. The purple area represents a viewshed analysis prepared by GIS modelling. The area adjoining Great Oyster Bay and within the yellow line, represents the Impact Assessment Area that was adopted by Council for the substantial modifications to the LPS and sought by the representor.



The representation argues *the revised Impact Assessment Area ... would ensure that any visual impact assessment be carried out from the most viewed areas by locals and visitors including from the Coles Bay Road, Coles Bay, Richardson's Beach, Hepburn Point and Saffire Freycinet.*

These comments are supported.

It is noted that the previous Commission Direction to reduce the Impact Assessment Area for the exhibition process has likely created procedural problems for further expansion of the Area as part of the hearing process.

Recommendation:

- a. the Impact Assessment Area be revised to reflect the adopted position of Council and the representor; and**
- b. If that is not possible, that key public viewing points such as the Hepburn Point Foreshore area, are retained within the Impact Assessment Area.**

Visitor Accommodation

The representation supports the acceptable solution and performance criteria at GSB-P6.5.1.

The support is noted.

Recommendation: no change.

GSB-P6.5.2 External Lighting

The representation does not support the hours that are specified for the unrestricted use of external lighting and suggests that sunrise and sunset are more appropriate thresholds for winter periods. The representor cites the example of the Freycinet Lodge redevelopment, which addressed light pollution, later in the representation.

If successful, the PPZ will replace the underlying zone within the LPS. The Fisheries is an existing area and has had a range of zones since it was established.

Controls over lighting would be a new regime, if supported by Council and then approved by the Commission.

The representor's request is considered to have merit and provide a reasonable solution to deal with external night lighting impacts.

Recommendation: that GSB-P6.5.2 External lighting A1(a) be revised to replace 10.00pm and 6.00am with dusk to daylight.

GSB-P6.6.1 Site Coverage and Development Area

The representation seeks reduction of the site coverage from 250 m² to 200 m² in A1 for consistency with the existing built form.

Site coverage is defined as the proportion of a site covered by roofed buildings. This standard works in conjunction with A2, which establishes a development area of 400 m² (defined as the proportion of a site covered by buildings and their curtilage). The representation does not seek to change the development area.

The Interim Scheme sets these thresholds at 25% and 75% respectively, while the TPS sets site coverage at 30% and does not address development area.

Preliminary review of available aerial photography suggests that the representor's claim is correct, and that the footprint of most buildings is 200m² or less. Reduction of this acceptable solution is likely to limit building footprint and therefore impacts. Larger buildings would still be possible, subject to assessment against the performance criteria.

The following is also noted:

- the representor agreed to the 250 m² site coverage during consultation that developed the Particular Purpose zone prior to its adoption by Council; and

- the requested change results in a reduction of the development potential within the zone and as such, is likely trigger natural justice issues resulting from the reduced development potential within the zone; and
- as a result of the last, the Commission is unlikely to be able to consider the change.

Recommendation: no change.

GSB-P6.6.2 Building height, siting and exterior finishes

A1 to A4 for height and setback are supported, though increased rear setback for larger lots under A4 was requested.

The 10-metre rear setback proposed at A4 is a substantial increase over the 4-metres required under the Low Density Residential zone of the current Interim Scheme and the 5 metres required under the equivalent zone of the Tasmanian Planning Scheme.

It must also be noted that development in The Fisheries is subject to management regimes for bushfire hazard under the Building Act that will impact rear setback.

The following is also noted:

- the representor agreed to the 10-metre setback during consultation that developed the Particular Purpose zone prior to its adoption by Council;
- the requested change results in a reduction of the development potential within the zone and as such, is likely trigger natural justice issues resulting from the reduced development potential within the zone; and
- as a result of the last, the Commission is unlikely to be able to consider the change.

Given this, and the fact that The Fisheries is an existing subdivision with associated development rights, the requested increase is not supported.

Recommendation: No change.

A5 establishes colours and light reflectance values, which the representor wishes to have changed to:

- remove reference to blue as it is not a colour found within the bush environment of the surrounding area and national park; and
- reduce the LRV to 10%, citing the precedent set by the recent RAC Coastal Pavilions project.

As noted in the report that recommended inserting the Particular Purpose zone, the scenic qualities of the area are significant and the potential impacts from inappropriate development. The requested changes are consistent with those scenic qualities.

Blue was included in the range of acceptable colours within the Particular Purpose zone for consistency with the existing controls for Dolphin Sands. Removal of this colour is not expected to impact operation of the zone and the representor's observations about the lack of blue in the local landscape are supported.

The requested changes will impact new controls that do not operate under the existing Interim Scheme.

Recommendation: GSB-P6.6.2 Building height, siting and exterior finishes A5 be revised to remove blue and reduce the light reflectance value from 20% to 10%.

GSB-P6.7 Development standards for subdivision

The representation supports the proposed subdivision controls established under the PPZ. This support is noted.

Recommendation: no change.

GSB-S4.1 Coles Bay and Swanwick Specific Area Plan

The representation supports removal of this SAP from the LPS. This support is noted.

Recommendation: no change.

Summary

The representation raises a range of matters with recommended changes.

Recommendation for draft LPS: the following be changed as a result of the representation:

- a. the Impact Assessment Area be revised to reflect the adopted position of Council and the representor; and if that is not possible, that key public viewing points such as the Hepburn Point Foreshore area, are retained within the Impact Assessment Area.
- b. that GSB-P6.5.2 External lighting A1(a) be revised to replace 10.00pm and 6.00am with dusk to daylight.
- c. that GSB-P6.6.2 Building height, siting and exterior finishes A5 be revised to remove blue and reduce the light reflectance value from 20% to 10%.

Effect on Draft LPS as a whole: no effect on the LPS as a whole.

LPS Criteria: The recommendation provides effect to the policies of the zone purpose statements in the Guidelines and the PPZ. The Planning Authority is satisfied that the recommendation meets the LPS criteria under the Act.

2. Police Fire & Emergency Management/SES

Received: 5 June 2021

The representation raises matters about the proposed PPZ for The Fisheries and the flood prone Area Hazard Overlay.

Comments relating to the PPZ are about its relationship to the Coastal Erosion Hazard Overlay relate to the operation of the Tasmanian Planning Scheme and are noted.

Comments relating to the operation of the Flood-Prone Area Hazard Overlay do not relate to the substantial modifications that were on exhibition and cannot be considered through this process.

The representation contains no matters that require further consideration.

Recommendation for draft LPS: no change as a result of the representation.

Effect on Draft LPS as a whole: no effect on the LPS as a whole.

LPS Criteria: The recommendation provides effect to the policies of the zone purpose statements in the Guidelines and the PPZ. The Planning Authority is satisfied that the recommendation meets the LPS criteria under the Act.

Substantially modified part of the Glamorgan Spring Bay draft Local Provisions Schedule

The Tasmanian Planning Commission (the Commission) has directed the Glamorgan Spring Bay planning authority to substantially modify part of the Glamorgan Spring Bay draft Local Provisions Schedule (draft LPS) as follows:

1. Deletions from the Glamorgan Spring Bay draft LPS

- 1.1 The provisions of GSB-S4.0 Coles Bay and Swanwick Specific Area Plan are deleted from the draft LPS.
- 1.2 The GSB-S4.0 Coles Bay and Swanwick Specific Area Plan overlay and associated annotations, shown in figure 1, below, are deleted from the draft LPS.

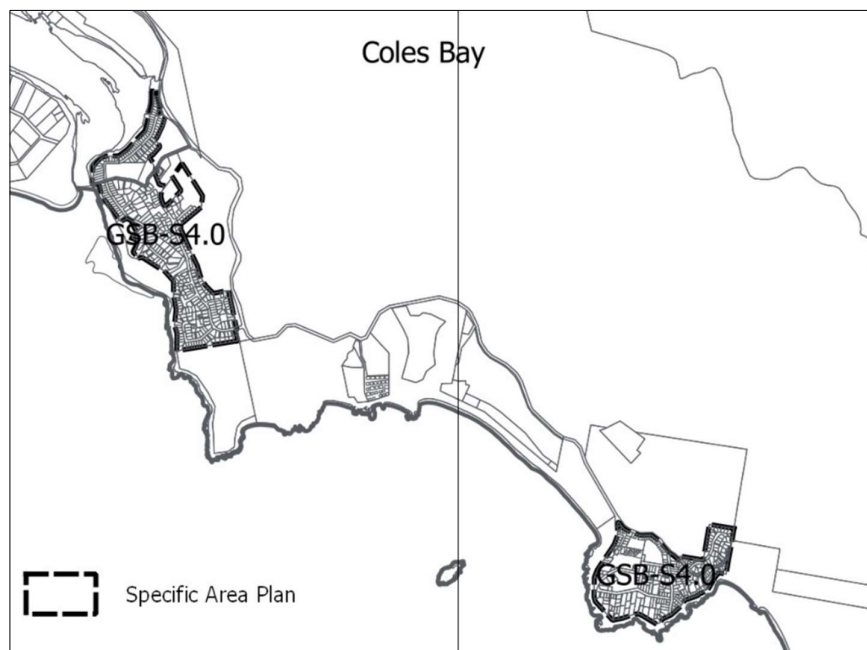


Figure 1 - GSB-S4.0 Coles Bay and Swanwick Specific Area Plan overlay

2. Substantially modified parts of the Glamorgan Spring Bay draft LPS written document

- 2.1 The following provisions are inserted into the draft LPS written document :
 - 2.2.1 GSB-P6.0 Particular Purpose Zone – The Fisheries, as set out below:

GSB-P6.0 Particular Purpose Zone – The Fisheries

GSB-P6.1 Zone Purpose

The purpose of the Particular Purpose Zone – The Fisheries is:

- GSB-P6.1.1 To provide for residential use within the Fisheries that minimises impact on the scenic, environmental and landscape values.
- GSB-P6.1.2 To provide for compatible use and development that is of a scale and intensity that minimises impact on the scenic, environmental and landscape values of the Fisheries and the Freycinet National Park.

GSB-P6.2 Local Area Objectives

GSB-P6.3.1 In this particular purpose zone, unless the contrary intention appears:

Term	Definition
Freycinet National Park	means the dedicated formal reserve managed under the <i>National Parks and Reserves Management Act 2002</i> .
Impact Assessment Area	means the area identified in Figure GSB-P6.3.1.

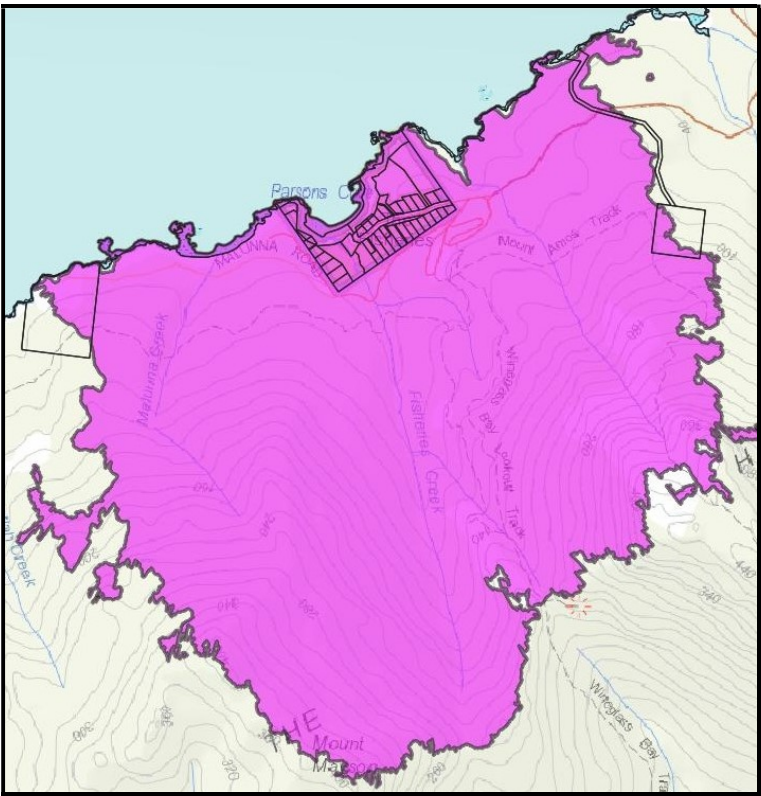


Figure GSB-P6.3.1: Impact Assessment Area

GSB-P6.3 Definition of Terms

This sub-clause is not used in this particular purpose zone.

GSB-P6.4 Use Table

Use Class	Qualification
No Permit Required	
Natural and Cultural Values Management	
Passive Recreation	
Residential	If for single dwelling.
Utilities	If for minor utilities.
Permitted	
Residential	If for home-based business.
Utilities	If not listed as No Permit Required.
Visitor Accommodation	
Discretionary	
No uses	
Prohibited	
All other uses	

GSB-P6.5 Use Standards

GSB-P6.5.1 Visitor Accommodation

Objective:	That Visitor Accommodation is of a scale that: (a) is compatible with the scenic, environmental and landscape values of the site; (b) does not cause an unreasonable loss of residential amenity; and (c) does not impact the safety and efficiency of local roads or private rights of way.	
Acceptable Solutions		Performance Criteria
A1 Visitor Accommodation guests are accommodated in existing buildings.		P1 Visitor Accommodation must minimise impacts on the scenic, environmental and landscape values of the zone and not cause an unreasonable loss of residential amenity in the zone, having regard to:

	<ul style="list-style-type: none"> (a) the nature, scale and extent of accommodation uses; (b) the impact of the use on the scenic, environmental and landscape values of the site; (c) any adverse impacts on the safety and efficiency of the local road network or owners and users of rights of carriageway; and (d) measures to minimise or mitigate impacts.
A2 Visitor Accommodation must be accommodated in one building and there are no other existing habitable buildings on the site.	P2 No Performance Criterion.

GSB-P6.5.2 External lighting

Objective:	That external lighting does not have an unreasonable impact on the landscape and scenic values of the site and the surrounding area.
Acceptable Solutions	Performance Criteria
A1 External lighting must comply with all of the following: <ul style="list-style-type: none"> (a) be turned off between 10:00pm and 6:00am, except for security lighting; and (b) security lighting must be baffled to ensure that direct light does not extend beyond the property boundary. 	P1 External lighting must not be obtrusive on the scenic, environmental and landscape values of the site and surrounding area, having regard to: <ul style="list-style-type: none"> (a) the number of proposed light sources and their intensity; (b) the location of the proposed light sources; (c) the topography of the site; and (d) any existing light sources.

GSB-P6.6 Development Standards for Buildings and Works

GSB-P6.6.1 Site coverage and development area

Objective:	That the site coverage and development area is compatible with the protection, conservation and management of the scenic, environmental and landscape values of the site, the surrounding area and the Impact Assessment Area.
Acceptable Solutions	Performance Criteria
A1 Site coverage must not be more than 250m ² .	P1 Site coverage must not obtrude on the scenic, environmental and landscape values of the site, the

	<p>surrounding area and the Impact Assessment Area, having regard to:</p> <ul style="list-style-type: none"> (a) the topography of the site; (b) the area of the site required to absorb run-off and wastewater; (c) the size and shape of the site; (d) the existing buildings and any constraints imposed by existing development; (e) the need to remove vegetation; (f) the location of development in relation to cleared areas; (g) the location of development in relation to natural hazards; (h) the appearance of buildings when viewed from walking trails, public roads and other public places in the Impact Assessment Area.
<p>A2</p> <p>Development area must be not more than 400m².</p>	<p>P2</p> <p>The development area must not cause an unreasonable impact on the scenic, environmental and landscape values of the site, the surrounding area and the Impact Assessment Area, having regard to:</p> <ul style="list-style-type: none"> (a) the design, siting, scale and type of development; (b) the operation of the use; (c) the need for the development to be located on the site; (d) how any significant values on the site are managed; (e) any protection, conservation, remediation or mitigation works; and (f) the impact of the development area on the scenic and landscape values of the area when viewed from walking trails, public roads and places in the Impact Assessment Area.

Objective:	<p>That building height, siting and exterior finishes:</p> <ul style="list-style-type: none"> (a) protects the amenity of adjoining properties; and (b) minimises the impact on the scenic, environmental and landscape values of the site, the surrounding area, the Impact Assessment Area, and the Freycinet National Park.
Acceptable Solutions	Performance Criteria
<p>A1</p> <p>Building height must be not more than 5m.</p>	<p>P1</p> <p>Building height must be compatible with the scenic, environmental and landscape values of the site, the surrounding area and the Impact Assessment Area, having regard to:</p> <ul style="list-style-type: none"> (a) the height, bulk and form of existing and proposed buildings; (b) the topography of the site; (c) minimising cut and fill; (d) the appearance when viewed from roads and public places in the zone; (e) the visual impact of buildings on the scenic and landscape values of the area when viewed from walking trails, public roads and places in the Impact Assessment Area; and (f) the landscape values of the surrounding area.
<p>A2</p> <p>Buildings must have a setback from a frontage not less than 8m.</p>	<p>P2</p> <p>Building setback from a frontage must be compatible with the scenic, environmental and landscape values of the site, the surrounding area, the Impact Assessment Area, and the Freycinet National Park, having regard to:</p> <ul style="list-style-type: none"> (a) the topography of the site; (b) the frontage setbacks of adjacent buildings; (c) the height, bulk and form of existing and proposed buildings; (d) the appearance of buildings when viewed from walking trails, public roads and places in the Impact Assessment Area; (e) the safety of road users; and (f) the retention of vegetation.
<p>A3</p>	<p>P3</p>

<p>Buildings must have a setback from side boundaries not less than 5m.</p>	<p>Buildings must be sited to not cause an unreasonable loss of amenity, or obtrude on the scenic, environmental and landscape values of the site, the surrounding area, the Impact Assessment Area, and the Freycinet National Park, having regard to:</p> <ul style="list-style-type: none"> (a) the topography of the site; (b) the size, shape and orientation of the site; (c) the side and rear setbacks of adjacent buildings; (d) the height, bulk and form of existing and proposed buildings; (e) the need to remove vegetation as part of the development; and (f) the appearance of buildings when viewed from walking trails, public roads and places in the Impact Assessment Area.
<p>A4</p> <p>Buildings must have a setback from rear boundaries not less than 10m.</p>	<p>P4</p> <p>Buildings must be sited to not cause an unreasonable loss of amenity, or obtrude on the scenic, environmental and landscape values of the site, the surrounding area, the Impact Assessment Area, and the Freycinet National Park, having regard to:</p> <ul style="list-style-type: none"> (a) the topography of the site; (b) the size, shape and orientation of the site; (c) the side and rear setbacks of adjacent buildings; (d) the height, bulk and form of existing and proposed buildings; (e) the need to remove vegetation as part of the development; (f) and (g) the appearance of buildings when viewed from walking trails, public roads and places in the Impact Assessment Area.
<p>A5</p> <p>Exterior building finishes must have a light reflectance value not more than 20%, in dark natural tones of black, blue, grey, green or brown.</p>	<p>P5</p> <p>No Performance Criterion.</p>

GSB-P6.6.3 Access to a road

Objective:	That new dwellings are provided with appropriate vehicular access to a road maintained by a road authority.	
Acceptable Solutions		Performance Criteria
A1 New dwellings must be located on lots that have frontage with access to a road maintained by a road authority.		P1 New dwellings must have legal access, by right of carriageway, to a road maintained by a road authority that is sufficient for the intended use, having regard to: <ul style="list-style-type: none"> (a) the number of users of the access; (b) the length of the access; (c) the suitability of the access for use by the occupants of the dwelling; (d) the suitability of the access for emergency services vehicles; (e) the topography of the site; (f) the construction and maintenance of the access; and (g) the construction, maintenance and usage of the road.

GSB-P6.6.4 Landscape protection

Objective:	That the landscape values of the site, the surrounding area and the Impact Assessment Area are protected or managed to minimise adverse impacts.	
Acceptable Solutions		Performance Criteria
A1 Buildings and works must: <ul style="list-style-type: none"> (a) be an alteration or extension to an existing building providing it is not more than the existing building height; and (b) not include cut and fill greater than 1m. 		P1 Buildings and works must be located to minimise impacts on landscape values, having regard to: <ul style="list-style-type: none"> (a) the topography of the site; (b) the size and shape of the site; (c) the proposed building height, size and bulk; (d) any constraints imposed by existing development; (e) the visual impact when viewed from walking trails, public roads and other public places in the Impact Assessment Area;

	<p>(f) any vegetation removal required for the construction of the proposal or as a result of a Bushfire Hazard Management Plan; and</p> <p>(g) any existing or proposed screening vegetation.</p>
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GSB-P6.6.5 Frontage fences

Objective:	That fencing does not detract from the appearance of the site or the surrounding area and provides for passive surveillance.
Acceptable Solutions	Performance Criteria
<p>A1</p> <p>No Acceptable Solution.¹</p>	<p>P1</p> <p>Fencing (including a free-standing wall) within 4.5m of a frontage must not have an obtrusive impact on the scenic, environmental and landscape values of the site, the surrounding area and the streetscape, having regard to:</p> <ul style="list-style-type: none"> (a) the location and extent of the fence; (b) the height of the fence; (c) the degree of transparency of the fence; (d) the design, material, and colour of the fence and its method of construction; and (e) the requirements of the use, <p>and is not less than 80% transparent.</p>

GSB-P6.7 Development Standards for Subdivision

GSB-P6.7.1 Subdivision

Objective:	That subdivision is for the creation of lots for public purposes.
Acceptable Solutions	Performance Criteria
<p>A1</p> <p>Each lot, or a lot proposed in a plan of subdivision, must:</p> <ul style="list-style-type: none"> (a) be required for public use by the Crown, a council or a State authority; (b) be required for the provision of Utilities; or 	<p>P1</p> <p>No Performance Criterion.</p>

¹ An exemption applies for fences in this zone – see Table 4.6.

<p>(c) be for the consolidation of a lot with another lot provided each lot is within the same zone.</p>	
<p>A2</p> <p>Each lot, or a lot proposed in a plan of subdivision, excluding for public open space, a riparian or littoral reserve or Utilities, must have a frontage not less than 20m.</p>	<p>P2</p> <p>Each lot, or a lot proposed in a plan of subdivision, must be provided with reasonable frontage, sufficient to accommodate the intended use and associated development consistent with the Zone Purpose and the requirements of the road authority.</p>
<p>A3</p> <p>Each lot, or a lot proposed in a plan of subdivision, must be provided with a vehicular access from the boundary of the lot to a road in accordance with the requirements of the road authority.</p>	<p>P3</p> <p>Each lot, or a lot proposed in a plan of subdivision, must be provided with reasonable vehicular access to a boundary of a lot, or building area on the lot, if any, having regard to:</p> <ul style="list-style-type: none"> (a) the topography of the site; (b) the distance between the lot or building area and the carriageway; (c) the nature of the road and the traffic; (d) the anticipated nature of vehicles likely to access the site; and (e) the ability for emergency services to access the site.

GSB-P6.8 Tables

This sub-clause is not used in this particular purpose zone.

3. Substantially modified parts of the Glamorgan Spring Bay draft LPS zone maps

3.1 Apply the Particular Purpose Zone – The Fisheries to land at The Fisheries, Coles Bay, shown in figure 2 below:

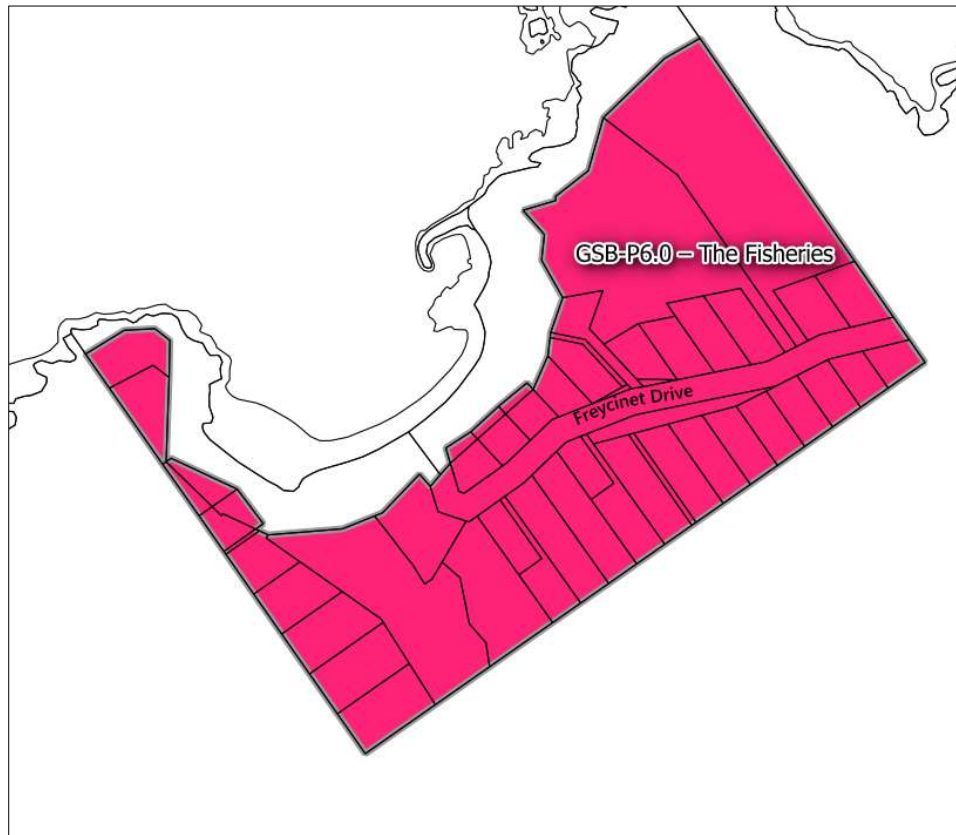


Figure 2 - Particular Purpose Zone – The Fisheries

TASMANIAN PLANNING COMMISSION



Our ref: DOC/21/48993
Officer: Samuel McCrossen
Phone: 03 6165 6833
Email: tpc@planning.tas.gov.au

5 May 2021

Mr Greg Ingham
General Manager
Glamorgan Spring Bay Council
PO Box 6
TRIUBUNNA TAS 7190

By email: admin@freycinet.tas.gov.au
cc mick.purves@freycinet.tas.gov.au

Dear Mr Ingham,

**Substantially Modified Part of the Glamorgan Spring Bay Draft Local Provisions Schedule
Direction under section 35B(4) – Public Exhibition**

I refer to the substantially modified part of the Glamorgan Spring Bay draft Local Provisions Schedule (LPS), submitted to the Tasmanian Planning Commission (the Commission) under section 35(6) of the *Land Use Planning and Approvals Act 1993* (the Act) on 4 May 2021.

The Commission considers the submitted substantially modified part of the draft LPS is in accordance with its direction under 35K(1)(c), meets the LPS Criteria and is suitable for exhibition.

Under section 35B(4) of the Act, the Commission directs the planning authority to publicly exhibit, the substantially modified part of the draft LPS in accordance with the requirements of sections 35C and 35D of the Act, within 21 days of the date of this letter.

While it is a matter for the planning authority to determine, Commission's Practice Note 11 enclosed as Attachment A, provides guidance on the exhibition of draft LPSs. Appendix C of the Practice Note includes a template exhibition notice that planning authorities may adapt as considered appropriate to discharge their exhibition obligations under the Act.

Please keep the Commission advised if there are any changes in exhibition arrangements that impact on meeting the requirements under section 35D of the Act.

Under section 35B(5), the Commission considers the State Service Agencies and State authorities specified in Attachment B may have an interest in the draft LPS. Notice must be given to these agencies in accordance with section 35C(1) of the Act.

The template notification letter provided in Appendix D of Practice Note 11 may also be adapted as appropriate to notify the specified State Service Agencies and State authorities, along with planning authorities in the regional area or those adjoining the municipal area, as required by section 35C(1).

Thank you for your advice that the planning authority will endeavour to commence public exhibition on Wednesday 19 May 2021. As the Commission is required to make the substantially modified part of the draft LPS available on its website during the exhibition period, we would appreciate your earliest advice if the exhibition cannot commence on this date.

If you need clarification on the listed matters, please contact Samuel McCrossen, Planning Adviser, on 6165 6833 or email samuel.mccrossen@planning.tas.gov.au.

Yours sincerely

A handwritten signature in black ink, appearing to read 'John Ramsay', with a stylized, cursive script.

John Ramsay
Delegate (Chair)

Encl: Attachment A – Tasmanian Planning Commission Practice Note 11,
 Substantial Modification of part of draft Local Provisions Schedules (LPSs)
 Attachment B – Specified State Service Agencies and State Authorities



General Manager
Glamorgan Spring Bay Council
Email: planning@freycinet.tas.gov.au

19 July 2021

Dear General Manager,

RE: Glamorgan Spring Bay Draft Local Provisions Schedule (GSB Draft LPS)

The Tasmanian Planning Commission (TPC), after holding a hearing and considering matters under section 35J of the *Land Use Planning and Approvals Act 1993*, has determined that substantial modifications are required to part of the GSB Draft LPS.

The substantially modified part is on public exhibition from Wednesday 19 May 2021 to Monday 19 July 2021.

Please see attached our submission regarding the GSB Draft LPS substantial modifications.

Our submission has been prepared with expert planning advice. We would welcome the opportunity to present at a further hearing held by the TPC concerning the GSBC Draft LPS.

Could you please confirm that you have received our submission.

Yours sincerely,

Sophie Underwood

Freycinet Action Network – Convenor

sophie_underwood@hotmail.com

0407 501 999

Alvaro Ascui

Coles Bay

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0418 993 743



Substantial Modifications

The TPC directed the Glamorgan Spring Bay planning authority to substantially modify the Glamorgan Spring Bay draft Local Provisions Schedule (draft LPS) as follows:

1.0 Particular Purpose Zone

1.1 GSB-P6.0 Particular Purpose Zone – The Fisheries

Insert GSB-P6.0 Particular Purpose Zone – The Fisheries into the draft LPS, as set out in Annexure A.

Reason:

The proposed Particular Purpose Zone – The Fisheries provides planning controls to a unique area of land.

To meet the LPS requirements of the State Planning Provisions (SPPs) and the technical requirements of Practice Note 7 – Draft LPS mapping: technical advice.

2.0 Specific Area Plans

2.1 GSB-S4.0 Coles Bay and Swanwick Specific Area Plan

Delete GSB-S4.0 Coles Bay and Swanwick Specific Area Plan from the draft LPS.

Reason:

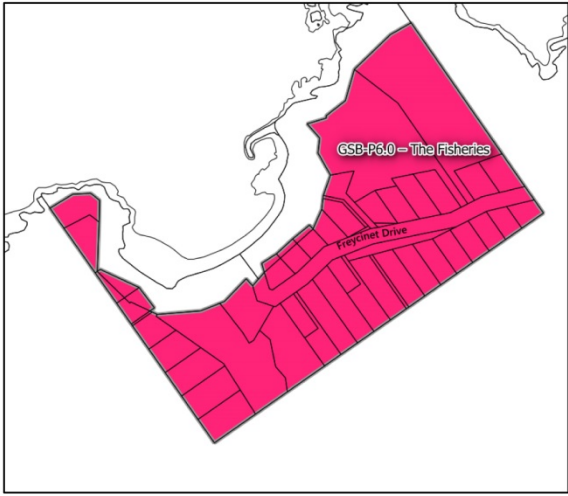
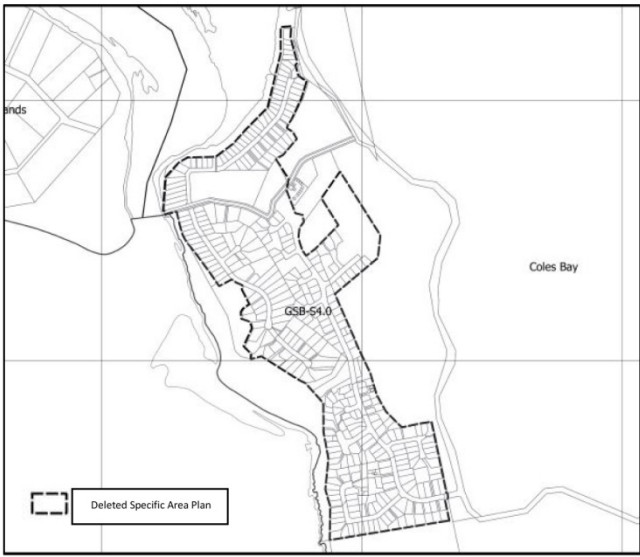
To ensure consideration of appropriate planning controls to provide controls for use and development in small townships.

To meet the LPS requirements of the SPPs.

3.0 Zone maps and overlays

See below.

3.0 Zone maps and overlays

No.	Description	Direction and Reason
1.1	Revise the zoning of The Fisheries, Coles Bay	<p>Revise the zoning of the land at The Fisheries, Coles Bay to apply the Particular Purpose Zone – The Fisheries, as shown in Figure 1 below:</p>  <p>Figure 1 - GSB-P6.0 Particular Purpose Zone – The Fisheries</p>
1.2	Revise the overlay maps to delete GSB-S4.0 Coles Bay and Swanwick Specific Area Plan	<p>Revise the overlay maps to delete GSB-S4.0 Coles Bay and Swanwick Specific Area Plan overlay and all associated annotations, from the draft LPS, as shown in Figure 2 below:</p>  <p>Figure 2 - GSB-S4.0 Coles Bay and Swanwick Specific Area Plan overlay</p>



Particular Purpose Zone

We support inserting GSB-P6.0 Particular Purpose Zone – The Fisheries into the GSB draft LPS, as set out in Annexure A.

However, on review of exhibited GSB-P6.0 Particular Purpose Zone – The Fisheries (as contained Annexure A), there are parts which raise concern and, further modifications are sought. The concerns and proposed modifications for consideration by the TPC are outlined below.

Note that where an application for use and development has a ‘No Permit Required’ or ‘Permitted’ status under the planning scheme and complies with all of the applicable ‘**Acceptable Solutions**’, the application is not required to be advertised for public comment. A permit must be granted by the planning authority and the decision cannot be challenged by an appeal.

An application for use and development that relies on ‘**Performance Criteria**’, even if the proposed use class is ‘No Permit Required’ or ‘Permitted’, an application will be subject to a Discretionary process and must be advertised for public comment. A decision by the planning authority can be subject to a third party appeal.

GSB-P6.2 Local Area Objectives

The Impact Assessment Area, as identified in Figure GSB-P6.3.1, is too narrow and should be expanded to include view fields from further across the Freycinet Peninsula as set out in Figure 2. The Fisheries is visually prominent (Figure 1) within the iconic Hazards landscape especially from Coles Bay, and Hepburn Point (locally known as Black Point). The visual prominence of ‘The Fisheries’ when viewed by these two locations, reinforces that there is a need to increase the spatial area of the Impact Assessment Area to which a planning authority must have regard to in determining compliance with performance criteria. The spatial relationship between Coles Bay, Hepburn Point and The Fisheries was expressed at the hearing held by the TPC on the 8 December 2020.

As per Figure GSB-P6.3.1, the Impact Assessment Area would only require the planning authority, in its assessment of development, to be from The Hazards themselves and an area immediately east and west of The Fisheries. This is too narrow as it disregards visual relationship between Coles Bay and Hepburn Point with the Fisheries.

The increase in the spatial area considered in an assessment will improve achieving the stated objective of a Development Standard which is to protect the Hazards landscape from obtrusive development. Protection of the landscape and scenic values is not afforded if the view field is narrow and excludes all consideration of the horizontal sight lines from Coles Bay and Hepburn Point to The Fisheries. Coles Bay sits at the same elevation as The Fisheries.



The exhibited Impact Assessment Area will be focussed on assessing development from a downward perspective captured from a higher elevation point on the Wine Glass Bay Track, Mount Mayson or Mount Amos. Additionally the Impact Assessment Area considers the visual impacts when viewed by motorists or walkers from Freycinet Drive (public roads and places outside of the GSB-P6.0 Particular Purpose Zone – The Fisheries).

Considering development only from these perspectives means that it fails to assess any view fields from Coles Bay or Hepburn Point. The assessment may be distorted if development on a site is limited to a person looking from a point higher in elevation looking downward towards The Fisheries. A downward viewing angle also means that the assessment is focussed on roofs rather than the visual appearance of apparent elevation, bulk or scale of a building that may be seen from the horizontal plane from Coles Bay or Hepburn Point.

For these reasons, it is proposed that a revised Impact Assessment Area as set out in Figure 2 is included instead of the current figure shown in Figure GSB-P6.3.1.

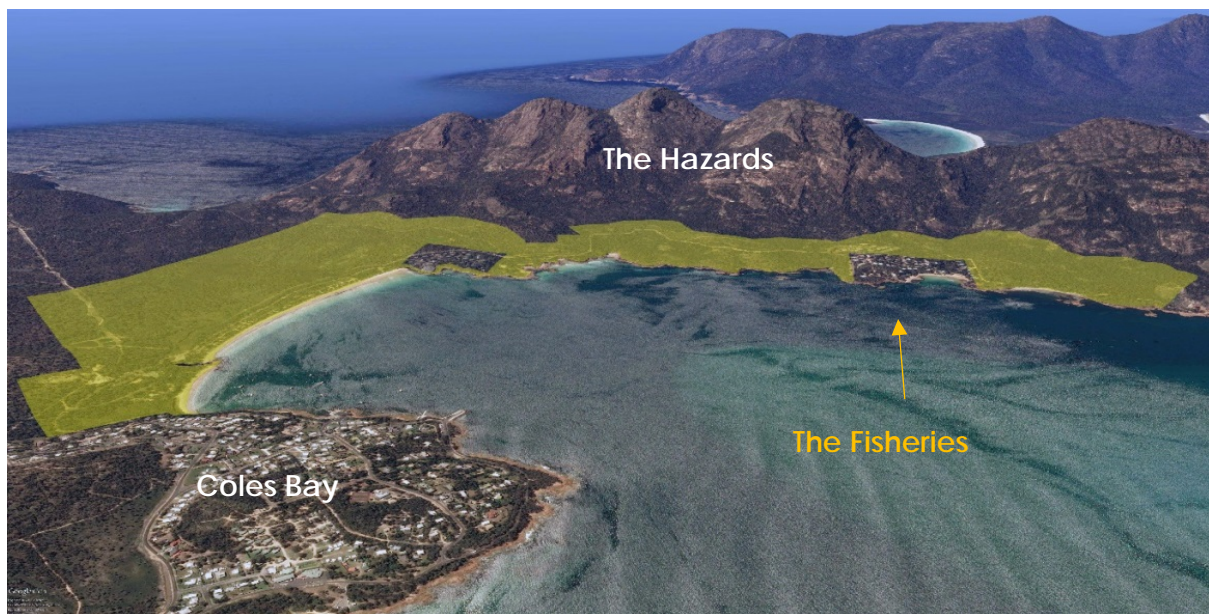


Figure 1: Visual perspective of “The Fisheries” in context of the Hazards.

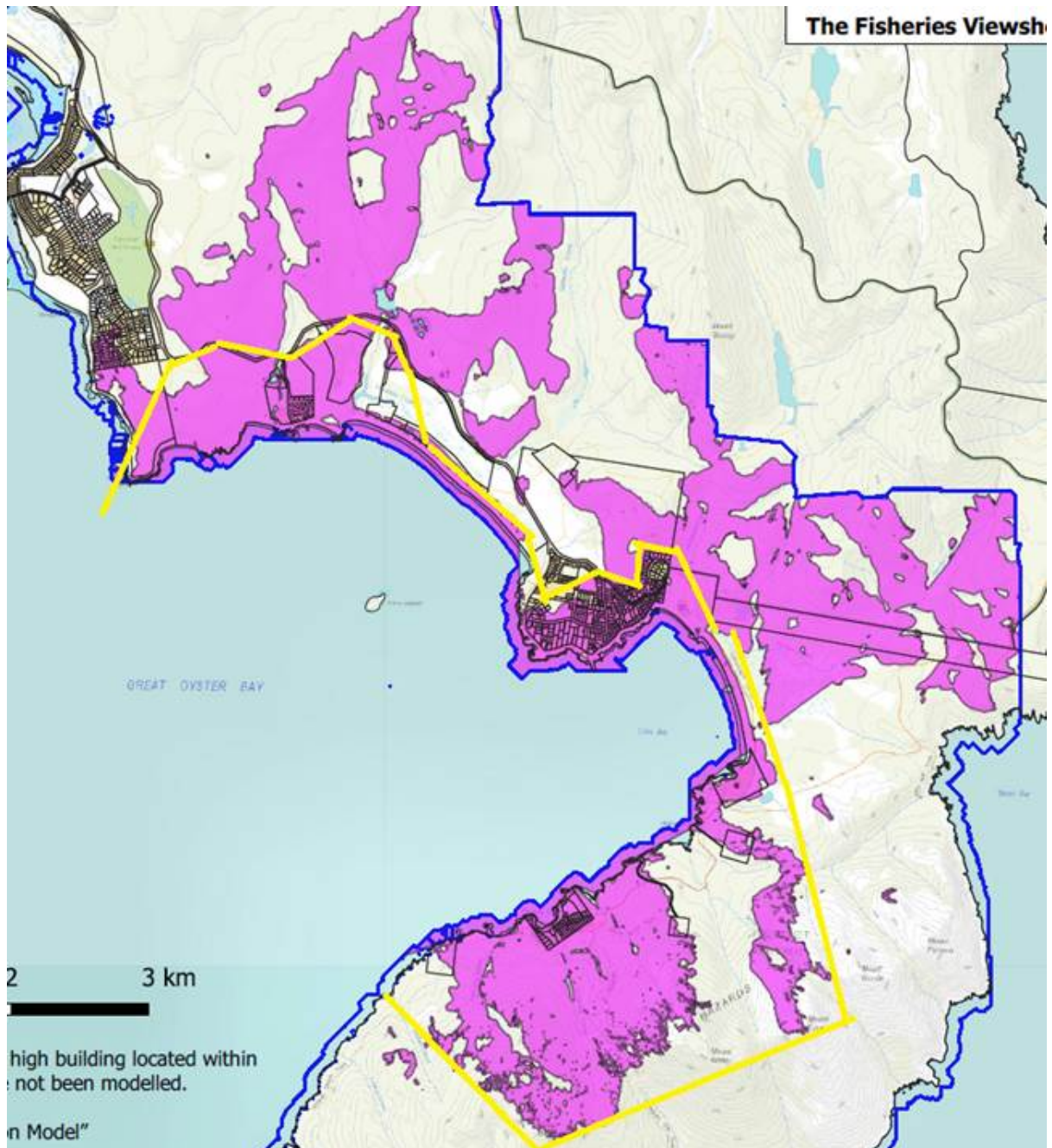


Figure 2 – Revised Impact Assessment Area.

The revised Impact Assessment Area, as set out in Figure 2, would ensure that any visual impact assessment be carried out from the most viewed areas by locals and visitors including from the Coles Bay Road, Coles Bay, Richardsons Beach, Hepburn Point and [Saffire Freycinet](#).



GSB-P6.5 Use Standards

GSB-P6.5.1 Visitor Accommodation

- We support that Visitor Accommodation guests are accommodated in one building (existing or new) providing that there are no other existing habitable buildings on the site. We support the Performance Criteria that if a new building is constructed that for the use class Visitor Accommodation it would have to minimise impacts on the scenic, environmental and landscape values of the zone and not cause an unreasonable loss of residential amenity in the zone.

GSB-P6.5.2 External lighting

- Well-designed outdoor lighting promotes safety and security but avoids light spillage onto nearby properties. It reduces the incidence of glare nuisance, conserves energy, saves money, preserves the night sky, leads to less wildlife disruption and supports positive neighbourly relations. Also, the experience of watching the sunrise or sunset over the Hazards spectacular landscape must be preserved.
- **We do not support the hours that that external lighting must be turned off between (i.e. between 10 pm and 6 am). We propose that external lighting (except for security lighting) should be turned off between sunset and sunrise (as defined for example by www.timeanddate.com). During winter, around the time of the June Solstice or the shortest day the sun sets at around 4:49 pm and rises around 7.42 am. This would mean, based on the exhibited hours, external lighting would be allowed to be shining around five hours after sunset and around 2 hours before sunrise.** Only requiring external lighting be turned off between 10 pm and 6 am would defeat the benefits of the Acceptable Solution.
- We support that security lighting must be baffled to ensure that direct light does not extend beyond the property boundary.

GSB-P6.6 Development Standards for Buildings and Works

With regard to the Development Standards for Buildings and Works we are generally supportive of the intent and controls being imposed by the Acceptable solutions and Performance criteria. However, we seek adjustments to the Acceptable Solutions and Performance Criteria in some instances. These are outlined below.

GSB-P6.6.1 Site coverage and development area

- A1 Site coverage must not be more than 250m². **The site coverage area should be reduced to 200 m² as most dwellings in The Fisheries have a footprint of this size.**
- P1 -Site coverage must not obtrude on the scenic, environmental and landscape values of the site, the surrounding area and the Impact Assessment Area, having regard to: - see a)



to h). We support the wording of this clause but would welcome further discussion if required.

GSB-P6.6.2 Building height, siting and exterior finishes

- A1 - Building height must be not more than 5m. This means that a dwelling can only be higher than 5 m's if it meets the Performance Criteria. A1 is supported.
- A2, A3, A4 –Setback lengths - front is 8m, both sides is 5m and rear is 10m. A2, A3 and A4 are supported although the setback from rear boundaries could potentially be increased for the large lots within the zone.
- A5 - Exterior building finishes must have a light reflectance value not more than 20%, in dark natural tones of black, blue, grey, green or brown. **The colour 'blue' should be deleted from the allowed exterior building finishes.** Blue is not a colour that is found as part of the wider bush environment both within The Fisheries and the adjoining and surrounding Freycinet National Park. **We would also like to change the Light Reflectance Value (LRV) from 20% to not more than 10%.** The light reflectance value measures the percentage of light a paint color reflects. According to [Diamond Vogel Architectural Coatings](#), 'the LRV is measured on a scale that ranges from zero (absolute black, absorbing all light and heat) to 100 percent (pure white, reflecting all light). Building and design professionals (everyone from architects and engineers to interior designers and color consultants) use these measurements as guidelines to predict how light or dark a color will appear.' See Figure 3 below pictorially demonstrates the the LRV scale.

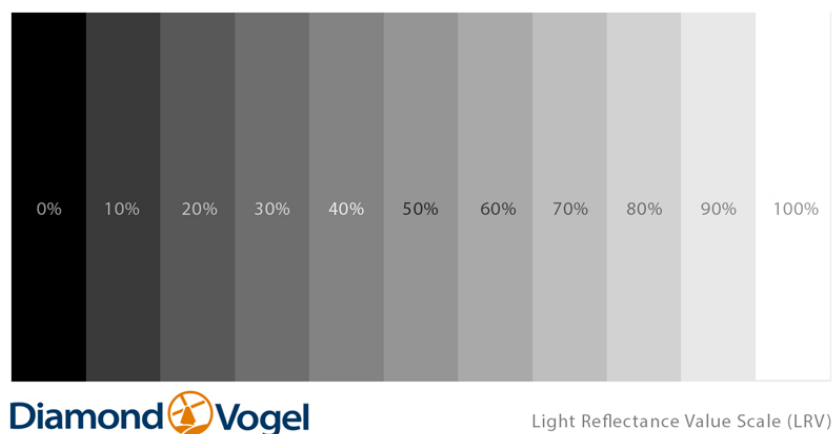


Figure 3 – Light Reflectance Value scale.

The Freycinet Lodge recently constructed Coastal Pavillions, within Freycinet National Park, offer a benchmark in what LRV to apply. Due to strong community pressure (459 representations were received against RACT expanding into Freycinet National Park and 136 RACT members mobilised to call a Special General Meeting to discuss Freycinet National Park expansion), RACT agreed to the following building parameters: dark in



colour, low in height, non-reflective materials, stay within existing footprint of the RACT lease and no light pollution.

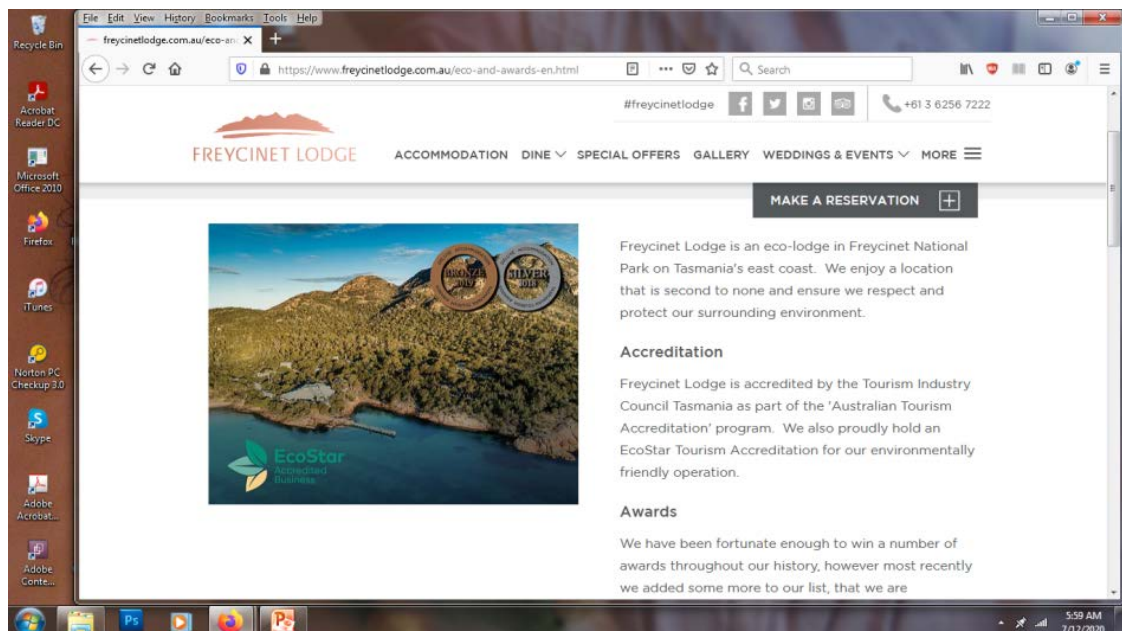
As the images demonstrate below and this video [here](#), the buildings are black, including the rooves, which are assumed to have an LRV of between 0% and 10% (FAN has contacted the architects to confirm the LRV percentage).

The redevelopment of Freycinet Ldge has also won a long list of awards, including for its design.

Coastal Pavilion Awards

- 2018 Tasmanian Tourism Awards - Silver - Deluxe Accommodation
- 2018 Great Eastern Drivers – Winner - Food, Wine and Retail provider on Tasmania's east coast
- 2018 Australian Hotels Association Awards – Finalist - Australia's Best Accommodation Restaurant
- 2018 Eat Drink Design Awards - High commendation - Best Hotel Design - Coastal Pavilions
- 2018 Dezeen Architecture Awards - Finalist - Coastal Pavilions
- 2018 World Architecture Festival Awards - Finalist - Coastal Pavilions
- 2018 International Design Awards - Two bronze medals for both the New Commercial Building and Sustainable Living/Green categories - Coastal Pavilions
- 2018 International Architecture MasterPrize - Winner of Small Architecture and Hospitality Architecture - Coastal Pavilions
- 2019 Australian Interior Design Awards - Winner - Best of State, Commercial Design - Coastal Pavilions
- 2019 INDE Awards - Shortlisted - The Building - Coastal Pavilions
- 2019 Great Eastern Driver Awards (East Coast Tasmania Tourism Awards) - Winner - Best Accommodation - Freycinet Lodge
- 2019 Spice News - Winner - Best Lodge in Australia - Freycinet Lodge
- 2019 Tasmanian Architecture Awards - Winner - Commercial Architecture The Colin Philp Award- Coastal Pavilions
- 2019 HM Awards for Hotel and Accommodation Excellence - Finalist - Australian Lodges.
- 2019 Tasmanian Hospitality Association and Dysdale - Tourism Awards for Excellence - Winner - Best New Tourism Initiative and Best Bar Presentation and Service.
- 2019 Star Ratings - Gold List of Australian Accommodation
- 2019 Tasmanian Tourism Awards - Bronze - Deluxe Accommodation
- 2020 Tasmanian Bride Choice Awards - Winner - Venue and Accommodation





GSB-P6.7 Development Standards for Subdivision

- Objective: That subdivision is for the creation of lots for public purposes. This means that mean there is to be no private land subdivisions but there could be subdivision on public land for public use. The use and development controls proposed are supported.

Specific Area Plans

We support deleting the GSB-S4.0 Coles Bay and Swanwick Specific Area Plan from the draft LPS.



Zone maps and overlays

We concur with the zone maps and overlays with regards to the revised zoning of The Fisheries, Coles Bay. We also concur with the revised overlay maps to delete GSB-S4.0 Coles Bay and Swanwick Specific Area Plan.



Department of Police, Fire and Emergency Management
 STATE EMERGENCY SERVICE
 GPO Box 1290 HOBART TAS 7001
 Phone (03) 6173 2700
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Our ref: A21/100116

27 May 2021

Mr Greg Ingram
 General Manager
 Glamorgan Spring Bay Council
 PO Box 6
 TRIABUNNA TAS 7190

Dear Mr Ingram,

Representation – Substantial Modifications – Glamorgan Spring Bay Draft Local Provisions Schedule

Thank you for the opportunity to make a representation on the substantial modifications to the Glamorgan – Spring Bay Draft Local Provisions Schedule (LPS). This representation raises matters related to:

- Inclusion of Particular Purpose Zone – The Fisheries; and
- Flood-Prone Area Hazard Overlay.

Inclusion of Particular Purpose Zone (PPZ) – The Fisheries

SES notes the inclusion of the Particular Purpose Zone – Fisheries with the following objectives, to:

- *provide for residential use within the Fisheries that minimises impact on the scenic, environmental and landscape values; and*
- *provide for compatible use and development that is of a scale and intensity that minimises impact on the scenic, environmental and landscape values of the Fisheries and the Freycinet National Park.*

There is land included within the PPZ that is within the Coastal Erosion Hazard Overlay. In accordance with the requirements of the SPP clause 5.2.6, the PPZ is not permitted to override the provisions in a Code. SES note that the Planning Authority would apply the Coastal Erosion Hazard Code in the assessment of development applications in the PPZ that are located within the coastal hazard overlays.

Flood-Prone Area Hazard Overlay

SES notes the substantial modifications exhibited do not introduce a Flood-Prone Areas Hazard Overlay into the LPS.

In the absence of a Flood-Prone Areas Hazard Overlay, the SES recommend that if the Planning Authority receives a development application in an area that the authority reasonably believes is subject to risk from flood, or, if the development proposed has the

potential to cause increased risk from flood, then clause C12.2.4 of the Flood-Prone Areas Hazard Code, be applied by the planning authority to require a flood hazard report. This includes land within the 1% AEP extent from the *Saltwater Creek Flood Study 2018* commissioned by Glamorgan – Spring Bay Council.

These comments and recommendations are consistent with the matters raised by the SES in previous representations and at hearings associated with the Glamorgan Spring Bay Draft LPS.

Yours sincerely

A handwritten signature in black ink, appearing to read 'Andrew Lea', with a stylized flourish at the end.

Andrew Lea ESM
Director

Profit and Loss

Glamorgan Spring Bay Council
For the month ended 31 July 2021

Account	YTD Actual	YTD Budget	Budget Var	Var %	2021/22 Budget	Notes
Trading Income						
Rate Revenue	9,794,218	9,797,393	(3,175)	0%	9,867,631	
Statutory Charges	123,365	60,334	63,031	104%	724,013	1
User Charges	259,763	54,681	205,082	375%	656,156	2
Grants	266,321	164,000	102,321	62%	1,465,416	3
Interest & Investment Revenue	291	1,866	(1,575)	-84%	229,641	
Contributions	24,548	11,667	12,881	110%	140,000	
Other Revenue	90,354	178,866	(88,512)	-49%	2,275,056	4
Total Trading Income	10,558,861	10,268,807	290,054	3%	15,357,913	
Gross Profit	10,558,861	10,268,807	290,054	3%	15,357,913	
Capital Grants						
Grants Commonwealth Capital - Other	371,428	0	371,428	0%	5,462,080	
Grants Commonwealth Capital - Roads to Recovery	262,978	0	262,978	0%	506,087	
Grants State Capital - Other	49,123	0	49,123	0%	775,000	
Total Capital Grants	683,529	0	683,529	0%	6,743,167	
Other Income						
Net Gain (Loss) on Disposal of Assets	9,400	0	9,400	0%	0	
Other Income - PPRWS Reimbursement of Principal Loan	(121,406)	0	(121,406)	0%	102,609	
Total Other Income	(112,006)	0	(112,006)	0%	102,609	
Operating Expenses						
Employee Costs	318,287	437,504	(119,217)	-27%	4,975,840	5
Materials & Services	824,294	662,687	161,607	24%	7,952,266	6
Depreciation	230,391	230,391	0	0%	2,764,692	
Interest	(30,787)	18,925	(49,712)	-263%	227,106	
Internal Plant used on Capital Jobs	(518)	0	(518)	0%	(518)	
Other Expenses	10,942	18,791	(7,849)	-42%	225,505	
Total Operating Expenses	1,352,609	1,368,298	(15,689)	-1%	16,144,891	
Net Profit	9,206,252	8,900,509	305,743	3%	(786,978)	
Total Comprehensive Result (incl Capital Income)	9,777,775	8,900,509	877,266	10%	6,058,798	
Capital Works Program (Current Year WIP)						
Work in Progress Capital Works - Plant Internal	518	0	518	0%	0	
Work In Progress Payroll - Salaries and Wages	13,409	0	13,409	0%	0	
Work in Progress Capital Works - On Costs	6,369	0	6,369	0%	0	
Work in Progress Capital Works - Contractor Costs	51,033	0	51,033	0%	0	
Work in Progress Capital Works - Materials	18,890	0	18,890	0%	0	
Total Capital Works Program (Current Year WIP)	90,219	0	90,219	0%	0	

Notes:

- 1 - Statutory Charges are up 104% (\$63k) on budget YTD due to a higher than forecast level of development applications.
- 2 - Statutory Charges are up 375% (\$205k) on budget YTD mainly due to a higher than forecast level of Marina charges.
- 3 - Grants are up 62% (\$102k) on budget YTD due to Unspent Grant Funds carried forward from 2021 FY.
- 4 - Other Revenue is down by 49% (\$88k) on budget YTD due to a number of reasons including a lower than forecasted medical income.
- 5 - Employee Costs are down -27% (\$119k) on budget YTD due to consuming more internal staff hours as compared to contractor's services.
- 6 - Materials and Services are up by \$162k (24%) budget YTD due to a number of reasons including payments for yearly insurance policies, software licences and membership fees.

Statement of Financial Position

Glamorgan Spring Bay Council

As at 31 July 2021

	31 JUL 2021	30 JUN 2021
Assets		
Current Assets		
Cash & Cash Equivalents	3,662,445	3,018,850
Trade & Other Receivables	9,207,116	926,374
Other Assets	123,150	273,191
Total Current Assets	12,992,711	4,218,415
Non-current Assets		
Trade & Other Receivables	3,243	3,243
Investment in Water Corporation	30,419,394	30,419,394
Property, Infrastructure, Plant & Equipment	144,648,152	144,779,771
Total Non-current Assets	175,070,789	175,202,408
Total Assets	188,063,500	179,420,823
Liabilities		
Current Liabilities		
Trade & Other Payables	1,027,712	1,037,420
Trust Funds & Deposits	361,562	361,562
Provisions	664,932	664,932
Contract Liabilities	-	949,850
Trade & Other Payables - Rates in Advance	-	152,240
Interest bearing Loans & Borrowings	426,411	458,263
Total Current Liabilities	2,480,618	3,624,268
Non-current Liabilities		
Provisions	69,486	69,486
Interest Bearing Loans & Borrowings	7,844,169	7,844,169
Total Non-current Liabilities	7,913,655	7,913,655
Total Liabilities	10,394,272	11,537,922
Net Assets	177,669,228	167,882,901
Equity		
Current Year Earnings	9,786,327	4,576,811
Retained Earnings	82,867,708	78,290,897
Equity - Asset Revaluation Reserve	84,521,426	84,521,426
Equity - Restricted Reserves	493,767	493,767
Total Equity	177,669,228	167,882,901

Statement of Cash Flows

Glamorgan Spring Bay Council For the month ended 31 July 2021

	JUL 2021	2021
Operating Activities		
Receipts from customers	1,996,133	14,781,533
Payments to suppliers and employees	(1,126,823)	(13,745,304)
Receipts from operating grants	266,321	1,343,056
Dividends received	-	207,000
Interest received	291	20,989
Cash receipts from other operating activities	(27,582)	1,149,744
Net Cash Flows from Operating Activities	1,108,339	3,757,018
Investing Activities		
Proceeds from sale of property, plant and equipment	10,340	2,185,951
Payment for property, plant and equipment	(236,663)	(9,803,643)
Receipts from capital grants	683,529	3,826,281
Other cash items from investing activities	211,991	(212,892)
Net Cash Flows from Investing Activities	669,197	(4,004,303)
Financing Activities		
Trust funds & deposits	-	(172,910)
Net Proceeds/(Repayment) of Loans	(31,852)	1,066,733
Other cash items from financing activities	(1,102,090)	680,171
Net Cash Flows from Financing Activities	(1,133,942)	1,573,994
Net Cash Flows	643,594	1,326,709
Cash and Cash Equivalents		
Cash and cash equivalents at beginning of period	2,951,806	1,625,097
Cash and cash equivalents at end of period	3,595,400	2,951,806
Net change in cash for period	643,594	1,326,709

Capital Works Detail

Glamorgan Spring Bay Council
as at 31 July 2021

New Capital	Actual YTD	2021/22 Budget	Government Funding	Council Funding	Project Progress	Details	Government Funding
Roads, Footpaths, Kerbs							
Freycinet Drive - Kerb at Kayak Rental to stop flooding	720	30,000	30,000		complete	Carried Forward from 2020/21	Community Infrastructure Fund - Round 2
Strip Rd Little Swanport - concrete overlay to hardstand floodway		30,000	30,000			Carried Forward from 2020/21	Community Infrastructure Fund - Round 2
R2R - Nugent Rd Seal - Carry forward from 2019/20 + EMF	3,043	50,000	40,775	9,225			
Bicheno walkway	1,648	403,000	403,000		Contract awarded	Carried Forward from 2020/21	Drought Relief
Triabunna Road Realignment re Cenotaph/RSL corner		115,000	115,000		design progressing	Carried Forward from 2020/21	Drought Relief
Swansea Main Street Paving	4,837	1,000,000	1,000,000		Design progressing		Fed Grant Funding
Total Roads, Footpaths, Kerbs	10,247	1,628,000	1,618,775	9,225			
Parks, Reserves, Walking Tracks, Cemeteries							
Swansea Boat Trailer Parking	14,228	450,000	500,000		complete	Carried Forward from 2020/21	DPIPWE Funds
Bicheno Triangle	2,610	580,000	600,000		design continuing		Fed Grant Fund
Bicheno Gulch	3,835	1,490,000	1,500,000		design continuing		Fed Grant Fund
Coles Bay Foreshore	3,835	950,000	1,000,000		design continuing		Fed Grant Fund
Jetty Rd Bicheno - Beach Access, timber walkway installation		10,500	10,500		complete	Carried Forward from 2020/21	Community Infrastructure Fund - Round 2
Buckland Walk - rehabilitation		60,000	-	60,000		Carried Forward from 2020/21	
Total Parks, Reserves, Walking Tracks, Cemeteries	24,509	3,540,500	3,610,500	60,000			
Stormwater & Drainage							
Holkham Court		265,000		265,000	design progressing		
Total Stormwater & Drainage	0	265,000	-	265,000			
Plant & Equipment							
Crane Gantry Swansea - safe water tank removal		20,000		20,000	procurement commenced		
Total Plant & Equipment	0	20,000	-	20,000			
Total New Capital	34,756	5,453,500	5,229,275	354,225			

Renewal of Assets		2021/22 Budget	Government Funding	Council Funding		Details	Government Funding
Roads, Footpaths, Kerbs							
RTR - RSPG Rheban Rd Resheeting / realignment for bridge		100,000	50,000	50,000		Carried Forward from 2020/21	RTR
Resheet - Old Coach Rd 3km		50,000		50,000			
Resheet - Sally Peak Rd 1km		17,000		17,000	complete		
Resheet - Sand River Rd 1km		17,000		17,000	complete		
Resheet - Seaford Rd 2km		34,000		34,000			
Resheet - Mt Murray Rd 2km		34,000		34,000			
Resheet - Bresnehans Rd 0.5km		8,500		8,500			
Resheet - Medora St Pontypool 1km		17,000		17,000			
Resheet Nugent Rd	2,071	16,000		16,000	complete		
Reseal		443,300		443,300	tender development		
Community Infrastructure Fund - Round 3 to be allocate		221,174	221,174				Community Infrastructure Fund - Round 3
Redesign and relocation of the Triabunna School crossing		31,000	31,000		consultation commenced		Community Infrastructure Fund - Round 3
Design		29,200		29,200			
Contingency		40,000		40,000			
Total Roads, Footpaths, Kerbs	2071	1,058,174	302,174	756,000			
Parks, Reserves, Walking Tracks, Cemeteries							
Bicheno BMX track refurbishment		20,000	20,000			Carried Forward from 2020/21	Community Infrastructure Fund - Round 2
Total Parks, Reserves, Walking Tracks, Cemeteries	0	20,000	20,000	-			
Stormwater, Drainage							
Alma Rd and Fieldwick Land - Rockline drain and culvert improvements	150	125,000	125,000			Carried Forward from 2020/21	Community Infrastructure Fund - Round 2
Stormwater management planning, investigation & design	2,867	100,000		100,000		Carried Forward from 2020/21	
West Shelley Beach Orford Main Upgrade	11,621						
Stomwater and drainage to be allocated		77,000		77,000			
Total Stormwater, Drainage	14638	302,000	125,000	177,000			
Buildings & Facilities							
RSL Cenotaph - new memorial c/fw project		10,000		10,000	waiting on streetworks	Carried Forward from 2020/21	
Triabunna Medical Centre - Car Park reseal and line mark		45,000	45,000		commenced	Carried Forward from 2020/21	Community Infrastructure Fund - Round 2
Bicheno Medical Centre - Car Park reseal and line mark		55,000	55,000		commenced	Carried Forward from 2020/21	Community Infrastructure Fund - Round 2
Triabunna Marina - improve public facilities and shelters	37164	40,863	40,863		95% complete	Carried Forward from 2020/21	Community Infrastructure Fund - Round 2
Coles Bay Tennis Courts - Basketball hoop installation		3,000	3,000		waiting on installation	Carried Forward from 2020/21	Community Infrastructure Fund - Round 2
Buckland Community Hall - ramp access		45,000	45,000		programmed	Carried Forward from 2020/21	Community Infrastructure Fund
Buckland Community Hall - stairs		55,000	55,000		programmed	Carried Forward from 2020/21	Drought Relief
Bicheno Medical Centre - Refurb Treatment Room		25,000	25,000		in progress	Carried Forward from 2020/21	Community Infrastructure Fund
Swansea Courthouse Drainage Works		10,000	25,000		complete	Carried Forward from 2020/21	Community Infrastructure Fund
Online Access Centre/Swansea Courthouse - refurbish toilet and install disabled/unisex toilet		60,000	60,000		progressing		Community Infrastructure Fund - Round 3
Coles Bay Community Hall - Replacement of Annexe, Medical Room, Kitchen and Library		180,000	180,000		design progressing		Community Infrastructure Fund - Round 3
Swansea Community Hall - Toilet Refurbishment	1130				95% complete	Carried Forward from 2020/21	Community Infrastructure Fund
Spring Beach Toilet Refurbishment		65,000	65,000		programmed		Community Infrastructure Fund - Round 3
Total Buildings & Facilities	38294	593,863	598,863	10,000			

Marine Infrastructure		2021/22 Budget	Government Funding	Council Funding	Details	Government Funding
	Pylon Replacement - Marina	100,000		100,000	in design	
	Saltworks Toilet & Car park	245,000	245,000		progressing scope	Community Infrastructure Fund - Round 3
	Saltworks Boat Ramp Upgrade	100,000	100,000		progressing scope	Carried Forward from 2020/21 State Grant
	Total Marine Infrastructure	0	445,000	345,000	100,000	
Bridges, Culverts						
	Orford Bridge Replacement	310				Contract Complete. Rehabilitation to finalise project \$1.02m project started May 2019. Fully Federal Grant funded
	Holkham Crt Culvert		50,000	56,087		Carried Forward from 2020/21 Community Infrastructure Fund
	RTR - EMF Rheban Rd Griffith River Bridge	150	280,000	300,000	tender open	Carried Forward from 2020/21 RTR 25% EMF75%
	Total Bridges, Culverts	460	330,000	356,087	-	
Plant & Equipment						
	IT Computer Equipment		30,000		30,000	
	Medical Equipment		20,000		20,000	
	Replace Ute x 2 (2007/2008)		57,000		57,000	procurement commenced
	Replace Mayor Vehicle (2016)		37,000		37,000	complete
	Replace Tipper Truck (2014)		80,000		80,000	procurement commenced
	Replace Medium Truck (2014)		80,000		80,000	procurement commenced
	Replace Toro Groundmaster (2014)		40,000		40,000	procurement commenced
	Replace Tanderm Trailer		6,000		6,000	
	Total Plant & Equipment	0	350,000	-	350,000	
Total Renewal Capital		55463	3,099,037	1,747,124	1,393,000	
Total Capital Works		90219	8,552,537	6,976,399	1,747,225	

Note: carried forward amounts for existing projects from previous financial year will be updated in future reports



PAGE NUMBER	DESCRIPTION
01	COVER PAGE
02	PROPOSED SITES - LOCATION PLAN
03	PROPOSED SITE 1. - SITE PLAN
04	PROPOSED SITE 2. - SITE PLAN
04	PROPOSED SITE 1. - SITE EVALUATION
06	PROPOSED SITE 2. - SITE EVALUATION
07	ASSESSMENT MATRIX







BICHENO SKATE



Site 1 : Tasman Highway - Waubs Bay

POSITIVE ATTRIBUTES

Open site with sloping terrain. Opportunities for skate obstacles both above ground level and excavated into bank, for a variety of “Street” and “Bowl” type features.

No underground services or other physical barriers to construction

Excellent passive surveillance given location and nature of site

Opportunities extending to greater site for formalised car parking and additional complimentary facilities such as public toilets and provision for other activities such as cycling.

Negligible sound issues given nature of highway and potential to sink structure into landscape.

Existing Public Toilet : 700m distance

Walking /cycling access from Town Centre : 800m distance



CONSIDERATIONS

Facility would best be served by additional and complimentary facilities, including an on-site toilet and formalised car parking.

Potential backlash from residence or property owners in the direct vicinity of this proposed site. Any design in this location would need to carefully consider aesthetic values as proposed skatepark would be in the view of houses (existing or future) directly opposite.

Existing pedestrian/cycle path from Town Centre is not currently sealed, limiting the ability to ride scooters and skateboards to the proposed facility.

BICHENO SKATE



Site 2 : The Esplanade

POSITIVE ATTRIBUTES

Open, flat site favouring a “Street” style skatepark. Obstacles above ground level with a focus on technical use of rails and ledges, with fewer transition style ramps or bowl features.

No underground services or other physical barriers to construction

Close to school. Some schools are now incorporating skatepark activities into their physical education programs.

Provision of complimentary car parking with minimal development costs.

Existing Public Toilet : 150m distance

Easy access from Town Centre

CONSIDERATIONS

Whilst Site is open and visible from multiple directions, traffic flow past site is minimal with low to medium passive surveillance.

Potentially limited design options due to site limitations, requiring structure to be constructed above ground.

Potential backlash from residence or property owners in the direct vicinity of this proposed site. Any design in this location would need to carefully consider aesthetic values as proposed skatepark would be in the view of houses (existing or future) directly opposite.

Whilst noise emissions from a busy skatepark are relatively low, sound transmission may be a point of contention from residence given the quiet nature of The Esplanade.



ASSESSMENT MATRIX

SCORES RATED OUT OF 10 POINTS - BASED ON THE CRITERIA EVALUATED FOR THESE PARTICULAR SITES ONLY

10 POINTS : IDEAL

1 POINT : NOT SUFFICIENT/NOT RECOMMENDED

ASSESSED CRITERIA	SITE 1.	SITE 2.	NOTES
“Safer By Design” principals of passive surveillance	9	6	Site 1. has better opportunities for passive surveillance. Passive surveillance is a primary function to reduce anit-social behaviour.
Site suitability for construction	9	9	Both sites are well suited to the construction of a concrete skatepark. Both sites are unimpeded by underground services. Drainage is not an issue.
Design options for maximum participation (skate/scooter/bmx/other) including spectators	8	6	Site 1. offers the best opportunity to design a variety of ramps and street obstacles given the ability to excavate into the bank. Spectators area potential also favourable.
Existing supporting infrastructure	4	8	Site 2. has better existing infrastructure (toilets and car parking). Site development costs for supporting infrastructure much lower.
Opportunities for future complimentary facilities	7	6	Site 1. has potential for further infrastructure and facility development. A masterplan of this site would be worth persuing. Site 2. has limited opportunities for future development, though better existing infrastructure.
Potential residential backlash over noise, aesthetic and perceived social issues.	7	5	Site 2. is closer to residential lots with less visual and noise buffering from terrain. Land owners may be inclined to object to a skatepark ‘in their frontyard’.
TOTALS	44	40	Site 1. would be considered the preferred location based on the assessed criteria



GLAMORGAN
SPRING BAY
COUNCIL

Glamorgan Spring Bay Council

Unsealed Roads Policy

Version [1.0]

Adopted:
Minute No.:

Document Control

Policy Name	
First issued/approved	
Source of approval/authority	Council
Last reviewed	N/A
Next review date	
Version number	1
Responsible Officer	Peter Porch
Department responsible for policy development	Works and Infrastructure
Related policies	Asset Management Policy
Publication of policy	Website

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Unsealed Roads Procedure 6

DRAFT

1 Introduction

1.1 Purpose

This policy sets out the principles by which Council manages or modifies the unsealed road network for which it is responsible.

Council currently maintains approximately 200km (nominally) of depreciable unsealed road network and, in accordance with various provisions within the Local Government (Highways) Act 1982, has powers for the determination of management of all Local Highways within the Glamorgan Spring Bay Municipal area.

Scope

This policy applies to all unsealed roads, both formed and unformed, throughout the Local Government Area (LGA) and vested in council. The scope of this policy includes the management of Council's unsealed road network within the bounds of Council's available resourcing.

This policy does not include the management of Crown, Parks & Wildlife, Forestry and other non-council roads.

1.2 Definitions

Council	is Glamorgan Spring Bay Council
Unsealed Road	is a formed road without an impervious bitumen, paver or concrete wearing surface
Unformed Road	is a road reserve with no earth formation to manage vehicular movement or drainage
Public Road	is a road formed and dedicated for public use

1.3 Objectives

- a) The policy seeks to provide information to the general public on how council classifies and manages or modifies its unsealed road network.
- b) The policy establishes consistent principles and practices for the management of this extensive and important asset class.

1.4 Related Policies and Legislation

This policy relates to and depends on other Council policies, as well as legislation, including:

- Roads & Jetties Act (1935)
- Local Government Highways Act (1982)
- Local Government Act (1993)
- Work Health and Safety Act (2012)
- Work Health and Safety Regulation (2012)

Council has the duty of maintaining the local highways in the municipality that are maintainable by the corporation as shown on its municipal map in accordance with the Local Government Highways Act 1982, S21.

Other references:

- Roads Asset Management Plan
- Unsealed Roads Capital Re-sheeting Programme
- Australian Road Research Board (ARRB) – Unsealed Roads Manual

- Council's Asset Management Policy
- State Road Hierarchy
- Local Government Road Hierarchy 2015
- Tasmanian Municipal Standards Specifications and Drawings

1.5 Policy Review and Update Cycle

This policy is to be reviewed initially in February 2022 and thereafter, every four years.

2 Policy

- a) Unsealed roads will be allocated into the following classifications:
 - Link Roads
 - Collector Roads
 - Local Access Roads
 - Limited Local Access Roads
- b) Unsealed roads shall be classified based on the following criteria:
 - network and community connectivity.
 - traffic volumes
 - number of premises accessed
 - school bus routes
 - regional tourism value
 - regional economic value
- c) The road classification will be used in council's road maps, available to the public and will be used to determine maintenance priority and frequency.
- d) Roads not designated as council maintained on Council roads maps will not be maintained at council's cost.
- e) Existing low use sealed roads may be reconstructed to remove the seal layer, on a decision of council, and included in the unsealed road classification following a review of the Whole of life cost of the asset's management and other risk factors.
- f) Upgrading an unsealed road to incorporate an impervious sealed wearing surface will only occur on a decision of council in accord with the principles of asset management practice and financial management. The Whole of Life Cost for the change in asset performance will be considered. Such consideration may incorporate the inclusion of a contribution to the cost of the works from a resident, landowner or occupier serviced by the road. Consideration may include for dust or maintenance reduction.
- g) Maintenance regimes for this asset class will be established through an associated Unsealed Roads Procedure.
- h) Council will not accept the transfer of private roads or assets, unless required through conditions of development consent or other legislated mechanism which may include a determination of council.
- i) Installation of Cattle Grids and Public Gates: Council may consider applications from an adjoining owner(s) where there is no adverse effect upon current or potential road users or other adjoining properties.

Supply/Installation and maintenance of a cattle grid(s) or a public gate(s) is solely the responsibility of the benefiting landowner(s).

Council shall only consider applications for the erection of a Public Gate(s) on a Local or Limited Access Road when applied for by the last property owner at the end of a no through road.

Council, at its sole discretion, may alter the road Classification and lower or cease provision of a Level of Service beyond the Public Gate subject to the consent conditions.

- a) Driveways/Road Crossings: Maintenance and upkeep of driveways / road crossings (including pipe crossings) and crossovers is entirely the responsibility of the benefiting landowner(s).

2 Implementation

Implementation of this Policy rests with the General Manager.

3 Attachments

- Unsealed Roads Procedure
- Unsealed road list



Glamorgan Spring Bay Council

DRAFT Gifts & Donations Policy

Version [1.0]

Adopted:
Minute No.:

Document Control

Policy Name	
First issued/approved	(Insert Date)
Source of approval/authority	Council
Last reviewed	(Insert Date)
Next review date	(Insert Date)
Version number	01
Responsible Officer	General Manager
Department responsible for policy development	Governance
Related policies	<ul style="list-style-type: none">• Code of Conduct• Employee Code of Conduct
Publication of policy	Website

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1 Introduction

1.1 Purpose

The purpose of this Policy is to outline the obligations and responsibilities of Council's officials when dealing with offers of gifts or donations.

The Policy also assists Council officials to make appropriate judgments in relation to favours, gifts and donations and therefore avoid being placed in a situation where they may become vulnerable to undue influence or threaten community confidence in the fairness, impartiality and integrity of the Council.

1.2 Scope

The Policy applies to all favours, gifts and donations offered to or received by all Council officials in their role as officers of the Council.

In a private context gifts and donations are usually unsolicited and meant to convey a feeling on behalf of the giver such as gratitude. There is ordinarily no expectation of repayment. Gifts given in a private context are not the focus of this Policy.

Gifts, favours and donations may also be offered to individuals in the course of business relationships. Such gifts and donations are often given for commercial purposes and serve to create a feeling of obligation in the receiver.

Gifts and donations given in the course of business relationships is the focus of this Policy.

The Policy is to be applied in conjunction with provisions in the Council's Code of Conduct and other relevant Council policies and procedures.

1.3 Definitions

Bribe means a gift or benefit given specifically for the purpose of winning favours or to influence the decision or behaviour of a Council official to benefit someone or something.

Cash means money or vouchers which are readily convertible.

Conflict of interest means any situation in which an individual or corporation (either private or government) is in a position to exploit a professional or official capacity in some way for their personal or corporate benefit.

Council official means Mayor, Councillors, Council staff (including staff engaged through an employment agency), Council Committee members, volunteers and contractors.

Cumulative gift means a series of gifts of nominal value from the same person or organisation over a specified period which may have an aggregate value that is significant.

Favour means an act of service beyond what is usual, which could have a commercial or other value and that may reasonably be considered to confer an obligation on the receiver.

Gifts or donations means an item, service, loan of money, loan of property or any other benefit with a monetary value of \$50 or more.

Gifts and Donations Declaration Form means a form to be completed (example template at attachment 1), when an individual receives a gift or benefit of a non-token nature above the nominal limit or receives a series of token gifts or donations in a specified time that may have significant aggregate value (Cumulative Gift).

Gifts and Donations Register – a register maintained by Council of all declared gifts and donations (attachment 2).

Gift of influence means a gift that is intended to generally ingratiate the giver with the recipient for favourable treatment in the future.

Gift of gratitude means a gift offered to an individual or department in appreciation of performing specific tasks or for exemplary performance of duties. Gifts to staff who speak at official functions may be considered an example of gifts of gratitude.

Hospitality means the provision of accommodation, meals, refreshments or other forms of entertainment.

Nominal value is the monetary limit of the value of gifts or donations that may be accepted (i.e. total value of gift or benefit received). A gift or benefit is of nominal value when it has no significant or lasting value.

Public perception means the perception of a fair-minded person in possession of the facts.

Significant value means a gift or benefit that has a value above the nominal value limit.

Specified number means a gift or benefit that has a value above the nominal value limit.

Token means often mass produced (i.e. pens, calendars, ties or items with a company logo on them), offered in business situations to individuals. Usually have a value under the nominal value limit.

Non token means items that are of a more individual nature, with a value above the nominal value limit. Items may include, free or discounted travel; use of holiday homes; corporate hospitality at major sporting events; free training excursions; tickets to major events and access to confidential information.

Related Policies and Legislation

This Policy relates to and depends on other Council policies, as well as legislation, including:

- Local Government Act 1993
- Local Government (General) Regulations 2015
- Glamorgan Spring Bay Council – Code of Conduct
- Glamorgan Spring Bay Council – Employee Code of Conduct
- Integrity Commission Act 2009

1.4 Policy Review and Update Cycle

This Policy is to be reviewed every three years or in accordance with legislative requirements.

2 Policy

Council officials at all times and in all circumstances must be seen to be fair, impartial and unbiased and should actively discourage offers of gifts and donations and must not solicit gifts or donations.

Council officials must not take advantage of their official position to secure an unreasonable personal profit or advantage. People doing business with the Council should be encouraged to understand that they do not need to give gifts or donations to Council officials to get high quality service.

From time to time Council officials may be offered gifts or donations. In some limited circumstances gifts and donations may be accepted. Token gifts of nominal value may generally be received. Non – token gifts of significant value should not generally be accepted.

Council officials should at all times be aware of the wider situation in which an offer of a gift or benefit is being made. For example, Council officials should consider whether the donor is in or may be seeking to enter into a business relationship with Council or may be applying to Council in relation to the exercise of Councils functions.

Council officials must avoid situations that suggest that a person or body, through the provision of gifts or donations is attempting to secure favourable treatment from Council.

When deciding whether to accept or decline a gift or donation, consideration should be given to both the value of the gift or donation and also the intent of the gift or donation being offered.

2.1 Acceptable Gifts and Donations

Gifts or donations of a token nature at or below nominal value may generally be accepted by Council officials without disclosing details to a Manager/Supervisor, General Manager or Mayor and without recording the details of the gift or benefit on the Gifts and Donations Declaration Form or Register (Refer Attachments 1 and 2).

That said, Council officials who receive more than the specified number of token gifts of a nominal value from the same person or organisation, in a specified period must disclose that fact in the gifts and donations register.

2.2 Token Gifts and Donations

Gifts or donations of a token nature do not create the appearance of a conflict of interest and include:

- Items with a company logo on them, ties, scarves, coasters, diaries, chocolates, flowers;
- Books given to individuals at functions, public occasions or in recognition of exceptional work done;
- Gifts of single bottles of reasonably priced alcohol given to individuals at functions, public occasions or in recognition of exceptional work done;
- Free or subsidised meals of a modest nature and/or beverages provided infrequently (and or reciprocally) that have been arranged for or in connection with the discussion of official business;
- Free meals of a modest nature and or beverages provided to Council officials who formally represent Council at work related events such as training, education sessions and workshops;
- Invitations to approved social functions organised by groups such as Council Committees and community organisations.

2.3 Nominal Value

The nominal value is \$50. If a Council official has any doubt if a gift or donation is token or of nominal value they should discuss it with a Manager/Supervisor, General Manager or Mayor.

2.4 Non Acceptable Gifts and Donations

Accepting gifts of money is prohibited.

Council officials should generally not accept gifts or donations that appear to be non-token in nature or more than of a nominal value.

If a gift or donation of a non-token nature or above nominal value is offered and cannot reasonably be refused (as this action may cause embarrassment), the offer and receipt of the gift or donation must be declared via completion of A Gifts and Donations Declaration Form (at attachment 1) and the details must be recorded on the Council Gift Register (at attachment 2).

If a Council official refuses a gift or donation because they believe that the gift was a deliberate attempt to receive “special treatment”, then such instances are to be reported to a Manager/Supervisor, the General Manager or Mayor.

2.5 Non Token Gifts and Donations

Gifts or donations of a non-token nature include:

- Free or discounted travel
- Use of holiday homes
- Tickets to major sporting events
- Corporate hospitality at a corporate facility or sporting venue
- Free training excursions
- Access to confidential information
- Discounted products for personal use
- Goods and services provided via a determination in a Will

At times a gift of a non-token nature may be given from one authority to another. Such gifts are often provided to a host authority. These gifts may be given as an expression of gratitude without obligation on the receiver to respond. The gratitude usually extends to the work of several people in the authority and therefore the gift is considered to be for the authority, not a particular individual.

2.6 Significant Value

For the purpose of this policy a gift or benefit with significant value has a value above the specified nominal value limit.

2.7 Actual or Perceived Effect of the Gift or Donation

Accepting gifts where a reasonable person could consider that there may be influence applied as a result of accepting the gift or donation is prohibited (gift of influence).

Where it is suspected that a gift or donation has been offered for the purpose of influencing the behaviour of someone acting in their official capacity, the gift or donation must be declined and the matter should be reported immediately to the relevant Manager/Supervisor, General Manager or Mayor.

2.8 Bribes

Council officials must not offer or seek a bribe. A person offered a bribe should refuse it and report the incident as soon as possible to their Manager/Supervisor, General Manager or the Mayor (in the case of Councillors). Council will take steps to report the matter to Police immediately.

Receiving a bribe is an offence under both the common law and the Local Government Act Section 339A of the Local Government Act 1993 (Misuse of Office).

2.9 Family Members – Receiving of Gifts or Donations

Council officials must take all reasonable steps to ensure that immediate family members do not receive gifts or donations of a non-token nature or gifts or donations above the nominal value. Immediate family members include parents, spouses, children and siblings.

2.10 Records – Gifts and Donations Registers

Council officials, who receive more than five token gifts or donations near the nominal value limit from the same person or organisation, (cumulative gift) must disclose that fact on the Gifts and Donations Declaration Form and Register (attachment 1 and 2).

If an official of the Council receives a non-token gift or donation in circumstances where it cannot reasonably be refused or returned, the receipt of the gift or donation should be disclosed and the details recorded on a Gifts and Donations Declaration Form (at attachment 1) and in the Gifts and Donations Register (at attachment 2).

The Register will be available for public inspection.

The content of the Registers will be monitored by the General Manager on a monthly basis.

2.11 Notification Period

A Councillor is to give notice within 14 days of receiving a gift or donation. The notice must be in writing to the General Manager and include:

- The name of the councillor who received the gift or donation.
- The name of the donor (if known)
- The councillor's relationship to the donor (if known)
- The suburb/locality where the donor resides (if known)
- The date on which the gift or donation was received; and
- The estimated monetary value of the gift or donation.
- If the gift or donation is received while the councillor is outside Australia, notice is to be provided within 14 days of returning to Australia.

2.12 Disposal of Gifts

A Manager/Supervisor, General Manager or Mayor will determine whether a gift or donation of a non-token nature should be disposed.

There are options for the disposal of gifts that have been accepted because they could not reasonably be refused, but should not be retained by an individual. Examples of such circumstances where gifts or donations may be received include:

- Gifts accepted for protocol or other reasons, where returning it would be inappropriate;
- Anonymous gifts (received through the mail or left without a return address);
- A gift received in a public forum where attempts to refuse or return it would cause significant embarrassment; or
- A gift or donation of significant value provided to a Council official through a Will, where the relationship between the giver and recipient was essentially a Council related business relationship.

Options for disposal include:

- Surrendering the gift to Council for retention;
- Distributing the gift or donation amongst a selection of Council's officials - where a reasonable person would agree that the allocation was appropriate, (public perception); or
- Donating the gift to an appropriate charity.

3 Breaches of Policy

All Council officials are obliged to comply with this policy and sanctions may be applied if the policy is breached.

Any person may report an alleged breach of this policy by an official of the Glamorgan Spring Bay Council to the General Manager or Mayor as appropriate who shall investigate any report received and take such action as it is considered necessary.

If this policy has been breached, such action may include counselling, censure motions, disciplinary action (including termination of employment), the laying of charges and the taking of civil action.

4 Implementation of Policy

Implementation of this Policy rests with the General Manager.

5 Attachments

1. Gifts and Donations Declaration Form
2. Gifts and Donations Register

GSBC GIFTS AND DONATIONS DECLARATION FORM

Council Officials name	
Department/role within organisation	
Date gift offered	
What is the gift?	
What is the dollar value (approximate) of the gift?	
Who is the gift from:	
Individual (provide name)	
Organisation (provide name)	
Where was the gift offered? (i.e. at a function, over the counter, through the mail, at a meeting.....)?	
Recipients relationship to the donor	
Should the gift or donation be accepted or declined ?	
If the gift was accepted, should it be retained by the employee or organisation?	
If the gift was retained by the organisation should it be disposed of?	
Council Official's signature	
Date	
Name of Responsible Officer (ie Supervisor, General Manager, Mayor)	
Responsible Officer's comments	
Office Use	
Date details recorded on Gifts and Donations Register	
Executive Officer's signature	

GSBC GIFTS AND DONATIONS REGISTER

This register shows reportable gifts and donations that have been offered to and received by Council Officials for the financial year. The register also includes instances where Council Officials have received more than the 5 token gifts or donations of a nominal value from the same person or organisation, in a financial year.

Date gift/donation received	Description of gift or donation	Estimated monetary value of gift/donation	Name of donor/organisation	Name of recipient	Recipients relationship to the donor (if known)	Locality/suburb of donor (if known)	Disposal Yes/No	Name and signature of accountable Council officer

General Manager:

Register review date: