era PLANNING & ENVIRONMENT

Brighton Council

Old Beach zoning review

Brighton Council

8 December 2022

ERA Planning Pty Ltd trading as ERA Planning and Environment

ABN 67 141 991 004

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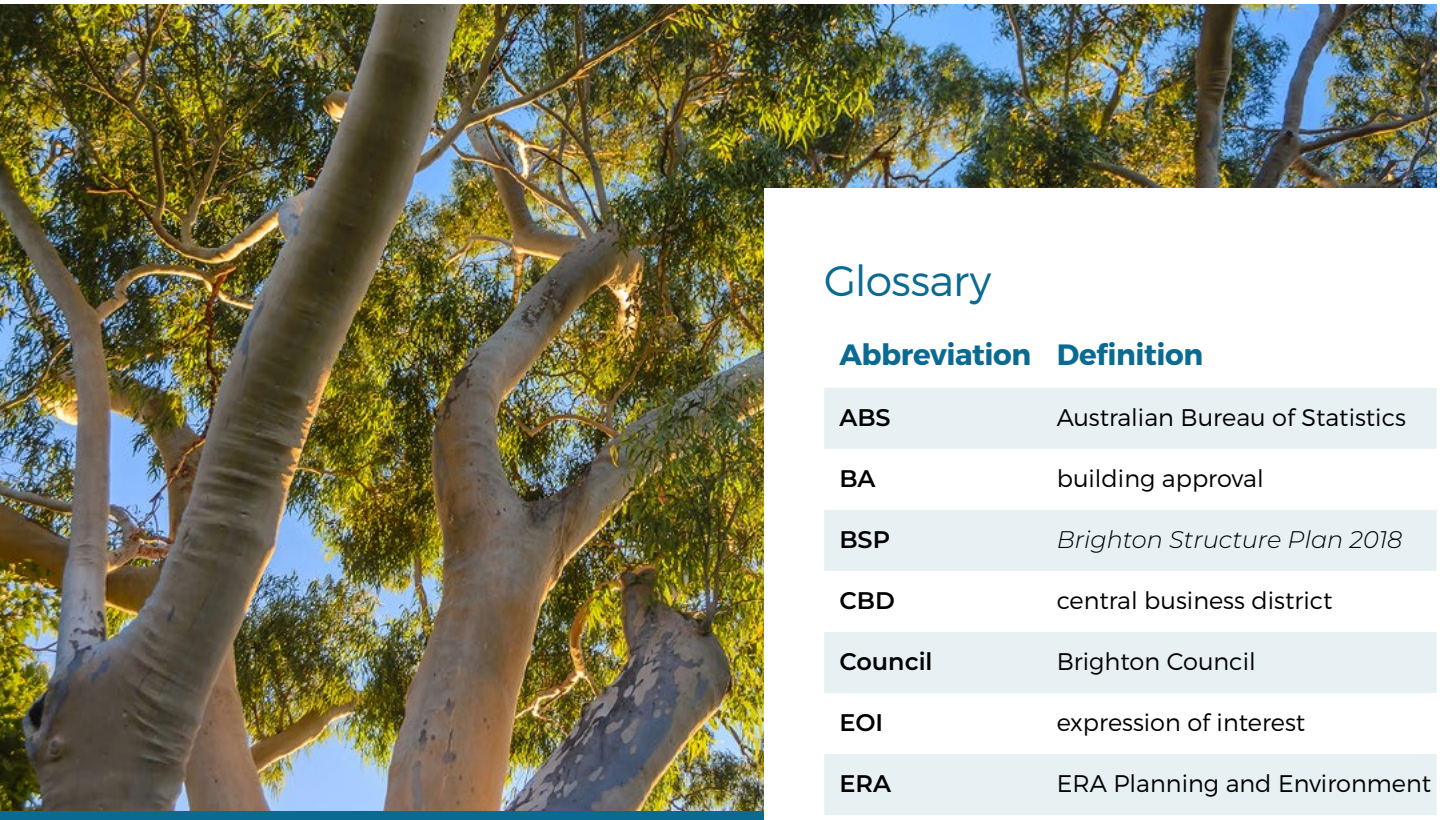
Contents



Acknowledgement of Country

We acknowledge and pay respects to the palawa/pakana people as the traditional owners and continuing custodians of lutruwita / Tasmania. We honour their 40,000 years of uninterrupted care, protection and belonging to these islands, before the invasion and colonisation of European settlement.

Tasmanian Aboriginal people's culture and language have been, and continue to be, based on a deep and continuous connection to family, community, and the land, sea, and waterways. This Local Area Settlement Strategy respects this connection and aims to celebrate and protect it for future generations.

We pay our sincere respects to Elders past, present and emerging, and to all Aboriginal people living in and around the Central Coast region. We acknowledge particularly the punnilerpanner tribe of the north nation of lutruwita.

We honour their stories, songs, art, and culture, and their aspirations for the future of their people and these lands.

Glossary

Abbreviation	Definition
ABS	Australian Bureau of Statistics
BA	building approval
BSP	*Brighton Structure Plan 2018*
CBD	central business district
Council	Brighton Council
EOI	expression of interest
ERA	ERA Planning and Environment
FUZ	Future Urban zone
GRZ	General Residential zone
LDRZ	Low Density Residential zone
LGA	local government area
LPS	local provisions schedule
LUPAA	*Land Use Planning and Approvals Act 1993*
NEPM	National Environmental Protection Measures
RMPS	Resource Management and Planning System
SAP	specific area plan
SEIFA	socio-economic indexes for areas
STRLUS	*Southern Tasmania Regional Land Use Strategy 2010-2035*
Study area	comprises Precinct A and B
TIA	Traffic Impact Assessment
UGB	urban growth boundary

Executive summary

The Brighton local government area (LGA) is experiencing strong population growth, resulting in increased pressure on residential land supply. The Department of Treasury and Finance (Treasury projections) in 2019 predicted that this growth will continue, with the Brighton LGA expected to be the fastest growing in Tasmania with an expected population growth of 33.4%, or 5,754 people between 2017 and 2042 under the medium growth scenario. This trend is examined in the Brighton Structure Plan 2018 (BSP), which expects 2,708 new dwellings will be required in the LGA by 2033, with half of this demand being in Old Beach.

Two precincts – referred to as precinct A and precinct B – in Old Beach that are within the urban growth boundary identified in the Southern Tasmania Regional Land Use Strategy (STRLUS) were in the BSP as having the potential to accommodate infill development. These precincts which are currently zoned Rural Living A are the focus of this report which examines whether they have the capacity and policy support to accommodate residential growth.

A site analysis of the precincts was undertaken and considered the current planning controls, details of the site and surrounds, land constraints and values and the transport network in and around Old Beach. It was found that:

- There are minimal constraints that will limit the development potential of land in the precincts, taking into consideration topography, bushfire, landslip, flooding, coastal inundation, and coastal erosion. This means that the majority of lots have development potential.
- The existing movement network is considered adequate for the current conditions. It could be improved, however, by installing formal footpaths and increasing bus services along existing routes to facilitate active and public transportation options for residents. These upgrades will be required as the population increases in the area.
- The road network would need upgrades to accommodate an increased population in Old Beach that would be facilitated by any rezoning to the Precincts. It is highlighted that the road upgrades and the rezonings can be concurrently staged. The first tranche of upgrades includes the right turn movement from the Bowen Bridge onto the East Derwent Highway, and the highway link between the southern junction at Otago Bay and the Bowen Bridge. The second tranche includes upgrades to the Clives and Fouche Avenue roundabout, with the final tranche of upgrades requiring a detailed corridor study of East Derwent Highway and the associated junctions..
- The precincts are not currently well serviced by reticulated water or sewerage, but there is the potential to service these areas through upgrades to nearby infrastructure, as advised by TasNetworks and TasWater. These upgrades could be partially funded by a development contribution requirement. Overall, while a greater number of dwellings being added to the precincts will change the character of the area, it could also result in benefits for residents such as better access to shops and services, better provision of public open space and improvements to the movement network.

Photo courtesy of Brighton Council

The policy context for the zoning review was also analysed and potential zoning options for the precincts considered. The State Policies will not restrict or limit the development potential of either precinct. The STRLUS identifies that residential growth for Greater Hobart is to occur through 50% infill development and 50% greenfield development, and 15% of Greater Hobart's residential infill growth should be in the Brighton LGA. Meanwhile, the BSP identifies that Old Beach will grow by an additional 3,000 people by 2033 and that more than 1,000 new dwellings will be required. Precincts A and B were identified in the BSP as appropriate locations to accommodate residential growth in Old Beach. In considering potential options for rezoning precincts A and B it was found that the Low Density Residential zone is not appropriate, and that the General Residential zone and the Future Urban zone are better suited.

Extensive community engagement work was undertaken with the communities in and around the two precincts. The engagement tools and methods included notification letters, information on the council website, an online survey, drop in sessions, and email and phone contact. The engagement found that there was a comparatively even split between respondents who want no change to existing planning controls (52%) and those who are open to change (48%). It also found that most people in the precincts have lived there for longer than 5 years, and that the main reason why people liked living in Old Beach was because of the privacy and serenity of the area.

Three change scenarios were subsequently developed for the study area. These include:

Option 1

- No change to the current planning controls. The current zoning of Rural Living (Zone A) would be maintained across both precincts, with the current Urban Rural Interface SAP covering Precinct A.
- This option permits minimum lot sizes of 1 ha in Precinct B and 0.5 ha in Precinct A.
- Assumes no upgrades to the road network, and a growth rate of one lot per year, or in other words 10 new lots over the next 10 years.

Option 2

- Rezone both Precinct A and B to Future Urban zone immediately, and simultaneously remove the Urban Rural Interface SAP currently applying to Precinct A and extend the UGB to include the entirety of Precinct A.
- Next, the road upgrades identified by Hubble Traffic should ideally occur, or at least a commitment is made that they will occur in a specific timeframe, prior to any further changes to planning controls (beyond the application of the Future Urban zone). The road upgrades should include traffic signals on the Bowen Bridge and construct an additional southbound traffic lane at the southern junction at Otago Bay and the Bowen Bridge. It is expected that DSG would take responsibility for the cost and construction of these upgrades, but this will need to be confirmed.
- It is then recommended that a master plan be developed by Council for the two precincts. This would include a detailed road and pathway layout, infrastructure assessment, and natural values assessment. Providing this detail to the Tasmanian Planning Commission would give greater certainty around infrastructure delivery as part of rezoning considerations and provide landowners certainty around the process.
- Following this, 25 lots (or 31.2 ha) have been identified in part of Precinct A to be rezoned to the General Residential zone. The change in planning controls, should include the road layout and other key features of the master plan document in the form of a SAP to ensure an orderly pattern of subdivision. If all of these are then subdivided, it could theoretically result in approximately 580 lots.
- General Residential zone has a preferred minimum lot size of not less than 450 m2 (although there is discretion for this to be varied), while the Future Urban zone does not have a minimum lot size but should only be for a Utilities use or the consolidation of lots to ensure that development does not compromise the potential for future urban use and development of the land.

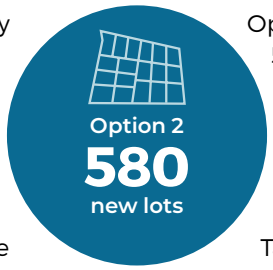
Option 3

- Rezone both Precinct A and B to the Future Urban zone immediately. This will prevent subdivision occurring in a manner that might limit the future, development potential the Precincts.
- Remove the Urban Rural Interface SAP currently applying to Precinct A and extend the UGB to include the entirety of Precinct A[1].
- It is recommended that a master plan be developed by Council for the precincts. The land can be serviced by infrastructure required for a general residential zone and at the assumed densities, however the practicalities of how and when this occurs would be determined via this master planning process. The master plan would include a detailed road and pathway layout, infrastructure assessment, and natural values assessment. The infrastructure framework/study would determine the actual provision of infrastructure, who is responsible for paying for it, and when the trigger would be for the upgrades to occur. TasWater may contribute to the cost of the trunk infrastructure upgrades via their new headworks policy and then impose charges per lot, or the cost may be shared by developers.
- Once t he above has been completed or is nearing completion, it is suggested that both Precincts A and B be rezoned to General Residential, with the master plan forming part of the change in planning controls through the application of a SAP (or similar).

1 Amending the UGB would require a change to the STRLUS

To guide future subdivisions within the study area, subdivision standards were then developed. There is an added complexity to subdivision as the properties in the precincts are already developed with each title under separate ownership. The subdivision guidelines are provided to inform a future master plan prepared for the precincts to ensure best practice subdivision is achieved. The guidelines are provided at three different scales: the broader Old Beach / Brighton LGA scale, the study area scale (i.e. precincts A and B), and the lot/subdivision scale. It is suggested that a SAP be applied to the precincts that incorporates these guidelines and the outcomes such as the future road layout identified in the future master plan.

Based on the analysis undertaken, it is recommended that Option 2 is adopted, resulting in moderate change for the study area. This option has the potential to make a significant contribution to meeting the housing demand, and is also aligned with the planning policy environment.



Option 2 has the potential to result in 580 lots, noting this is not likely to be completely realised in the next ten years, due to factors, such as the timeframes associated with the planning scheme amendment process and construction, the multiple landowners involved and TasWater and TasNetworks needing to upgrade infrastructure in the precincts and surrounding area to service the additional dwellings. Furthermore, it is anticipated, based on the consultation stage, that some property owners will not opt to subdivide their property. Based on the results of the community engagement, 48% of property owners have an appetite for change in Old Beach.

Further key recommendations include ongoing discussions to occur with TasWater, TasNetworks and the Department of State Growth to ensure infrastructure provision adequately supports future residential growth within the study area and continued engagement with the local community throughout the next phases of this project to ensure they are kept involved.


Photo courtesy of Brighton Council

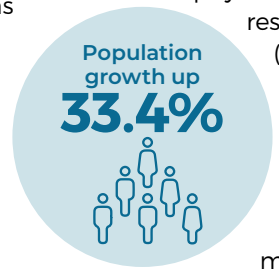
Section 1
Introduction

Introduction

Purpose

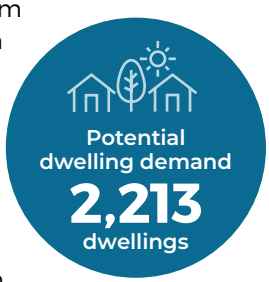
ERA Planning and Environment (ERA) was engaged by Brighton Council to review the zoning of two precincts located in Old Beach, both currently zoned Rural Living. The review examined whether there is capacity and policy support to accommodate further residential growth in the precincts, and it explored the community's appetite for such change.

This report makes zoning recommendations that are based on the suitability of the land for additional housing. The review relied on existing strategic documents (see Section 1.2) for growth and demand predictions.

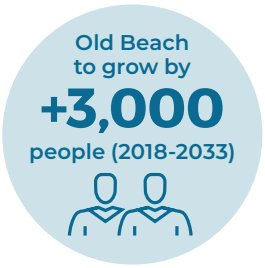


Brighton is growing

This study arises as the Brighton Local Government Area (LGA) has been experiencing rapid population growth and subsequent pressure on residential land supply in recent years. This has been examined in detail in the *Brighton Structure Plan 2018* (BSP). Population projections by the Department of Treasury and Finance (Treasury projections) in 2019 predicted that this growth will continue, with the Brighton LGA expected to be the fastest growing in Tasmania. Its expected population growth is 33.4% or 5,754 people between 2017 and 2042 under the medium growth scenario. Under the high growth scenario this increases to 43.3%[2] or 7,351 people between 2017 and 2042.



The predicted population growth in Brighton equates to a demand for 2,213 dwellings by 2042 under the medium growth scenario Treasury projections, and 2,708 dwellings by 2033 under the BSP. The BSP identifies that half of this dwelling demand for the LGA is to be in Old Beach, which is predicted to grow by an additional 3,000 people between 2018 and 2033.



The Greater Hobart Residential Strategy in the *Southern Tasmanian Regional Land Use Strategy* (STRLUS) seeks to manage future residential growth in Greater Hobart between 2012 and 2033 via a 50:50 ratio of greenfield to infill development. The STRLUS sets the physical extent for a 20-year supply of residential land via urban growth boundaries (UGBs) and greenfield development precincts.

It is understood that the existing supply of appropriately residential zoned land and greenfield development sites in the Brighton LGA barely satisfies the Treasury medium projections but is well short of the BSP scenario.

Potential sites for infill development were identified in the BSP. Two, in Old Beach, were selected to be investigated for their suitability for changes to existing planning controls. These two 'precincts' are the focus of this review and are shown in Figure 1.

2 Equivalent to an average annual growth rate of 1.3% under the medium growth scenario and 1.7% under the high growth scenario.

Figure 1: Study area showing precincts and urban growth boundary under STRLUS

Precinct A

Precinct A is located on the eastern side of the East Derwent Highway and is approximately 90 ha in size. The precinct comprises 84 properties which range in size from 1,287 m² to 11.43 ha. The precinct has two waterways that run through it – Clarries Creek and another minor tributary. All properties comprise a single dwelling except for 11 vacant properties. Other than small hobby farms, there appears to be no non-residential use.

Total number of existing dwellings in Precinct A and B

104

Precinct B

Precinct B is clustered around Compton Road and located on the western side of the East Derwent Highway. It is approximately 28 ha and comprises 20 properties that range in size from 8,560 m² to 2.076 ha. There is one vacant property, while all others comprise single dwellings and some hobby farms. The precinct directly abuts the River Derwent to the west.

Total area of Precinct A and B

118 ha

Report structure

This report is structured to articulate the relevant inputs and analysis. Section 2 examines the background data while sections 3 and 4 provide a site analysis and the existing policy context. From there, Section 5 summarises the community engagement process, and Section 6 looks at the potential residential yield that can be achieved in the study area. Section 7 suggests three change scenarios for the study area, and Section 8 details what good subdivision design should achieve details what good subdivision design should achieve.

Study area map

Section 2
Background

Background

Locational characteristics

The Brighton LGA is located in southern Tasmania, approximately 20 kilometres north-east of Hobart CBD, and has a land area of 170.9 km^2.

Brighton LGA was formerly a predominately agricultural area with some outlying dormitory suburbs and townships. However, over the past few decades it has been transformed into a bustling urban growth area. The LGA now has a population of approximately 18,595[3].

It offers residents a unique location situated between the Derwent River, rolling hills covered by bush, and river valleys traversing the settlement areas. Urban areas are primarily clustered by the river and on the plateau west of the Jordan River, with the valleys and lower hill slopes still being used for rural purposes. The main townships, Brighton and Pontville, and the suburbs of Bridgewater, Old Beach, Herdsmans Cove and Gagebrook are serviced by the Midland and East Derwent highways.

Outside the main urban areas and townships there are also extensive tracts of low density and rural residential development. Brighton includes the state-significant employment precincts at the Brighton Transport Hub and Industrial Estate and Boral Quarry. The Bridgewater and Brighton townships also contain light industrial areas. The main shops and services for residents are provided in the Brighton township and in Green Point Plaza and Cove Hill in Bridgewater.

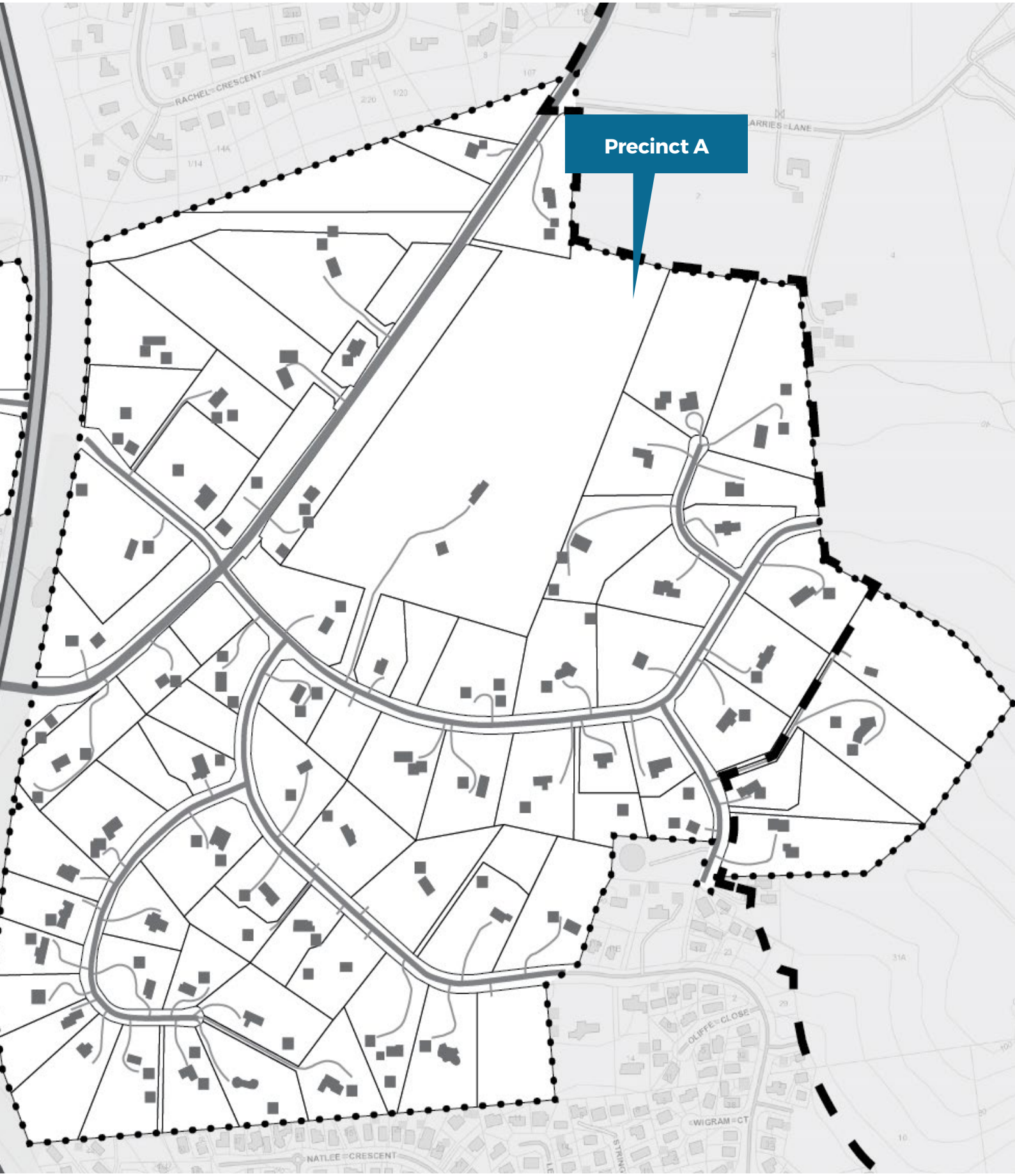
The *Brighton Socio-Economic Profile and Opportunity Assessment 2019* provides economic data and analysis to establish a consistent set of baseline data to inform strategic decision-making at a local government and regional level. The assessment had the following key findings:

- *Brighton's population tends to be younger than the other LGAs in Greater Hobart but has lower socio-economic outcomes with lower educational attainment and lower household incomes than the Greater Hobart average.*
- *Brighton has a low proportion of skilled workers which is likely contributing to the high unemployment rate in the Brighton LGA, the highest in the state (at 11.9%).*

3 ABS 2021 Estimated Residential Population

Photo courtesy of Samuel Shelley and Brighton Council

Precincts - topographic

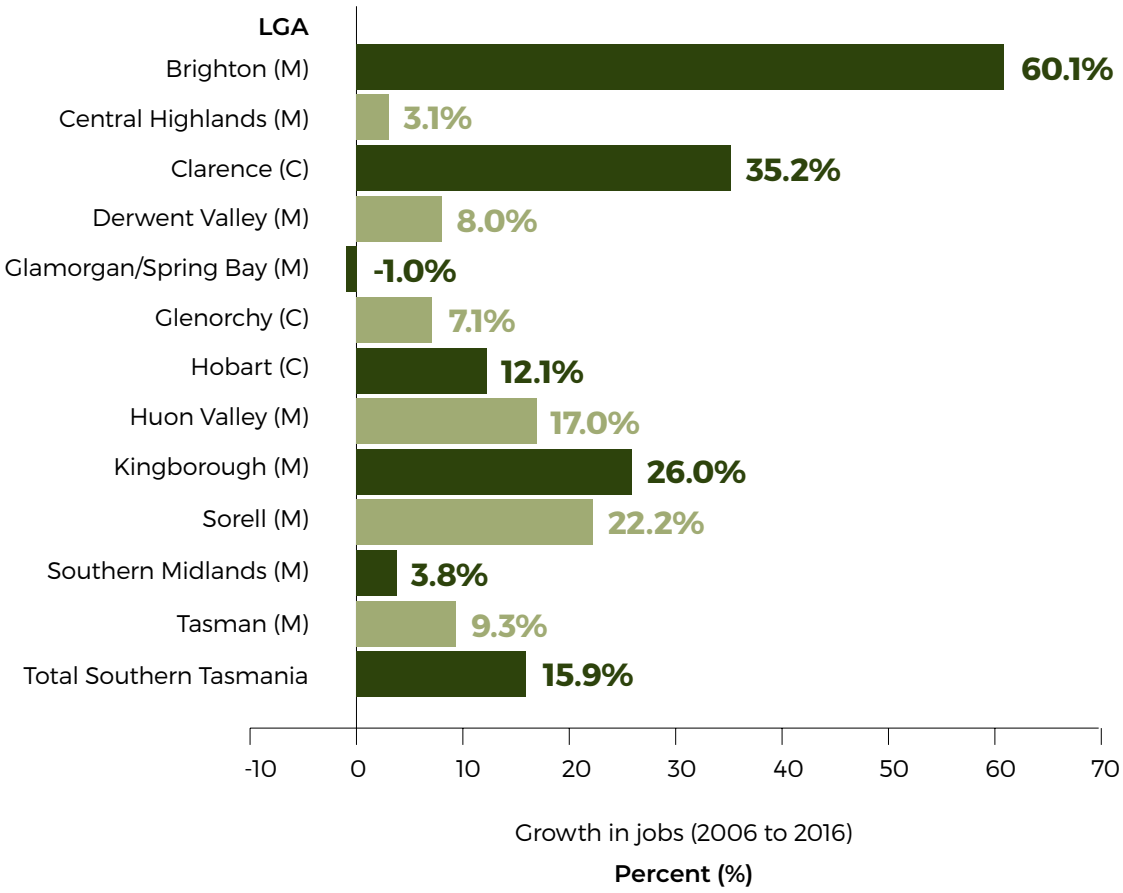

Precinct A
RACHEL CRESCENT
LARRIES LANE
CLIFFE CLOSE
WIGRAM CT
NATLEE CRESCENT

Economic growth

Brighton now has the largest provision of industrial zoned land in Southern Tasmania[4], and the demand for this is projected to increase. The Brighton Industrial Estate is the major transport interchange for southern Tasmania and provides significant employment opportunities for Brighton residents. Between 2006 and 2016, the Brighton LGA experienced a 60% increase in jobs, with most new jobs in the transport, postal and warehousing, construction, and accommodation and food services industries.

60%
increase in jobs in Brighton LGA (2006-2016)

Growth in jobs Brighton LGA (2006 to 2016)

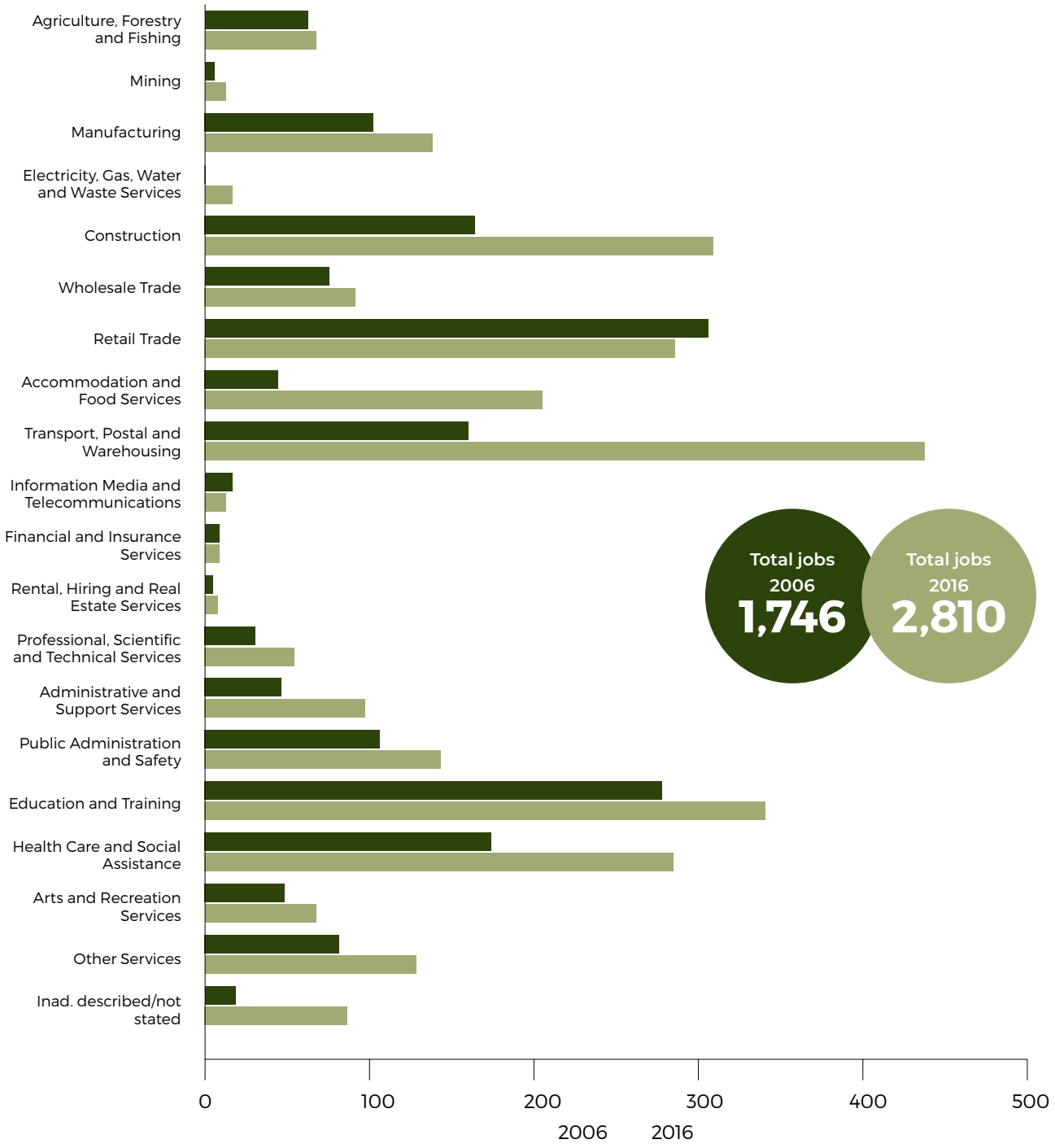


Approximately 44% of the Brighton LGA population is in the labour force (as of 2016 Census) with 16.4% of those people living and working in the area, a figure which is steadily increasing as Brighton LGA becomes more self-sufficient: at the 2011 Census about approximately 15.3% of the working population lived and worked locally. That said, just over half the working population continue to travel to the Hobart and Glenorchy LGAs for employment (around 26% to Glenorchy and 27% to Hobart). Residents primarily work in the health care and social assistance, retail and construction industries.

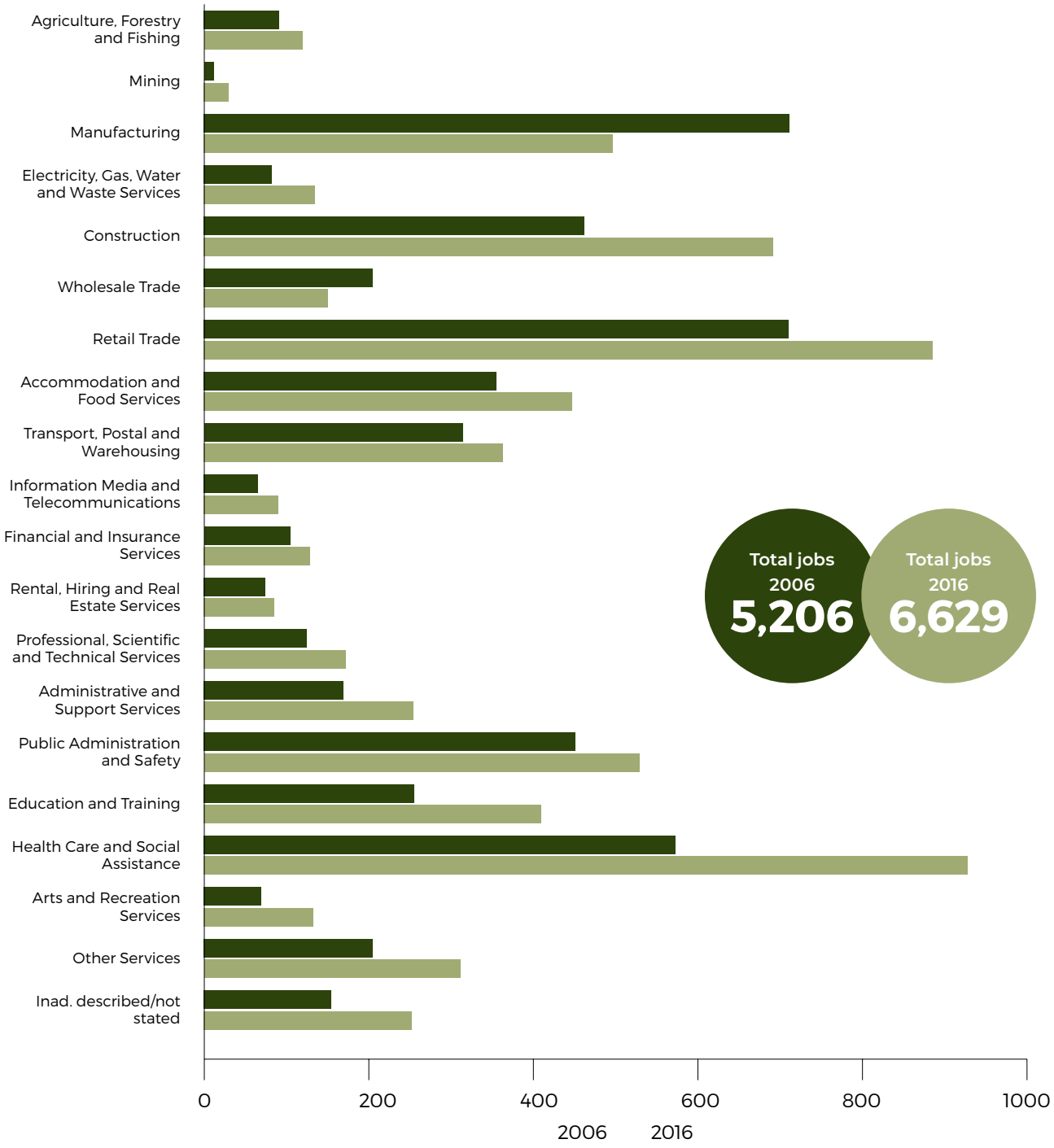
44%
of Brighton LGA in the labour force

4 As identified in the Economic Assessment completed for the Brighton Structure Plan 2018

Jobs by industry for Brighton LGA: 2006 and 2016



Industry of employment for Brighton LGA residents: 2006 and 2016



The population growth in the Brighton LGA from 2020 to 2021 was 2.68%[5]. Brighton LGA has consistently had a higher growth rate compared to Greater Hobart since 2007 (with the single exception of 2016). It is also Tasmania's fastest growing LGA. This growth is expected to continue with an expected increase of 5,754 people by 2042, with Old Beach growing by an additional 3,000 people by 2033[6].

Old Beach is located in the southern part of the Brighton LGA and is approximately 10 km south of the town of Brighton. It is generally older and less disadvantaged than the Brighton LGA overall, as shown in Table 1 and Figure 2. The study area in particular includes the most advantaged areas for the Brighton LGA in terms of people's access to material and social resources and their ability to participate in society.

Table 1: Comparison of key statistic data over time based on 2006 and 2016 Census for Brighton LGA and Old Beach

	Brighton LGA		Old Beach	
	2006	**2016**	**2006**	**2016**
Median age	31	34	36	39
Household composition				
Family households	76.8%	75.4%		80.4%
Single person households	16.4%	22.2%		17.8%
Group households	2.2%	2.4%		1.8%
Average household size	2.8	2.6	2.8	2.6
Number of dwellings	5,087	6,474		1,433
Proportion dwellings rented	31.4%	32.8%		13.1%
Employment				
Worked full-time	55.5%	54.5%		60.3%
Worked part-time	28.3%	32.0%		31.1%
Unemployed	8.9%	8.0%		3.7%
Median weekly income	$805	$1,111	$1,187	$1,589
Median weekly rent	$117	$215	$220	$315
Average motor vehicle per dwelling		1.9		2.1

5 ABS Regional population statistics 2020-21 financial year (released 29 March 2022)
6 *Brighton Structure Plan – Final* (August 2018), Echelon Planning

Index of Relative Socio-economic Advantage and Disadvantage (IRSAD)

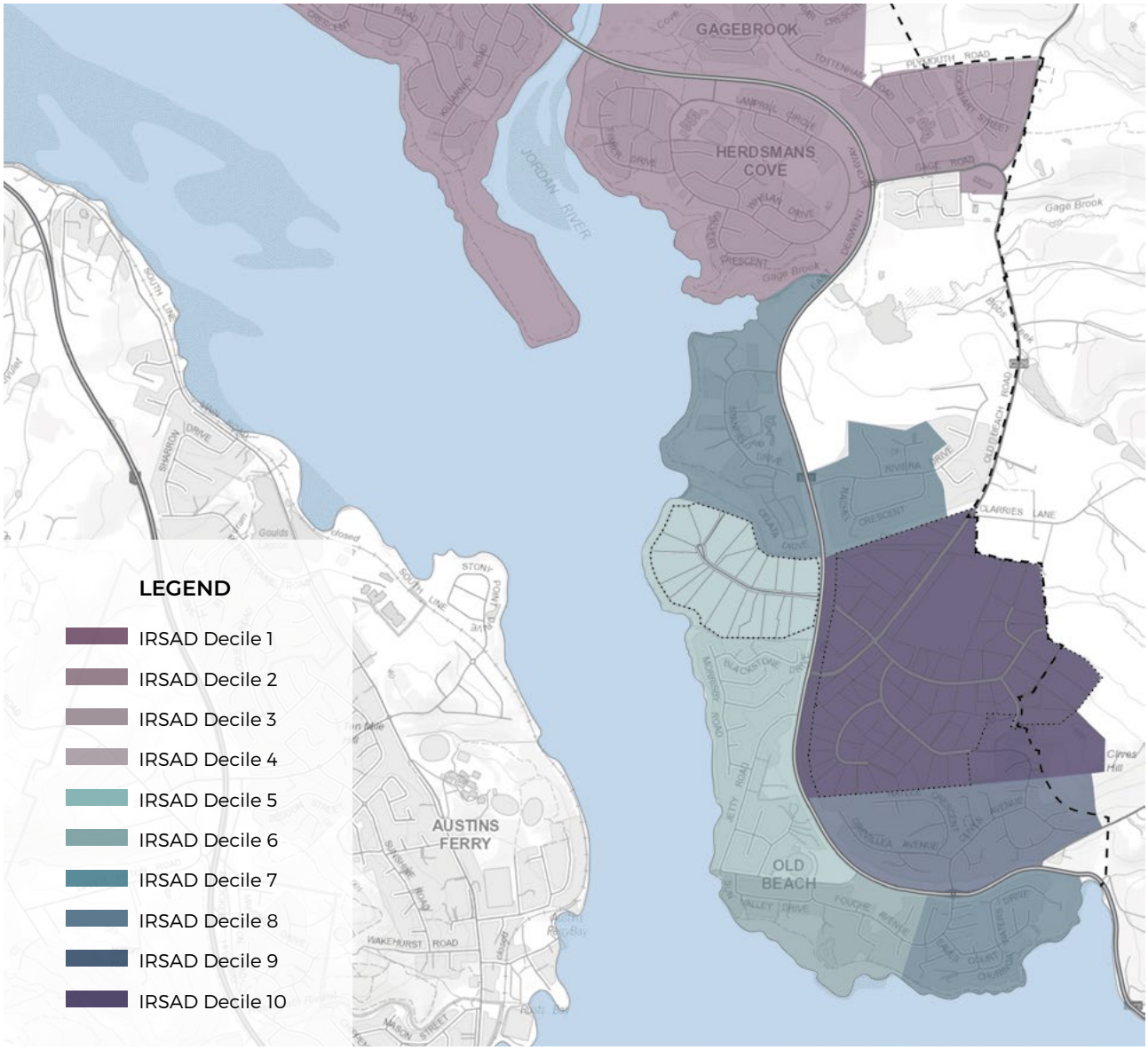


Figure 2: Index of Relative Socio-economic Advantage and Disadvantage (IRSAD) for Old Beach area. Source: ABS 2016.

Since 1 January 2012, the following has been approved in Old Beach:

	Building applications issued for dwellings	Lots created[7]
Old Beach	490	388
Brighton	1,725	626

7 Including 270 new lots in Tivoli Green

Section 3
Site analysis

Site analysis

Summary of site analysis

A detailed site analysis taking into account planning scheme controls, existing physical characteristics, and provision of infrastructure and its capacity has been undertaken and is outlined below. In summary:

- The precincts are in the Rural Living zone and subject to a number of overlays. There are predominately residential uses in and surrounding the precincts, with rural and agricultural uses to the east, outside the UGB.
- The precincts form one of only three discrete areas of Rural Living zoned land in the Brighton LGA that is located inside the UGB. Most Rural Living zoned land in the Brighton LGA is outside the UGB, as expected by the STRLUS.
- There is a development rate of Rural Living zoned land of approximately 4.5 new lots per year in Old Beach (excluding Tivoli Green).
- There are minimal constraints that will limit the development potential of land in the precincts, taking into consideration topography, bushfire, landslip, flooding, coastal inundation, and coastal erosion.
- The precincts do have some potential to support both threatened flora and fauna, in particular the areas that have existing native vegetation.
- The precincts are well served by nearby state and local connector roads, however, as advised by a Traffic Engineer, the operational performance of East Derwent Highway will decline with any further increase in population around Old Beach. Subsequently, upgrades to the road network would be required to accommodate additional traffic generated on the highway by any rezoning of land that increases the density of residential development.
- The precincts are not well served by public transport. Advice provided by the Department of State Growth indicates that it is unlikely additional bus stops or services would be provided to support an increased population in Old Beach. Instead, it would be preferred to increase the frequency of existing routes in the area to create a stronger public transport corridor, to support the growing population.
- The existing movement network in the precincts is considered adequate for the current conditions. The roads in the precincts are rural roads with swales on each side for water capture. Roads would need to be upgraded as the population grows, including the addition of kerb and channel to better manage stormwater. Formal footpaths and cycle lanes in the precincts would also be encouraged to promote active transport in the area and improve last mile connections to public transport routes.
- The precincts are not well serviced by reticulated water or sewerage, but there is the potential to service these areas through upgrades to nearby infrastructure.
- TasNetworks has identified there are constraints in the electricity supply network and updates would be required to support additional houses in the area.
- The public open space provision is limited in the Old Beach precincts but could be improved by requiring land be set aside as part of subdivision applications. Suggested areas for public open space are provided in the open space map.
- Old Beach is well serviced by nearby activity centres but could benefit from convenience / neighbourhood level shops in the local area to support the anticipated growth of another 3,000 residents in Old Beach in the next 10 years.
- A Development contributions requirement could assist in improving roads and footpaths in the precincts, and in providing public open space and services in Old Beach for residents to access rather than going to nearby activity centres for basic needs.

Overall, while a greater number of dwellings being added to the precincts will change the character of the area, it could also result in benefits for residents such as better access to shops and services, better provision of public open space and improvements to the movement network.

Current planning controls

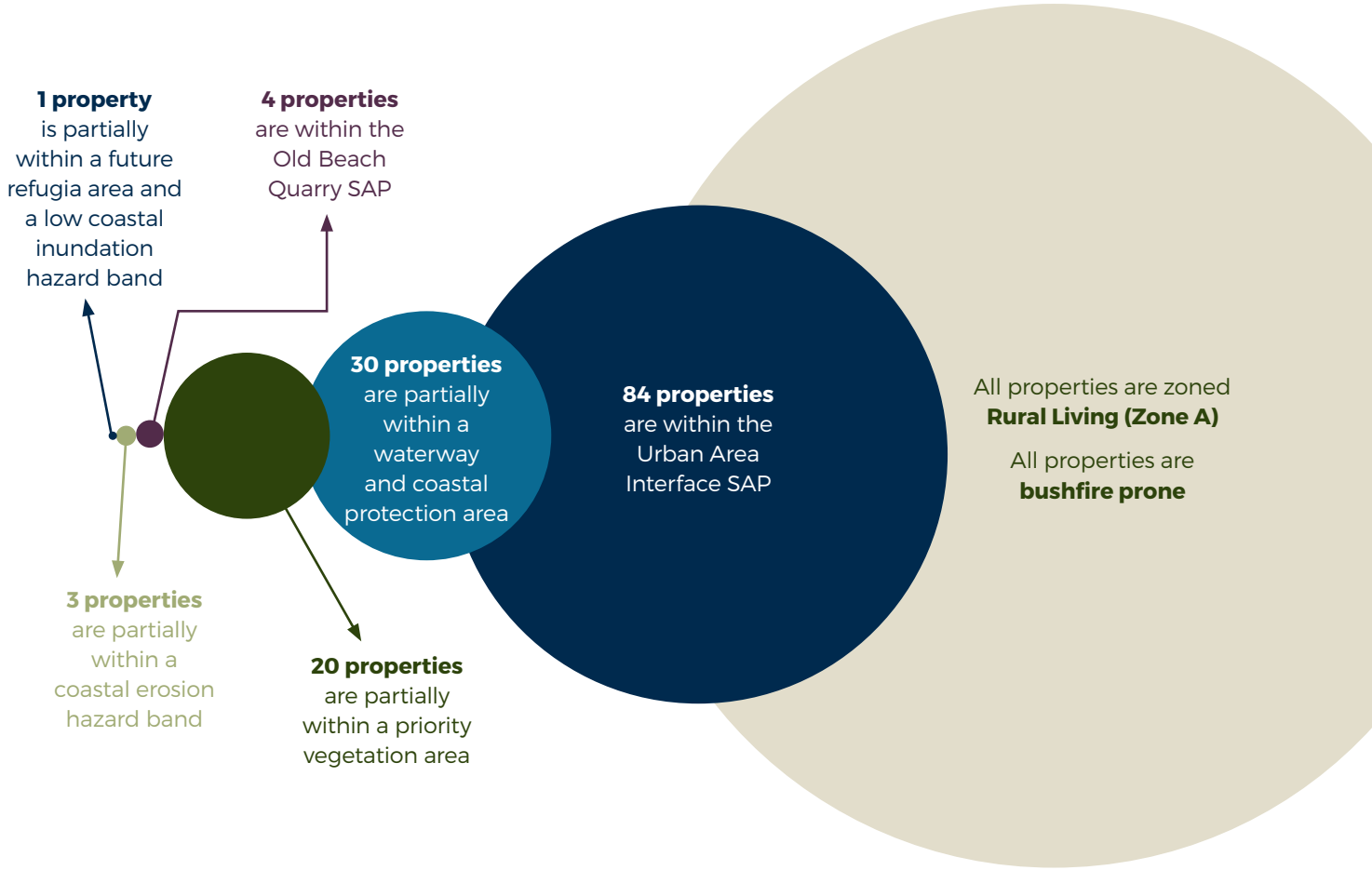
All land parcels in the precincts are zoned Rural Living (Zone A) except for one. That one is zoned Environmental Management and is in the northern portion of Precinct A, covering Clarries Creek (CT 245178/1). This lot has been excluded from consideration under this review, however, given its limited development potential.

Two specific area plans (SAPs) apply to properties in Precinct A:

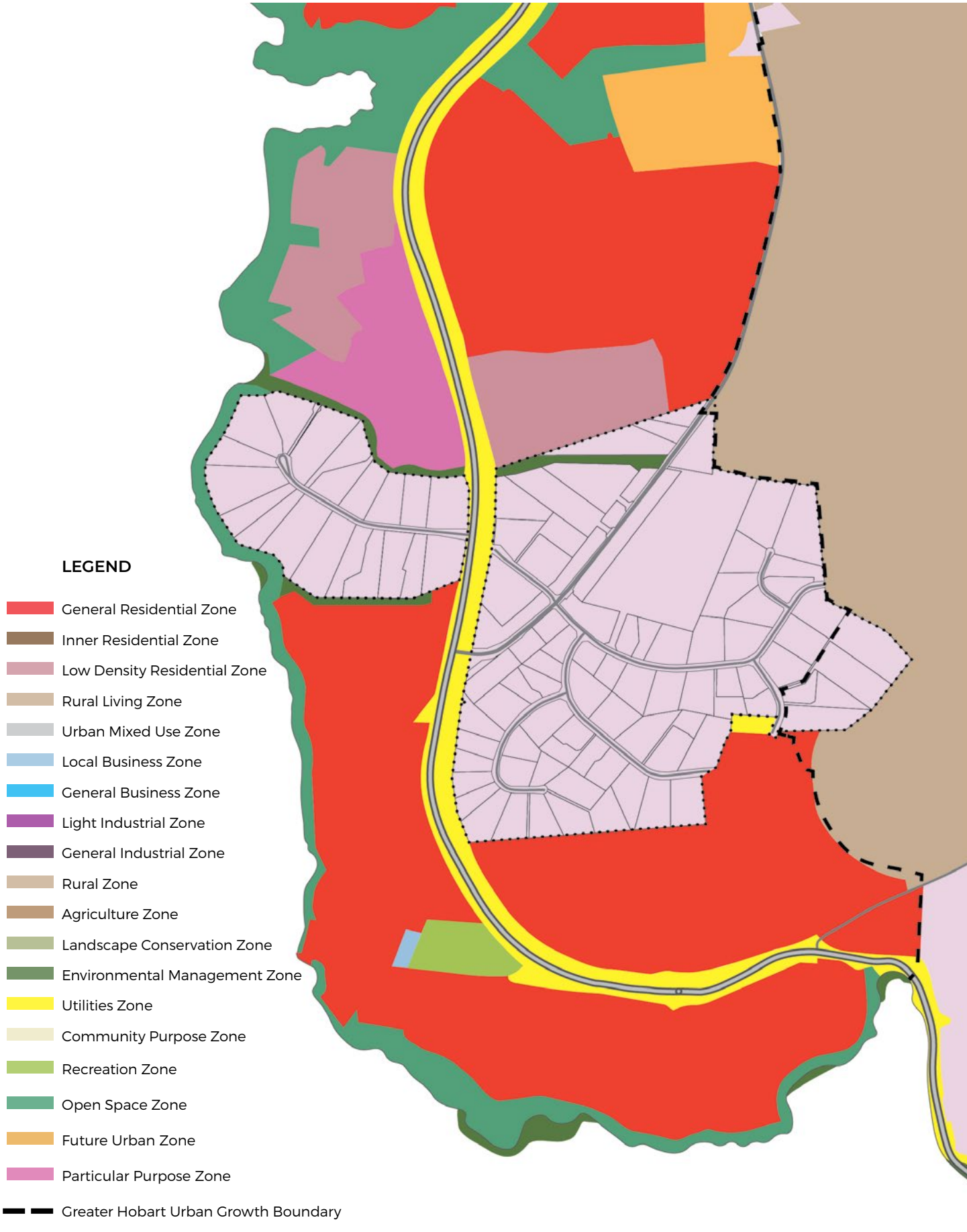
- The Urban Rural Interface SAP applies to the entirety of Precinct A.
- The Old Beach Quarry SAP partially applies to four lots in Precinct A.

The following codes apply to properties in precincts A and B:

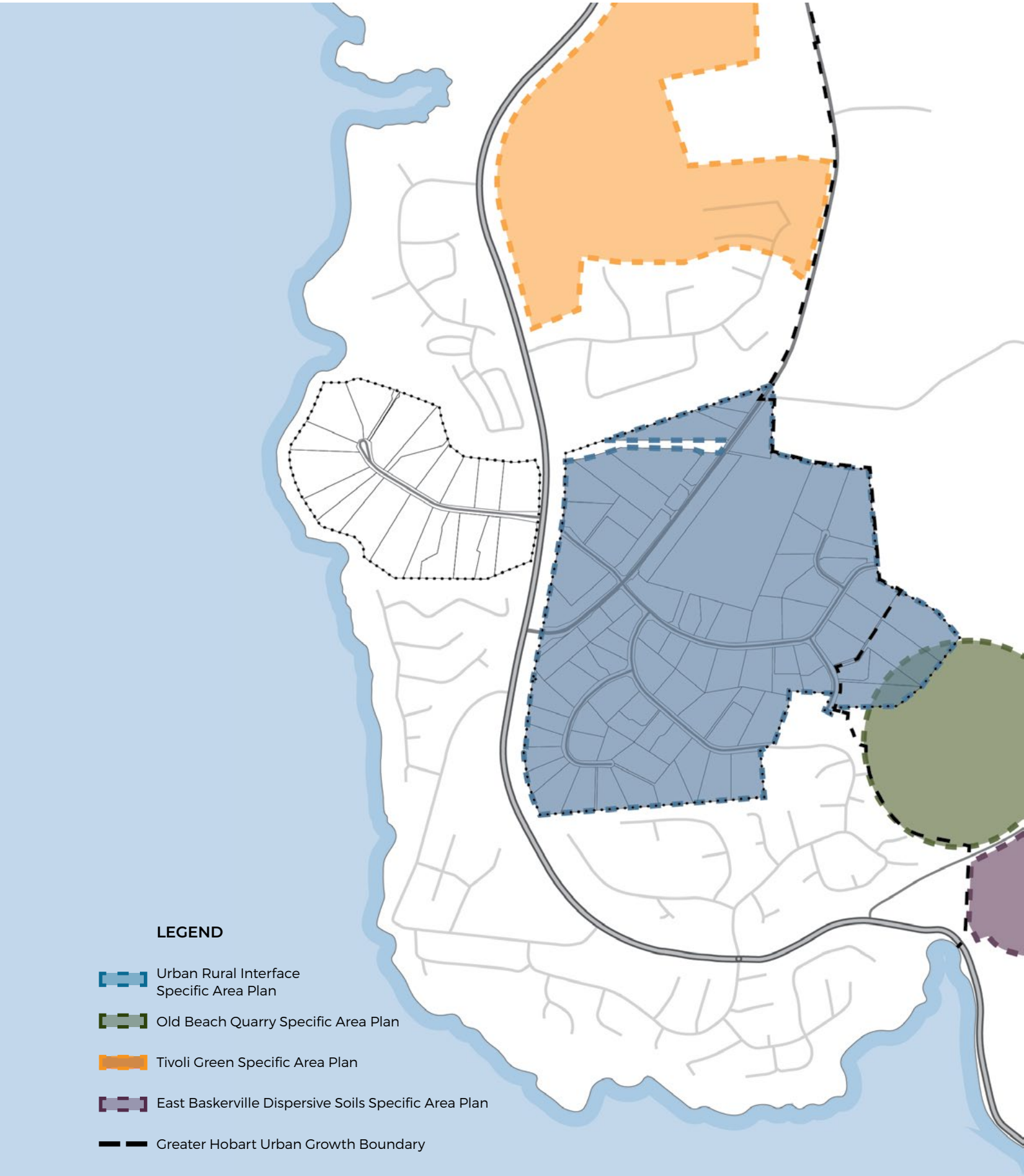
- The Bushfire Prone Areas Code applies to all of precincts A and B.
- The Natural Assets Code (waterway and coastal protection area) partially applies to 30 properties.
- The Natural Assets Code (priority vegetation area) partially applies to 20 properties.
- The Natural Assets Code (future coastal refugia area) partially applies to one property.
- The Coastal Inundation Hazard Code partially applies to one property.
- The Coastal Erosion Hazard Code partially applies to three properties.



Zoning

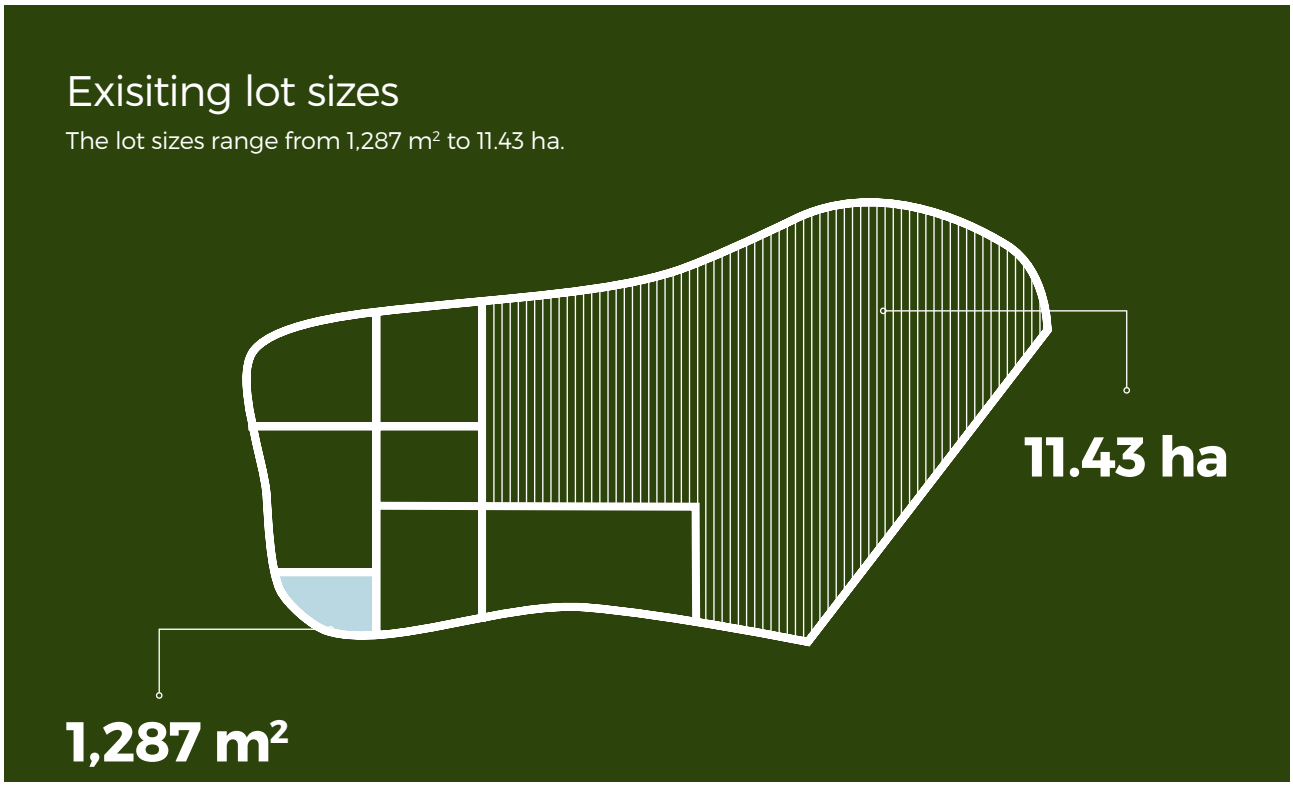

LEGEND
General Residential Zone
Inner Residential Zone
Low Density Residential Zone
Rural Living Zone
Urban Mixed Use Zone
Local Business Zone
General Business Zone
Light Industrial Zone
General Industrial Zone
Rural Zone
Agriculture Zone
Landscape Conservation Zone
Environmental Management Zone
Utilities Zone
Community Purpose Zone
Recreation Zone
Open Space Zone
Future Urban Zone
Particular Purpose Zone
Greater Hobart Urban Growth Boundary

Specific area plans



Lot sizes

The lot sizes range from 1,287 m² to 11.43 ha.



Surrounding land uses and zones

There is existing residential land to the south and north of the study area. To the south is General Residential zoned land that is predominantly characterised by detached single dwellings on lots of approximately 800 m². To the north is the St Ann's retirement village, which is zoned Particular Purpose, and Low Density Residential zoned land that forms the start of the Tivoli Green estate (see Section 3.5).

To the west is the River Derwent and the coastal reserve, which is zoned Open Space. To the east is agricultural land in the Agriculture Zone. The Agriculture Zone includes the Old Beach Quarry situated to the south-east of Precinct A and is land outside the UGB identified in the STRLUS.

In the broader area, residential land is typically clustered around the River Derwent and the East Derwent Highway. The Tivoli Green subdivision is situated to the north of the precincts, along with land zoned Future Urban. The only other land zoned Future Urban in the Brighton LGA is land east of Bridgewater, off Boyer Road. Land further east is typically zoned and used for rural and agricultural purposes.

Tivoli Green

The Tivoli Green estate is located to the north of Precinct A. The Tivoli Green Specific Area Plan (SAP) applies to much of the estate, other than the very early stages. The estate is mostly zoned General Residential, with land in the southern section zoned Low Density Residential, and land near Gage Brook zoned Open Space. The SAP does, however, provide for higher densities near the open space zoning along Gage Brook to allow for small lot subdivision (minimum lot size of 300 m^2).

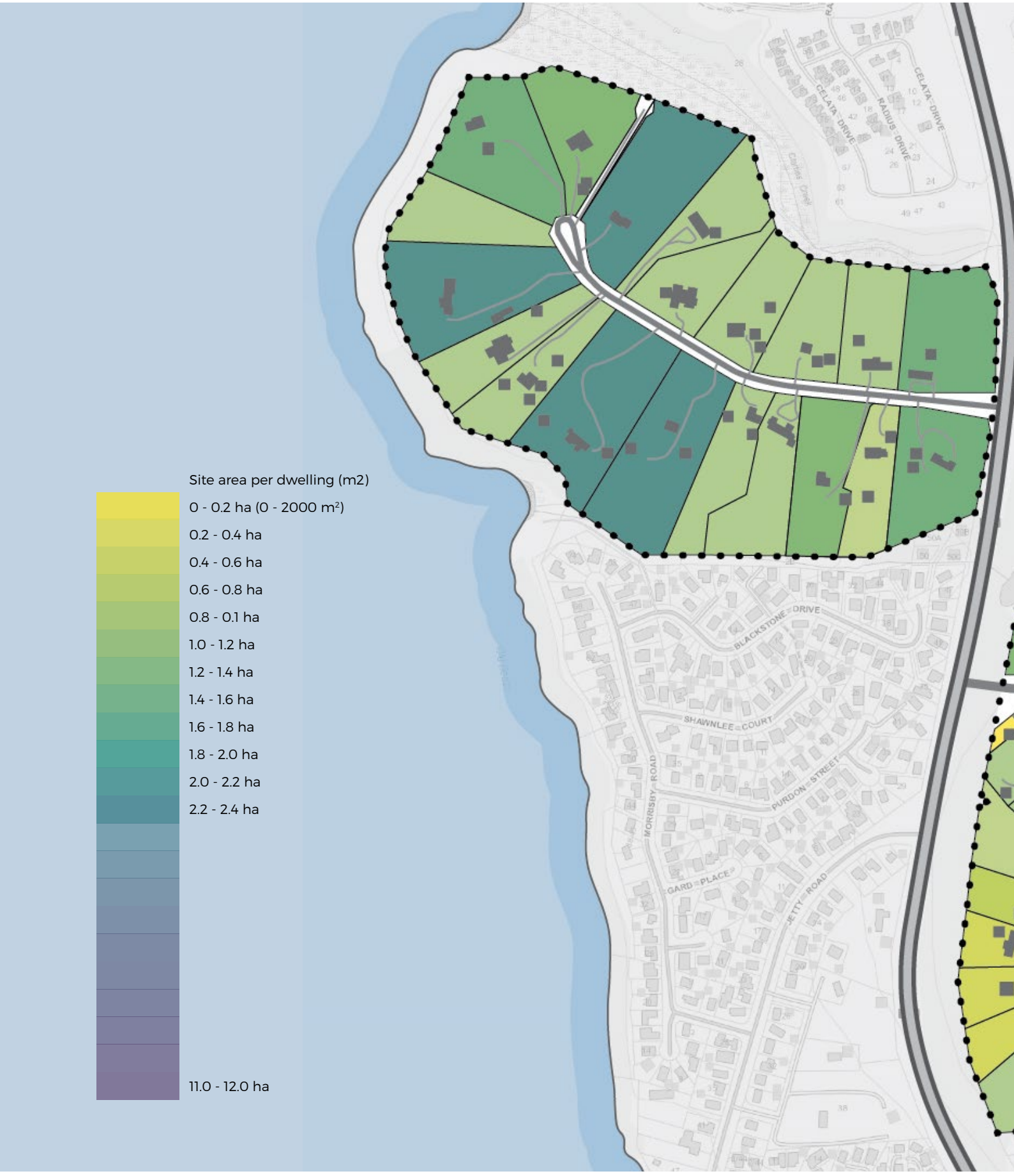
The early stages of subdivision that are not located in the SAP are now mostly developed and comprise approximately 137 dwellings across both the General Residential and Low Density Residential zones. Some of the lots in Stage 8 of the SAP are currently under construction, while the rest of the land in the SAP is currently undeveloped. Once completed, there will be approximately 600 lots in the area covered by the Tivoli Green SAP. Approximately 300 of these currently have subdivision approval. After the development is completed, the lots in the Tivoli Green estate will access the East Derwent Highway via Tivoli Road/Gage Road, Old Beach Road or Riviera Drive.

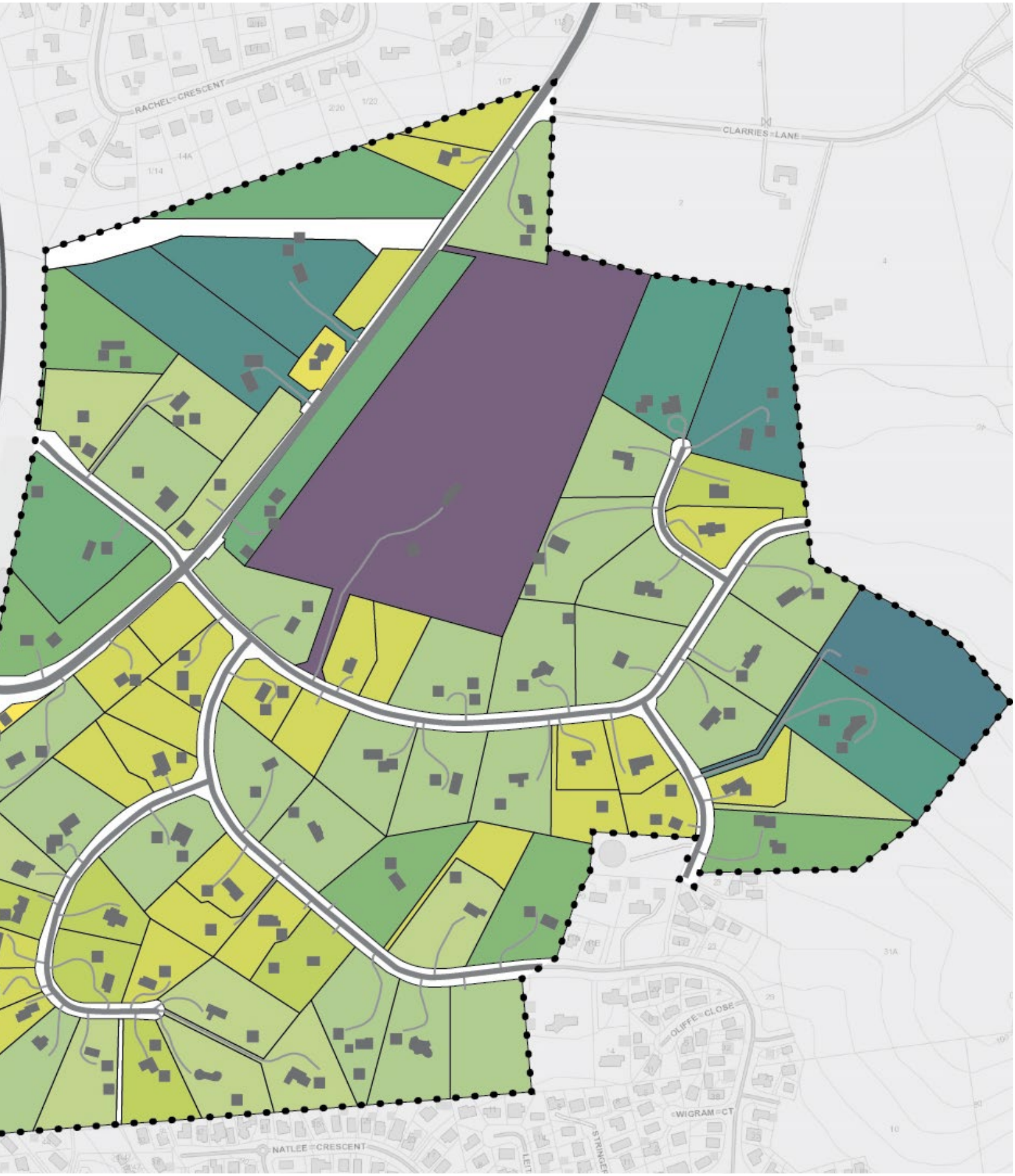
The Traffic Assessment undertaken by Hubble Traffic has identified that once the Tivoli Green development has been completed it will place sections of the East Derwent Highway under pressure. In particular:

- In the evening peak, the right turn movement from the Bowen Bridge onto the East Derwent Highway will become oversaturated with long traffic queues. These queues have the potential to create an unwarranted safety risk to through traffic users.
- In the morning peak, the highway link between the southern junction at Otago Bay and the Bowen Bridge will likely reach lane capacity, making it difficult for motorists turning right out of Otago Bay Road.

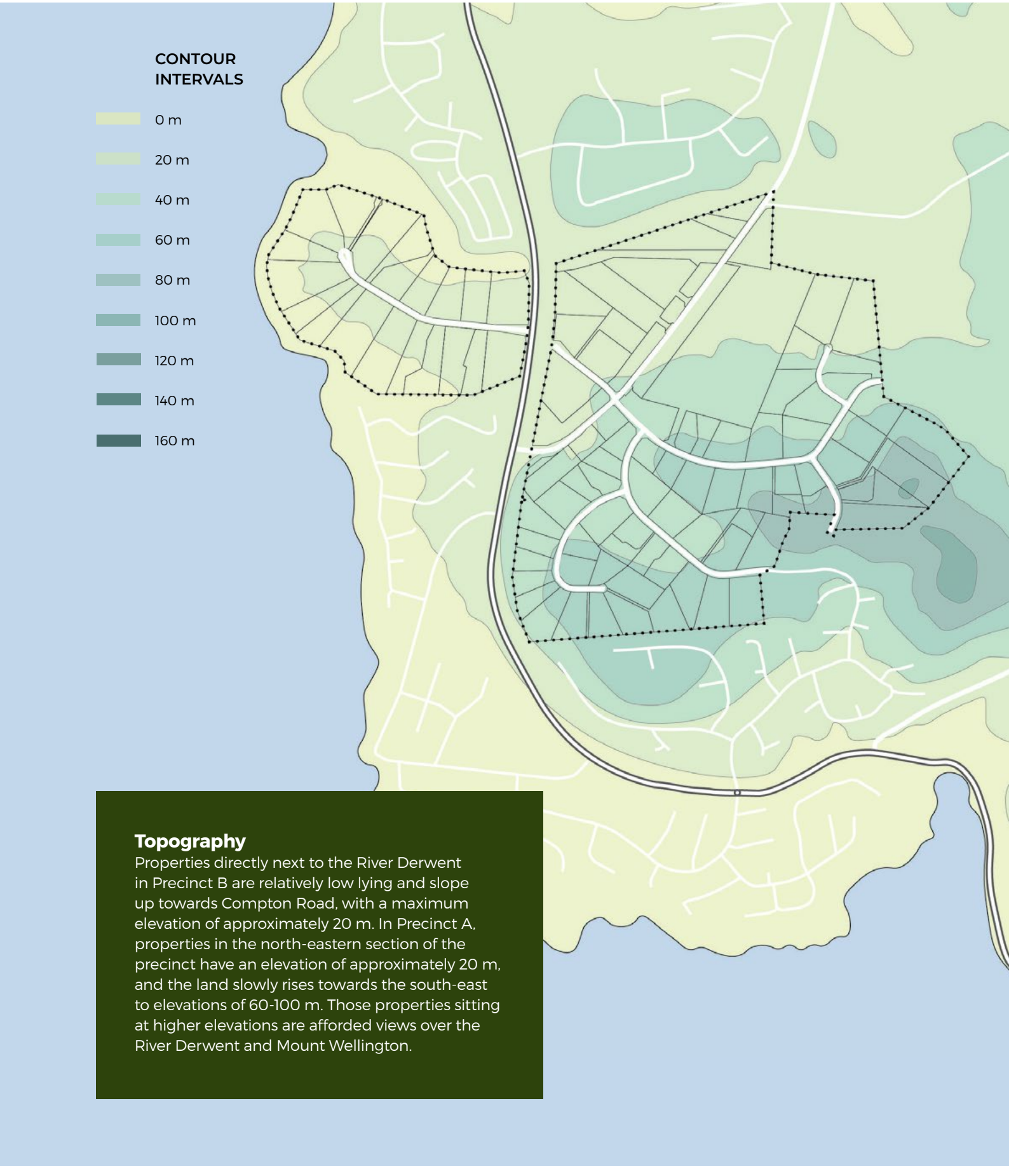
The Traffic Assessment suggested mitigation measures to overcome these issues, to allow additional residential development occur in Precincts A and B. These are discussed further in Section 3.9 of this report.

Density heat map




RACHEL CRESCENT
CLARRIES LANE
OLIFFE CLOSE
WIGRAM CT
NATLEE CRESCENT

Topography



Topography
Properties directly next to the River Derwent in Precinct B are relatively low lying and slope up towards Compton Road, with a maximum elevation of approximately 20 m. In Precinct A, properties in the north-eastern section of the precinct have an elevation of approximately 20 m, and the land slowly rises towards the south-east to elevations of 60-100 m. Those properties sitting at higher elevations are afforded views over the River Derwent and Mount Wellington.

Land constraints and values

Bushfire management

All properties in the study area are identified by the TPS as being bushfire-prone land. As a result, a Bushfire Hazard Management Plan would need to be prepared by a suitably qualified person for any proposed subdivision. It must show adequate hazard management areas in relation to the proposed building areas and take into consideration any existing vegetation.

Landslip

There are no properties in either of the two precincts that are in a landslip hazard band. There are small areas in proximity, including a section of the East Derwent Highway and in the Old Beach Quarry area, that are in the medium landslip hazard band.

Flooding and coastal inundation

The River Derwent is not flood prone near Precinct B; however, it is prone to flooding further upstream, particularly on the eastern shore from approximately Otago. There are two waterways that extend through the study area – Clarries Creek and another minor tributary. Both are in a waterway and coastal protection area but are not flood prone. The banks of the River Derwent are prone to coastal inundation; however, the coastal inundation hazard band (low) only impacts one property in Precinct B.

Flooding and inundation events, including coincident events between riverine and coastal inundation, will likely increase in the future due to a greater number of storm events expected because of climate change. While the additional risk from climate change is factored in to current coastal inundation predictions, this is not the case with riverine flooding. Spatial planning around coincident events has also not yet occurred.

Coastal erosion

Coastal erosion is a known issue for sections of land that directly adjoin the River Derwent. In Precinct B, there are three properties that are identified as being partially subject to coastal inundation.

Ecology

The precincts do have some potential to support both threatened flora and fauna, and in particular the areas that have existing native vegetation. Precinct B is bordered by both threatened flora and threatened vegetation and wetlands. Should this area be considered in any future increase in residential density, management of surface water runoff via stormwater discharges will be needed to protect the integrity of the wetland system.

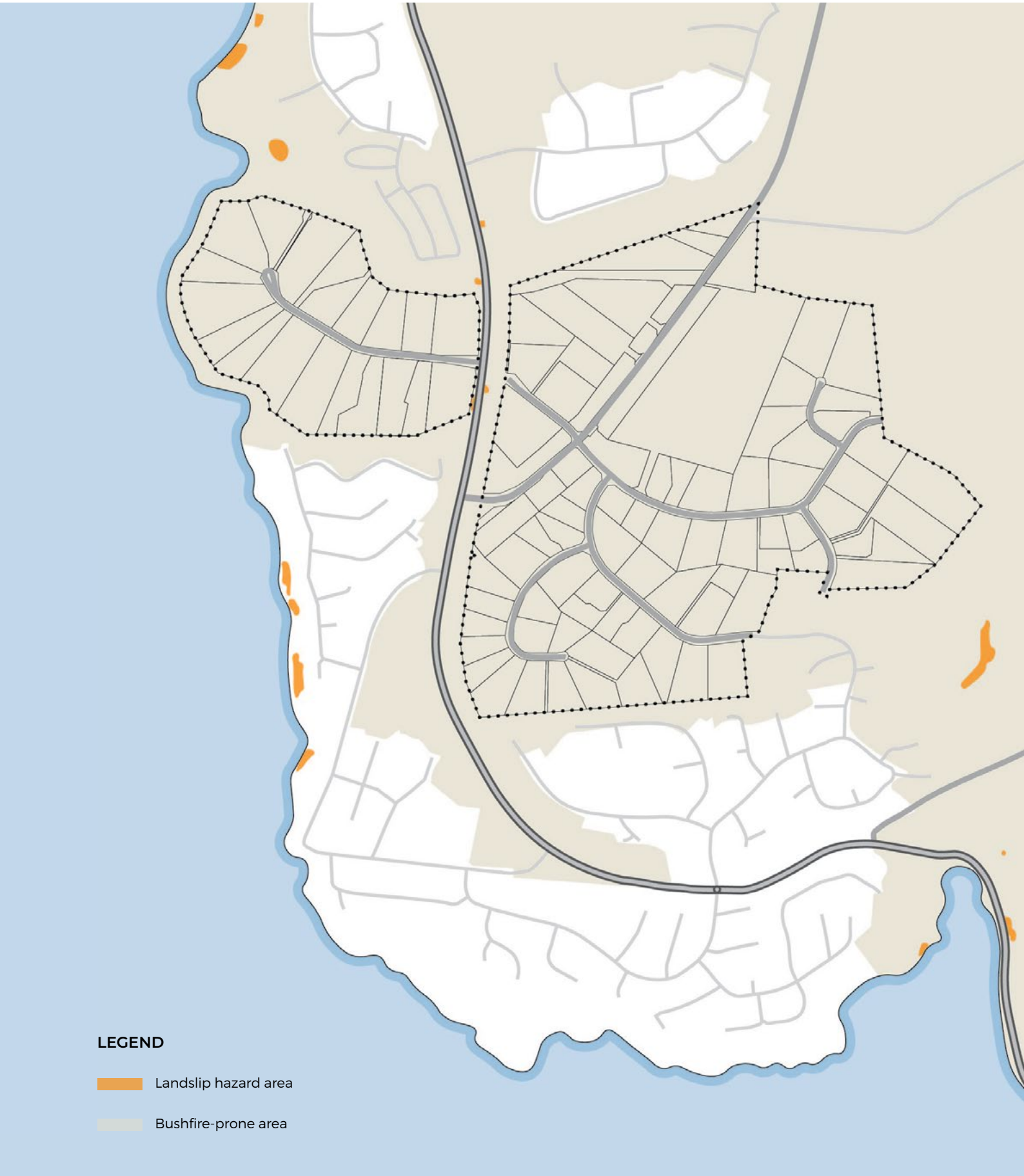
Prior to any rezoning, a natural values assessment should be undertaken. If significant values are found, consideration of appropriate zoning allocation should be based on the significance of the values identified. This may include either a zone that specifically protects environmental values or a zone to which the Priority Vegetation Overlay can be applied[8].

Scenic values

The precincts were assessed and determined not to hold any significant scenic value. This is reinforced by the overlay mapping of the Tasmanian Planning Scheme – Brighton, which does not apply the Scenic Protection Code to any lots in the Precincts. This Code was introduced into the Tasmanian Planning Scheme specifically to protect scenic values.

8 Under the State Planning Provisions, the Priority Vegetation overlay is not effective on land zoned General Residential except where for subdivision.

Landslip hazard and bushfire prone overlays



Coastal inundation and erosion hazard overlays

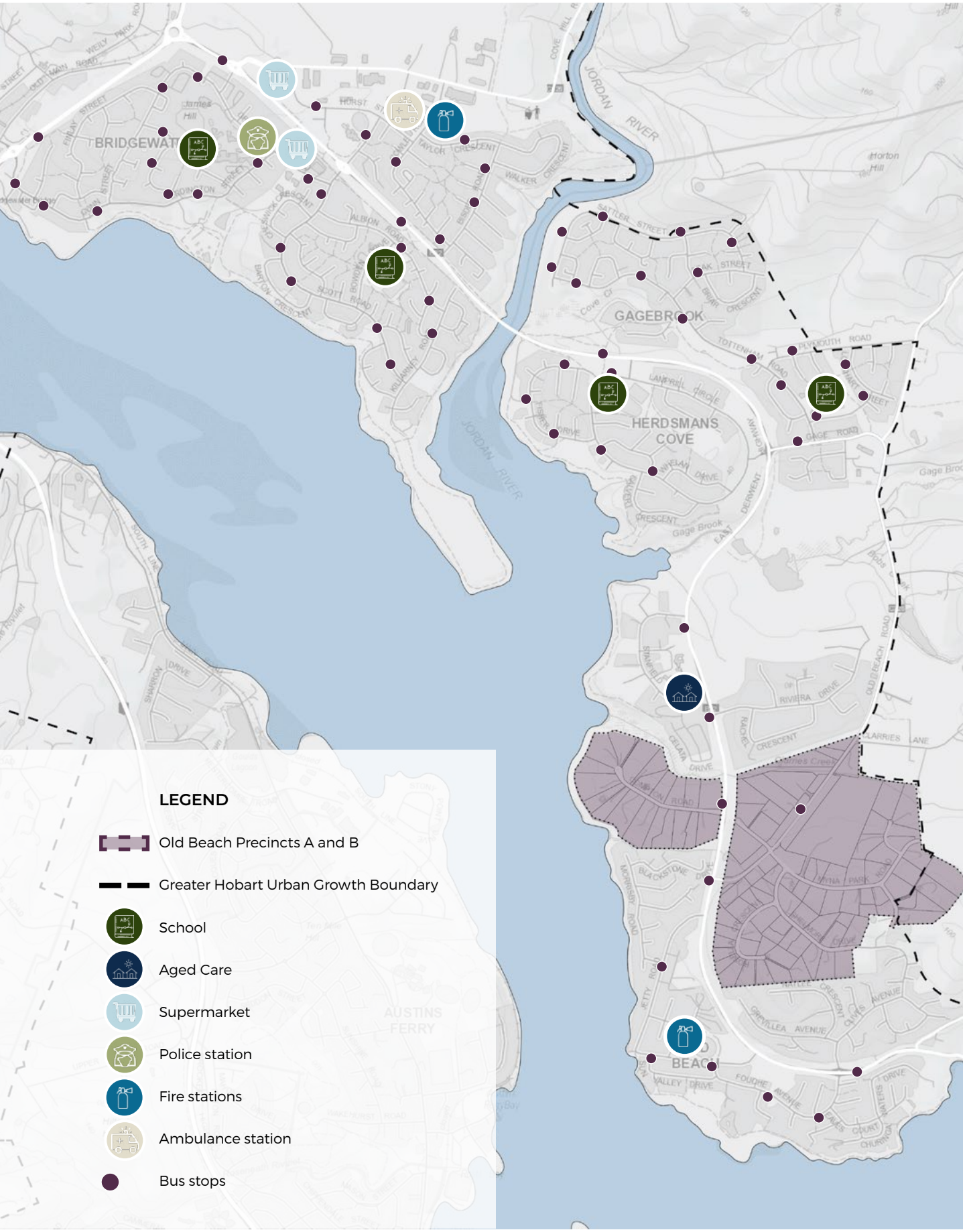
Waterway, coastal and informal reserve protection areas

Vegetation (TASVEG 4.0)

Tree cover and protected vegetation


Precinct A
RACHEL CRESCENT
CLARRIES LANE
OLIFFE CLOSE
WIGRAM CT
NATLEE CRESCENT
STRINGER

Services


BRIDGEWATER
JORDAN RIVER
GAGEBROOK
HERDSMANS COVE
AUSTINS FERRY
LEGEND
Old Beach Precincts A and B
Greater Hobart Urban Growth Boundary
School
Aged Care
Supermarket
Police station
Fire stations
Ambulance station
Bus stops

Infrastructure and servicing

The planning, provision and management of infrastructure, services and facilities is an essential consideration in land use planning, and an important factor in supporting a liveable and accessible community. Infrastructure includes systems for drainage and disposal of sewage and stormwater; water storage, treatment and supply; waste management; energy generation, transmission and supply; communication and digital information; passenger and freight transport and transit; and associated control facilities. It also includes infrastructure requirements for community service facilities, including for education, health and community care. Community infrastructure may also involve arrangements for access to affordable and accessible housing, to cultural, open space and recreation opportunities, and for protection and conservation of natural and cultural assets.

A development contributions requirement could be implemented to assist in improving infrastructure and servicing in the precincts. A contribution to Council could be required when a subdivision is proposed and then that pool of money be used to improve the public realm in Old Beach by improving roads, footpaths, public open space, services, and the like.

Community infrastructure

Old Beach has minimal community and social infrastructure compared to other settlements of its size in Tasmania. There is a neighbourhood store offering small grocery items and takeaway food, sports grounds, a Scout hall, and some other small businesses. However, Cove Hill and Green Point Plaza in Bridgewater are less than a 10-minute drive from precincts A and B, and offer a range of shops and services. More broadly, there are hospitals, public and private schools, recreational facilities, airports and seaports, and larger retail offerings within a 30-minute drive.

Comments provided in both the survey and at the drop-in session often involved the provision, or lack thereof, of community infrastructure in Old Beach. The survey results showed that 41.3% of respondents would like to see more medical services provided, 38% wanted to see improved local shopping options, 13% wanted to see more sports facilities, and 12% more schools in the area. Similarly, at the drop-in sessions, it was evident that there was an enthusiasm for more development in areas such as services (shopping and cafes) and general infrastructure (roads and parks).

In the Brighton LGA, Bridgewater and Brighton particularly provide daily requirements for employment, retail, education, health and social opportunities. Outside the LGA, Glenorchy would be the most frequented activity centre by Brighton residents as it provides a wide range of services and facilities to serve the sub-region, with a strong focus on the retail and commercial sector. Hobart is the economic and social centre for the region and state, and provides all the higher order administrative, political and commercial functions, and provides a significant proportion of all employment opportunities for the Greater Hobart area.

Water supply

The urban water supply in Old Beach is managed by TasWater, which has responsibility to source, store and treat raw water and distribute it for domestic, commercial and industrial use.

All land in the two precincts is water serviced land. Clives Hill Reservoir and the Clives Hill Water Pumping Station (WPS) are located at Ashgrove Court (CT 49927/1) in Precinct A. The Baskerville Road WPS is located nearby, at 70 Baskerville Road, Old Beach (CT 9472/1).

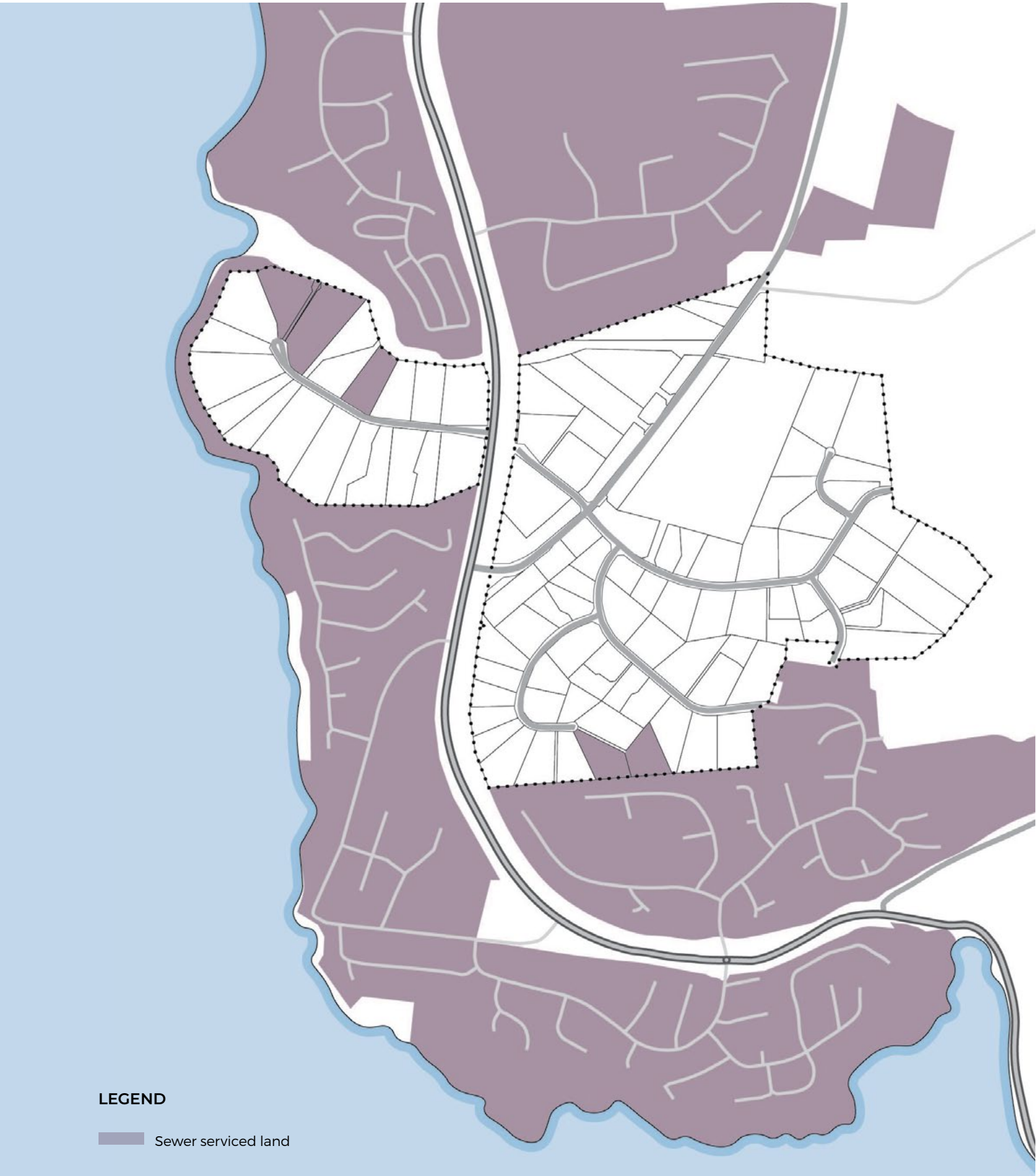
TasWater provided the following comments regarding the potential further development of the two precincts:

- The existing water mains that supply Compton Road and Mollineaux Drive would need to be upgraded to allow the provision of adequate pressure to additional connections (assuming the housing density would be similar to nearby General Residential zoning).
- Depending on the number of new connections, water tanks (i.e. Clives Hill Reservoir) which service the supply zones may need to be upgraded.
- If more than approximately 500 new lots are created, a new trunk main constructed from the existing tank at Clives Hill to the intersection of Old Beach Road and Molineux Drive, following Ashgrove Crescent and Myna Park Drive, would be required. This would probably be 200-250mm diameter depending on the option and result of hydraulic modelling. This main would complete the loop that currently includes (roughly) the 200mm main in Clives Avenue, Fouche Avenue, Jetty Road and Old Beach Road. All lots created below about the 55m contour should be connected to this system. This main would ideally be a headworks (Developer Charges) funded asset with all lots developed contributing. This pipe would cost approximately $1000 per metre.
- Depending on the subdivision pattern that occurs, the pipelines would need augmentation, which would likely happen somewhat organically as the density changes and new roads are constructed.
- The lots above the 55m contour the current higher-pressure zone should be upgraded, most likely along Ashgrove Crescent, with a 150mm main. Depending on the number of lots to be serviced in this zone a new tank may be required, this would need to be located where it would have a top water level at approximately 140-140m AHD, as this would likely be on the hill to the east and the supply from the tank to the service properties would need significant reconfiguration. This would also allow for a greater area of currently rural land to be developed.
- The existing tank currently serves both the high and low level zones, it has capacity for approximately 2000ET. There are currently 1288 connections, a reasonable number of these (maybe about 250) are large rural blocks that would have higher usage than a standard residential lot, which means that in effect it is probably equivalent to about 1500ET connected to the tank. If the total effective ET connected to the tank exceeds 2000ET then a new storage tank will be required

TasWater fTasWater further advised that headworks charges will come into effect in approximately mid to late 2023. This will involve a blanket headworks charge per lot for water and sewer, and a separate additional bulk infrastructure charge in addition when required. The exact details of how the fee will be calculated and when it will need to be paid is yet to be determined. This may assist in contributing to the ongoing costs of providing new services and upgrading existing services to support population increase.

Water serviced land

Sewer serviced land



Sewer servicing

There are five properties in the two precincts that are on sewer serviced land, two in Precinct A and three in Precinct B. Land directly to the south and north is fully serviced by sewer, while the agricultural land to the east is not. There are two sewage pump stations (SPS) near Precinct B – Blackstone Drive No 3 SPS and Compton Road No 2 SPS.

TasWater provided the following comments regarding the potential further development of the two precincts:

- The sewer catchment servicing Precinct B (Compton Road) would need to be upgraded to accept any more flows.
- Upgrading Compton Road No.2 SPS would not be feasible and a new sewage pump station (SPS) would need to be constructed nearby (possibly near the East Derwent Highway). The total cost of this new SPS would be approximately $3-5 million. TasWater would contribute towards the cost of this new asset.
- The sewer catchment servicing Precinct A (Myna Park Road area) would need an assessment to determine capacity and whether new sewage pump stations could be connected.
- A new rising main would be required, which would connect to the Brighton STP (approximately 5.2km away). The cost of this rising main would be approximately $10-15 million.

Energy

All properties in the two precincts have power connections. TasNetworks provided the following comments regarding the potential further development of the two precincts:

- If the precincts were subdivided to their full potential, then it would likely mean that additional 11 kV support in the area would be needed.
- Further analysis of the area to support additional dwellings is likely required, particularly given the Bridgewater Substation to the north is nearly at full capacity.
- Should upgrades be required, a monetary contribution from the developer would be required and would be based on the number of lots being connected at that time, not on the total development of the precincts.
- Should the entirety of both precincts be developed, the total estimated cost would be between $1.5 million and $4.8 million. The augmentation rate is based on 4 kVA per lot.

Stormwater

Stormwater in the municipal area is managed by Council's engineers and via Brighton Council's Stormwater Asset Management Plan – December 2020. The management of stormwater is becoming a more significant issue for Brighton Council due to increased development and an increased number of storm events due to climate change. Future management of stormwater will be via managing existing assets, upgrading assets and providing new assets to meet demand, and insuring against risks and managing failures. Appropriate management of stormwater for new developments is managed by Council at the building and plumbing stage.

It is suggested that as development occurs in the precincts, roads are upgraded to include formal kerb and channel for stormwater management, rather than relying on swales per the current conditions. While this will change the character of the area, it will allow for positive improvements such as formal footpaths adjacent to roads to allow for safer pedestrian movements and also improve stormwater management in the area resulting lessening impacts of water flow over properties.

Transport network

Road transport

The East Derwent Highway and the Midland Highway are the two primary roads servicing Old Beach and the broader Brighton LGA area. The East Derwent Highway is a Category 3 Road and is the major north-south route connecting to the Tasman Highway in the south and the Midland Highway in the north, providing access between Bridgewater and Hobart. The Midland Highway is a Category 1 Road, being one of the primary freight and passenger roads connecting Tasmania. It provides access to the north of the state, between Bridgewater and Perth.

In Old Beach there are a number of local roads to provide access to dwellings in the two precincts. These are all single-carriageway, sealed roads with no kerb and guttering. There are no footpaths or cycle paths on or adjacent to any of the roads, which is typical for the Old Beach area. Per comments above, there is an opportunity as the population grows in the area and lots are subdivided, for formal kerb and guttering be provided on new and existing roads, and footpaths provided for pedestrians. While this will change the rural nature of the area it will have benefits for the population in other ways.

Public transport

There are three bus routes that service Old Beach, which travel to/from Glenorchy, Rosny Park, and Hobart CBDs, including:

- Glenorchy service (route 530) runs approximately every hour with no Sunday services.
- Rosny Park service (route 696) is infrequent with five inbound and outbound services each on a weekday and no weekend services.
- Hobart service (route X30) is infrequent with three morning inbound services before 9am and four outbound services from 3:30pm.

For those living in the two precincts they would need to use the bus stops on the East Derwent Highway, located opposite Compton Road and Old Beach Road. For majority of residents in the precincts these are more than a 400 m walk. Only 10 properties in Precinct B and seven in Precinct A are 400 m from a bus stop. The bus stops are also provided on the side of the highway with no bus shelter. Therefore, use of public transport by residents in the precincts is likely to be low.

During the community engagement phase of this project, residents expressed their desire for improved transport options in Old Beach. When asked what they would like to see more of in the area, more than half of the survey respondents, 54.4%, wanted to see a ferry to the city from Old Beach, 48.9% of respondents wanted safe active transport options, and 32.6% wanted improved bus services for the area.

The Department of State Growth were consulted about this project, and have advised that the following key planning principles are used in public transport planning, including:

- Recognising areas of high demand and community needs to offer fair service coverage.
- Providing consistent and, where possible, frequent services.
- Making routes simple and direct.
- Providing more cost-effective services.
- Better integrating services for improved connection.
- Linking smaller areas to their nearest major centre.

Subsequently, the Department of State Growth, Transport and Infrastructure Group have provided the following comments regarding the potential further development of the two precincts:

- Generally, people are only willing to walk 400m for a bus service, as this is typically the most equitable and accessible distance for the community as a whole. Therefore, increasing residential density in the areas within 400 m from the existing bus stops on the East Derwent Highway is supported from a passenger transport perspective. This would create a stronger public transport corridor using existing infrastructure.
- A good pedestrian and cycling network in the area should be provided for any redevelopment or subdivision, with site-through links designed to reduce distances required to walk/cycle to places of interest, such as bus stops, existing and future cycleways, or the river edge.
- It is noted that existing bus stops are on the East Derwent Highway, which is currently a two-lane road with a speed limit of 80 km/h, and crossing may be difficult for some. This could pose a barrier to potential, future residents to walking to the bus stop or back home. Consideration should be given to ways of improving pedestrian and cycling access across the highway, without affecting the function of the road. Options for improving access across the highway should be discussed with the Department.
- Discussions should continue with Infrastructure Tasmania about future corridor studies along this section of the East Derwent Highway.

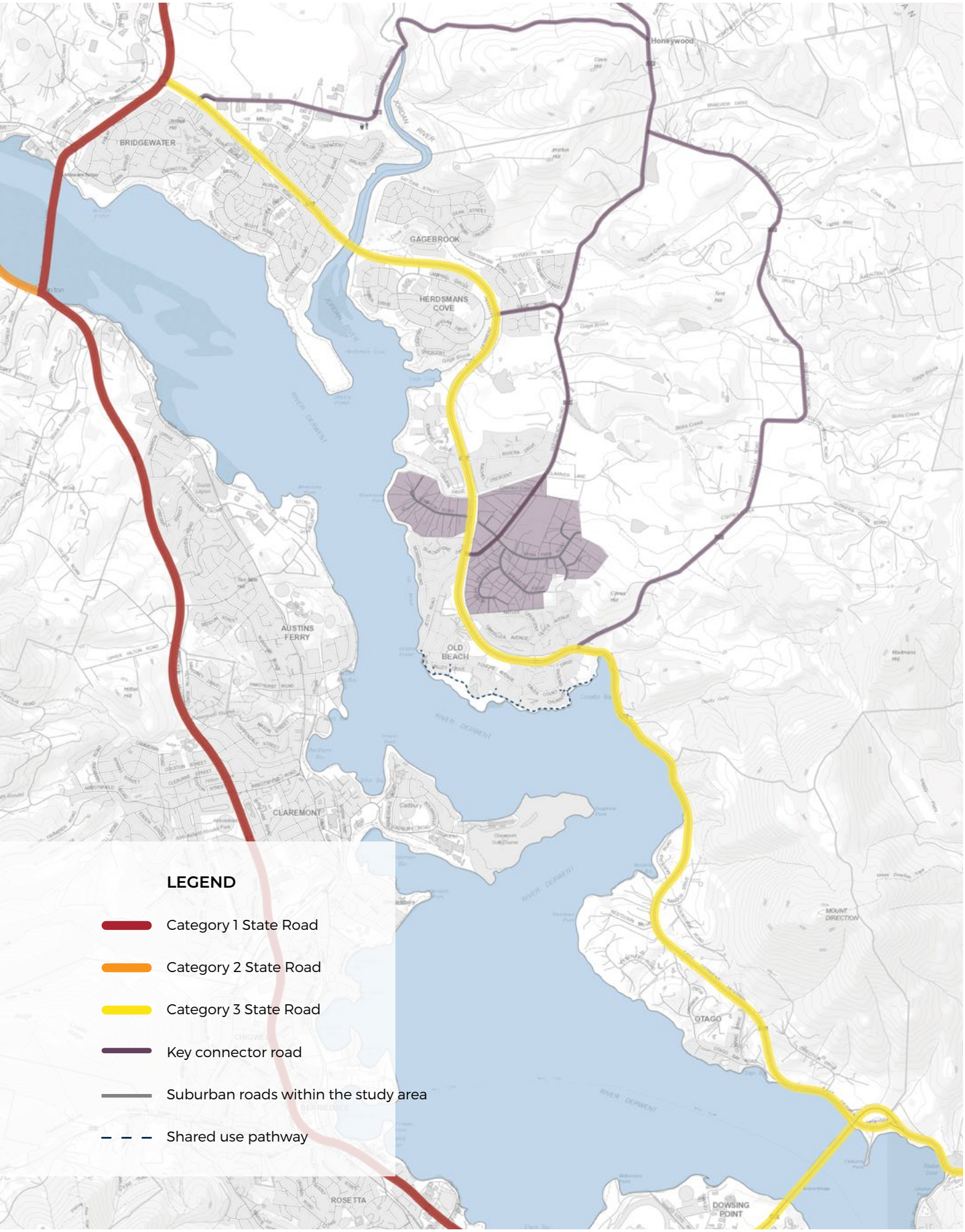
Due to the existing bus routes and existing road network north of the precincts it is unlikely any bus routes would penetrate this residential area in the future.

Movement network

Movement network principles inform the overall form and layout of streets, roads and paths, taking into account existing and future considerations of the built and natural environment. They allow for safe usage by pedestrians, cyclists, public transport and vehicles. A well-functioning movement network will provide optimal access to destinations such as activity centres, places of employment, schools, public transport and public open space, and has high levels of legibility, convenience, amenity and safety for users. It should effectively link people to places and activities and allow people to move between locations efficiently and easily by any mode of transport. This ensures equitable access to facilities, services and public transport, and can affect people's mobility and travel options.

The movement network in Old Beach is considered adequate for the existing population given the rural–residential nature of the area. However, as Old Beach is expected to see a considerable increase in population in the next 10 years, upgrades to the existing movement infrastructure and the introduction of more contemporary infrastructure to facilitate modal choice will need to be made. This may change the character of the area; however it is considered that the upgrades will have great benefits for the residents. The engagement results also show that these changes would be welcomed by residents, with 57% of people who attended the drop-in sessions stating that they would like to see infrastructure upgrades in the area, like road, sewer, water upgrades; and 43% of people wanting walking tracks in the area. For those who answered the survey, nearly 49% of people wanted to see safe active transport options

Road hierachy



Hubble Traffic provided input regarding traffic, the road and movement network in Old Beach and surrounds. The following findings on how additional dwellings in precincts A and B might impact the movement network were identified:

- The Tivoli Green residential expansion, which has already been approved, will generate additional traffic movements on the highway over the next few years, intensifying the commuter peak periods. Once this development is completed, the level of service along the highway route would decline, but overall, motorists are expected to continue to receive an appropriate level of traffic performance.
- The following two locations are likely to become busy and will require appropriate mitigations to maintain efficient traffic flow:
    - In the evening peak, the right turn movement from the Bowen Bridge onto the East Derwent Highway will become oversaturated with long traffic queues. These queues have the potential to create an unwarranted safety risk to through traffic users. Traffic modelling indicates that changing traffic control at this junction to traffic signals, could be a suitable mitigation, and would accommodate future traffic growth.
    - In the morning peak, the highway link between the southern junction at Otago Bay and the Bowen Bridge will likely reach lane capacity, making it difficult for motorists turning right out of Otago Bay Road, as they must select a suitable gap in the two-way traffic stream. A possible mitigation would be an additional southbound traffic lane, to segregate southbound highway traffic with right turning traffic.
- The traffic assessment advises that the two mitigation measures detailed above would likely need to be implemented prior to the rezoning and subdivision of land in precincts A and B.
- A third mitigation measure to further minimise traffic impacts would be to convert the roundabout at Clives and Fouche Avenues to traffic signals or additional localised traffic lanes through the roundabout. This location is identified as another point along the highway that will likely have increased traffic delays and queues unless mitigation measures are implemented. This measure is anticipated to be required if more than 580 lots were created by rezoning land.
- The traffic assessment advises that an additional 580 residential lots in addition to the Tivoli Green development could be accommodated in the road network once the upgrades at the right turn movement from the Bowen Bridge onto the East Derwent Highway and the highway link between the southern junction at Otago Bay and the Bowen Bridge have occurred.
- It is projected that an increase past these additional 580 residential lots (and once the upgrades have occurred), would increase highway commuter traffic demand to a volume that exceeds available lane capacity, causing an unacceptable reduction in traffic performance for highway users, with junctions having insufficient traffic capacity to provide a suitable level of performance. Accordingly, to rezone additional land that provides for more than 580 lots (approximately) would require an extensive level of infrastructure investment to provide dual traffic lanes and improvements to all junctions along the East Derwent Highway.

A meeting and subsequent discussions were had with the Department of State Growth, Transport, and Infrastructure Group, about this study and the recommended mitigation measures that are likely required to facilitate additional residential growth in Old Beach. The Department agreed that upgrades to the road network were required and are therefore considering the mitigation measures proposed at the right turn movement from the Bowen Bridge onto the East Derwent Highway, and the southern junction at Otago Bay and the Bowen Bridge. They also recommended that discussions continue with Infrastructure Tasmania about future corridor studies along this section of the East Derwent Highway to ensure that the highway does not limit future residential growth in Old Beach.

Public open space and green space

Public open spaces are areas in the public realm that are publicly accessible to everyone and provide a public use or recreation function, such as public parks and street spaces. They are typically managed by a level of government or a public agency. A good opportunity for new public open spaces to be created is during the subdivision of land, but they can also be formed by a change of land use. Well-functioning public open spaces would be accessible to all members of the public, provide connections to the surrounding pedestrian network, and be used for a range of activities. If they are safe and enjoyable spaces for people to use, they can facilitate social interaction in communities and offer a place for both relaxation and recreation.

There is currently no public open space in Precinct A or B. In the wider Old Beach area, there is a public share-use track that runs next to the River Derwent, and is popular with pedestrians and cyclists. Old Beach also has a public dog park and cricket ground, and further public open spaces are provided in nearby suburbs.

The current feel in Old Beach of open spaces is a result of the larger rural lifestyle lots, and the 'borrowing' of private vegetated space. This was reinforced in the survey results, with 48% of respondents saying that the proximity to open space and associated amenity was one of the main reasons why they liked living in Old Beach. This is despite the lack of public open space that is provided. Another survey question response triggered 32.6% of respondents to state that they would like to see more public landscaping in Old Beach, 30.4% of respondents wanted more parks and public recreation spaces, 20.7% wanted more children's playgrounds, and 13% wanted more sports facilities.

Future subdivision in the precincts would be a good opportunity to require land to be set aside for public open space for the benefit of residents and visitors to the area. These could be connected to future footpaths to encourage active transport when accessing public open space.

Activity centres network

Activity centres provide a focus point for services and facilities, employment opportunities and social interaction for communities. They enable clustered uses and activities, maximising agglomeration benefits for retail and commercial uses, and in turn provide social, environmental and economic benefits. Ideally they should have good connections to public transport, public spaces, and pedestrian access to facilities. They should be safe and enjoyable places to spend time. An activity centre can accommodate a wide variety and scale of uses and should be adaptable to the needs of residents, visitors and businesses.

The nearest activity centre to Old Beach is in Bridgewater, with Brighton and Glenorchy slightly further away. Given these activity centres are all a 10-20 minute drive from precincts A and B, it would be beneficial to establish convenience/neighbourhood level shops in the local area to support the anticipated growth of another 3,000 residents in Old Beach in the next 10 years. It is understood that the Tivoli Green subdivision may provide this offering in the future; however, if this is not realised, then it would be prudent to encourage such uses in Precinct A to service local residents.

Activity centres

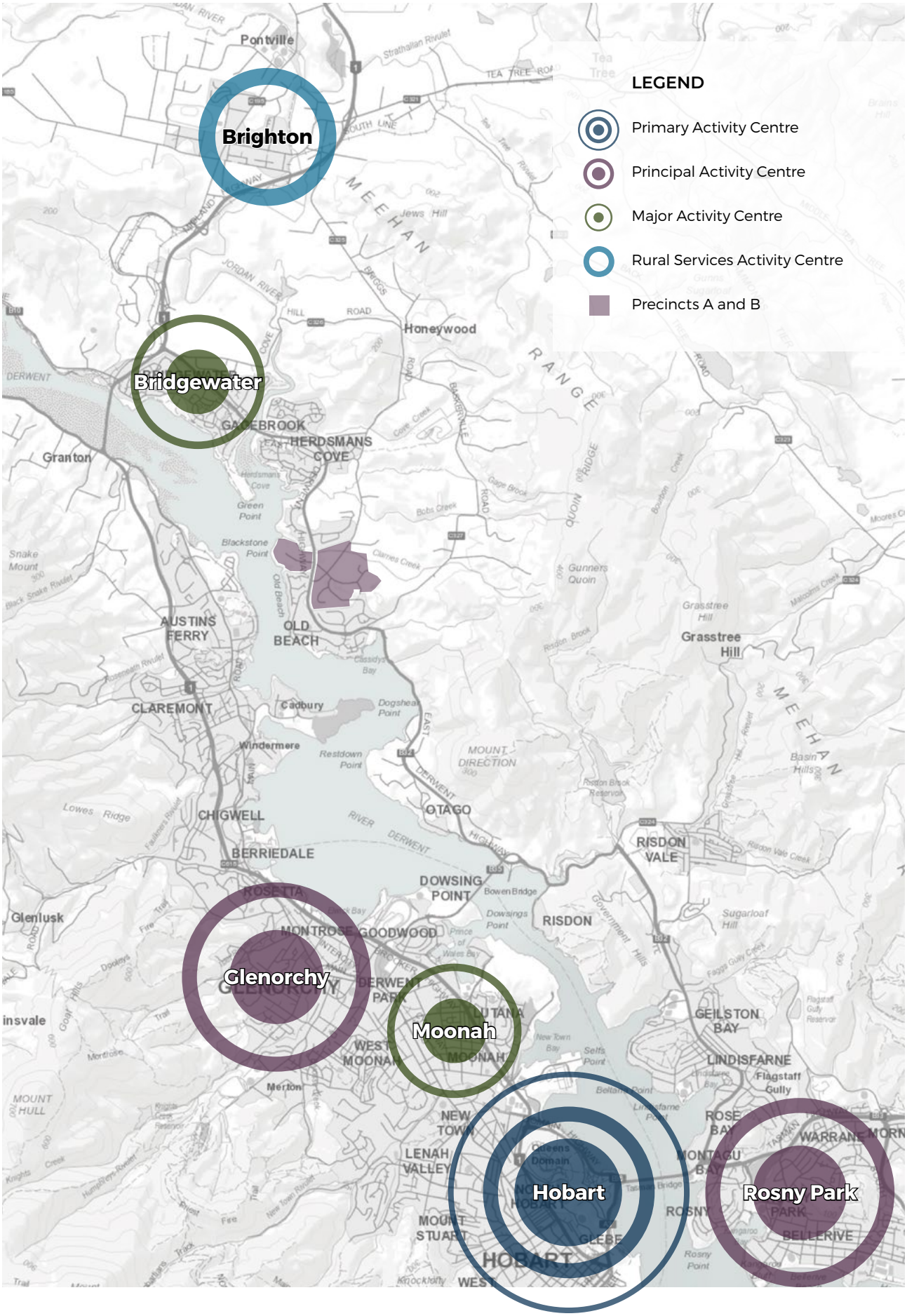


Photo courtesy of Samuel Shelley and Brighton Council

Section 4
Policy context

Policy context

Policy context summary

Consideration of the legislated policy context for the zoning review is outlined in detail in the following sections. In summary:

- The State Policies will not restrict or limit the development potential of either precinct.
- The STRLUS identifies that:
  - Residential growth for Greater Hobart is to occur through 50% infill development and 50% greenfield development.
  - 15% of Greater Hobart's residential infill growth should be in the Brighton LGA.
  - Urban growth should be managed through the urban growth boundary, with land inside the UGB most suitably zoned for urban purposes or put into a holding zone.
- The BSP identifies that:
  - Old Beach will grow by an additional 3,000 people by 2033 and that more than 1,000 new dwellings will be required.
  - There is likely to be an under supply of residential zoned land.
  - Precincts A and B are appropriate locations to accommodate residential growth in Old Beach.
- In considering potential options for rezoning precincts A and B:
  - The General Residential zone would be the most appropriate zoning for the study area, providing properties within it are connected to a reticulated water supply service and a reticulated sewerage system. There are minimal constraints that impact the land's development potential.
  - The Low Density Residential zone is only appropriate for land that is not capable of being connected to reticulated infrastructure services and is affected by significant environmental constraints that limit development. This is not the case for the study area.
  - The Future Urban zone could be applied if it is considered that the precincts require further structure or master planning before they are released for urban development. However, it will limit use and development of land in the meantime, more than the existing Rural Living zone.

Policy setting

The policy setting for this report is guided by two legislative frameworks: the Resource Management and Planning System (RMPS) and the *Local Government Act 1993*.

The RMPS is an integrated environmental and planning approval system formed by a suite of legislation linked by common objectives focused on sustainable development.

The core legislation in the RMPS is the *Land Use Planning and Approvals Act 1993* (LUPAA), the *Environmental Management and Pollution Control Act 1994*, the S*tate Policies and Projects Act 1993*, the *Resource Management and Planning Appeal Tribunal Act 1993*, the *Tasmanian Planning Commission Act 1993* and the *Historic Cultural Heritage Act 1995*.

Key planning documents, including the *Southern Tasmania Regional Land Use Strategy 2010-2035* (STRLUS) and the *Tasmanian Planning Scheme – Brighton*, are statutory documents under the RMPS.

Councils under the *Local Government Act 1993* are recognised as local planning authorities in the RMPS. Additionally, the *Local Government Act 1993* provides for the making of municipal level strategic and community plans, including the *Brighton Structure Plan 2018* and the *Brighton Strategic Plan 2019-2029*.

Objectives of the RMPS

The objectives of the RMPS are outlined in Schedule 1 of the LUPAA. Changing the planning controls of the study area will meet the objectives of the RMPS, as it will allow additional infill development in an area that has a high demand for additional housing and has limited land constraints.

State policies

There are four (4) State Policies that planning decisions must be consistent with:

- Tasmanian State Coastal Policy 1996
- State Policy on Water Quality Management 1997
- State Policy on Protection of Agricultural Land 2009
- National Environmental Protection Measures (which are recognised as State Policies under LUPAA).

All State Policies are applicable to the study area or nearby land. However, as this land has already been identified for urban purposes through the STRLUS that spatially applies the State Policies, it is considered that the requirements of the State Policies will be unaffected by any potential rezoning of the land. In particular:

- While the study area is in the coastal zone, the land is within an established settlement and therefore meets the requirement that urban and residential development in the coastal zone will be based on existing towns and townships.
- Residual coastal-related issues such as coastal hazards and riparian values are sufficiently safeguarded through the existing planning scheme provisions and use of the open space zone along the coastline.
- The study area is not agricultural land as defined under the State Policy on Protection of Agricultural Land 2009, as it is already used for residential purposes.
- The National Environment Protection Measures (NEPMs) are statutory instruments that specify national standards for a variety of environmental issues and are relevant to the more detailed planning stage.

All of the State Policies are relevant to Old Beach. Of particular relevance is the importance of ensuring that any development of the two precincts does not conflict with or fetter agricultural land and avoids coastal areas with natural and coastal values.

Southern Tasmania Regional Land Use Strategy

The STRLUS guides land use, development, and infrastructure decisions. It sets out the strategy and policy basis for facilitating and managing change, growth, and development to 2035.

The STRLUS was originally declared in October 2011. A minor review was undertaken in 2013, and the latest amendment to the strategy was declared on 24 November 2021. The latest amendment was to adjust the UGB to include 69 Brighton Road, Brighton. The extension of the UGB to cover this land was identified by Council as a logical extension of the Brighton township and would effectively replace the 10 ha of land on Elderslie Road acquired by the Department of Education, which is to accommodate the new Brighton High School.

Under the activity centre hierarchy, Bridgewater/ Green Point shopping district is identified as a Major Activity Centre and the Brighton township is identified as a Rural Services Centre, along with Huonville, New Norfolk and Sorell township. Greater Hobart is the only major urban area. Old Beach is identified in the STRLUS as a Greenfield Development Precinct, being a location to accommodate greenfield land for residential purposes.

Settlement and residential development policies

The STRLUS describes a Regional Settlement Strategy to provide a framework that defines the future role and function of each of the region's settlements. A two-tier classification system has been developed whereby either a suburb or settlement is part of Greater Hobart (and therefore subject to the Greater Hobart Settlement Strategy) or its role and function is categorised as Major District Centre, District Town, Township, Village, Other Small Settlement or Locality.

The study area is within the Greater Hobart area. Additionally, as the land is already developed, it is not considered to be 'greenfield land'. Therefore, the key policies relevant to this study are detailed below:

- Use the Low Density Residential Zone only where it is necessary to manage land constraints in settlements or to acknowledge existing areas.
- Residential growth for Greater Hobart is to occur through 50% infill development and 50% greenfield development.
- Manage greenfield growth through a UGB, which sets a 20-year supply limit and associated growth limits on dormitory suburbs.
- Distribute residential infill growth across the existing urban areas for the 25-year planning period, with 15% being in Brighton LGA (1,987 dwellings).

The STRLUS assumes that land zoned Rural Living is located outside settlement boundaries, including the UGB.

Tasmanian Planning Scheme – Brighton

In 2015, the Tasmanian Parliament enacted amendments to the LUPAA to enable the Tasmanian Planning Scheme to be established, consisting of State Planning Provisions and Local Provisions Schedules.

The State Planning Provisions provide a consistent set of planning rules for 23 generic zones and 16 codes, making up a suite of controls that can be applied by local councils. The Local Provisions Schedule indicates how the State Planning Provisions (zones and codes) will apply in each local municipal area. Guideline No. 1 – Local Provisions Schedule (LPS): zone and code application, issued under Section 8A of the *Land Use Planning and Approvals Act 1993*, provides a reference guide for applying zones and codes under the LPS.

The zones under consideration for the precincts are detailed in the below table.

Zoning	Zone purpose	Zone application guidelines
General Residential Zone	**8.1.1** To provide for residential use or development that accommodates a range of dwelling types where full infrastructure services are available or can be provided. **8.1.2** To provide for the efficient utilisation of available social, transport and other service infrastructure. **8.1.3** To provide for non-residential use that: a) primarily serves the local community; and b) does not cause an unreasonable loss of amenity through scale, intensity, noise, activity outside of business hours, traffic generation and movement, or other off site impacts. **8.1.4** To provide for Visitor Accommodation that is compatible with residential character.	**GRZ 1** The General Residential Zone should be applied to the main urban residential areas in each municipal area which: a) are not targeted for higher densities (see Inner Residential Zone); and b) are connected, or intended to be connected, to a reticulated water supply service and a reticulated sewerage system. **GRZ 2** The General Residential Zone may be applied to green-field, brown-field or grey-field areas that have been identified for future urban residential use and development if: a) in the General Residential Zone in an interim planning scheme; b) in an equivalent zone under a section 29 planning scheme; or c) justified in accordance with the relevant regional land use strategy, or supported by more detailed local strategic analysis consistent with the relevant regional land use strategy and endorsed by the relevant council; and d) is currently connected, or the intention is for the future lots to be connected, to a reticulated water supply service and a reticulated sewerage system *Note: The Future Urban Zone may be used for future urban land for residential use and development where the intention is to prepare detailed structure/precinct plans to guide future development.* **GRZ 3** The General Residential Zone should not be applied to land that is highly constrained by hazards, natural values (i.e. threatened vegetation communities) or other impediments to developing the land consistent with the zone purpose of the General Residential Zone, except where those issues have been taken into account and appropriate management put into place during the rezoning process.

Comments

The General Residential zone would be the most appropriate zoning for the study area, providing properties within it are connected to a reticulated water supply service and a reticulated sewerage system. There are minimal constraints that impact the land's development potential. This zoning would also allow for more efficient use of existing infrastructure and servicing in the area.

Zoning	Zone purpose	Zone application guidelines
Low Density Residential Zone	**10.1.1** To provide for residential use and development in residential areas where there are infrastructure or environmental constraints that limit the density, location or form of development. **10.1.2** To provide for non-residential use that does not cause an unreasonable loss of amenity, through scale, intensity, noise, traffic generation and movement, or other off site impacts. **10.1.3** To provide for Visitor Accommodation that is compatible with residential character.	**LDRZ 1** The Low Density Residential Zone should be applied to residential areas where one of the following conditions exist: a) residential areas with large lots that cannot be developed to higher densities due to any of the following constraints: i. lack of availability or capacity of reticulated infrastructure services, unless the constraint is intended to be resolved prior to development of the land; and ii. environmental constraints that limit development (e.g. land hazards, topography or slope); or b) small, residential settlements without the full range of infrastructure services, or constrained by the capacity of existing or planned infrastructure services; or c) existing low density residential areas characterised by a pattern of subdivision specifically planned to provide for such development, and where there is justification for a strategic intention not to support development at higher densities. **LDRZ 2** The Low Density Residential Zone may be applied to areas in a Low Density Residential Zone in an interim planning scheme or a section 29 planning scheme to lots that are smaller than the allowable minimum lot size for the zone, and are in existing residential areas or settlements that do not have reticulated infrastructure services. **LDRZ 3** The Low Density Residential Zone should not be applied for the purpose of protecting areas of important natural or landscape values. **LDRZ 4** The Low Density Residential Zone should not be applied to land that is targeted for green-field development unless constraints (e.g. limitations on infrastructure, or environmental considerations) have been identified that impede the area being developed to higher densities.

Comments

The Low Density Residential zone is only appropriate for land that is not capable of being connected to reticulated infrastructure services and is affected by significant environmental constraints that limit development. This is not the case for the study area. Accordingly, \this zoning is not considered appropriate.

Zoning	Zone purpose	Zone application guidelines
Rural Living Zone	**11.1.1** To provide for residential use or development in a rural setting where: a) services are limited; or b) existing natural and landscape values are to be retained. **11.1.2** To provide for compatible agricultural use and development that does not adversely impact on residential amenity. **11.1.3** To provide for other use or development that does not cause an unreasonable loss of amenity, through noise, scale, intensity, traffic generation and movement, or other off site impacts. **11.1.4** To provide for Visitor Accommodation that is compatible with residential character.	**RLZ 1** The Rural Living Zone should be applied to: a) resdential areas with larger lots, where existing and intended use is a mix between residential and lower order rural activities (e.g. hobby farming), but priority is given to the protection of residential amenity; or b) land that is currently a Rural Living Zone within an interim planning scheme or a section 29 planning scheme, unless RLZ 4 below applies. **RLZ 2** The Rural Living Zone should not be applied to land that is not currently within an interim planning scheme Rural Living Zone, unless: a) consistent with the relevant regional land use strategy, or supported by more detailed local strategic analysis consistent with the relevant regional land use strategy and endorsed by the relevant council; or b) land is within the Environmental Living Zone in an interim planning scheme and the primary strategic intention is for residential use and development within a rural setting and a similar minimum allowable lot size is being applied, such as, applying the Rural Living Zone D where the minimum lot size is 10 ha or greater. **RLZ 3** The differentiation between Rural Living Zone A, Rural Living Zone B, Rural Living Zone C or Rural Living Zone D should be based on: a) a reflection of the existing pattern and density of development within the rural living area; or b) further strategic justification to support the chosen minimum lot sizes consistent with the relevant regional land use strategy, or supported by more detailed local strategic analysis consistent with the relevant regional land use strategy and endorsed by the relevant council. **RLZ 4** The Rural Living Zone should not be applied to land that: a) is suitable and targeted for future greenfield urban development; b) contains important landscape values that are identified for protection and conservation, such as bushland areas, large areas of native vegetation, or areas of important scenic values (see Landscape Conservation Zone), unless the values can be appropriately managed through the application and operation of the relevant codes; or c) is identified in the 'Land Potentially Suitable for Agriculture Zone' available on the LIST (see Agriculture Zone), unless the Rural Living Zone can be justified in accordance with the relevant regional land use strategy, or supported by more detailed local strategic analysis consistent with the relevant regional land use strategy and endorsed by the relevant council.

Comments

It is not appropriate to retain the current rural living zone given the land is earmarked for future residential development and is within the UGB. The land is also capable of being connected to services, and appears to have limited natural values.

Zoning	Zone purpose	Zone application guidelines
Future Urban Zone	**30.1.1** To identify land intended for future urban use and development. **30.1.2** To ensure that development does not compromise the potential for future urban use and development of the land. **30.1.3** To support the planned rezoning of land for urban use and development in sequence with the planned expansion of infrastructure.	**FUZ 1** The Future Urban Zone should be applied to land identified for future urban development to protect the land from use or development that may compromise its future development, consistent with the relevant regional land use strategy, or supported by more detailed local strategic analysis consistent with the relevant regional land use strategy and endorsed by the relevant council. **FUZ 2** The Future Urban Zone should be applied to land in an interim planning scheme Particular Purpose Zone which provides for the identification of future urban land. **FUZ 3** The Future Urban Zone may be applied to land identified in an interim planning scheme code or specific area plan overlay which provides for future urban land. **FUZ 4** The Future Urban Zone may be applied to sites or areas that require further structure or master planning before its release for urban development.

Comments

The Future Urban zone should be applied to the Precincts to ensure that the future development of the area is not compromised. This ensures that further structure or master planning for the precincts can be prepared before they are released for urban development.

Photo courtesy of Samuel Shelley and Brighton Council

Section 5
Community engagement

Community engagement

Engagement objectives

Brighton Council sought stakeholder engagement with the communities in and around these precincts to fulfil three key objectives:

- Engage with the community regarding their appetite for change.
- Identify the desirable characteristics of the area that should be retained and/or developed if future growth were to occur.
- Understand concerns and constraints regarding future growth scenarios for the area.

Engagement tools and methods

The engagement team used five different tools and methods to notify the community about the study and receive feedback. These are shown below.

Notification letters

Council website information

Online Community Survey (Key feedback mechanism)

Drop-in sessions

Email and Phone contact

Approximately 200 letters were sent to property owners in and surrounding the precincts, and information was placed on Council's website. This information directed recipients and interested parties to an online community survey and to register their interest to attend one of the drop-in sessions. Stakeholders also had the opportunity to contact consultants via email and phone, to ask questions, clarify details and give their feedback.

The online survey was open from Friday 25 February 2022 to Sunday 20 March 2022. The drop-in sessions were held at the Old Beach Cricket Club on Tuesday 15 March between 11am and 2pm, and on Wednesday 16 March between 4pm and 7pm.

Engagement results

The engagement was successful in reaching a large proportion of residents in the two precincts. There are 104 properties (including 13 vacant lots) in the study area and 92 responses were received for the survey. This included 72 responses from people living inside the two precincts, and 20 respondents from outside the precincts. Of these respondents, 73% had lived in the area for at least 5 years and 40% had lived in the area for over 10 years.

Nineteen people attended the drop-in sessions in 14 separate sittings.

The survey was the main channel for feedback, but feedback received through the drop-in sessions and anecdotally from residents who contacted the team was consistent with the survey results.

Appetite for change

The engagement found that there was a comparatively even split between respondents who want no change to existing planning controls and those who are open to change. The split slightly favoured those who want no change by a margin of 4% (52% to 48%).

Of those who are open to change, about half are open to minor changes (for example a small reduction in the allowable lot size). The other half are open to greater changes and are less concerned about potential block sizes.

Desirable characteristics

About 80% of respondents see privacy, serenity and tranquillity as key desirable aspects of living in the precincts and surrounding areas. Having few issues with traffic (65%), being surrounded by open space, and feeling safe in their environment also rate highly: about 50% of respondents mentioned these characteristics.

When asked what they would like to see maintained or developed in the future, only one option put forward received majority support. That was having a ferry to the city (54%). Other popular preferences mentioned included safe active-transport options, increased medical services and more local shopping.

Future concerns

Respondents' main concerns about potential future growth were focused on increases in traffic and the loss of privacy and rural amenity. Having space and not being crowded were emblematic of the broad concerns that respondents had with increasing housing in the precincts.

Another concern raised was around rate raises associated with improved infrastructure services. Brighton Council has a flat rate structure, where all property owners pay the same annual rates to Council. Rates therefore wouldn't change if for example properties were serviced by reticulated water in the future.

The other concern that seemed to be underlying for many residents was the fear of high-density housing and/or social housing. Along with a more crowded community, there is a perception that this would also bring increased risk for anti-social behaviour and crime to the study area.

Photo courtesy of Samuel Shelley and Brighton Council

Section 6
Potential residential yield

Potential residential yield

This section of the report will identify the extent of developable residential land in the two precincts identified by Brighton Council and provide an estimate of the potential dwelling yield. The approach and results of the supply analysis are presented below.

Approach and methodology

All land is currently zoned Rural Living (Zone A). The options for planning scheme control changes are the General Residential zone, Future Urban zone, or the application of a SAP. The Future Urban zone would, however, be a long-term option and does not present an immediate increase in yield potential. The Low Density Residential zone was found to be an unsuitable option, as detailed in Section 4.6 of this report.

An assessment was undertaken of all sites individually to calculate the likely potential development yield. The assessment involved a review of the site's opportunities and constraints in the context of the development requirements of the Tasmanian Planning Scheme – Brighton Local Provisions Schedule. Typical constraints that were considered included planning scheme overlays (as discussed above), threatened species/vegetation, topography, scenic values, access to transportation options, and the absence or presence of infrastructure/ services. Typical opportunities included the ability to consolidate adjoining development sites, and the capacity for subdivision or development of multiple dwellings afforded by the relevant planning scheme zone requirements.

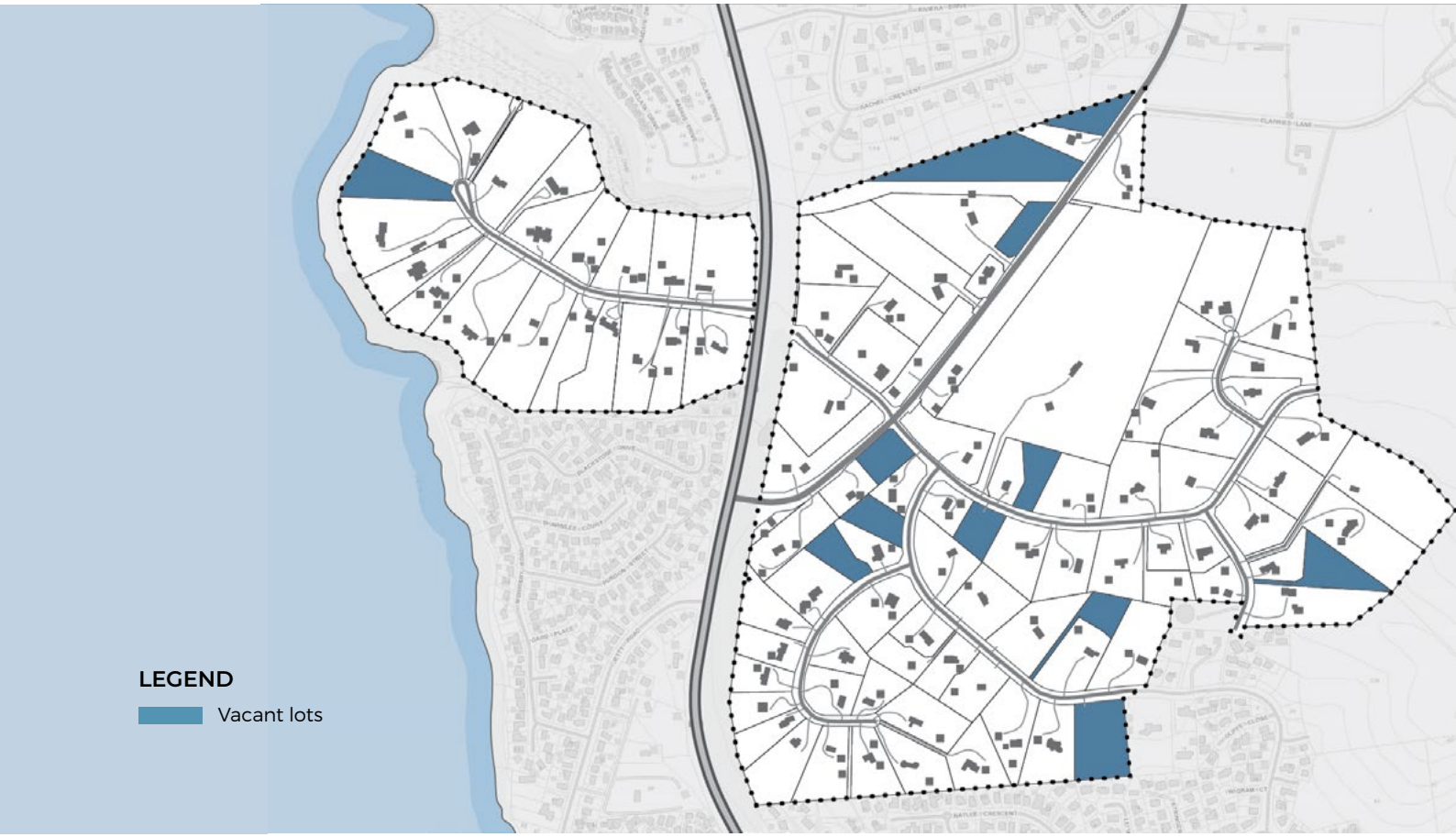
The following assumptions and exclusions were made during the assessment of yield stage:

Assumptions:

- Existing dwellings would be retained but outbuildings and derelict buildings could be removed.
- Constraints may reduce but not necessarily negate the development potential of a site; professional judgement is required.
- Analysis is based on lots being 500 m². It is unlikely that all lots developed will be this size, however this size was decided on to account for the likelihood that some lots could be developed with multiple dwellings in a strata arrangement (which would result in smaller 'lots' than 500 m²), and for lots larger than 500 m2.
- Vacancy rate of 10% (in regard to total estimated residents. This was used for the purposes of the traffic assessment)
- Sites smaller than 1 ha with subdivision potential will lose 12.5% of land to roads, servicing and open space.
- Sites larger than 1 ha with subdivision potential will lose 20% of land to roads, servicing and open space.
- Rate of subdivision calculated according to the size of both precincts and current rate of subdivision of Rural Living zoned land. This was hence determined to be 0.76 lots per year, rounded up to 1 lot per year
- All lots in both precincts are identified as being bushfire-prone, however, it is assumed that this will not impact development potential, as risks can be appropriately mitigated through design.

Exclusions:

- Developable area or vehicle access subject to more complex constraints such as threatened species/vegetation, coastal inundation and flooding.
- Slope greater than 20% and no precedent of development on similar slope of adjoining sites.
- Land that is adjacent to waterways, including Clarries Creek, and impacted by the Natural Assets Code.
- Land that comprises priority vegetation and therefore also impacted by the Natural Assets Code. Where a property is almost entirely covered by this overlay, it is excluded from the yield calculations. An example is 10 Rosella Court.



Development potential

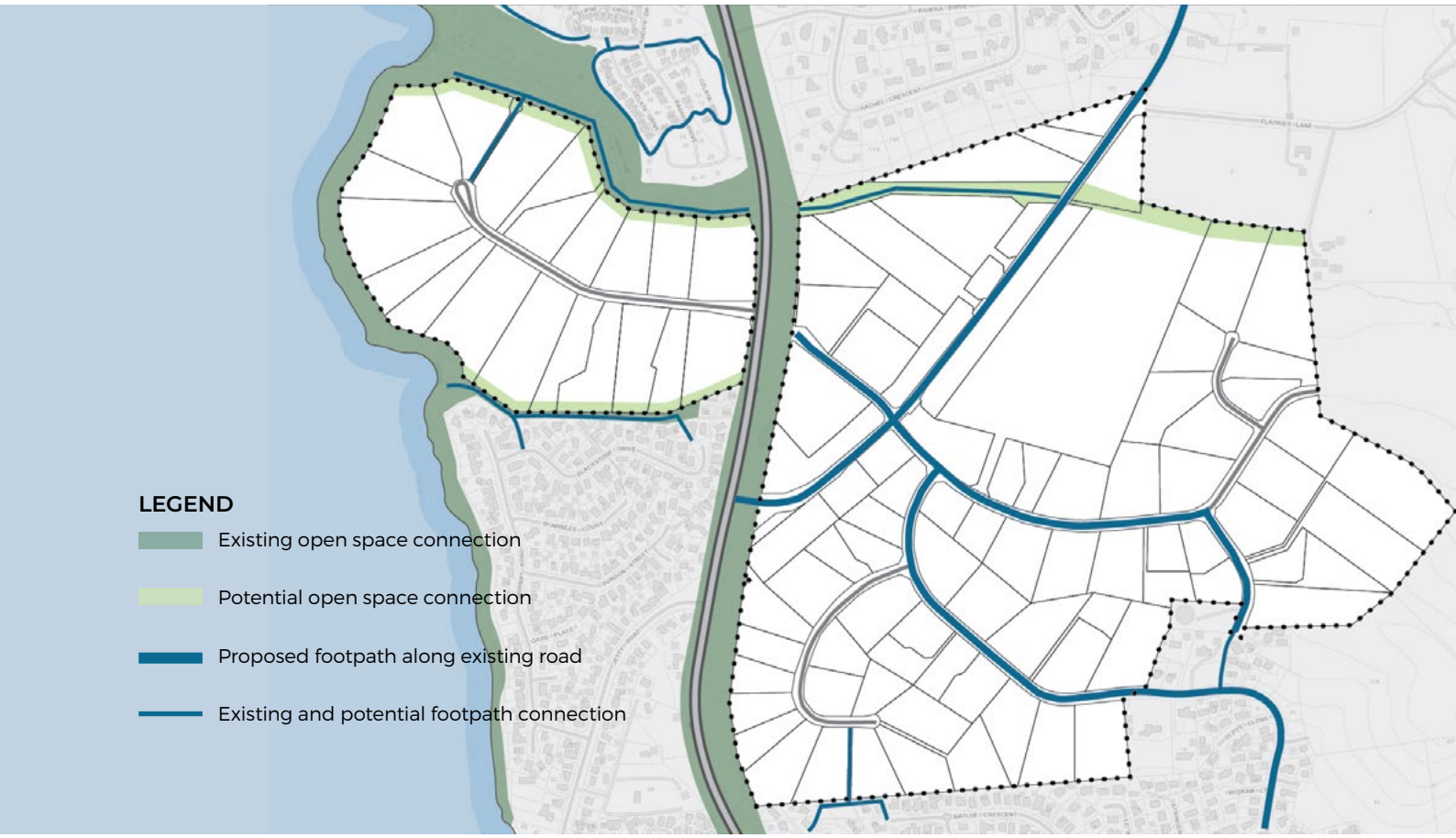
Of the 104 properties within the study area, 13 are considered vacant, meaning they either comprise no built form or only outbuildings. The remaining properties (91) all comprise single dwellings.

There are six properties which have been completely excluded from the yield assessment as they have been assessed to be undevelopable due to meeting one of the exclusions listed above. These include 10 Compton Road, 13A Compton Road, 15 Compton Road, 9 Rosella Crescent, 10 Rosella Crescent, and 11 Rosella Crescent.

As shown on the exclusions map, there are 45 other properties that are partially constrained and will have limited development potential. These have been factored into the yield analysis.

The remaining 53 properties are considered unconstrained, and the entire lots are capable of being subdivided or of accommodating multiple dwellings.


LEGEND
Areas excluded from yield calculations


LEGEND
Existing open space connection
Potential open space connection
Proposed footpath along existing road
Existing and potential footpath connection

Results

All sites in both Precinct A and Precinct B were analysed, and the following results were found:

- There are 13 vacant lots and 91 lots comprising single dwellings. There are no lots comprising multiple dwellings.
- There are six lots in total that are considered undevelopable due to meeting one of the exclusions listed above. All other lots are either only partially constrained, or completely unconstrained.
- The lots range in size from 1,287 m² (2 Old Beach Road) through to 11.43 ha (1B Myna Park Road).
- All lots were covered by one or more overlays that may further restrict development potential, as discussed in previous sections. It was found that all lots are in a Bushfire Prone Area, 40 lots are in a Waterway and Coastal Protection Area, and 20 lots are in a Priority Vegetation Area.
- The total size of all 104 lots is 114.94 ha.
- Eliminating site constraints, the total developable area (*including* space for roads, servicing and public open space) of all 104 sites sites is approximately 94.95 ha.
- The net developable area (*excluding* space for roads, servicing and public open space) of all 104 sites is approximately 79.13 ha.

- **1B Myna Park Road has the greatest subdivision potential of all of the 104 sites, which can theoretically accommodate 169 lots of 500 m² each.**

- This assessment only considers subdivision potential to accommodate single dwellings. It has not considered multiple dwellings developed on sites through strata schemes. It therefore represents a conservative yield assessment.

The potential theoretical yields of the net developable area are considered against each of the change scenarios in Section 7 and are summarised below:

Change scenario	Total lots	Comments
Scenario 1	114	The total number comprises 10 new lots over 10 years and 104 existing lots.
Scenario 2	580	The total number comprises 501 new lots (at 500 m²) and 79 existing lots remaining unchanged.
Scenario 3	1,544	Accounts for all 98 developable lots being subdivided at 500 m2 per lot).

Photo courtesy of Samuel Shelley and Brighton Council

Section 7
Change scenarios

Change scenarios

Overview

The analysis in the previous sections of the report have resulted in the following three change scenarios.

These take into account the following considerations:

- The Low Density Residential zone is not an appropriate zoning, given the precincts are capable of being connected to reticulated infrastructure services and are not affected by environmental constraints that limit development.
- It is not appropriate for the precincts to remain zoned Rural Living into the future given the land is identified for future residential development. The land is also capable of being connected to services, and has limited natural values.
- The General Residential zoning is appropriate to apply as it will facilitate residential development of the precincts, enabling them to provide additional housing and meet the anticipated growth rate of Old Beach.
- The purpose of the Future Urban zone is to identify land intended for future urban use and development, ensure that development does not compromise the potential for future urban use and development of the land, and support the planned rezoning of land for urban use and development in sequence with the planned expansion of infrastructure. Applying this zoning immediately and prior to road and infrastructure upgrades occurring will protect the land from being developed in way that might not be consistent with the future master plan prepared for the precincts and ensure the Precincts are development in an efficient and orderly manner.
- The Future Urban zone and the General Residential zone are appropriate zonings for the two precincts.

Option 1

- No change to the current planning controls. The current zoning of Rural Living (Zone A) would be maintained across both precincts, with the current Urban Rural Interface SAP covering Precinct A.
- This option permits minimum lot sizes of 1 ha in Precinct B and 0.5 ha in Precinct A.
- Assumes no upgrades to the road network
- Assumes a growth rate of one lot per year (10 new lots over the next 10 years).

9 Amending the UGB would require a change to the STRLUS
10 Amending the UGB would require a change to the STRLUS

Option 2

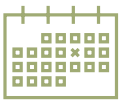
- Rezone both Precinct A and B to Future Urban zone immediately. This will prevent subdivision occurring in a manner that might limit the development potential of adjoining lots.
- It suggested that the Urban Rural Interface SAP currently applying to Precinct A be removed, and the UGB be extended to include the entirety of Precinct A[9].
- It is recommended that Council develop a master plan for the area, which would include a detailed road and pathway layout, infrastructure assessment and natural values assessment. This would also determine the actual provision of infrastructure, who is responsible for paying for it once the land is rezoned, and when the trigger would be for the upgrades to occur.
- It is recommended that the road upgrades identified by Hubble Traffic either be undertaken at this point or at least a commitment is made that they will occur in a specific timeframe, ideally prior to any further changes to planning controls. The road upgrades should include traffic signals on the Bowen Bridge and construct an additional southbound traffic lane at the southern junction at Otago Bay and the Bowen Bridge.
- An area of 25 lots (or 31.2 ha) have been identified in part of Precinct A to be rezoned to the General Residential zone (refer to accompanying maps). The change in planning controls should include the inclusion of key features of the master plan such as the road layout in the form of a SAP, to ensure an orderly pattern of subdivision. If all of these lots are subdivided, it could theoretically result in approximately 580 new lots.
- The General Residential zone has a preferred minimum lot size of not less than 450 m2 (although there is discretion for this to be varied), while the Future Urban zone does not have a minimum lot size but should only be for a Utilities use or the consolidation of lots.

Option 3

- Rezone both Precinct A and B to the Future Urban zone immediately. This will prevent subdivision occurring in a manner that might limit the development potential of the Precincts.
- Remove the Urban Rural Interface SAP currently applying to Precinct A and extend the UGB to include the entirety of Precinct A[10].
- It is recommended that Council develop a master plan for the precincts, which would include a detailed road and pathway layout, infrastructure assessment and natural values assessment. This would also determine the actual provision of infrastructure, who is responsible for paying for it once the land is rezoned, and when the trigger would be for the upgrades to occur.
- Discussions should then be continued with the Department of State Growth to complete road upgrades. In addition to transport network upgrades identified in Scenario 2, any rezoning that increases the additional residential lots for both Precincts past 580 is expected to increase highway commuter traffic demand to a volume that exceeds available lane capacity. This would cause an unacceptable reduction in traffic performance for highway users, with junctions having insufficient traffic capacity to provide a suitable level of performance. Accordingly, upgrades to East Derwent Highway would need to be established with Infrastructure Tasmania prior to or concurrently with any rezoning application.
- Once road and infrastructure upgrades have been completed or are nearing completion to a point that the authorities deem satisfactory, both Precincts A and B could be rezoned to General Residential, with the master plan forming part of the change in planning controls through the application of a SAP. Theoretically, this could result in a total of 1,544 lots across both precincts.

Key facts

The following facts are known about the two precincts:

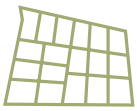


Change period under review:
2022 to 2032

Existing dwellings across both precincts:
91

Current vacant lots:
13

BAs issued for dwellings in Brighton Council:
47.3 per year



Rate of subdivision of Rural Living land zoned in Old Beach:
4.5 lots per year

Target number of new dwellings for Old Beach:
400 over 10 years

Analysis assumption

The following assumptions have been used to determine the outcomes of the change scenarios:

Average people per household:
2.6

236
Existing residents

General Residential lot calculations based on
500 m² lots

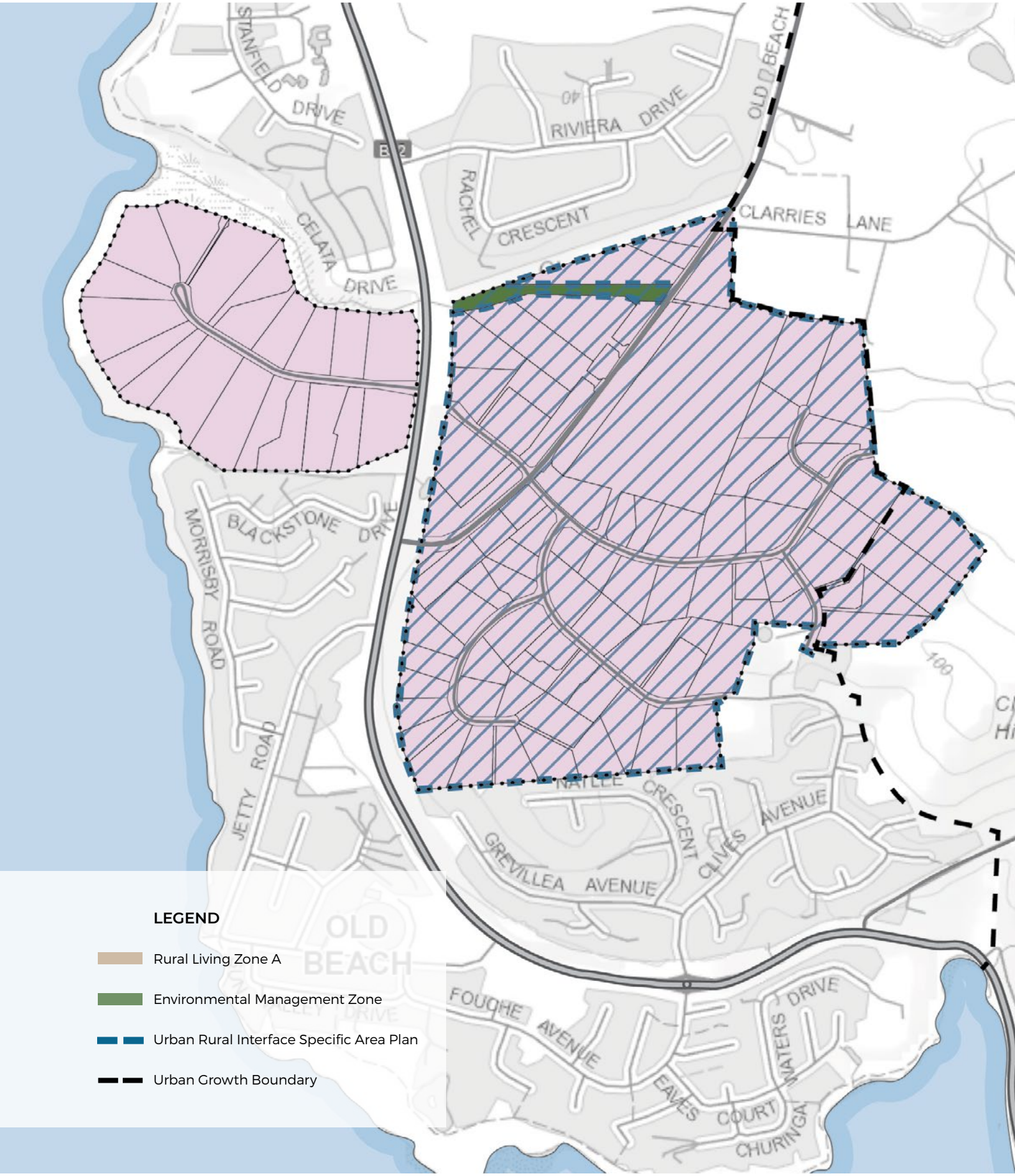
Vacancy lot rate of
10%

Sites with
constraints excluded
as detailed in Section 6

Rate of subdivion (rouned up from 0.76):
1 lot per year

Photo courtesy of Samuel Shelley and Brighton Council

Zoning - Option 1



Option 1

This option is to maintain the current planning controls that apply to both precincts. In other words, the current zoning, Rural Living (Zone A) would remain, with the Urban Rural Interface SAP across Precinct A. This allows for a minimum lot size of 1 ha for Precinct B and a minimum lot size 0.5 ha for Precinct A. Based on the history of the area, there would only be incremental subdivision change occurring in the precincts, likely at a rate of approximately one lot per year, or 10 lots over the next 10 years.

Opportunities and constraints

- A no change scenario would result in the housing demand for Brighton LGA having to be located elsewhere, which could result in additional pressure outside the UGB and the leakage of potential residents to other LGAs.
- There would likely be no additional community infrastructure, public open space provision or upgrades to the movement network occurring under this scenario. There would be a minimal additional impact on the surrounding road network and on nearby activity centres.

Results

Total lots **114**

Total lots: 114
(10 new lots over 10 years and 104 existing lots)

Total residents **266**

Total estimated residents: 266 (30 new residents)

LOW

Impact on community

LOW

Alignment with STRLUS

LOW

Opportunity to meet anticipated housing demand

Option 2

Option 2 involves a number of steps, including:

- Rezoning both Precinct A and B to the Future Urban zone immediately. This will prevent subdivision occurring in a manner that might limit the development potential of adjoining lots.
- Remove the Urban Rural Interface SAP currently applying to Precinct A and extend the UGB to include the entirety of Precinct A .
- Next, it is recommended that the road upgrades identified by Hubble Traffic be undertaken or at least a commitment is made that they will occur in a specific timeframe, prior to any further changes to planning controls. The road upgrades should include traffic signals on the Bowen Bridge and construct an additional southbound traffic lane at the southern junction at Otago Bay and the Bowen Bridge, and would be needed to support additional traffic movements caused by increased residents in the area. These are discussed further in Section 3 of this report. It is anticipated that DSG would take responsibility for the cost and construction of these upgrades, but this will need to be confirmed.
- It is recommended that a master plan then be developed by Council for the area. The land can be serviced by infrastructure required for a general residential zone and at the assumed densities, however the practicalities of how and when this occurs would be determined via this master planning process. Providing this detail to the Tasmanian Planning Commission would give greater certainty around infrastructure delivery as part of rezoning considerations, and also provide landowners certainty around the process. The master plan would include a detailed infrastructure assessment and natural values assessment. The infrastructure framework/ study would determine the actual provision of infrastructure, who is responsible for paying for it, and when the trigger would be for the upgrades to occur. TasWater may contribute to the cost of the trunk infrastructure upgrades via their new headworks policy and then impose charges per lot, or the cost may be shared by developers.
- Finally, the part of Precinct A identified in the mapping opposite should be rezoned to the General Residential zone. The change in planning controls should include key features of the master plan such as the road layout in the form of a SAP, to ensure an orderly pattern of subdivision. If all of these lots are subdivided, it could theoretically result in approximately 580 new lots. This area equates to 25 lots or 31.2 ha. Assuming all of these lots are then subdivided, it could theoretically result in approximately 580 new lots.

It is not suggested that any further rezonings occur other than what is identified above without further infrastructure upgrades occurring. Ongoing discussions should be had with the Department of State Growth and Infrastructure Tasmania to appropriately manage traffic impacts, and ideally a corridor study should be undertaken along this section of the East Derwent Highway.

Opportunities and constraints

- This change scenario would result in moderate changes for Precinct A and B.
- A benefit of rezoning part of Precinct A would be residents receiving connections to reticulated water and sewerage services, along with the likely provision of public open space and improvements to infrastructure such as bus services, footpaths and stormwater management. Upgrades such as the addition of formal footpaths, kerb and guttering, additional public open space and improved servicing will result in a change to the character of the area. However, residents expressed their desire for these types of upgrades to occur in Old Beach during the engagement phase of this project, and these upgrades will be necessary to support an increased population in the area.
- The rezoning of Precinct A to General Residential would mean additional lots in the area, likely around 500, resulting in more housing.
- The additional houses that could be accommodated in that part of Precinct A would contribute to addressing the housing demand of 400 new dwellings over the next 10 years that is anticipated for Old Beach and the Brighton LGA more generally.
- To meet the housing demand, 80% of properties would need to subdivide and build dwellings over the next 10 years. This is considered unlikely based on the current subdivision rate of Rural Living land in Old Beach of 1 lot per year.

11 Amending the UGB would require a change to the STRLUS

Results

Total lots 580

Total potential lots: 580 (assumes 501 total potential new lots in Precinct A and the 79 existing lots)

Total residents 1,357

Total residents: 1,357 (new and existing residents in precincts A and B)

Moderate

Impact on community

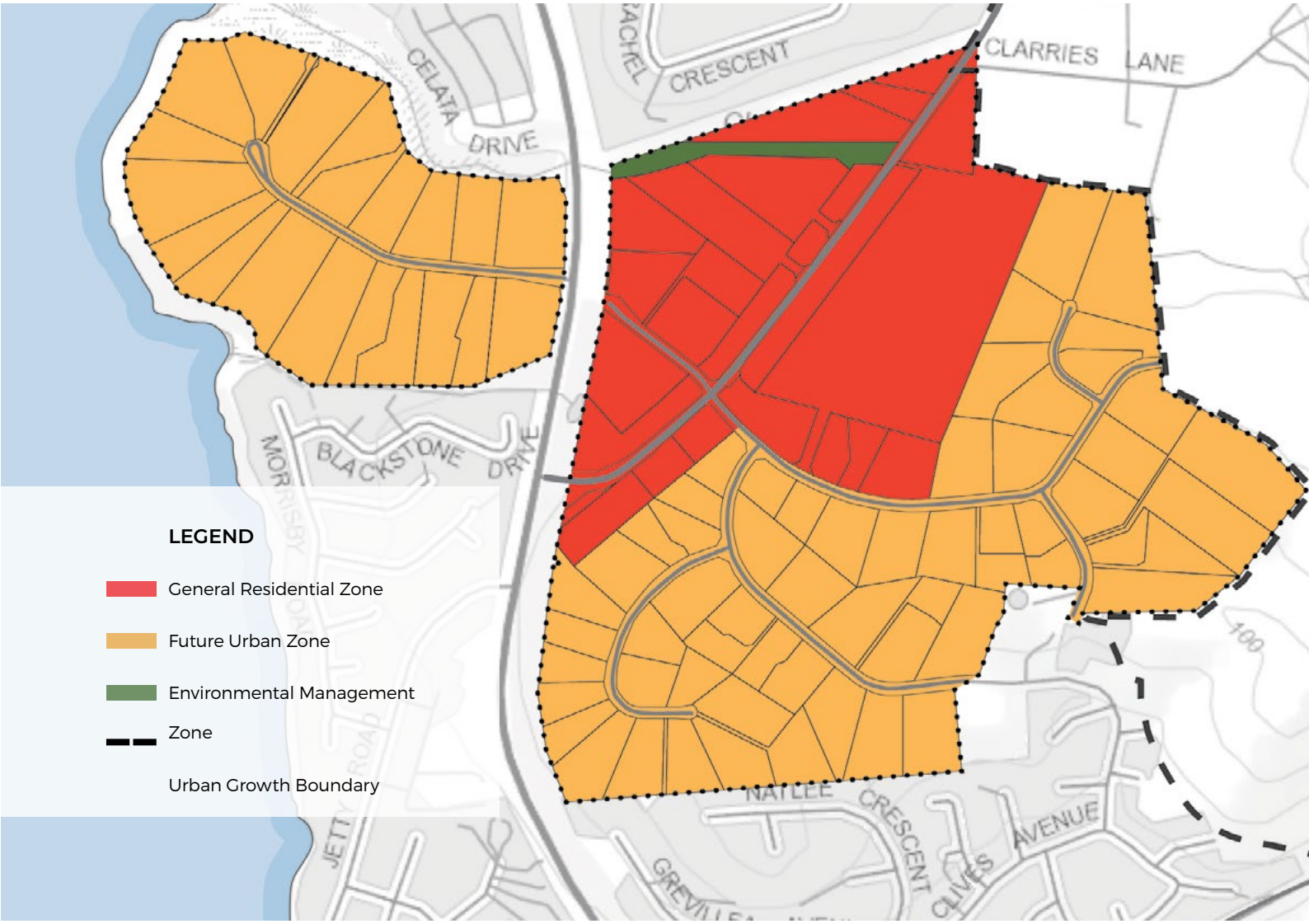
HIGH

Alignment with STRLUS

Moderate

Opportunity to meet anticipated housing demand

Zoning - Option 2

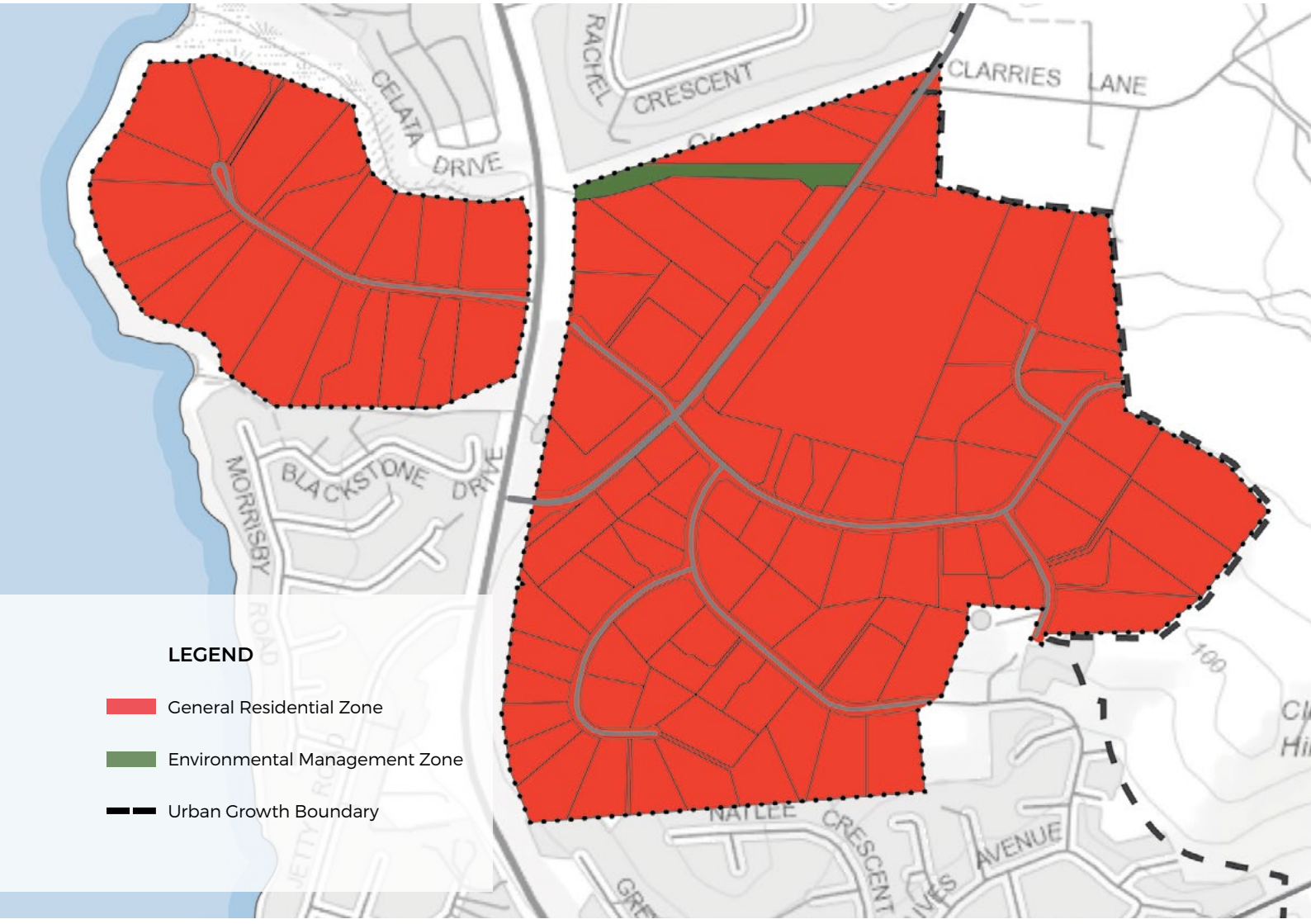


Option 3

Option 3 proposes the following steps:

- Rezone both Precinct A and B to the Future Urban zone immediately. This will prevent subdivision occurring in a manner that might limit the development potential of adjoining lots.
- Remove the Urban Rural Interface SAP currently applying to Precinct A and extend the UGB to include the entirety of Precinct A[12].
- Next, it is recommended that the road upgrades identified by Hubble Traffic either be undertaken or at least a commitment is made that they will occur in a specific timeframe, prior to any further changes to planning controls. The road upgrades would need to include traffic signals on the Bowen Bridge, an additional southbound traffic lane at the southern junction at Otago Bay and the Bowen Bridge, and upgrades to the Clives Avenue and Fouche Avenue roundabout. It is expected that DSG would take responsibility for the cost and construction of these upgrades, but this will need to be confirmed. Discussions should also be had with Infrastructure Tasmania about undertaking corridor studies along this section of the East Derwent Highway.
- It is recommended that a master plan be developed by Council for the area. The land can be serviced by infrastructure required for a general residential zone and at the assumed densities, however the practicalities of how and when this occurs would be determined via this master planning process. Providing this detail to the Tasmanian Planning Commission would give greater certainty around infrastructure delivery as

Zoning - Option 3



part of rezoning considerations, and also provide landowners certainty around the process. The master plan would include a detailed road and pathway layout, infrastructure assessment and natural values assessment. The infrastructure framework/study would determine the actual provision of infrastructure, who is responsible for paying for it, and when the trigger would be for the upgrades to occur. TasWater may contribute to the cost of the trunk infrastructure upgrades via their new headworks policy and then impose charges per lot, or the cost may be shared by developers.

- Once the above has been completed, it is suggested that both Precincts A and B be rezoned to General Residential, with the change in planning controls including key elements of the master plan such as the road layout in the form of a SAP.

Opportunities and constraints

- This change scenario would result in significant changes for Precinct A and B.
- A benefit of rezoning the precincts would mean both precincts would receive connections to reticulated water and sewerage services, along with the likely provision of public open space and potential improvements to infrastructure such as bus services, footpaths and stormwater management. This will result in significant changes to the character of the area. However, it is likely that these changes will occur progressively as subdivision occurs, not all at once. These upgrades are necessary to support an increased population and will benefit residents in terms of servicing their day-to-day needs. It is noted that many residents expressed their desire for better footpaths, transportation options and public open space when consulted on this project, therefore it is likely that some residents will be supportive of these changes. Nevertheless, prior to these changes occurring residents should continue to be consulted.
- The rezoning to General Residential would mean additional lots in the area, resulting in more housing and a subsequent increase in traffic movements in the area, affecting key points in the traffic network, particularly at the Bowen Bridge interchange, the Clives Avenue Roundabout and the intersection of Old Beach Road and the East Derwent Highway. These upgrades must occur prior to the precincts being rezoned to General Residential or there will be significant traffic issues on the East Derwent Highway.
- The additional houses that could be accommodated in Precinct A and B from this rezoning would likely meet the housing demand anticipated for Old Beach, provided implementation constraints don't have considerable impacts on development.
- Based on the results of the community engagement, 48% of property owners have an appetite for change in Old Beach. Therefore, if approximately half of the residents in Precincts A and B decided to subdivide their properties, then the projected housing demand of 400 new dwellings over the next 10 years that is anticipated for Old Beach and the Brighton LGA more generally could be met.

Results

Total potential lots: 1,544 (Precinct A and B)

Total residents: 3,612 (Precinct A and B)

Impact on community

Alignment with STRLUS

Opportunity to meet anticipated housing demand

12 Amending the UGB would require a change to the STRLUS

Implementation considerations

	Option 1	Option 2	Option 3
Addition of a SAP to both precincts to ensure best practice subdivision guidelines are implemented. The SAP would need to be informed by a master plan for each of the precincts, which could take approximately 6 months to prepare in addition to the 12-month approval period for a planning scheme amendment.	✗	✓	✓
Rezoning and removing the existing SAP from Precinct A could take approximately 12 months to gain approval.	✗	✓	✓
Extension of the UGB to include those five properties not currently included would require an amendment to the STRLUS.	✗	✓	✓
TasWater to provide reticulated water and sewerage services to new lots and likely upgrade existing infrastructure in the area to accommodate this. Upgrades may also be required to TasNetworks infrastructure. This would impact on timeframes and costs for subdivisions.	✗	✓	✓
The timeframes for design to construction have lengthened in recent years and can now take as long as 12-24 months. This is due to factors such as increased housing stock demand in greater Hobart, the flow-on effects of home-builder grants, the residential construction industry being at capacity, increased cost of materials and decreased availability, and many public infrastructure projects being in the pipeline.	✓	✓	✓
There are significant land constraints that would be barriers to redeveloping some lots. Specialist consultant advice may need to be sought to provide input on development potential.	✓	✓	✓
Landowners will be encouraged to redevelop their properties in collaboration with their neighbours to improve the pattern of development. The more people involved in the process, the longer the timeframes may be.	✓	✓	✓
It is anticipated based on the consultation stage that many property owners will not opt to subdivide their property. Based on the results of the community engagement, only 48% of property owners have an appetite for change in Old Beach.	✓	✓	✓

The above factors will impact on the timeframe from commencement to construction of new dwellings, and thus impact on meeting the housing demand predictions for Old Beach in the next 10 years. It is not likely that the potential lots that could be achieved under options 2 and 3 would be realised in a 10-year timeframe.

Summary

It is noted that in Precinct A and B there are currently 104 lots (84 in Precinct A and 20 in Precinct B), a total of 91 houses in both precincts, and an estimated population of 236 people.

Taking into account the lots provided by Tivoli Green, these precincts should aim to facilitate the development of at least 400 new lots in order to meet the anticipated housing demand expected for Old Beach by the BSP and STRLUS.

The results and potential impacts of the three change scenario options are summarised in the following table.

	Total potential lots	Total additional residents	Impact on road capacity	Community services and infrastructure demand	Impact on character of Old Beach	Meeting the housing demand
Option 1	114	226	Low	Low	Low	Low
Option 2	580	1,357	High	High	Moderate	Moderate
Option 3	1,544	3,612	High	High	High	High

Section 8
Subdivision design

Subdivision design

Overview

There is scope to change the current planning controls, such as rezoning to Future Urban and General Residential, in the study area to facilitate additional subdivision and construction to meet the anticipated housing demand for Old Beach. However, there is an added complexity to subdivision given that the properties in the precincts are already developed with each title under separate ownership. Best practice subdivision standards should therefore guide future subdivisions to ensure optimal outcomes for the area. The risk of allowing for smaller lot sizes without additional controls that guide the redevelopment at a precinct level will likely result in a neighbourhood with a lack of permeability through the use of cul-de-sacs, a reduced ability for shared pathway connections, an inefficient lot layout, a lack of diversity in lot size and the potential to impact on good passive surveillance and solar access outcomes.

The following subdivision guidelines are provided to inform a future master plan prepared for the precincts to ensure best practice subdivision is achieved. The guidelines are provided at three different scales: the broader Old Beach / Brighton LGA scale, the study area scale (i.e., precincts A and B), and the lot/subdivision scale. It is suggested that a SAP be applied to the precincts that incorporates these guidelines.

Broader area considerations

- Respect and positively contribute to the existing and future character of Old Beach
- Ensure the efficient utilisation of social, transport and other service infrastructure
- Consider the Aboriginal and historic heritage of the area
- Continue ongoing discussions with the Department of State Growth regarding increasing the frequency of bus services on existing bus routes passing through Old Beach to meet the needs of residents
- Allow for non-residential uses providing they primarily serve the local community and do not negatively impact on nearby activity centres and community facilities

Study area considerations

Consider natural features of the site, such as topography, flora and fauna

Be functional, safe and attractive

Integrated with the surrounding built form pattern

Factor in future subdivision potential of surrounding lots

Consider walking and cycling networks that link with community facilities in the broader area

Subdivide lots at a higher density or have lots that allow for multiple dwellings within 400 m of an existing or proposed bus stop

Lot/subdivision area considerations

Maintain existing vegetation where possible, particularly as required by the Natural Assets Code

Provide public open space in subdivision layouts per proposed locations

Contribute offerings to the public realm in larger subdivisions, such as improved street outcomes

Factor in safety through urban design principles

Avoid the use of cul-de-sacs where possible and focus on connecting streets through to major roads to improve the permeability of Old Beach. Refer to indicative road layout plan for suggested design.

Provide a range of lot sizes that will encourage housing diversity and the potential for non-residential uses that will support residents' day-to-day needs

Maximise solar access for future dwellings through good solar orientation of lots

Increase surveillance to, and visibility of, the local street networks by fronting lots directly to roads and streets where possible and avoiding internal, battle-axe lots

Provide connections for each new lot in the General Residential zone to a reticulated water and sewerage network

Ensure stormwater is appropriately managed on each lot in accordance with Council requirements

Provide electricity and telecommunications connections to each new lot

Photo courtesy of Samuel Shelley
and Brighton Council

Section 9
Recommendations

Recommendations

The following recommendations are made:

- Option 2 is the preferred change scenario, resulting in moderate change. It is the option that has the potential to meet the anticipated housing demand, will not have a significant impact on existing infrastructure and servicing, specifically the road network, and is aligned with the planning policy environment.

  This option involves rezoning both Precinct A and B to Future Urban zone immediately, removing the Urban Rural Interface SAP currently applying to Precinct A, and extending the UGB to include the entirety of Precinct A. Next, the road upgrades identified by Hubble Traffic, should be undertaken to support residential growth. If for some reason they cannot be completed at this point, then a commitment should be made to the upgrades occurring in a suitable timeframe that will mitigate traffic congestion, ideally prior to any rezoning[13]. Next, it is recommended that a master plan be developed by Council for the area. This would include a detailed road and pathway layout, infrastructure assessment and natural values assessment. Providing this detail to the Tasmanian Planning Commission would give greater certainty around infrastructure delivery as part of rezoning considerations, and also provide landowners certainty around the process.

- Once the above has been completed, it is recommended that the 25 lots (or 31.2 ha) that have been identified in part of Precinct A be rezoned to the General Residential zone (refer to accompanying maps); with the change in planning controls including key features of the master plan such as the road layout, in the form of a SAP. If all of these lots are subdivided, it could theoretically result in approximately 580 new lots. The result of the rezoning providing 580 new lots in Precinct A is not likely to be realised given the appetite for change among residents in the area, and factoring in implementation considerations which will likely result in time delays throughout the process. Nevertheless, it will make a significant contribution to meeting the housing demand.

- To ensure future subdivisions are designed appropriately, subdivision guidelines have been provided within this report. It is further recommended that a master plan be prepared in accordance with the guidelines for each of the precincts to inform a SAP that is applied across both precincts.

- Council should consider introducing a development contributions requirement for subdivision applications. This would assist in improving roads and footpaths in the precincts, along with public open space provision and more shops and services in Old Beach for residents to access rather than going to nearby activity centres for basic needs.

- Further discussions should be had with TasWater and TasNetworks regarding the upgrading of infrastructure occurring at appropriate times, and the provision of reticulated water and sewerage services to properties in the study area.

- Discussions between Brighton Council and the Department of State Growth will need to be continued to discuss the implementation of the proposed upgrades to the road network, and future upgrades required in addition to undertaking a future corridor study. These will be required to support a General Residential zoning of both Precincts.

- Further engagement should be undertaken with residents in the Old Beach area to ensure they are kept involved with this process, and to further discuss and ideally alleviate concerns raised during the consultation process undertaken for this study.

13 Regarding traffic, due to the incremental subdivision of individual lots, the planning scheme controls would not consider/require significant upgrades to highways or similar. Therefore, significant changes to mitigate traffic congestion will need to form part of the planning scheme amendment stage, rather than the development application stage.

Photo courtesy of Samuel Shelley and Brighton Council

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