

**From:** "Phil Gartrell" <phil@ireneinc.com.au>  
**Sent:** Wed, 4 May 2022 15:11:53 +1000  
**To:** "hvc@huonvalley.tas.gov.au" <hvc@huonvalley.tas.gov.au>  
**Subject:** Draft Huon Valley Local Provisions Schedule - Representation  
**Attachments:** Representation - Thorpe Street, Cygnet.pdf

Good morning,

Please find attached representation on behalf of our client(s) Mr. & Mrs. Reardon – with respect to their property at Thorp Street, Cygnet.

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28<sup>th</sup> April 2022

Mr. Browne  
General Manager - Huon Valley Council  
40 Main Street, Huonville  
TAS, 7109

Dear Mr. Browne

### REPRESENTATION - THORP STREET, CYGNET

Ireneinc Planning & Urban Design have been engaged to prepare a representation to the Tasmanian Planning Scheme - Huon Valley Draft Local Provisions Schedules, in relation to the property at Thorpe Street, Cygnet.

The intent of this submission is to request that the property be considered for rezoning to General Residential.

#### SITE AND SURROUNDS

The site is located at Thorpe Street, Cygnet and comprises of two titles with the following certificate of title references:

- CT 182001/1; and
- CT 31988/1

The two titles are currently undeveloped and adjoin Agnes Rivulet which runs north to south into Port Cygnet bay. The sites can be accessed via O'Connell Close and via Thorp Street.

The southern section of the site is subject to waterway and coastal inundation, which will be outlined later in this submission.

Based on aerial maps, the site has an approximate total area of 10.1ha and is bounded by existing residential land to the east, north-east and south-east.

There are small areas on the site which contain limited vegetation, the following images illustrate the site location and existing conditions.

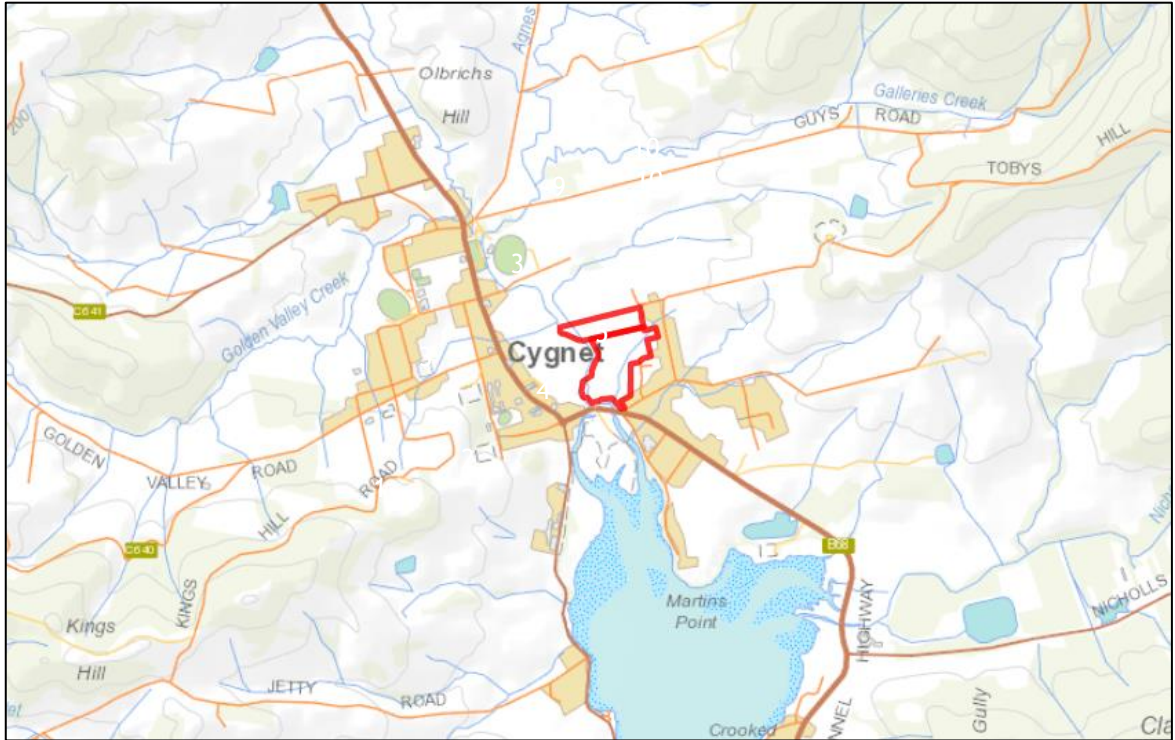


Figure 1: Locality map of the site and surrounds (www.thelist.tas.gov.au © State of Tasmania)



Figure 2: Aerial view of the site (source: www.thelist.tas.gov.au © State of Tasmania)

## CONSTRAINTS

### NATURAL ASSETS CODE

The site will be subject to the Natural Assets Code under the forthcoming Huon Valley Local Provisions Schedules.

The Code provides use/development standards to protect and manage waterways and areas identified for potential future coastal refugia. The figure below illustrates the extent of these overlays predominantly across the southern portion of the site.

A Natural Values Assessment may be required to determine the significance of the vegetation and the values of the waterway. However, it is noted that the waterway is more likely to be a natural drainage line rather than a watercourse. Therefore, appropriate stormwater management as part of any subsequent subdivision application may be sufficient to address this.



Figure 6: Extent of Future coastal refugia overlay (orange) and waterway overlay (blue) (source: [www.thelist.tas.gov.au](http://www.thelist.tas.gov.au) © State of Tasmania).

### COASTAL EROSION HAZARD & INUNDATION PRONE AREAS CODES

The southern portion of the site is also subject to the Coastal Erosion Hazard Code, with low, medium and high hazard bands, which generally follow the extent of the Inundation Prone Areas mapping, as illustrated overleaf.

This mapping indicates that the development potential of the southern sections of the site is likely to be highly constrained.



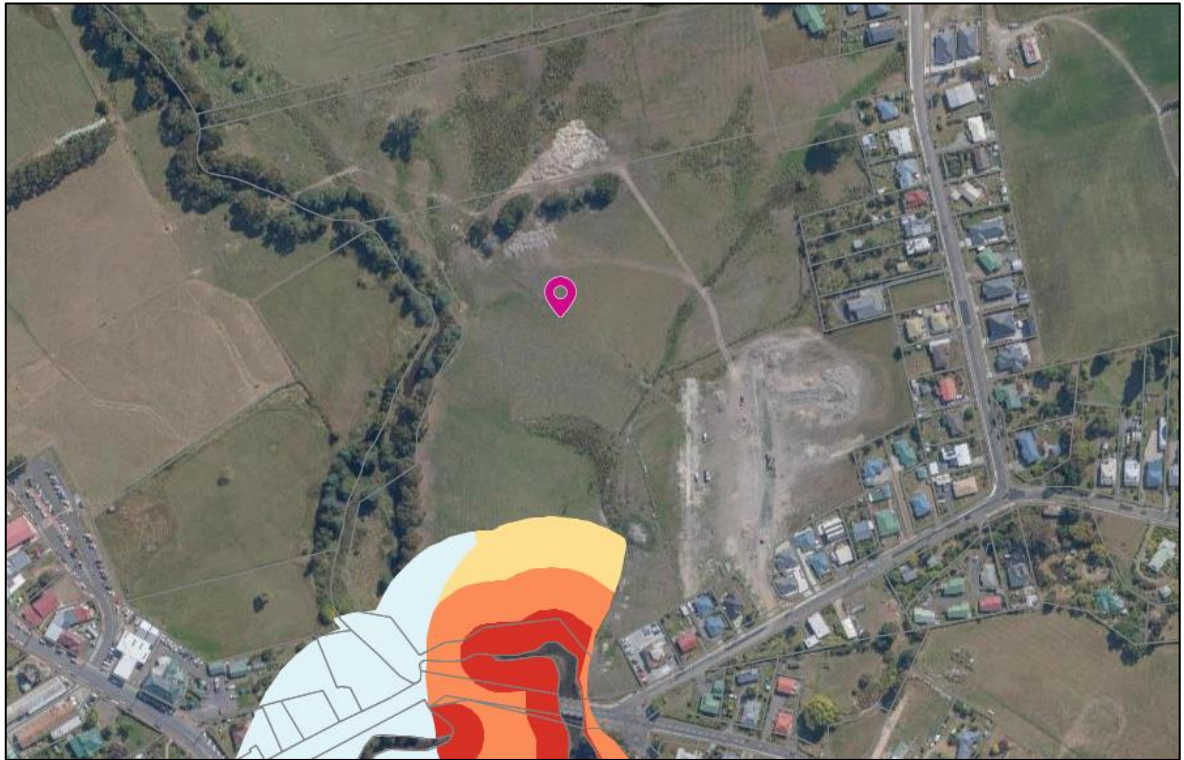


Figure 3: Extent of coastal erosion mapping along the southern section of the site (source: Insight GIS and [www.thelist.tas.gov.au](http://www.thelist.tas.gov.au) © State of Tasmania)



Figure 4: Extent of coastal Inundation mapping along the southern section of the site (source: Insight GIS and [www.thelist.tas.gov.au](http://www.thelist.tas.gov.au) © State of Tasmania)

## PLANNING CONTROLS

### EXISTING ZONING

The site is primarily zoned Particular Purpose - Urban Growth, as are the adjoining properties to the north, as shown in the figure below.

There are also sections of the site which adjoin the rivulet which are currently zoned Environmental Management.

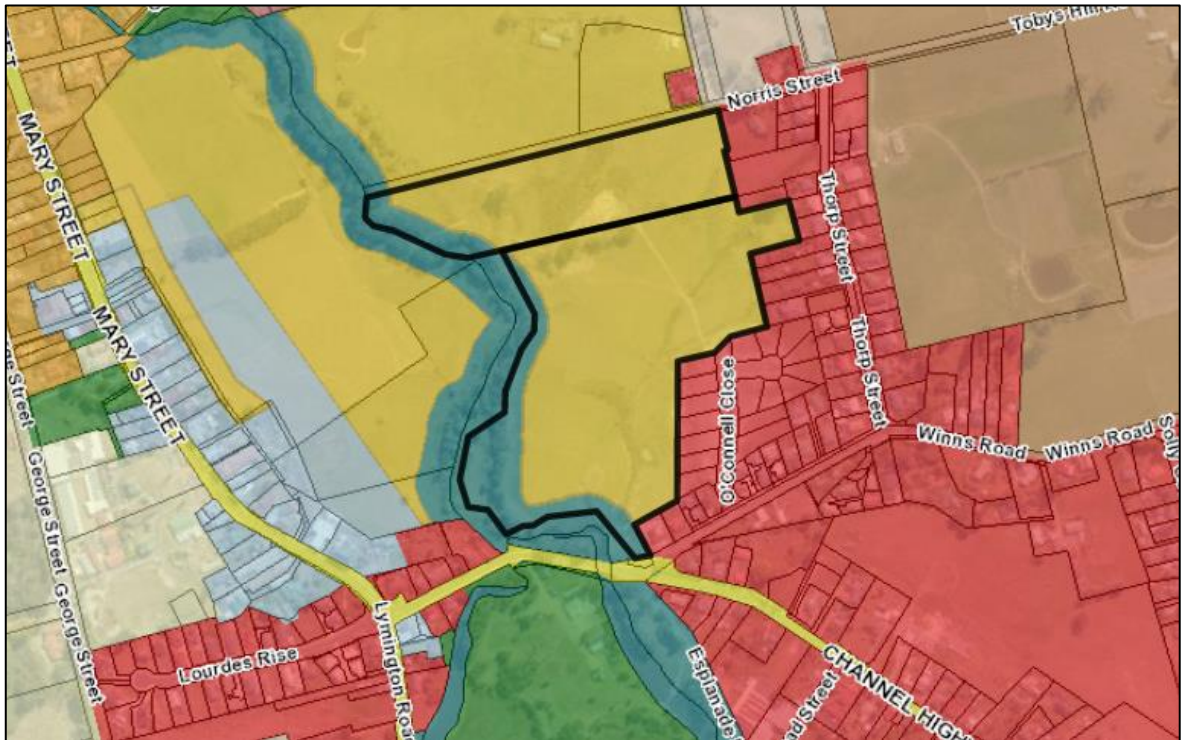


Figure 5: Zone map - Rural Resource (Yellow) General Residential (Red) (source: [www.thelist.tas.gov.au](http://www.thelist.tas.gov.au) © State of Tasmania)

### INTENDED ZONING UNDER THE DRAFT LPS

According to the Draft Huon Valley LPS, the zoning of the site is to be retained.

### PROPOSED ZONING

Our client seeks a rezoning of the site (comprising both titles) to General Residential. However, it is acknowledged that the land constraints across the southern section of the site, along with the extent of existing Environmental Management zoning may restrict the extent of any rezoning to the areas north of O'Connell Close.

Taking this into account, the site would still contain approximately 6.5ha that is free from the primary constraints outlined above. Given the size of the combined lots and potential lot yield any subsequent subdivision applications could be staged to match demand, depending on the number of lots per stage.

As outlined further in this submission, the Cygnet Residential Demand and Supply Analysis, prepared by SGS, provides a strong basis to support rezoning the balance to General Residential.



## STRATEGIC ANALYSIS

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The purpose of this section is to determine the strategic feasibility of rezoning the remainder of the site to General Residential.

### SOUTHERN TASMANIA REGIONAL LAND USE STRATEGY 2010-2035

The STRLUS is a high-level strategic document providing objectives and regional policies to guide use and development in Southern Tasmania. It is a requirement of the *Land Use Planning and Approvals Act 1993*, that amendments demonstrate consistency with relevant state or regional policies contained within the STRLUS.

The relevant regional policies contained with the STRLUS include:

#### PART C - REGIONAL POLICIES

##### **13.3 - Land Use and Transportation Integration;**

This policy is relatively broad, however several key points can be drawn out, including the following:

***LUTI 1.4** - Consolidate residential development outside of Greater Hobart into key settlements where the daily and weekly needs of residents are met.*

The site is located within the Cygnet township and the site is serviced by reticulated water and sewerage. Whilst Cygnet is a small township, the town does provide a number of core services and facilities that cater for the daily and weekly needs of residents such as:

- Post Office / Petrol Stations / Service stations;
- Pharmacy;
- IGA Supermarket and Port Cygnet Grocer;
- Bank outlets;
- Several café/restaurants; and
- A number of tourist destinations

These services/facilities are akin to those found in larger settlements such as Huonville and Kingston which are in relative close proximity.

##### **19.1 - Settlement and Residential Development**

The residential growth strategy identified within the STRLUS for areas considered as ‘townships’ and below (including Cygnet), is *moderate*, whilst the growth scenario is *mixed*, potentially allowing for both consolidation in some areas and growth in others.

This approach has been adopted by Council as part of their draft Local Provisions Schedule Supporting Report, which will be addressed further below.

The STRLUS specifically identifies those areas of low growth are categorised as follows:

- *Less than 10% increase in the number of potential dwellings<sup>1</sup>*

The STRLUS acknowledges a need for greater infill development and states that areas identified with growth strategies varying from low to very low may still be suitable for growth if it can be undertaken within the existing capacity.

Existing capacity refers to several factors including the physical suitability of the site itself as well as the surrounding area to support further residential development and any additional increase in service provisions (i.e sewer and water).

As will be outlined later in this report, the STRLUS growth scenarios do not reflect the substantial increase in demand for housing, particularly over the last 5 years. As a result, there has been a demonstrated need to re-evaluate the provision of future residential land. This has been acknowledged recently, with the Minister for Planning issuing an intent to provide avenues for existing urban growth boundaries to be modified (provided certain criteria can be met).

However, Cygnet does not form part of Greater Hobart to which many of the policies apply. Whilst this necessitates more detailed local level analysis, there are still some parallels which can be drawn out of the regional policies that are relevant for residential growth across Southern Tasmanian as a whole.

For example, the STRLUS outlines the following regional policies:

***SRD 2** - Manage residential growth for Greater Hobart on a whole of settlement basis and in a manner that balances the needs for greater sustainability, housing choice and affordability.*

***SRD 2.8** - Aim for the residential zones in the planning scheme to encompass a 10 to 15 year supply of greenfield residential land when calculated on a whole of settlement basis for Greater Hobart.*

The key point within SRD 2, is affordability. It is clear that over the last 5 years, housing demand has skyrocketed along with costs. It is now very difficult to find land and housing within Greater Hobart that is affordable, which is pushing many people out into more suburban, rural localities such as Cygnet.

As will be outlined further in this report, the demand for housing and land, along with the inflated market, requires additional residential land to be provided in areas where it is more affordable. The proposed rezoning of a portion of the two sites at Thorp Street will cater for this demand and requirement, which will provide greater housing choice and affordability within the existing extent of the Cygnet township.

Generally, residential growth in areas outside of the UGB are managed at a more local level, through municipal level settlement strategies, such as the Huon Valley Land Use & Development Strategy, which will be addressed below.

## HUON VALLEY LAND USE AND DEVELOPMENT STRATEGY 2007

The Huon Valley Land Use and Development Strategy (HVLUDS 2007), outlines a number of key strategies which apply to the provision of residential land within the municipality, as follows:

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<sup>1</sup> STRLUS 2010-2035 (Amended 2021, p: 86)



### Housing Needs and Settlements

- Focus residential growth within the serviced settlements of Huonville, Cygnet, Geeveston, Dover and to a less extent Franklin and promote infill residential development to maximise the utilisation and efficiency of existing infrastructure and community services.
- The smaller settlements of Cygnet, Franklin, Geeveston and Dover should be able to accommodate a range of uses and forms of development provided that the physical character and amenity of these places is not adversely affected.<sup>2</sup>

Given that a portion of the site is already zoned residential, an expansion of the zone across the remainder of the site would promote infill residential development within the township boundaries.

The site and surrounds are serviced by reticulated water and sewer infrastructure, ensuring greater utilisation of existing services.

### STRATEGIC DIRECTIONS & GUIDING PRINCIPALS

The HVLUDS outlines the preferred settlement strategy for major settlements such as Cygnet and the following Outline Development Plan for Cygnet provides a local urban growth boundary for the settlement, as reproduced below.

The subject sites are located within the UDP, however this plan was developed back in 1997, with the HVLUDS adopted in 2007.

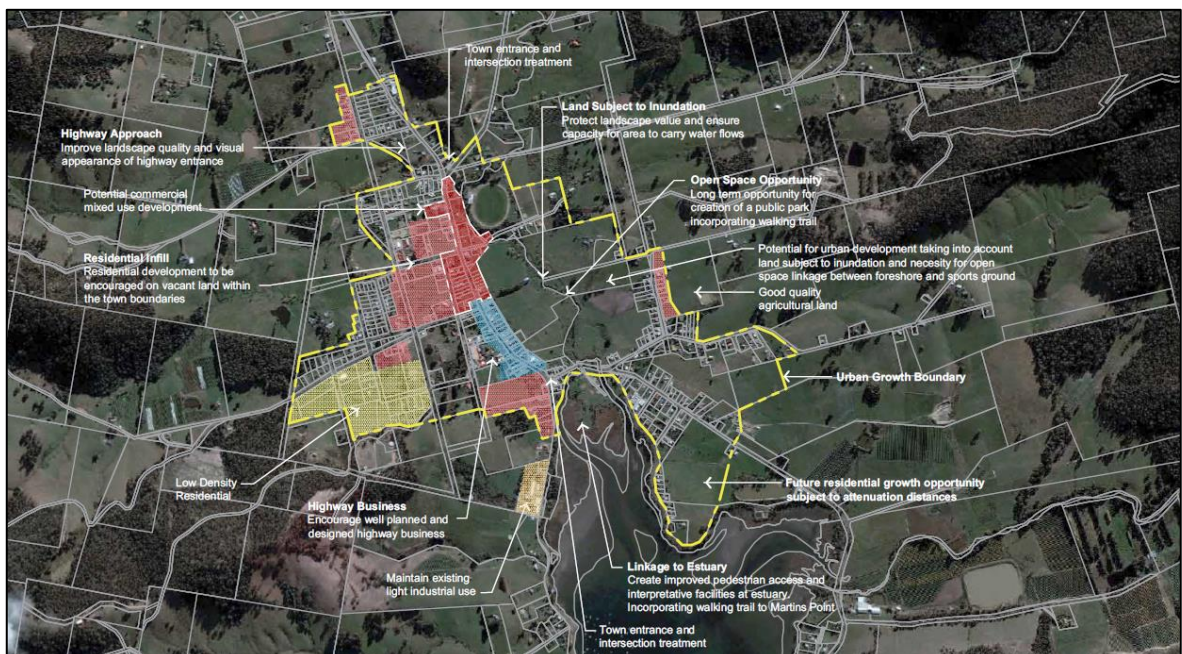


Figure 6: Outline Development Plan for Cygnet (source: HVLUDS 2007)

As a result, these documents do not consider both regional population growth and variations in demand for housing and land stock which has increased substantially over the last 5-10 years.

<sup>2</sup> Huon Valley Land Use & Development Strategy (GHD, 2007: p 9)

Since the UDP was prepared, there have been a number of residential subdivisions that have occurred both within and outside of the identified local UGB, specifically two large subdivisions at Silver Hill Road and Dorgan Court, as well as a recent one immediately adjacent the site at O'Connell Close.

### CYGNET RESIDENTIAL DEMAND AND SUPPLY ANALYSIS - SGS (2020)

The report was commissioned by Huon Valley Council to inform the development of the Draft Huon Valley LPS and outline the demand for housing within Cygnet and the existing supply of residential land.

The report states that as of 2020, the overall demand for additional housing is strong, and that:

*To 2036 it is estimated that there will be demand for another 524 dwellings in the Cygnet area from 2020. If it was assumed that about eighty per cent of demand would be accommodated on residential land (as opposed to lower density lifestyle area outside of the UGB), demand would be 419 dwellings.*

*The capacity analysis indicates that currently there is the capacity to provide another 92 to 165 new dwellings in the Cygnet urban growth boundary to 2036, and 91 to 163 new dwellings in the Cygnet urban centre locality depending on dwelling density and realisation rates.*

Consequently, the report states that:

*As it currently stands, there is an acute shortage to meet all demand. There is not sufficient land to meet demand for the next ten to fifteen years. As a rule of thumb, there should be approximately fifteen years of vacant supply in order to not adversely affect housing affordability and prevent land banking and/or speculative behaviour.*

The historical analysis provided within the SGS report covers trends in population growth, residential land supply and subdivision approval within Cygnet. This data demonstrates that the demand for residential lots is greater, as is the overall growth rate, than what has been predicted within the STRLUS.

The report concludes that for a moderate growth scenario (1.5% increase per year) the forecast dwelling demand for Cygnet to 2036 is for 525 new dwellings. This scenario is substantially higher than what has previously been identified in the STRLUS.

Whilst there are a number of existing vacant or underutilised residential lots within the township boundary, the report indicates that even if these properties were developed, the anticipated demand over the next 10-15 years will still outweigh the current supply.

Whilst the Tasmanian Planning Commission is required to consider the STRLUS as it stands, there is a clear discord between current data supplied in the SGS report and the data used to inform the STRLUS.

The following diagram illustrates the extent of existing general residential land in the locality and an indication of how a potential partial rezoning of the site at Thorp Street would appear in context.



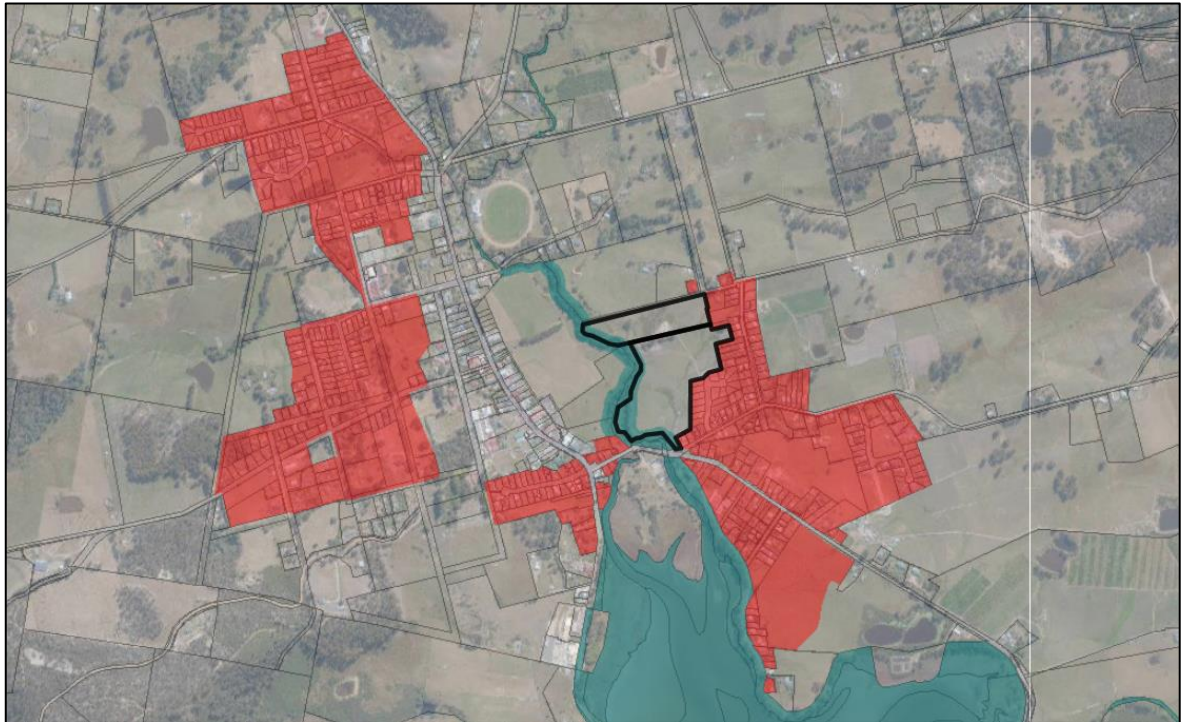


Figure 7: Existing extent of General Residential land (source: [www.thelist.tas.gov.au](http://www.thelist.tas.gov.au) © State of Tasmania)

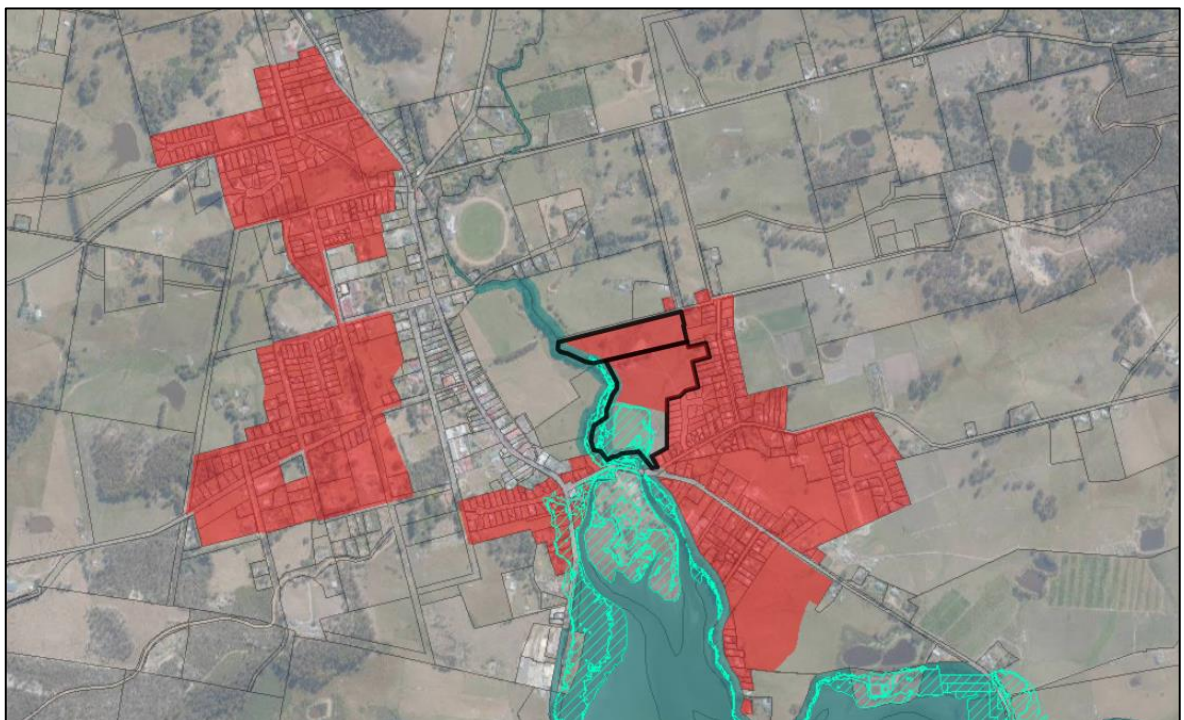


Figure 8: Existing extent of general residential land illustrating the potential expansion of general residential zoning across the site - along with the coastal inundation hazard overlay (source: [www.thelist.tas.gov.au](http://www.thelist.tas.gov.au) © State of Tasmania)



The development potential of the southern portion of the site is substantially reduced as a result of the susceptibility to coastal inundation and flooding. Whilst there is an additional strip of land that may be suitable in that location, access to it may prove difficult.

Further investigations would be required to determine the suitability of rezoning the southern portion of the site. Notwithstanding, the area of potential residential zoning across the site would constitute approximately 6.5ha of additional residential land.

This area would, theoretically, have the potential to provide up to 144 lots, based on the minimum acceptable solution lot size requirement of 450m<sup>2</sup> (per lot) under the State Planning Provisions. However, the provision of an internal roadway will reduce the lot yield, as will any subsequent subdivision layout, depending on final lot sizes.

If the rezoning were supported and implemented, our client's intention is to provide larger lots greater than the minimum 450m<sup>2</sup> and certainly nothing lower. This is expected to reduce the total potential yield but may in fact be more appropriate.

It is likely that if a rezoning were approved, any subsequent subdivision would occur in stages, allowing Council to approve any use/development stage by stage, if there were any doubts as to the uptake rate or consideration of other land in the township that may be earmarked for further subdivision or rezoning for residential purposes.

## SUMMARY

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Based on the analysis provided above, our client seeks consideration for the rezoning of their property at Thorp Street from Future Urban (as proposed under the Draft LPS), to General Residential, for the following reasons:

- The most recent housing supply/demand report prepared by SGS indicates that there is a need for additional residential lots within the Cygnet township to meet higher growth scenarios, which are at odds with that presented in the STRLUS;
- Given that there is a portion of the site that may not be appropriate for development (as outlined in this report), this provides a unique opportunity for Huon Valley Council to negotiate with the landowner, through Council's Open Space Policy, to gain some additional public land which could be used to extend Burtons Reserve across Charlton Street.
- The site is within the township and is serviced by reticulated water and sewer infrastructure.

Given the analysis presented in this representation and the summarised reasons above, there is a strong case for the balance land to be rezoned, to cater for the increase in housing demand across the region.

Rezoning of the balance would not constitute a substantial increase in General Residential land in the immediate locality but would provide a necessary increase in land supply. Any subsequent subdivision of the site can also be undertaken through a staged release, providing additional lots as required.



Phil Gartrell

Senior Planner

**IRENEINC PLANNING & URBAN DESIGN**