

Greater Devonport Residential Growth Strategy 2021-2041



Devonport City Council

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Appendices

Appendix A - Map showing existing residential zoned land (current at 1 Jan 2022).

Appendix B - Map showing growth boundaries and future investigation areas.

Document version control

Version	Particulars	Issue date
1	DRAFT Strategy released for consultation	20/04/2022
1.1	Finalised Strategy	27/06/2022 - Min 22/125 refers

EXECUTIVE SUMMARY

The Devonport local government area represents the largest population centre in the North-West region of Tasmania and the sixth most populous local government area in the State. It is centrally located, with ready access to established public and commercial services, employment centres and other service aligned infrastructure including major port, rail, airport and road transport networks.

As at 30 June 2020 the estimated residential population of the Devonport local government area was 25,747 people with the majority of this population base contained within the three main urban residential centres of Devonport, East Devonport and Spreyton.

The purpose of the *Greater Devonport Residential Strategy 2021-2041* (the Strategy) is to provide an overarching strategic policy direction for residential growth in the greater Devonport area over the next 20 years. First and foremost, the Strategy is designed as a policy and advocacy tool.

The Strategy includes an aspirational context for population growth to recognise and enhance Devonport's status as the major population centre in the North-West region of Tasmania and to promote Devonport as an attractive and prominent destination to live, work and invest. It represents a strategy for continued growth that seeks to build upon the economic confidence and positive momentum for growth catalysed by Council's recent *LIVING CITY* urban renewal initiative.

The Strategy will be used to assist Council's decision making relating to a range of purposes, including:

- (i) amendments to Council's planning scheme;
- (ii) relevant Council policies and strategies;
- (iii) State and regional planning initiatives; and
- (iv) planning for the provision of future infrastructure.

Composition of the Strategy

The Strategy document comprises two parts:

- **Part A** – sets out the supporting background information (including statistical data) that has been utilised to guide and inform the policy settings and strategic directions included within Part B of the Strategy.
- **Part B** – sets out the policy rationale and the strategic policy directions to deliver the intent of the Strategy which is to provide an overarching strategic policy direction for residential growth in the greater Devonport area over the next 20 years.

The Strategy endorses an overarching strategic policy mandate for residential growth and is prepared around the five central strategic policy directions shown below, which are designed to be interpreted and applied collectively and to operate in a mutually reinforcing context.

- (1) *aspirational population growth;*
- (2) *residential land supply;*
- (3) *strategic direction for future residential growth;*
- (4) *providing diversity in housing options; and*
- (5) *monitoring and review.*

These five central strategic policy directions enable a focussed consideration for Council to leverage appropriate mechanisms and measures to stimulate and encourage residential growth. Each strategic policy direction is underpinned by a key objective and associated strategies for implementation.

Recognition of existing residential land supply challenges

The Strategy recognises that existing residential land supply is a critical issue and a significant impediment to population growth within the greater Devonport area. The provisioning of appropriate residential land supplies represents the major platform towards accommodating future growth.

Current estimates as at 30 June 2021, indicate a forward land supply of appropriately development ready General Residential Zone land in the range of only 2.8 – 4.1 years. The supply of vacant Rural Living Zone land fairs only slightly better with an estimated forward supply range of 5.2 – 8.5 years.

These current supply levels are well below common practice strategic planning thresholds for residential growth which usually contemplate a minimum 10-15 year forward supply.

The greater Devonport area is not immune to the growing pressures in housing accessibility and affordability. Increasing the supply of residential land to enable an increase in dwelling stock, and also encouraging a range of dwelling types and densities, is also considered to positively influence both housing affordability and accessibility, and that increased supply will likely contribute towards downward pressure on these factors.

Whilst the Strategy includes policy directions and implementation measures designed to assist with increasing residential land supplies, it is important to understand that the adoption of the Strategy by itself does not immediately remedy land supply issues to accommodate residential growth. The release of new land for residential growth can be a complex issue which includes, but is not necessarily limited to, consideration of the willingness of landowners to make land available for release, and also relevant statutory/legislative processes.

Similarly, the Strategy is not about forced land releases or the forced displacement of local business or industry. The Strategy is designed to guide and inform decision making around where residential growth could occur (or where it could be further investigated or considered), and how that growth can be appropriately managed and provided for into the future. Any future land releases are largely contingent on the willingness of landowners to make land available for release. Furthermore, the rezoning of land involves the amendment of Council's planning scheme which is subject to a statutory process in accordance with the provisions of the *Land Use Planning and Approvals Act 1993*. This legislated process includes statutory public exhibition and final determination by the independent Tasmanian Planning Commission. The Strategy is aimed to support the decision making associated with the usual statutory process – not to replace it.

The Strategy is a policy tool that will form an important part of the conversation around addressing land supply issues, it does not represent the full extent or conclusion of that conversation.

Strategic policy actions endorsed by the Strategy

The suite of strategic policy actions forming part of this Strategy are shown below. Some actions will be directly deliverable as part of adoption of the Strategy (such as endorsement of future population growth targets and urban growth boundary mapping) whilst others represent ongoing actions.

	Policy direction	Key objective(s)	Strategies for implementation	Deliverability
1	Aspirational population growth	Actively encourage population growth to recognise and enhance Devonport's status as the major population centre in the North-West region and to promote Devonport as an attractive and prominent destination to live, work and invest.	Endorse and actively promote population targets of: (a) 30,000 by the year 2030; and (b) 35,000 by the year 2040.	Population growth targets to be included/directly adopted as part of this Strategy and carried forward/incorporated into other relevant Council policies and strategies as required.
			Ensure that there is sufficient and readily available residential land to accommodate aspirational population growth and actively entice people to live in Devonport.	Ongoing action.
			Engage with the State Government and other relevant agencies to promote Devonport as an attractive and prominent destination to live, work and invest.	Ongoing action.
			Encourage appropriate economic development opportunities that support population growth and promote Devonport as an attractive place for investment and to facilitate increased employment opportunities.	Ongoing action.
2	Residential land supply	Maintain an adequate supply of residential land to accommodate future residential growth (including aspirational growth).	Provide and maintain a minimum fifteen (15) year forward supply of both General Residential zoned land and Rural Living zoned land that is appropriately 'development ready' and not otherwise unreasonably constrained for timely or cost-effective residential use and development.	Ongoing action.
			Prepare land supply and demand analyses a minimum of every two (2) years to evaluate and monitor residential land supplies.	Initial baseline study prepared and used to inform the preparation of this Strategy. Action to be repeated every two (2) years.

	Policy direction	Key objective(s)	Strategies for implementation	Deliverability
			In consultation with landowners explore opportunities to encourage land releases that are consistent with this Strategy, including: (a) support appropriate amendments to Council's planning scheme to maintain adequate residential land supplies; (b) appropriate mechanisms to incentivise land releases; and (c) engage with the State Government and other relevant agencies to support initiatives that promote land releases for delivery of increased housing and residential growth.	Ongoing action.
3	Strategic direction for future residential growth	Provide overarching strategic direction for the logical and orderly growth of residential settlement areas in the Greater Devonport area.	Promote the well-defined, orderly and compact form of residential settlement areas through the provision of urban and peri-urban growth boundaries.	The mapping of urban growth and peri-urban growth boundaries to be included/directly adopted as part of this Strategy and carried forward/incorporated into other relevant Council policies and strategies as required.
			Encourage and support appropriate opportunities for 'urban in-fill' residential use and development at suitable locations (including appropriate opportunities for the application of the Inner Residential Zone).	Ongoing action.
			Identify 'future investigation areas' where future residential growth could be further considered and investigated.	The mapping of Future Investigation Areas to be included/directly adopted as part of this Strategy and carried forward/incorporated into other relevant Council policies and strategies as required.
			Ensure that areas identified for future residential growth are made cognisant of existing and planned service infrastructure capabilities.	Ongoing action.
4	Providing diversity in housing options	Encourage the provision a range of housing types and densities.	Encourage higher density residential use and development at locations in close proximity to the Devonport CBD area and other business areas (including opportunities for the application of the Inner Residential Zone and also the use of land within the Central Business Zone, General Business Zone, Urban Mixed Use Zone and Local Business Zone) where there is good access to public and commercial services, public transport networks, and places for employment opportunities.	Ongoing action.
			Engage with the State Government and other relevant agencies to identify and support appropriate opportunities for affordable and social housing initiatives.	Ongoing action.
			Recognise rural-residential as a legitimate and attractive housing option and provide appropriate opportunities for growth.	Ongoing action.
5	Monitoring and review	Maintain a contemporary policy and strategic planning context for residential settlement growth.	Monitor and review population growth and development trends annually.	Ongoing action.
			Maintain a current residential land supply database to appropriately monitor residential land supply reserves to accommodate future settlement growth.	Ongoing action. Initial database prepared and used to inform the content of this Strategy. Database to be maintained going forward.
			Review this Strategy every two (2) years, or as otherwise required, to ensure that it remains contemporary and fit for purpose.	Future/ongoing action.

PART A – SUPPORTING BACKGROUND INFORMATION

A1 – Population summary and general settlement characteristics

The Devonport local government area comprises a land area of approximately 111.259km² and is currently home to an estimated 25,747¹ people.

Table A1.1 – Key estimated resident population statistics for the Devonport local government area at 30 June 2020	
Estimated resident population (no. persons)	25,747
Population density (persons/km ²)	231.4
Estimated resident population - males	12,227
Estimated resident population - females	13,520
Median age – males (years)	41.9
Median age – females (years)	44.2
Median age – all persons (years)	43.1
Working age population - aged 15-64 years (no. persons)	15,331
Working age population – aged 15-64 years (as % of all persons)	59.5
<u>Source:</u> Australian Bureau of Statistics.	

Existing residential settlement areas have a relatively compact form and the majority of the population base is contained within the three main urban residential centres of Devonport, East Devonport and Spreyton. These main centres are supported by the suburban settlements of Ambleside, Miandetta, Stony Rise, Don and Quoiba, and also rural residential settlements such as Tugrah, Melrose, Aberdeen and Eugenana.

With respect to zone designations for these residential settlement areas as part of the Tasmanian Planning Scheme, the main urban residential areas are described by the application of the General Residential Zone, whilst rural-residential settlements areas are generally described by the Rural Living Zone. The spatial application of these zones within the Devonport local government area is shown with the mapping information included with **Appendix A**.

It is also appropriate to acknowledge that Devonport supports a wider settlement catchment than that described only by its local government area boundary. As a major centre for commerce, transport and industry as well as the ready access to a broad range of services and infrastructure, Devonport also supports a wider population base at a regional level. Similarly, as Devonport represents a major employment centre within the region it is reasonable to conclude that a significant number of people journey to work in the Devonport local government area whilst residing elsewhere.

As shown in Table A2.1, the Devonport local government area accounts for the highest population density in the North West region of Tasmania.

Table A1.2 – Population density of local government areas in the North West Region	
Local Government Area	Population density (persons/km ²) at 30 June 2020
Burnie	32.2
Central Coast	23.7
Circular Head	1.7
Devonport	231.4
Kentish	5.5
King Island	1.5
Latrobe	19.9
Waratah-Wynyard	3.9
West Coast	0.4
<u>Source:</u> Australian Bureau of Statistics.	

¹ Estimated resident population at 30 June 2020 (Australian Bureau of Statistics).

A2 - Population trends (estimated resident population 2010-2020)

The most recent estimated residential population figure available for the Devonport local government area was 25,747 people at 30 June 2020. The Estimated Resident Population (ERP) figures are the official population measure published by the Australian Bureau of Statistics (ABS) and represents the best possible estimate of resident populations². The preparation of this Strategy has considered ERP data observed across a 10-year period from 2010-2020. A summary of this information is presented in the following tables.

Table A2.1 - Estimated Resident Population (ERP) trends 2010-2020

	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
Devonport	25,712	25,752	25,562	25,407	25,295	25,162	25,128	25,217	25,413	25,633	25,747
North West Region	113,897	114,084	113,329	112,575	111,956	111,369	111,003	111,273	111,941	112,763	113,755
Tasmania	508,847	511,483	511,724	512,231	513,621	515,117	517,514	522,410	528,298	534,575	540,780

Source: Australian Bureau of Statistics.

Table A2.2 - Adjoining local government areas: Estimated Resident Population (ERP) trends 2010-2020

	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
Devonport	25,712	25,752	25,562	25,407	25,295	25,162	25,128	25,217	25,413	25,633	25,747
Latrobe	10,063	10,275	10,343	10,433	10,569	10,723	10,927	11,111	11,328	11,638	11,961
Central Coast	22,291	22,332	22,245	22,122	21,989	21,847	21,736	21,835	21,902	21,937	22,157
Kentish	6,364	6,369	6,351	6,334	6,317	6,286	6,263	6,297	6,324	6,315	6,393

Source: Australian Bureau of Statistics.

Table A2.3 - Devonport local government area: Annual estimated population growth rates 2010-2020 (change in ERP)

	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
Devonport	--	0.16%	-0.74%	-0.61%	-0.44%	-0.53%	-0.14%	0.35%	0.78%	0.87%	0.44%
North West Region	--	0.16%	-0.66%	-0.67%	-0.55%	-0.52%	-0.33%	0.24%	0.60%	0.73%	0.88%
Tasmania	--	0.52%	0.05%	0.10%	0.27%	0.29%	0.47%	0.95%	1.13%	1.19%	1.16%

Source: Australian Bureau of Statistics.

Table A2.4 - Adjoining local government areas: Annual estimated population growth rates 2010-2020 (change in ERP)

	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
Devonport	--	0.16%	-0.74%	-0.61%	-0.44%	-0.53%	-0.14%	0.35%	0.78%	0.87%	0.44%
Latrobe	--	2.11	0.66	0.87	1.30	1.46	1.90	1.68	1.95	2.74	2.78
Central Coast	--	0.18	-0.39	-0.55	-0.60	-0.65	-0.51	0.46	0.31	0.16	1.00
Kentish	--	0.08	-0.28	-0.27	-0.27	-0.49	-0.37	0.54	0.43	-0.14	1.24

Source: Australian Bureau of Statistics.

Table A2.5 - Average annual Estimated Residential Population (ERP) growth rates Devonport local government area

3-year ERP average growth rate (2018-2020)	0.70%
5-year ERP average growth rate (2016-2020)	0.46%
10-year ERP average growth rate (2011-2020)	0.02%

Source: Australian Bureau of Statistics.

² Australian Bureau of Statistics.

A3 – Dwelling approval statistics (2011-2021)

To assist with the evaluation of existing residential land supplies, and estimated projections for future housing demand, dwelling approval statistics have been reviewed for the 10-year period from 2011-2021. This information considers building approvals for new dwellings (not necessarily completion of those new dwellings) and is reported upon an end of financial year basis. A summary of this information is presented in Table A3.1 below and accompanying graph.

Table A3.1 – End of Financial Year (EOFY) dwelling approvals Devonport local government area 2011-2021											
Year	2011-2012	2012-2013	2013-2014	2014-2015	2015-2016	2016-2017	2017-2018	2018-2019	2019-2020	2020-2021	Total
Number of dwellings approved	77	53	125	139	88	109	114	110	138	168	1,121

Source: Australian Bureau of Statistics.



Graph A3.1 – End of financial year building approvals for new dwellings 2011-2021 Devonport local government area (Source: Australian Bureau of Statistics).

Table A3.2 – Average annual End of Financial Year dwelling approvals Devonport local government area (2011-2021)	
Scenario	Average number of dwelling approvals per year
3-year average (2018-2021)	138.7
5-year average (2016-2021)	127.8
10-year average (2011-2021)	112.1

To assess the proportion of dwelling approvals in rural-residential locations (i.e. on Rural Living zoned land under the planning scheme), these dwelling approvals were assessed across a 5-year period from 2016-2021. This information is presented in Table A3.3 below.

Table A3.3 – End of Financial Year dwelling approvals on Rural Living zoned land Devonport local government area (2016-2021)						
Year	No. dwelling approvals in Rural Living Zone	Total dwelling approvals	Rural Living Zone dwelling approvals as % of total dwelling approvals	3-year annual average for Rural Living Zone dwelling approvals (2018/19 - 2020/21)	5-year annual average for Rural Living Zone dwelling approvals (2016/17 - 2020/21)	Average Rural Living Zone dwelling approvals as % of total dwelling approvals (2016-2021)
2016/2017	16	109	14.7%	13.0	13.4	10.5%
2017/2018	12	114	10.5%			
2018/2019	10	110	9.1%			
2019/2020	8	138	5.8%			
2020/2021	21	168	12.5%			

A4 – Population Growth

A4.1 Aspirational population growth

Strategic planning involves the setting of aspirational goals – a future to strive for and aspire towards. A key element of the Strategy is an aspirational context and targets for population growth and to promote the greater Devonport area as an attractive and prominent destination to work, live and invest.

The Strategy endorses and promotes future population targets of:

- (a) 30, 000 by the year 2030; and
- (b) 35, 000 by the year 2040.

To meet the initial population target of 30, 000 by 2030 this generally represents an approximate 1.65% average annual population growth. Whilst this is an ambitious growth rate when compared to longer-term growth rates in Devonport and other Tasmanian local government areas, it is considered to be both realistic and achievable based on the analysis outlined in the strategy and current levels of demand and development activity in the region.

The data and projections included with this Strategy incorporate this aspirational growth scenario.

A4.2 Population growth scenarios

The Strategy adopts a 'scenario' based approach to population growth, land supply and predictions for future housing demand. This approach enables consideration of various outcomes and a flexibility to make appropriate responses.

The growth scenarios included with the Strategy are based on the observed trends in recent population statistics, dwelling approval data, and also the aspirational growth scenario presented in section A4.1.

Table A4.1 – Explanation of adopted growth rate scenarios	
Growth rate scenario	Explanation
3-year Estimated Resident Population (ERP) average growth of 0.70% (2018 - 2020)	This growth rate scenario of 0.70% is based on the 3-year average of annual ERP growth from the years 2018-2020.
5-year ERP average growth of 0.46% (2016 - 2020)	This growth rate scenario of 0.46% is based on the 5-year average of annual ERP growth from the years 2016-2020.
Aspirational Growth Population Targets (1.65% annual growth)	The Strategy endorses the following aspirational growth targets: (a) 30, 000 by the year 2030; and (b) 35, 000 by the year 2040. To meet the initial population target of 30, 000 people by 2030: - requires increase of 4, 253 people from the current 2020 Estimated Residential Population (ERP) of 25, 747 (a 16.5% population increase from 2020 ERP level). - equates to an average annual population increase of 425 people per year for the 10-year period 2020 - 2030. - translates to 1.65% population growth on average per year for the 10-year period 2020 -2030. As shown in Table A4.2, this 1.65% aspirational annual population growth rate is then carried forward to meet the population target of 35, 000 people in the year 2040.

Table A4.2 – Population growth rate scenarios			
Year	3-year ERP average growth of 0.70% (2018 - 2020)	5-year ERP average growth of 0.46% (2016 - 2020)	Aspirational population growth (1.65% annual growth)
2021	25,927	25,865	26,172
2022	26,109	25,984	26,604
2023	26,291	26,104	27,043
2024	26,476	26,224	27,489
2025	26,661	26,345	27,942
2026	26,847	26,466	28,403
2027	27,035	26,588	28,872

2028	27,225	26,710	29,348
2029	27,415	26,833	29,833
2030	27,607	26,956	30,325
2031	27,800	27,080	30,825
2032	27,995	27,205	31,334
2033	28,191	27,330	31,851
2034	28,388	27,456	32,377
2035	28,587	27,582	32,911
2036	28,787	27,709	33,454
2037	28,989	27,836	34,006
2038	29,192	27,964	34,567
2039	29,396	28,093	35,137
2040	29,602	28,222	35,717
2041	29,809	28,352	36,306

A4.3 Department of Treasury and Finance population projections

The Tasmanian Department of Treasury and Finance (DoTF) prepares population projections for Tasmanian local government areas every four years. The most recent projections were prepared in 2019 and contemplate a 25 year forward period (2017 to 2042). These replaced the previous projections prepared in 2014.

As can be seen in Figure A4.1 below, there is a high degree of variance between the 2014 and 2019 projections which is understood to reflect a change in the methodology previously used by the DoTF for the preparation of these projections. This downward turn in population projections (from the 2014 estimates) is a general trend across most of the Tasmanian local government areas. The medium growth scenario (or the medium series) of these projections represents the recommended scenario for most planning and policy purposes.

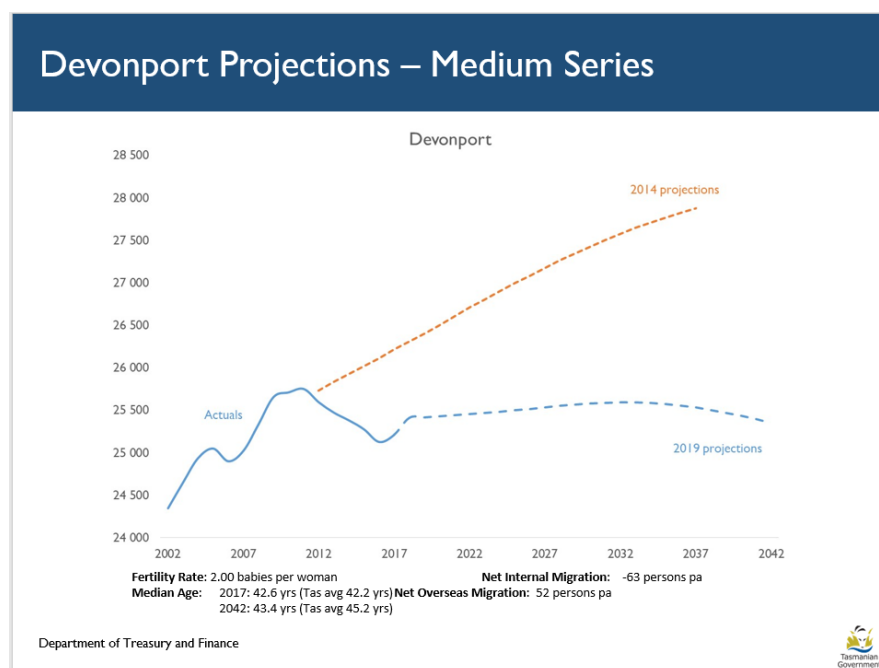
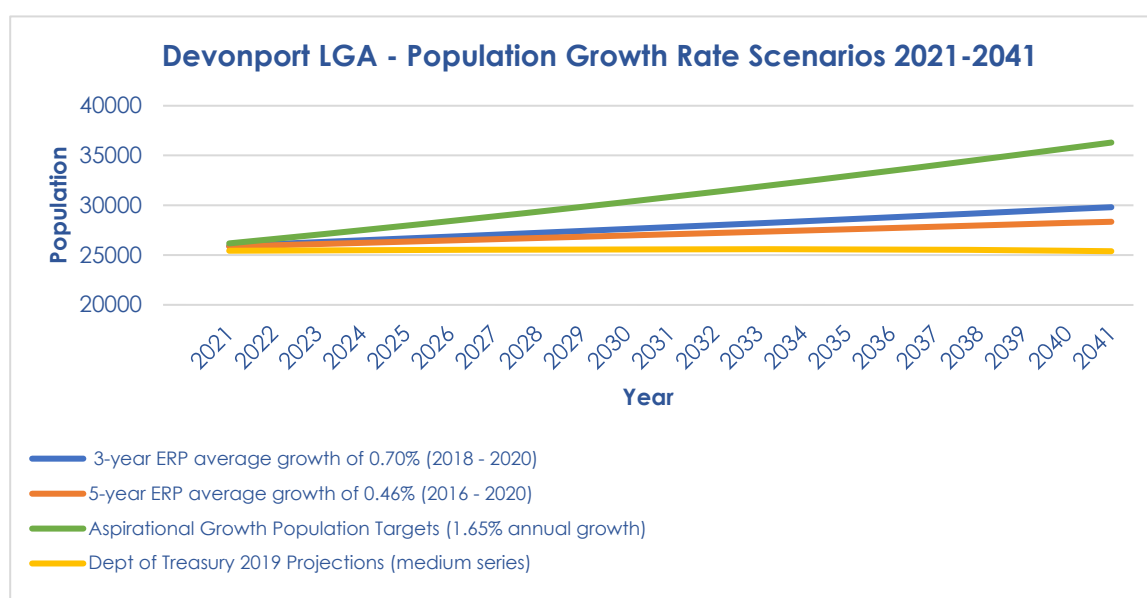


Figure A4.1 – Department of Treasury and Finance population projections for the Devonport local government area 2019. (Source: Department of Treasury and Finance (2019)).

It is important to recognise and understand that these population projections do have limitations with their use and interpretation. As advised in the accompanying detail supplied by the DoTF with the release of these projections, these figures are not population forecasts. Instead, they represent projections to indicate possible population outcomes which feature different assumptions based on

population trends (leading up to their release in 2019). Advice from the DoTF also provides caution that “these projections do not include the demographic impacts of any Government policies, such as a population strategy, any major land releases or the development of major new industries. These projections are therefore not forecasts and should not be used as a standalone decision making tool”.

This provides a relevant context for the differentiation between the growth contemplated by the DoTF projections and the aspirational growth endorsed by the *Greater Devonport Residential Growth Strategy 2021-2041*. This Strategy adopts a deliberate policy direction for residential growth including the endorsement of population growth targets. It therefore holds a more optimistic and aspirational position for population growth in comparison to the 2019 DoTF projections.



Graph A4.1 – Population growth scenarios

Another relevant consideration is the degree of variance between the 2019 DoTF projections and the actual estimated resident population data reported by the Australian Bureau of Statistics. This information is examined in Table A4.3 below.

Year	DoTF 2019 population projections (total persons)	Actual estimated resident population as reported by the Australian Bureau of Statistics	Difference in DoTF projections vs actual ERP	% Difference
2017	25,212	25,217	5	0.02
2018	25,410	25,413	3	0.01
2019	25,417	25,633	216	0.85
2020	25,427	25,747	320	1.26

More recent trends in population growth in the Devonport area are also being reported in regional forums (such as the Regional Australia Institute) which identifies Devonport as performing well in regional growth and also inward migration. This seems generally indicative of a wider recent trend of migration into regional areas. Furthermore, in recent years and following the investment of Council's *Living City* urban renewal initiative, there is a growing sense of renewed economic confidence and subsequent positive growth. This has been reflected through indicators such as increased activity in development applications, property sales, and growing interest in new retail and commercial investments. These emerging anecdotal trends paint a brighter and more optimistic context for growth. This Strategy embraces that optimism.

A5 – Future housing demand estimations

To assist with understanding the future housing (dwelling) demand under the different population growth scenarios presented previously in section A4.2 of this Strategy, Table A5.1 below details the cumulative demand estimations for each of these growth scenarios (i.e. the total number of additional dwellings

required by the year 2041). These dwelling demand estimation figures are based on the average Tasmanian household size of 2.3 persons as reported with the 2016 Australian Census, whilst the population growth figures extend forward from the 2020 estimated resident population for the Devonport local government area of 25,747 persons.

Table A5.1 Cumulative future dwelling demand estimations based on population growth scenarios						
	SCENARIO 1		SCENARIO 2		SCENARIO 3	
Year	Population based on 3-year ERP average growth (2018 - 2020)	Cumulative housing demand estimation (additional dwellings)	Population based on 5-year ERP average growth (2016 - 2020)	Cumulative housing demand estimation (additional dwellings)	Population based on aspirational growth towards population targets (1.65% annual growth)	Cumulative housing demand estimation (additional dwellings)
2021	25,927	78	25,865	51	26,172	185
2022	26,109	157	25,984	103	26,604	372
2023	26,291	237	26,104	155	27,043	563
2024	26,476	317	26,224	207	27,489	757
2025	26,661	397	26,345	260	27,942	955
2026	26,847	478	26,466	313	28,403	1,155
2027	27,035	560	26,588	365	28,872	1,359
2028	27,225	642	26,710	419	29,348	1,566
2029	27,415	725	26,833	472	29,833	1,776
2030	27,607	809	26,956	526	30,325	1,990
2031	27,800	893	27,080	580	30,825	2,208
2032	27,995	977	27,205	634	31,334	2,429
2033	28,191	1,063	27,330	688	31,851	2,654
2034	28,388	1,148	27,456	743	32,377	2,882
2035	28,587	1,235	27,582	798	32,911	3,115
2036	28,787	1,322	27,709	853	33,454	3,351
2037	28,989	1,409	27,836	908	34,006	3,591
2038	29,192	1,498	27,964	964	34,567	3,835
2039	29,396	1,586	28,093	1,020	35,137	4,083
2040	29,602	1,676	28,222	1,076	35,717	4,335
2041	29,809	1,766	28,352	1,133	36,306	4,591

A6 – Relationship of this Strategy to the Cradle Coast Regional Land Use Strategy 2010-2030

In preparing the *Greater Devonport Area Residential Growth Strategy 2021-2041*, and particularly the strategic policy considerations contained with Part B, it is relevant to consider its relationship and context with the *Cradle Coast Regional Land Use Strategy 2010-2030 (the CCRLUS)*.

The CCRLUS outlines the strategic directions and desired outcomes for land use planning in the Cradle Coast region of Tasmania which comprises the nine local government areas of Devonport, Burnie, Central Coast, Circular Head, Kentish, King Island, Latrobe, Waratah-Wynyard and West Coast. The CCRLUS was originally declared by the Minister for Planning in October 2011.

The CCRLUS is given statutory effect through the *Land Use Planning and Approvals Act 1993* and amongst other purposes serves to guide and inform the preparation of planning schemes (and planning scheme amendments) within the region. In setting out what can generally be described as high level and broad strategic direction for land use planning in the region, the CCRLUS identifies five general policy groupings: implementation, wise use of resources, support for economic activity, places for people and planned provision for infrastructure. Given the broad nature of the policy direction

contemplated by the CCRLUS, it is difficult to reconcile that any one particular policy direction should be read in isolation from the others in order to imply a particular action or consequence.

Despite the need and intent for the CCRLUS to be kept under regular review to ensure that it remains contemporary and fit for purpose – this has not occurred. The CCRLUS has remained static without any form of review since its original inception more than a decade ago. Furthermore, the policy settings included with the CCRLUS were prepared based on assumptions and trends taken from the 2006 Australian Census – which represents data recorded more than 15 years ago. There is now new information available and new challenges which require a more contemporary strategic response.

It is widely recognised that the CCRLUS is out of date and (along with the other two Tasmanian regional land use strategies) requires comprehensive review. The Tasmanian State Government has committed to this comprehensive review of the regional land use strategies which is understood will occur through 2022-2024. Given a comprehensive review of the CCRLUS will take time, there is a need to fill the current policy gap with a more contemporary and localised strategic response to growth – particularly in response to residential land supply issues and the growing pressures around housing accessibility and affordability. The *Greater Devonport Residential Growth Strategy 2021-2041* is designed to address this current policy gap.

The provisions of the *Land Use Planning and Approvals Act 1993* contemplate and provide for the incorporation or reference of local documents (such as a settlement strategy) and provides a means for implementing a more contemporary growth strategy prepared by local councils through a regional strategy.

The *Greater Devonport Area Residential Growth Strategy 2021-2041* adopts a deliberate policy position for residential growth including the endorsement of population growth targets. The intention is that this Strategy will be used to guide and inform the pending review of the CCRLUS.

Notwithstanding the need to review the CCRLUS, it continues to carry statutory effect. With regard to settlement growth management, the existing strategic direction of the CCRLUS currently prescribes a 'contained' settlement growth management for Devonport which *'promotes a mix of intensification and strategically planned expansion to retain compact urban form and provide a mix of development and growth opportunities. The mix does not need to occur in balanced proportion. The approach allows for optimum use of available and planned infrastructure in both established and new release areas'*³.

Importantly the CCRLUS recognises that a contained management strategy does not exclude new residential land releases – but instead allows for that consideration in accordance with strategically planned expansion (such as through a local settlement growth strategy) and to accommodate higher growth rates. This strategic direction for settlement growth management is further supported by the relevant policy statements of the CCRLUS which require provision of adequate forward residential land supplies, the promotion and focus of growth to and contiguous with established settlement areas, and the provision of well-defined, orderly and compact form of residential settlement areas. This strategic direction is appropriately consistent with the policy direction adopted by the *Greater Devonport Residential Growth Strategy 2021-2041*.

³ *Cradle Coast Regional Land Use Strategy 2010-2030*, Cradle Coast Regional Planning Initiative (2011).

PART B – STRATEGIC POLICY DIRECTIONS

B1 – Aspirational population growth

B1.1 Policy context

The Strategy adopts an aspirational context for population growth and to promote the greater Devonport area as an attractive and prominent destination to work, live and invest.

Increasing the population base provides an important platform for continued economic growth and investment, increasing employment opportunities, and promoting liveability not only within the greater Devonport area – but also the North West region more generally.

The Strategy endorses and promotes future population targets of:

- (a) **30,000 people by the year 2030;** and
- (b) **35,000 people by the year 2040.**

The abovementioned target numbers and corresponding years have been selected as they offer readily identifiable and recognisable target figures.

The attainment of the abovementioned population targets generally represents an approximate 1.65% average annual population growth across a twenty-year forward period from the 2020 estimated resident population level of 25,747. Whilst this is an ambitious growth rate, when compared to current growth rates in other Tasmanian local government areas, it is considered to be achievable. In support of these population targets Council will continue to encourage appropriate economic development opportunities that support population growth and promote Devonport as an attractive place for investment and to facilitate increased employment opportunities.

In a broader policy context, the Tasmanian State Government has an established policy to grow the population of Tasmania to 650,000 people by the year 2050 to *drive economic growth, create jobs and improve the standard of living for all Tasmanians*⁴.

The North West region will be an important contributor in the progress towards delivering this State population target – and in particular Devonport, which serves as the largest population centre in the Region and is centrally located, with well established public and commercial services, employment centres and other service aligned infrastructure (including port, rail, airport and road transport networks). It is not a reasonable proposition that the majority of this aspirational State population growth will be or should be confined to the Hobart and Launceston population centres, or otherwise limited to those local government areas currently experiencing strong/rapid growth.

B1.2 A positive approach towards population growth

Existing residential land supply is recognised as a significant impediment to population growth within the greater Devonport area and the provisioning of appropriate residential land supplies represents the major platform towards accommodating future growth.

The notion that residential growth is not possible because there is no land available to accommodate that growth is not supported. This is not an appropriate strategic response and essentially consigns Devonport to a 'no growth scenario' which risks economic stagnation. Similarly, the assumption that growth can be directed to adjoining local government areas with well provisioned residential land supplies is not supported as a rational or reasonable approach. The acceptance of these challenges without the provision of an appropriate strategic response runs contrary to the purpose of strategic planning. It is difficult to reconcile that a policy of no residential growth would be an acceptable political position for a local council to embrace – especially a local government area such as Devonport that represents a centralised and logical base for growth in the region.

It is therefore important that the response engaged by the Strategy appropriately safeguards Devonport's key contribution as the major population centre in the region, and a major centre for commerce, transport and industry as well as the ready access to a broad range of services and infrastructure that Devonport provides. The support of a growing population base (including the availability of residential land to accommodate that growth) forms a key platform in the retention and attraction of business, industry, infrastructure and employment opportunities. Accordingly, the Strategy

⁴ Tasmanian Population Growth Strategy, Department of State Growth (September 2015).

adopts a more optimistic and aspirational context for growth within the Devonport local government area and the flow on benefits from that growth.

This policy position for aspirational growth adopted by the Strategy is not about creating competition between local government areas in the region. It is about setting a strategic direction for future growth to occur. It is common practice for local government to make strategic policy to guide and inform these considerations and Devonport is no different.

Notwithstanding the above, and whilst it is important to recognise and support growth in neighbouring local government areas within a regional context more generally (which is of course beneficial to Devonport), it is equally important to recognise, promote and provide for residential growth within the Devonport local government area.

B1.3 Strategic policy actions

Key objective	Strategies for implementation	Deliverability
Actively encourage population growth to recognise and enhance Devonport's status as the major population centre in the North-West region and to promote Devonport as an attractive and prominent destination to live, work and invest.	Endorse and actively promote population targets of: (a) 30,000 by the year 2030; and (b) 35,000 by the year 2040.	Population growth targets to be included/directly adopted as part of this Strategy and carried forward/incorporated into other relevant Council policies and strategies as required.
	Ensure that there is sufficient and readily available residential land to accommodate aspirational population growth and actively entice people to live in Devonport.	Ongoing action
	Engage with the State Government and other relevant agencies to promote Devonport as an attractive and prominent destination to live, work and invest.	Ongoing action.
	Encourage appropriate economic development opportunities that support population growth and promote Devonport as an attractive place for investment and to facilitate increased employment opportunities.	Ongoing action.

B2 – Residential land supply

B2.1 Policy context

This Strategy is aimed at providing an overarching policy direction for residential growth in the greater Devonport area over the next 20 years. Accordingly, there is a need to provide and maintain an adequate supply of residential land to accommodate future residential growth (including aspirational growth).

The greater Devonport area is not immune to the growing pressures in housing accessibility and affordability. Increasing the supply of residential land to enable an increase in dwelling stock, and also encouraging a range of dwelling types and densities, is also considered to positively influence both housing affordability and accessibility. There is an apparent logic that increased supply will likely contribute towards downward pressure on these factors.

It is common practice for strategic planning for residential growth to contemplate a minimum 10-15 year forward supply period. Given the policy direction for residential growth endorsed by this Strategy, and also the existing residential land supply status in the greater Devonport area (which is further elaborated in section B2.2 below), a minimum fifteen (15) year forward supply of residentially zoned land is adopted by this Strategy. This is considered to represent an appropriate balance between accommodating aspirational growth, ensuring choice in the market and assisting affordability, whilst not alienating land unnecessarily from other uses in the meantime. The minimum fifteen-year provision is an ongoing requirement, meaning additional land needs to be added to the supply stock over time to ensure the continual supply. It is further necessary that the provision of this minimum forward land supply is appropriately 'development ready' and not otherwise unreasonably constrained for timely or cost-effective residential use and development. This represents an important consideration which requires appropriate reflection in this Strategy.

B2.2 Existing residential land supply a critical issue

To inform an appropriate strategic response to the issue of land supply and the adequacy of that supply for the various growth scenarios considered by this Strategy, a baseline land supply study was undertaken to determine the existing supplies of residential land. This analysis examined the extent of vacant land zoned as General Residential or Rural Living under the Tasmanian Planning Scheme at 30 June 2021. These represent the zones where residential use is prioritised⁵.

For vacant land in the General Residential Zone⁶, this baseline study was further refined to recognise that, owing to a number of factors, some existing vacant land in this Zone is constrained for timely or cost effective residential use and development. The indicative estimations of residential land supplies from this baseline study against the various recent dwelling approval trends and predictions for housing demand under the aspirational growth scenario endorsed by this Strategy are shown in Table B2.1.

Table B2.1- Estimated forward supply of vacant General Residential Zone land (at 30 June 2021)		
Estimated supply context	Dwelling approval scenario	Approx. number years forward supply
Raw total lots - without constraints assessment applied (815 lots)	2020-2021 dwelling approval rate (168 dwellings)	4.9
	2018-2021 3-year average annual dwelling approval rate (138.7 dwellings)	5.9
	2016-2021 5-year average annual dwelling approval rate (127.8 dwellings)	6.4
	Aspirational population growth average annual dwelling approval rate (185 ^A dwellings)	4.4
Refined total – constraints analysis applied (520 'development ready' lots)	2020-2021 dwelling approval rate (168 dwellings)	3.1
	2018-2021 3-year average annual dwelling approval rate (138.7 dwellings)	3.7
	2016-2021 5-year average annual dwelling approval rate (127.8 dwellings)	4.1
	Aspirational population growth average annual dwelling approval rate (185 ^A dwellings)	2.8
Notes: ^A The 185 dwelling per year is derived from the attainment of the initial population target of 30,000 people by the year 2030. This represents an increase of 4,253 people from the 2020 estimated resident population of 25,747. Assuming the average Tasmanian household size of 2.3 persons (as reported by the 2016 Australian Census) this equates to an approximate average of 185 dwellings/year by 2030.		

The baseline land supply study concludes that as at 30 June 2020, the Devonport local government area has a supply of vacant zoned General Residential to accommodate an estimated 815 lots. However, when factoring in constraints, this figure is reduced to only 520 lots which are considered to be appropriately development ready. The majority of this land can be generally characterized as dispersed minor urban infill properties consisting of single lots within existing urban settlements areas.

Following the various dwelling approval scenarios presented in Table B2.1, current estimates indicate a forward land supply of appropriately development ready General Residential Zone land in the range of only 2.8 – 4.1 years. This current supply is well below common practice strategic planning thresholds for the forward supply of urban residential land, and well short of the 15-year minimum supply endorsed by this Strategy. This highlights that the lack of existing supply of General Residential Zone land in the Devonport local government area is a critical issue and represents a significant impediment to population growth.

With regard to existing land supplies to accommodate growth in rural-residential areas, Table B2.2 details that the supply of vacant Rural Living Zone land fares only slightly better with an estimated forward supply range of 5.2 – 8.5 years based on the various dwelling approval scenarios considered. Again, this supply level is below of usual practice strategic residential land supply thresholds.

⁵ Whilst the Tasmanian Planning Scheme includes the Inner Residential Zone, this zone currently has a limited application in the Devonport local government area and is only applied the particular site at 39A North Fenton Street, Devonport. This site was the subject of a Housing Land Supply Order issued by the Tasmanian State Government in July 2019, the effect of which was to rezone this site to the Inner Residential Zone to specifically accommodate higher density residential development. Given the above, and for the purposes of this Strategy, the baseline land supply study has considered land in the General Residential Zone and the Rural Living Zone.

⁶ Given the non-urbanised nature of the Rural Living Zone as distinct from the General Residential Zone, the same constraints assessment has not been applied to the vacant land in the Rural Living Zone.

Table B2.2 - Estimated forward supply of Rural Living Zone land (at 30 June 2021)		
Estimated current supply	Dwelling approval scenario	Approx. number years forward supply
110 lots	2020-2021 dwelling approval rate (21 dwellings)	5.2
	2018-2021 3-year average annual dwelling approval rate (13.0 dwellings)	8.5
	2016-2021 5-year average annual dwelling approval rate (13.4)	8.2
	Aspirational population growth average annual dwelling approval rate (19.4 ^A dwellings)	5.7
Notes: ^A The 19.4 dwelling per year is derived from the 185 dwelling per year figure presented and elaborated in Table B2.1. As presented with Table A3.3 previously, the 5-year average annual number of dwelling approvals (2016-2021) in the Rural Living Zone was 13.4 which represents approximately 10.5% of all dwelling approvals in that period. It follows that 10.5% of 185 dwellings per year equates to 19.4 dwellings per year estimated for the Rural Living Zone under the aspirational growth scenario.		

B2.3 Further considerations for land supply to accommodate residential growth

In line with common practice for strategic estimations regarding residential land supply, the analysis presented in section B2.2 follows the general assumption of a single dwelling per lot – it does not include estimations for the occurrence of multiple dwelling development (i.e. unit development). In comparison to single dwelling estimations, multiple dwellings estimations would involve relatively complex and subjective assumptions and therefore have a limited reliability. Notwithstanding, it should be recognized that multiple dwelling development in urban residential areas represents an appropriate and attractive housing option and the provision of such would have a positive influence on dwelling supply to accommodate future residential growth.

It is also important to recognise that dwelling supply is not limited to only land within the General Residential Zone or Rural Living Zone of the planning scheme (being those zones where residential use is prioritised). Other zones do make allowances for residential use and development to occur including land within the Central Business Zone, General Business Zone, Urban Mixed Use Zone and the Local Business Zone which may represent appropriate opportunities for higher density residential use and development. These areas should be appropriately recognised and promoted for their potential to contribute to dwelling supplies for future residential growth.

B2.4 Strategic policy actions

Key objective	Strategies for implementation	Deliverability
Maintain an adequate supply of residential land to accommodate future residential growth (including aspirational growth).	Provide and maintain a minimum fifteen (15) year forward supply of both General Residential zoned land and Rural Living zoned land that is appropriately 'development ready' and not otherwise unreasonably constrained for timely or cost-effective residential use and development.	Ongoing action.
	Prepare land supply and demand analyses a minimum of every two (2) years to evaluate and monitor residential land supplies.	Initial baseline study prepared and used to inform the preparation of this Strategy. Action to be repeated every two (2) years.
	In consultation with landowners explore opportunities to encourage land releases that are consistent with this Strategy, including: (a) support appropriate amendments to Council's planning scheme to maintain adequate residential land supplies; (b) appropriate mechanisms to incentivise land releases; and (c) engage with the State Government and other relevant agencies to support initiatives that promote land releases for delivery of increased housing and residential growth.	Ongoing action.

B3 - Strategic direction for future residential growth

B3.1 Policy context

The Strategy aims to provide strategic direction for the logical and orderly growth of residential settlement areas through:

- (a) the setting of urban and peri-urban growth boundaries;
- (b) the identification of 'future investigation areas' where future residential growth could be further considered and investigated; and
- (c) the inclusion of general strategies for implementation to:
 - (i) encourage and support appropriate opportunities for 'urban in-fill' residential use and development at suitable locations (including appropriate opportunities for the application of the Inner Residential Zone); and
 - (ii) ensure that areas identified for future residential growth are made cognisant of existing and planned service infrastructure capabilities.

B3.2 Growth boundaries

The inclusion of the 'urban growth boundaries' and 'peri-urban growth boundaries' provides the strategic mapping direction for the logical and orderly growth of residential settlement areas in the greater Devonport area.

The 'urban growth boundary' provides guidance for the future growth/expansion of residential settlements in urbanised environments (for example where land releases where rezoning to General Residential would be considered appropriate) – whilst the 'peri-urban growth boundary' is aimed at providing guidance for future growth/expansion in non-urban type environments, for example the growth of rural-residential settlement areas.

The demarcation of these boundaries to guide future residential growth has been devised following the best practice strategic land use planning principles of consolidation with existing settlement patterns and the promotion of well defined, orderly, and compact form of residential settlements.

The alignment of the urban and peri-urban growth boundaries includes consideration of:

- (a) existing land use and development patterns (including planning scheme zone designations);
- (b) the consolidation with existing residential settlement areas, and the ability to achieve and maintain a compact settlement form; and
- (c) the location of natural boundaries (such as watercourses, etc.) as a logical alignment for growth boundaries.

The urban and peri-urban growth boundaries are included with the mapping detail shown in **Appendix B**.

B3.3 Future Investigation Areas

As the name suggests the 'Future Investigation Areas' included with the Strategy represent locations where future residential growth could be further considered and investigated.

The Future Investigation Areas (FIAs) identified with this Strategy generally represent greenfield locations and typically at urban (and peri-urban) fringes. These FIAs do not include areas of major urban infill located in and around urban centres, nor land already zoned for residential purposes.

The identification of land within a Future Investigation Area does not automatically guarantee that land will be released for residential use and development – instead these are designed to establish more detailed consideration/investigation of those areas to determine their suitability for residential use and development including appropriate consultation with relevant landowners.

Similar to the demarcation of the growth boundaries included with the Strategy, the preparation of the Future Investigation Areas follows the overarching strategic principles of consolidation with existing settlement areas and the promotion of well defined, orderly, and compact form of residential settlement areas.

The Future Investigation Areas prepared with this Strategy are included with the mapping detail shown in **Appendix B**.

B3.4 Strategic policy actions

Key objective	Strategies for implementation	Deliverability
Provide overarching strategic direction for the logical and orderly growth of residential settlement areas in the Greater Devonport area.	Promote the well-defined, orderly and compact form of residential settlement areas through the provision of urban and peri-urban growth boundaries.	The mapping of urban growth and peri-urban growth boundaries to be included/directly adopted as part of this Strategy and carried forward/incorporated into other relevant Council policies and strategies as required.
	Encourage and support appropriate opportunities for 'urban in-fill' residential use and development at suitable locations (including appropriate opportunities for the application of the Inner Residential Zone).	Ongoing action.
	Identify 'future investigation areas' where future residential growth could be further considered and investigated.	The mapping of Future Investigation Areas to be included/directly adopted as part of this Strategy and carried forward/incorporated into other relevant Council policies and strategies as required.
	Ensure that areas identified for future residential growth are made cognisant of existing and planned service infrastructure capabilities.	Ongoing action.

B4 - Providing diversity in housing options

B4.1 Policy Context

Housing diversity is an essential component of any thriving community. A mix of housing types, lot sizes and densities helps foster a vibrant community and a more diverse range of residents. Housing diversity also helps maintain dynamic business activity centres, increased lifestyle choices, and the efficient use of services and infrastructure.

An appropriate supply and range of dwelling types and densities is also considered to contribute a positive influence on both housing affordability and accessibility. Furthermore, the provision of diversity in housing options presents as an effective measure to encourage population growth - including the aspirational population growth endorsed by this Strategy.

The supply of a range of housing types enables residents with a choice to align more closely with various needs. Groups such as the elderly, residents with disability, and households of smaller or larger than average sizes can benefit from a settlement providing a range of housing types. Housing diversity also enables residents to remain in the same area as their housing needs evolve over time.

B4.2 Opportunities to encourage a range of housing types and densities

Following the data reported with the 2016 Australian Census, the most prevalent form of housing in the greater Devonport area is single dwellings on individual lots followed by detached or semi-detached units. This is generally consistent with prevailing dwelling types both in a State and national context. Whilst it can be reasonably expected that future housing demand will generally follow the current mix of dwelling types, there is opportunities to consider and encourage non-traditional dwelling types and densities – particularly in the context of the aspirational residential growth endorsed by this Strategy. As dwelling requirements continue to evolve so too must the strategic thinking for the supply of suitable dwelling stock to appeal to emerging new markets. Although demand for single dwellings is likely to remain high, there is anecdotal evidence to suggest that national trends such as inner city living and higher densities closer to business activity centres are becoming more popular in Devonport. It is important that these opportunities are appropriately encouraged.

This Strategy adopts a strategic position to recognise and encourage appropriate opportunities for higher density residential use and development at locations in close proximity to the Devonport CBD

area and other business areas (including opportunities for the application of the Inner Residential Zone and also land within the Central Business Zone, General Business Zone, Urban Mixed Use Zone and Local Business Zone) and where there is good access to public and commercial services, public transport networks, and places for employment opportunities.

Whilst the market is currently working to supply a range of housing types, and which should be appropriately encouraged by the policy of this Strategy, it is also important to recognise and appropriately support the ongoing State Government initiatives with respect to social housing supply and housing affordability in Tasmania. The State Government has some important current initiatives and strategic directions in this space and it is essential that these receive the appropriate support at the local government level – particularly those local government areas with a major population base such as Devonport. Social housing represents an important component of the total housing supply particularly in low socio-economic areas.

This Strategy further recognises rural-residential as a legitimate and attractive housing option, and which requires appropriate provision to accommodate future growth in this housing market.

B4.3 Strategic policy actions

Key objective	Strategies for implementation	Deliverability
Encourage the provision a range of housing types and densities.	Encourage higher density residential use and development at locations in close proximity to the Devonport CBD area and other business areas (including opportunities for the application of the Inner Residential Zone and also the use of land within the Central Business Zone, General Business Zone, Urban Mixed Use Zone and Local Business Zone) where there is good access to public and commercial services, public transport networks, and places for employment opportunities.	Ongoing action.
	Engage with the State Government and other relevant agencies to identify and support appropriate opportunities for affordable and social housing initiatives.	Ongoing action.
	Recognise rural-residential as a legitimate and attractive housing option and provide appropriate opportunities for growth.	Ongoing action.

B5 - Monitoring and review

B5.1 Policy context

A key element for any strategy is regular review and monitoring to ensure that it remains contemporary and fit for purpose. It is proposed that this Strategy will be reviewed every two (2) years, or as otherwise required, so there is an ability to respond to changing circumstances such as demand fluctuations, change to legislation, changes to planning scheme zonings and any other relevant occurrences.

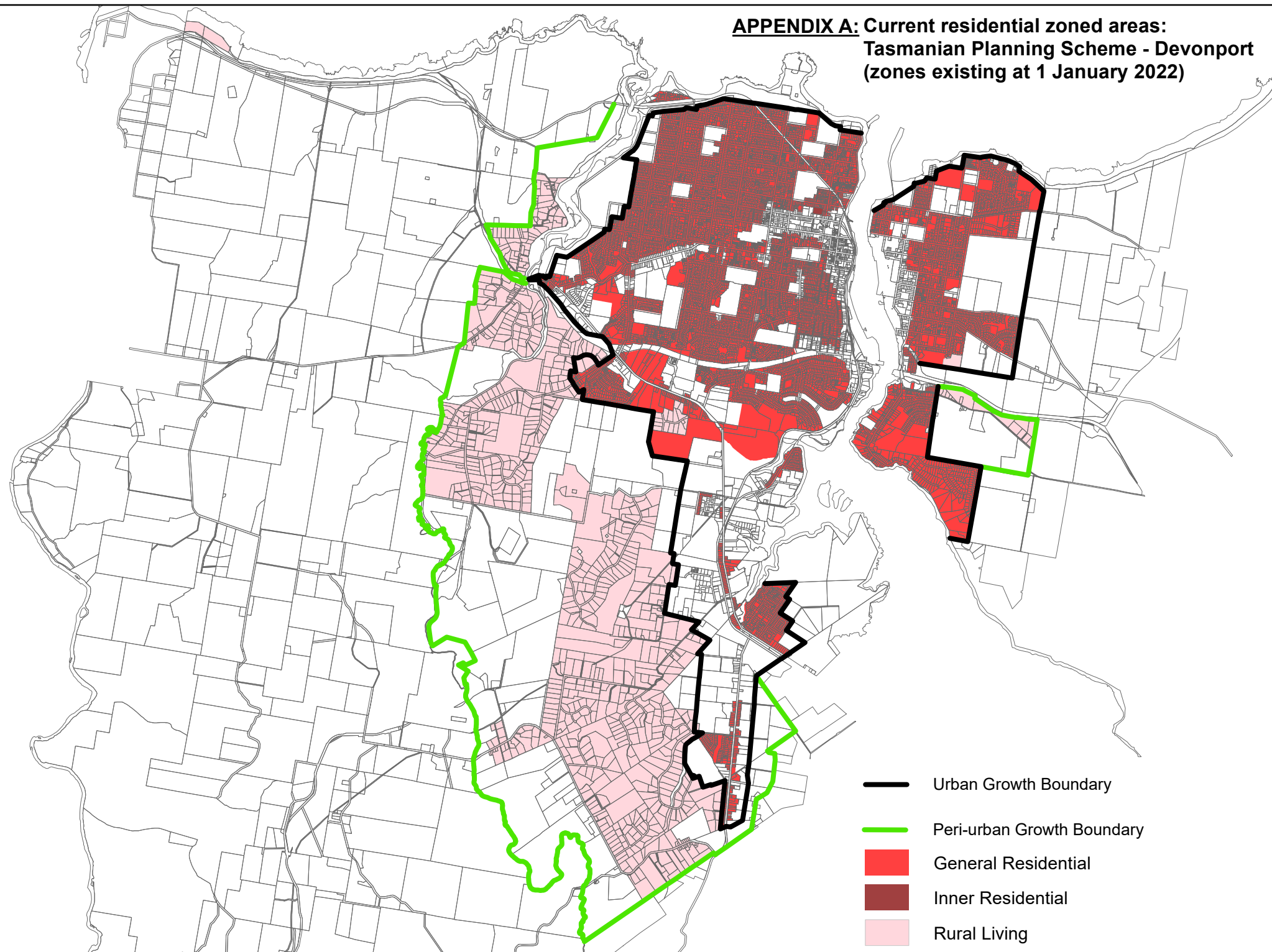
Maintaining a residential land supply database and statistical analysis surrounding supply and demand is key to each review and this analysis will be instrumental in whether the Strategy is fulfilling its intended purpose. The mapping information showing urban growth boundaries, peri-urban growth boundaries, and future investigation areas will also be evaluated as part of each review.

B5.2 Strategic policy actions

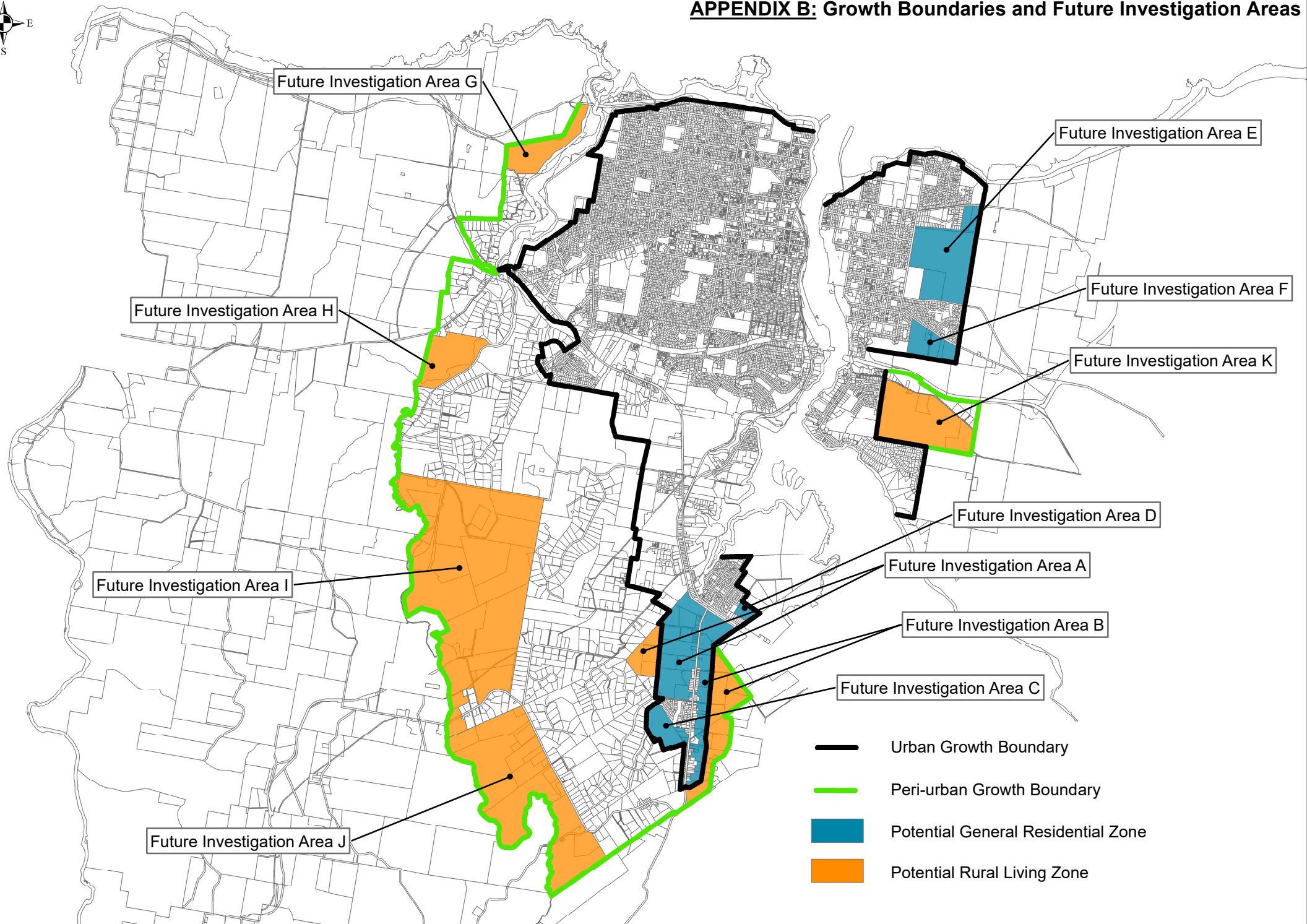
Key objective	Strategies for implementation	Deliverability
Maintain a contemporary policy and strategic planning context for residential settlement growth.	Monitor and review population growth and development trends annually.	Ongoing action.
	Maintain a current residential land supply database to appropriately monitor residential land supply reserves to accommodate future settlement growth.	Ongoing action. Initial database prepared and used to inform the content of this Strategy. Database to be maintained going forward.
	Review this Strategy every two (2) years, or as otherwise required, to ensure that it remains contemporary and fit for purpose.	Future/ongoing action.



**APPENDIX A: Current residential zoned areas:
Tasmanian Planning Scheme - Devonport
(zones existing at 1 January 2022)**



APPENDIX B: Growth Boundaries and Future Investigation Areas





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