

St Helens + Surrounds

structure plan



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TABLE OF CONTENTS

1	Introduction.....	3
1.1	Project aims.....	7
1.2	Project process.....	8
2	Vision.....	9
3	Land Use and Community Needs Assessment.....	10
3.1	Residential land.....	10
3.1.1	Supply.....	10
3.1.2	Demand.....	10
3.1.3	Implications.....	12
3.2	Retail land.....	12
3.2.1	Supply.....	12
3.2.2	Demand.....	13
3.3	Implications.....	13
3.4	Industrial land and aquaculture sites.....	13
3.4.1	Supply.....	13
3.4.2	Demand.....	13
3.4.3	Implications.....	14
3.5	Community services and facilities.....	14
3.5.1	Supply.....	14
3.5.2	Demand.....	14
3.5.3	Implications.....	18
4	The Structure Plan.....	19
4.1	Introduction.....	19
4.2	Overall structure.....	19
4.3	Zoning, Local Area Objectives, and Desired Future Character Statements.....	21
4.3.1	General Residential Zone.....	21
4.3.2	Low Density Zone.....	22
4.3.3	Rural Living.....	22
4.3.4	Environment Living.....	23
4.3.5	Community Purpose.....	24
4.3.6	Recreation.....	24
4.3.7	Open Space.....	24
4.3.8	General Business.....	24
4.3.9	General Industrial.....	25
4.3.10	Rural Resource.....	26
4.3.11	Utilities.....	26
4.3.12	Environment Management.....	27
4.3.13	Port and Marine.....	27
4.3.14	Ultimate zoning.....	27
4.4	The town centre.....	34
4.5	The coastline.....	36
4.6	Residential land uses.....	37
4.7	Industrial land uses.....	38
4.8	Tourism land uses.....	39
4.9	Rural and rural lifestyle land uses.....	42
4.10	Community land uses.....	44
4.11	Movement network.....	46
4.12	Natural features and natural hazard areas.....	46

5 Implementation plan.....48

FIGURES:

Figure 1 – Regional context 5
Figure 2 – Study area 6
Figure 3 – Structure plan process 8
Figure 4 – Proposed Zoning Plan 29
Figure 5 – Proposed Ultimate Zoning Plan 30
Figure 6 – Settlement Framework Plan 31
Figure 7 – Regional Framework Plan 32
Figure 8 – Town Centre Plan 33
Figure 9 – Built form examples 34
Figure 10 – Examples of coastal tourism developments 42

PICTURES:

Picture 1 – 2 storey shoptop housing, Apollo Bay 34
Picture 2 – 2-3 storey holiday accommodation, Apollo Bay 34
Picture 3 – Bay of Fires Lodge 42
Picture 4 – Barnbougle Dunes 42

TABLES:

Table 1 – Existing residential land supply 10
Table 2 – Existing rural lifestyle land supply 10
Table 3 – Dwelling projections for St Helens Profile Area 11
Table 4 – Place of usual residence dwelling projections 11
Table 5 – Holiday dwelling projections 12
Table 6 – Selected community service and facility benchmarking 14
Table 7 – Pros and cons of connecting Binalong Bay to reticulated services 20
Table 8 – Implementation plan 49

1 Introduction

St Helens is the largest urban area in the Break O'Day municipality. It is the main regional centre on the north east coast of Tasmania, and provides a key service and employment role for the wider region. Combined with the nearby residential settlements of Binalong Bay, Stieglitz, Akaroa and The Gardens, these settlements provide popular living environments and tourist destinations. The coastal setting, which includes the world-renowned Bay of Fires, provides opportunities to further enhance the resident and visitor experiences.

In order to ensure that the town's future is planned and managed in a co-ordinated manner, the Break O'Day Council and the Department of Economic Development, Tourism and the Arts have engaged Urbis to prepare a Structure Plan for St Helens and its surrounds which consists of four documents:

- 1) Background Report
- 2) Strengths, Weaknesses, Opportunities and Threats (SWOT) Report
- 3) Community Views Report
- 4) Structure Plan Report

Figure 1 provides a regional context plan, and Figure 2 indicates the study area for the Structure Plan. This Structure Plan should be read in conjunction with the Background Report, which presents the results of our data investigations, and the SWOT Report.

The Background Report provides analysis of the following:

- Township profile
- Community and population profile
- Natural features
- Cultural features
- Land uses
- Economy of the region
- Strategic context

The SWOT Report identifies issues grouped around the following themes:

- State and regional matters
- Natural features
- The community
- Community facilities
- Movement network
- Infrastructure
- Heritage
- The town centre
- The waterfront
- Residential land uses

- Tourism land uses
- Industrial land uses
- Rural and rural lifestyle land uses

The Community Views Report includes the following:

- Details of the public exhibition of the draft Structure Plan and the public drop-in sessions.
- A summary of the written feedback received, as well as copies of the submissions.
- A record of the feedback received during the public drop-in sessions.
- Recommendations relating to each feedback point.

FIGURE 1 – REGIONAL CONTEXT



FIGURE 2 – STUDY AREA



1.1 PROJECT AIMS

The Structure Plan will provide a vision for future land use and development within St Helens and its surrounds over the next 20 years. It will also provide a basis for the provisions relating to the settlement in the revised Planning Scheme that Council is currently preparing to replace the Break O' Day Planning Scheme 1996.

The aims of the structure plan are to:

- Further the goals of the existing strategic planning documents such as the Regional Land Use Strategy of Northern Tasmania and Vision East 2030.
- Consider how the settlements will look in 20 years.
- Consider what size population should be planned for.
- Identify and investigate the residential, commercial, and industrial land supply.
- Consider the management of natural hazards and climate change.
- Identify and investigate locations for tourism and economic drivers.
- Consider the layout of the St Helens town centre.
- Consider the role and function of the settlements in relation to each other.
- Provide recommendations that can be translated into the new planning scheme.

The St Helens Structure Plan is one of several strategic planning projects that the Break O'Day Council is currently undertaking including a Municipal Management Plan (MMP). The MMP includes a number of component documents that will complement the St Helens Structure Plan; comments on these are as follows:

- Break O' Day Land Use and Development Strategy: This MMP document will provide municipal land use planning policies to guide the preparation of the revised Planning Scheme. Details from the St Helens Structure Plan will be incorporated into the Land Use and Development Strategy.
- St Helens CBD Urban Design and Traffic Management Strategy: This MMP document will include a detailed Urban Design Framework and a Traffic Management and Pedestrian Framework for the St Helens CBD. The strategy will address pedestrian amenity, urban design, further landscape improvements, traffic and parking management, and safety and linkages. To this end, the St Helens Structure Plan will provide high-level objectives for these issues to guide the identification of zoning boundaries and Local Area Objectives. The more detailed analysis of these issues will be undertaken as part of the St Helens CBD Urban Design and Traffic Management Strategy.
- Stormwater Management Plan: A Stormwater Management Plan will be prepared to address a number of areas in the municipality including St Helens and Binalong Bay.
- Recreation and Open Space Development Plan: This will include a review of existing recreational and open space facilities and will identify gaps in provision and a strategic framework to address these. A Master Plan for the St Helens Sports Complex will also be prepared. The St Helens Structure Plan will provide high-level objectives for recreation and open space facilities. The more detailed analysis will be undertaken as part of the MMP.
- Coastal Plan: This will include a Coastal Park Concept Plan, which will address issues such as walking and cycling tracks, the provision of car parking and the protection of coastal values, and a Coast Park Vegetation Management Plan.
- Tourism Development Strategy: See Section 8.7.8 for more details

- Responding To Climate Change: This includes the Coastal Adaption Decisions Pathway Project (See Section 8.7.7) and the Lower George Flood Risk Plan.
- Community Infrastructure and Design Guidelines
- Civic Centre Feasibility Study: This will consider options for the location of the Council Chambers.
- Arts and Cultural Strategy
- Economic Development Strategy
- Airstrip Redevelopment Feasibility Study
- Community Safety Plan

Council is also preparing a Break O'Day Transport Master Plan.

1.2 PROJECT PROCESS

The process involved in the preparation of the Structure Plan is outlined in Figure 3 below.

FIGURE 3 – STRUCTURE PLAN PROCESS



2 Vision

The vision for the future of St Helens and its surrounds is:

An inclusive community that is sought out by young and old to visit, move to, live in and retire in.

A place where the environment is protected, social connections are enhanced, and economic development is facilitated.

A place which provides educational and employment opportunities.

A place with strong linkages to its exceptional coastal setting.

A place known around the world for the Bay of Fires.

A thriving, vibrant place with high quality establishments, facilities and infrastructure.

The objectives and recommended actions in Section 4 focus on how the arrangement of land uses, transport, built form and public spaces can advance St Helens and its surrounds closer to the desired vision.

3 Land Use and Community Needs Assessment

3.1 RESIDENTIAL LAND

3.1.1 SUPPLY

As detailed in the Background Report, there is currently approximately 100ha of vacant residential land and 1,320 ha of vacant rural lifestyle land within the study area.

Based on the average allotment sizes and development ratios detailed in Tables 1 and 2 below, the supply of vacant residential and rural lifestyle land equates to approximately 1,404 potential allotments. Some of these allotments may be constrained by factors such as the presence of native flora and fauna, and to this end it is likely that the actual number of allotments that could be created will be less than this figure. However, there may also be existing development properties that could accommodate additional dwellings.

TABLE 1 – EXISTING RESIDENTIAL LAND SUPPLY

	ST HELENS	STIEGLITZ & AKAROA	BINALONG BAY	TOTAL
Approximate existing vacant residential land	69.87ha	15.84ha	14.66ha	100.37ha
Average dwellings per hectare*	13.3	9	4.5	
Total potential residential allotments**	932	143	66	1,140

* Average dwellings per hectare calculated as follows:

- St Helens: An average allotment area of 600 sqm has been utilised with a 20% allowance for non-developable land (roads, parks etc).
- Stieglitz and Akaroa: An average allotment area of 1,000 sqm has been utilised with a 10% allowance for non-developable land.
- Binalong Bay: An average allotment area of 2,000 sqm has been utilised with a 10% allowance for non-developable land.

** Additional constraints analysis and subdivision design is likely to result in lower numbers of dwellings; for example, some vacant land in Binalong Bay cannot presently be developed due to the presence of a sea eagle nest.

TABLE 2 – EXISTING RURAL LIFESTYLE LAND SUPPLY

	TOTAL
Approximate existing vacant rural lifestyle	1,320 ha
Average lot size per dwelling	5ha
Total potential rural lifestyle allotments**	264

* Based on a 5 ha allotment size.

3.1.2 DEMAND

There are two components to the dwelling projections; dwellings that are a 'place of usual residence' and dwellings that are used as holiday homes.

Using 2011 Census data, population projections and following the assumptions and methodology shown in sections 3.1.2.1 and 3.1.2.2 below, the projected dwelling requirements in Table 3 have been derived for the profile area.

TABLE 3 – DWELLING PROJECTIONS FOR ST HELENS PROFILE AREA

	2011	GROWTH	2030
Occupied Dwellings	1,262	259	1,521
Unoccupied Dwellings (Holiday Houses)	841	173	1014
Total Dwellings	2,103	432	2,535

This equates to approximately 23 dwellings per year from 2012 to 2030. However, as detailed in the Background Report, dwelling approvals have averaged 42.5 annually over the last decade, which may indicate there is a higher latent demand for dwellings and/or holiday houses than the projections show. If these trends continue, an additional 808 dwellings may be sought by 2030. Taking into account the estimated potential supply of residential land calculated in Section 3.1.1 above, which indicates a potential existing supply of up to and around 1,404 dwellings, it would appear that current supply is more than sufficient to accommodate the projected dwelling takeup to 2030.

The age structure population data in the Background Report shows that the population profile has a considerably higher percentage of persons 55 years or older. The provision of housing for older and retired persons will be an important factor in meeting the demand for housing.

3.1.2.1 PLACE OF USUAL RESIDENCE

The population and household size projections allow for estimations to be made of the housing demand for dwellings considered by occupants as their 'place of usual residence'. It must be recognised that this is only a segment of the demand as a significant proportion of dwellings in the profile area are used as holiday homes and as such would not be considered as a place of usual residence. It is assumed that there will continue to be strong demand for holiday homes over the next couple of decades.

The place of usual residence dwelling requirements are calculated in Table 4 below by dividing the projected population growth by the average household size. The result is a requirement for 259 place of usual residence dwellings in the profile area by 2030.

TABLE 4 – PLACE OF USUAL RESIDENCE DWELLING PROJECTIONS

	ST HELENS PROFILE AREA
Projected population growth 2011-2030	545
Average household size	2.1
Projected new dwellings required for place of usual residence by 2030	259

3.1.2.2 HOLIDAY HOUSES

It is difficult to obtain data on whether private dwellings are considered by occupants as their place of usual residence, especially as the extent to which they are occupied may change over time.

Data relating to occupied and unoccupied dwellings on Census night has been used (see Table 5) and an assumption has been made regarding the data. It has been assumed that as the Census was taken on Tuesday 9th August (mid-week in winter), the percentage of unoccupied dwellings on this night is considered a reasonable assessment of the proportion of holiday homes in the profile area.

Analysis of this data has been undertaken to adopt an additional dwelling demand estimate factor based on the proportion of occupied versus unoccupied dwellings on Census night. It is important to recognise that actual dwelling trends may differ and this is to be considered a broad estimate only. Ongoing monitoring and analysis of dwelling approval data and population growth figures will assist in determining the true extent of dwelling demand.

Making some general assumptions, a projection of the future holiday dwelling needs for St Helens profile area can be made. This projection is shown in Table 5 below.

TABLE 5 – HOLIDAY DWELLING PROJECTIONS

	ST HELENS PROFILE AREA
2011 occupied private dwellings in the profile area	1,262 (60.01% of total dwellings))
2011 unoccupied private dwellings in the profile area	841 (39.99% of total dwellings)
2011 to 2030 Projected new place of usual residence dwellings required	259 (60.01% of new dwellings)
2011 to 2030 Projected new holiday dwellings required	173 (39.99% of new dwellings)

3.1.3 IMPLICATIONS

The Structure Plan will need to consider:

- The provision of land for at least 432 and possible up to and in excess of 808 additional dwellings. Ongoing monitoring of the demand for and supply of dwellings will be necessary to determine how much residential land should be made available.
- The utilisation of existing zoned land.
- The suitability of existing zoned land for residential development – e.g. is it floodprone.
- Whether to encourage a more diverse range of housing (e.g. shoptop housing and smaller units in close proximity to the town centre).
- Whether to protect long term residential growth area options to ensure there is a supply of residential land beyond the 2030 timeframe of the Structure Plan.

3.2 RETAIL LAND

3.2.1 SUPPLY

As detailed in the Background Report, there is currently 1.19 ha of vacant land in the General Business Zone, and there are also a number of vacant buildings. Several properties in the zone are occupied by dwellings.

3.2.2 DEMAND

There have been 14 new commercial buildings erected between 2001 and 2012, resulting in an average of 1.2 new buildings per year. These have included shops (including the supermarket complex), offices, a gallery, travellers accommodation, a restaurant, and a remodelled service station. Several of the developments have involved replacing existing buildings.

Discussions with local real estate agents have confirmed that there have been low levels of demand for commercial properties in recent years. The difficulty of some businesses operating outside of the holiday population peaks was also raised during the key stakeholder workshops. A further factor to consider in relation to the demand for retail land is the impact of online shopping. Research by Urbis has found that online retail represented 3.9% of retail sales in Australia in 2010, and that this is forecast to grow at an average 16% annually over the next decade. This may result in lower rates of demand for retail land.

These factors indicate that there is unlikely to be a high demand for additional retail floorspace or land to 2030.

3.3 IMPLICATIONS

Additional demand can be met through the following:

- Development of vacant sites.
- Use of vacant shops.
- Redevelopment of existing sites, noting that there are several conventional density residential properties within the boundaries of the General Business Zone.

3.4 INDUSTRIAL LAND AND AQUACULTURE SITES

3.4.1 SUPPLY

As detailed in the Background Report, there is currently approximately 18ha of land in the industrial estate. Approximately 13% (2.3 ha) of this land is currently vacant, and there are also a number of vacant buildings. There is no ability to expand the existing industrial estate given its proximity to dwellings.

There have been 20 industrial buildings erected between 2001 and 2012, resulting in an average of 1.6 approvals per year.

There are several landside aquaculture buildings located on the foreshore of Georges Bay associated with the oyster farms.

3.4.2 DEMAND

Discussions with local real estate agents have confirmed that there have been low levels of demand for industrial properties in recent years. The Regional Land Use Strategy of Northern Tasmania includes the following consideration of industrial land:

There is limited information on the future industrial needs within the Region beyond the 2011 time horizon however Launceston City has an Industrial Strategy to 2029 that was prepared in 2008-09. An industrial land demand study completed in 2008 identified industrial land demand to 2011. This study is currently being updated by DEDTA and will identify industrial land demand (and supply shortages) for the longer term horizon to 2040. It is expected that the industrial land requirements will need to be considered in future iterations of the RLUS [Regional Land Use Strategy].

In regards to the landside aquaculture buildings on Georges Bay, all aquaculture leases are being used, and to this end there is no demand for additional business operations in this location.

3.4.3 IMPLICATIONS

Given the existing supply of vacant industrial land and buildings, it is unlikely that there will be a demand for additional land within the life of the Structure Plan.

3.5 COMMUNITY SERVICES AND FACILITIES

3.5.1 SUPPLY

The existing community services and facilities are listed in the Background Report and also in the third column of Table 6 below.

3.5.2 DEMAND

The general population of the St Helens profile area is forecast to grow by 545 people between 2011 and 2030. It is also understood that the population expands significantly to over 17,000 in the summer months. This population expansion has been considered in the quantitative analysis of community infrastructure requirements where relevant below.

TABLE 6 – SELECTED COMMUNITY SERVICE AND FACILITY BENCHMARKING

SERVICE AND BENCHMARK	SOURCE OF BENCHMARK	CURRENT PROVISION	FUTURE REQUIREMENTS
HEALTH AND EMERGENCY SERVICES			
Maternal and child health 1 consulting room (and full time nurse) per 140 annual births	Planning for Community Infrastructure in Growth Areas ASR Research 2008	St Helens Child and Family Service	No further provision required. One consulting room and part-time nurse will be adequate into the future. Summer population expected to have minimal impact on demand as service users are generally linked to a nurse in their place of residence.
General practitioner 1 GP per 1000 persons (1 GP clinic with 4-6 consulting rooms per 6,000 persons)	Australian average, Tasmania's Health Plan 2007	St Helens Primary Care Centre	No further provision of buildings required. One GP clinic is considered adequate to meet the needs of the increasing summer population as well as the projected residential growth.
Community based health centre 1 centre per 10,000 population	Planning for Community Infrastructure in Growth Areas ASR Research 2008	Anglicare St Helens Community Care	An expansion in the hours of HACC services provided will be required to meet the needs of the increasing resident population. This is unlikely to have an impact on infrastructure.

SERVICE AND BENCHMARK	SOURCE OF BENCHMARK	CURRENT PROVISION	FUTURE REQUIREMENTS
Hospital 1 per 50,000 population	Planning for Community Infrastructure in Growth Areas ASR Research 2008	St Helens District Hospital (10 acute care beds)	No further provision is required to manage the resident population growth. Additional (temporary) beds or appropriate peak demand management strategy may be required to manage the summer population.
Residential aged care 44 low care and 44 high care beds per 1000 people aged over 70	Australian Government Department of Health and Ageing	Medea Park Hostel / Nursing Home (20 low care, 35 high care and 2 respite beds)	There seems to be a shortage in the availability of both low and high care residential aged care beds to cater for the future resident population. Expansion of this service is recommended.
Police Station 1 per 37,000 population	Planning for Community Infrastructure in Growth Areas ASR Research 2008	St Helens Police Station	No further provision required
Fire Station 1 per 15,000 population	Planning for Community Infrastructure in Growth Areas ASR Research 2008	St Helens Fire Station	No further provision required
Ambulance Station 1 per 56,000 population	Planning for Community Infrastructure in Growth Areas ASR Research 2008	St Helens Ambulance Station	No further provision required
CHILDCARE SERVICES			
Long Day Child Care 15 places per 100 children aged 0-5	Planning for Community Infrastructure in Growth Areas ASR Research 2008	Possmagic Child Care Centre	Approximately 30 places will be required to meet the needs of the future resident population. No provision should be made for the summer population as long day child care is not an occasional care service.
Kindergarten / Preschool 30 places per 100 children aged 3 85 places per 100 children aged 4	Planning for Community Infrastructure in Growth Areas ASR Research 2008	St Helens District School Seabrook Christian School – St Helens Campus	No further provision required.

SERVICE AND BENCHMARK	SOURCE OF BENCHMARK	CURRENT PROVISION	FUTURE REQUIREMENTS
COMMUNITY SERVICES			
Centre based library 1 per 30,000 population	Planning for Community Infrastructure in Growth Areas ASR Research 2008	St Helens Public Library	No further provision required.
Community meeting space / multi-purpose community centre 1 meeting space for up to 20 people per 4,000 population 1 centre per 8,000 population	Planning for Community Infrastructure in Growth Areas ASR Research 2008	Town Hall	An additional meeting space for up to 20 people may be required.
Neighbourhood House 1 per 20,000 population	Planning for Community Infrastructure in Growth Areas ASR Research 2008	St Helens Neighbourhood House	No further provision required.
EDUCATION			
Government primary school 1 per 8,000 population	Planning for Community Infrastructure in Growth Areas ASR Research 2008	St Helens District School	No further provision required.
Catholic primary school 1 per 18,000 population	Planning for Community Infrastructure in Growth Areas ASR Research 2008	Seabrook Christian School – St Helens Campus	No further provision required.
Government secondary school 1 per 25,000 population	Planning for Community Infrastructure in Growth Areas ASR Research 2008	St Helens District School	No further provision required.
Catholic secondary school 1 per 58,000 population	Planning for Community Infrastructure in Growth Areas ASR Research 2008	Seabrook Christian School – St Helens Campus	No further provision required.
Higher Education No benchmark identified		Rural Health Teaching Site St Helens	No further provision required. It is considered appropriate for higher education facilities to be provided in regional centres.

SERVICE AND BENCHMARK	SOURCE OF BENCHMARK	CURRENT PROVISION	FUTURE REQUIREMENTS
RECREATION AND OPEN SPACE			
Indoor recreation centres 1 per 10,000 population 1 per 40,000 (aquatic)	Planning for Community Infrastructure in Growth Areas ASR Research 2008	None	The indoor basketball court at the school is used by the public. It is not considered necessary to provide an aquatic centre / gym unless it would receive significant use and receive revenue from the summer population.
Active open space reserves 1 (4-5ha) per 6,000 people	Planning for Community Infrastructure in Growth Areas ASR Research 2008	St Helens Sporting Complex (Football oval, Woodchopping Arena, running track, cycling track, netball courts, equestrian arena) St Helens Squash Court (located in the gym) St Helens Gun Club St Helens Tennis Club St Helens Golf Club St Helens Croquet Club St Helens Bowls Club	An outdoor basketball court may be required for unstructured recreation use.
Passive open space .7ha per 1000 people	Planning for Community Infrastructure in Growth Areas ASR Research 2008	Fishermen Memorial Park Stieglitz Foreshore Lions Park St Helens Foreshore St Helens Point Conservation Area Humbug Point Nature Recreation Area Bay of Fires Conservation Area Parnella Conservation Area Kings Park Kirwans Beach Park	No further provision required except to ensure there is access to local open space to residents within new subdivisions.

An assessment of the level of community infrastructure provided in St Helens has been made through analysis of best practice community facility provision benchmarks. It must be noted that these benchmarks are derived from a range of sources and are general in nature.

On the whole, the benchmarks do not take into consideration levels of isolation or specific community needs such as seasonal needs. They do however provide a guide to help understand the current and potential community infrastructure requirements for communities. In this analysis, seasonal needs have

been considered in conjunction with the benchmark for each service to provide an inclusive recommendation.

In addition to this, it is recognised that St Helens plays a regional role and that the majority of future service provision in the Break O Day municipality will be based in the administrative centre of St Helens. This has also been considered in the recommendations.

In considering future service provision, the below statement made by the Department of Health and Human Services in relation to health services is considered relevant to the provision of broader community infrastructure:

Many Tasmanian communities are small, creating a tension between the desire to deliver comprehensive health services locally and the need to structure services so that they are sustainable. This is a particular challenge for small and/or complex services. (Tasmania's Health Plan 2007).

Overall, for a residential population of under 3,000 people, St Helens and its surrounds are well resourced. It is also recognised that many of the community facilities are utilised both by a larger summer population and also a wider catchment beyond the boundaries of the study area.

The projected population increase of around 507 people and the continuing ageing of the population profile will potentially create some increased demand for local provision of health and community services as outlined in the table above.

While the St Helens profile area is well resourced, where future infrastructure has been recommended, it must be considered a priority to provide flexible spaces that can be used for a range of purposes as needs require. These multi-purpose spaces include consulting suites, class rooms and meeting places in order to allow for increasing outreach services, particularly for the ageing population and to cater for peak short term population growth each holiday season.

3.5.3 IMPLICATIONS

Based on the quantitative benchmarking analysis in Table 6 above, and identification of qualitative issues for community facilities, the implications for the Structure Plan are as follows:

- Additional (temporary) beds or an appropriate peak demand management strategy may be required at the hospital to manage the summer population.
- The current hospital site is inadequate and its relocation may be necessary.
- Expansion and potential co-location of emergency services sites could be investigated.
- There seems to be a shortage in the availability of both low and high care residential aged care beds to cater for the future resident population, and expansion of this service is recommended.
- Approximately 30 child care places will be required to meet the needs of the future resident population.
- An additional community meeting space for up to 20 people may be required.
- Although the quantitative analysis has shown that it may not be necessary to provide an aquatic centre / gym unless it would receive significant use and receive revenue from the summer population, given the lifestyle enhancements this would make to the community, it could be necessary from a qualitative perspective.
- No further provision of open space is required except to ensure there is access to local open space to residents within new subdivisions.
- Improvements could be made to the existing areas of open space.

4 The Structure Plan

4.1 INTRODUCTION

The Structure Plan provides objectives for residential, industrial, tourism, rural, recreational and community land uses, the town centre (including business and retail uses), the waterfront, the movement network, and natural hazard areas. It also incorporates a range of recommended actions that seek to further the objectives, including suggested wording for the Local Area Objectives and The Desired Future Character Statements should include the following elements: that will be included in the new Planning Scheme. The Zoning Plan (Figure 4) provides recommendations for the new Planning Scheme and utilises zones from the Common Key Elements Template.

The Settlement Framework Plan (Figure 6) and Regional Framework Plan (Figure 7) illustrate the key geographically-based recommendations. Recommended improvements for the town centre are provided as a separate plan (Figure 8).

4.2 OVERALL STRUCTURE

Broadly the Structure Plan recommends that:

- An urban boundary should be enforced to ensure the sustainable and efficient use of land (refer to Figures 4 and 5).
- The settlement hierarchy in Vision East be implemented as follows:
 - St Helens will function as a district town and will have a high growth scenario. It should continue to be the primary urban area in the study area and the municipality (refer to Figure 6). It will evolve to provide a wider range of living and tourist accommodation options, and any potential long term growth will be in a defined area to the south (see Recommendation 6 on Figure 7).
 - Stieglitz and Akaroa will function as a hamlet with a low growth scenario. They should be subject to infill development of existing residentially zoned land only, rather than any expansion of the existing urban boundary (refer to Figure 6).
 - Binalong Bay and The Gardens will function as hamlets with a low growth scenario. They should remain as “unserved” settlements, i.e. reticulated sewerage and water services should not be extended to these, and development should be limited to infill development of existing residentially zoned land (refer to Figure 6).
- The environmental features including the significant flora and fauna that are key elements of the character of the study area should be protected.
- Consideration be given to potential locations for sensitive development of tourist accommodation and/or tourism related attractions in a coastal setting (see Recommendation 4 on Figure 7).

It is recognised that there can be pressure to backzone urban land where current landowners are uninterested in developing sites, and to zone more land for urban development on the edge of settlements by interested parties. However, the retention of a compact urban form is an important planning principle. This means that land that is already zoned for urban purposes should be retained for this use to ensure land that is already serviced and is located close to urban amenities is available for development.

The roles, functions and characters of the individual settlements will be as follows (refer also to Figure 6):

St Helens

St Helens will continue to be the key service centre where civic functions, key community services and commercial businesses are concentrated. Given the concentration of community facilities, it will also be the key location for retirement housing and aged care facilities. More intensive development of the town

centre will be encouraged to provide additional tourist accommodation and residential living options, preferably with two to three storey buildings that capitalise on coastal views. Potential long term growth will occur in a defined location south of the bridge that is contiguous to existing urban areas, close to the town centre, and relatively unconstrained for future development.

Stieglitz and Akaroa

Stieglitz and Akaroa will continue to function as residential areas that rely on St Helens for the majority of services, with opportunities for the limited establishment of retail or commercial activities to service local needs and tourist demand such as food and drink premises. The development of additional dwellings will occur on vacant land that is already zoned for residential purposes.

Binalong Bay

It is recommended that Binalong Bay remain as an unserviced residential settlement with some limited commercial facilities supporting the local tourism market (food and drink premises etc). In considering whether to connect the settlement to reticulated water and sewerage services, the pros and cons listed in Table 7 were considered, and in the balance it is recommended that servicing extensions should not be made.

TABLE 7 – PROS AND CONS OF CONNECTING BINALONG BAY TO RETICULATED SERVICES

PROS	CONS
<ul style="list-style-type: none"> ▪ Removing existing leaking on-site sewerage disposal systems will result in environmental improvements. 	<ul style="list-style-type: none"> ▪ The costs associated with extending the water and sewerage services will be high given the limited number of dwellings that will be served. ▪ The analysis of land supply indicates that there is currently a supply of land for approximately 66 additional dwellings, whereas St Helens, Stieglitz and Akaroa have capacity for over 1,000 additional dwellings. Investment in reticulated servicing infrastructure would be more effectively spent in the latter areas where there will be a higher proportion of residential growth. ▪ Binalong Bay is situated on a headland. The topography means that pumps will need to be installed, increasing the costs of installing the infrastructure. ▪ It could be difficult to locate a route for the pipes that will not be potentially impacted by sea level rise. ▪ Installing reticulated services could create pressure for additional development of Binalong Bay in order to justify the costs, which would be contrary to the low growth scenario assigned to it in Vision East. ▪ The presence of reticulated services would reduce the need to have larger allotments, which have their history in the need to provide on-site services. Smaller allotments would change the character of Binalong Bay. ▪ There are modern on-site sewerage disposal systems that could be utilised.

PROS	CONS
	<ul style="list-style-type: none"> ▪ Some connection costs would need to be borne by individual landowners, which could be onerous and politically difficult.

The Gardens and Surrounds

The Gardens and the small clusters of dwellings to the south will retain their character as small settlements consisting of unserviced dwellings scattered around the headlands. Development will be limited to the existing rural lifestyle land.

Throughout the study area, existing and future home businesses will continue to be supported, as these are permissible throughout the municipality subject to meeting the criteria in the planning scheme.

4.3 ZONING, LOCAL AREA OBJECTIVES, AND DESIRED FUTURE CHARACTER STATEMENTS

A zoning plan (Figure 4) has been prepared based on the work undertaken to date by Council to provide a translation of the existing zones to the new zones. Guidance for the Local Area Objectives and the Desired Future Character Statements have also been prepared based on Council's work undertaken to date and the other recommendations of the structure plan.

4.3.1 GENERAL RESIDENTIAL ZONE

The boundaries of the General Residential Zone (refer to Figure 4) generally follow the boundaries of the existing Urban Zone, aside from some sites in Stieglitz.

The Local Area Objectives should include the following elements:

- Provide appropriate opportunities for development of existing urban settlements through infill and expansion that is contiguous with existing urban settlements in a manner that does not create ribbon development along the coast or roads.
- Protect the amenity of existing and future occupants of residences on adjoining lots in terms of:
 - visual and acoustic privacy;
 - overlooking of habitable rooms and outdoor recreation areas; and
 - loss of sunlight to habitable rooms and outdoor recreation areas.
- Ensure that the design and layout of residential subdivisions takes account of coastal protection requirements, solar access, waste disposal, protection of native vegetation, habitat, maintenance of the environmental and hydrological functions of streams and waterways and the visual amenity of surrounding areas.
- Ensure that the cultural and historic resources of urban settlements in the Municipality are protected from inappropriate development.

The Desired Future Character Statements should include the following elements:

- St Helens will evolve to provide a wider range of dwelling options, including conventional density development, unit developments close to the town centre, and aged care housing. Residential and visitor accommodation uses are encouraged.
- Stieglitz and Akaroa will be subject to infill development of existing residentially zoned land only, and will continue to be developed for conventional density development. Residential and visitor accommodation uses are encouraged.

4.3.2 LOW DENSITY ZONE

The Low Density Zone (refer to Figure 4) applies to most parts of Binalong Bay where allotments are larger, as well as areas in Stieglitz with larger allotments (around Osprey Drive) and also larger allotments prone to landslips.

The Local Area Objectives should include the following elements:

- Provide appropriate opportunities for development of existing urban settlements through infill that is contiguous with existing urban settlements in a manner that does not create ribbon development along the coast or roads.
- Ensure that new use or development in unserviced areas:
 - is self sufficient in infrastructure provision;
 - does not cause material environmental harm; and
 - does not create significant additional demands on community resources.
- Protect the amenity of existing and future occupants of residences on adjoining lots in terms of:
 - visual and acoustic privacy;
 - overlooking of habitable rooms and outdoor recreation areas; and
 - loss of sunlight to habitable rooms and outdoor recreation areas.
- Promote innovation in the design and form of urban development, and a better utilisation of existing and available serviced land;
- Ensure that the design and layout of residential subdivisions takes account of coastal protection requirements, solar access, waste disposal, protection of native vegetation habitat, maintenance of the environmental and hydrological functions of streams and waterways and the visual amenity of surrounding areas;
- Ensure that the cultural and historic resources of urban settlements in the municipality are protected from inappropriate development.

The Desired Future Character Statements should include the following elements:

- Binalong Bay and The Gardens will remain as “unserviced” settlements, and residential development will be limited to infill development of single dwellings on existing residentially zoned land. Larger allotments interspersed with plantings will be encouraged. Residential and visitor accommodation uses are encouraged.
- Low Density Zones in St Helens will be characterised by single dwellings on larger allotments. Residential and visitor accommodation uses are encouraged. Where landslip hazards are present, the appropriateness of any additional development will need to be closely examined.

4.3.3 RURAL LIVING

The existing Natural Resources and Environmental Protection Zones have been analysed to identify rural land that should be zoned Rural Living (refer to Figure 4) using the following process:

- Titles must be either within 5 kilometres of an urban area or consist of clusters of small existing allotments (e.g. The Gardens) to be considered for inclusion in the Rural Living or Environmental Living Zones.
- Titles with hobby farming uses and/or open characteristics are included in the Rural Living Zone. Titles with the presence of natural values are included in the Environment Living Zone.

The Local Area Objectives should include the following elements:

- Allow for a range of activities such as tourism which may not be directly related to, but are compatible with, the long term maintenance of the purpose of the zone.
- Maintain the scenic, historic and cultural values of the zone.
- Encourage use and development that integrates conservation of natural and cultural values into agricultural pursuits, particularly protection of remnant native vegetation, poorly reserved plant communities and the habitat of rare and threatened species.

The Desired Future Character Statements should include the following elements:

- Buildings will be of a recessive design and colour so as to blend in with the surrounding landscape.
- The land will be managed to prevent and/or remove weeds.
- Hobby farming will continue as a product of the lifestyle afforded by the land.
- Risks from natural hazards will be managed or avoided.
- New subdivisions will have contributed to improving roads and property access.
- Expansion of the zone area is not to cause viable agricultural land to be lost to agriculture.

4.3.4 ENVIRONMENT LIVING

The existing Natural Resources and Environmental Protection Zones have been analysed to identify rural land that should be zoned Environmental Living (refer to Figure 4) using the following process:

- Titles must be either within 5 kilometres of an urban area or consist of clusters of small existing allotments (e.g. The Gardens) to be considered for inclusion in the Rural Living or Environmental Living Zones.
- Titles with hobby farming uses and/or open characteristics are included in the Rural Living Zone. Titles with the presence of natural values are included in the Environment Living Zone.

The Local Area Objectives should include the following elements:

- Ensure that natural areas (including habitat corridors) to be included are protected whilst allowing for a range of appropriate uses and developments.
- Ensure that natural processes and ecological processes areas of high environmental quality or scenic amenity, unstable or fragile landforms, unreserved or unprotected native flora and fauna, geoheritage, and threatened species are maintained and/or protected.
- Provide an alternative residential lifestyle to living within settlements on land with natural values.

The Desired Future Character Statements should include the following elements:

Buildings will be of a recessive design and colour so as to blend in with the surrounding landscape

- The land will be managed to prevent and/or remove weeds,
- Native vegetation will be retained in a manner that contributes to the maintenance of broad habitat corridors.
- Risks from natural hazards will be managed or avoided.
- Conservation covenants will be encouraged where appropriate.

- Expansion of the zone area is not to cause viable agricultural land to be lost to agriculture.
- The zone will be used to provide a buffer to reserves and/or national parks.

4.3.5 COMMUNITY PURPOSE

The Community Purpose Zone (refer to Figure 4) has been applied to features such as schools and the hospital.

The Local Area Objectives should include the following elements:

- To ensure that residential amenity of adjoining residential properties is maintained.
- To limit the range of uses to only that necessary to serve the purpose of the zone.
- To recognize historical development of community service sites.

The Desired Future Character Statements should include the following elements:

- Community land uses will be integrated with the surrounding area.

4.3.6 RECREATION

The Recreation Zone (refer to Figure 4) has been applied to the racecourse and golf course.

The Local Area Objectives should include the following elements:

- To ensure that residential amenity of adjoining residential properties is maintained.
- To limit the range of uses to only that necessary to serve the purpose of the zone.
- To recognize historical development of recreation sites.

The Desired Future Character Statements should include the following elements:

- The recreation grounds will continue to provide recreation opportunities as their core function.

4.3.7 OPEN SPACE

The Open Space Zone (refer to Figure 4) has been applied to public parks. Open space means both land that is predominantly open grassed areas and also bushland areas.

The Local Area Objectives should include the following elements:

- To ensure that residential amenity of adjoining residential properties is maintained.
- To limit the range of uses to only that necessary to serve the purpose of the zone.
- To recognize historical development of open space sites.

The Desired Future Character Statements should include the following elements:

- Areas of open space will provide active and passive recreational opportunities for public use.
- The foreshore areas at St Helens will have strong linkages to the town centre.

4.3.8 GENERAL BUSINESS

The General Business Zone (refer to Figure 4) has been applied to the St Helens Town Centre. It included existing civic and commercial uses, and also some sites that currently contain dwellings but that over time may be redeveloped for commercial uses.

The Local Area Objectives should include the following elements:

- Provide a centre for business to serve the whole municipality located in St Helens.
- Provide for a mix of uses including commercial, civic and residential on the second storey of buildings.
- Provide a community focal point via a civic plaza.
- Provide for travellers accommodation that capitalises on coastal views.
- Improve connections between the town centre and the waterfront.
- Utilise a precinct-wide approach to car parking throughout the town centre.
- Improve pedestrian safety and amenity.
- Protect and enhance trees and landscaping in the town centre streetscapes.

Desired Future Character Statement

- The 8m historical setback on the western side of Cecilia Street will be retained between Quail Street and Circassian Street.
- Storm water will be managed to reduce the impacts of flash flooding in Cecilia Street.
- Buildings should be built to the road boundary in the core area.
- One and two storey building are encouraged on Cecilia Street and Quail Street.
- Two and three storey buildings are encouraged near the waterfront.
- High quality built form outcomes are encouraged.
- Public parking should be provided via shared parking nodes.
- The civic plaza should be developed and landscaped to encourage use by all members of the public.
- Pedestrian paths will be safe and accessible to all.
- Streetscapes will include trees and landscaped areas.

4.3.9 GENERAL INDUSTRIAL

The General Industrial Zone (refer to Figure 4) has been applied to the existing industrial estate adjacent to the Tasman Highway and the Council depot.

The Local Area Objectives should include the following elements:

- Provide areas for industry separated from living, business and community areas so as to reduce adverse impacts on the amenity of residents and users of land in the vicinity of industrial activities.
- Provide for the ongoing operation of the existing industrial area at St Helens, and provide for an expansion or additional area to be developed in the future when the demand for land justifies this.
- Promote innovative approaches to the design and development of industrial enterprises.
- Achieve high standards of environmental management for commercial, transport and industrial development and associated activities.

The Desired Future Character Statements should include the following elements:

- Storm water will be managed to minimize the impacts of flash flooding in St Helens.
- Landscaping will be established around the edge of the zone to improve the visual appearance of the area.
- Built form will be of a scale commensurate with a range of industrial and related activities.

4.3.10 RURAL RESOURCE

The existing Natural Resources and Environmental Protection Zones have been analysed to identify rural land that should be zoned Rural Resource (refer to Figure 4) using the following process:

- Properties (which may include several smaller titles under common ownership) must be at least 40ha to be considered for inclusion in the Rural Resource Zone. Titles below this size are unlikely to be used for productive agricultural uses and are unlikely to provide a stand-alone income for the occupiers.
- Individual vacant titles surrounded by dwellings on neighbouring titles where a sufficient level of fettering is in place are excluded from the Rural Resource Zone.

The Local Area Objectives should include the following elements in addition to the compulsory regional components:

- To maintain the scenic, environmental, historic and cultural values of the zone.
- To ensure that existing non-agricultural uses can continue to support their local area.
- Encourage use and development that integrates conservation of natural and cultural values into agricultural pursuits, particularly protection of remnant native vegetation, poorly reserved plant communities and the habitat of rare and threatened species (including habitat corridors).

The Desired Future Character Statements should include the following elements in addition to the compulsory regional components:

- Farms will remain large enough to be viable operations
- Dwellings will only occur where required to support a farming operation
- The large farms in coastal areas will continue to support broad acre grazing for cattle and sheep and other related enterprises
- All development will be self-sufficient for water supply and onsite waste water disposal

4.3.11 UTILITIES

The General Industrial Zone (refer to Figure 4) has been applied to the airstrip, sewerage treatment plants, and water treatment plant.

The Local Area Objectives should include the following elements:

- Provide for utilities necessary for St Helens.
- Provide for the appropriate level of development on the St Helens airport site.
- To limit the range of uses to only that necessary to serve the purpose of the zone.

The Desired Future Character Statements should include the following elements:

- The appearance and operations of utilities installations will be sensitive to their surrounds.

4.3.12 ENVIRONMENT MANAGEMENT

The Environment Management Zone (refer to Figure 4) has been applied to reserve land and areas that are outside reserves but that have significant natural values present.

The Local Area Objectives should include the following elements:

- Ensure that high value conservation areas are protected from inappropriate development and to allow planning controls to provide for their long term protection.
- To limit the range of uses to those that are suitable to fit within their natural surrounds.
- To provide for tourism opportunities that are appropriate to their setting in the natural environment.
- To provide for recreation opportunities that are appropriate to their setting in the natural environment.
- To ensure that areas subject to high levels of risk from natural hazards are managed to minimise the risk from the natural hazard.

The Desired Future Character Statements should include the following elements:

- The zone will contribute to maintaining biodiversity corridors.
- The zone will contribute to the protection of areas of high scenic value.

4.3.13 PORT AND MARINE

The Port and Marine Zone (refer to Figure 4) has been applied to the St Helens port.

The Local Area Objectives should include the following elements:

- To provide a mixture of port activity and tourist related activity in manner that promotes the St Helens foreshore as a place to visit.

The Desired Future Character Statements should include the following elements:

- The St Helens port will provide economic and recreation opportunities.
- The St Helens port will be expanded to include additional marina berths.
- The St Helens port including the landside car parking area and other features will be of a high visual standard befitting its gateway location into the town centre.

4.3.14 ULTIMATE ZONING

Figure 4 applies the direct zoning translation approach required by the state government for implementation in the interim planning scheme. Council have also identified an “ultimate” zoning map (Figure 5) which indicates the zoning that will be sought in the future. The key changes include the following:

- Rezone some Environmental Living sites to Rural Living in recognition of the lack of vegetation and smaller allotment sizes.
- Rezone unserviced sites adjacent to the Boggy Creek Wetland from General Residential to Environmental Living to reflect their inability to be developed for urban purposes.
- Rezone some residential land north of the airport from General Residential due to the presence of significant vegetation.

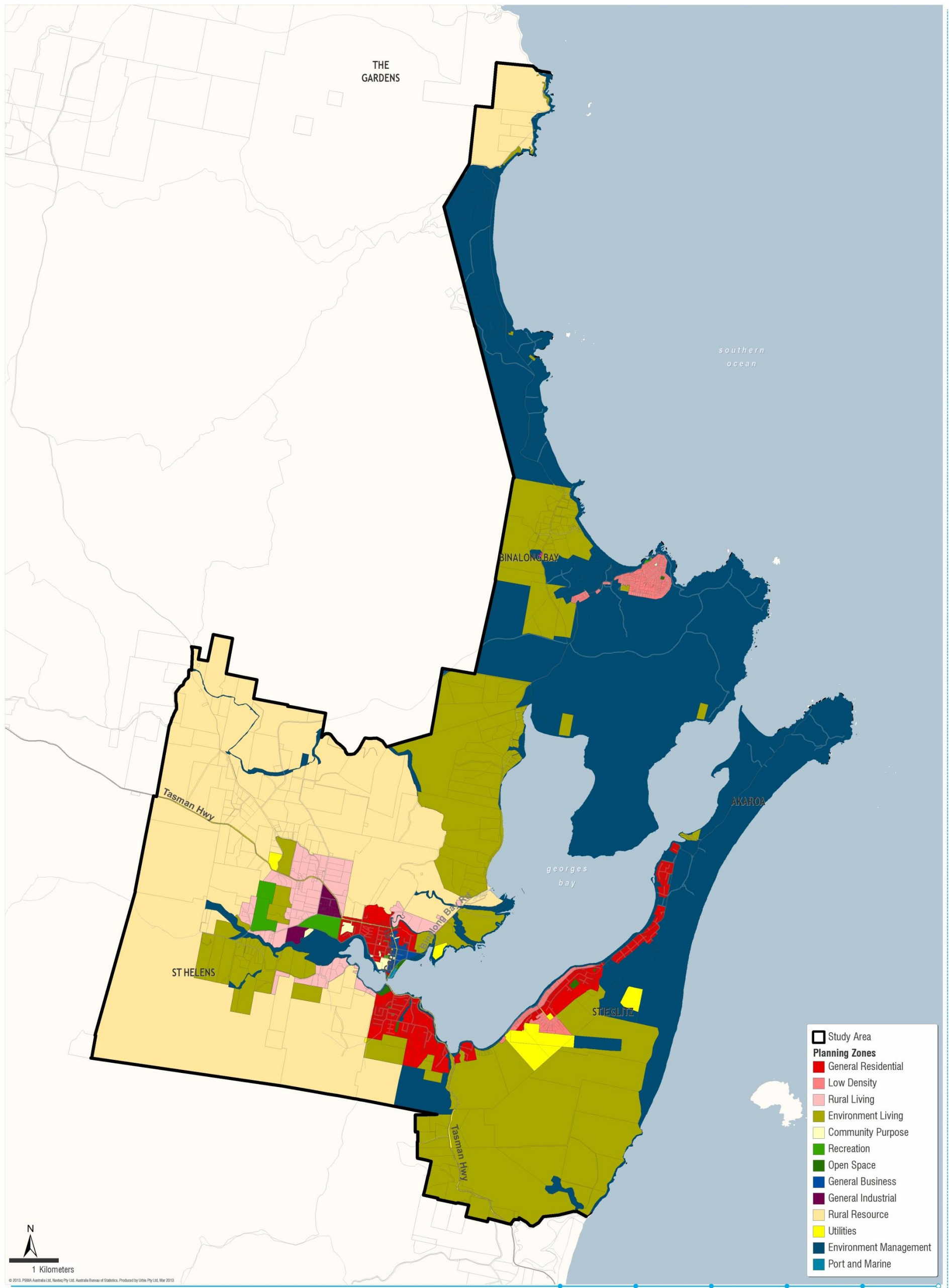
Objectives

- Provide guidance for the zones that will be adopted in the new Planning Scheme.
- Identify elements for inclusion in the Local Area Objectives and Desired Future Character Statements.

Recommended Actions

- Implement the zoning pattern depicted in Figure 4 in the interim planning scheme.
- Include the elements identified in Section 4.3 in the Local Area Objectives and Desired Future Character Statements.

FIGURE 4 – PROPOSED ZONING PLAN



- Study Area
- Planning Zones**
- General Residential
- Low Density
- Rural Living
- Environment Living
- Community Purpose
- Recreation
- Open Space
- General Business
- General Industrial
- Rural Resource
- Utilities
- Environment Management
- Port and Marine

FIGURE 5 – PROPOSED ULTIMATE ZONING PLAN

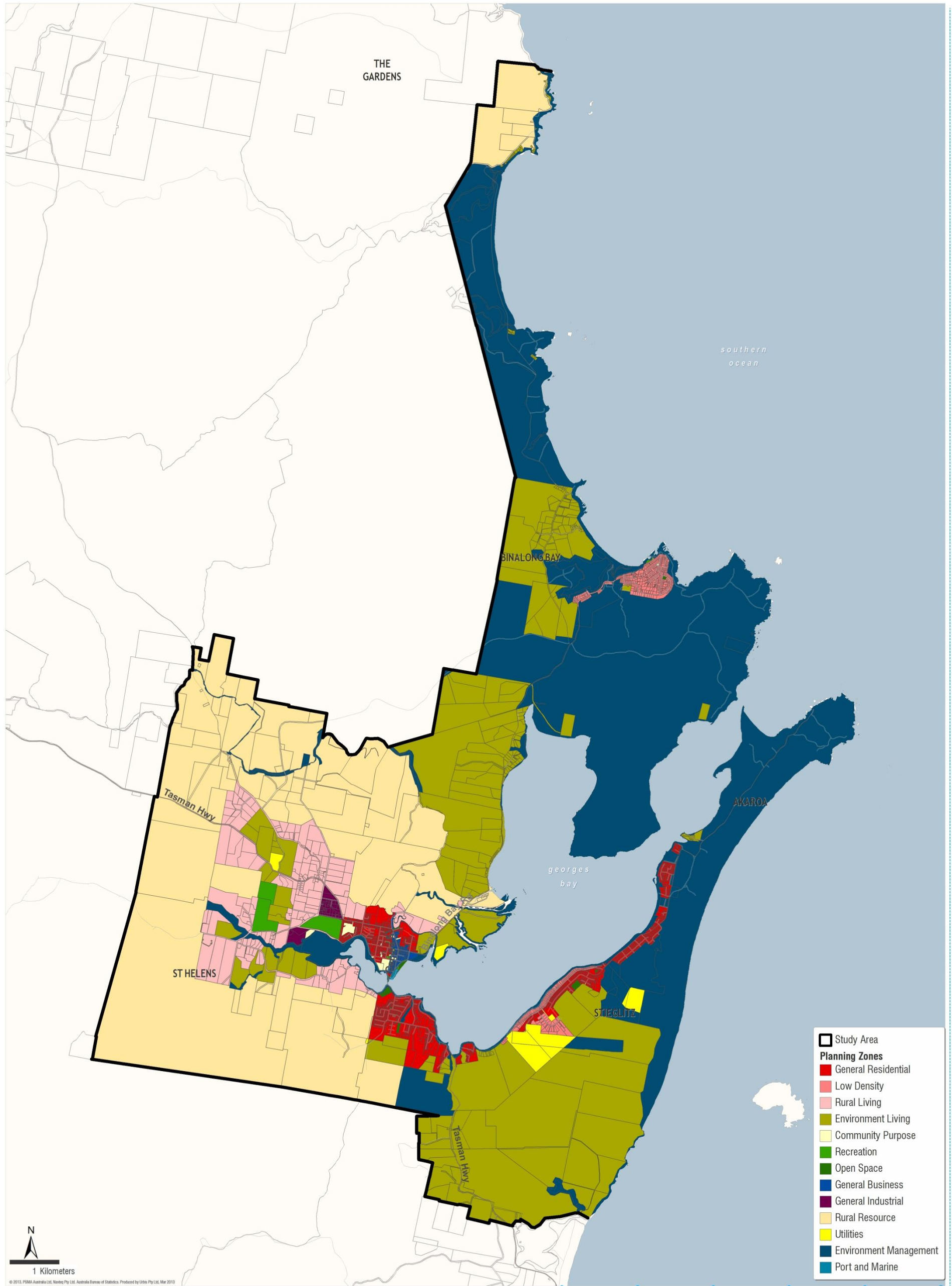


FIGURE 6 – SETTLEMENT FRAMEWORK PLAN

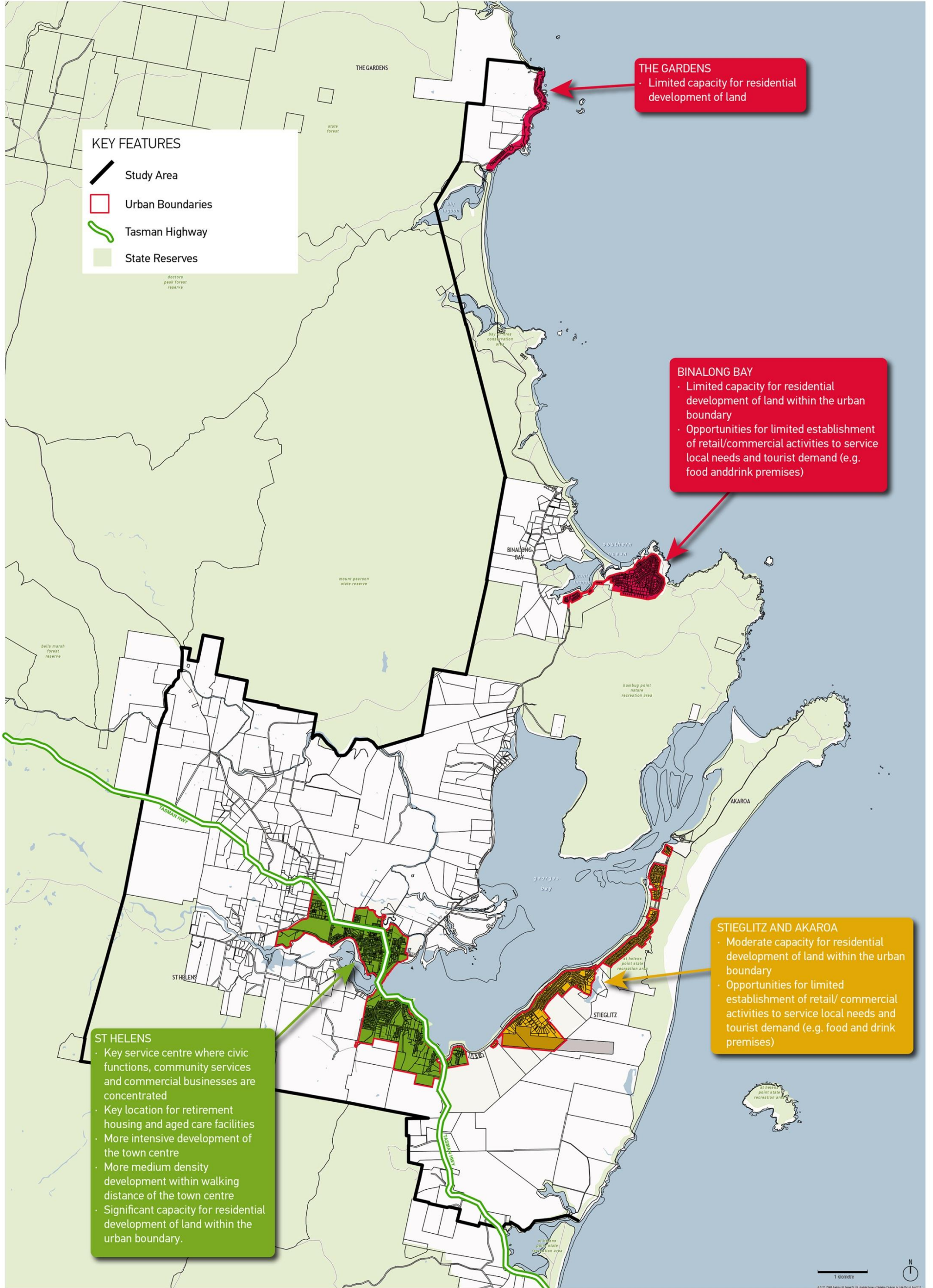


FIGURE 7 – REGIONAL FRAMEWORK PLAN

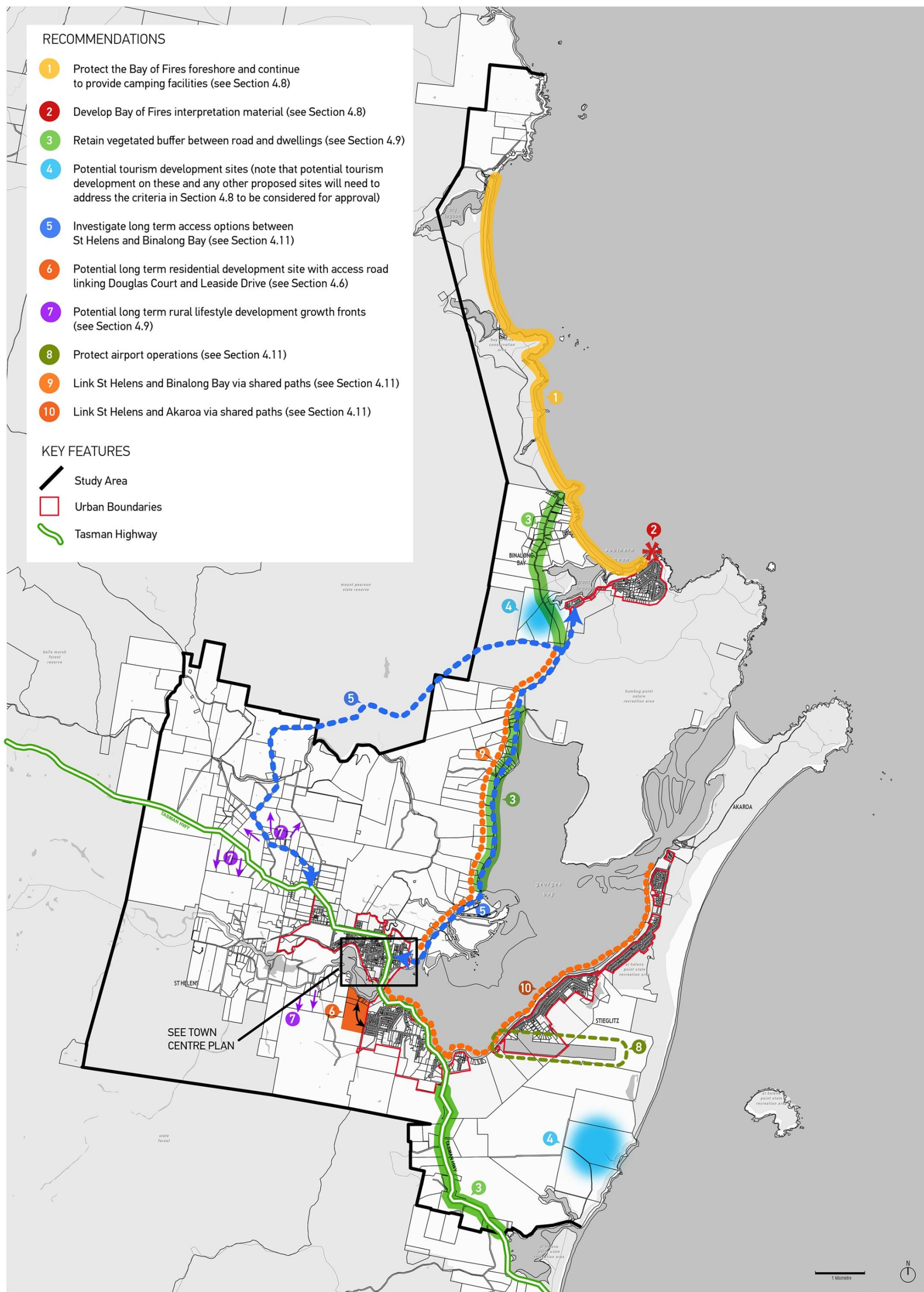
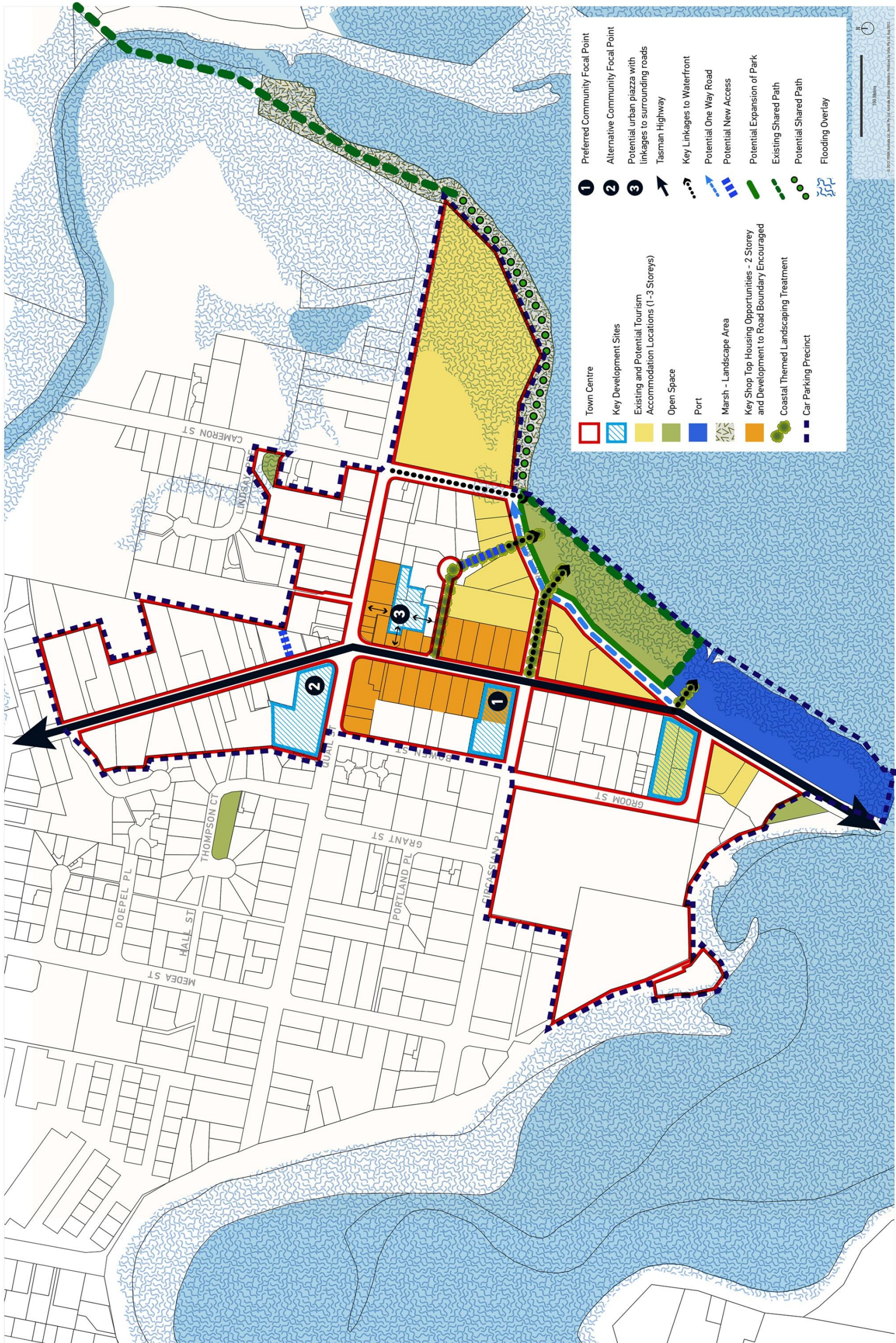


FIGURE 8 – TOWN CENTRE PLAN



St Helens and Surrounds Structure Plan
TOWN CENTRE PLAN



4.4 THE TOWN CENTRE

As discussed in the Opportunities and Challenges Report, the St Helens town centre is relatively compact and well defined but currently lacks connections to the waterfront, a community focal point, or a concentration of activity to promote vitality.

As illustrated on the Town Centre Plan (Figure 8), the Structure Plan recommendations seek to intensify land uses through higher density tourism accommodation and living opportunities within the core area of the town centre and the waterfront. The preferred community focal point would be to utilise the hospital site if the current operations move, as this is located close to the waterfront and the core town centre area. If the hospital is not relocated, the alternative site is the vacant land at the corner of Cecilia Street and Quail Street. The form of the community focal point should be further investigated through the St Helens Urban Design Framework, but would ideally comprise an urban plaza or “town centre” that includes public open space and food and drink premises where residents and visitors can congregate. A location for an urban piazza has also been identified where shops could front onto another outdoor space.

With the town centre angling away from the coastline and the Tasman Highway also directing traffic away from it, it is important to provide several well-signposted access routes to encourage movement and connection between the waterfront and the town centre. An extension of Pendrigh Place through to Georges Bay Esplanade would provide an additional access option between the core of the town centre and the waterfront. Reducing traffic flows along Georges Bay Esplanade to one way traffic would make access easier and would provide additional land for the foreshore park and for outdoor dining associated with the Bayside Inn Motel.

The town centre is currently characterised by single storey buildings, with some two storey tourist accommodation. Encouraging some intensification of land uses within the town centre will create efficiencies and greater concentrations of activity, but this must be balanced with retaining the low-key coastal character of St Helens. The Structure Plan identifies areas where 2 storey development including shoptop housing and 1-3 storey tourist accommodation would be appropriate. Figure 9 provides some examples of potentially appropriate development forms from the coastal settlement of Apollo Bay in Victoria.

At present car parking is usually provided on a site-by-site basis, which can be difficult on smaller sites and which can result in lower amenity outcomes due to the need to incorporate large parking areas in front of shops. The utilisation of a car park precinct approach, whereby car parking is addressed strategically for the town centre as a whole, would provide for shared car parking areas to be established. Developments would either provide on-site car parking or cash-in-lieu as appropriate, with the cash utilised to fund the shared car parking areas.

FIGURE 9 – BUILT FORM EXAMPLES



PICTURE 1 – 2 STOREY SHOPTOP HOUSING, APOLLO BAY



PICTURE 2 – 2-3 STOREY HOLIDAY ACCOMMODATION, APOLLO BAY

In this context, the following objectives and actions for the town centre have been identified:

Objectives

- Improve connections between the town centre and the foreshore.
- Identify a community focal point for the town centre.
- Support the development of an urban piazza linking Cecilia Street, Quail Street and Pendrigh Place.
- Identify key development sites.
- Encourage more intensive use of land within the town centre, including shoptop housing.
- Identify appropriate landscaping treatments for the town centre.
- Protect heritage buildings.
- Identify key urban design and built form parameters to guide the style of development.
- Provide for car parking on a strategic town centre basis rather than a site-by-site basis.

Recommended actions

- Investigate the potential for a new access connection between Pendrigh Place and Georges Bay Esplanade and the waterfront (refer to Figure 8) through the St Helens Traffic and Parking Strategy to improve access between the town centre and the waterfront, ensuring factors such as impacts on existing buildings are considered.
- Through the St Helens Traffic and Parking Strategy and the St Helens Foreshore Master Plan, investigate converting Georges Bay Esplanade into a one way street between the Tasman Highway and Cameron Street and extending the foreshore park (refer to Figure 8).
- Investigate landscaping key routes between the town centre and the waterfront with coastal themed plantings to create an appealing visual connection between the areas (refer to Figure 8) as part of the St Helens Urban Design Framework.
- Investigate a mainstreet and coastal themed tree planting program as part of the St Helens Urban Design Framework and the St Helens Foreshore Master Plan.
- Establish an urban plaza at one of the locations indicated on the Town Centre Plan (Figure 8). A preferred location should be further investigated and resolved through the St Helens Urban Design Framework.
- Encourage landowners to develop an urban piazza linking Cecilia Street, Quail Street and Pendrigh Place.
- Encourage appropriate redevelopment of key development sites at the corner of Cecilia Street and Groom Street, Cecilia Street and Quail Street, and the hospital site if existing operations are relocated (refer to Figure 8).
- Promote the use of sites with coastal views for two to three storey tourist accommodation developments including ground floor shops and cafes where appropriate (refer to Figure 8).
- Promote the development of two storey buildings that include shoptop housing and built form to the road boundaries where activity is greatest, along parts of Cecilia Street and Quail Street (refer to Figure 8).

- Undertake detailed parking surveys through the St Helens Traffic and Parking Strategy to confirm the availability of parking during peak tourist periods and during typical peak periods prior to additional parking being provided.
- Investigate incorporating all land in the town centre into a car parking precinct that will provide for both on-site parking requirements and cash-in-lieu arrangements and will include shared parking nodes through the St Helens Traffic and Parking Strategy to address the difficulties of providing on-site parking in all situations.
- Investigate overflow parking options through the St Helens Traffic and Parking Strategy to address any defined need for additional parking at peak holiday periods.

4.5 THE COASTLINE

The coastline within the study area includes the St Helens port, boating facilities, aquaculture businesses, shack sites at Binalong Bay, the Percy Steel Reserve in St Helens, and a range of other foreshore parks and beaches including the Bay of Fires. These coastal areas are of significant importance, as they incorporate key economic and recreational facilities, and often contain priority habitat areas. To enable people to enjoy the coastline, public access should be provided at appropriate locations. It is noted that for Binalong Bay, public access to the coastline is being explored further through the Binalong Bay Foreshore Masterplan. The Masterplan is also addressing issues relating to the Binalong Bay boat ramp.

Reference should be made to the Tourism recommendations (Section 4.8) regarding camping facilities. Reference should also be made to the Natural Features and Hazards recommendations (Section 4.12), as any development in coastal areas needs to take into account impacts on the environment and natural hazards, in particular coastal flooding.

In this context, the following objectives and actions for the waterfront have been identified:

Objectives

- Improve linkages between the urban areas and the waterfront areas, especially at the town centre of St Helens, and at Binalong Bay.
- Improve the appearance of the waterfront areas.
- Ensure that the public can access the coastline at appropriate places.
- Ensure all user groups are catered for in the waterfront areas.
- Support the continued operation of the port.
- Support the continued operation of aquaculture operations.

Recommended actions

- Investigate improvements to the public realm at key waterfront locations through the St Helens Foreshore Master Plan and the Binalong Bay Foreshore Master Plan.
- Investigate replacing the St Helens Wharf and potentially including floating marina berths for recreational boats as long as these do not impact on commercial boating facilities.
- Maintain and enhance public access (including disabled access) to the coastline.

- Optimise parking, access and waiting facilities at the St Helens Wharf and other boat ramps throughout the study area.
- Investigate options to improve low tide accessibility at Stieglitz Boat Ramp.
- Ensure sea level rise is considered in relation to the landside buildings associated with the aquaculture operations.

4.6 RESIDENTIAL LAND USES

The promotion of infill development is a key tenet of the Structure Plan, including encouraging shoptop housing and 1-3 storey tourist and holiday accommodation in the town centre (refer to Section 4.3) and for medium density units to be established within walking distance of the town centre.

The residential land analysis in Section 3.1 concludes that the land currently zoned for residential purposes could accommodate in the order of 1,400 allotments, but that some areas are subject to significant constraints that will lower the yield. In order to “future proof” long term growth options for the study area, the Structure Plan identifies a potential long term growth option to ensure that potentially suitable land is earmarked as such. This is particularly important as most land outside the urban boundary is constrained by virtue of:

- The presence of national parks and reserves (refer to Figure 16 in the Background Report).
- The presence of priority habitat areas (refer to Figure 8 in the Background Report).
- Sea level rise.
- Flooding impacts (refer to Figure 9 in the Background Report).
- The avoidance of urban growth in unserviced areas (e.g. Binalong Bay) or where inefficient extensions to infrastructure would be required.

Based on these factors, a long term residential growth area has been identified to the west of Douglas Court which has few constraints, is located close to the town centre, and would require only minor extensions to reticulated services.

Providing an adequate forward supply of residential land will assist to keep land prices at affordable levels as restricted supplies can result in increased land prices. Keeping a limit on the amount of land (i.e. a 15 year supply) that is to be zoned residential will ensure that infill development options are utilised before additional land is rezoned.

In this context, the following objectives and actions for residential land uses have been identified:

Objectives

- Provide enough land zoned for residential development to ensure there is a 15 year supply available that meets the projected demand.
- Promote a consolidated urban form by reinforcing the urban growth boundary.
- Promote infill development by utilising existing residentially zoned land before rezoning more land for residential uses.
- Identify long-term residential growth options to “future proof” the Structure Plan beyond 2030.

- Ensure new subdivisions are designed appropriately with consideration of the location of roads, public open space and the achievement of dwelling diversity.
- Make efficient use of existing infrastructure.
- Provide a diverse range of housing options including detached houses, unit developments, housing for aged persons, social housing, affordable housing, shop top housing and live-work units.
- Encourage the development of shop top housing.
- Ensure unit developments are located within walking distance of the town centre.
- Avoid residential developments in unsuitable areas, such as land subject to flooding or landslips or containing significant flora and fauna.

Recommended Actions

- Require land already zoned for residential purposes to be utilised before rezoning additional land.
- Encourage the development of medium density housing within the town centre and within walking distance of the town centre.
- Encourage residential development in St Helens and Stieglitz to occur in locations where there is capacity within the reticulated infrastructure.
- Consider rezoning land to the west of Douglas Court to residential in the long term (refer to Recommendation 6 on Figure 7) if land within the settlement boundary falls below a projected 15 year supply. It is noted that this is unlikely to occur during the life of the Structure Plan. When development does occur, a road link should be made between Douglas Court and Leaside Drive. These potential future uses should be protected so that the long term development of the site is not impacted.
- Monitor dwelling approval trends and the supply of vacant residential land.

4.7 INDUSTRIAL LAND USES

The speculative development of industrial buildings in St Helens several years ago has seen continued vacancies in the industrial precinct. In light of this context, there is no evident short to medium term need for the expansion of the study area's industrial land supply. Notwithstanding, regular monitoring of industrial vacancies and take up rates will ensure that long term options for additional industrial land can be identified well before the supply is exhausted. It is noted however that the presence of dwellings around the industrial area limits longer term expansion options. To this end it may be prudent to investigate long term possible expansion options. Industrial land requirements include access to main roads, flat land, reticulated services, and the ability to include buffers so that the amenity of surrounding land is not impacted.

In this context, the following objectives and actions for industrial land uses have been identified:

Objectives

- Investigate long-term options for additional industrial land.
- Ensure that appropriate buffers are maintained between industrial activities and sensitive uses such as dwellings.

Recommended Actions

- Monitor industrial approval trends and the supply of vacant land for these uses.
- Investigate long term expansion locations for industrial activities utilising the following criteria:
 - Land characteristics:
 - Flat
 - Adequate size of land
 - The availability and price of the land
 - Lack of site constraints (e.g. vegetation, heritage items, protected habitat)
 - Highway frontage
 - Not liable to flooding
 - Avoid loss of high value agricultural land
 - Infrastructure
 - Cost effective for both provision and upgrade of infrastructure services (water, sewer (with particular regard paid to wastewater treatment capacity and requirements), power, drainage and gas)
 - Waste disposal
 - Access to internet services
 - Mobile phone coverage
 - Access
 - Cost effective for both provision and upgrade of roading
 - Land use planning
 - Separation from sensitive activities and/or the ability to include buffers on-site
- Include requirements in the new Planning Scheme for buffers to be provided between industrial and sensitive activities such as residential land uses.

4.8 TOURISM LAND USES

With declines in employment sectors such as forestry, tourism is likely to play an increasingly larger role in the local economy. Tourism can bring substantial economic and employment benefits; for example, in their document the National Tourism Planning Guide, the Tourism and Transport Forum estimate that on average, every 10 rooms in an accommodation establishment creates 4.9 jobs in the establishment and that the spillover or multiplier effect of expenditure from the visitors staying in these 10 rooms supports another 13.4 jobs in the general economy. The Guide also recognises that “the ‘supply-side’ of the tourism equation is pivotal to the task of developing destinations that are attractive, intelligently priced, welcoming, easily accessible and well supported”. However, tourism development in inappropriate locations can have amenity and environmental impacts, and so the costs and benefits of proposed

tourism developments must be examined on a case-by-case basis. The importance of tourism to the study area and the municipality is recognised in the Break O'Day Tourism Strategy recently prepared by Council (refer to the Background Report for further details of this).

In order for tourism to play a larger role in the local economy in the future, enhancement of the range of accommodation and attractions on offer is vital. The Structure Plan can assist by ensuring the Planning Scheme provides for a facilitative merits-based approach to the consideration of new tourism-related developments. The unique nature of many tourism development proposals means that it can be difficult to predict the specific form, nature and location of future tourism proposals. Much of the land in the Structure Plan study area is contained within conservation reserves and/or contains areas of priority habitat and so is unsuitable for development. Two relatively unconstrained potential tourism development sites outside the urban boundary have been identified on the Regional Framework Plan (refer to Recommendation 4 on Figure 7) which are zoned Environmental Living and which afford excellent views and access to the waterfront. The recommended actions below set out suggested criteria against which tourism proposals in non-urban locations should be examined. These are based on the Tourism and Transport Forum's National Tourism Planning Guide and the South Australian Government's Design Guide lines for Sustainable Tourism Development.

At present, the Bay of Fires campsites operated by State Government are available free of charge. Several comments were received during the public consultation for the structure plan suggesting that there should be a charge for the use of these campsites. Council have committed to investigating this matter further in their Tourism Development Strategy.

In this context, the following objectives and actions for tourism land uses have been identified:

Objectives

- Enhance and promote the Bay of Fires experience whilst ensuring a balanced approach is taken to managing visitor numbers to protect the natural features and values of the area.
- Provide tourist accommodation sites for additional resort, motel and camping accommodation.
- Identify potential large scale tourism development sites.
- Continue to support the provision of bed and breakfast accommodation.
- Provide tourism information sites and wayfinding information.
- Enhance the range of tourism activities available.
- Realise the potential for St Helens to showcase locally-produced food and wine.
- Determine whether to charge for the use of the Bay of Fires campsites.

Recommended Actions

- Continue developing and maintaining existing camping facilities in the Bay of Fires that encourage visitors to protect the environment (refer to Recommendation 1 on Figure 7).
- Install Bay of Fires interpretation material in a range of locations. A location on the waterfront of Binalong Bay is identified on the Regional Framework Map (refer to Recommendation 2 on Figure 7) as the most appropriate location for this; this should be further explored in the Binalong Bay Foreshore Master Plan. Other appropriate locations should also be explored.
- Install wayfinding directional signage throughout the study area with a Bay of Fires theme.
- Ensure the planning scheme is supportive of the use of private properties for bed and breakfast accommodation.

- Encourage tourism accommodation options to be located close to the waterfront and/or to take advantage of key view corridors. Potential tourism accommodation sites are identified on the Regional Framework Map (refer to Recommendation 4 on Figure 7) and Town Centre Structure Plan Map (Figure 8).
- Provide for limited appropriately located and designed tourism and recreation-related structures and buildings on the Binalong Bay foreshore.
- Investigate whether a charge should be introduced for the Bay of Fires campsites.
- Ensure the planning scheme is facilitative of the development of tourism accommodation and attractions in appropriate locations by requiring applications for developments outside the urban boundary to address the following criteria and to prove a net benefit in order to be progressed for more detailed consideration:
 - Environmental:
 - Whether on the balance development within 1km of the coastline would be appropriate
 - Impacts on significant flora and fauna
 - Impacts on vegetation
 - Impacts on water quality
 - Impacts on Aboriginal cultural heritage and historic heritage
 - The use of any sustainable building features
 - Any other criteria Council deem necessary in order to adequately assess the proposal
 - Social:
 - Visual impacts of building form, style, and siting, including whether it is an integrated part of its visual context
 - Impacts on public recreational access
 - Impacts on amenity (noise, dust etc)
 - Proximity to services such as restaurants, supermarkets etc
 - Impacts on road network
 - Any other criteria Council deem necessary in order to adequately assess the proposal
 - Economic:
 - Employment generation impacts
 - Investment in local area
 - Ability of site to be efficiently serviced either with reticulated or on-site infrastructure services
 - Any other criteria Council deem necessary in order to adequately assess the proposal
 - Experiential
 - Degree to which the proposal creates a tourism facility that is different, innovative, authentic, and compelling

Examples of successful and sensitively designed tourism developments in Tasmanian coastal locations include the Bay of Fires Lodge and Barnbougle Dunes.

FIGURE 10 – EXAMPLES OF COASTAL TOURISM DEVELOPMENTS



PICTURE 3 – BAY OF FIRES LODGE



PICTURE 4 – BARNBOUGLE DUNES

4.9 RURAL AND RURAL LIFESTYLE LAND USES

Rural lifestyle properties are a popular option for many in the study area. The residential land analysis in Section 3.1 concludes that there is currently 1,238 ha of vacant land zoned for rural living purposes. The vacant land map in the Background Report indicates that the majority of this supply is located in the southern part of the study area. Much of this is somewhat visually isolated, and could be suitable for the development of sensitively designed tourist accommodation, tourist attractions, and rural lifestyle development (refer to Section 4.7 for further discussion of potential tourism developments).

Rural lifestyle properties are to be zoned Rural Living and Environmental Living. In order to identify appropriate subdivision standards within these zones, the following methodology was utilised:

- Classify lots within proposed Rural Living Zone and Environmental Living Zone into size categories to identify clusters of smaller and larger allotments.
- For larger sites (2ha and larger in the Rural Living Zone and 4ha and larger in the Environmental Living Zone), classify vegetation cover as:
 - Dense cover – where development would significantly alter landscape character or impact on environmental values
 - Scattered cover – where development could be accommodated within landscape character with manageable impacts on environmental values)
 - Open / no tree cover – where development would not impact on natural landscape character or environmental values
- Identify slopes in excess of 30% which may result in inappropriate earthworks and changes to vegetation cover

As a result of this analysis, the following subdivision standards are recommended:

- Rural Living Zone: The average allotment size of sites in the proposed Rural Living Zone is approximately 2.5 ha, and the sites range in size from approximately 0.1 ha to 22 ha. The Rural Living Zone within the study area is characterised by rural lifestyle sites that are set within an open landscape that contains clusters of vegetation, and are located near St Helens. In order to retain the existing character and to provide for additional development opportunities, a minimum subdivision size of 2 ha is recommended.

- Environmental Living Zone, The Gardens: No further subdivision. As per the discussion in Section 4.2, The Gardens will retain its existing character, and development will be limited to existing allotments.
- Environmental Living Zone, other parts of the study area: The average allotment size of sites in the proposed Environmental Living Zone is approximately 9 ha, and the sites range in size from approximately 0.2 ha to 200 ha. The Environmental Living Zone is characterised by rural lifestyle sites within a bush-clad setting. In order to ensure any additional development still retains a high level of vegetation cover, a minimum subdivision size of 8 ha is recommended. Careful subdivision design will be required in this zone to ensure that dwelling sites and associated bushfire clearance zones are incorporated whilst also retaining the vegetated character of the zone.
- Subdivisions within 1km of the coast: Developments on Rural Living or Environmental Living land located near the coastline require site-specific assessments to determine whether subdivision is appropriate, as whilst some coastal landscapes may have the ability to absorb some additional development, others have lesser or no ability to do so. The protection of flora and fauna and the avoidance of visual impacts from dwellings and accessways are key matters for consideration. Any application for subdivision on Rural Living or Environmental Living land within 1km of the coast will need to demonstrate appropriate responses to a range of criteria to be considered for approval (refer to recommended actions for further details).

There is also some rural land located within the study area which is generally used for grazing purposes. Some of this land may be suitable for eventual conversion to rural lifestyle properties if the current supply of rural lifestyle land is exhausted (refer to Recommendation 7 on Figure 7).

The clearance of some vegetation on rural and rural lifestyle properties is necessary in order to provide dwelling sites. However, the visual impacts of this clearance can impact on the character of the zone. Identifying areas adjacent to public roads where vegetation should be retained will assist to maintain the vegetated character of these zones. It is noted that rules relating to native vegetation and bushfire clearance will be the most important factor to ensure safety, but providing an adequate depth of vegetation along the key road frontages to achieve sufficient screening is also of importance.

In this context, the following objectives and actions for rural and rural lifestyle land uses have been identified:

Objectives

- Ensure the Rural and Environmental Living Zones are applied strategically.
- Apply appropriate subdivision standards to rural lifestyle sites.
- Minimise the visual impacts of vegetation clearance from public roads and viewing locations.
- Avoid conflicts between rural and other land uses.

Recommended Actions

- Promote infill development by utilising existing rural lifestyle zoned land before rezoning more land for rural lifestyle uses.
- Encourage the more intensive use of rural lifestyle land where visual impacts can be avoided.
- Apply the Rural Living Zone to rural lifestyle land in an open rural setting.
- Apply the Environmental Living Zone to rural lifestyle land with landscape values including vegetated areas.
- Do not allow further subdivision of sites in The Gardens.
- Apply a 2 ha minimum subdivision standard to land in the Rural Living Zone within the study area.

- Apply an 8 ha minimum subdivision standard to land in the Environmental Living Zone within the study area (apart from at The Gardens), as long as each site can contain a dwelling site with appropriate bushfire clearance zones whilst also retaining an appropriate level of vegetation.
- Require applications for subdivision and/or development of Rural Living and Environmental Living sites within 1km of the coast to address the following:
 - Avoid vegetation removal.
 - Avoid impacts on flora and fauna.
 - Avoid impacts on coastal processes.
 - Ensure built form and accessways have no or minimal visual impacts, especially as viewed from public places.
 - Avoid unnecessary earthworks, and minimise any required earthworks to maintain the natural landform.
 - Locate building sites, roads and fencelines to follow the lie of the land, avoiding steep slopes and adverse effects on aquatic environments and other natural systems.
 - Utilise muted colours that reflect the surrounding vegetation, such as greens and browns.
 - Utilise non-reflective building materials, such as colourbond rather than uncoloured or unpainted roofing iron.
- Provide vegetated visual buffers between main road boundaries and dwellings in the Rural, Rural Living, and Environmental Living Zones (refer to Recommendation 3 on Figure 7).
- Utilise the Rural Living and Environmental Living Zones to separate urban and rural land uses.
- Monitor dwelling approval trends and the supply of vacant rural lifestyle land.

4.10 COMMUNITY LAND USES

The community services and facilities needs assessment contained in Section 3.5 of this report identifies that the study area is relatively well resourced given its population, but does identify some areas where services could be enhanced.

The study area is relatively well provided with public open space, although it is noted that some newer areas that have been provided as part of the subdivision process are not always appropriately located. To address the provision of open space, Council is preparing a Break O Day Recreation and Open Space Development Plan. To this end, the Structure Plan provides general objectives and recommendations that can be explored further in the study. It is also noted that the regional Recreation and Open Space Code which will be implemented in the new Planning Schemes addresses the provision and design of public open space.

The potential relocation of the hospital is being investigated at present. The preferred site has not yet been identified, but some of the key selection criteria is included in the actions below.

In this context, the following objectives and actions for community land uses have been identified:

Objectives

- Facilitate the provision of additional low and high care residential aged care beds.
- Facilitate the provision of additional child care facilities, including approved home-based Family Day Care.
- Provide additional indoor recreational facilities.
- Provide additional community meeting spaces.
- Ensure new areas of public open space are located appropriately and are fit-for-purpose.
- Provide areas of public open space that are safe.
- Support the development of a bird watching hide at Medea Cove.
- Provide guidance for the establishment of a new hospital site.

Recommended Actions

- Ensure the Planning Scheme is supportive of the development of aged care and disability care facilities in St Helens.
- Discourage the establishment of aged care facilities in locations outside St Helens where residents will be isolated from facilities such as health care services.
- Ensure the Planning Scheme is supportive of the development of child care facilities throughout the study area, including approved home-based Family Day Care.
- Develop an additional community meeting space in St Helens.
- Identify areas of greatest need for additional public open space through the Break O' Day Recreation and Open Space Development Plan process.
- Ensure areas of public open space are located, designed, landscaped and developed in accordance with Crime Prevention Through Environmental Design (CPTED) principles.
- Encourage the development of a bird watching hide at Medea Cove by local interest groups.
- If the hospital is relocated, encourage the new hospital site to take into account the following factors in selecting a new site:
 - Main road access
 - Ability to be efficiently serviced by reticulated water and sewerage infrastructure
 - Access to the walking and cycling network
 - A site that can be designed so that the amenity of adjoining neighbours will not be impacted

4.11 MOVEMENT NETWORK

Council is currently undertaking three transport planning projects, being the Break O'Day Transport Master Plan, the St Helens Traffic and Parking Strategy and the Airstrip Redevelopment Feasibility Study, which provides the opportunity to investigate the movement network in detail. The Structure Plan provides some guidance as to the matters that should be considered in these projects.

In this context, the following general objectives and actions for the movement network have been identified:

Objectives

- Ensure access can be provided between the study area and the wider region.
- Ensure access can be provided between settlements in the study area.
- Address “hotspots” in the town centre where there are conflicts between cars, pedestrians etc.
- Address the needs of people waiting for bus services.
- Expand the walking and cycling track network.
- Expand the footpath network.
- Ensure the town centre is accessible for all people, including those using wheelchairs and personal mobility devices.
- Protect airport operations.
- Provide for expanded airport operations.

Recommended Actions

- Explore measures to reduce conflicts in the town centre through the St Helens Traffic and Parking Strategy.
- Investigate whether Reids Road should be utilised as the main access road to Binalong Bay through the Break O'Day Transport Master Plan (refer to Recommendation 5 on Figure 7).
- Develop a bus shelter with timetable information for the bus services and community transport information.
- Complete the walking and cycling track from St Helens to Binalong Bay (refer to Recommendation 9 on Figure 7).
- Complete the walking and cycling track from St Helens to Akaroa (refer to Recommendation 10 on Figure 7).
- Identify streets without footpaths where pedestrian access needs are greatest, and progressively construct new footpaths.
- Investigate options to expand the airport, and investigate whether a buffer should be provided around the airport to avoid conflicts between sensitive uses and airport operations as part of the Airstrip Redevelopment Feasibility Study (refer to Recommendation 8 on Figure 7).

4.12 NATURAL FEATURES AND NATURAL HAZARD AREAS

The protection of environmental features and the avoidance of natural hazards are key tenets of sustainable development. There are regional codes for floodprone areas, landslips, biodiversity, and bushfires that will be included in the new Planning Scheme to address these issues. Avoiding areas of high environmental value and those that may be subject to natural hazards has been a key determination in the formation of many of the Structure Plan recommendations. The maps in the background reports

depict the key natural features and natural hazards. A map depicting the floodprone areas that combines the regional data with the data from the Council-commissioned study is provided in the Background Report for this structure plan, and it is recommended that this combined flood line be adopted.

It is recognised that stormwater runoff can impact on natural features. This issue is being explored further in the Stormwater Management Plan that is currently being prepared.

The highest value environmental areas are recommended to be zoned to Environmental Management, and include both reserve land and areas that are outside reserves but that have significant natural values present. At present the Stieglitz sewage ponds are still operational and so the recommended zone is the Utilities Zone, but if they are decommissioned, the land should revert to the Environmental Management Zone given that it is to be surrounded by land within this zone.

In this context, the following objectives and actions for natural features and natural hazard areas have been identified:

Objectives

- Avoid development in floodprone areas (including those subject to sea level rise).
- Avoid development of land prone to landslips.
- Avoid development in priority habitat areas.
- Ensure bushfire risks are taken into account for land uses and developments.
- Ensure the Steiglitz sewage ponds land is rezoned appropriately if the ponds are decommissioned.

Recommended Actions

- Adopt a flooding overlay that combines the regional flooding overlay with the 100 year flood line recently adopted by Council.
- Utilise the Floodprone Areas Code in the new Planning Scheme to control the development of sites identified as being located in a floodprone area.
- Utilise the Landslip Code in the new Planning Scheme to avoid the development of sites identified as being located in a landslip area.
- Utilise the Biodiversity Code in the new Planning Scheme to protect priority habitat areas.
- Update the priority habitat areas overlay to ensure the Biodiversity Code in the new Planning Scheme is applied to all areas that require protection.
- Utilise the Bushfire Code in the new Planning Scheme to reduce bushfire risks to properties.
- If the Steiglitz sewage ponds are decommissioned, rezone the land Environmental Management.

5 Implementation plan

The St Helens Structure Plan will be implemented primarily through the revision of the Break O' Day Planning Scheme. Other objectives and actions will provide guidance for the more detailed work being undertaken as part of the Municipal Management Plan (refer to Section 8.7.2 of the Background Report for further details of this).

Many of the actions will be funded from Council's budget. State and federal grants may also be obtained. Developer contributions are also a mechanism to assist in funding the servicing of land, for example for the construction of roads for residential development, and the provision of cash-in-lieu for shared parking areas for developments in the town centre.

The implementation plan assigns responsibilities and timings to each recommended action in the Structure Plan. The timings are as follows:

- Short term: 0 to 2 years, i.e. 2013-2014. These actions are generally matters that are to be included in the new Planning Scheme.
- Medium term: 2 to 5 years, i.e. 2014-2017.
- Long term: 5 years or more, i.e. 2017+. In the case of some of the rezoning investigations that are contingent on the supply of existing suitably zoned land diminishing to a certain level, the timing may be in the order of 20+ years.
- Ongoing: Some monitoring actions should be commenced in the short term and continued throughout the duration of the Structure Plan.

The actions that will be implemented through the planning scheme ("PS") and the Municipal Management Plan or Transport Master Plan ("MMP/TMP") are indicated. The Municipal Management Plans referred to in the recommendations are as follows:

- St Helens Traffic and Parking Strategy
- St Helens Foreshore Master Plan
- St Helens Urban Design Framework
- Binalong Bay Foreshore Master Plan
- Break O Day Recreation and Open Space Development Plan
- Airstrip Redevelopment Feasibility Study

TABLE 8 – IMPLEMENTATION PLAN

RECOMMENDED ACTION	RESPONSIBILITY	TIMING	PS	MMP/TMP
Zoning, Local Area Objectives and Desired Future Character Statements				
Implement the zoning pattern depicted in Figure 4.	Council	2013-2014	✓	
Include the elements identified in Section 4.3 in the Local Area Objectives and Desired Future Character Statements.	Council	2013-2014	✓	
The town centre				
Investigate the potential for a new access connection between Pendrigh Place and Georges Bay Esplanade and the waterfront (refer to Figure 8) through the St Helens Traffic and Parking Strategy to improve access between the town centre and the waterfront, ensuring factors such as impacts on existing buildings are considered.	Council	2013-2014		✓
Through the St Helens Traffic and Parking Strategy and the St Helens Foreshore Master Plan, investigate converting Georges Bay Esplanade into a one way street between the Tasman Highway and Cameron Street and extending the foreshore park (refer to Figure 8).	Council	2013-2014		✓
Investigate landscaping key routes between the town centre and the waterfront with coastal themed plantings to create an appealing visual connection between the areas (refer to Figure 8) as part of the St Helens Urban Design Framework.	Council	2013-2014		✓
Investigate a mainstreet and coastal themed tree planting program as part of the St Helens Urban Design Framework and the St Helens Foreshore Master Plan.	Council	2013-2014		✓
Establish an urban plaza at one of the locations indicated on the Town Centre Plan (Figure 8). A preferred location should be further investigated and resolved through the St Helens Urban Design Framework.	Council	2013-2014		✓
Encourage landowners to develop an urban piazza linking Cecilia Street, Quail Street and Pendrigh Place.	Council, landowners	2013-2017+		✓
Encourage appropriate redevelopment of key development sites at the corner of Cecilia Street and Groom Street, Cecilia Street and Quail Street, and the hospital site if existing operations are relocated (refer to Figure 8).	Council	2013-2017+		
Promote the use of sites with coastal views for two to three storey tourist accommodation developments including ground floor shops and cafes where appropriate (refer to Figure 8).	Council	2013-2017+	✓	

RECOMMENDED ACTION	RESPONSIBILITY	TIMING	PS	MMP/TMP
Promote the development of two storey buildings that include shoptop housing and built form to the road boundaries where activity is greatest, along parts of Cecelia Street and Quail Street (refer to Figure 8).	Council	2013-2017+	✓	✓
Undertake detailed parking surveys through the St Helens Traffic and Parking Strategy to confirm the availability of parking during peak tourist periods and during typical peak periods prior to additional parking being provided.	Council	2013-2014		✓
Investigate incorporating all land in the town centre into a car parking precinct that will provide for both on-site parking requirements and cash-in-lieu arrangements and will include shared parking nodes through the St Helens Traffic and Parking Strategy to address the difficulties of providing on-site parking in all situations.	Council	2013-2014	✓	✓
Investigate overflow parking options through the St Helens Traffic and Parking Strategy to address any defined need for additional parking at peak holiday periods.	Council	2013-2014		✓
The coastline				
Investigate improvements to the public realm at key waterfront locations through the St Helens Foreshore Master Plan and the Binalong Bay Foreshore Master Plan.	Council	2013-2014		✓
Investigate replacing the St Helens Wharf and potentially including floating marina berths for recreational boats as long as these do not impact on commercial boating facilities.	Council, MAST	2013-2014		
Maintain and enhance public access (including disabled access) to the coastline.	Council, Parks and Wildlife Service	2013-2017+		
Optimise parking, access and waiting facilities at the St Helens Wharf and other boat ramps throughout the study area.	Council, Parks and Wildlife Service, MAST	2013-2017+		
Investigate options to improve low tide accessibility at Stieglitz Boat Ramp.	Council, MAST	2017+		
Ensure sea level rise is considered in relation to the landside buildings associated with the aquaculture operations.	Council, aquaculture operators	Ongoing		
Residential land uses				
Require land already zoned for residential purposes to be utilised before rezoning additional land.	Council	Ongoing	✓	

RECOMMENDED ACTION	RESPONSIBILITY	TIMING	PS	MMP/TMP
Encourage the development of medium density housing within the town centre and within walking distance of the town centre.	Council	Ongoing	✓	
Encourage residential development in St Helens and Stieglitz to occur in locations where there is capacity within the reticulated infrastructure.	Council, Ben Lomond Water	Ongoing		
Consider rezoning land to the west of Douglas Court to residential in the long term (refer to Recommendation 6 on Figure 7) if land within the settlement boundary falls below a projected 15 year supply. It is noted that this is unlikely to occur during the life of the Structure Plan. When development does occur, a road link should be made between Douglas Court and Leaside Drive. These potential future uses should be protected so that the long term development of the site is not impacted.	Council	2017+		
Monitor dwelling approval trends and the supply of vacant residential land.	Council	Ongoing		
Industrial land uses				
Monitor industrial approval trends and the supply of vacant land for these uses.	Council	Ongoing		
Investigate long term expansion locations for industrial activities utilising the following criteria: <ul style="list-style-type: none"> – Land characteristics: <ul style="list-style-type: none"> ▪ Flat ▪ Adequate size of land ▪ The availability and price of the land ▪ Lack of site constraints (e.g. vegetation, heritage items, protected habitat) ▪ Highway frontage ▪ Not liable to flooding ▪ Avoid loss of high value agricultural land – Infrastructure <ul style="list-style-type: none"> ▪ Cost effective for both provision and upgrade of infrastructure services (water, sewer (with particular regard paid to wastewater treatment capacity and requirements), 	Council	2017+		

RECOMMENDED ACTION	RESPONSIBILITY	TIMING	PS	MMP/TMP
<p>power, drainage and gas)</p> <ul style="list-style-type: none"> ▪ Waste disposal ▪ Access to internet services ▪ Mobile phone coverage <p>– Access</p> <ul style="list-style-type: none"> ▪ Cost effective for both provision and upgrade of roading <p>– Land use planning</p> <ul style="list-style-type: none"> ▪ Separation from sensitive activities and/or the ability to include buffers on-site 				
Investigate long term relocation options for landside aquaculture facilities (refer to Recommendation 6 on Figure 7).	Council, aquaculture operators	2017+		
Include requirements in the Planning Scheme for buffers to be provided between industrial and sensitive activities such as residential land uses.	Council	2013-2014	✓	
Tourism land uses				
Continue developing and maintaining existing camping facilities in the Bay of Fires that encourage visitors to protect the environment (refer to Recommendation 1 on Figure 7).	Council, Parks and Wildlife Service, Tourism Tasmania	Ongoing		
Install Bay of Fires interpretation material in a range of locations. A location on the waterfront of Binalong Bay is identified on the Regional Framework Map (refer to Recommendation 2 on Figure 7) as the most appropriate location for this; this should be further explored in the Binalong Bay Foreshore Master Plan. Other appropriate locations should also be explored.	Council, Tourism Tasmania	2013-2014		✓
Install wayfinding directional signage throughout the study area with a Bay of Fires theme.	Council	2013-2014		
Ensure the planning scheme is supportive of the use of private properties for bed and breakfast accommodation.	Council	Ongoing	✓	
Encourage tourism accommodation options to be located close to the waterfront and/or to take advantage of key view corridors. Potential tourism accommodation sites are identified on the Regional Framework Map (refer to Recommendation 4 on Figure 7) and Town	Council	Ongoing	✓	

RECOMMENDED ACTION	RESPONSIBILITY	TIMING	P\$	MMP/TMP
Centre Structure Plan Map (Figure 8).				
Provide for limited appropriately located and designed tourism and recreation-related structures and buildings on the Binalong Bay foreshore.	Council	2013-2017+		✓
Investigate whether a charge should be introduced for the Bay of Fires campsites.	Council, Parks and Wildlife Service	2013-2014		
<p>Ensure the planning scheme is facilitative of the development of tourism accommodation and attractions in appropriate locations by requiring applications for developments outside the urban boundary to address the following criteria and to prove a net benefit in order to be progressed for more detailed consideration:</p> <ul style="list-style-type: none"> ▪ Environmental: <ul style="list-style-type: none"> – Whether on the balance development within 1km of the coastline would be appropriate – Impacts on significant flora and fauna – Impacts on vegetation – Impacts on water quality – Impacts on Aboriginal cultural heritage and historic heritage – The use of any sustainable building features – Any other criteria Council deem necessary in order to adequately assess the proposal ▪ Social <ul style="list-style-type: none"> – Visual impacts of building form, style, and siting, including whether it is an integrated part of its visual context – Impacts on public recreational access – Impacts on amenity (noise, dust etc) – Proximity to services such as restaurants, supermarkets etc – Impacts on road network – Any other criteria Council deem necessary in order to adequately assess the proposal 	Council, Tasmanian Planning Commission	Ongoing	✓	

RECOMMENDED ACTION	RESPONSIBILITY	TIMING	PS	MMP/TMP
<ul style="list-style-type: none"> ▪ Economic: <ul style="list-style-type: none"> – Employment generation impacts – Investment in local area – Ability of site to be efficiently serviced either with reticulated or on-site infrastructure services – Any other criteria Council deem necessary in order to adequately assess the proposal ▪ Experiential <ul style="list-style-type: none"> – Degree to which the proposal creates a tourism facility that is different, innovative, authentic, and compelling 				
Rural and rural lifestyle land uses				
Promote infill development by utilising existing rural lifestyle zoned land before rezoning more land for rural lifestyle uses.	Council	Ongoing	✓	
Encourage the more intensive use of rural lifestyle land where visual impacts can be avoided.	Council	Ongoing	✓	
Apply the Rural Living Zone to rural lifestyle land in an open rural setting.	Council	Ongoing	✓	
Apply the Environmental Living Zone to rural lifestyle land with landscape values including vegetated areas.	Council	Ongoing	✓	
Do not allow further subdivision of sites in The Gardens.	Council	Ongoing	✓	
Apply a 2 ha minimum subdivision standard to land in the Rural Living Zone within the study area.	Council	Ongoing	✓	
Apply an 8 ha minimum subdivision standard to land in the Environmental Living Zone within the study area (apart from at The Gardens), as long as each site can contain a dwelling site with appropriate bushfire clearance zones whilst also retaining an appropriate level of vegetation.	Council	Ongoing	✓	
<p>Require applications for subdivision and development of Rural Living and Environmental Living sites within 1km of the coast to address the following:</p> <ul style="list-style-type: none"> ▪ Avoid vegetation removal. ▪ Avoid impacts on flora and fauna. 	Council	Ongoing	✓	

RECOMMENDED ACTION	RESPONSIBILITY	TIMING	PS	MMP/TMP
<ul style="list-style-type: none"> ▪ Avoid impacts on coastal processes. ▪ Ensure built form and accessways have no or minimal visual impacts, especially as viewed from public places. ▪ Avoid unnecessary earthworks, and minimise any required earthworks to maintain the natural landform. ▪ Locate building sites, roads and fencelines to follow the lie of the land, avoiding steep slopes and adverse effects on aquatic environments and other natural systems. ▪ Utilise muted colours that reflect the surrounding vegetation, such as greens and browns. ▪ Utilise non-reflective building materials, such as colourbond rather than uncoloured or unpainted roofing iron. 				
Provide vegetated visual buffers between main road boundaries and dwellings in the Rural, Rural Living, and Environmental Living Zones (refer to Recommendation 3 on Figure 7).	Council	Ongoing	✓	
Utilise the Rural Living and Environmental Living Zones to separate urban and rural land uses.	Council	Ongoing	✓	
Monitor dwelling approval trends and the supply of vacant rural lifestyle land.	Council	Ongoing		
Community land uses				
Ensure the Planning Scheme is supportive of the development of aged care facilities in St Helens.	Council	Ongoing	✓	
Discourage the establishment of aged care facilities in locations outside St Helens where residents will be isolated from facilities such as health care services.	Council	Ongoing	✓	
Ensure the Planning Scheme is supportive of the development of child care facilities throughout the study area.	Council	Ongoing	✓	
Develop an additional community meeting space in St Helens.	Council	2013-2014		
Identify areas of greatest need for additional public open space through the Break O Day Recreation and Open Space Development Plan process.	Council	2013-2014		✓
Ensure areas of public open space are located, designed, landscaped and developed in accordance with Crime Prevention Through	Council, developers	Ongoing		

RECOMMENDED ACTION	RESPONSIBILITY	TIMING	PS	MMP/TMP
Environmental Design (CPTED) principles.				
Encourage the development of a bird watching hide at Medea Cove by local interest groups	Council, local interest groups	2013-2017		
If the hospital is relocated, encourage the new hospital site to take into account the following factors in selecting a new site: <ul style="list-style-type: none"> Main road access Ability to be efficiently serviced by reticulated water and sewerage infrastructure Access to the walking and cycling network A site that can be designed so that the amenity of adjoining neighbours will not be impacted 	Council, Department of Health and Human Services	2013-2017		
Movement network				
Explore measures to reduce conflicts in the town centre through the St Helens Traffic and Parking Strategy.	Council	2013-2014		✓
Investigate whether Reids Road should be utilised as the main access road to Binalong Bay through the Break O'Day Transport Master Plan (refer to Recommendation 5 on Figure 7).	Council	2013-2014		✓
Develop a bus shelter with timetable information for the bus services and community transport information.	Council	2013-2015		
Complete the walking and cycling track from St Helens to Binalong Bay (refer to Recommendation 8 on Figure 7).	Council	2014-2017		
Complete the walking and cycling track from St Helens to Akaroa (refer to Recommendation 9 on Figure 7).	Council	2014-2017		
Identify streets without footpaths where pedestrian access needs are greatest, and progressively construct new footpaths.	Council	2013-2017+		
Investigate options to expand the airport, and investigate whether a buffer should be provided around the airport to avoid conflicts between sensitive uses and airport operations as part of the Airstrip Redevelopment Feasibility Study (refer to Recommendation 7 on Figure 7).	Council	2013-2014		✓
Natural features and natural hazard areas				
Adopt a flooding overlay that combines the regional flooding overlay with the 100 year flood line recently adopted by Council.	Council	2013-2014	✓	

RECOMMENDED ACTION	RESPONSIBILITY	TIMING	PS	MMP/TMP
Utilise the Floodprone Areas Code in the new Planning Scheme to control the development of sites identified as being located in a floodprone area.	Council	Ongoing	✓	
Utilise the Landslip Code in the new Planning Scheme to avoid the development of sites identified as being located in a landslip area.	Council	Ongoing	✓	
Utilise the Biodiversity Code in the new Planning Scheme to protect priority habitat areas.	Council	Ongoing	✓	
Update the priority habitat areas overlay to ensure the Biodiversity Code in the new Planning Scheme is applied to all areas that require protection.	Council	2014-2017	✓	
Utilise the Bushfire Code in the new Planning Scheme to reduce bushfire risks to properties.	Council	Ongoing	✓	
If the Steiglitz sewage ponds are decommissioned, rezone the land Environmental Management.	Council	2013-2017+	✓	

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