



Central Hobart Precincts Plan: Land Use Scenarios

FINAL REPORT

City of Hobart

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1. Introduction

This section provides an introduction to the project by discussing the background, purpose, and report structure of this report.

1.1. Background

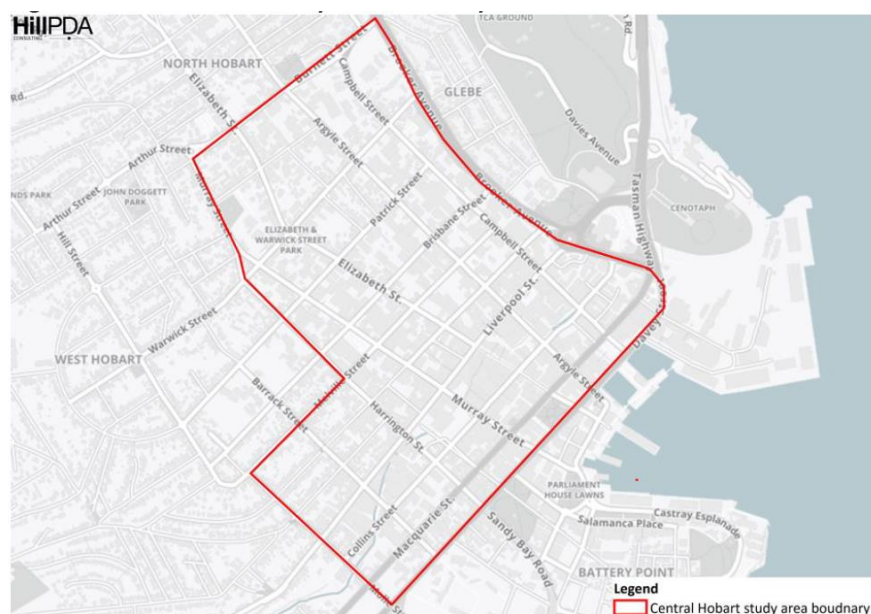
Greater Hobart is experiencing a consistent pattern of growth. House prices are rising rapidly, population is growing, and the city (meaning the wider Greater Hobart area) is expanding outward as growth is concentrating in greenfield and outer metropolitan areas, without significant consolidation in established areas identified for densification.

In the City of Hobart and the central precinct areas, land values are increasing as demand for housing, tertiary education and other land uses is high. In Greater Hobart there is debate developing about the delivery of housing in the ‘missing middle’ segment, for example, medium density housing forms (such as townhouses, units, and apartments) in well accessible places close to transport and services. Some of Hobart’s central precincts could play a key role in the provisioning of these and other needs, especially through the supply of apartments.

Due to the increasing pressure on development in Greater Hobart there is a notable shift and re-appreciation in strategic planning and sustainable development. In response, the City of Hobart is preparing a comprehensive *Central Hobart Precinct Plan* which will identify a future vision for the Central City area and outline land use and built form outcomes over the long term.

The subject area is shown in Figure 1.

FIGURE 1: CENTRAL HOBART PRECINCT PLAN STUDY AREA



Source: Hill PDA (2021)

1.2. Purpose

SGS Economics and Planning has been commissioned by City of Hobart (CoH) to investigate the consequences of various future growth scenarios for built form and use mixes.

To date, future growth scenarios have been developed and require testing to understand their impacts in terms of social, environmental and economic outcomes.

1.3. Report structure

This report is structured as follows:

- Section 2 presents future strategic directions for the Central City precincts, a triple line assessment framework for considering the implications of these strategies and an assessment of the three strategies against the criteria.
- Section 3 describes (currently at a very high level) the needs for public infrastructure under the three presented scenarios.
- Section 5 provides a summary of findings.

2. Central Hobart's Built Form Scenarios

In consultation with the City of Hobart, SGS developed three future scenarios for the future use and built form of Hobart to 2040. These scenarios were developed from and based on work undertaken by the City of Hobart looking at use and height considerations and by State Growth regarding future metropolitan growth scenarios. In addition, SGS added insights into plausible use and built form outcomes from our expertise in precinct planning around the country.

2.1. About Future Use and Built Form Scenarios

Each scenario or option reflects a possible and plausible future for the central precincts. The scenarios describe the outcomes and consequences of different strategic, policy and planning intentions decisions that may be implemented over time. The key strategic differentiation between the three scenarios is around the intended use of the built environment in the central precincts, ranging from a strategic focus on employment and economic growth, to a mixed and vibrant City with a mix of uses and a City for amenable living.

The scenarios are meant to:

- Demonstrate how the City may change based on strategic decisions made now and the near future; the look, the feel, the type of activity and the way people get around.
- As a basis for considering the positives and negatives of each strategic direction.
- Commence a conversation with the community about preferences of the City's functioning and use.

The scenarios have their limitations:

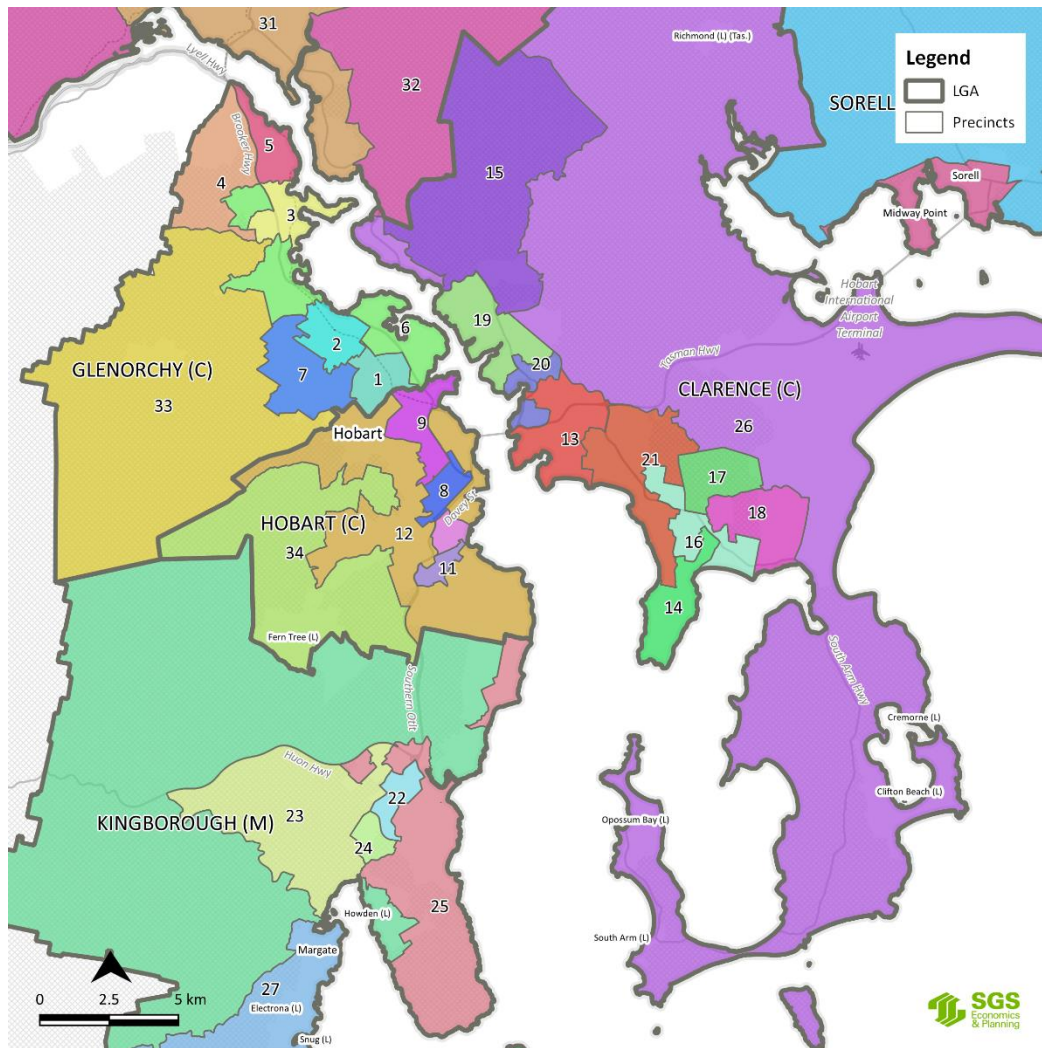
- The scenarios are about use and built form and implicitly assume the transport system will be designed to support it.
- The scenarios also implicitly assume how the rest of Greater Hobart would develop to enable the scenarios.

In short, urban planning and design cannot be seen in isolation from transport and infrastructure planning and planning for the metropolitan region. Work is currently underway within the State Government to explore metropolitan growth and related transport planning. It is our understanding this work is in early stages and will, just like the discussion about the future of central Hobart, be explored using different scenarios.

High level estimates of population of population and jobs are provided for each scenario to demonstrate the *relative* impacts of various mixes of land use activity and built form outcomes. The intention of the estimates is to make clear the differences between scenarios, rather than technical accuracy. The population scenarios are based on small area population projects prepared by SGS in 2021 for the Department of State Growth to inform the Hobart Metro Plan.

Figure 2 below depicts the boundaries of the small areas underpinning population forecasting for the Metro Plan. Precinct 8 corresponds most closely to the CHPP area; however, it is noted that the boundaries of the two areas do not align perfectly.

FIGURE 2: GREATER HOBART PRECINCTS AS PER MODEL FOR SMALL AREA LAND USE PROJECTIONS (SALUP)



Source: SGS Economics and Planning (2021), Small Area Land Use Model precinct boundaries. Map prepared for Department of State Growth.

2.2. Scenario 1 – A working City

The first scenario aims to preserve and strengthen Central Hobart’s role as the economic centre of Greater Hobart. Under this scenario employment will be prioritized over other uses, particularly residential and tourism uses, and the foundation of Central Hobart as an employment centre will be preserved over the long term.

This scenario would see more high density commercial and office floorspace developed, including in the northern parts within the Central City. Existing light industrial areas will transition to more commercial and office uses, and land use will densify.

With UTAS relocating to the city, employment growth would be focused on education and health. There would be business spaces for both small start-ups and established businesses alike. Additional (student) housing would primarily be available to the extent UTAS provides it only.

Most of the activity in the City would occur between 8am and 6pm on weekdays, and economic activity that currently supports the fledgling nighttime economy would relocate out of the City to activity centres supporting larger and growing residential populations.

Tourism activity will be impacted due to a decrease in offer of activities and supporting accommodation. Central Hobart is a drawcard for many visitors to Tasmania, and transition to an employment focused City under Scenario 1, will likely result in an overall decline in visitation to Greater Hobart and Tasmania. The City would likely lose some of its vibrancy.

As a working City, traffic flows would be concentrated around peak hours and in a particular direction (ie in or out of the City) with workers commuting from surrounding centres and outer metro areas. It is assumed that this scenario would be supported by the establishment of metropolitan public transport network that provide access to the Central City from across Greater Hobart to manage expected increases in traffic and parking demand, and associated congestion. Public transport would increase as a mode of transport to the area relative to the car.

Implications of this scenario for the metropolitan region are that there will be additional housing demand at the fringes of the City of Hobart, across Greater Hobart, and outer areas enabled by improved radial public transport connections. This scenario would also have the effect of drawing employment uses from across the metropolitan area into the Central City, with implications for the activation of employment centres in other locations.

Scenario 1 would be enabled via structure planning processes that designate employment precincts and through changes to planning regulations (such as zoning) that allow for preferred business and commercial uses. Similarly, residential development will be restricted by limited residential zoning.

- Indicative number of additional jobs by 2040: 7,000 jobs
- Indicative number of additional / less residents by 2040: 0 people

2.3. Scenario 2 – A mixed use City where people live, work and recreate

Scenario 2 encourages a greater mix of uses in the Central City, including residential and employment. The area would be used by people living, recreating (including tourist visitation) and working within the City. Scenario 2 will see a vibrant City, activated throughout the day and with a thriving night-time economy.

This scenario will attract more tourism focused accommodation and activities to the Central City, including large-scale and pop-up events. As a result, there will be an overall increase in tourism visitation, attracted by the vibrant and active life of the City.

It is likely many students attending UTAS and other education institutions would live in and around the Central City area.

Active transport (walking and cycling) will be prioritised within the Central City, complemented by public transport connections connecting places within the area and across the broader metropolitan region.

To accommodate the focus on active transit and vibrancy in the public space, there will be a need to reconfigure the public realm for pedestrian priority and amenity. There will also be a need to identify and designate locations for through-block connections to increase permeability;

locate car parking entries and building services away from pedestrian areas and to allow for public open space for activities, events, pop-ups and people meeting.

This scenario will have implications for the broader metropolitan region, with some Central City residents commuting to employment centres outside of the area for work. Likewise, many workers living elsewhere would work in and commute to the city. It is assumed that these linkages will be supported by appropriate transport strategies.

To protect the residential function of the City, policies will be implemented to manage the turnover of long term to short-term rental housing. This will ensure that dwellings are maintained for permanent residency, and that short-term rental seeks only to fulfill the opportunity to offer someone's primary residence for rent while the resident is temporarily not at home. Examples of this are widespread in European cities.

To manage the risk of land use conflict and noise and other nuisances, sub-precinct plans, special area plans, and other policies may be required. These plans would also be used to manage the suitable use mixes, and to ensure residential uses do not overtake the commercial or community functions of the City – or vice versa.

Realization of this scenario will also result in an increase in the overall population of the Central City, requiring additional community and public facilities, including health and community services, playgrounds, education, parks and open space and spaces for events and pop-up activities.

- Indicative number of jobs by 2040: 7,000 jobs
- Indicative number of additional / less residents by 2040: 8,000 people

2.4. Scenario 3 – A City for residents and visitors

This scenario sees the City grow primarily as a residential and visitor destination, with commercial uses mostly concentrated around (boutique) retail, hospitality and tourism. The scenario would accommodate an extra 20,000 residents, and this could be a mix of permanent residents and visitors.

Due to limited growth options for non-retail commercial uses, such as large offices and light industrial under Scenario 3, these uses would gradually move to other centres in Greater Hobart, where there is room for growth.

This scenario would result in the city becoming very gentrified with workers moving closer to jobs in the other centres, and tourists occupying short-term accommodation. Housing affordability in centres around central Hobart may benefit somewhat as the City absorbs more growth. The City population may age rapidly as non-working residents are drawn to the conveniences of the city, while younger people and workers move close to out-of-city jobs and greater housing affordability. Housing outcomes will be supported via the implementation of design standards for high-rise housing to ensure quality.

Residents are likely to strongly advocate for their living conditions and increasingly non-complying uses (after hours operations, noisy and other uses including in hospitality) will be pushed to other areas. They would also strongly advocate for more open space and community facilities. To manage their needs, the City aims to provide more public open space and/or private open spaces within blocks to improve amenity and environmental performance

Once locked in for residential use, it will be hard to attract commercial uses back into the City. This scenario would support a metropolitan growth pattern of multiple metro centres (Kingston, Moonah, Glenorchy and Rosny).

This scenario may be least conducive to greatly increasing the role of public transport, as people move between the centres around central Hobart. And as with Scenario 2, will require additional community and public facilities.

- Indicative number of additional jobs by 2040: 1,000 jobs
- Indicative number of additional / less residents by 2040: 20,000 people

2.5. Social, Economic and Environmental Impact Assessment

The three scenarios can be assessed at a high and qualitative level, against considerations of liveability, productivity and sustainability. The framework below proposes several indicators to describe how the scenarios would perform from a social, economic, and environmental perspective.

Assessment has been undertaken with primary consideration of the implications for City of Hobart, however the metropolitan context is also discussed.

Liveability

The social aspects are grouped under the term liveability to describe the social and community aspects of the future built environment of the Central City:

- **Usage of active modes of transport and public transport.** There is general consensus that in a socially inclusive and accessible neighbourhood or City, people can get around using multiple modes of transport, including public transport, and that people feel safe and enabled to walk and cycle to nearby destinations. Higher usage (compared to present day) of active and public transport is an indicator of improved liveability outcomes, and vice versa.
- **Housing diversity.** An inclusive and accessible City provides living opportunities for all. This means that a City with high liveability provides for a diversity in housing accommodating all household types, and especially all income levels including social and affordable housing.
- **Participation in active and passive recreation.** A liveable City provides people with the opportunity to recreate close to home or place of work. This means there is a need for sufficient open space, parks and facilities for people to maintain an active and healthy lifestyle.
- **Availability of social and community services.** The availability of social and community services supports the liveability of a City by ensuring people have access to services that support their health and wellbeing.

Scenario 2, the mixed-use scenario, performs the best in terms of liveability. The high levels of activity in the City and the vibrancy from residents, workers and visitors alike drive demand for active and public transport and recreation in the City. Housing affordability will increasingly be an issue and strategies to provide affordable housing opportunities should be considered.

Scenario 1 does not score well on the liveability factors, as the City aims to develop to support economic and business growth. Public transport connections into and out of the City will improve, however commuting via active transport will be limited as most workers live well away from their jobs in the City.

Under Scenario 3, housing affordability outcomes and living close to work are best at the metropolitan level, as more people live and work in and around the centres of Kingston, Rosny and Glenorchy.

Productivity

The economic performance of the scenarios can be assessed against the following indicators:

- **Access to jobs and education.** Good access to jobs and education for all is important for the economic prosperity of the City and the community. It ensures that all community members

can receive education that best aligns with their interests and talents, and that businesses are able to attract those people best suited for the job.

- **Thriving knowledge economy.** Knowledge intensive jobs and businesses are important for economic growth and help all industries to continuously learn, improve and become more productive. The presence of higher education facilities in the Central City and co-location of associated businesses help drive economic growth. The relocation of UTAS is an important driver of the knowledge economy and an element of all three scenarios. The ability for businesses, workers and students to mingle and start new businesses will be important to maximise benefits.
- **Affordable and diverse employment floorspace.** The availability of a sufficient and suitable mix of employment floorspace enables businesses to start up, grow and evolve. This is especially true for a Central City location where there is access to a wide range of other facilities, institutions, and services.

Scenario 1, a Working City, scores well on the productivity factors particularly in relation to supporting a thriving knowledge economy and affordable and diverse floorspace. As the City prioritizes business over residential uses, there is the ability to provide for a variety of business floorspace and activity, supporting agglomeration. There will be considerable opportunities for businesses and education facilities to partner under this scenario.

However, Scenario 1 will perform less well in terms of supporting access to jobs and education. The overall quantum of jobs across the metropolitan region, with this scenario merely resulting in a concentration of employment in the Central City, drawn from other locations across the metropolitan area. Workers will be required to commute to access work.

Scenario 2 would likely score well in terms of supporting a thriving knowledge economy and providing and providing access to jobs and education. The more abundant presence of students and professionals living and working in the City will increase vibrancy and encourage interaction between thinkers, workers and entrepreneurs. From literature on organic innovation clusters, we know that interaction is essential. However, under Scenario 2, business floorspace may be less affordable especially for creative industries.

Scenario 3 performs the worst in terms of productivity outcomes. Business floorspace will be less affordable in the Central City, and employment uses will become more dispersed across the metropolitan area, reducing the benefits derived from concentrated business and employment. Local residents will need to commute outside of the area for work in other employment centres.

Sustainability

To describe the environmental performance of the scenarios, the following factors are considered:

- **Reduced embodied energy in construction and operation of buildings.** The Central City becomes more sustainable if it supports and enables buildings to use less embodied energy and also lead to reduced emissions in their operation.
- **Green and cool landscapes.** Green and cool streetscapes help the built environment to perform better from an energy use perspective. They also help absorbing local carbon emissions. Green urban environments also have health and wellbeing benefits which are not considered here.

- **Reduced transport related emissions.** The Central City becomes more sustainable if it supports and enables a reduction in transport related emissions. This can be achieved by lower vehicle kilometres travelled and an increased modal share of active and public transport.

In terms of sustainability outcomes, it is difficult to distinguish the three scenarios with regards to the first two aspects outlined above (reduced embodied energy in the operation of buildings and green and cool landscapes) as the realization of each can be appropriately supported by policies and initiatives that drive a greener environment and better building practices.

The degree of land use change, and hence construction activity, will influence sustainability performance in terms of embodied energy. It may be that the realization of Scenario 2 (which most closely aligns with the current land use mix in the Central City) will require less overall change (and hence construction), but this is highly dependent on detailed land use and urban design outcomes for all scenarios. Each scenario could be realized with vastly different height and density outcomes, depending on planning regulations.

Density and building heights play an important role in realizing sustainability. While a high degree of compactness is desirable, too much density can be detrimental. The compact city with four- to eight-storey urban perimeter blocks levels (together with public transport connections, walking and cycling infrastructure, block permeability and open space provisions) is identified as representing the optimum use of space.¹

Sustainability in terms of transport emissions must be considered at the metropolitan level. Transport related emissions will likely be greatest under Scenarios 1, which require significant movement of populations in and out of the Central City to access employment. The mixed-use Scenario will likely result in the lowest level of emissions. However, it is possible that Scenario 3 may contribute to reduced emissions as employment uses are decentralized from the Central City to other employment centres. The precise impact is uncertain as this is highly dependent on the form and distribution of public transport networks.

TABLE 1: LIVEABILITY, PRODUCTIVITY AND SUSTAINABILITY OUTCOMES FOR THREE FUTURE CITY SCENARIOS

	Scenario 1	Scenario 2	Scenario 3
Liveability			
Usage of active modes of transport and PT	Green	Green	Red
Housing diversity	Red	Yellow	Green
Active and passive recreation levels in the City	Red	Green	Yellow
Availability of social and community services	Red	Green	Yellow
Productivity			

¹ Lehmann, S. Sustainable urbanism: towards a framework for quality and optimal density?. Fut Cit & Env 2, 8 (2016). <https://doi.org/10.1186/s40984-016-0021-3>

Access to jobs and education			
Thriving knowledge economy			
Affordable and diverse employment floorspace			
Sustainability			
Green and cool streetscapes			
Reduced transport related emissions			
Reduced embodied energy in construction and operation of buildings			
Overall			

Legend

	Performs highly
	Performs moderately
	Performs poorly

3. Public infrastructure needs assessment

3.1. Public infrastructure

Community and social (public) infrastructure refer to the range of facilities and services that are required to support a community. It includes education, sports, recreation, health, and wellbeing infrastructure. Some of it is delivered by the private sector, while other services like libraries, skate parks and social support services, are delivered by local and state government.

Some infrastructure services the designated local neighborhood area, while other facilities, such as primary schools, libraries, cemeteries and larger aquatic centres provide for the entire Council and metropolitan area.

3.2. Local infrastructure needs

As part of the *Central Hobart Precinct Plan*, there is a need to provide services for neighborhoods, the local government area and wider region. This is because the Central City is the main regional centre in southern Tasmania and services a broad population. However, when considering the three future scenarios, the differences are primarily in the demand for local neighbourhood services, assuming higher order services would continue to be provided from the Central City.

The following section therefore concentrates on the relative demand for social / community infrastructure for local level facilities. These include child-care centres, maternity and child health services, community facilities (meeting rooms and community centres) (local), neighbourhood houses and community development, swimming pools (local), indoor sports courts, outdoor sports courts, sportsgrounds, primary schools, medical centres, residential aged care, arts and cultural facilities (local), children's play spaces (local), long day care and before/after school care, skate parks and lawn bowls.

The anticipated population increases by scenario are:

- **Scenario 1 – net zero population change, high proportion of single and couple households** with high incomes. The population is likely to age rapidly except for students in the UTAS provided housing.
- **Scenario 2 – population increase of approximately 8,000 people.** This would include a high proportion of single and couple households, some families with children and students (living on their own).
- **Scenario 3 – population increase of approximately 20,000 people.** The population would likely be ageing at a rapid pace (many people that are not in workforce) and include many single and couple and some family households (in the workforce, working in Hobart and the other metro centres).

Indicatively, the next sections provide an understanding of the need for local and state government to provide for additional social and community infrastructure to 2040 to meet the

requirements of potential future populations. Facilities provided by private and not-for-profit entities have been excluded. Likewise, the capacity of existing infrastructure has not been considered as this is not known.

Indicative population benchmarks for facilities provisioning have been used to broadly estimate the needs by scenario (see Table 2). The benchmarks may vary according to specific community characteristics, and climate zones.

TABLE 2: PUBLIC INFRASTRUCTURE NEEDS TO 2040, BASED ON HIGH LEVEL INFRASTRUCTURE PROVISIONING BENCHMARKS

Council © or State (S) provisioned	Facility Type	Indicative benchmark	Scenario 1	Scenario 2	Scenario 3
S	Maternity and child health	1 per 800 0-6 yr olds	0	0	0
C	Community facilities (meeting rooms and community centres) (local)	1 room per 1,500 people	0	5	13
C	Neighbourhood houses and community development	1 per 20,000 people	0	0	1
C	Swimming pools and aquatic centres (local)	1 per 30,000 people	0	0	1
C or private	Indoor sports courts	1 per 3,500 people	0	2	6
C or private	Outdoor sports courts	1 per 2,000 people	0	4	10
C or private	Sportsgrounds	1 per 3,000 people	0	2	7
S	Government Primary Schools	1 per 800 5 to 12 yr olds	0	0	1
C	Arts and cultural facilities (local)	1 per 8,000 residents	0	1	2
C	Playgrounds and places	1 per 2,000 3 to 12 yr olds	0	0	0
C	Skate parks	1 per 18,000 people	0	0	1

C	Exercise equipment	1 per 15,000 people	0	0	1
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Source: SGS Economics and Planning (2021)

Not surprisingly, the needs to 2040 are the highest for Scenario 3 which forecasts future population growth of 20,000 people. The amount of growth will also trigger demand for more significant regional facilities such as a pool, a primary school and outdoor recreation equipment.

Scenario 2 would generate demand for community facilities, sports courts and arts and cultural spaces.

It should be noted that these infrastructure needs are based on the needs of the local population. Under Scenario 2 and 3, demand for infrastructure may be generated by visitors and workers. This may include childcare facilities (close to work), gyms and sports centres and meeting facilities. These are generally provided by private operators and would not impact on government provisioning, typically. However, there may be exceptions, as the City may aim to improve vibrancy and amenity so that visitors and workers spend more time in the City.

4. Summary of findings

The City of Hobart is undertaking strategic planning processes to reimagine the future of Central Hobart. This report has sought to demonstrate three possible futures for the Central Hobart area:

- **Scenario 1 – A working City**, which sees Central Hobart’s role as the economic centre of Greater Hobart, where employment is prioritized over other uses and tourism and residential uses are limited.
- **Scenario 2 – A mixed use city where people live, work and recreate**, which encourages a greater mix of uses including employment, residential and tourism.
- **Scenario 3 – A city of residents and visitors**, which sees the Central City grow primarily as a residential and visitor destination.

The three scenarios can be assessed at a high and qualitative level, against considerations of liveability, productivity and sustainability. The results of which are shown in the table below.

Overall, Scenario 2 performs the best. This scenario is expected to best support liveability through increased use of active and public transport connections, the promotion of housing diversity and support for the provision of a range of social and community services. Scenario 2 also performs well in economic terms by increasing access to jobs and education and encouraging knowledge and innovation spillovers. It is difficult to assess the sustainability performance of each scenario due to the lack of detailed planning regarding land use and urban design outcomes.

TABLE 1: LIVEABILITY, PRODUCTIVITY AND SUSTAINABILITY OUTCOMES FOR THREE FUTURE CITY SCENARIOS

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Availability of social and community services	Red	Green	Yellow
Productivity			
Access to jobs and education	Green	Yellow	Red
Thriving knowledge economy	Yellow	Yellow	Red
Affordable and diverse employment floorspace	Green	Yellow	Red

Sustainability			
Green and cool streetscapes			
Reduced transport related emissions			
Reduced embodied energy in construction and operation of buildings			
Overall			

Legend

	Performs highly
	Performs moderately
	Performs poorly

As part of the *Central Hobart Precinct Plan*, there is a need to provide services for neighborhoods, the local government area and wider region. A high-level assessment of infrastructure needs has been undertaken by applying indicative infrastructure benchmarks to expected future population by scenario. This found that infrastructure needs to 2040 are the highest for Scenario three, which forecasts future population growth of 20,000 people. This large amount of growth will also triggers demand for more significant regional facilities such as a pool, a primary school and outdoor recreation equipment.

Scenario 2 would generate demand for community facilities, sports courts and arts and cultural spaces.

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