



CITY OF HOBART

AGENDA

The Hobart Workshop Committee Meeting

Open Portion

Monday, 18 May 2026

at 4.00pm

Buckingham Rowing Club, 5 Marine Esplanade, New Town

SUPPLEMENTARY ITEMS

ORDER OF BUSINESS

- | | | |
|-----|--|---|
| 9. | HERITAGE ACCOUNT SPECIAL COMMITTEE | 3 |
| 10. | SANDY BAY BATHING PAVILION - FUTURE DEVELOPMENT AND USE..... | 5 |

The Chief Executive Officer reports:

“That in accordance with the provisions of Part 2 Regulation 10(7) of the *Local Government (Meeting Procedures) Regulations 2025*, these supplementary matters are submitted for the consideration of the Committee.

Pursuant to Regulation 10(7), I report that:

- (a) information in relation to the matter was provided subsequent to the distribution of the agenda;
- (b) the matter is regarded as urgent; and
- (c) advice is provided pursuant to Section 65 of the Act.”

9. Heritage Account Special Committee
File Ref: F26/26544

Report of the Director Strategic and Regulatory Services of 18 May 2026.

Delegation: Committee



City of **HOBART**

MEMORANDUM: HOBART WORKSHOP COMMITTEE

Heritage Account Special Committee

A presentation will be provided on the proposed changes to be made to the Heritage Account Special Committee including changes to the:

- a) Terms of Reference;
- b) Guidelines for payments from the Heritage Account for grants; and
- c) Total amount to be allocated towards the 2026 Heritage Grants.

WORKSHOP PURPOSE

That the Hobart Workshop Committee consider and provide feedback on:

- *the proposed changes to the Heritage Account Special Committee Terms of Reference;*
- *Guidelines for payment from the Heritage Account; and*
- *the total amount to be allocated towards the 2026 Heritage Grants.*

As signatory to this report, I certify that, pursuant to Section 55(1) of the Local Government Act 1993, I hold no interest, as referred to in Section 49 of the Local Government Act 1993, in matters contained in this report.

Karen Abey
**DIRECTOR STRATEGIC AND
REGULATORY SERVICES**

Date: 18 May 2026
File Reference: F26/26544

10. Sandy Bay Bathing Pavilion - Future Development and Use
File Ref: F26/26524

Report of the Chief Executive Officer of 18 May 2026.

Delegation: Committee



City of **HOBART**

MEMORANDUM: HOBART WORKSHOP COMMITTEE

Sandy Bay Bathing Pavilion - Future Development and Use

Report Summary and Key Issue

This report summarises the history, constraints, and current pathway for potential redevelopment and activation of the Sandy Bay Bathing Pavilion.

It outlines the longstanding Council ambition to develop an upper-storey restaurant, the key planning and heritage considerations, and the critical implications of Crown land reversionary conditions that currently restrict use to public recreation.

It also records the current tenant arrangements with Surf Life Saving Tasmania (SLST) and identifies next steps required to progress a development application.

Discussion and Background

The Sandy Bay Bathing Pavilion (the Pavilion) (Figure 1) is a City of Hobart Council asset located at 646A Sandy Bay Road.

Designed by architect Dirk Bolt and constructed in 1962, the Pavilion is a single-level building with a distinctive pre-cast concrete façade. The building has been used by Surf Life Saving Tasmania (SLST) since 1969 under a series of leases and is permanently listed on the Tasmanian Heritage Register (listed in 2012).

The Pavilion site was transferred to the City from the Crown through the Crown Land Assessment and Classification Project on 28 January 2010 for the purpose of public recreation. The transfer was made subject to reversionary conditions, meaning the Crown reserves the right to resume the land if it is not used for public recreation or if it is used for any other purpose without Ministerial approval or is sold without Ministerial approval.

Prior to the land being transferred to the City, the City had managed the land for recreational purposes under a 99-year Crown Lease.



Figure 1: Sandy Bay Bathing Pavilion

Prior Council Consideration

The Council has explored opportunities to revitalise the Pavilion over many years, including activation of the ground floor (e.g., café) and an upper-storey extension to accommodate a restaurant. A chronology of the Council's actions is provided below:

2001 - The Council issued a planning permit for a 90-seat second-floor restaurant extension and 18 additional car parks; the permit was later replaced by a Resource Management and Planning Appeals Tribunal (RMPAT) refusal. The Tribunal found the development would indirectly but substantially harm the amenity of the Pavilion area as a recreation zone (including traffic impacts through the “village green”), would be out of scale with zoning intent, and that parking was insufficient, arguing that additional parking would intrude into the village green and require a link road.

2013 - A Notice of Motion by former Lord Mayor John Freeman requested investigation of options for redeveloping and utilising the upper level of the Pavilion. Council subsequently requested an options report, resolved to pursue an upper-floor restaurant concept, and deferred further action pending consultation with the Tasmanian Heritage Council and preparation of a Conservation Management Plan (CMP).

2015 - Following completion of the CMP, Council authorised progression of a development application for the upper-floor restaurant.

2015-2018 - Architectural firm Terroir presented a design to Council. The original architect, Dirk Bolt, did not support the initial concept, however, an updated design in 2018 gained his endorsement (refer Figure 2).

December 2019 - The upper-floor design was endorsed in closed session and landowner consent was provided.

2020 - Council postponed the development application due to COVID-19.

2021 - Crown Land Services advised that to proceed with a commercial development (restaurant), Council would need to surrender the land and either repurchase at market rate or have part of the land leased back on commercial terms. In the absence of a resolved tenure pathway, the Department of Natural Resources and Environment (NRE) was unwilling to provide consent for the project. The project then stalled following staff departures.

2024-2025 - Officers resumed discussions with NRE. NRE's current position is that progression of a second-storey restaurant would require Council to surrender the title to the Crown, after which a new title permitting commercial use would be issued. Council could then apply to lease the site/building from the State, initially on a peppercorn basis reflecting ongoing public recreation use, with a commercial rate applied if/when Council derives income from a restaurant. NRE has advised that any development application would also require support from Heritage Tasmania. Officers have met with Heritage Tasmania, who advised that an upper-level extension would need to accord with the CMP.



Figure 2: Endorsed Upper Floor development proposal

Discussion

Current Use and Tenure

The Council is considering future activation of the Pavilion while maintaining its primary purpose for public recreation and protecting its heritage values. Progressing an upper-storey restaurant requires:

1. A resolved land tenure pathway that addresses Crown reversionary conditions and enables commercial use, and
2. The necessary planning and heritage approvals.

In parallel, the current SLST tenancy continues on an interim basis.

The following factors need to be considered:

SLST Lower-Level Tenancy

SLST has advised that it wishes to continue leasing the lower level. While regularly scheduled patrols no longer occur at this location, members continue training and deliver community programs at Sandy Bay Beach, including water safety awareness for multicultural communities and support for people with disability to access the beach and water using beach wheelchairs.

The current lease with the City operates on a month-to-month basis by agreement while Council considers potential development pathways for the site.

SLST is committed to maintaining its current presence and has indicated it would be open to exploring future partnerships if the site is developed.

Upper-Storey Restaurant

Redevelopment of the Pavilion to accommodate an upper-storey restaurant has been a longstanding Council ambition. Progress has been constrained by historical planning outcomes (including the 2001 RMPAT refusal), COVID-19 impacts, and the Crown land reversionary conditions that restrict use of the site and building to public recreation unless approvals and/or tenure changes are secured.

Recent discussions with NRE have identified a potential pathway for a restaurant, subject to resolution of land tenure arrangements and the ability to obtain a planning permit. Since the last development application was considered in 2001, a new planning scheme is now in effect and would apply to any future proposal. A preliminary assessment of the upper story restaurant proposal is outlined below:

Planning and Statutory Considerations

Under the Tasmanian Planning Scheme and Hobart Local Provisions Schedule the subject site is zoned Open Space, and a Food Services use is discretionary within the zone.

The zone purpose is to provide for use and development that supports the land's open space function or other compatible uses. There is a reasonable argument that a Food Services use could support open space activation and be compatible with the zone purpose, subject to detailed design and impact assessment.

Permitted hours of operation are 8.00am to 10.00pm, with discretion to operate later subject to assessment of amenity impacts.

The permitted building height is 10m. With the existing roof height being under approximately 3m, there is scope for an additional built form above the existing structure without necessarily triggering a discretionary height pathway. The upper level would also be largely concealed by existing planting when viewed from Sandy Bay Road.

Any proposal would need assessment against the following standards and overlays:

- Parking and Sustainable Transport Code
- Low Landslip Hazard Area overlay
- Coastal Inundation Hazard Area overlay
- Flood-prone Hazard Area overlay
- Heritage Code

Parking and Sustainable Transport Code

Based on an assumed additional upper-level footprint of approximately 320m² (constructed above the existing building), the indicative parking requirement is 22 spaces. There are 19 spaces available in the nearby existing car park; the area's passive recreation use does not technically generate a parking requirement.

A traffic impact assessment (TIA) prepared by GHD in 2017 for a comparable proposal (a 366 m² destination restaurant for up to 140 patrons) found the development would generate modest additional traffic and parking demand that could be accommodated within the existing road network and nearby public parking without significant adverse impacts. The TIA concluded:

- Traffic increases are small and manageable.
- Parking demand can be met through shared public supply.
- No significant safety or efficiency issues are expected.

While this assessment indicates the concept may be supportable on traffic and parking grounds, the 2017 TIA now requires update, as it is now approximately nine years old.

Hazard Overlays (Landslip, Coastal Inundation and Flood)

Given the nature of the works (extension above an existing structure), it may be possible that some requirements under these overlays are exempt or can be addressed through targeted assessment. This would need confirmation as part of a formal application.

Heritage Code

Heritage Tasmania has advised that any development proposal for the Pavilion would need to accord with the CMP prepared for the building.

Where a development application involves removal, alteration, or disposal of artwork or sculptures, Council has previously required applicants to address the moral rights provisions of the *Copyright Act 1968*. Moral rights are personal rights that connect

creators (authors) to their work, and considerations may differ where the creator is deceased.

It is noted that the original Pavilion architect, Dirk Bolt provided input into the CMP alongside Ron Sinclair (artist responsible for the bas relief). Mr Bolt also endorsed the 2018 upper-storey building redevelopment design prepared by Terroir.

In addition to an upper-storey restaurant, the Council has, in the past, entertained the option of developing a café on the ground floor of the Pavilion and it is considered prudent to consider this option if there is interest from an operator in the future.

Conclusion

It is considered that redevelopment of the Pavilion to include an upper-storey restaurant and/or downstairs cafe may be feasible, however, it carries material tenure, approvals, and stakeholder risks and is likely to attract community representations. The key decision for Council at this stage is whether to authorise further investigation to resolve the tenure pathway with NRE and update the technical assessments to lodge a development application, while maintaining SLST's interim occupation of the lower level.

If a pathway is achieved for an upper-storey restaurant and/or ground floor cafe, then it would be necessary for the Council to undertake an Expression of Interest process to identify a suitable proponent to undertake the development and operate the restaurant.

Legal, Risk and Legislative Considerations

The land is subject to Crown reversionary conditions requiring use for public recreation unless otherwise approved.

Progressing a commercial food services use would require an agreed tenure pathway with NRE and a planning permit under the *Tasmanian Planning Scheme (Hobart Local Provisions Schedule)*.

The Pavilion is permanently listed on the Tasmanian Heritage Register and any proposal must align with the CMP and satisfy Heritage Tasmania requirements. Where works affect artistic elements (e.g., bas relief), moral rights considerations under the *Copyright Act 1968* may also need to be addressed

The key risks are as follows:

- **Land tenure and reversionary conditions:** Commercial activation is constrained by Crown reversionary conditions; progressing.
- **Planning approval risk:** Food Services is discretionary in the Open Space zone and may attract representations; amenity, traffic, and open space impacts will be central considerations.
- **Heritage compliance:** Any built form must align with the CMP and Heritage Tasmania expectations; design sensitivity is critical.

- **Stakeholder management:** Community expectations and SLST operational needs must be managed through early engagement.

An agreement will need to be reached with any future developer regarding the construction and operation of the restaurant. The details of any such agreement will be considered in a further report to the Council in the event a land tenure and approval pathway is achieved.

Community and Business Engagement and Collaboration

Officer consultation to date has included discussions with Surf Life Saving Tasmania, Crown Land Services / NRE regarding tenure pathways, and Heritage Tasmania regarding acceptability of an upper-level extension subject to alignment with the Conservation Management Plan.

Further targeted engagement with nearby residents and reserve users would be required prior to any development application.

Workshop Purpose

The Council receive and note this update and workshop the future use and development of the Sandy Bay Bathing Pavilion.

As signatory to this report, I certify that, pursuant to Section 55(1) of the Local Government Act 1993, I hold no interest, as referred to in Section 49 of the Local Government Act 1993, in matters contained in this report.



Michael Stretton
CHIEF EXECUTIVE OFFICER

Date: 18 May 2026
File Reference: F26/26524