

# Southern Tasmania Regional Land Use Strategy

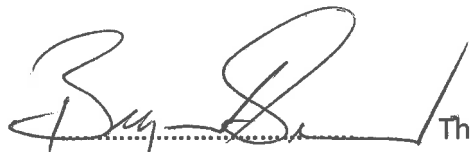
2010–2035



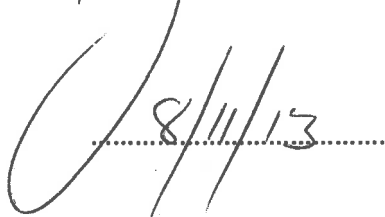
# **Declaration of the Southern Tasmania Regional Land Use Strategy 2010-2035**

**As amended 1 October 2013**

I, Bryan Green, Minister for Planning, declare this Regional Land Use Strategy in accordance with section 30C(3) of the *Land Use Planning and Approval Act 1993*.



The Hon Bryan Green, MHA



Date

This Southern Tasmania Regional Land Use Strategy 2010-2035, as amended 1 October 2013, is to come into operation on 13 November 2013 as notified in the Gazette.

The Southern Tasmania Regional Land Use Strategy 2010-2035 was originally declared in October 2011. During 2013 a minor review was undertaken resulting in this amended document.

Implementation of the Strategy is to be guided by the associated document 'The Process Forward: Implementing and Monitoring the Regional Land Use Strategy for Southern Tasmania', Southern Tasmanian Councils Authority, Hobart).

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## MINISTER'S VISION

Reforming the State's land use planning system so that it is fit to meet the challenges of the 21st Century is an important and challenging task for both State and Local Government.

The introduction of comprehensive and coordinated strategic land use planning is a significant and very necessary component of this reform.

Our society is increasingly impacted by broader challenges; rising energy costs, peak oil, climate change & sea level rise, competition for resources, the need for greater social inclusion and improved environmental sustainability. Reorientating our cities and towns, and the infrastructure linkages between them, towards a more sustainable pattern of development is critical in addressing these challenges and ensuring our long-term prosperity.

As the Capital City region, Southern Tasmania, with its unique set of natural and cultural assets, living environment and nationally & internationally competitive industry sectors, needs a robust strategic land use planning system to proactively facilitate sustainable development, protect and improve our amenity and quality of life and provide greater certainty and direction to the community and development industry. In addition, this Strategy will form the foundation upon which a suite of contemporary and consistent planning schemes will be developed.

The Southern Tasmania Regional Land Use Strategy will play a significant role in recognising the region's natural competitive advantages and defining its future within the national and global economy. The region is a major player in aquaculture and wild fisheries, its agricultural sector exports high value produce around the world, it has unique specialty timbers and skilled craftspeople, a deep water port well placed to serve Australia and the world's growing interests in the Southern Ocean and Antarctica, a clean, green environment in which to live and a World Heritage Wilderness Area the likes of

which simply does not exist in most developed countries. The region's future prosperity lies in making the most of these competitive advantages.

Yet this Strategy is just the beginning: the first iteration. Both State and Local Government have recognised that the work cannot stop here and I intend to put in place a regional planning system that will continue on, thereby ensuring that our regional strategies are living instruments responsive to future changes and challenges.

I look forward to a brighter future for Southern Tasmania, one in which our future land use planning directions are set through the evidence-based, rational decision-making approach encapsulated within the regional strategic planning process.

**The Hon Bryan Green MP**

Minister for Planning  
State of Tasmania

# FOREWORD

The Southern Tasmania Regional Planning Project Steering Committee is pleased to provide the Southern Tasmania Regional Land Use Strategy to the Minister for Planning, the Hon. Bryan Green, M.P.

This document constitutes the culmination of a substantial body of analysis encapsulated within a suite of background reports and the first major public output for the Regional Planning Project – which itself is the first significant regional planning exercise in the region for over three decades.

Regional strategic land use planning is absolutely necessary, and the advent of this project is long overdue. It is at the regional level that strategic land use planning can be undertaken most effectively, combining local initiative with statewide direction. We no longer have the luxury of abiding the ad hoc and uncoordinated land use planning decision-making of the past. We are all increasingly aware that our resources are not limitless and the environment not endlessly capable of absorbing our impacts.

We can also reduce adversarial public debate and angst that currently occurs in the planning system through strategic land use planning. Far better results may be achieved when debate over ‘what should happen where’ is conducted within a strategic planning process, in an atmosphere where there are no specific development proposals on the table and where reason, not emotion, is free to drive the outcomes.

This Strategy acknowledges that Greater Hobart is one settlement and that major land use planning decisions in one part of Greater Hobart have consequences that reverberate across the whole metropolitan area and often across the entire Southern region. Planning on a ‘whole of region’ basis is necessary as many challenges and opportunities can’t be adequately addressed by individual planning authorities, or State agencies, acting alone. There are significant opportunities at this level of planning to better integrate land use and infrastructure planning

(both social and physical). Without coordinated regional planning, we may find that living and working in our towns and cities is more expensive than it needs to be and as a broader community we are likely to fail in providing the best outcomes for future generations.

Regional planning also allows us to recognise and develop the advantages of each municipal area. Each locality has its own strengths to build upon, its own place within the region. Together we can form a complimentary network that is far greater than the sum of its parts.

We commend this document to the people of Southern Tasmania – The first iteration of an on-going process of regional strategic planning.

**Alderman Rob Valentine**

Steering Committee Chairman

Southern Tasmania Regional Planning Project

## CONTENTS



### PART A: INTRODUCTION AND CONTEXT

<b>1.</b>	<b>Introduction</b>	<b>1</b>
1.1	Purpose of the Land Use Strategy	1
1.2	Defining Southern Tasmania & Metropolitan Hobart	1
1.3	The Regional Land Use Framework	1
1.4	How to use this document	2
1.5	Implementation, Monitoring & Review	5
1.6	Consultation	6
<b>2.</b>	<b>Context</b>	<b>7</b>
2.1	Existing Planning Framework	7
2.2	A Changing Climate	8
<b>3.</b>	<b>About the Region</b>	<b>10</b>
3.1	Population and Demographics	11
3.2	Residential Growth	11
3.3	Economy and Employment	12
3.4	About Greater Hobart	12



### PART B: THE VISION & STRATEGIC DIRECTIONS

<b>4.</b>	<b>The Strategic Framework</b>	<b>17</b>
4.1	The Vision	17
4.2	Planning Principles	17
4.3	Strategic Directions	17



### PART C: THE REGIONAL POLICIES

<b>5.</b>	<b>Biodiversity and Geodiversity</b>	<b>23</b>
5.1	Overview	23
5.2	Relevant Strategic Direction	24
5.3	Relevant State and Regional Policies	24
5.4	Relevant Background Reports	24
5.5	Regional Policies	25
<b>6.</b>	<b>Water Resources</b>	<b>28</b>
6.1	Overview	28
6.2	Relevant Strategic Directions	28
6.3	Relevant State and Regional Policies	28
6.4	Relevant Background Reports	28
6.5	Regional Policies	29

<b>7.</b>	<b>The Coast</b>	<b>30</b>
7.1	Overview	30
7.2	Relevant Strategic Directions	31
7.3	Relevant State and Regional Policies	31
7.4	Relevant Background Reports	31
7.5	Regional Policies	32
<b>8.</b>	<b>Managing Risks &amp; Hazards</b>	<b>33</b>
8.1	Overview	33
8.2	Relevant Strategic Directions	33
8.3	Relevant Background Reports	33
8.4	Regional Policies	34
<b>9.</b>	<b>Cultural Values</b>	<b>36</b>
9.1	Overview	36
9.2	Relevant Strategic Directions	38
9.3	Regional Policies	39
<b>10.</b>	<b>Recreation &amp; Open Space</b>	<b>42</b>
10.1	Overview	42
10.2	Relevant Strategic Directions	43
10.3	Relevant State and Regional Policies	43
10.4	Relevant Background Reports	43
10.5	Regional Policies	44
<b>11.</b>	<b>Social Infrastructure</b>	<b>46</b>
11.1	Overview	46
11.2	Relevant Strategic Directions	47
11.3	Relevant State and Regional Policies	47
11.4	Relevant Background Reports	47
11.5	Regional Policies	48
<b>12.</b>	<b>Physical Infrastructure</b>	<b>40</b>
12.1	Overview	50
12.2	Relevant Strategic Directions	50
12.3	Relevant State and Regional Policies	50
12.4	Relevant Background Reports	50
12.5	Regional Policies	51
<b>13.</b>	<b>Land Use and Transport Integration</b>	<b>52</b>
13.1	Overview	52
13.2	Relevant Strategic Directions	53
13.3	Relevant State and Regional Policies	53
13.4	Relevant Background Reports	53
13.5	Regional Policies	54

## CONTENTS

<b>14. Tourism</b>	<b>58</b>
14.1 Overview	58
14.2 Relevant Strategic Directions	58
14.3 Relevant State and Regional Policies	58
14.4 Relevant Background Papers	58
14.5 Regional Policies	59
<b>15. Strategic Economic Opportunities</b>	<b>60</b>
15.1 Overview	60
15.2 Relevant Strategic Directions	61
15.3 Regional Policies	62
<b>16. Productive Resources</b>	<b>63</b>
16.1 Overview	63
16.2 Relevant Strategic Directions	65
16.3 Relevant State and Regional Policies	65
16.4 Relevant Background Reports	65
16.5 Regional Policies	66
<b>17. Industrial Activity</b>	<b>70</b>
17.1 Overview	70
17.2 Relevant Strategic Directions	71
17.3 Relevant State and Regional Policies	71
17.4 Relevant Background Reports	71
17.5 Regional Policies	72
<b>18. Activity Centres</b>	<b>74</b>
18.1 Overview	74
18.2 Relevant Strategic Directions	74
18.3 Relevant State and Regional Policies	75
18.4 Relevant Background Reports	75
18.5 The Activity Centre Network	75
18.6 Regional Policies	80
<b>19. Settlement and Residential Development</b>	<b>84</b>
19.1 Overview	84
19.2 Relevant Strategic Directions	85
19.3 Relevant State and Regional Policies	85
19.4 Relevant Background Reports	85
19.5 Regional Settlement Strategy	85
19.6 Greater Hobart Settlement Strategy	90
19.7 Regional Policies	94
<b>Glossary</b>	<b>102</b>

Part A



# Introduction and Context





# 1. INTRODUCTION

## 1.1 PURPOSE OF THE LAND USE STRATEGY

“This Regional Land Use Strategy is intended to be a broad policy document that will facilitate and manage change, growth, and development within Southern Tasmania over the next 25 years.”

This Regional Land Use Strategy is a broad policy document that will facilitate and manage change, growth, and development within Southern Tasmania over the next 25 years. It provides comprehensive land use policies and strategies for the region based upon:

- The vision for the State as outlined by *Tasmania Together*;
- A more defined regional vision;
- Overarching strategic directions; and
- A comprehensive set of regional planning policies addressing the underlying social, economic, and environmental issues in Southern Tasmania.

Whilst this Land Use Strategy arises from a joint initiative between State and Local Government (the Regional Planning Initiative), it is intended that it be a permanent feature of the planning system, monitored, maintained and reviewed into the future. In other words, this document is the first iteration in an ongoing process of regional land use planning across the State that will ensure the policies and strategies remain relevant and responsive.

It is also important to recognise that the development of this Strategy within the timing and budgetary constraints of the regional planning initiative has meant the scope and detail of analysis supporting this document will need to be further progressed in the future.

## 1.2 DEFINING SOUTHERN TASMANIA & METROPOLITAN HOBART

Southern Tasmania encompasses the twelve local government areas of: Brighton, Central Highlands, Clarence, Derwent Valley, Glamorgan Spring-Bay, Glenorchy, Hobart,

Huon Valley, Kingborough, Sorell, Southern Midlands and Tasman (see Map 1).

Southern Tasmania is a regional planning unit for the purposes of the Land Use Planning and Approvals Act 1993.

At the heart of the region is the metropolitan area of Greater Hobart which extends over all or part of the local government areas of: Brighton, Clarence, Glenorchy, Hobart, Kingborough & Sorell. Greater Hobart is the centre of all major social and economic facilities for the region as well as being the capital city and administrative and political centre for Tasmania. As the most populous urban area within the State and region, its social and economic interactions significantly influence the remainder of the region, its towns, and settlements.

## 1.3 THE REGIONAL LAND USE PLANNING FRAMEWORK

This strategy document is one of three elements within the Southern Tasmania Regional Land Use Planning Framework. As indicated by Figure 1, the Strategy is supported by a series of Background Reports providing detailed analysis and discussion on a range of topics as outlined below. The Regional Land Use Strategy should be read in conjunction with these documents:

- Background Report No. 1 - The Project Background;
- Background Report No. 2 - The Regional Profile;
- Background Report No. 3 - A Changing Climate;
- Background Report No. 4 - Social Infrastructure;
- Background Report No. 5 - Natural Values;



- Background Report No. 6 - Land Hazards;
- Background Report No. 7 - Productive Resources;
- Background Report No. 8 - Regional Transport System;
- Background Report No. 9 - Infrastructure;
- Background Report No. 10 - Tourism and Land Use Planning;
- Background Report No. 11 - Activity Centre Analysis;
- Background Report No. 12 - Industrial Activity;
- Background Report No. 13 - Dwelling Yield Analysis;
- Background Report No. 14 - Providing for Housing Needs

The Strategy is also supported by a suite of implementation and monitoring recommendations which are detailed in the document *'The Process Forward: Implementing and Monitoring the Regional Land Use Strategy for Southern Tasmania 2010 – 2035'*.

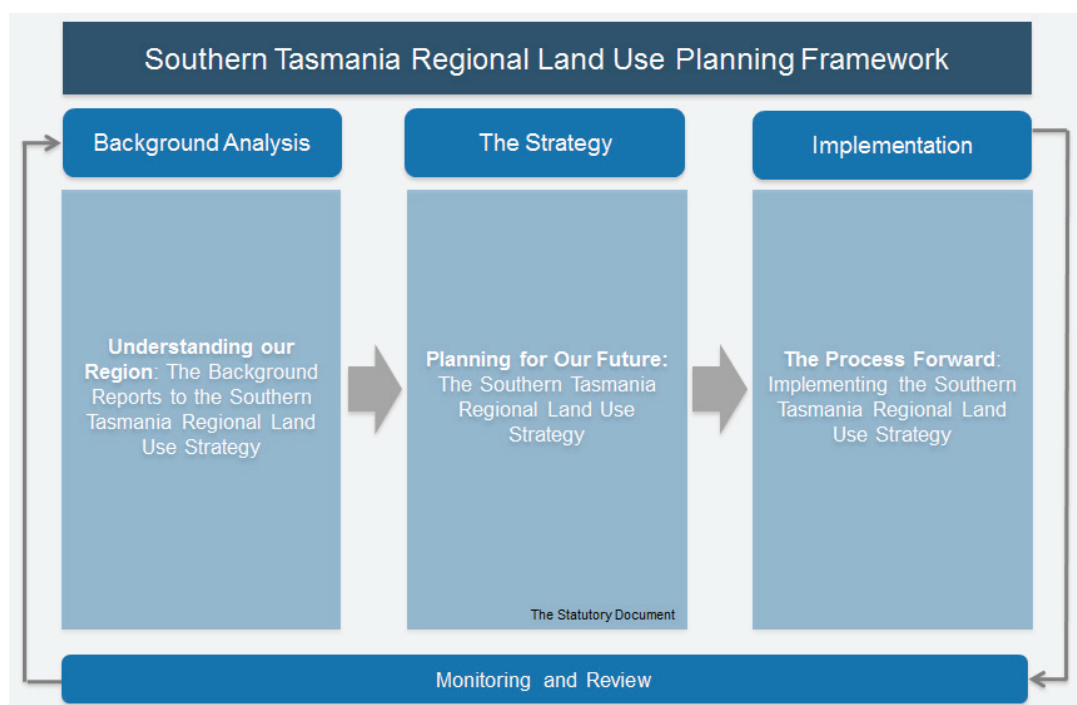
## 1.4 HOW TO USE THIS DOCUMENT

This Regional Land Use Strategy has been prepared as the central document within the Land Use Planning Framework for Southern Tasmania. The Strategy is intended to guide land use, development, and infrastructure investment decision across the region by State and Local Government, and infrastructure providers (see Figure 3).

The Strategy comprises three key components: The Vision, The Strategic Directions, and the Regional Policies (see Figure 2). In essence, the Regional Policies outline how the Strategic Directions will be achieved, and the Strategic Directions, being the broad policy statements outline how the Vision will be attained.

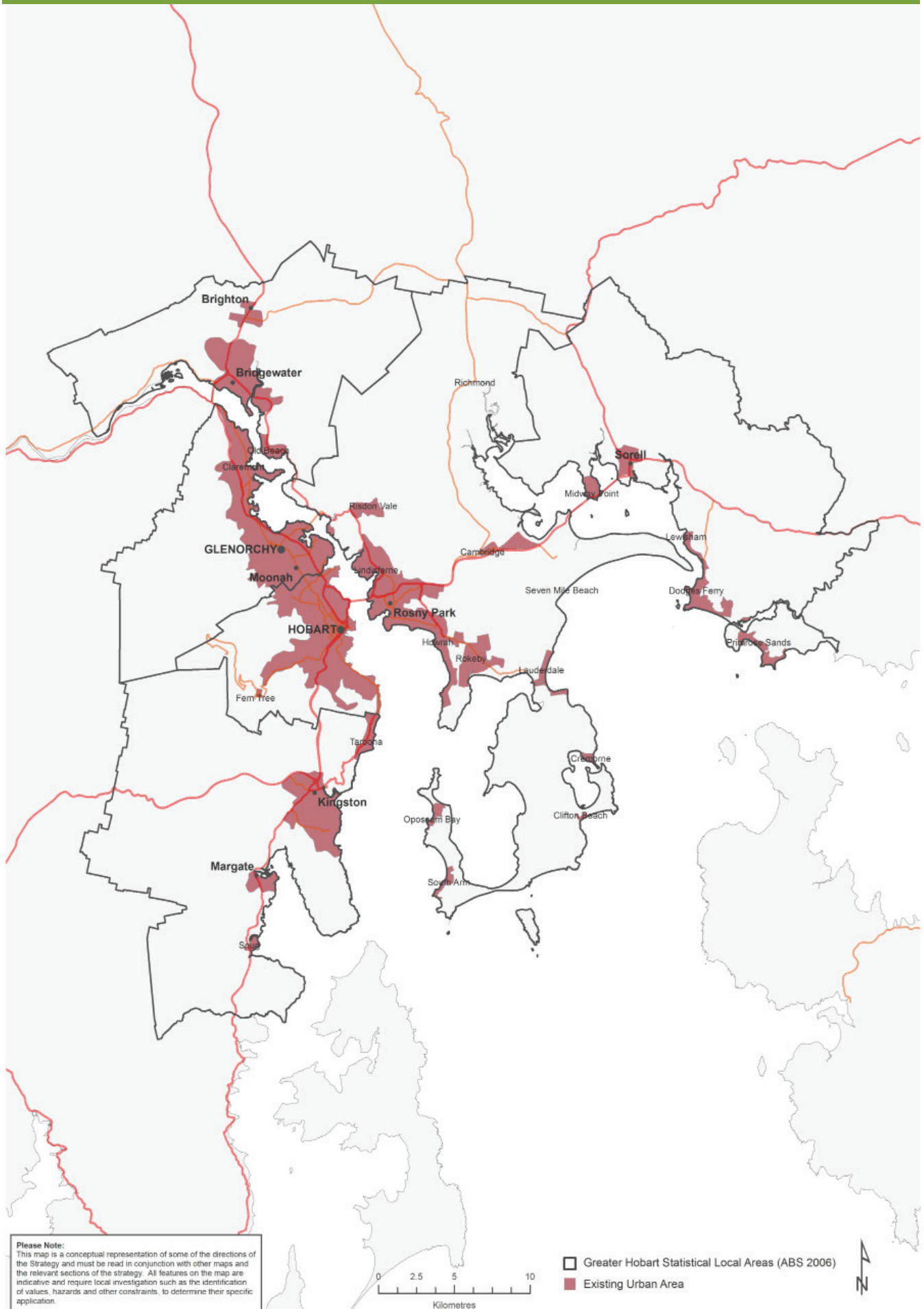
Part A provides a summary of the context in which the Strategy has been prepared including its linkages with the Resource Management and Planning System of Tasmania, existing policy documents at the state, regional and local level and broader

Figure 1:  
The Regional Land  
Use Framework  
for Southern  
Tasmania





## MAP 2: THE GREATER HOBART AREA



national and global imperatives, as well as a summary of the characteristics of the region.

The strategic foundations are the regional vision and strategic directions. These are provided in Part B. The specific policies by which the strategic directions and therefore the vision will be achieved are outlined in Part C: Regional Policies. Each regional policy is supported by sub-policies. Compliance with the sub-policies is not intended to imply achievement of the overall policy. The sub-policies are intended to highlight critical matters to be achieved in the near future.

The Regional Land Use Strategy should be read in conjunction with the series of Background Reports listed under section 1.3, along with the implementation and monitoring report 'The Process Forward: Implementing and Monitoring the Regional Land Use Strategy for Southern Tasmania 2010 – 2035'.

## 1.5 IMPLEMENTATION, MONITORING & REVIEW

As indicated by Figure 1, the Strategy is supported by implementation and monitoring recommendations detailed in the report 'The Process Forward: Implementing and Monitoring the Regional

Figure 2:  
Structure of the  
Regional Land Use  
Strategy



Land Use Strategy for Southern Tasmania 2010 – 2035'. Implementation of the Strategy either through statutory land use planning process or other processes is to be guided by this document.

While the land use policies and strategies suggest a range of town planning controls, it is important to acknowledge that successful implementation of the Strategy will also require a range of other non statutory planning implementation tools including economic development or urban improvement strategies, infrastructure provision and pricing regimes, and facilitation and capacity building (such as land and site assembly by Government, redevelopment through public private partnership and specific infill development programs).

## 1.6 CONSULTATION

During this period 18 different information sessions were held across the region for stakeholders and the general public. The public consultation period was in addition to 18 months of detailed consultation with individual Project Sponsors, infrastructure providers and key stakeholders.

A total of 114 submissions were received from members of the public, stakeholder organisations, Councils and State Government agencies. A detailed consultation report has been released and is available from the STCA website ([www.stca.tas.gov.au/rpp](http://www.stca.tas.gov.au/rpp)).

## 2. CONTEXT

“Realising good planning outcomes ... requires the integration of land use planning with the delivery of infrastructure and services, and other social, economic, and environmental policies.”

The context in which this Regional Land Use Strategy has been prepared is important in understanding why the document has addressed the issues that it has and why some matters have not been addressed and the logic behind its structure and presentation. A comprehensive and detailed analysis of the specific contextual elements has been provided in Background Reports Nos. 1, 2 & 3:

### 2.1 EXISTING PLANNING FRAMEWORK

More often than not, the community sees land use planning as merely ‘development control’: a reactionary and restrictive mechanism controlling the use and development of land. This perception has become entrenched in the Tasmanian community due to the general lack of strategic land use planning at the sub-regional, regional and State level, which has persisted even after the inception of the Resource Management and Planning System in 1994. Beneath the very broad ‘sustainable development’ objectives of the RMPS the State has remained essentially devoid of land use planning direction, with the exception of only one or two areas - notably the protection of agricultural land.

Land use planning should be more than just ‘regulatory’ in nature. It should be foremost about the creation of an agreed vision, associated strategic objectives and then Policy formulation. This Strategy document will partially fill the existing strategy and policy void.

It is important to recognise that this strategy addresses matters of regional importance only. Local and/or sub-regional planning strategies prepared at the local government level, consistent with this strategy (and the objectives of the RMPS and relevant State Policies), are necessary in order to take into account local issues

and circumstances that need to be expressed in individual planning schemes.

Where there is an inconsistency between local strategic planning and this regional strategy, the latter should prevail.

Realising good planning outcomes also requires the integration of land use planning with the delivery of infrastructure and services, and other social, economic, and environmental policies. Implementation mechanisms beyond ‘regulation’ are essential in delivering the strategic outcomes of this Strategy.

Figure 3, page 9, illustrates the context of this document, and regional land use planning generally, in light of strategy & policy development at the State, regional and local level. The development of the land use planning policies and strategies within this document has not just been a top-down process. For example, the starting point for their preparation was an analysis of existing local and sub-regional strategies to identify existing consistencies and possible conflicting policies across the region. In turn, the Strategy will assist in defining and informing the development of State-level strategies and delivery plans, such as those for community health and educational facilities.



## 2.2 A CHANGING CLIMATE

In a theme consistent with the directions of governments across Australia, this Strategy has been prepared with the need to address the challenges of a changing climate as an overarching consideration. Some of the likely impacts on Tasmania over the next 50 to 100 years resulting from climate change are:

- Sea level rise, resulting in erosion of coastal land forms and inundation of some areas.
- Increased extreme weather events such as storms and bushfires
- Increased temperatures
- Changes in rainfall patterns with seasonal, spatial and intensity changes
- Extinction and/or migration of plant and animal species resulting from changes to habitat conditions
- Challenges to infrastructure lifespan and capacity from changed weather conditions
- Challenges to agriculture and other forms of resource production
- Increased immigration from climate-stressed mainland centres.

Inefficient urban transport systems, unsustainable settlement patterns, inappropriate land use change, underutilised infrastructure and poorly performing buildings are all major contributors to global greenhouse emissions, a major causation of climate change. As evident from the Strategic Directions in Chapter 4, this Strategy and associated policies are aimed at assisting in the reduction of emissions and supporting the transition to a low carbon economy and a more sustainable pattern of settlement.

In addition land use planning can help the community prepare and adapt for the hazards and risks that climate change pose to our natural and built environments, particularly in terms of risk from sea level rise and storm surge and increased extreme events such as bushfires and flooding.

A more detailed analysis of climate change, relevant projects and their relationship to land use and infrastructure planning is provided in the background paper on climate change.



Figure 3:  
The context of the  
Regional Land Use  
Framework under  
the RMPS



### 3. ABOUT THE REGION

<b>Population in 2008:</b>	<b>246,162</b>
<b>Indicative planning population in 2035:</b>	<b>327,036</b>
<b>Dwellings in 2008:</b>	<b>102,700</b>
<b>Forecast additional dwellings by 2035:</b>	<b>36,000 (for the region) 26,500 (for Greater Hobart)</b>
<b>Major urban areas:</b>	<b>Greater Hobart</b>
<b>Major Regional Centres:</b>	<b>Brighton Huonville, New Norfolk, and Sorell</b>
<b>Main Employment areas:</b>	<b>Hobart, Glenorchy, and Clarence Local Government Areas</b>
<b>Identified Growth Areas:</b>	<b>Prior to this Strategy there were no identified growth areas at the regional level</b>

Southern Tasmania is the largest region of Tasmania in area and population. It constitutes 38% of the State's total physical area (23,377km<sup>2</sup>) with 48% of the total population, which was 502,600 as of 30 June 2009. Settlement within the region is heavily focussed on the metropolitan area of Greater Hobart, which accounts for nearly 86% of the region's population.

The remainder of the population is focused in smaller settlements across coastal areas in the east and south, agricultural & highlands districts to the north, and the lower-middle Derwent Valley to the west. The two largest settlements outside of Greater Hobart are Huonville and New Norfolk, which are set within more traditional rural landscapes.

Southern Tasmania is defined by a diverse landscape. The western half of the region is virtually unpopulated and is defined by the Tasmanian Wilderness World Heritage Area, a rugged landscape of exceptional natural, cultural, and aesthetic value. The vegetated landscape extends out into the remainder of the region with significant proportions of the region retaining high ecological value. Excluding the extensively cleared farming areas

around the Midlands, a defining feature of the regional landscape is the vegetated skylines and hilltops, reflecting the significant impact that the topography has had on shaping urban development and settlements. To the east of the region is a landscape defined by its coastal environs while the northern part of the region, the Midlands, is characterised by extensive dryland farming and grazing areas. .

Across the region a long established history of Aboriginal settlement is also evident, with many sites and landscapes of great significance.

The region is also the site of the second oldest European settlement in Australia, after Sydney Cove. Originally formed at Risdon Cove on the eastern shore of the Derwent River in 1803, the first Tasmanian settlement was then relocated to the area now known as Sullivans Cove in 1804. Established as a penal settlement for British convicts, the region has many sites of European cultural significance.

The natural and cultural assets of the region together with the benefits of a major city and surrounding settlements in close proximity to those assets is a key factor in the quality of life and sense of

“Residential growth is currently not managed on a regional, or in the context of Greater Hobart, on a ‘whole of settlement’ basis due to the absence of any strategic planning framework.”

place for the region’s residents, as well as underpinning the region as an attractive place to visit.

A full regional profile has been prepared with socio-economic, demographic and building activity data for the region analysed in detail (see Background Report No. 2: The Regional Profile). Some of the key trends to note are:

### 3.1 POPULATION AND DEMOGRAPHICS

- Relatively low historic population growth: From 2001 to 2008 the region experienced an average growth of 0.9% per year, a small rate compared to mainland centres.
- A range of possible population projection (low, medium and high): based upon different assumptions relating to fertility, mortality, interstate migration and overseas migration. The high population projection scenario is the most unlikely based upon current trends.
- Significant uncertainties apply to population projections beyond a short term timeframe: Population growth in a particular location can be strongly influenced by: availability and cost of residential development opportunities; planning constraints; new or declining employment opportunities; and the relative attractiveness of locations associated with lifestyle, physical setting and social status.
- An ageing population: In 1996 the median age was 34.1 years, while in 2006 this had increased to 39.6 years. While this trend is consistent with national trends, the force of ageing in the region is more pronounced (particularly in rural areas) due to low levels of immigration, the relocation of younger people and families to the mainland and proportionally higher capture of tree and sea changers of

the baby boomer generation.

- A decreasing household size: The average household size across the region currently stands at 2.4 people per dwelling, which is projected to decrease to 2.0 - 2.1 by 2026. Household size varies within the region however, with the Central Highlands, Glamorgan Spring Bay and Tasman areas experiencing the highest percentages of their population in 1-2 person households with Brighton, Huon Valley and Southern Midlands experiencing the highest percentages of their population in 5+ person households.

### 3.2 RESIDENTIAL GROWTH

- Residential growth is currently not managed on a regional or, in the context of Greater Hobart, on a ‘whole of settlement’ basis due to the absence of a strategic planning framework.
- As would be expected due to the distribution of population, the majority of the region’s residential building activity in the last 10 years has occurred in Greater Hobart. 78% of all new dwellings approved have been in Greater Hobart, in which Kingborough followed by Clarence have seen the greatest growth.
- There is also evidence of the changing nature of some existing residential settlements within the region from shack/holiday settlements to permanent settlements. This is particularly evident in Sorell and Glamorgan Spring Bay where the percentage of ‘unoccupied’ dwellings have decreased in favour of ‘occupied’ dwellings.

### 3.3 ECONOMY AND EMPLOYMENT

- The region contains economic drivers of regional, state and national importance.
- Of the nearly 94,000 jobs within the region, 92% are within Greater Hobart. The higher proportion of jobs to population indicates the importance of Greater Hobart to the economic health of the whole region.
- 47% of jobs within the region are within the Hobart LGA alone. The greatest numbers of jobs outside of Hobart are within Glenorchy and Clarence LGAs with 18.5% and 12% respectively.
- Outside of Greater Hobart the highest proportion of jobs are in the Agriculture, Forestry and Fishing industries.
- The fishing industry in the region, and in particular aquaculture is of national significance. The region is the highest value producer in Australia of farmed Salmonoids.
- The forest industry has been a major economic driver within the region as well. Although due to global market conditions and the value of the Australia dollar, the current high volume, low value production of woodchips is likely to have a lessening role with greater emphasis placed on lower volume, higher value specialty timbers in the future. The fate of the proposed pulp mill in northern Tasmania, along with the possible transition to a woodchip industry based on plantations, will be significant factors affecting this sector into the future.
- Agricultural production within the region is also trending towards lower volumes, higher value products. Boutique value adding through downstream processing is a key factor in increasing the value of agricultural production.
- The tourism sector provides a range of both direct and indirect employment opportunities. With growth forecast in visitor numbers and expenditure, tourism will continue to be an important economic driver for the region.
- There are significant opportunities for furthering economic activity within the Southern Ocean and Antarctica research and protection sector.

### 3.4 ABOUT GREATER HOBART

Greater Hobart is the social and economic heart of the region, with 86% of the regional population. The capital city of Tasmania and with a population just over 200,000 people, Greater Hobart is now the 11th largest city in Australia.

Greater Hobart is now the most aged major city in Australia and the degree of ageing is pronounced. With low levels of migration focussed on older and more affluent migrants, the city's age profile is unlikely to change in the foreseeable future. However, with increasing sustainability issues in large mainland centres there may be active intervention in the population growth projections arising from a possible future national policy on settlement redirecting national growth into smaller cities.

“Greater Hobart is the social and economic heart of the region, with 86% of the regional population.”

Greater Hobart is also one of the least densely settled of the major cities in Australia with one of the highest proportions of single detached dwellings. Larger houses on larger allotments on the urban fringe have over the past 10 years been a significant component of residential dwelling growth. However in 20 to 25 years the preferred housing stock is expected to be smaller houses on smaller allotments in close proximity to services and facilities .

Previously a mono-centric city with the Hobart CBD the only major centre, Greater Hobart has evolved into a polycentric city, although its transportation network remains radial. Notwithstanding its polycentric structure, economic activity in Greater Hobart is strongly focussed on the western shore between Hobart and Glenorchy. Taking into account all commercial and industrial areas, approximately two thirds of all jobs within the region are located across the Hobart and Glenorchy local government areas.



Part B



# The Vision and Strategic Directions







## 4. THE STRATEGIC FRAMEWORK

### 4.1 THE VISION

The Tasmanian Government has framed a 2020 vision for the State under its community strategic plan, *Tasmania Together*: The Tasmania Together goals underpinning the vision of particular relevance to the Regional Land Use Strategy are:

- A reasonable lifestyle and standard of living for all
- Confident, friendly and safe communities
- Active, healthy Tasmanians with access to quality and affordable health care services
- Vibrant, inclusive and growing communities where people feel valued and connected
- Thriving and innovative industries driven by a high level of business confidence
- Built and natural heritage that is valued and protected
- Sustainable management of our natural resources.

The regional vision augments the Tasmania Together vision and goals. The regional vision for Southern Tasmania is:

***“a vibrant, growing, liveable and attractive region, providing a sustainable lifestyle and development opportunities that build upon our unique natural and heritage assets and our advantages as Australia’s southern most region.”***

### 4.2 PLANNING PRINCIPLES

The Strategy has been prepared in the context of the RMPS, which is strategically underpinned by the concept of ‘Sustainable Development’ and guided by the following planning principles:

- Inter-generational equity;
- The precautionary approach;
- Social Equity;
- Efficiency;
- Conservation of biodiversity; and
- Community participation.

### 4.3 STRATEGIC DIRECTIONS

The strategic directions outline how the Vision will be achieved through the Regional Land Use Strategy. They are a broad policy framework to guide what we plan and decide and how we do it.

#### **SD1: Adopting a more Integrated Approach to Planning and Infrastructure**

Land use planning identifies where different uses are and ought to be located: houses, shopping centres, industrial areas, schools and hospitals. Different land uses generate different demands on both social and physical infrastructure systems and their relative locations are a key component in managing infrastructure supply and demand.

By better integrating land use and infrastructure planning, we can ensure that new development makes use of excess capacity in existing infrastructure, rather than creating demand for new infrastructure in un-serviced areas. Many infrastructure related problems could be

avoided or minimised by locating new development so as to maximise the use of existing infrastructure in the short-medium term, and new infrastructure in the longer term.

### **SD2: Holistically Managing Residential Growth**

The Strategy presents a timely opportunity to plan for residential growth on a regional basis. Planning for residential growth at this level is critical to ensuring a sustainable pattern of development and land release, protection of productive resources and natural and cultural values, as well as providing the opportunity for infrastructure providers to identify future infrastructure needs.

The residential strategies have been constructed in a manner that will maximise existing infrastructure systems, provide for improved opportunities for the community to access services, assist in responsiveness to climate change impacts and minimise impacts on environmental and cultural values. They are intended to ensure that residential land supply considers affordability and locational options. The aim is to provide the strategic planning environment needed to create a less dispersed settlement with a greater diversity of housing types and densities.

### **SD3: Creating a Network of Vibrant and Attractive Activity Centres**

Activity centres are places where we work, shop, meet, relax and live. The recognition, protection and strengthening of a network of interconnected activity centres across the region aims to:

- Provide a strong basis for economic growth;
- Create opportunities for the more efficient and balanced concentration

of goods and services;

- Increase the potential for the exchange of ideas and other synergies among businesses, and for new job creation;
- Provide an important focus for communities by increasing opportunities for social interaction;
- Make the most of the community's investment in physical and social infrastructure; and
- Provide greater opportunities for integrating land use with transport, particularly public transport, and walking/cycling.

The Activity Centre Network demonstrates how activity centres can logically form a complementary network providing the population with reasonable access to necessary facilities and services.

### **SD4: Improving our Economic Infrastructure**

Southern Tasmania is highly dependent upon the State's three northern ports for exports and imports and Hobart airport for movements of passengers and time sensitive products. Maintaining a strong strategic approach to industrial land with efficient and cost effective intrastate road and rail linkages to and from the sea and airports are vitally important, particularly in this modern era of 24 hour 7 days a week freight logistics.

Also critical to our long term economic future is developing a strong Intelligent Communication Technology network, an essential element being the roll-out of the National Broadband Network. This network will support greater connectivity for rural communities and increased opportunities for telecommuting and 'new economy' employment.

### **SD5: Supporting our Productive Resources**

While Southern Tasmania's contribution to the State's and nation's primary production value is limited to a few key areas: aquaculture, forestry and niche agricultural commodities, all forms of primary production are critical to the economic and social health of our regional towns and villages, assisting in creating employment opportunities and economic self-sufficiency.

Supporting productive industries through appropriate land use planning responses is important for maintaining the vitality of these individual communities as well as protecting those landscape characteristics, which make Southern Tasmania an attractive place to live and visit.

### **SD6: Increasing Responsiveness to our Natural Environment**

As urban development has expanded, there has been increasing evidence of conflict between residential uses and natural values and hazards. Settlement planning should factor in the presence of natural values and underlying natural hazards in the process of identifying suitable areas for further development, a process that has been difficult to date, due to the lack of regional strategic planning. It should nevertheless be recognised that, because of the region's physical characteristics, it will not always be possible to avoid natural values and hazards. A strong risk management approach therefore needs to be built into the planning system.

An essential element in increasing the responsiveness to the natural environment is accurate and consistent spatial information at the appropriate resolution, something which is currently lacking and needs improvement.

### **SD7: Improving Management of our Water Resources**

The region's water resources are the lifeblood of our economy and our community's well being. Access to clean water for human consumption is critical in the health and well being of our communities and ensuring that our towns and cities continue to be attractive places to live. Water is also at the heart of our productive resources and industries within the region.

While the region as a whole does not suffer from an intrinsic lack of water, the efficient and cost effective distribution, re-use and management of our water resources, resources remains a challenge, particularly in light of changing climatic conditions.

### **SD8: Supporting Strong and Healthy Communities**

The complex relationship between the built environment, land use, delivery of community and social infrastructure, improving quality of life and providing for a more socially inclusive society is increasingly recognised.

While much of the population are able to enjoy our advantages and assets, there are still some community sectors facing social and locational disadvantage. Ensuring opportunities for affordable housing in locations which, have good access to community services and education and health facilities is not the only consideration: Promoting a less car-dependent environment, integrating land use and social infrastructure planning, creating opportunities to improve the long term health of the community through better urban design, as well as providing

equal opportunity to access high quality open spaces and recreational facilities, are also important.

### **SD9: Making the Region Nationally and Internationally Competitive**

Ensuring that Southern Tasmania remains competitive for national and international investment is a significant element in strengthening our long term economic health and increasing gross regional product. Southern Tasmania has clear comparative and competitive advantages in terms of:

- Our geographic position of Australia's southern most region;
- Our clean, green and liveable image;
- Relative abundance of water;
- Temperate climate;
- The landscape and cultural heritage; and
- The coastline and surrounding marine environment.

The identification of key land use opportunities for the region based upon these advantages is critical. For example there are significant opportunities to build upon our Antarctic and Marine Research activities in key locations.

### **SD10: Creating Liveable Communities**

Increasingly across Australia, liveability is acknowledged as an important element for cities and regions and a focus of decision making and policy development.

Liveability refers to the degree to which a place supports quality of life, health and wellbeing for the people who live, work or visit. While it can depend upon individual circumstances, liveable environments are generally characterised by areas which

are attractive, safe, accessible to people with disabilities and provide a high standard of amenity through such things as public transport, well designed open spaces, access to education and health services, recreational opportunities, air and water quality. The unique identity of a community defined by cultural development, landmarks, urban design, the developing local economy and the natural landscape are also important to how liveable a place is.

Ensuring that our land use planning responses contribute to making the region 'liveable' will be a key competitive strength for Southern Tasmania into the future in increasing migration, visitation, trade and investment.

Part C



## Regional Policies







## 5 BIODIVERSITY AND GEODIVERSITY

### 5.1 OVERVIEW

“Decreasing vegetation cover arising from changing land uses and urban development affects the region’s capacity to adapt and mitigate the effects of climate change and can also affect broader landscape values...”

Southern Tasmania has a high quality natural environment that is recognised throughout Australia and is a distinct characteristic of the region’s ‘sense of place’. The region has very diverse habitats created by large variations in altitude, water availability and soil types that reflect an east to west change in climatic and topographic conditions. There is a range of vegetation communities across the region including alpine communities, temperate rainforest, wet and dry sclerophyll forests and woodlands, heathlands, wetlands, grasslands, moorlands and coastal complexes and saltmarsh communities.

Many of the region’s biodiversity values are protected through the Tasmanian Reserve Estate that comprises of State, Local and private reserves. Indeed the western part of the region is predominantly within the Tasmanian Reserve Estate and is a significant contributor to the extent of native vegetation cover in the region and in the State more generally. The remainder of the region, while retaining high levels of native vegetation cover is under considerable pressure from land use changes and urban development. Native vegetation cover is often fragmented and degraded, restricting ecosystem connectivity, biodiversity and habitat. Decreasing vegetation cover arising from changing land uses and urban development affects the region’s capacity to adapt and mitigate the effects of climate change and can also affect broader landscape values, which contribute to the region’s desirability as a place to live and visit. Moreover, where inappropriate land use and development is allowed adjacent to

the Reserve Estate it can affect its capacity to maintain the reserve’s values.

The region also has expansive natural fauna and flora resources some of which are significant at a State or national level such as species listed under the Threatened Species Protection Act 1995 (Tas), the Nature Conservation Act 2002 (Tas) or Environment Protection and Biodiversity Conservation Act 1999 (C’wlth).

With the lack of strategic land use and growth management planning in the past, consideration of the values of our native vegetation has often been left to the development assessment stage of the planning process. Notwithstanding the protection of some threatened values through existing legislation, this approach has often resulted in ad-hoc conservation of natural values as well as uncertainty and costs for land owners and developers. Establishing a standard strategy and approach to deliver consistency at the regional level is important. However, the approach must also recognise that various local communities might hold different local values that may legitimately be reflected within planning schemes.

A pro-active planning approach to the recognition and protection of biodiversity values, habitat, and native vegetation is needed. This will only occur if recognised natural values such as threatened vegetation communities, threatened species sites and habitat, EPBC listed ecological communities and biodiversity vegetation corridors are taken into account in the planning of urban growth and land use zoning. While some Councils have undertaken specific projects to provide more spatially detailed data than currently available TasVeg and NVA data and data held with the Forest Practices

Authority and Forestry Tasmania, this is not consistent across the region and is sometimes beyond the resources of particular local governments. While the Conservation Information System currently being developed by DPIPWE will assist with the consideration and identification of biodiversity values, there is still a need to develop consistent and accurate spatial data for use in the land use planning process.

Moreover, there is a need for policy clarification on a statewide basis on the division of responsibilities between State and Local Government in the statutory recognition and protection of biodiversity values.

Geodiversity can be impacted upon by some developments and it is important to ensure representative features are conserved or appropriately managed to avoid detracting from the features' integrity. A range of sites have developed under climatic or geological conditions that are now inactive. Impacts on them can be irreversible, meaning that careful management is essential. Major pressures on the region's geodiversity include tourism, mining and land use. Human activities, such as urbanisation, agricultural practices, water exploitation, and deforestation, can negatively impact karst areas, resulting in subsidence and ground-water contamination. While the majority of areas of higher geodiversity significance are already contained within protected and conserved areas (in particular the TWWHA), there is still a need to develop a comprehensive inventory. A process needs to be put in place to ensure that geodiversity values are recognised and protected according to their level of significance (state or local).

## 5.2 RELEVANT STRATEGIC DIRECTION

- SD2: Holistically Managing Residential Growth
- SD6: Increasing Responsiveness to our Natural Environment
- SD9: Making the Region Nationally and Internationally Competitive
- Creating Liveable Communities.

## 5.3 RELEVANT STATE AND REGIONAL POLICIES

- State Policy on Water Quality Management
- State Coastal Policy
- State Economic Development Strategy (under preparation)
- NRM Strategy for Southern Tasmania
- Permanent Native Forest Estate Policy for Tasmania.

## 5.4 RELEVANT BACKGROUND REPORTS

- Background Report No. 5 – Natural Values.

## 5.5 REGIONAL POLICIES

- BNV 1** *Maintain and manage the region's biodiversity and ecosystems and their resilience to the impacts of climate change.*
- BNV 1.1** *Manage and protect significant native vegetation at the earliest possible stage of the land use planning process. Where possible, ensure zones that provide for intensive use or development are not applied to areas that retain biodiversity values that are to be recognised and protected by Planning Schemes.*
- BNV 1.2** *Recognise and protect biodiversity values deemed significant at the local level and ensure that planning schemes:*
- a. specify the spatial area in which biodiversity values are to be recognised and protected (either by textural description or map overlay); and*
  - b. implement an 'avoid, minimise, mitigate' hierarchy of actions with respect to development that may impact on recognised and protected biodiversity values.*
- BNV 1.3** *Provide for the use of biodiversity offsets if, at the local level, it is considered appropriate to compensate for the loss of biodiversity values where that loss is unable to be avoided, minimised or mitigated.*
- Biodiversity offsets:*
- a. are to be used only as a 'last resort';*
  - b. should provide for a net conservation benefit and security of the offset in perpetuity;*
  - c. are to be based upon 'like for like' wherever possible.*
- BNV 1.4** *Manage clearance of native vegetation arising from use and development in a manner that is generally consistent across the region but allowing for variances in local values.*
- BNV 1.5** *Ensure vegetation clearance and/or soil disturbance is undertaken in accordance with construction management plans that minimise further loss of values and encourages rehabilitation of native vegetation.*
- BNV 1.6** *Include in planning schemes preserving climate refugia where there is scientifically accepted spatial data.*

**BNV 2** *Protect threatened vegetation communities, flora and fauna species, habitat for threatened species and places important for building resilience and adaptation to climate change for these.*

**BNV 2.1** *Avoid the clearance of threatened vegetation communities except:*

- a. where the long-term social and economic benefit arising from the use and development facilitated by the clearance outweigh the environmental benefit of retention; and*
- b. where the clearance will not significantly detract from the conservation of that native vegetation community.*

**BNV 2.2** *Minimise clearance of native vegetation communities that provide habitat for threatened species.*

**BNV 2.3** *Ensure potential applicants are advised of the requirements of the Threatened Species Protection Act 1995 and their responsibilities under the Environmental Protection and Biodiversity Conservation Act 1999.*

**BNV 3** *Protect the biodiversity and conservation values of the Reserve Estate.*

**BNV 3.1** *Include within Planning Schemes requirements to setback use and development from boundaries with reserved land*

**BNV 4** *Recognise the importance of non land use planning based organisations and their strategies and policies in managing, protecting and enhancing natural values.*

**BNV 4.1** *Consult NRM-based organisations as part of the review and monitoring of the Regional Land Use Strategy*

**BNV 5** *Prevent the spread of declared weeds under the Weed Management Act 1999 and assist in their removal.*

**BNV 5.1** *Ensure development that includes vegetation clearance and/or soil disturbance is undertaken in accordance with construction management plans that include weed management actions where the site is known, or suspected, to contain declared weeds.*

**BNV 6      Geodiversity:**

**BNV 6.1**      *Improve knowledge of sites and landscapes with geological, geomorphological, soil or karst features and the value they hold at state or local level.*

**BNV 6.2**      *Progress appropriate actions to recognise and protect those values, through means commensurate with their level of significance (state or local)*

## 6 WATER RESOURCES

### 6.1 OVERVIEW

“Water quality is important for the maintenance of healthy ecosystems and human consumption. Land use changes and urban development affect water quality through a range of complex factors...”

The region’s river systems support terrestrial, estuarine and marine biodiversity, and are integral to the social and economic health of the region, providing:

- potable water for human consumption;
- water supply for irrigation;
- a resource for energy production; and
- opportunities for economic development, tourism and recreation.

Within Southern Tasmania, there are 13 major water catchments. Three major river and estuarine systems extend across these catchments: the Derwent, Gordon-Franklin, and Huon Rivers. Most rivers within the region begin in the Central Highlands or the South-West wilderness area. The most prominent river within Southern Tasmania is the River Derwent, which drains much of the Central Highlands, reaching the coast at Hobart.

Water quality is important for the maintenance of healthy ecosystems and human consumption. Land use changes and urban development can affect water quality through a range of complex factors including alterations to flows, inadequately maintained on-site wastewater systems, contaminated stormwater runoff, sedimentation, clearance of riparian vegetation, soil erosion, chemical and toxic runoff (from fertilisers, pesticides, herbicides, household and garden chemicals, and industrial processes) and dumping of solid waste.

Within the region, there are also high priority wetlands and waterways, some of which are protected in the Reserve Estate or have been listed under the Ramsar Convention as wetlands of international

significant. The Ramsar wetlands are Pitt Water-Orielton Lagoon, Moulting Lagoon, Apsley Marshes and the northwest corner of Lake Crescent. Some of these Ramsar listed wetlands, or sections of them, are also protected by the State reserve system.

A less researched and understood water resource within the region is groundwater resources. Groundwater resources not only contribute to base flows in stream and rivers but also provide a source of fresh water for agricultural and domestic use.

### 6.2 RELEVANT STRATEGIC DIRECTION

- SD2: Holistically Managing Residential Growth
- SD6: Increasing Responsiveness to our Natural Environment
- SD7: Improving Management of our Water Resources
- SD9: Making the Region Nationally and Internationally Competitive
- SD10: Creating Liveable Communities.

### 6.3 RELEVANT STATE AND REGIONAL POLICIES

- State Policy on Water Quality Management
- State Economic Development Strategy (under preparation)
- NRM Strategy for Southern Tasmania.

### 6.4 RELEVANT BACKGROUND REPORTS

- Background Report No. 5 – Natural Values.

## 6.5 REGIONAL POLICIES

- WR 1** *Protect and manage the ecological health, environmental values and water quality of surface and groundwater, including waterways, wetlands and estuaries*
- WR 1.1** *Ensure use and development is undertaken in accordance with the State Policy on Water Quality Management*
- WR 1.2** *Incorporate total water cycle management and water sensitive urban design principles in land use and infrastructure planning to minimise stormwater discharge to rivers, (particularly subdivision)*
- WR 1.3** *Include setback requirements in planning schemes to protect riparian areas relevant to their classification under the Forest Practices System.*
- WR 1.4** *Ensure development that includes vegetation clearance and/or soil disturbance is undertaken in accordance with construction management plans to minimise soil loss and associated sedimentation of waterways and wetlands.*
- WR 2** *Manage wetlands and waterways for their water quality, scenic, biodiversity, tourism and recreational values.*
- WR 2.1** *Manage use and development adjacent to Hydro Lakes in accordance with their classification: Remote Wilderness Lake, Recreational Activity Lake or Multiple Use Lakes*
- WR 2.2** *Provide public access along waterways via tracks and trails where land tenure allows, where there is management capacity and where impacts on biodiversity, native vegetation and geology can be kept to acceptable levels*
- WR 2.3** *Minimise clearance of native riparian vegetation.*
- WR 2.4** *Allow recreation and tourism developments adjacent to waterways where impacts on biodiversity and native vegetation can be kept to acceptable levels.*
- WR 3** *Encourage the sustainable use of water to decrease pressure on water supplies and reduce long term cost of infrastructure provision*
- WR 3.1** *Reduce barriers in the planning system for the use of rainwater tanks in residential areas.*



## 7 THE COAST

### 7.1 OVERVIEW

“The coastal environment is particularly sensitive to potentially damaging uses including: ribbon development, removal of native vegetation, septic leachate...”

The coastal environment within the Southern region is vast with over 3263 km of shoreline and numerous offshore islands. It is a highly diverse environment, with a variety of shoreline types, ecological systems, and coastal processes. The coast and surrounding environment has the highest concentration of settlement for the region as well as containing large numbers of places of cultural heritage significance. It also provides significant habitat for native fauna species, including specifically listed threatened species, although with very few coastal based vegetation communities being specifically identified and protected.

The coastal environment is the most dynamic and changeable of all landforms and is particularly sensitive to potentially damaging use and development including: ribbon development, removal of native vegetation, invasive weeds, certain recreational activities, wastewater disposal, septic leachate, and rubbish dumping. It is also under enormous pressure from a range of competing interests including tourism, recreation, residential development, farming, aquaculture and forestry.

Loss of coastal values is not just occurring on private land. Protected areas, conservation areas and nature reserves are also experiencing coastal degradation arising from increases in vehicle usage, access paths, camping, illegal activity and tourism activity.

At the same time the coast is the environment most exposed to the effects of climate change. Sea level rise, inundation and shoreline recession are significant

issues not only for, buildings, and infrastructure, but for biodiversity, native vegetation, and native fauna. Greater responsiveness to this hazard is essential to ensure that prospective development opportunities are carefully considered against these issues. The impacts of rising sea levels on existing communities cannot be fully addressed in this Strategy and requires the setting of policy at the State level. Spatial data to support policy decision making is now starting to be available. The Clarence Coastal Climate Change Project provides a useful pilot project for the region, with the Tasmanian Coastal Vulnerability Project another important step in providing the necessary information.

Land use planning is nevertheless an important tool in managing competing interests within the coastal environment and assisting in managing risk arising from climate change. The State Coastal Policy 1996 provides a broad brush framework for the management of the coastal environment through the land use planning system. The realisation of the policy at a regional level will require consolidation of residential development and prevention of any further residential development outside of established settlements, particularly ribbon development. The number of existing small coastal settlements within the region that are un-serviced (no reticulated water and sewerage) in low-lying exposed areas is large. Further development within these settlements will need to be minimised in order to reduce further impact upon the natural values of the coast (such as loss of native vegetation, erosion, septic leachate) and to reduce the long-term social and economic risks arising from climate change.

## **7.2 RELEVANT STRATEGIC DIRECTION**

- SD2: Holistically Managing Residential Growth
- SD6: Increasing Responsiveness to our Natural Environment
- SD9: Making the Region Nationally and Internationally Competitive
- SD10: Creating Liveable Communities.

## **7.3 RELEVANT STATE AND REGIONAL POLICIES**

- State Coastal Policy 1996
- State Economic Development Strategy (under preparation)
- NRM Strategy for Southern Tasmania.

## **7.4 RELEVANT BACKGROUND REPORTS**

- Background Report No. 5 – Natural Values.

## 7.5 REGIONAL POLICIES

- C 1** *Maintain, protect and enhance the biodiversity, landscape, scenic and cultural values of the region's coast.*
  - C 1.1** *Ensure use and development avoids clearance of coastal native vegetation.*
  - C 1.2** *Maximise growth within existing settlement boundaries through local area or structure planning for settlements in coastal areas.*
  - C 1.3** *Prevent development on mobile landforms and coastal mudflats unless for the purposes of public access or facilities or for minor infrastructure that requires access to the coast.*
  - C 1.4** *Zone existing undeveloped land within the coastal area, Environmental Management, Recreation or Open Space unless:
    - a. The land is utilised for rural resource purposes; or
    - b. It is land identified for urban expansion through a strategic planning exercise consistent with this Regional Land Use Strategy.*
- C 2** *Ensure use and development in coastal areas is responsive to effects of climate change including sea level rise, coastal inundation and shoreline recession*
  - C 2.1** *Include provisions in planning schemes relating to minimising risk from sea level rise, storm surge inundation and shoreline recession and identify those areas at high risk through the use of overlays.*
  - C 2.2** *Ensure growth is located in areas that avoid exacerbating current risk to the community through local area or structure planning for settlements and the Urban Growth Boundary for metropolitan area of Greater Hobart .*
  - C 2.3** *Identify and protect areas that are likely to provide for the landward retreat of coastal habitats at risk from predicted sea level rise.*

## 8 MANAGING RISKS AND HAZARDS

### 8.1 OVERVIEW

“Land use planning, which takes into account hazards and risks, has been identified as the single most important mitigation measure in preventing future disaster losses in areas of new development.”

This issue addresses a range of hazards that have the potential to render land unsustainable for living, unable to be developed, unproductive or which can result in loss or harm to the community and the environment. It is acknowledged that natural hazards are unpredictable in nature, however past records, existing trends and site characteristics can provide valuable insight into the likelihood of a natural hazards impacting on people or the environment. Natural hazards are essentially meteorological and/or geological phenomena that have the potential to create emergency or disaster situations for communities and the environment. Land hazards also include those of anthropogenic origin, such as contaminated land.

While the circumstances that give rise to extreme natural phenomena are often beyond human control, contemporary approaches to emergency management in Australia consider measures to reduce the impact of natural disasters in terms of prevention and mitigation of, preparation for, response to and recovery from, natural disasters.

Land use planning, which takes into account hazards and risks, has been identified as the single most important mitigation measure in preventing future disaster losses in areas of new development. Effective land use planning is therefore a critical component of any strategy to reduce exposure to natural disasters in the medium to long term.

The key land hazards to take into account are:

- Sea level rise and storm surge (see ‘The Coast’)
- Bushfire
- Land Instability
- Flooding
- Soil Erosion & Dispersive Soils
- Contaminated Land
- Salinity
- Acid Sulphate Soils.

### 8.2 RELEVANT STRATEGIC DIRECTIONS

- SD2: Holistically Managing Residential Growth
- SD6: Increasing Responsiveness to our Natural Environment
- SD10: Creating Liveable Communities

### 8.3 RELEVANT BACKGROUND REPORTS

- Background Report No. 6 – Land Hazards
- Background Report No. 7 – Infrastructure.

## 8.4 REGIONAL POLICIES

### **MRH 1** *Minimise the risk of loss of life and property from bushfires.*

**MRH 1.1** *Provide for the management and mitigation of bushfire risk at the earliest possible stage of the land use planning process (rezoning or if no rezoning required; subdivision) by the identification and protection (in perpetuity) of buffer distances or through the design and layout of lots.*

**MRH 1.2** *Ensure subdivision road layout designs provide for safe exit points in areas subject to bushfire hazard.*

**MRH 1.3** *Allow clearance of vegetation in areas adjacent to dwellings existing at the time that planning schemes based on this Strategy come into effect, in order to implement bushfire management plans. Where such vegetation is subject to a biodiversity code, the extent of clearing allowable is to be the minimum necessary to provide adequate bushfire hazard protection.*

**MRH 1.4** *Include provisions in planning schemes for use and development in bushfire prone areas based upon best practice bushfire risk mitigation and management.*

**MRH 1.5** *Allow new development (at either the rezoning or development application stage) in bushfire prone areas only where any necessary vegetation clearance for bushfire risk reduction is in accordance with the policies on biodiversity and native vegetation.*

**MRH 1.6** *Develop and fund a program for regular compliance checks on the maintenance of bushfire management plans by individual landowners.*

### **MRH 2** *Minimise the risk of loss of life and property from flooding*

- MRH 2.1** *Provide for the mitigation of flooding risk at the earliest possible stage of the land use planning process (rezoning or if no rezoning required; subdivision) by avoiding locating sensitive uses in flood prone areas.*
- MRH 2.2** *Include provisions in planning schemes for use and development in flood prone areas based upon best practice in order to manage residual risk.*
- MRH 3** *Protect life and property from possible effects of land instability.*
- MRH 3.1** *Prevent further development in declared landslip zones*
- MRH 3.2** *Require the design and layout of development to be responsive to the underlying risk of land instability.*
- MRH 3.3** *Allow use and development in areas at risk of land instability only where risk is managed so that it does not cause an undue risk to occupants or users of the site, their property or to the public.*
- MRH 4** *Protect land and groundwater from site contamination and require progressive remediation of contaminated land where a risk to human health or the environment exists.*
- MRH 4.1** *Include provisions in planning schemes requiring the consideration of site contamination issues.*
- MRH 5** *Respond to the risk of soil erosion and dispersive and acid sulphate soils.*
- MRH 5.1** *Prevent further subdivision or development in areas containing sodic soils unless it does not create undue risk to the occupants or users of the site, their property or to the public.*
- MRH 5.2** *Wherever possible, ensure development avoid disturbance of soils identified as containing acid sulfate soils. If disturbance is unavoidable then ensure management is undertaken in accordance with the Acid Sulphate Soils Management Guidelines prepared by the Department of Primary Industries*

## 9 CULTURAL VALUES

### 9.1 OVERVIEW

"[there is] inherent conflict between the region's need to continue to develop and provide more land for urban development and infrastructure and the likely concurrence of sites of significance..."

Southern Tasmania has a rich legacy of both Aboriginal and historic cultural heritage values. Whilst such abundance is a blessing, its adequate management presents a significant challenge due fundamentally to the relatively small size of Tasmania's population and the correspondingly limited resources available. Nevertheless, our heritage values are increasingly recognised as part of our unique competitive advantage and contribute significantly to the community's sense of place, and their recognition and management needs to be set at an appropriate standard.

Our level of knowledge and understanding differs in respect to historic cultural heritage and Aboriginal heritage values.

Tasmanian Aborigines have inhabited Tasmania for at least 40,000 thousand years. There are numerous landscapes and sites of significance to the Aboriginal community throughout the Southern region, and are generally more prevalent in coastal areas and river flats.

The consideration of Aboriginal heritage values in land use planning processes is increasingly topical, and there are challenges to better integration with the system. While legislation aimed at protecting Aboriginal artefacts and relics has existed since the 1970s it is now somewhat out-dated and is not adequately integrated with the suite of legislation that comprises the State's Resource Management & Planning System. Furthermore, the level of data on the location and values of significant sites is not as extensive as that for historic cultural heritage places. Some of the information

that does exist is often considered to be sensitive by the Aboriginal community and therefore not available on public registers.

Continued engagement with the Aboriginal community is necessary to improve our knowledge of heritage places and values, and to overhaul the State legislation and planning scheme provisions that manage Aboriginal heritage.

There is a relatively good level of knowledge of historic cultural heritage places. It is reasonable to conclude that many worthy sites are now formally and publicly listed, either within local planning schemes or on the Tasmanian Heritage Register. A great many listings, however, do not contain the level of information now considered necessary to adequately identify and ascribe values to heritage places. Listing processes (including updating old listings) now demand much more resourcing per listing that was the case in previous decades. This has reduced the rate at which both the Tasmanian Heritage Register and local Councils are able to update their respective registers. In practical terms, for a given amount of funding the number of listings that can be addressed is now significantly less. As a result, there are a significant number of outstanding nominations to the Tasmanian Heritage Register and many Councils would acknowledge their planning scheme lists are in need of a substantial overhaul. In recent years comprehensive surveys have been undertaken within the Hobart, Glenorchy, Kingborough and Southern Midlands municipal areas through joint projects between the local Councils and the State (through Heritage Tasmania). Both the State Government and the Councils involved need to continue to progress the outcomes of these surveys, in terms of list



“...a comprehensive analysis and documentation of landscape values is still to occur and will potentially be fraught with difficulty, arising from inherent subjectivity.”

updates, and similar surveys need to be conducted in all municipal areas throughout the region.

There is now a nationally agreed approach to recognising a hierarchy of significance in regard to heritage places. Promulgation of this approach through the Tasmanian system has begun but there is a very long way to go. This needs to be progressed in order to reduce confusion and unnecessary delays in development assessment processes.

While potential impacts on known historic cultural heritage places and values is reasonably well managed through existing statutory processes, the system needs to be further developed in regard to the identification and protection of historic cultural landscapes. Many of our landscapes still enable the discernment of various layers of modification by human activity - from Aboriginal occupation to early colonisation through to the present day. This is in contrast to mainland Australia where it is difficult to find landscapes in such close proximity to major cities in which older layers have not been obliterated by post World War II development. Southern Tasmania also contains many landscapes that largely retain their natural values, and are appreciated for the scenic backdrops that they provide to many of the region's more populated areas.

The identification, recognition and protection of landscape values is not a straightforward matter, however. While there has been some local work on skylines and landscapes within some areas in Southern Tasmania (particularly around Greater Hobart), a comprehensive analysis and documentation of landscape values is still to occur. Such process can be fraught with difficulties arising from inherent subjectivity, and the fact that

working landscapes evolve, particularly those that represent layer upon layer of changes wrought from evolving farming practices and market-driven agricultural imperatives. The extent to which these forces should be allowed to continue to modify our landscapes is a contentious issue. Notwithstanding this there should be progression towards understanding the region's landscapes, their importance to the community's collective sense of place and culture, as well as their contribution to economic development and ecological values.

Similarity to Aboriginal heritage and cultural & natural landscapes, the identification and protection of historic archaeological heritage is not as advanced as with historic cultural heritage generally. This situation also needs to be addressed into the future.

The issues that impact on our ability to adequately recognise and manage heritage values generally within Southern Tasmania can be summarised as follows:

- The general under-resourcing of management arising fundamentally from Tasmania's small population base endeavouring to support a very large abundance of heritage assets.
- The need to complete reviews of the Aboriginal Relics Act 1975 and the Historic Cultural Heritage Act 1995, including the assimilation of future Aboriginal heritage legislation with the suite of legislation that forms the Resource Management & Planning System.
- The need to propagate the nationally agreed approach to the recognition and associated listing of places of cultural heritage significance as being of either local, state, national or international significance. Currently, many places are listed on both the

local planning scheme heritage schedule and on the Tasmanian Heritage Register. This creates confusion as to real significance, duality in procedure, the potential for conflicting views by assessment authorities and unnecessary expense and delays in the processing of development applications.

- The inconsistent approach to heritage management across local government, which is reflective of broader inconsistencies arising from the existing assortment of planning scheme typologies.
- The poor quality and limited extent of information pertaining to many heritage listings within planning schemes.
- The limited understanding of cultural landscape values and the lack of an overarching policy with respect to determining relative significance.

## 9.2 RELEVANT STRATEGIC DIRECTION

- SD2: Holistically Managing Residential Growth
- SD9: Making the Region Nationally and Internationally Competitive
- SD10: Creating Liveable Communities.

## 9.3 REGIONAL POLICIES

- CV 1** *Recognise, retain and protect Aboriginal heritage values within the region for their character, culture, sense of place, contribution to our understanding history and contribution to the region's competitive advantage.*
- CV 1.1** *Support the completion of the review of the Aboriginal Relics Act 1975 including the assimilation of new Aboriginal heritage legislation with the RMPS.*
- CV 1.2** *Improve our knowledge of Aboriginal heritage places to a level equal to that for European cultural heritage, in partnership with the Aboriginal community,*
- CV 1.3** *Avoid the allocation of land use growth opportunities in areas where Aboriginal cultural heritage values are known to exist.*
- CV 1.4** *Support the use of predictive modelling to assist in identifying the likely presence of Aboriginal heritage values that can then be taken into account in specific strategic land use planning processes.*
- CV 2** *Recognise, retain and protect historic cultural heritage values within the region for their character, culture, sense of place, contribution to our understanding history and contribution to the region's competitive advantage.*
- CV 2.1** *Support the completion of the review of the Historic Cultural Heritage Act 1995.*
- CV 2.2** *Promulgate the nationally adopted tiered approach to the recognition of heritage values and progress towards the relative categorisation of listed places as follows:*
- a. places of local significance are to be listed within Heritage Codes contained within planning schemes, as determined by the local Council*
  - b. places of state significance are to be listed within the Tasmanian Heritage Register, as determined by the Tasmanian Heritage Council.*
  - c. places of national or international significance are listed through national mechanisms as determined by the Australian Government.*

- CV 2.3**      *Progress towards a system wherein the assessment and determination of applications for development affecting places of significance is undertaken at the level of government appropriate to the level of significance:*
- a. Heritage places of local significance: by the local Council acting as a Planning Authority*
  - b. Heritage places of state significance: by the Tasmanian Heritage Council on behalf of the State Government with respect to heritage values, and by the local Council with respect to other land use planning considerations, with coordination and integration between the two.*
- CV 2.4**      *Recognise and list heritage precincts within planning scheme Heritage Codes and spatially define them by associated overlays on planning scheme maps.*
- CV 2.5**      *Base heritage management upon the Burra Charter and the HERCON Criteria, with heritage code provisions in planning schemes drafted to conform with relevant principles therein.*
- CV 2.6**      *Standardise statutory heritage management at the local level as much as possible.*
- a. Listings in planning schemes should be based on a common regional inventory template, (recognising that not all listings will include all details due to knowledge gaps).*
  - b. Heritage code provisions in planning schemes should be consistent in structure and expression, whilst providing for individual statements in regard to heritage values and associated tailored development control*
- CV 2.7**      *Provide a degree of flexibility to enable consideration of development applications involving the adaptive reuse of heritage buildings that might otherwise be prohibited.*
- CV 3**        *Undertake the statutory recognition (listing) and management of heritage values in an open and transparent fashion in which the views of the community are taken into consideration.*
- CV 3.1**      *Heritage Studies or Inventories should be open to public comment and consultation prior to their finalisation.*

**CV 4**      *Recognise and manage significant cultural landscapes throughout the region to protect their key values.*

**CV 4.1**      *State and local government, in consultation with the community, to determine an agreed set of criteria for determining the relative significance of important landscapes and key landscape values.*

**CV 4.2**      *Ensure the key values of regionally significant landscapes are not significantly compromised by new development through appropriate provisions within planning schemes.*

**CV 4.3**      *Protect existing identified key skylines and ridgelines around Greater Hobart by limited development potential and therefore clearance through the zones in planning schemes.*

**CV 5**      *Recognise and manage archaeological values throughout the region to preserve their key values.*

**CV 5.1**      *Known archaeological sites of significance to be considered for listing as places of either local or state significance within Heritage Codes contained within planning schemes or on the State Heritage Register respectively, as appropriate.*

**CV 5.2**      *Ensure development that includes soil disturbance within archaeology zones of significance is undertaken in accordance with archaeological management plans to ensure values are not lost, or are recorded, conserved and appropriately stored if no reasonable alternative to their removal exists.*

## 10 RECREATION AND OPEN SPACE

### 10.1 OVERVIEW

“Well-planned, designed and implemented open space and recreation planning policies aid in the delivery of a range of broader personal, social, economic and environmental objectives...”

Open spaces and recreational facilities contribute to the quality of life enjoyed by the Tasmanian community. They are often thought of as local parks or reserves, however open spaces can be any land or water setting maintained for a variety of environmental and social purposes that is utilised by the community. Well-planned, designed and implemented open space and recreation planning policies aid in the delivery of a range of broader personal, social, economic and environmental objectives for the community.

While predominantly publically owned and maintained, open spaces can also include private land such as golf courses, private reserves and trails, hydro storage dams (for recreational fishing) as well as agricultural land (which often contributes to broader regional landscape values). Not all open space needs to be zoned as ‘open space’ under a planning scheme. Indeed the zoning-based system under planning schemes can create difficulties for the broader multi-purpose function of open spaces to be clearly articulated to the community.

Planning for a regional system of built and natural environments has significant benefits including:

- Providing opportunities for a diverse range of physical activities;
- contributing to the ‘liveability’ of towns and cities;
- creating ‘green spaces’ for relaxation, contemplation, and social interaction;
- conserving natural and cultural values;
- encouraging healthy lifestyles;

- creating environments for hosting cultural and social events and functions;
- maintaining utilitarian values, such as water storage and quality, flood mitigation, and other environmental services (e.g. clean air); and
- contributing to climate change adaptation and mitigation (e.g. through carbon storage, buffers to sea level rise, and by encouraging non-motorised transport etc).

In the absence of such an approach, open space planning to date has been piecemeal, lacking consistency, slow to respond to emerging needs and fails to deliver on many of the potential benefits. As identified through the Tasmanian Open Space Policy and Planning Framework there are many inconsistencies in the provision of open space across the State, including inconsistencies in the methodologies used to determine need and the ‘tools’ associated with open space planning (e.g. classification and hierarchy systems, zoning, developer contributions, development standards, and application of needs analysis).

Sporting facilities complement the open space network, but are focused on purpose built structures and environments for active recreation pursuits. These can also be publicly or privately owned. The construction and maintenance of sporting facilities can be a significant expense and they should be designed and located in accordance with regional considerations to serve a broader sub-regional or regional catchment to avoid under-utilisation. A regional approach to providing major sporting facilities will ensure that unnecessary duplication of facilities is avoided, thereby minimising long-term costs to the community. Access

and transport factors, and the need to minimising land use conflicts between regionally significant sporting facilities and nearby sensitive uses are also key locational considerations.

## **10.2 RELEVANT STRATEGIC DIRECTIONS**

- SD1: Adopting a More Integrated Approach to Planning and Infrastructure
- SD2: Holistically Managing Residential Growth
- SD6: Increasing Responsiveness to our Natural Environment
- SD8: Supporting Strong and Healthy Communities
- SD9: Making the Region Nationally and Internationally Competitive
- SD10: Creating Liveable Communities.

## **10.3 RELEVANT STATE AND REGIONAL POLICIES**

- The Tasmania Open Space Policy and Planning Framework 2010
- Social Inclusion Strategy for Tasmania 2009.

## **10.4 RELEVANT BACKGROUND REPORTS**

- Background Report No. 4 – Social Infrastructure and Interactions.



## 10.5 REGIONAL POLICIES

- ROS 1** *Plan for an integrated open space and recreation system that responds to existing and emerging needs in the community and contributes to social inclusion, community connectivity, community health and well being, amenity, environmental sustainability and the economy.*
- ROS 1.1** *Adopt an open space hierarchy consistent with the Tasmanian Open Space Policy and Planning Framework 2010, as follows;*
- a. Local*
  - b. District*
  - c. Sub-regional*
  - d. Regional*
  - e. State*
  - f. National*
- ROS 1.2** *Adopt an open space classification system consistent with the Tasmanian Open Space Policy and Planning Framework 2010, as follows;*
- a. Parks;*
  - b. Outdoor Sports Venues;*
  - c. Landscape and Amenity;*
  - d. Linear and Linkage;*
  - e. Foreshore and waterway;*
  - f. Conservation and Heritage;*
  - g. Utilities and Services; and*
  - h. Proposed Open Space.*
- ROS 1.3** *Undertake a regional open space study, including a gap analysis, to establish a regional hierarchy within a classification system for open space in accordance with the Tasmanian Open Space Policy and Planning Framework 2010.*
- ROS 1.4** *Undertake local open space planning projects through processes consistent with those outlined in the Tasmanian Open Space Policy and Planning Framework 2010 (Appendix 3).*
- ROS 1.5** *Ensure residential areas, open spaces and other community destinations are well connected with a network of high-quality walking and cycling routes.*

**ROS 1.6**      *Ensure subdivision and development is consistent with principles outlined in 'Healthy by Design: A Guide to Planning and Designing Environments for Active Living in Tasmania'.*

**ROS 2**      *Maintain a regional approach to the planning, construction, management, and maintenance of major sporting facilities to protect the viability of existing and future facilities and minimise overall costs to the community.*

**ROS 2.1**      *Avoid unnecessary duplication of recreational facilities across the region.*

## 11 SOCIAL INFRASTRUCTURE

### 11.1 OVERVIEW

“The lack of strategic land use planning has provided challenges for the provision of social infrastructure services... often been located in areas of perceived need, with some areas having multiple facilities, and others greatly lacking.”

Social infrastructure refers to all services, facilities and structures that are intended to support the well being and amenity of the community. This includes not only educational and health facilities, but social housing and other community facilities (such as online access centres).

Social infrastructure providers face many challenges.

The education sector faces significant challenges in strategic planning due to the regular changes in school populations that are related to a range of factors other than local residential population size and profile, such as stigmatisation issues that may arise for particular schools from time to time. With the lack of strategic land use planning, planning for school closures or new schools has occurred in the absence of any growth management strategy. The consequences are that delivery of education services does not match what is the most sustainable and desirable pattern of residential growth. Regional strategic land use planning provides the mechanism through which these factors can be better synchronised.

The health sector also faces challenges in providing for the needs of the current community whilst planning for future demands in an environment characterised by changing political responses to demographic and clinical needs. Tasmania's Health Plan 2007 now provides the overall strategic framework for service provision.

In addition the region has a strong force of ageing. This will mean that health services will need to adapt to

serving an older population and their particular health needs. Notably this will potentially mean the supply of more aged care facilities and nursing home beds, a form of development that is not well accommodated for in some current planning schemes.

Notwithstanding this, opportunities now exist to strategically plan for these services and their sites and provide collaboration between various social infrastructure providers and the strategic land use planning system. There are significant co-location opportunities between the education and health sector, providing cost benefits to the government and the public by maximising utilisation of buildings and sites that are expensive to construct and maintain.

Social housing provides a source of affordable housing for low-income households who are unable to rent in the private market. There is evidence that due to the decreasing affordability of housing, increasing numbers of households under mortgage stress, and the general increase in cost of living, that the percentage of the community forced into reliance upon social housing is increasing. There is also clear evidence that the current social housing stock, of predominantly 3 bedroom dwellings, does not match the demand for smaller one and two bedroom homes.

Historically the trend has been to create broad acre social housing estates on the fringe of the metropolitan area remote from many services, employment opportunities, and with poor access to transport. Notable examples are at Bridgewater, Gagebrook, and Clarendon Vale. Current thinking aims to provide social housing, with a range of dwelling sizes, in smaller clusters in well located

“Unfortunately there is sometimes local community resistance, especially in older established suburbs dominated by private ownership, to social housing infill developments.”

areas (generally established residential areas), which are well serviced by schools, health facilities and every day requirements (such as shops, government facilities and so on) and have good access to a range of transportation options, including walking and cycling. Not only are social housing developments being given a strategic focus but urban design principles are also now a specific consideration in the assessment of social housing developments. Unfortunately there is sometimes local community resistance, especially in older established suburbs dominated by private ownership, to social housing infill developments.

It is also recognised that the design of urban and town environments are important elements in creating a more socially inclusive environment. While building controls relating to access largely address issues associated with access for people with disability, consideration needs to be given to a consistent approach to the provision or maintenance of a clear accessible path of travel for use or development in public areas, which are not subject to building controls. Further, the design of the built environment can also contribute to crime prevention as recognised through the ‘Crime Prevention through Environmental Design’ principles. New development already requiring a permit should embrace these principles.

## 11.2 RELEVANT STRATEGIC DIRECTIONS

- SD1: Adopting a More Integrated Approach to Planning and Infrastructure
- SD3: Creating a Network of Vibrant and Attractive Activity Centres
- SD8: Supporting Strong and Healthy Communities
- SD10: Creating Liveable Communities.

## 11.3 RELEVANT STATE AND REGIONAL POLICIES

- Tasmanian Health Plan 2007
- Social Inclusion Strategy for Tasmania.

## 11.4 RELEVANT BACKGROUND REPORTS

- Background Report No. 4 – Social Infrastructure and Interactions.

## 11.5 REGIONAL POLICIES

- SI 1** *Provide high quality social and community facilities to meet the education, health and care needs of the community and facilitate healthy, happy and productive lives.*
- SI 1.1** *Recognise the significance of the Royal Hobart Hospital and support, through planning scheme provisions its ongoing function and redevelopment in its current location.*
- SI 1.2** *Match location and delivery of social infrastructure with the needs of the community and, where relevant, in sequence with residential land release.*
- SI 1.3** *Provide social infrastructure that is well located and accessible in relation to residential development, public transport services, employment and education opportunities.*
- SI 1.4** *Identify and protect sites for social infrastructure, particularly in high social dependency areas, targeted urban growth areas (both infill and greenfield) and in identified Activity Centres.*
- SI 1.5** *Provide multi-purpose, flexible and adaptable social infrastructure that can respond to changing and emerging community needs over time.*
- SI 1.6** *Co-locate and integrate community facilities and services to improve service delivery, and form accessible hubs and focus points for community activity, in a manner consistent with the Activity Centre hierarchy.*
- SI 1.7** *Provide flexibility in planning schemes for the development of aged care and nursing home facilities in areas close to an Activity Centre and with access to public transport.*
- SI 1.8** *Provide for the aged to continue living within their communities, and with their families, for as long as possible by providing appropriate options and flexibility within planning schemes.*
- SI 1.9** *Ensure relevant planning scheme provisions include Crime Prevention through Environmental Design principles.*
- SI 1.10** *Recognise the role of the building approvals processes in providing access for people with disabilities.*

- SI 2**      ***Provide for the broad distribution and variety of social housing in areas with good public transport accessibility or in proximity to employment, education and other community services.***
- SI 2.1**      ***Provide flexibility in planning schemes for a variety of housing types (including alternative housing models) in residential areas.***
- SI 2.2**      ***Ensure planning schemes do not prevent the establishment of social housing in residential areas.***

## 12 PHYSICAL INFRASTRUCTURE

“The use of an infrastructure program to support and direct development can substantially influence the preferred settlement pattern and urban form.”

### 12.1 OVERVIEW

The timely and efficient delivery of infrastructure services is a crucial aspect of a well planned and efficiently functioning region. In the past, ad-hoc decisions on the location and delivery of infrastructure have significantly changed settlement patterns, in the absence of broader strategic planning. Furthermore, ad-hoc decision making on the location of new settlements has generated the need for new infrastructure and placed additional pressure on existing infrastructure with long term and far reaching impacts.

The use of an infrastructure program to support and direct development can substantially influence the preferred settlement pattern and urban form. This includes greenfield areas, urban infill and redevelopment sites, and activity centres. Combined with the broader regional strategic planning work now being undertaken should ensure efficient delivery of infrastructure in the Region.

A number of funding and charging mechanisms are used to finance infrastructure projects and services. These include federal and state taxes, local government rates, water and sewerage developer charges, special-purpose levies, user charges, private investment, public-private partnerships and developer contributions. These have historically been applied in an ad-hoc manner, which has often not reflected the actual cost of delivery of these services, or the relative costs of servicing different areas, and has been quite varied across the State. The move towards regional bodies for the provision of water and sewerage infrastructure should go part way to alleviating these issues.

The provision of infrastructure and developer charges associated with the

delivery of infrastructure should not be underestimated as implementation tools to deliver desired strategic land use planning outcomes, and are identified as major considerations in this Regional Land Use Strategy.

### 12.2 RELEVANT STRATEGIC DIRECTIONS

- SD1: Adopting a More Integrated Approach to Planning and Infrastructure
- SD3: Creating a Network of Vibrant and Attractive Activity Centres
- SD7: Improving Management of our Water Resources
- SD9: Making the Region Nationally and Internationally Competitive
- SD10: Creating Liveable Communities.

### 12.3 RELEVANT STATE AND REGIONAL POLICIES

- State Infrastructure Strategy
- Southern Integrated Transport Plan.

### 12.4 RELEVANT BACKGROUND REPORTS

- Background Report No. 9 – Infrastructure.



## 12.5 REGIONAL POLICIES

- PI 1** *Maximise the efficiency of existing physical infrastructure.*
- PI 1.1** *Preference growth that utilises under-capacity of existing infrastructure through the regional settlement strategy and Urban Growth Boundary for metropolitan area of Greater Hobart.*
- PI 1.2** *Provide for small residential scale energy generation facilities in planning schemes.*
- PI 2** *Plan, coordinate and deliver physical infrastructure and servicing in a timely manner to support the regional settlement pattern and specific growth management strategies.*
- PI 2.1** *Use the provision of infrastructure to support desired regional growth, cohesive urban and rural communities, more compact and sustainable urban form and economic development.*
- PI 2.2** *Coordinate, prioritise and sequence the supply of infrastructure throughout the region at regional, sub-regional and local levels, including matching reticulated services with the settlement network.*
- PI 2.3** *Identify, protect and manage existing and future infrastructure corridors and sites.*
- PI 2.4** *Use information from the Regional Land Use Strategy, including demographic and dwelling forecasts and the growth management strategies, to inform infrastructure planning and service delivery.*
- PI 2.5** *Develop a regionally consistent framework(s) for developer charges associated with infrastructure provision, ensuring that pricing signals associated with the provision of physical infrastructure (particularly water and sewerage) is consistent with the Regional Land Use Strategy.*
- PI 2.6** *Ensure electricity generation and major transmission assets are recognised and protected within planning schemes to provide for continued electricity supply.*

## 13 LAND USE AND TRANSPORT INTEGRATION

### 13.1 OVERVIEW

“Improved integration of transport and land use planning is both a major challenge and critical factor in the development of efficient and liveable urban areas.”

Demand for transport infrastructure is derived from the community's need to travel and to move freight. The relative location of different land uses (for example where people live in relationship to places for employment and shopping) is a significant determinant of transport demand, cost and modal choice. Improved integration of transport and land use planning is both a major challenge and critical factor in the development of efficient and liveable urban areas and becoming a more environmentally sustainable community in the face of a changing climate.

The region's transport system includes the National network, State roads, major arterial roads and associated infrastructure, and a rail network linking key centres, ports and resource areas. Transport infrastructure is owned, planned and maintained by a range of Federal, State and local governments and other organisations such as TasRail, Forestry Tasmania, and the Hydro.

The region relies on the northern ports for freight movement (86% of the region's imports move through the three northern ports: Bell Bay, Burnie and Devonport) making intra-state connections critical. Freight movement is focused on the road network with rail an inter-regional bulk and containerised goods carrier. An efficient and effective freight transport system is critical to industry and includes efficient transport networks, high standard intermodal facilities and good access to and from processing and industrial areas. The Brooker Highway is the region's most significant freight route, with the Midland Highway a significant inter-regional freight route. The Brighton Hub will provide a modern road-rail transport facility to

support freight movement to and from the region.

The region's passenger transport system is oriented towards road transport and private car travel. Many past transport infrastructure projects have supported significant expansion of outer urban areas (for example the Southern Outlet connecting Kingston), but in more recent years the provision of transport infrastructure and services has responded to land use planning and development decisions.

The region now has a highly dispersed settlement pattern – although increasingly focussed on a number of key activity centres – with a very low population. This has a twofold effect. Firstly it has impacted on the use and provision of public transport. As residential development has increased in outer suburbs, away from established public transport routes, services have gradually spread far across a wide geographic area, but still across a small population base. Secondly it has resulted in high road construction and maintenance costs on a per person basis in rural areas.

All transport options must respond to demand. Our daily transport needs are increasingly complex: understanding how and where people are travelling is critical to passenger transport planning. We are no longer just planning for point to point commuter journeys to central business districts or for school based travel that sees children travel to their nearest school. Improving accessibility over mobility, in a way that meets these diverse needs is a key challenge for land use and transport planning.

The focus areas under this Strategy are broad and include:

“Improving accessibility over mobility, in a way that meets these diverse needs is a key challenge for land use and transport planning.”

- Maximising the efficiency of freight and public transport corridors and assets including maintaining and improving existing key public transport corridors to facilitate reliable, frequent public transport services;
- Recognising and protecting major infrastructure corridors and assets through planning schemes including retaining and protecting the rail corridor to preserve potential for the future development of mass transit options;
- Improving walking and cycling infrastructure and linkages, particularly for local trips;
- Recognise and preserve the Derwent River as a passenger transport corridor, including identifying passenger boarding locations and maintaining road and river access to these locations;
- Addressing car parking as a key determinant of car based travel;
- Increasing residential densities and mixed use around designated integrated transit corridors where appropriate; and
- Consolidating residential development in rural areas into key settlements where daily and weekly needs of residents are met.

### 13.2 RELEVANT STRATEGIC DIRECTIONS

- SD1: Adopting a More Integrated Approach to Planning and Infrastructure
- SD2: Holistically Managing Residential Growth
- SD3: Creating a Network of Vibrant and Attractive Activity Centres
- SD4: Improving our Economic Infrastructure
- SD10: Creating Liveable Communities.

### 13.3 RELEVANT STATE AND REGIONAL POLICIES

- SD1: Adopting a More Integrated
- State Infrastructure Strategy
- Southern Integrated Transport Plan
- Tasmanian Urban Passenger Transport Framework
- Tasmanian Walking and Cycling for Active Transport Strategy
- Social Inclusion Strategy for Tasmania.

### 13.4 RELEVANT BACKGROUND REPORTS

- Background Report No. 8 – The Regional Transport System
- Background Report No. 9 – Infrastructure.

## 13.5 REGIONAL POLICIES

**LUTI 1** *Develop and maintain an integrated transport and land use planning system that supports economic growth, accessibility and modal choice in an efficient, safe and sustainable manner.*

**LUTI 1.1** *Give preference to urban expansion that is in physical proximity to existing transport corridors and the higher order Activity Centres rather than Urban Satellites or dormitory suburbs.*

**LUTI 1.2** *Allow higher density residential and mixed use developments within 400, and possibly up to 800 metres (subject topographic and heritage constraints) of integrated transit corridors.*

**LUTI 1.3** *Encourage residential development above ground floor level in the Primary, Principal and Major Activity Centres*

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

**LUTI 1.5** *Locate major trip generating activities in close proximity to existing public transport routes and existing higher order activity centres.*

**LUTI 1.6** *Maximise road connections between existing and potential future roads with new roads proposed as part of the design and layout of subdivision.*

**LUTI 1.7** *Protect major regional and urban transport corridors through planning schemes as identified in Maps 3 & 4.*

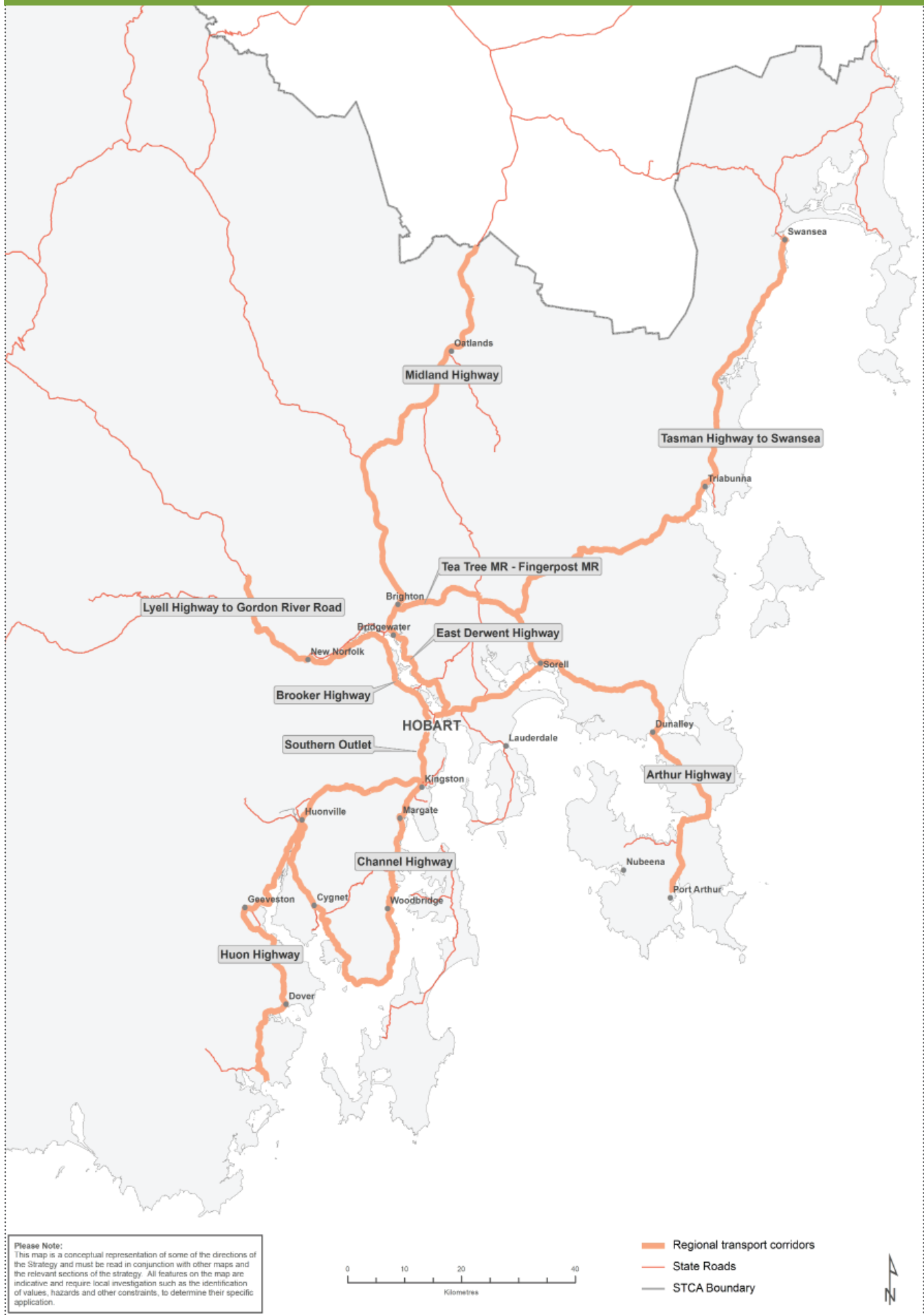
**LUTI 1.8** *Ensure new development incorporates buffer distances to regional transport corridors identified in Map 4 to minimise further land use conflict*

**LUTI 1.9** *Ensure car parking requirements in planning schemes and provision of public car parking is consistent with achieving increased usage of public transport.*

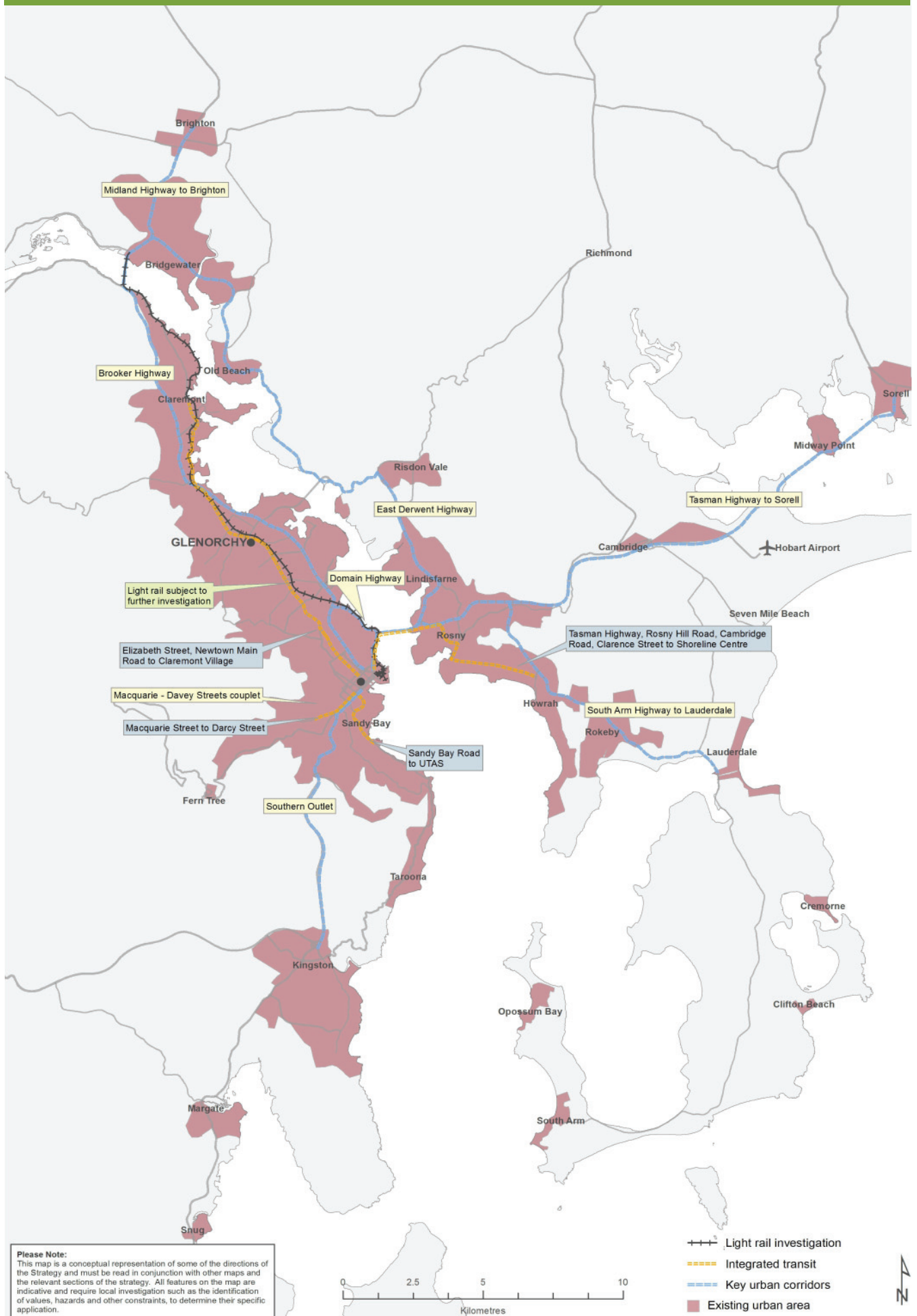
**LUTI 1.10** *Identify and protect ferry infrastructure points on the Derwent River (Sullivans Cove, Kangaroo Bay and Wilkinson Point) for their potential use into the future and encourage increased densities and activity around these nodes.*

- LUTI 1.11*** ***Encourage walking and cycling as alternative modes of transport through the provision of suitable infrastructure and developing safe, attractive and convenient walking and cycling environments.***
- LUTI 1.12*** ***Include requirements in planning schemes for end-of-trip facilities in employment generating developments that support active transport modes.***

### MAP 3: REGIONAL TRANSPORT CORRIDORS



## MAP 4: GREATER HOBART URBAN TRANSPORT CORRIDORS





## 14 TOURISM

“Land use planning and its outcomes have numerous impacts upon the tourism industry including how well authentic landscapes and character is protected and enhanced...”

### 14.1 OVERVIEW

Tourism in Tasmania has grown substantially in the nine years to June 2009, with the number of people visiting the state increasing by 68 per cent to 932,700, and the associated contribution to the economy almost doubling to \$1.4 billion. With the addition of cruise ship passengers and crew, visitation jumps to 1.03 million visitors. Southern Tasmania also benefits from intrastate visitation, particularly for key sporting and cultural events. Tourism is a spatially dispersed industry with most towns and regions benefitting from the industry.

Despite a decline in the average length-of-stay from 9.3 nights to 8.1 nights over the last nine years, the total visitor nights have increased by 50 per cent to 7.86 million during this period. Key contributors to this growth were the introduction of low cost carriers, the introduction of Spirit of Tasmania I and II, and the strength in the Australian economy through wages growth, low interest rates and decreasing unemployment.

Research indicates that travellers are seeking a variety of experiences. Whether they actively participate in all available experiences is immaterial when considering most destinations, but having choice is important, and for repeat visitors having a reason to return is also a key driver.

Land use planning and its outcomes have numerous impacts upon the tourism industry including how well authentic landscapes and character are protected and enhanced; and the degree to which planning schemes provide flexibility to ensure that tourism industry can be innovative and respond to demand and the market.

Careful management of the landscapes and characteristics within the region that contribute to the tourism experience, as

well as how tourism developments are handled through the planning process, is important to this key economic activity. In addition land uses associated with tourism also need to be managed to ensure that they do not detract from the value of the region as a living environment.

### 14.2 RELEVANT STRATEGIC DIRECTIONS

- SD4: Creating a Network of Vibrant and Attractive Activity Centres
- SD5: Supporting our Productive Resources
- SD9: Making the Region Nationally and Internationally Competitive.

### 14.3 RELEVANT STATE AND REGIONAL POLICIES

- Tasmanian Economic Development Strategy (under preparation)
- Tourism 21 Strategic Plan.

### 14.4 RELEVANT BACKGROUND REPORTS

- Background Report No. 10 – Tourism and Land Use Planning.



## 14.5 REGIONAL POLICIES

- T 1**      ***Provide for innovative and sustainable tourism for the region***
- T 1.1**      ***Protect and enhance authentic and distinctive local features and landscapes throughout the region.***
- T 1.2**      ***Identify and protect regional landscapes, which contribute to the region's sense of place, through planning schemes.***
- T 1.3**      ***Allow for tourism use in the rural and significant agriculture zones where it supports the use of the land for primary production.***
- T 1.4**      ***Provide flexibility for the use of holiday homes (a residential use) for occasional short-term accommodation.***
- T 1.5**      ***Provide flexibility within commercial and business zones for mixed use developments incorporating tourism related use and development.***
- T 1.6**      ***Recognise, planning schemes may not always be able to accommodate the proposed tourism use and development due to its innovative and responsive nature.***
- T 1.7**      ***Allow for objective site suitability assessment of proposed tourism use and development through existing non-planning scheme based approval processes (43A application).***

## 15 STRATEGIC ECONOMIC OPPORTUNITIES

### 15.1 OVERVIEW

“...a significant opportunity to enhance the locational advantage of being the Southern most region in Australia, through a Antarctic and marine research gateway.”

Southern Tasmania and Greater Hobart in particular is well placed to take advantage of its location, size, accessibility, and its history as a hub for research, creativity and learning. There exists a significant opportunity to enhance the locational advantage of being the most Southern region in Australia, through an Antarctic and marine research gateway. In addition there are associated urban regeneration opportunities that will drive economic development for the broader region by encouraging increased population and visitor numbers, with flow on effects to gross regional product. Broader benefits from realisation of these objectives will include making Hobart a more vibrant and active space and attracting significant investment to the broader region.

There are a number of key economic opportunities. These include:

- **A place of research excellence and learning** – The region is host to a number of world-class research institutions and tertiary education facilities. It is also Australia’s base for Antarctic exploration and research. These provide significant economic benefits to the region with opportunities to capitalise upon existing facilities through the construction of key research institutes including the Institute of Marine and Antarctic Science (IMAS), redevelopment of Domain House and the expansion of the Menzies Research Centre.
- **Antarctic and Southern Ocean Gateway** – Australia has increasing marine research and protection responsibilities and priorities in the

Southern Ocean due to its territorial claim of 42% of Antarctica and the recently increased economic exclusion zone in the Southern Ocean. The region’s position as Australia’s base for Antarctic exploration and research can be cemented through the upgrading of existing facilities and development of new. Already the region is home to the Antarctic Division in Kingston and the CSIRO facility in Hobart. Potential future opportunities include IMAS and the Hobart International Airport Antarctic Airlink.

- **A place of arts, culture and recreation** – The region has a long history as a cultural hub in recognition of our significant cultural values. The region accommodates many cultural facilities, world class recreational opportunities and events. The recent opening of MONA on the shores of the Derwent is a case in point. Promotion and enhancement of this role will also attract greater number of visitors as well as increased employment opportunities.
- **A small but vital working port** – The importance of Hobart Port in terms of Antarctic and Southern Ocean Gateway is outlined above. Hobart Port is also important in terms of the movement of key export products for the region (i.e. timber based products), the fishing industry and tourism industry (cruise ship terminal). Upgrading and maintaining the Hobart port area is essential to the region’s long term economic health.

- **Marine manufacturing and ship repair**
  - The excellent deepwater harbour of the Derwent Estuary has provided the base for ship building and marine services since European settlement. This industry continues today and potential exists to further expand into the future.

## 15.2 RELEVANT STRATEGIC DIRECTIONS

- SD4: Creating a Network of Vibrant and Attractive Activity Centres
- SD4: Improving our Economic Infrastructure
- SD9: Making the Region Nationally and Internationally Competitive
- SD10: Creating Liveable Communities.

## 15.3 REGIONAL POLICIES

**SEO 1**      *Support and protect strategic economic opportunities for Southern Tasmania.*

**SEO 1.1**      *Protect the following key sites and areas from use and development which would compromise their strategic economic potential through planning scheme provisions:*

- a. Hobart Port (including Macquarie and Princes Wharves)*
- b. Macquarie Point rail yards; and*
- c. Princes of Wales Bay marine industry precinct*

**SEO 1.2**      *Include place specific provisions for the Sullivans Cove area in the planning scheme.*

**SEO 1.3**      *Recognise the regional economic importance of Southwood through specific planning provisions within the planning scheme that allow for its expansion and use by timber, mineral or other primary industries benefitting from its strategic location.*

## 16 PRODUCTIVE RESOURCES

### 16.1 OVERVIEW

“Whilst the region has negligible prime agricultural land... it is nevertheless a significant contributor to the regional and local economy, with an increasing focus on low volume, high value production.”

Primary industry generates a significant amount of wealth for the Tasmanian economy through agriculture, mineral resource extraction, forestry and aquaculture.

In Southern Tasmania, agricultural production contributes over \$188 million to the State's economy. Whilst the region has negligible prime agricultural land and its contribution to the State's overall production is somewhat less than the other two regions, it is nevertheless a significant contributor to the regional and local economy, with an increasing focus on low volume, high value production. It is also particularly important to the social make of some local communities. Proposed expanded and new irrigation schemes for the region, both in the short and long term, will assist in strengthening the agricultural industries within the region, particularly in light of changing climatic conditions. The characteristics of agricultural land and associated production within the region are particularly diverse. It varies from the extensive dry-land areas of the Southern Midlands and parts of the Central Highlands and Derwent Valley, to the intensive crop and fruit growing regions of the Huon, Derwent and Coal River Valleys and through to the wine growing areas scattered throughout the region including along parts of the East Coast. A marked feature of the pattern of agricultural land in the region is the large range in productive capacity and the discrete, spatially well defined nature of areas of high productivity nestled within larger areas of much lower productivity. As such the region should adopt a strategy recognising that the one size fits all approach to planning scheme standards

across the region will not achieve the best outcomes. While the region contains negligible prime agricultural land (Class 1, 2 & 3), there is still productive agricultural land evident in the region (Class 4 & 5 land) which is either irrigated, has access to natural water resources or has physical conditions suited to particular high value crops (see Map 6). This very productive agricultural land within the region can be spatially distinguished against significantly less productive land due to topographic, soil, water availability and climatic conditions.

It is therefore appropriate that this land be afforded the highest level of protection from land use conflicts and fettering recognised though its status as 'significant agricultural land' (as per Principle 7 under the State Policy on the Protection of Agricultural Land).

In addition, Principle 8 of the State Policy requires that agricultural land benefitting from existing irrigation schemes declared under the Water Management Act 1999 be afforded appropriate protection. Further that other land benefitting from broad scale irrigation development may be afforded the same level of protection.. With this in mind the renewed program to investigate and establish new or expanded large-scale irrigation schemes needs to be taken into account, particular given the significant of the State investment in dollar terms. The only current declared irrigation district within the South is the South-East Irrigation Scheme, which extends across part of the Brighton, Clarence, and potentially Sorell areas (the Coal River Valley sub-district), however the Tasmanian Irrigation Development Board have projects in place to expand this district and establish the new Midlands and Swan Apsley Irrigation Schemes.

“Appropriate zoning, attenuation distances, and growth boundaries must be implemented to enable the protection of agricultural land and farmers’ ability to farm unfettered.”

The Midlands and expanded South East scheme proposals are currently well advanced through the Tasmanian Irrigation Development Board planning process. These potentially irrigable areas should be recognised and protected in the new planning schemes.

Embodied within the Strategic Direction of holistically managing residential growth is the principle that residential development in rural areas should first and foremost be determined by a proactive settlement strategy, tempered by the productive and potential productive capability of land. Therefore, decisions to convert rural land to non-rural land use (such as large-lot residential) should not be driven by the current apparent productive capability, which has been the case in years past. Appropriate zoning, attenuation distances, and growth boundaries linked to settlement strategies must be implemented to enable the protection of agricultural land and farmers’ ability to farm unfettered.

Beyond agricultural production, there are other productive resources, which contribute to the region’s economy: mineral extraction, forestry, aquaculture, and fisheries.

Mineral extraction within Southern Tasmania is limited and is concentrated on quarrying operations for hard rock, sand, materials for concrete construction, and blue metal. A number of quarrying operations in the South are of regional significance and particularly important to the construction industry, including the Leslie Vale and Brighton quarries.

Forestry has been, and is still, a significant industry for the region, predominantly occurring across the Derwent Valley, Central Highlands, and Huon Valley municipal areas, although all non-urban municipalities in the region have some

level of forestry. Whilst much forestry activity exists outside of the jurisdiction of the Land Use Planning and Approvals Act 1993, the activities of the forestry industry nevertheless have some land use planning implications and impacts on other use and development.

The forestry industry is currently in a state of flux and its future is a highly politicised issue. The land use planning system needs to ensure it can accommodate future directions in regard to those parts of the industry that do fall under its jurisdiction, for example; the establishment of new value-adding timber product manufacturing facilities.

Aquaculture (or farmed fisheries) is a burgeoning industry for the region. Much of the activity is focused in Salmonoid fishery with over 95% of Australia’s farmed salmon produced in the State, the majority of which occurs in the Huon and Kingborough municipal areas. Another significant form of aquaculture for the region is oyster farming.

While marine farming falls outside the land use planning system in a similar fashion to forestry activities, associated shore-based facilities, do not. Ports and other key marine facilities for both the farmed and wild fisheries must be identified and protected, taking into account future needs. In addition the planning system needs to ensure that appropriate coastal locations for such facilities are identified and protected from inappropriate use and development and land use conflict. These are increasingly contentious issues due to:

- Increasing rural residential development in close proximity to operating fish farms;

- Farms becoming more noisy due to increasing mechanisation of the industry; and
- Residents purchasing property without being aware of the proximity of working salmon farms or dormant leases.

## **16.2 RELEVANT STRATEGIC DIRECTIONS**

- SD2: Holistically Managing Residential Growth
- SD5: Supporting our Productive Resources
- SD7: Improving Management of our Water Resources.

## **16.3 RELEVANT STATE AND REGIONAL POLICIES**

- State Economic Development Strategy (under preparation)
- Natural Resource Management Strategy for Southern Tasmania
- State Policy for the Protection of Agricultural Land 2009.

## **16.4 RELEVANT BACKGROUND REPORTS**

- Background Report No. 7 – Productive Resources.

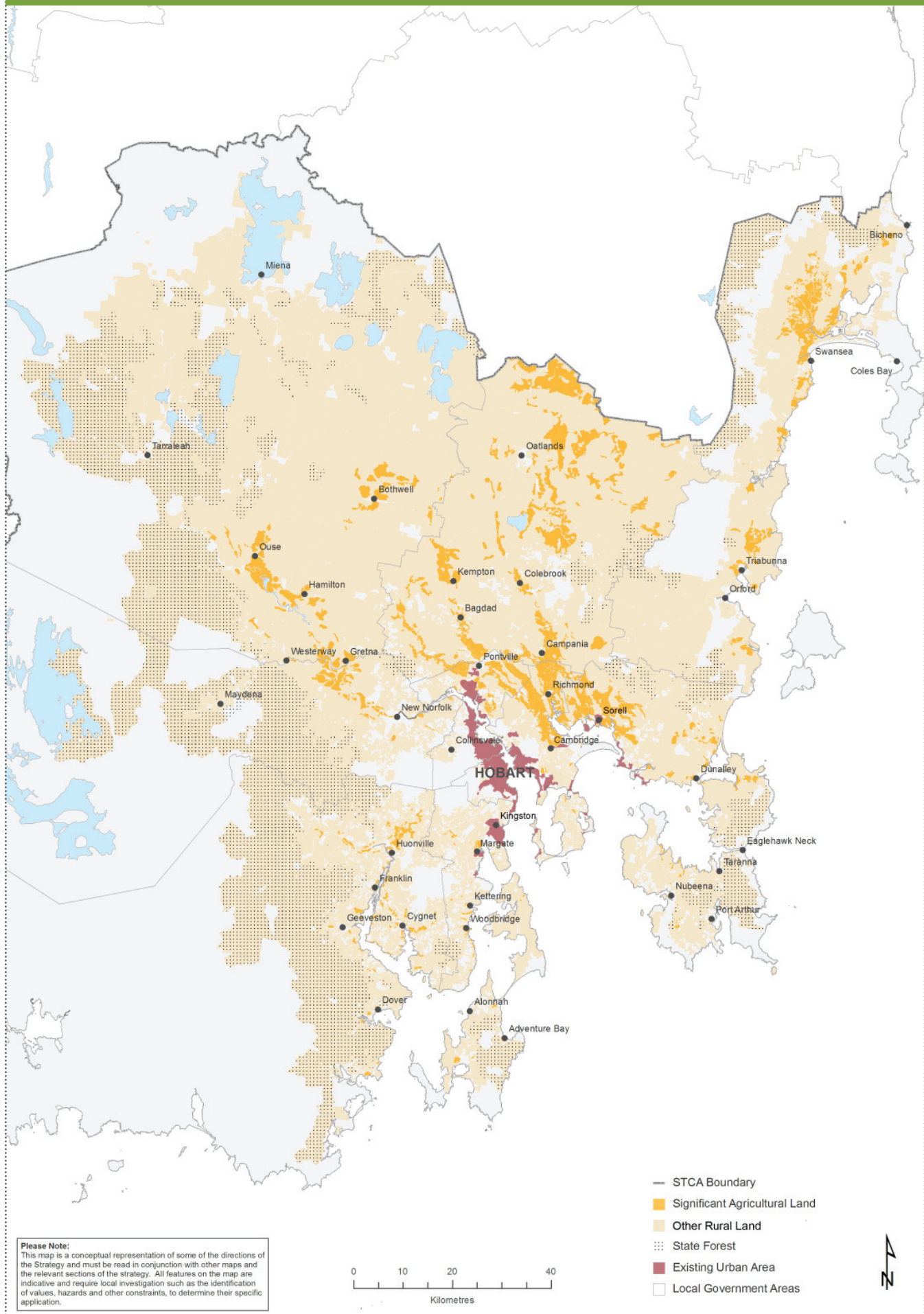
## 16.5 REGIONAL POLICIES

- PR 1** *Support agricultural production on land identified as regionally significant by affording it the highest level of protection from fettering or conversion to non-agricultural uses.*
- PR 1.1** *Utilise the ‘Significant Agriculture Zone’ to identify regionally significant agricultural land in planning schemes and manage that land consistently across the region.*
- PR 1.2** *Avoid potential for further fettering from residential development by setting an acceptable solution buffer distance of 200 metres from the boundary of the Significant Agriculture Zone, within which planning schemes are to manage potential for land use conflict.*
- PR 1.3** *Allow for ancillary and/or subservient non-agricultural uses that assist in providing income to support ongoing agricultural production*
- PR 1.4** *Prevent further land fragmentation by restricting subdivision unless necessary to facilitate the use of the land for agriculture.*
- PR 1.5** *Minimise the use of significant agricultural land for plantation forestry*
- PR 2** *Manage and protect the value of non-significant agricultural land in a manner that recognises sub-regional diversity in land and production characteristics.*
- PR 2.1** *Tailor planning scheme standards, particularly the minimum lot size for subdivision, according to the designated subregion.*
- PR 2.2** *Ensure the minimum lot size takes into account the optimum size for the predominating agricultural enterprise within that subregion.*
- PR 2.3** *Utilise the settlement strategy to assess conversion of rural land to residential land through rezoning, rather than the potential viability or otherwise of the land for particular agricultural enterprises.*
- PR 2.4** *Ensure opportunities for down-stream processing of agricultural products are supported in appropriate locations or ‘on-farm’ where appropriate supporting infrastructure exists and the use does not create off-site impacts.*

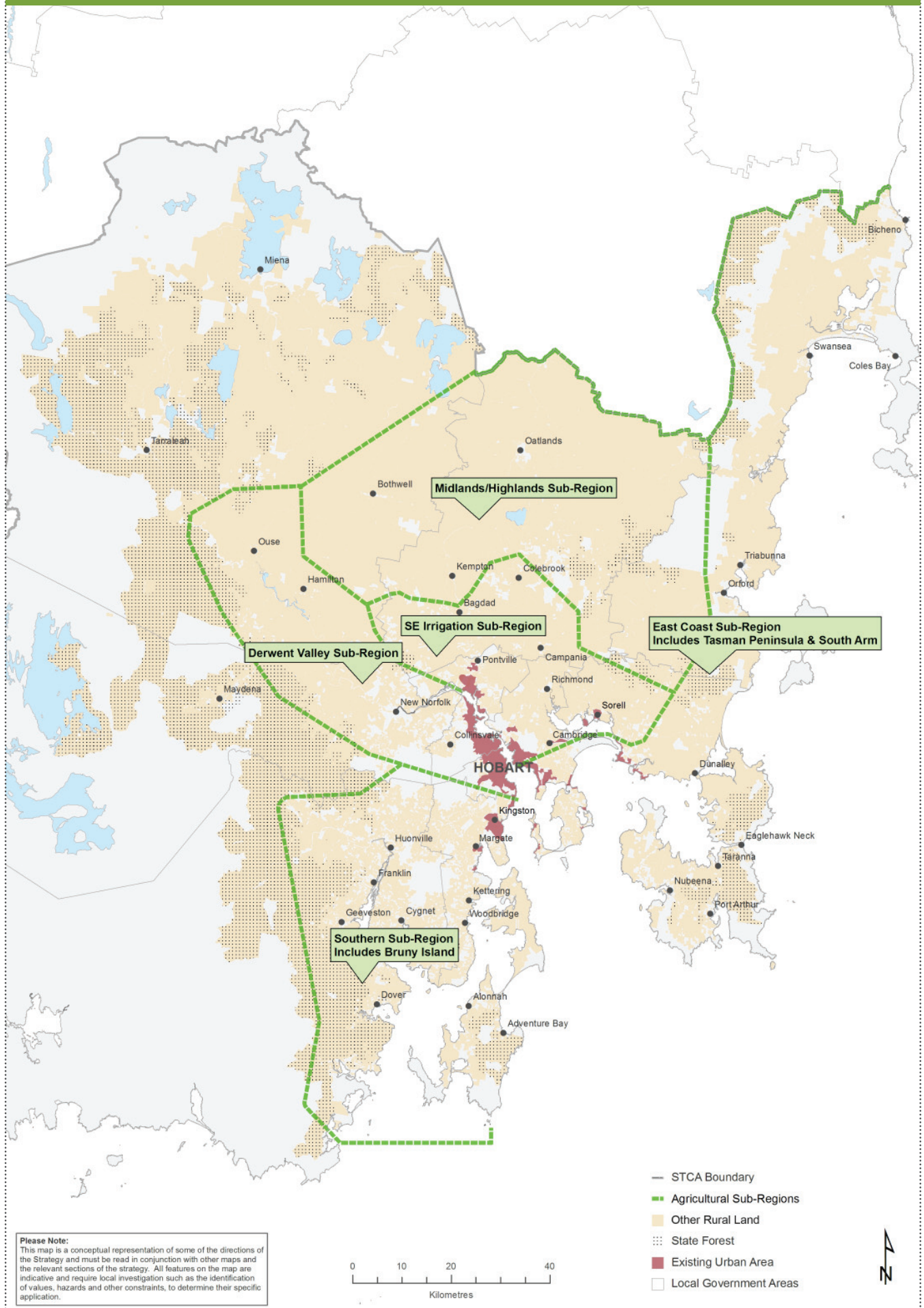


- PR 2.5** *Provide flexibility for commercial and tourism uses provided that long-term agricultural potential is not lost and it does not further fetter surrounding agricultural land.*
- PR 2.6** *Ensure the introduction of sensitive uses not related to agricultural use, such as dwellings on small non-farming titles, are only allowed where it can be demonstrated the use will not fetter agricultural uses on neighbouring land.*
- PR 3** *Support and protect regionally significant extractive industries.*
- PR 3.1** *Ensure existing regionally significant extractive industry sites are zoned either General Industry or Rural Resource and are protected by appropriate attenuation areas in which the establishment of new sensitive uses, such as dwellings, is restricted.*
- PR 4** *Support the aquaculture industry.*
- PR 4.1** *Ensure appropriately zoned land on the coast is provided in strategic locations, and in accordance with The Coast Regional Policies, for shore based aquaculture facilities necessary to support marine farming.*
- PR 4.2** *Identify key marine farming areas within planning scheme to assist in reducing potential land use conflicts from an increasingly industrialised industry.*
- PR 5** *Support the forest industry.*
- PR 5.1** *Ensure working forests, including State Forests and Private Timber Reserves (for commercial forestry), are zoned Rural Resource.*
- PR 5.2** *Recognise the Forest Practices System as appropriate to evaluate the clearance and conversion of native vegetation for commercial forestry purposes.*
- PR 5.3** *Allow for plantations in the rural resource zone subject to setbacks from existing dwellings.*
- PR 2.4** *Control the establishment of new dwellings in proximity to State Forests, Private Timber Reserves or plantations so as to eliminate the potential for land use conflict.*

**MAP 5: SIGNIFICANT AGRICULTURAL LAND IN SOUTHERN TASMANIA**



**MAP 6: AGRICULTURAL SUB-REGIONS IN SOUTHERN TASMANIA**





## 17 INDUSTRIAL ACTIVITY

### 17.1 OVERVIEW

“...identified a significant shortage of Industrial land within the region, largely a result of the absence of strategic planning beyond the local government level.”

Industrial land use relates to the manufacturing, assembling, processing, storage and distribution of products and goods. It can include wholesaling and retailing of goods and may include some uses associated with primary production. Industrial uses can be large (i.e. Zinc Works at Lutana) or small scale (i.e. joinery & cabinet maker).

At present, in the absence of any strategic framework for industrial land use, industrial land in Southern Tasmania is for the most part planned through its identification by zones within individual council planning schemes. Most industrial uses tend to serve a regional or sub-regional catchment and not just the local municipal area, however to date the planning for industrial areas have largely been left to local planning processes. Establishing a strong regional strategic approach to industrial planning is critical to the region's ability to economically grow. Six key reasons for regional-level planning for industrial land use have been identified:

- Industrial land provides space for activities, which do not work well near residential uses. Noise, odours, light pollution, and heavy vehicle traffic are realities for industrial activity and complaints by residents and homeowners can force out or constrain the operation of otherwise viable businesses.
- Industrial land is typically well located with respect to transport and physical infrastructure. Local streets are often not specifically designed to accommodate heavy vehicles.
- Sufficient amounts of industrial land allow for clustering of businesses and reinforce the benefits of co-location.

Spatial proximity allows industry to network, connect with local suppliers, use each other's services, and capture value along the supply chain.

- To function properly, industry needs both space and appropriate building stock. Buildings found on industrial land provide a number of features that are important to many businesses, for example: flexible floor plates, tall first stories, loading docks and roll-up doors, reinforced upper floors, and open yards for storage, inventory, goods handling and manipulation.
- Industrially zoned land and the buildings it contains provide another essential benefit to many businesses – affordability. Industrial zoned land is typically cheaper to purchase or rent when compared with land zoned for retail and commercial purposes.
- Protecting the amenity of Activity Centres. Without providing ample industrial land for industry to grow and expand, there will be pressure to utilise land within Activity Centres for industrial purposes, thereby compromising the mixed-use objectives of an Activity Centre.
- Identification and responding to potential environmental issues associated with industrial development. Many water catchments and airshed straddle council boundaries, with some locations in the regionally having greater environmental sensitivity than others.

Existing industrial land is significantly constrained by surrounding land uses in many cases. Future potential industrial land options are limited due to:

- The necessity to be close to freight transport corridors;
- The provision of adequate services, in particular water, wastewater, stormwater and electricity;

“Existing industrial land is significantly constrained by surrounding land uses.”

- The need for a location that will have minimal impacts, allow for further expansion in the long term;
- The required land characteristics (i.e. relatively flat land); and
- The proximity to resource and market, particularly for light industrial/service industries (i.e. demand primarily generated within Greater Hobart area).

A preliminary industrial land demand and supply analysis has indicated a potential shortage of industrial land within the region within a short term. This situation is largely a result of the absence of strategic planning beyond the local municipal level. It is crucial to plan for industrial land to ensure it is located well in respect of transport and physical infrastructure, adjoining land uses and allow for clustering of businesses. The potential shortfall of industrial land provision for the region is being investigated further through the Southern Tasmania Industrial Land Study (an adjunct to this Strategy). The results will be taken into account during the preparation of new planning schemes and should be integrated into the next iteration of this Strategy).

## 17.2 RELEVANT STRATEGIC DIRECTIONS

- SD1: Adopting a More Integrated Approach to Planning and Infrastructure
- SD4: Improving our Economic Infrastructure.

## 17.3 RELEVANT STATE AND REGIONAL POLICIES

- State Economic Development Strategy (under preparation).
- Environmental Protection Policy (Air Quality) 2004
- State Policy on Water Quality Management 1997
- State Coastal Policy 1996
- Environment Protection Policy (Noise) 2009
- Tasmanian Waste and Resource Management Strategy 2009

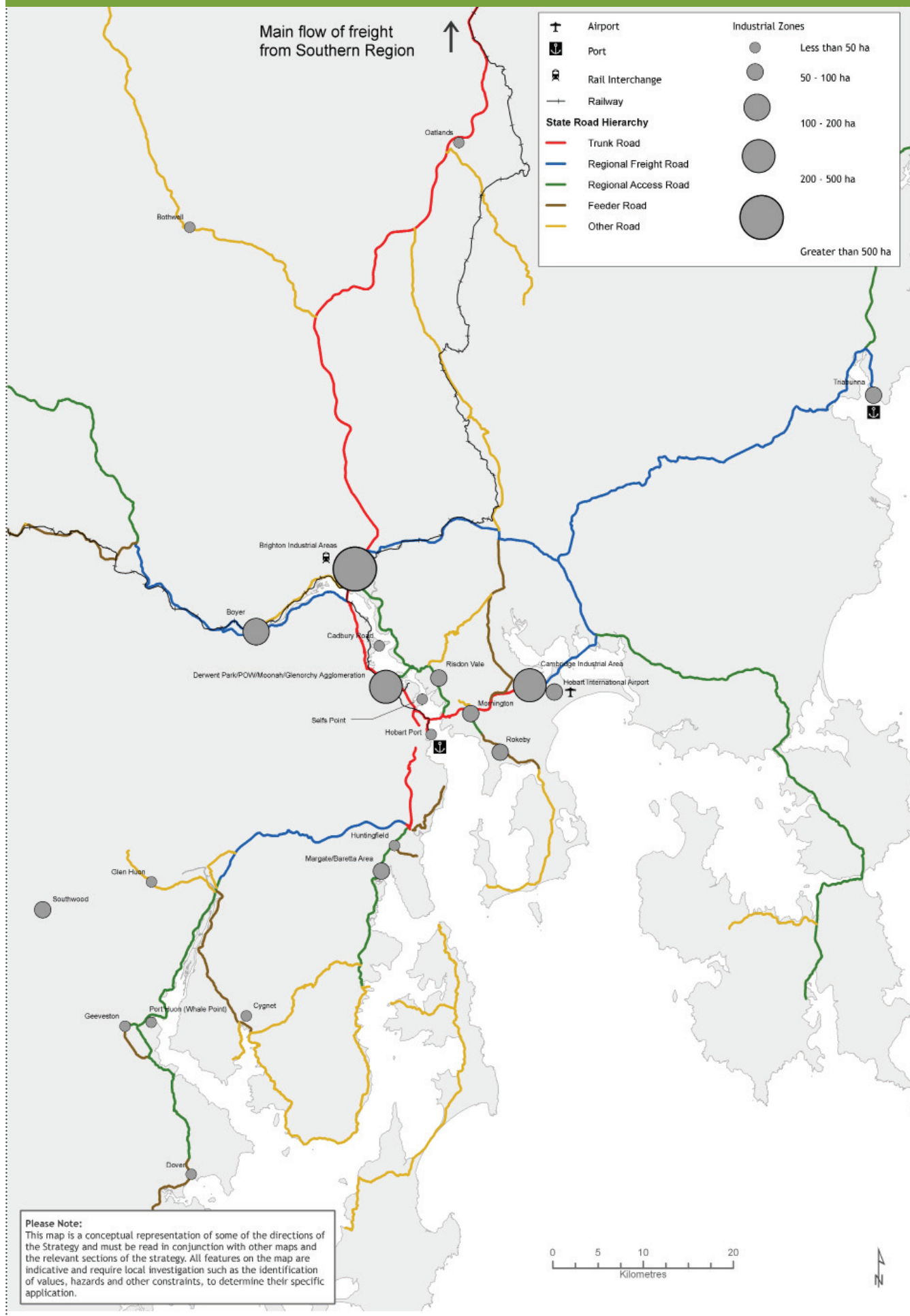
## 17.4 RELEVANT BACKGROUND REPORTS

- Background Report No. 11 – Industrial Activity.

## 17.5 REGIONAL POLICIES

- IA 1**      *Identify, protect and manage the supply of well-sited industrial land that will meet regional need across the 5, 15 and 30 year horizons.*
- IA 1.1**      *Ensure industrial land is relatively flat and enables easy access to major transport routes, other physical infrastructure such as water, wastewater, electricity and telecommunications*
- IA 1.2**      *Locate new industrial areas away from sensitive land uses such as residentially zoned land.*
- IA 1.3**      *Provide for a 30-year supply of industrial land, protecting such land from use and development that would preclude its future conversion to industrial land use - in accordance with the recommendations within the Southern Tasmania Industrial Land Strategy 2013.*
- IA 1.4**      *Provide a 15-year supply of industrial land, zoned for industrial purposes within the new planning schemes - in accordance with the recommendations within the Southern Tasmania Industrial Land Strategy 2013.*
- IA 1.5**      *Aim to ensure a minimum 5-year supply of subdivided and fully serviced industrial land.*
- IA 1.6**      *Take into account the impact on regional industrial land supply, using best available data, prior to rezoning existing industrial land to non-industrial purposes.*
- IA 2**      *Protect and manage existing strategically located export orientated industries.*
- IA 2.1**      *Identify significant industrial sites through zoning and ensure that other industrial uses not related to its existing function do not diminish its strategic importance.*
- IA 3**      *Ensure industrial development occurs in a manner that minimises regional environmental impacts and protects environmental values.*
- IA 3.1**      *Take into account environmental values and the potential environmental impacts of future industrial use and the ability to manage these in the identification of future industrial land.*

## MAP 7: INDUSTRIAL ACTIVITY IN SOUTHERN TASMANIA



## 18 ACTIVITY CENTRES

### 18.1 OVERVIEW

"Activity Centres are much broader than just retail and commercial centres. They are also community meeting places, centres of community and government services, locations for education and employment, settings for recreation, leisure and entertainment activities..."

Activity Centres provide the focus for services, employment, and social interaction in cities and towns. They provide a broader function than just retail and commercial centres. They are also community meeting places, centres of community and government services, locations for education and employment, settings for recreation, leisure and entertainment activities, and places for living through new forms of higher density housing with good levels of amenity, in mixed land use settings. The Regional Land Use Strategy promotes the development of multifunctional, accessible Activity Centres. The benefits of an Activity Centre approach are significant in that it:

- Enhances the viability and vibrancy of centres and the surrounding urban environment;
- Enables a more efficient and equitable use of resources and infrastructure;
- Assists in focussing the delivery of key community services;
- Provides a centre around which housing opportunities can be strategically planned;
- Creates opportunities to live and work more closely;
- Assists in creating a more sustainable urban environment by reducing private vehicle travel and facilitating use of non motorised forms of transport (walking and cycling); and
- Facilitates agglomeration economies for business and industry.

While there are other nodes of activity, which include trade and construction related retail, significant employment, and community functions that play an important

function, they are not 'Activity Centres' as they do not encompass the range of functions.

An 'Activity Centre Network' is proposed in order to provide for a regionally planned and defined hierarchy to ensure complementarities and efficiencies, rather than creating unnecessary competition, between centres. The proposed network recognises the 'pre-eminence' of the Hobart CBD as the centre for public administration, financial services and commerce for the region and the State as a whole, while at the same time recognising the 'poly-centric' nature of Greater Hobart.

Activity Centres that have regional and sub-regional functions are specifically recommended in the Activity Centres Network, however as with all Activity Centres, appropriate planning at the local level should be undertaken. Structure and management plans need to be prepared for these centres to strengthen their overall function and operation and to ensure that they are satisfactorily integrated with surrounding uses and the transport network.

### 18.2 RELEVANT STRATEGIC DIRECTIONS

- SD1: Adopting a More Integrated Approach to Planning and Infrastructure
- SD3: Creating a Network of Vibrant and Attractive Activity Centres
- SD4: Improving our Economic Infrastructure
- SD10: Creating Liveable Communities.



“...provide for a regionally planned and defined hierarchy to ensure complementarities and efficiencies rather than creating unnecessary competition between centres.”

### 18.3 RELEVANT STATE AND REGIONAL POLICIES

- State Economic Development Strategy (under preparation).

### 18.4 RELEVANT BACKGROUND REPORTS

- Background Report No. 12 – Activity Centres Analysis.

### 18.5 THE ACTIVITY CENTRE NETWORK

An Activity Centre Network is proposed as the foundation for the activity centres policy under the Regional Land Use Strategy. The Network is outlined in Table 1 below. Although these activity centres are described in a hierarchy of importance, they are more a continuum of size and function. The size and townscape of each centre should be relative to its function, the availability of land, ease of pedestrian movement and improving linkages with public transport.

**TABLE 1: ACTIVITY CENTRE NETWORK**

PRIMARY ACTIVITY CENTRE		
Role	The primary hub for Tasmania, the region and the Greater Hobart metropolitan area in terms of business, government administration, leisure, entertainment and tourism services providing a comprehensive range of services and facilities including public transport. A significant proportion of all employment opportunities within the region is currently and should continue to be focussed in the Primary Activity Centre. Providing high level of public amenity and high quality urban design.	Hobart CBD & immediate surrounds (including waterfront)
Employment	High concentration of employment and diversity of employment by sector.	
Commercial including retail	Primary location for offices, including corporate headquarters, professional services, government administration. Regional shopping facilities including major department stores with high level of speciality shops, secondary retailing and a focus on the 'high street' shopping experience. Should include at least one major supermarket/food market. Bulky good retailing may be accommodated at the fringe.	
Government Services & Community infrastructure	Regional and State facilities for the State and Federal Government. Education facilities including prominent tertiary education facilities, cultural based facilities i.e. State Library and Museum), Major Health Care facilities including Royal Hobart Hospital and a wide range of medical practitioners including GPs, specialists and research facilities and community services (including child care centres to support its high concentration of employment). All other services expected in the Principal Activity Centres. Urban public spaces provide focus for community facilities and events.	
Residential	Higher density residential development in centre utilising innovative housing solutions such as business/shop top arrangements should be complemented by infill and consolidation of surrounding residential areas and along Integrated transit corridors at higher net densities (25+ dwellings per hectare).	
Entertainment	A range of dining and entertainment uses including night-time activities and major cultural facilities for the region.	
Access	Key interchange location for public transport and central node for radial road network..	
Catchment	Whole region (particularly for higher order retailing and services) and whole State (for government and administrative functions).	
PRINCIPAL ACTIVITY CENTRE		
Role	Provide for a wide range of services and facilities (including offices for business and government) to serve the surrounding sub-region, with a strong focus on the retail and commercial sector.	Central Glenorchy Rosny Park Kingston
Employment	Provides a focus for employment at the sub-regional level. Retailing a major industry but complemented by a range of office and administration employment mostly of the small to medium scale enterprises.	
Commercial including retail	Sub-regional shopping facilities with a range of major supermarkets, department stores and a range of speciality shops.	
Government Services & Community infrastructure	Secondary location for regional and State facilities for the State and Federal Government; and district facilities for those tiers of government, including but not limited to Service Tasmania, Centrelink Customer Service Centre, Medicare/Family Assistance Office), State Library branch. Health facilities should include Integrated Care Centres and a range of medical practitioners. An urban public space as the focus for community facilities and events. Educational facilities either within or in close proximity are highly desirable as are child-care centres to support employment. Should be centre of Local Government services within the relevant LGA.	
Residential	Some in-centre residential development above ground floor level, complemented by infill and consolidation of surrounding residential areas at higher densities (20+ dwellings per hectare).	

**TABLE 1: ACTIVITY CENTRE NETWORK (CONTINUED)**

Entertainment	A range of dining and entertainment uses including night-time activities and sporting clubs/facilities.	
Access	Bus interchange with high frequency links to and from other major activity centres and key residential catchments. Ideally links a number of public transport modes and connects directly or readily to other Principal Activity Centres and the Primary Activity Centre.	
Catchment	Catchment of regional significance across at least two Local Government Areas.	
MAJOR ACTIVITY CENTRE		
Role	To serve the surrounding district and provide a range of convenience goods and services as well as some community services and facilities.	Moonah Bridgewater (Greenpoint)
Employment	Provides a focus for employment at the LGA level, primarily in retailing, but complemented by a range of office based employment mainly in professional and personal services	
Commercial including retail	At least 1 major supermarket, a range of speciality shops and secondary retailing. May contain small discount department store. Office spaces are limited to small-scale finance, banking, insurance, property, and professional services.	
Government Services & Community infrastructure	Community Hall, Community Health Centres, some urban community space, Private Medical Centre, may include some social services such as Service Tasmania or Centrelink Customer Service Centre. Educational facilities either within or in close proximity are highly desirable. Should be centre of Local Government services within the relevant LGA., if no primary or principal activity centre exists in that LGA.	
Residential	Some shop-top residential and increased density of surrounding residential area should be encouraged if located in an inner urban environment.	
Entertainment	Includes some night-time activities, focussed on dining.	
Access	High quality bus services linking from residential catchment. If locationally possible, should be linked with other public transport modes.	
Catchment	Complements the Primary and Principal Activity Centres. Generally an LGA wide catchment, although may attract people from adjacent LGAs.	
RURAL SERVICES CENTRE		
Role	To provide predominantly non-urban communities with a range of goods and services to meet their daily and weekly needs. Trips to larger Primary and Principal Activity Centres only required occasionally	Brighton Huonville New Norfolk Oatlands Sorell
Employment	Includes a mix of retail and office based employment servicing the local area or having limited office space requirements. May include one or two larger employers that are not suited to an urban location.	
Commercial including retail	Should offer at least one major or a combination of independent supermarkets and a range of speciality shops. Local or district level commercial office space servicing the community. May include district offices of government functions if strong correlation to features of the surrounding location.	
Government Services & Community infrastructure	Should offer a range of health and cultural facilities required to support rural community: District Health Centre, Service Tasmania outlet, Community Centre/Community Hall. Educational facilities should be provided (at least Primary and Secondary School,). Should be centre of Local Government services within the relevant LGA. May include State Government district offices benefitting from a more rural location (i.e. Park & Wildlife, Inland Fisheries,	
Residential	Some limited residential.	

**TABLE 1: ACTIVITY CENTRE NETWORK (CONTINUED)**

Entertainment	Hotel(s), restaurant, and dining facilities with other entertainment for rural community. Local sporting facilities/clubs	
Access	Local bus service with connections to higher order centres, but with expected low service frequency. Predominantly accessed via private motor vehicle with good walking and cycling linkages to surrounding residential area.	
Catchment	Serving outer, more rural based sub-regions and LGAs.	
<b>MINOR OR NEIGHBOURHOOD CENTRE</b>		
Role	To serve daily needs of surrounding community and provide a focus for day-to-day life within a community.	To be determined at the local level, (examples include Claremont, Howrah (Shoreline), Lauderdale, Margate, Sandy Bay Shopping Centre, Triabunna)
Employment	Includes a mix of retail, community, and health services (such as GP) and small scale office-based employment servicing the local area.	
Commercial including retail	Should offer at least one supermarket, a range of speciality shops and secondary retailing. Should be mix of convenience and range. May include discount department store. In rural context, often includes tourism related businesses.	
Government Services & Community infrastructure	Local community services, including community health facilities.	
Residential	Some residential may be interspersed, although there is no emphasis on residential amenity.	
Entertainment	May include some night time activities focussed on dining or a local Hotel.	
Access	In an urban context ideally located on a public transport corridor with at good bus services. Should be highly accessible by cycling or walking from surrounding area to enhance local access.	
Catchment	Serves a number of suburbs but may attract people from a wider catchment on an occasional basis.	
<b>LOCAL CENTRE</b>		
Role	To provide a focus for day-to-day life within an urban community.	To be determined at the local level
Commercial including retail	Offer at least one grovery/convenience store and a range of small specialty shops (i.e. newsagents, pharmacy, gift store) or small-scale eating establishments.	
Government Services & Community infrastructure	Local community services, including Child Health Centre.	
Residential	Some residential may be interspersed.	
Entertainment	May have some dining in the evening or local bar, but residential amenity should be preserved.	
Access	Should be highly accessible by cycling or walking from surrounding area to enhance local access. In an urban context should be serviced by existing public transport.	
Catchment	Locality.	

**TABLE 1: ACTIVITY CENTRE NETWORK (CONTINUED)**

SPECIALIST CENTRE		
Role	To provide for activity of a specialist nature as defined through specific local area or structure plans.	Cambridge Park Derwent Park (Others may be identified of a local nature. An example of a local Specialist Centre is a highway services precinct)
Employment	Dependent upon specialist characteristics.	
Commercial including retail	Retail should reflect specific centre's purpose or defined character. Broader retailing (take-aways, cafes etc.) should be limited to serving employment in the centre, unless identified as part of its defined purpose or character. Office space should be limited to focussed clusters of employment affiliated with the centre's predefined purpose or character.	
Government Services & Community infrastructure	None, unless predefined purpose or character details a specific need.	
Residential	Generally none, but may have specialised accommodation nearby relating to centre's focus (i.e. student accommodation).	
Entertainment	None.	
Access	Ideally located at or adjacent to public transport corridor, between existing activity centres.	
Catchment	Regional or Local, Dependent upon specialisation.	

## 18.6 REGIONAL POLICIES

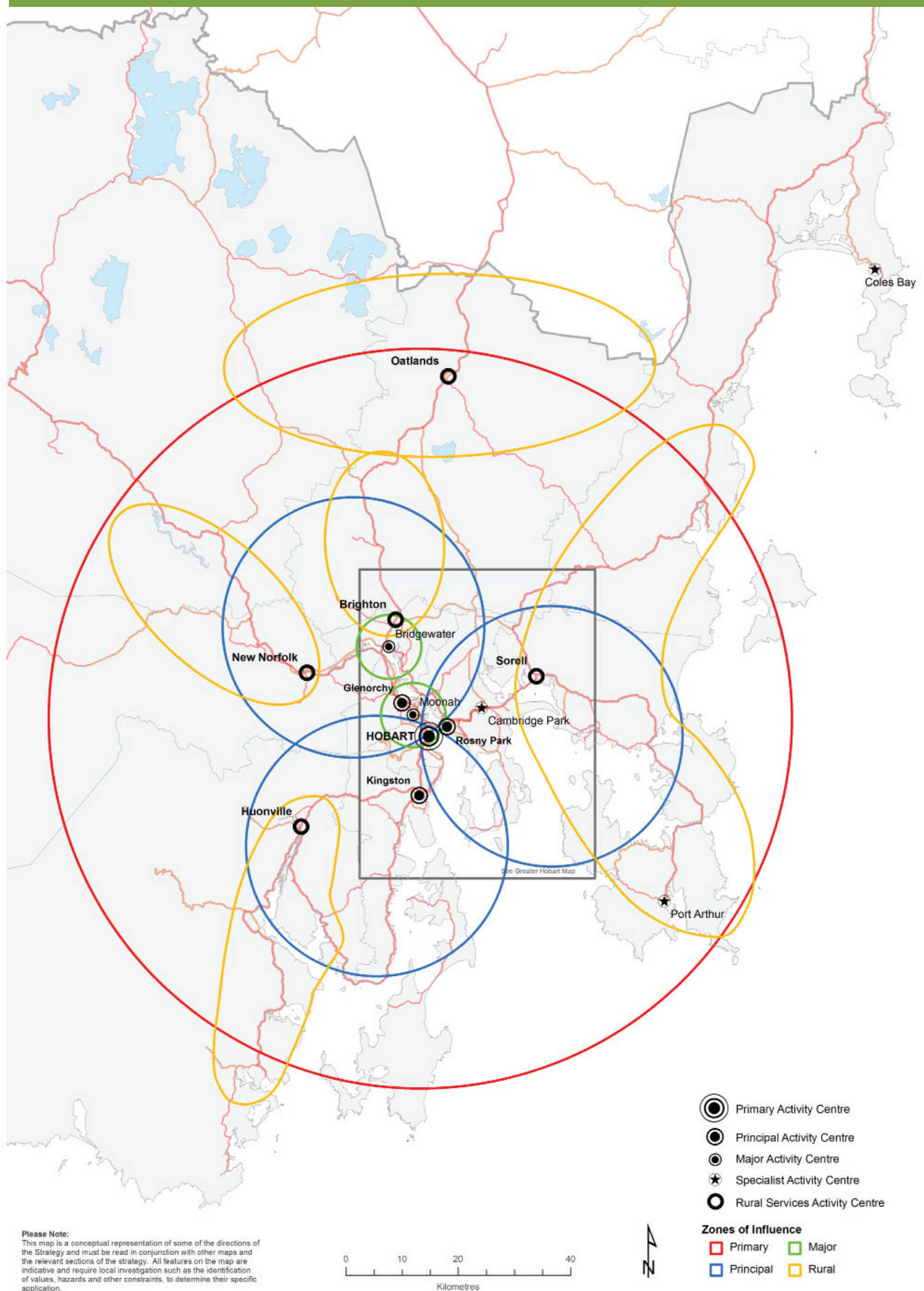
- AC 1** *Focus employment, retail and commercial uses, community services and opportunities for social interaction in well-planned, vibrant and accessible regional activity centres that are provided with a high level of amenity and with good transport links with residential areas.*
- AC 1.1** *Implement the Activity Centre Network through the delivery of retail, commercial, business, administration, social and community and passenger transport facilities.*
- AC 1.2** *Utilise the Central Business, General Business, Local Business Zones to deliver the activity centre network through planning schemes, providing for a range of land uses in each zone appropriate to the role and function of that centre in the network.*
- AC 1.3** *Discourage out-of-centre development by only providing for in-centre development within planning schemes.*
- AC 1.4** *Promote a greater emphasis on the role of activity centres, particularly neighbourhood and local activity centres, in revitalising and strengthening the local community.*
- AC 1.5** *Ensure high quality urban design and pedestrian amenity through the respective development standards*
- AC 1.6** *Encourage an appropriate mix of uses in activity centres to create multi-functional activity in those centres.*
- AC 1.7** *Improve the integration of public transport with Activity Centre planning, particularly where it relates to higher order activity centres.*
- AC 1.8** *Ensure that new development and redevelopment in established urban areas reinforce the strengths and individual character of the urban area in which the development occurs.*
- AC 1.9** *Require active street frontage layouts instead of parking lot dominant retailing, with the exception of Specialist Activity Centres if the defined character or purpose requires otherwise.*
- AC 1.10** *Activity centres should encourage local employment, although in most cases this will consist of small scale businesses servicing the local or district areas.*

<b>AC 1.11</b>	<i>Ensure the Cambridge Park Specialist Activity Centre is consolidated by restricting commercial land to all that land bound by Tasman Highway and Kennedy Drive, and provide for a wide range of allowable uses, including, but not limited to, service industry, campus-style office complexes and bulky goods retailing</i>
<b>AC 1.11</b>	<i>Provide for 10 – 15 years growth of existing activity centres through appropriate zoning within planning schemes.</i>
<b>AC 2</b>	<i>Reinforce the role and function of the Primary and Principal Activity Centres as providing for the key employment, shopping, entertainment, cultural and political needs for Southern Tasmania</i>
<b>AC 2.1</b>	<i>Encourage the consolidation of cultural, political and tourism activity within the Primary Activity Centre</i>
<b>AC 2.2</b>	<i>Achieve high quality design for all new prominent buildings and public spaces in the Primary and Principal Activity Centres</i>
<b>AC 2.3</b>	<i>Undertake master planning for the Primary and Principal Activity Centres taking into account this Strategy. These should examine issues of urban amenity, economic development, accessibility, urban design and pedestrian movement.</i>
<b>AC 2.4</b>	<i>Encourage structure and economic development planning for lower-level Activity Centres by local planning authorities.</i>
<b>AC 3</b>	<i>Evolve Activity Centres focussing on people and their amenity and giving the highest priority to creation of pedestrian orientated environments.</i>
<b>AC 3.1</b>	<i>Actively encourage people to walk, cycle and use public transport to access Activity Centres.</i>
<b>AC 3.2</b>	<i>Support high frequency public transport options into Principal and Primary Activity Centres</i>
<b>AC 3.3</b>	<i>Ensure the minimum car parking requirements and associated ‘discretion’ in planning schemes for use and development in the Principal and Primary Activity Centres encourages the use of alternative modes of transport than private cars.</i>

- AC 3.4** *Provide for coordinated and consistent car parking approaches across the Principal and Primary Activity Centres that support improved use of public transport and alternative modes of transports, pedestrian amenity and urban environment.*
- AC 3.5** *Allow flexibility in providing on-site car parking in the lower order Activity Centres subject to consideration of surrounding residential amenity.*



## MAP 8: THE ACTIVITY CENTRE NETWORK



## 19 SETTLEMENT AND RESIDENTIAL DEVELOPMENT

### 19.1 OVERVIEW

“Home to just over 86% of the region’s population, Greater Hobart is the most significant single settlement within the region... There is considerable connectivity between Greater Hobart as a settlement and residential development in other towns and locations within the region.”

The location, form, type and density of residential development is a significant land use planning issue as it is a key element in:

- the extent of urban development;
- the economic and environmental sustainability of our overall urban form;
- travel behaviour and the demands upon the transport system;
- the location and capacity of the physical infrastructure;
- demand for social services and infrastructure;
- impacts upon the natural environment and its values;
- managing for, mitigating or adapting to natural hazards and risks;
- the capacity to accommodate a growing and ageing population; and importantly; and
- the resilience of the community to climate change.

Within Southern Tasmania, a significant proportion of residential development to meet the community’s housing needs is located within the Greater Hobart area. Greater Hobart is home to just over 82% of the region’s population, and is the most significant single settlement within the region and should be planned for as a single entity.

Outside of Greater Hobart, residential development is fragmented and dispersed across more than 110 other settlements ranging in size from major towns to hamlets of which many of the smallest ones are unserved.

There is, however, considerable connectivity

between Greater Hobart as a settlement and residential development in other towns and locations within the region. As the location for over 90% of the region’s employment there are still many people outside of Greater Hobart who travel daily into the metropolitan area. There is evidence of ‘commuter’ communities who have taken advantage of the coastal, rural and bushland lifestyle opportunities presented in those locations with the benefit of relatively small travel times (in comparison to mainland circumstances).

There is also evidence of settlements experiencing significant growth pressures for holiday homes for the region’s residents as well as visitor accommodation. These growth pressures are particularly evident in the Central Highlands, Glamorgan Spring Bay and Tasman municipal areas where natural, cultural and recreational assets strongly underpin their attractiveness.

Clearly in the absence of any state or regional level land use and settlement planning, residential development has been occurring in an ad-hoc manner. Small shack settlements are growing into permanent residential populations in the absence of physical, social and community infrastructure. Urban areas are rapidly expanding, with larger dwellings on larger allotments being a consistent trend, while both rural residential and low density residential development is becoming more prevalent.

Contemporary imperatives of climate change, changing demographics, rising infrastructure costs and environmental management require a more sustainable approach to residential growth. The Strategy is therefore promoting consolidation of existing settlements

“...in the absence of any state or regional level land use and settlement planning, residential development has been occurring in an ad-hoc manner.”

and minimisation of urban sprawl and lower density development. This policy direction has a range of economic, social and environmental benefits, which are articulated in the background analysis (see Section 5.1 under Background Report No. 14)

## 19.2 RELEVANT STRATEGIC DIRECTIONS

- SD1: Adopting a More Integrated Approach to Planning and Infrastructure
- SD2: Holistically Managing Residential Growth
- SD8: Supporting Strong and Healthy Communities
- SD10: Creating Liveable Communities.

## 19.3 RELEVANT STATE AND REGIONAL POLICIES

- Social Inclusion Strategy for Tasmania.

## 19.4 RELEVANT BACKGROUND REPORTS

- Background Report No. 2 – The Regional Profile
- Background Report No. 13 – Dwelling Yield Analysis
- Background Report No. 14 - Providing for Housing Needs

*Please note that all background analysis has influenced both the Regional and Greater Hobart Settlement Strategies.*

## 19.5 REGIONAL SETTLEMENT STRATEGY

The move towards a more structured approach to residential growth has already occurred with the development of the existing sub-regional and municipal level settlement strategies

(Joint Land Use Planning Initiative, Vision East and Huon Valley Land Use & Development Strategy). The Regional Settlement Strategy builds upon this work at a whole of region level and is aimed at:

- Encouraging the consolidation and strengthening of rural towns and villages;
- Discouraging new residential uses not associated with rural activity in productive rural areas;
- Planning for rural living opportunities to minimise detrimental impacts;
- Minimising inappropriate residential development in areas at risk from hazards such as sea-level rise, flooding and bushfire;
- Maximising use of existing infrastructure;
- Minimising pressure on duplication of services in remote areas;
- Avoiding the creation of any further environmental issues caused by on-site wastewater disposal;
- Preventing linear development in coastal areas; and
- Protecting distinct landscape character.

### 19.5.1 The Settlement Network

The Regional Settlement Strategy provides a framework to define the future role and function of each of the region's settlements. A two tier classification system has been developed whereby either a suburb or settlement is part of Greater Hobart (and therefore subject to the Greater Hobart Settlement Strategy) or its role and function is categorised as Major District Centre, District Town, Township, Village, Other Small Settlements or Locality.

Table 2 below describes the network of settlements proposed by this Regional Land

“... there needs to be a balance between promoting better utilisation of existing urban land with opportunities to build new housing in greenfield estates.”

Use Strategy with the Growth Management Strategies identified in Table 3. These tables should be read in conjunction with each other and are spatially depicted in Map 9

Whilst the Settlement Network provides guidelines as to the typical population and service levels for settlements, this is a guide only and there may be variations and exceptions due to local characteristics.

### 19.5.2 Regional Growth Management Strategy

The growth management strategies for the settlements across the region are divided into four categories as follows (the percentage growth is calculated as the percentage of the number of dwelling existing at the declaration date that can occur across the 25 year planning period):

- High Growth - 20% to 30% increase in no. of potential dwellings.
- Moderate Growth - 10% to 20% increase in no. of potential dwellings.
- Low Growth - less than 10% increase in no. of potential dwellings.
- Very Low Growth - no new potential dwellings except single dwellings on existing lots or where there is existing low density subdivision potential subject to demonstrating that:
  - there will be no off-site impacts from on-site waste water disposal;
  - there is adequate provision of potable water either through reticulation or tank water; and
  - hazard and natural values constraints are adequately addressed.

The growth strategies also need to be considered against the growth scenario. The growth scenarios are categorised into

Mixed and Consolidation. A mixed growth scenario indicates that residential growth should come from a mix of both greenfield and infill circumstances and that expansion of the residential zone may be required dependent upon an assessment of the yield capacity and vacancy of existing zoned land. A consolidation scenario indicates that growth should be predominantly from infill development which can involve development of existing subdivided lots, subdivision of existing zoned but vacant or developed residential, construction of additional dwellings on existing developed lots, redeveloping existing developed lots.

### 19.5.3 Seasonal Population Pressures

Across the region there are settlements which experience significant seasonal fluctuations in population due to their attractiveness as shack/holiday settlements for residents of the region or because of the strength of the tourism industry in that particularly area. Managing growth arising from seasonal population pressures is not straightforward.

Allowing for additional residential growth above that allowed in Table 3 to accommodate demand for holiday homes or shacks could create land use and infrastructure problems into the future as holiday dwellings are converted into permanent residential dwellings (a trend already evident in the region). The physical and social infrastructure requirements for permanent dwellings are different from season populations. This is a particularly pertinent issue since the planning system through the Common Key Elements Template does not distinguish between the use of a dwelling for permanent residence and dwellings for occasional residence.

**TABLE 2: THE SETTLEMENT NETWORK**

<b>GREATER HOBART (INCLUDING THE METROPOLITAN AREA AND SATELLITES)</b>	
<b>METROPOLITAN AREA OF GREATER HOBART</b>	
Description	The metropolitan area of Greater Hobart is the largest urban area in the State and the region. As the economic and social centre for the region it provides all the higher order administrative and commercial functions as well as a significant proportion of all employment opportunities available. It is also the administrative and political centre for the State.
Population	200,000+ (including all Satellites and dormitory suburbs)
Utility Connections	Full reticulated services
Services	A full range of services as provided through the Activity Centres Network
Growth Strategy	Will be identified through a specific spatial strategy including Urban Growth Boundary
<b>DORMITORY SUBURB OF GREATER HOBART</b>	
Description	Predominantly residential settlements where residents are highly dependent upon services and facilities within metropolitan area of Greater Hobart, particularly for employment
Population*	Less than 2000
Utility Connections	Electricity. May have reticulated water and sewerage if existing
Services	May contain local shop/newsagents and petrol station.
<b>MAJOR DISTRICT CENTRE</b>	
Description	Significant urban areas physically divorced from Greater Hobart where residents of and visitors to the region can access a wide range of services, education and employment opportunities, although employment is strongly related to surrounding productive resources. Important centres to surrounding sub-region.
Population*	5000+
Utility Connections	Reticulated water, sewerage, stormwater and electricity
Services	See Activity Centre Network: Rural Services Centre
<b>DISTRICT TOWN</b>	
Description	Larger townships located at significant distances from Greater Hobart providing lower order administrative and commercial functions for sub-regions where distances to major urban areas make regular travel difficult. Important centres for surrounding district.
Population*	1000+
Utility Connections	Reticulated water, sewerage and electricity
Services	See Activity Centre Network: Town Centre
<b>TOWNSHIP</b>	
Description	Townships are residential settlements with prominent town centres providing a number of facilities, some local employment opportunities and convenience shopping.
Population*	500 to 1500 (excluding any surrounding rural living areas)
Utility Connections	Electricity. May have reticulated water and sewerage if existing
Services	See Activity Centre Network: Town Centre

**TABLE 2: THE SETTLEMENT NETWORK** (CONTINUED)

VILLAGE	
Description	Predominantly residential settlements with a small often mixed use centre that provides for basic services and daily needs
Population*	200 to 600 (excluding any surrounding rural living areas)
Utility Connections	Electricity. May have reticulated water and sewerage if existing
Services	As a minimum local convenience shop, newsagent/post office agency, community hall
OTHER SMALL SETTLEMENT	
Description	Residential settlements with limited or no services and commercial activity in a defined spatial area. Often shack settlements that have more recently established a more permanent population.
Population*	Up to 200 (excluding any surrounding rural living areas)
Utility Connections	Electricity.
Services	May have local convenience shop or community hall

\* Permanent population as opposed to peak population during holiday months.



**TABLE 3: GROWTH MANAGEMENT STRATEGIES FOR SETTLEMENTS**

SETTLEMENT	PROPOSED REGIONAL FUNCTION	GROWTH STRATEGY**	GROWTH SCENARIO
Greater Hobart	Primary urban centre for the region, providing for significant housing and employment opportunities for the broader region.	See Map 10	See Map 10
Sorell	Major Satellite of Greater Hobart		
Brighton			
Margate			
Lauderdale	Minor Satellite of Greater Hobart		
Midway Point			
Seven Mile Beach			
Snug			
Collinsvale, Fern Tree, Dodges Ferry	Dormitory Suburb	Low	Consolidation
Carlton Beach, Clifton, Cremorne, Lewisham, Primrose Sands, Opossum Bay, South Arm,	Dormitory Suburb	Very Low	Consolidation
New Norfolk	Major District Centre	High	Mixed
Huonville	Major District Centre	High	Mixed
Oatlands	District Town	Moderate	Consolidation
Triabunna	District Town	Moderate	Consolidation
Bicheno	Township	Moderate	Consolidation
Bothwell	Township	Moderate	Consolidation
Alonnah	Township	Moderate	Consolidation
Cygnet	Township	Moderate	Mixed
Dover	Township	Low	Consolidation
Franklin	Township	Low	Consolidation
Kempton	Township	Low	Consolidation
Geeveston	Township	Low	Consolidation
Nubeena	Township	Moderate	Mixed
Orford	Township	Low	Consolidation
Swansea	Township	Moderate	Consolidation
Ouse	Township	Low	Consolidation
Hamilton	Township	Low	Consolidation
Richmond	Township	Moderate	Consolidation
Dunalley	Township	Low	Consolidation
Adventure Bay, Alonnah, Bagdad, Buckland, Campania, Colebrook. Coles Bay, Eaglehawk Neck, Ellendale Gretna, Kettering, Maydena, Miena, Murdunna, Pontville, Port Arthur, Taranna, Tarraleah, Westerway, Woodbridge	Village	Low	Mixed
All other settlements	Other Small Settlements or Locality	Very Low	Consolidation

\*For all settlements categorised as 'township' or lesser, the growth strategy indicated does not preclude growth possible under existing capacity

On the other hand growth associated with the tourism industry is more manageable as visitor accommodation and tourist operations are distinguished from other residential uses.

Notwithstanding these difficulties, in order to recognise these particular growth pressures, Table 4 below identifies settlements which are subject to seasonal fluctuations in population and which require more detailed local level structure planning to ensure both residential and tourism related growth is managed appropriately having regard to infrastructure, environmental and social issues.

It is noted that there are many small coastal shack settlement across the region that are not identified in this table. These include settlements such as Eggs and Bacon Bay, Garden Island Sands, Saltwater River, Surveyors Bay, Verona Sands. Due to the lesser role of the tourism industry and less residential growth pressure evident in these settlements (see Table 26 in Background Report No. 2) in addition to the environmental sensitivities associated with their coastal location, it is considered more appropriate that these settlements are managed solely under Table 3.

## 19.6 GREATER HOBART RESIDENTIAL STRATEGY

The management of residential growth within Greater Hobart requires a more detailed approach because of the size and extent of growth pressures and the influence that metropolitan growth has on the economic, social and environmental health of the whole region. Furthermore, from many respects, it is right to consider Greater Hobart as a single settlement and to plan it accordingly.

The Greater Hobart Settlement Strategy has been formulated on the basis of the forecast demand of an additional 26,500 dwellings (see Section 3: About the Region). Existing supply and construction trends have been analysed and it is clear that continuing the current rate of urban expansion is not sustainable, particularly against the capacity of existing residential areas to accommodate additional dwellings. At present approximately 85% of new dwellings occur through greenfield development and at relatively low densities of between 7 to 10 dwelling per hectare (net density).

**TABLE 4: GROWTH MANAGEMENT STRATEGIES FOR SETTLEMENTS**

SETTLEMENT	INFLUENCES ON POPULATION FLUCTUATIONS
Bicheno	Tourism Industry & Shack/Holiday Homes
Bruny Island Settlements	Tourism Industry & Shack/Holiday Homes
Coles Bay (including Swanick)	Tourism Industry & Shack/Holiday Homes
Eaglehawk Neck (including Pirates Bay)	Primarily Shack/Holiday Homes
Highland Lakes Settlements	Tourism Industry & Shack/Holiday Homes
Nubeena/White Beach	Primarily Shack/Holiday Homes
Orford/Spring Beach	Primarily Shack/Holiday Homes
Port Arthur (including Stewarts Bay)	Tourism Industry & Shack/Holiday Homes
Swansea	Tourism Industry & Shack/Holiday Homes



Greater efficiency in the use of land for residential development is required through balancing the ratio of greenfield development to infill development. The benefits of infill development resulting in increased residential densities are numerous:

- More efficient use of physical and transport infrastructure;
- Reduced vulnerability to increases in petrol costs and peak oil;
- Reduced ecological footprint of urban development and reduction in loss of biodiversity
- Increased opportunities for social interaction and reduction in social segregation;
- A greater proportion of the population living in proximity to services and employment opportunities;
- Increased economic viability of public transport, and subsequent extension thereof;
- Better utilisation and revitalisation of other public infrastructure, including parks and open spaces;
- Provision of a greater range of housing options to suit the decreasing size of households and ageing population;
- Promotion of health and wellbeing by eliminating distance as a barrier to walking and cycling as preferred modes of transport; and
- Maximising agglomeration potential of inner cities through intensification of land use.

While the dwelling yield analysis for Greater Hobart indicated that there are sufficient infill opportunities within existing residential land to entirely accommodate the forecast demand of 26,500 new dwellings, it is recognised that there would be many barriers to overcome if a 100%

infill policy were to be adopted. Most significantly infill dwelling costs generally exceed those of greenfield development and in Greater Hobart where the market is slower to respond to the push towards infill and greater densities (largely because the perceived costs of living greater distances from major centres - such as travel time - is not outweighed by the perceived amenity). The result will be a decrease in housing affordability in the short to medium term.

Consequently this Strategy proceeds on the basis of a 50/50 ratio of greenfield to infill scenario, with a minimum net residential density of 15 dwellings per hectare. Residential growth will be primarily managed through an Urban Growth Boundary that will set the physical extent for a 20 year supply of residential land for the metropolitan area. As the name implies, it will include land for other urban purposes (i.e. commercial and industrial development) as well as pockets of open space and recreational land that assist in providing urban amenity. Smaller dormitory suburbs have been excluded from the Urban Growth Boundary and are managed through the Growth Strategy articulated in Table 3.

In adopting a 50/50 greenfield to infill ratio it can be deduced that approximately 710 hectares of further residential land (using net density) is required. To ensure an orderly release of land within the Urban Growth Boundary a land release program built around Precinct Structures Plans will be required.

Precinct Structure Plans will be required to be completed and relevant aspects incorporated into planning schemes through the Specific Area Plan mechanism, and the rezoning process (under the Land Use Planning and Approvals Act 1993) will then be triggered. Once rezoned

individual Planning Authorities may then consider subdivision application. Site Development Plans will be required to support subdivision applications, and will principally need to show that the proposed subdivision is in accordance with the Specific Area Plan.

The Urban Growth Boundary is shown in Map 10 and has been mapped on the basis of known constraints, values and opportunities including infrastructure capacity, environmental, landscape and heritage values and land hazards. It has also taken into account well established expectations of development rights that to remove at this point in time would deny natural justice. For example, there is already an urban growth boundary established in the Clarence area under their planning scheme.

The Strategy targets the areas around the Integrated transit corridors (Map 4) and Principal and Primary Activity Centres for increased density to at least 25 dwellings per hectare (net density). It is, however, acknowledged that some inner city suburbs in these densification target areas are already at or exceed this density (see density mapping under Background Report No. 8).

Taking into account the presence of these densification corridors, heritage and topographic constraints and the capacity of each Local Government Area to accommodate existing dwellings in the existing zoned land, infill targets have been developed for each municipal area. To achieve these infill targets an Infill Development Program that identifies key greyfield and brownfield redevelopment opportunities to maximise infill development, without relying upon small scale subdivision and unit development, will be required. In this way the amenity

of existing residential areas will be better maintained.

It is recognised that the success of this strategy will also require:

- Control of low density, rural and environmental living opportunities outside of the Urban Growth Boundary, particularly where within 'commutable' distance.
- Reduction in regulatory barriers to multiple dwellings and higher density development within planning schemes (subject to heritage constraints);
- Identification of high density residential opportunities, particularly on greyfield and brownfield sites.
- Cooperation between the public and private sector to develop major greyfield and brownfield sites;
- Specific government initiatives to assist in increasing the stock of affordable housing;
- Provision of high quality open spaces and urban environments to support the amenity of higher density living;
- The coordination of use and development of Crown Land within Greater Hobart;
- Community education to dispel common negative myths about multiple dwelling development and promoting the importance of higher urban densities in achieving a more sustainable future;
- Consistent developer charges for physical infrastructure in a manner that reflects long term cost benefits of higher densities and developing existing serviced areas; and
- Minimising construction costs of infill development by reviewing state and local government taxes, fees and charges that contribute to development costs.

- Acknowledgement of the impact of non-government regulated influences on infill development, such as reluctance of financial institutions to lend money for infill development as compared to greenfield and the influence of the higher proportion that the capital improvement accounts for in Greater Hobart as compared to other major cities.

Finally, achievement of the greenfield and infill targets will need to be constantly monitored on a yearly basis with reviews to incentives or restrictions triggered if the ratio of greenfield to infill development is not on track

## 19.7 REGIONAL POLICIES

**SRD 1** *Provide a sustainable and compact network of settlements with Greater Hobart at its core, that is capable of meeting projected demand.*

**SRD 1.1** *Implement the Regional Settlement Strategy and associated growth management strategies through planning schemes.*

**SRD 1.2** *Manage residential growth in District Centres, District Towns and Townships through a hierarchy of planning processes as follows:*

- 1. Strategy (regional function & growth scenario);*
- 2. Settlement Structure Plans (including identification of settlement boundaries);*
- 3. Subdivision Permit;*
- 4. Use and Development Permit.*

**SRD 1.3** *Support the consolidation of existing settlements by restricting the application of rural living and environmental living zones to existing rural living and environmental living communities. Land not currently zoned for such use may only be zoned for such use where one or more of the following applies:*

- a. Recognition of existing rural living or environmental living communities, regardless of current zoning. Where not currently explicitly zoned for such use, existing communities may be rezoned to rural living or environmental living provided:*
  - (i) the area of the community is either substantial in size or adjoins a settlement and will not be required for any other settlement purpose; and*
  - (ii) only limited subdivision potential is created by rezoning.*
- b. Replacing land currently zoned for rural living purposes but undeveloped and better suited for alternative purposes (such as intensive agricultural) with other land better suited for rural living purposes, in accordance with the following:*

- (i) the total area rezoned for rural living use does not exceed that which is back-zoned to other use;*
- (ii) the land rezoned to rural living use is adjacent to an existing rural living community;*
- (iii) the land rezoned to rural living use is not designated as Significant Agriculture Land;*
- (iv) the land rezoned to rural living use is not adjacent to the Urban Growth Boundary for Greater Hobart or identified for future urban growth; and*
- (v) the management of risks and values on the land rezoned to rural living use is consistent with the policies in this Strategy.*

**c. Rezoning areas that provide for the infill or consolidation of existing rural living communities, in accordance with the following:**

- (i) the land must predominantly share common boundaries with:*
  - *existing Rural Living zoned land; or*
  - *rural living communities which comply with SRD 1.3(a);*
- (ii) the amount of land rezoned to rural living must not constitute a significant increase in the immediate locality;*
- (iii) development and use of the land for rural living purposes will not increase the potential for land use conflict with other uses;*
- (iv) such areas are able to be integrated with the adjacent existing rural living area by connections for pedestrian and vehicular movement. If any new roads are possible, a structure plan will be required to show how the new area will integrate with the established Rural Living zoned area;*
- (v) the land rezoned to rural living use is not designated as Significant Agricultural Land;*
- (vi) the land rezoned to rural living use is not adjacent to the Urban Growth Boundary for Greater Hobart or identified for future urban growth; and*
- (vii) the management of risks and values on the land rezoned to rural living use is consistent with the policies in this Strategy.*

- SRD 1.4** *Increase densities in existing rural living areas to an average of 1 dwelling per hectare, where site conditions allow.*
- SRD 1.5** *Ensure land zoned residential is developed at a minimum of 15 dwellings per hectare (net density).*
- SRD 1.6** *Utilise the low density residential zone only where it is necessary to manage land constraints in settlements or to acknowledge existing areas.*
- SRD 2** *Manage residential growth for Greater Hobart on a whole of settlement basis and in a manner that balances the needs for greater sustainability, housing choice and affordability.*
- SRD 2.1** *Ensure residential growth for Greater Hobart occurs through 50% infill development and 50% greenfield development.*
- SRD 2.2** *Manage greenfield growth through an Urban Growth Boundary, which sets a 20 year supply limit with associated growth limits on dormitory suburbs.*
- SRD 2.3** *Provide greenfield land for residential purposes across the following Greenfield Development Precincts:*
- *Bridgewater North*
  - *Brighton South*
  - *Droughty Point Corridor*
  - *Gagebrook/Old Beach*
  - *Granton (Upper Hilton Road up to and including Black Snake Village)*
  - *Midway Point North*
  - *Risdon Vale to Geilston Bay*
  - *Sorell Township East*
  - *Spring Farm/Huntingfield South*

- SRD 2.4** *Recognise that the Urban Growth Boundary includes vacant land suitable for land release as greenfield development through residential rezoning as well as land suitable for other urban purposes including commercial, industrial, public parks, sporting and recreational facilities, hospitals, schools, major infrastructure, etc*
- SRD 2.5** *Implement a Residential Land Release Program that follows a land release hierarchy planning processes as follows:*
- 1. Strategy (greenfield targets within urban growth boundary);*
  - 2. Conceptual Sequencing Plan;*
  - 3. Precinct Structure Plans (for each Greenfield Development Precinct);*
  - 4. Subdivision Permit; and*
  - 5. Use and Development Permit*
- SRD 2.6** *Increase densities to an average of at least 25 dwellings per hectare (net density)(i) within a distance of 400 to 800 metres of Integrated transit corridors and Principal and Primary Activity Centres, subject to heritage constraints.*
- SRD 2.7** *Distribute residential infill growth across the existing urban areas for the 25 year planning period as follows:*
- |                        |                             |
|------------------------|-----------------------------|
| <b>Glenorchy LGA</b>   | <b>40% (5300 dwellings)</b> |
| <b>Hobart LGA</b>      | <b>25% (3312 dwellings)</b> |
| <b>Clarence LGA</b>    | <b>15% (1987 dwelling)</b>  |
| <b>Brighton LGA</b>    | <b>15% (1987 dwellings)</b> |
| <b>Kingborough LGA</b> | <b>5% (662 dwellings)</b>   |
- SRD 2.8** *Aim for the residential zone in planning schemes to encompass a 10 to 15 year supply of greenfield residential land when calculated on a whole of settlement basis for Greater Hobart.*
- SRD 2.9** *Encourage a greater mix of residential dwelling types across the area with a particular focus on dwelling types that will provide for demographic change including an ageing population.*

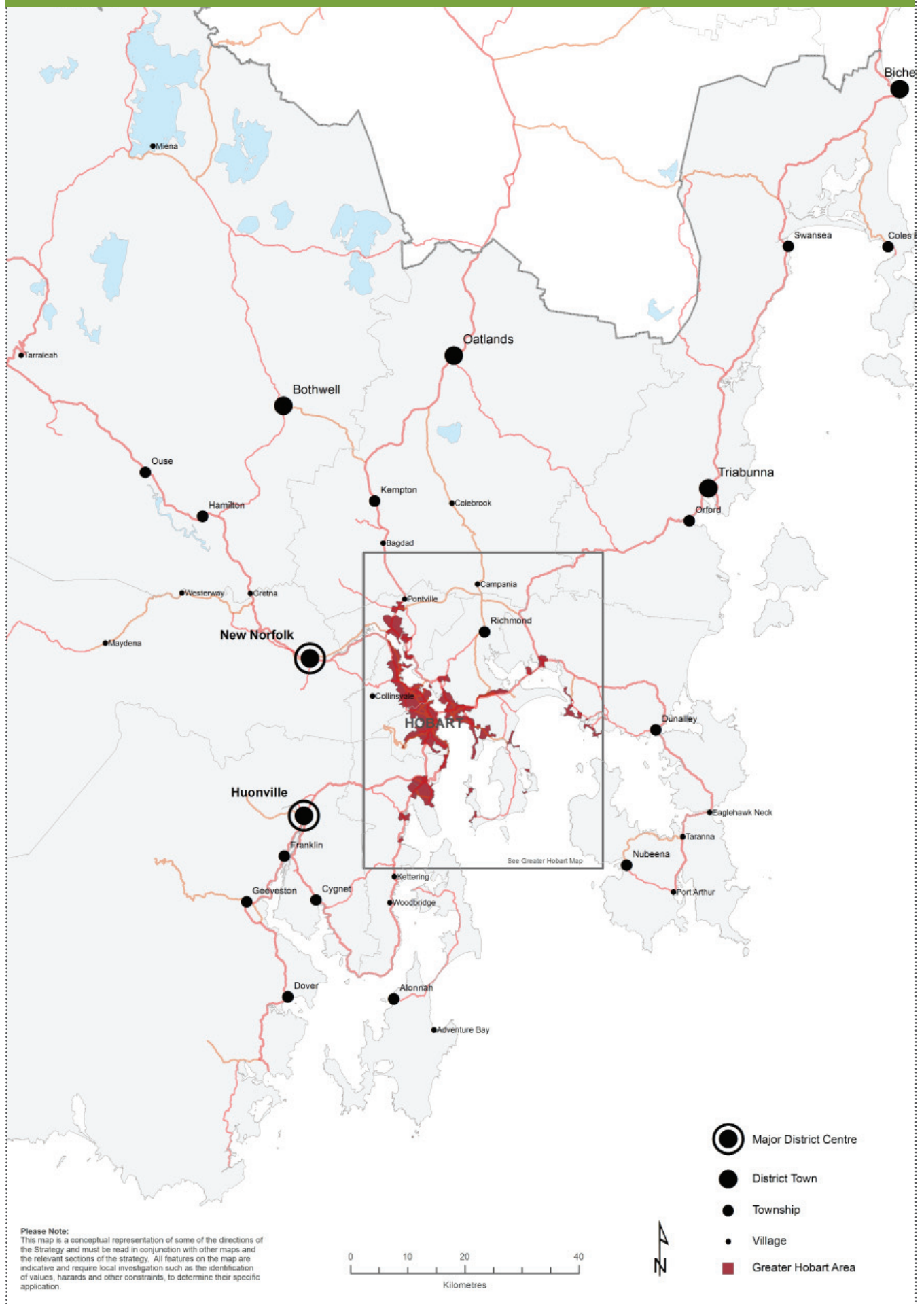
**SRD 2.10**      *Investigate the redevelopment to higher densities potential of rural residential areas close to the main urban extent of Greater Hobart.*

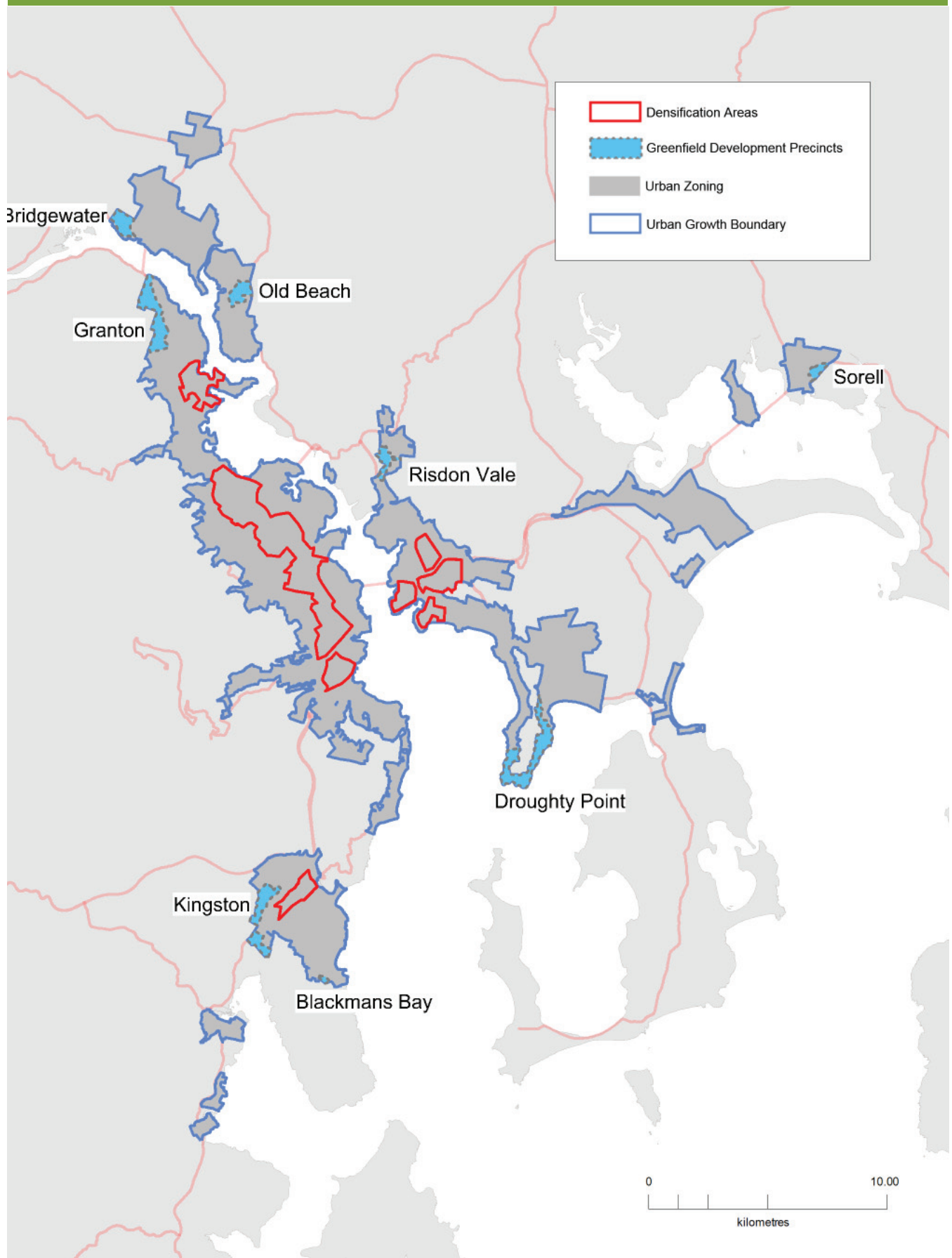
**SRD 2.11**      *Increase the supply of affordable housing.*

*(i) It is recognised that within a defined suburb or precinct in the densification area that not every hectare will contain 25 dwellings. Indeed in some locations a consistent increase in density across a single hectare may be less desirable than the redevelopment of key sites at much higher densities to achieve an alternative measure of densification such as 250 dwellings per 10 hectares.*



## MAP 9: REGIONAL SETTLEMENT STRATEGY





**Note:**

**A large-scale map providing for a more accurate spatial definition of the Urban Growth Boundary the Densification Areas is provided in Attachment 1**



## GLOSSARY

- Activity Centres** Are mixed use areas that provide a focus for services, employment, retail and commercial activity and social interaction in cities and towns. They also include community meeting places, community and government services, education facilities, settings for recreation, leisure and entertainment and may include in larger activity centre residential development in mixed land use settings.
- Affordable Housing** Housing that is affordable for households on low to moderate incomes, when housing costs are low enough to enable the households to meet other basic long-term living costs. For example household costs should be less than 30 per cent of household income for occupants in the bottom 40 per cent of household incomes.
- Brownfield Sites** Underutilised or former industrial or commercial sites in an urban environment characterised by the presence of site contamination
- Density** Number of dwellings per hectare
- Dormitory Suburbs** Physically isolated suburbs that have high social and economic dependence upon the metropolitan area of Greater Hobart and which are listed as such under Table 3.
- Dwelling** means a building or part of a building used as a self-contained residence which includes food preparation facilities, a bath or shower, a toilet and sink and any outbuilding and works normal to a dwelling
- Greater Hobart or Greater Hobart area** Means the land contained within the Statistical Local Areas (ABS statistical data unit) of Brighton, Clarence, Glenorchy, Hobart Inner, Hobart Outer, Kingborough Part A and Sorell Part A. It includes the metropolitan area and dormitory suburbs.
- Greenfield Sites** Former agricultural or undeveloped natural land on the periphery of towns and cities that has been identified for urban development.
- Greyfield Sites** Underutilised, derelict or vacant residential or commercial sites in an urban environment that are not contaminated.
- Gross Density** The number of dwelling per hectare on a given land area, including public infrastructure such as roads, public open space and, in some instances, non-residential development (e.g. schools and local shops).

**Infill Development** Development within existing urban areas through:

- a. Small scale subdivision or unit development on existing residential lots; or
  - b. Redevelopment of brownfield or greyfield sites.
- May involve increases in density.

**Integrated Transit Corridors** Means corridors designated as Integrated Transit Corridors in Map 4.

**Metropolitan area (of Greater Hobart).** The main urban areas of Greater Hobart as identified within the Urban Growth Boundary on Map 11.

**Net Density** The number of dwelling per hectare on land devoted solely to residential development. While it includes private driveways and private open space, it does not include public infrastructure such as roads, streets and public open space.

**Precinct Structure Plan** A Precinct Structure plan provides detail on the spatial arrangement of the future use and development in the defined Greenfield Development Precincts (see SRD 2.3). In addition to illustrating details such as road configuration, infrastructure provision and the location of retail and community facilities such as shops, schools and public open space, a Structure Plan should also show details such as desired housing density, land use classification and buffer zones.

**RMPS** The Resource Management and Planning System of Tasmania

**Settlement Structure Plan** A Settlement Structure plan provides detail on the spatial arrangement of the future use and development over a Major District Centre, District Centre or Township. In addition to illustrating details such as road configuration, infrastructure provision and the location of retail and community facilities such as shops, schools and public open space, a Structure Plan should also show details such as desired housing density, land use classification and buffer zones.

**Strategy** The Southern Tasmania Regional Land Use Strategy 2010-2035.

**Threatened Vegetation Communities** Vegetation communities listed under Schedule 3 of the Nature Conservation Act 2002

**Use Terms: General:** Where this Strategy makes reference to specific types of uses (i.e. resource development or resource processing) the definition of these uses are to be taken from the Planning Scheme Template for Tasmania (Planning Directive No. 1)





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# Attachment 1

## MAP 10: LARGE SCALE

### RESIDENTIAL STRATEGY FOR GREATER HOBART - RESIDENTIAL DEVELOPMENT AREAS



