

LIVING ON THE COAST

CRADLE COAST REGIONAL LAND USE PLANNING FRAMEWORK 2010 – 2030

CONSULTATION DRAFT



CRADLE COAST REGIONAL PLANNING INITIATIVE

December 2010



CONSULTATION DRAFT

The Cradle Coast Regional Land Use Planning Framework – Consultation Draft has been endorsed by each of the Councils of the Cradle Coast Region as suitable for community consideration and comment.

The principles and policies contained in this document are draft only.

The acceptability or otherwise of the draft Cradle Coast Regional Land Use Strategy as contained in this document for declaration by the Minister pursuant to s30C *Land Use Planning and Approvals Act 1993* will be determined following consideration of representations made during the exhibition period.

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Comment in writing on any matter in the draft Framework will be received in writing **before 5.00pm on Monday 28th February 2011** and addressed to –

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Living on the Coast – The Cradle Coast Regional Land Use Planning Framework 2010 - 2030

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How to read this document

This document is in three parts –

- **Part A – About the Cradle Coast Regional Land Use Planning Framework**

Part A provides background on the purpose and preparation of the Framework, and its position in the Tasmanian land use planning system.

It describes a desired future for the Cradle Coast Region, and how the Framework is structured to reflect and deliver that future.

- **Part B – Knowing Our Place**

Part B provides a description of key regional characteristics and explains their relevance for land use planning.

Knowing Our Place is a background for introducing the Cradle Coast Land Use Strategy contained in Part C.

The Part does not purport to be an exhaustive examination of all relevant matters. Readers seeking more detailed explanation are directed to the bibliography.

- **Part C – The Cradle Coast Land Use Strategy 2010 – 2030**

Part C contains the policy requirements for a coordinated and consistent approach to land use policy and decisions in the Cradle Coast Region.

The policies must be observed in the preparation of local planning schemes for each of the nine Cradle Coast municipal councils.

The Cradle Coast Land Use Strategy is presented in five integrated parts –

1. Implementation
2. Wise Use of Resources
3. Support for Economic Activity
4. Places for People
5. Infrastructure Provision.

Minister's Vision

Reforming the State's land use planning system to better meet the challenges of the 21st Century is an important part of ensuring Tasmania's ongoing prosperity.

The State Government has committed to an integrated set of reforms covering both strategic planning and statutory planning schemes. Together these reforms represent the most significant improvement to planning since the introduction of the Resource Management and Planning System in 1993.

The Cradle Coast Region is well known for its diverse rural and coastal landscapes, prime agricultural land, world class wilderness areas and attractive towns and cities. Matched with a gentle and temperate climate it offers an enviable quality of life which is increasingly attracting people relocating from interstate.

While growth and economic opportunities are vital to the ongoing wellbeing of the region, there is a need to ensure that the values that attract residents and the natural assets that are the economic lifeblood are not compromised. Competition and pressure for access to limited land resources requires coordinated planning at both a regional and local level to provide guidance to balance different land use needs.

This balance sets the future priorities in resource management, community development, infrastructure provision and economic activity and growth throughout the region.

The Cradle Coast Framework encourages the application of sustainability principles in determining the pattern of future settlement, location of strategically important industrial land, the protection of major transport infrastructure and acknowledging the importance of resource extraction, rural activity and agriculture throughout the region.

The Framework represents the combined response of the councils across the northwest of Tasmania to one of the Government's key planning reforms. From this Framework a suite of new consistently based planning schemes will be prepared for the individual councils to administer. The Framework will be complemented by other strategies and plans dealing with issues which require delivery outside of the land use planning system.

Into the future the regional strategic work will continue and the Framework will be a living, responsive and pro-active document reflecting the changing aspirations, needs and circumstances of the northwest.

Through the development of this Framework and the planning schemes that reflect it the future of the Cradle Coast Region will be prosperous and it will continue to offer a lifestyle second to none.

Hon Bryan Green MP
Member for Braddon
Minister for Planning
State of Tasmania

December 2010

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Part A

About the Cradle Coast Regional Land Use Planning Framework

1. Tasmania's Land Use Planning System

The Tasmanian Resource Management and Planning System (RMPS) describes the policy and regulatory arrangements applying in Tasmania for sustainable use and development of land and natural resources in support of the State's long-term economic, environmental and social goals.

The RMPS operates in a whole of government context, and is a core requirement for all policy and decisions relating to the use or development of natural resources and land.

The RMPS is supported by the land use planning processes detailed in the *Land Use Planning and Approvals Act 1993*.

The land use planning system establishes as its core outcomes –

- a. economic development supported by land and natural resources
- b. healthy natural systems
- c. efficient, healthy, pleasant, safe and valued places for people to live, work and visit
- d. shared responsibility and collaborative action between all levels of government, industry and the community
- e. opportunity for community involvement
- f. decisions based on adequate and appropriate knowledge, long-term thinking, and specific regard to environmental, social and economic effects

The *Land Use Planning and Approvals Act 1993* identifies the land use planning processes required to express planning policy and procedure, and for making decisions on proposals to use and develop land.

The *Land Use Planning and Approvals Act 1993* provides in part for the execution of land use planning policy and procedures at local government level.

Each municipal council has status as a planning authority and must prepare and implement a local planning scheme applying to the land within its municipal area.

Planning schemes are instruments to reflect and deliver State, regional and local strategies. They provide policies and principles as relevant for the local use, development, protection and conservation of land. Schemes must be consistent with and coordinated

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between adjoining municipal areas, and must have regard for the use and development of their respective region as an entity in social, environmental and economic terms.

The *Act* provides that the Minister for Planning may declare a planning region and implement a regional land use planning strategy to guide the content and coordination of local planning schemes for each of the municipalities within that region.

The Cradle Coast Regional Land Use Planning Framework contains the proposed regional land use strategy to be declared by the Minister for Planning.

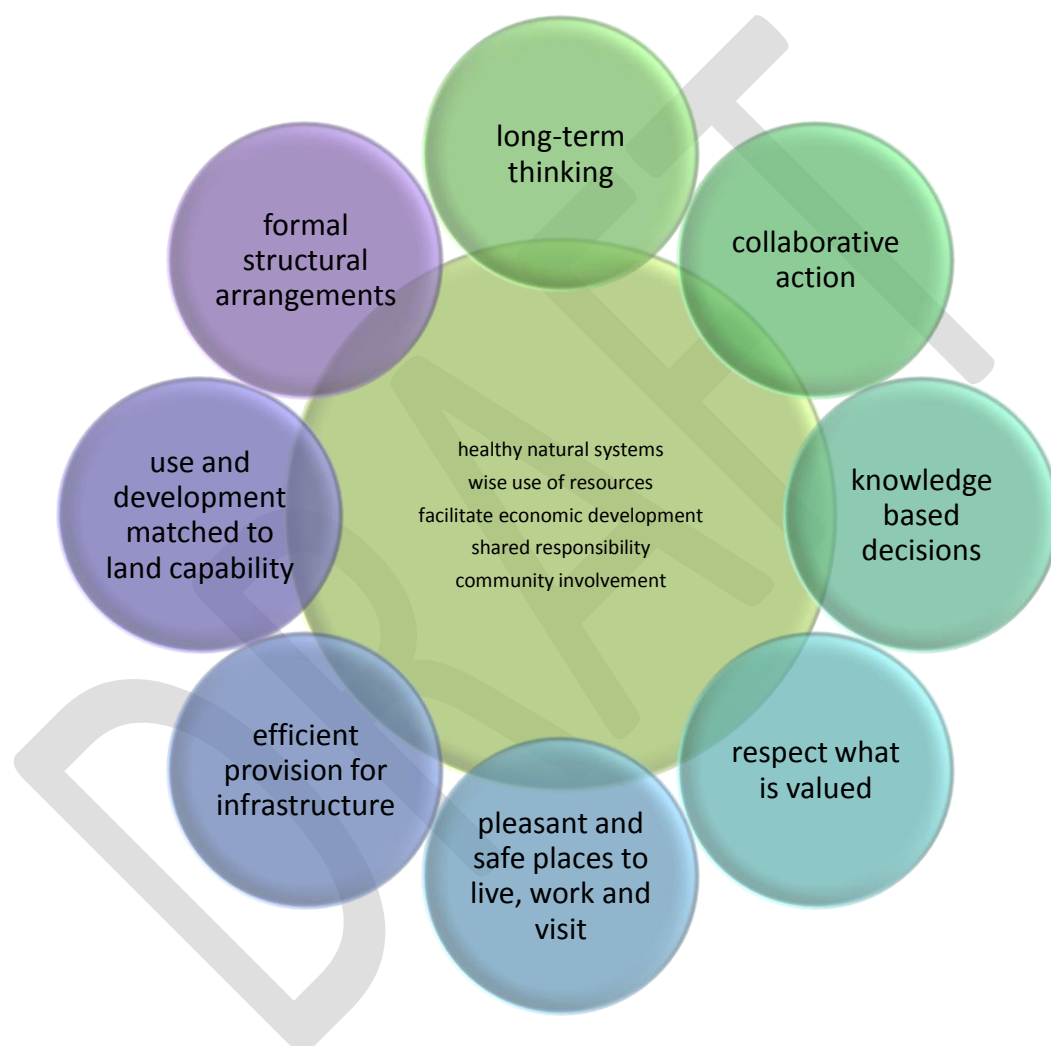
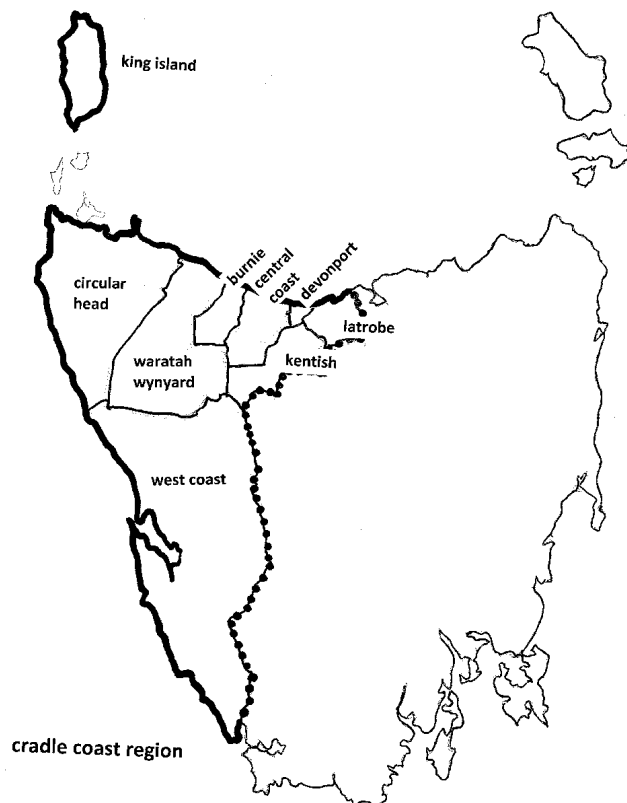


Figure 1 - Objectives for the Tasmanian land use planning system

2. The Cradle Coast Region

The Cradle Coast Region is a regional planning unit for the purposes of the *Land Use Planning and Approvals Act 1993* and comprises the entirety of the geographic area for each of the municipalities of Kentish, Latrobe, Devonport City, Central Coast, Burnie City, Waratah Wynyard, Circular Head, West Coast and King Island.



3. Purpose of the Framework

The Framework provides a coordinated approach to regional land use planning. It establishes the role of regional planning within the Tasmanian planning system, provides an oversight on planning issues relevant for the region, and sets out policies on social, environmental and economic issues as they relate to land use in the Region and which are to be common for all municipal areas.

The purpose of the Framework is to –

- a. Further the objectives of the Tasmanian land use planning system
- b. Provide a regional context and perspective for the planning of settlement and land use in a way that reflects a broad geographic perspective and is coordinated across regional and municipal boundaries

- c. Ensure that knowledge-based, long-term thinking will define the overall land use outcomes for the Region and inform all applicable planning processes
- d. Consolidate and align various existing land use policies applying in the Region in accordance with State and regional interests
- e. Propose a regional land use strategy that will provide direction and guidance for preparation of related environmental, economic, social and resource management strategies and planning instruments to enable more effective and efficient land use decisions within the Region

The Framework will -

- a. Reflect a vision for how the Region will be described in the future
- b. Acknowledge current conditions and known emerging circumstances
- c. Respond to issues of priority concern for the desired future
- d. Establish the necessary strategic land use policy positions for facilitating the desired future

The Framework is intended as a reference document for defining coordinated action.

It does not prescribe detailed requirements for individual land use decisions. It intends that implementation will be achieved through existing structural arrangements for land use planning, including local planning schemes.

4. Preparation for the Framework

The Framework is an output of the Cradle Coast Regional Planning Initiative.

The Initiative is a partnership between the nine councils of the Cradle Coast Region, the government of Tasmania and the Cradle Coast Authority, for the purpose of assisting greater certainty and consistency in purpose in the delivery of local land use planning.

Preparation of the Framework was guided by a Steering Committee with representation from each of the partnership groups.

The Framework is a response to a need for an improved and formalised regional perspective that will bridge the gap between the broader policies of the State on land use planning and the more particular local concerns of individual municipal councils.

The Regional Land Use Framework will create a level of land use planning policy which has not previously existed, and which cannot reasonably be provided by individual councils. The Framework provides a view of the Region in its entirety so as to extend thinking and consideration beyond municipal boundaries, and to promote new and collective ways of thinking about and meeting the multiple goals associated with the use and development of land.

The process of planning for growth and change means understanding the capabilities of land. It also means understanding the factors which shape the characteristics, attitudes and values of communities, and of the systems which drive economies.

The Cradle Coast Region is well provided with data and analysis on its lands and resources, its peoples, and its prospects for the future.

Preparation of the Framework has drawn extensively from a large number of contemporary research and policy documents variously provided by State agencies, the Cradle Coast Authority and other institutions, and particularly by local government. It is a compilation and synthesis of existing data and proclaimed strategy, collated and expressed within a common format.

Preparation of the Framework has augmented existing data and analysis where necessary with original research into specific regional characteristics, and reflects best practice land use planning.

5. Configuring the Framework

5.1 Understanding the Present

The Cradle Coast Region occupies the western third of Tasmania and its associated islands; and contains an area of 22,520 km².

The Region contains the local government areas of Kentish, Latrobe, Devonport City, Central Coast, Burnie City, Wynyard Waratah, Circular Head, West Coast and King Island.

The Region is affectionately known by those who live here as *"The Coast"*, and is a relatively discrete and self-determining place in geographic and community terms.

It is in large part a wet, remote and rugged place; but otherwise it is a place of moderate maritime climate, and of accessible and habitable landforms.

It is a place of outstanding and diverse natural attraction and unrealised potential.

It is a place where settlement exists in close proximity with an expansive wilderness and highly productive renewable and non-renewable natural resources. The Region contains a variety of accessible natural and cultural landscapes supporting distinctive ecological, economic and cultural activities and attributes, and provides the foundation for an enviable lifestyle.

It is a place where population numbers are relatively small and stable at 112,000, where immediate prospects for growth are low, and where demographic trends are toward an ageing population.

It is a place where settlement densities are low and dispersed. Where there is no single dominant centre, where the established settlement patterns concentrate 70% of the population into the northern coastline to provide a network of small-scale well connected individual towns, and where there remain a number of important centres in remote and isolated locations.

It is a place where primary economic activity is strongly export orientated and aligned with resource use; where businesses are small-scale. A place where sustained prosperity in all

economic sectors requires diversification and innovation to counter vulnerability to shifts in global economic circumstance and market trends, transportation and supply chain costs, and to internal population trends, characteristics and skills.

It is a place that while relatively remote is well connected both internally and externally with transportation, energy and communication systems; where there is a high level of personal mobility and reasonable access to a range of community facilities.

It is a place where cultural history and collective values respect the significance of healthy natural systems for economic and lifestyle advantage.

It is a place where participation, social inclusion and community identity are important, and where innovation and resourcefulness promote resilience and adaptation to changing circumstance and emerging challenge.

It is a place in which the advantages of landscape, community and existing investment are recognised to provide a substantial and secure capital on which to maintain and improve a diversified and robust economy, liveable and efficient communities, and a clean and healthy environment to the betterment of all.

5.2 Imagining the Future

The Cradle Coast Region is a place that can confidently describe a future where -

- a. The Cradle Coast Region is a sustainable and dynamic place, where a diverse and secure economy remains competitive in a global environment by building on responsible use of natural and cultural advantages and reflecting big new ideas.
- b. The Region's communities and centres are individually distinctive, but are also well connected, attractive, efficient, healthy, safe and viable. Communities which offer a wide choice of options as accessible, functional and affordable places in which to live, work, visit and invest.
- c. The Region's people celebrate their personal and collective identity and connectedness, value their health and well-being, and accommodate the rights and interests of all.
- d. A culture of innovative and long-term thinking, with ready access to information, knowledge and learning promoting confidence and creative actions that influence change and continuously prepare for the future.
- e. The Region's air, water, land and complex natural systems, wild and human landscapes, economic and renewable resources, and social and cultural values, are all understood, respected and well cared for.
- f. Coordinated action within and external to the Region delivers positive outcomes for land use and resource management, infrastructure and service provision, adaptation to climate change, and transition to renewable energies and efficient technologies

5.3 Building the Cradle Coast Land Use Planning Framework 2010 - 2030

The intent of the Framework is to guide regional and local processes for land use planning under the Tasmanian land use planning system in a manner consistent to the desired future, but which will reflect and accommodate local differences.

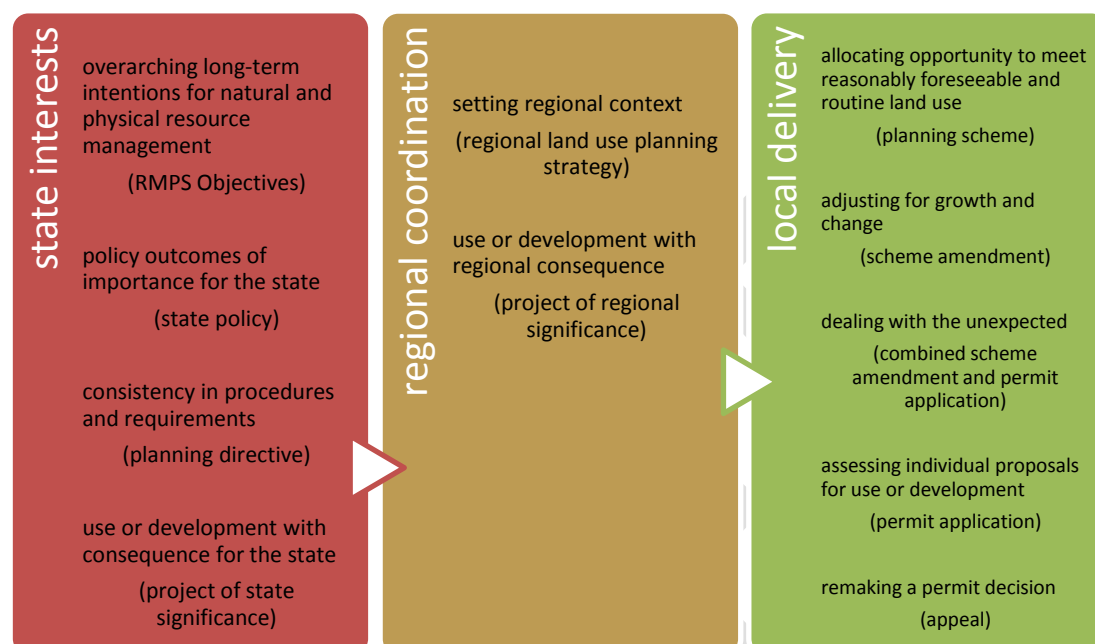


Figure 2 - The Tasmanian land use planning processes

The immediate circumstances of the Cradle Coast Region do not provide a catalyst for dramatic new plans. There are few immediate or significant drivers for population growth, or for competition and demand on land and resources.

However, there is a sufficient level of on-going change and emerging challenge in population and economic activity, and in attitudes to place management, to suggest a need to rethink how we prepare for and manage the use and development of land and natural resources.

There is a need to challenge existing assumptions and to embrace big new ideas if land use planning is to deliver sustainable development, and is to meaningfully assist in leveraging advantage and shaping and accommodating how the Region is to grow and change.

The Cradle Coast Regional Land Use Planning Framework provides a medium-term strategic perspective for policy direction on matters of regional interest related to land use and development within a planning horizon of 20 years.

The Framework seeks to ensure land use planning can support use, development, protection and conservation of land in a manner that will create opportunities and improve attraction of the Region as a vibrant place in which to live and invest.

The Framework seeks to deliver a range of integrated outcomes through policy and decisions arrangements which recognise that -

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- a. Common vision, identified and agreed outcomes, collaborative structures for action, and shared responsibility, are all essential for reaching goals and delivering expectations.
- b. Long-term prosperity, environmental health and social-well-being must take precedent over short term expediency.
- c. Successful and sustained growth and development derives from long-term thinking, knowledge based decisions, and leveraging existing advantage.
- d. Land use planning requires choice between competing interests, and flexibility to respond to changing and emerging circumstance.
- e. Wise management of land and resources over the long-term is a key regional interest and may involve restricting, directing, promoting or sustaining use and development so as to appropriately meet the full range of current and future needs.
- f. The Region's natural heritage lands, air, water, agricultural land, forests, mineral, fisheries, and its cultural and archaeological heritage, all provide important and irreplaceable environmental, social and economic benefit.
- g. Action to conserve and protect significant resources and sensitive natural areas will avoid likelihood for system failure, prevent costly remediation, and support sustainable economic and social outcomes.
- h. Managed patterns of settlement and land use will optimise the use of land, resources, and investment in infrastructure and community services.
- i. New growth and development can be focussed within established settlement areas and away from significant economic resource and sensitive natural areas.
- j. A compact pattern of land use can provide opportunity for a mix of housing and employment choices, strengthen local communities, facilitate regional access to services, and assist to minimise the impact of climate change and a carbon restricted world - all of which are factors central to the concept of liveable communities.
- k. Community health and safety requires settlement and development be directed away from areas of natural and man-made hazards where such hazards cannot reasonably be mitigated.
- l. Economic and social well-being of the Region over the long-term requires continued access to natural resources, employment land, and essential infrastructure
- m. Integrated planning and coordinated provision of infrastructure and community services must be consistent with the pace and direction of growth and change.
- n. The fundamental principles contained in the Framework apply throughout the Region despite local variations.

The Framework supports regional aspirations for building strong, prosperous and sustainable communities. It describes desired outcomes and policies to reflect shared regional values, to shape and inform collective actions, and for making choices which balance the use, development, protection and conservation of land over the next 20 years and beyond.

The Framework recognises the realities of the Cradle Coast Region as a vast and varied place where individual communities, activities and environments each face different opportunities and challenges dependent on factors such as population, economic activity, rate of growth, and physical and natural conditions. The Framework reflects these differences, and is based on planning principles that apply for all communities across the Region.

6. Framework Outcomes

The Cradle Coast Regional Land Use planning Framework is to –

- a. Promote regional land use policies that will respect and retain the natural environment, encourage an efficient and attractive pattern of settlement, and guide new use and development toward a secure and productive future*
- b. Consolidate and align various existing policies applying for the Cradle Coast Region, make them more appropriate to regional needs, and place them into an overall context of integrated regional policy*
- c. Provide a basis for the coordination of activities related to the growth and development of the Region and to promote outcomes which optimise economic and social benefit for regional communities*
- d. Initiate a regional planning process that will provide a regional perspective and a coordinating framework for identifying priorities for further investigation, and for delivering consistent land use policy and decision across government, industry and the community.*

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PART B

KNOWING OUR PLACE PROFILE OF THE REGION

1. Where we are

The Cradle Coast Region contains 2.26 million hectares, or approximately one-third of the Tasmanian land mass. It comprises the whole of the western portion of Tasmania and the associated islands of Bass Strait.

The Cradle Coast Region comprises the nine local government municipality areas of Burnie City, Central Coast, Circular Head, Devonport City, Kentish, King Island, Latrobe, Waratah Wynyard and West Coast.

The Region is relatively remote, being some 300km from Hobart and 100km from Launceston at its nearest point, and is separated from mainland Australia by the waters of Bass Strait.

2. Natural Systems

Healthy natural systems are the foundation for sustained economic prosperity and liveable settlements

Strategies for settlement and development inevitably promote opportunities for population and economic growth.

Planning is expected to anticipate and assist availability of land and delivery of infrastructure systems while also protecting what is significant and what is valued from a natural, economic or cultural perspective.

Significant natural values can be readily threatened, compromised or destroyed by a wide range of settlement and development actions.

Planning must have regard to maintaining the carrying capacity of the Region's natural systems. It must manage the cumulative impact of increased settlement and economic activity on the dynamics, health and sustainability of natural systems to both support increased population and to meet demand for resources. There must be a focus on long-term viability, as well as to immediate opportunities. There should be consideration of the threshold limits at which the performance of natural systems and their attached cultural values may fail.

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The impact of climate change on vulnerability and performance of natural systems must be heeded.

Strategies are required to define limits and to manage the rate and scale of change so as to avoid threats and to protect capacity for the Region to perform as healthy and sustainable in environmental and human terms.

Much of what influences the physical, economic and social character of the Cradle Coast Region is derived from its significant and varied environmental features, natural resources and cultural heritage.

These attributes are at the centre of many value statements, and hold deep meaning for people within the community. From the aesthetic value of landscapes to the productive capacity of water and soils; from the life-supporting function of healthy ecosystems to the benefits available in accessing, exploring, caring for, and/or generating economic return from the natural environment - the relationship between people and land in the Region is pervasive and complex.

Although past development has compromised integrity of natural systems in many locations, large tracts remain inaccessible and undisturbed.

Some 1.33m ha or 60% of the Region's land content has international, national or State protected status; including the iconic Cradle Mountain/Lake St Clair, Franklin/Gordon Rivers, and Macquarie Harbour natural areas; and the land unit recently recognised as the Tarkine natural area.

While the majority of conservation lands are located in the often inaccessible south western section, there are also recognised sites within the northern coastal area and on King Island. In combination with remnant unprotected lands, the natural environment is never remote or inaccessible and will remain a core consideration for most land management decisions.

Future population growth and economic activity, particularly for housing and economic development in the more accessible and attractive coastal and farming locations, can put pressure on sensitive and significant environments, and limit access to resources.

The Framework must recognise that the condition of the Region's environmental, cultural and resource assets will continue to provide a foundation for the physical form, lifestyle and economy of the Region. It must seek to respect and maintain core environmental values without unnecessary and unreasonable affliction, while also providing continued ability to access and develop resource assets such as timber, water, extractive materials and minerals, and the productive properties of soils, for social and economic purpose to the benefit of future generations.

Future land use and development must be cognisant of hazards associated with naturally occurring conditions such as flooding, land slip, bush fire risk and coastal inundation and erosion. Particular consideration need be given the cumulative affects of climate change on the frequency and magnitude of such risks for both existing and future land use, particularly but not exclusively in the coastal zone.

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Notwithstanding size of the Region and its low population densities, the above considerations indicate limitation on the availability of unconstrained land and a necessity to efficiently manage and utilise that which remains accessible.

The physical features and natural resource which impart the Region's distinctive natural character are well described in the Cradle Coast Natural Resource Management Strategy 2005; and addressed in the draft Natural Resource Management Strategy 2010 -2015.

Natural assets are defined to mean any natural resource or landscape feature that has economic, social or environmental value, and comprise the elements of –

- climate
- air
- water - including surface and ground water, and freshwater, estuarine and marine areas
- land - including fertility of soil, minerals, geology, and the less tangible cultural values attaching to landscape
- biodiversity – including terrestrial, freshwater and marine ecosystems for plants and animals

The Cradle Coast NRM Strategy 2005 notes the Region's abundant natural resources underpin its industries, including agriculture, fisheries, forestry, mining, hydro and wind energy and nature based tourism; and are essential for the health and lifestyle of its people.

Human activity has, and will continue to have, a significant impact on many elements of the natural system.

Natural assets are strongly inter-connected, and individual elements cannot be separately considered without consequence for the balance.

Healthy natural systems have by size, intactness and diversity, an ability and resilience to support natural processes and provide ecological services to the Region's natural and human communities.

The primary challenges for retaining health of natural systems are associated with the need to sustain rigour in economic and human activity. Protection of natural resources equates to protection of economy and population.

The nature of events with potential to impact on performance and health of natural systems are both physical and biological, and include climate change, continued change in land use, increased population, encroachment on terrestrial and aquatic habitat by economic and settlement activity, inappropriate land use and uncoordinated management practices, inadequate strategic planning, and changing knowledge, values and aspirations.

The Cradle Coast NRM Strategy identifies and describes the actions required to address these issues collectively, and with respect for the individual elements of the natural system.

However, much remains unknown or uncertain about the characteristics and sustainable capacity of the Coasts natural systems; and continued research and policy development is required in order to achieve sustainable management outcomes. Accordingly, the land use

planning framework must take a precautionary approach and seek to minimise the impact of settlement and land use on natural systems.

Conserving and protecting the intrinsic values of healthy natural systems is the responsibility of many agencies and is a core principle underlying national, state, regional and local planning systems.

The Regional Framework must acknowledge the effect population and economic activity have on natural systems, and provide mechanisms to more specifically align and coordinate regional land use plans to protect and enhance viability of the Region's ecological infrastructure.

The Framework must direct settlement away from areas of high conservation or significant natural value, and ensure new development does not either directly or indirectly impact on sensitive environments.

Natural systems and processes, and the life supporting properties of air, water and land, must be recognised and appropriately managed for the protection of terrestrial and aquatic ecological process and biodiversity and to support human communities and economic activity

2.1 Climate

Climate determines the character of the environment and the nature of localised ecological processes upon which life and survival are dependent. It also determines the nature of human settlement and the manner in which land and resources are used.

The climate of the Region is temperate maritime with wet winters and drier summers. Rainfall is generally reliable, and is highest on the central plateau and along the west coast. Temperatures are mild along the northern coast, but become more extreme with elevation and falling latitude to include areas of alpine conditions.

The Region's climate has allowed development of varied ecosystems from lush wet temperate rainforest to high alpine meadows; facilitates viable forestry and agricultural production, and hydro-electric generation; and allows a pleasant and relatively risk free environment for human settlement.

Current predictions indicate the immediate effects of climate change will be relatively benign by comparison with other parts of Australia. There will be a slight increase in temperature, with fewer frost days and hotter summers; rainfall will increase marginally in the north but significantly along the west coast, although distribution will result in drier summers and more intense rainfall and severe wind events, and higher temperatures will increase water loss and reduce availability. Sea level will rise, and storm surge inundation will occur over a wider area.

Detailed modelling continues to more accurately establish localised change, and to allow assessment of impact on natural and human systems.

Preliminary indications suggest climate change outcomes may –

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- increase vulnerability of low lying and soft formation coastal shorelines, including in coastal estuaries and wetlands, and in existing major settlement areas at Devonport, Ulverstone, Wynyard and Sisters Beach, to inundation and erosion through sea level rise and storm surge flooding; with implications for safety of people, property and infrastructure
- reduce reliability of natural water availability in summer periods; with consequence for environmental stream flows, and likely increased demand for water storage and re-distribution to meet agricultural, industry and urban requirements
- increase seasonal temperatures and heat-wave periods, with stress on human health, plant and animal production, native vegetation communities, and elevated risk of wild fire in both native and exotic forest and vegetation areas, and peak demand on energy supplies
- increased frequency and intensity of storm events producing wind damage and localised flash flooding, with implications for community and property safety, disruption to energy and transport movements, and emerging pressures for improved protection and mitigation works
- create environments conducive for introduction of flora and fauna pests and diseases into Tasmania, with consequence for human and environmental health, and for plant and animal production
- introduction of climate change mitigation and adaptation measures with implication for the continued availability and cost of carbon fuels; and introduction of obligation and incentive for improved energy efficiency and provision of alternate and renewable energy sources

Planning must be cognisant of climate change implications from both a regional and wider perspective.

Continuing adjustment will be necessary to sustain health of natural systems, to support economic activity, and to maintain quality of life.

Mitigation and adaptation measures to address climate change must be incorporated in the Cradle Coast Regional Land Use Strategy.

2.2 Air Quality

Atmosphere or air is a core requirement for life.

The Cradle Coast Region has some of the cleanest air in Australia.

Air degradation within the Region is localised, with incidents of nuisance and amenity impact rather than declared environmental pollution.

The primary air quality issue is the global problem of carbon emission and climate change.

The most appropriate planning response is to protect forest and other plant communities for their function in carbon sequestration, encourage a compact settlement pattern where dependence on transport miles can be reduced, and support development providing renewable energies.

2.3 Water

Water is a critical resource for sustaining all life.

The continued supply of water of appropriate quality and in sufficient quantity is essential to meet diverse human need and to maintain health of ecological process.

High rainfall, particularly on the West Coast, provides abundant fresh water within the Region. Water is naturally transported and contained in rivers, lakes, wetlands and groundwater; all of which support a variety of aquatic and terrestrial ecosystems; and provide a resource for ecological function, raw drinking water, agricultural irrigation, industrial processes, energy generation and recreational use.

The 21 major river catchments are generally steep, and flow either northward or westward. While there is considerable disturbance in most catchments; many include relatively undisturbed and contiguous areas of natural landscape; and all rivers are considered to have conservation value.

The Region's wetlands, including both fresh, brackish and saline environments; and provide a number of sites of international RAMSAR and national significance for migratory birds and aquatic species habitat; including Lavinia State Reserve on King island, and Robbins Passage and Boullanger Bay near Smithton.

There are a number of recognised ground water dependent environments located in the Region.

Changing climate and expanding patterns of settlement and economic land use have potential to increase demand and compromise quality and quantity.

The primary risk to water quality is modification in the catchment or channel and in flow rates, high nutrient and sediment inputs off farming and forestry land, litter and pollutants in runoff from urban and disturbed forestry and mining catchments and acid sulphate soils, loss of biodiversity and encroachment on habitat.

While rainfall may marginally increase under climate change predictions, distribution will result in drier summers, with consequence for natural stream flow, rainfall-based farming and demand on irrigation, and for urban and industrial use. These factors, together with changes in catchment land use, have potential to affect both quality and quantity of available water.

Meeting the competing demands on water and protecting water quantity and quality will require innovative approaches to new development and alternate management approaches for existing development using whole catchments as the minimum planning unit.

Settlement and development actions must seek to protect the source and quality of water and to assist outcomes which enable adequate and secure access to quality and quantity to meet all necessary and competing demand.

2.4 Land

Land is the foundation resource for terrestrial ecosystems and biodiversity and for human settlement and economic production, and is an exhaustible and non-renewable resource.

Land is the core resource for economic and human activity. It is bountiful in its capacity to be harvested, extracted and cultivated. It can be modified to provide for housing, industry and infrastructure. However, it is sensitive and vulnerable to disturbance, and can rapidly and irretrievably destroyed through inappropriate use and management.

Land includes the aesthetic landscape and spiritual values associated with landform, geological features, views and outlooks.

The Region contains a vast variety and seasonal variation in coastal, river, vegetation, mountain, historic and cultural landscapes of considerable economic value for tourism, and as a lifestyle attractor for investment and settlement.

Regional natural landscapes provide opportunity for conservation and protection of natural processes and aesthetic, and provide buffers between settlements and incompatible land use. Recognition of significant landscapes and management of development to maintain value is critical for continued environmental, economic and social value.

Settlement and economic activity must be managed to effectively and economically utilise available land; and to minimise potential to disrupt the stability, productivity and intrinsic values of land.

Over 70% of the Region's land is in public ownership.

Developed land is variously at risk of erosion and movement, decline in fertility, poor drainage, introduction of pests and disease, and decline in geo-heritage significance through removal of vegetation cover, deep tillage and agriculture, and urban and infrastructure construction and management practices.

The Framework must recognise and provide—

- Land for natural landscapes and conservation – being areas where size, condition, and diversity provide significant value for retention in a natural state.

Formal reserve status includes some 60% of the land area within the Region.

- Land for production – being land available for economic activity dependent on access to naturally occurring resources, including land significant for agriculture, native and plantation forestry, mineral extraction, fisheries and marine farming, energy generation, and water catchment and storage.

Some 17% of the Region is used for agriculture and plantation forestry, and some 10% is actively used as productive native forest. The capacity to extend these areas is almost negligible.

- Land for settlement – being land converted to provide places for concentrated human activity including for living, industry and business, and for community development, interaction and recreation.

Less than 0.5% of the land within the Region is committed to urban and associated settlement activity; and is primarily located in the far northern coastal area; and in close connection with both conservation and production land.

The challenge for planning is to make efficient use of land; and to minimise the footprint of human impact on natural systems while retaining capacity to accommodate settlement, economic activity and infrastructure provision, and to maintain the integrity of land as a natural resource.

2.5 Biodiversity and Ecosystems

Biodiversity is the sum of all life forms and plays a vital part in managing the ecological health and resilience of water, air and land, and is an asset of inestimable value.

Decline in terrestrial and aquatic biodiversity can increase vulnerability of a system to failure, and may have immediate and irreversible consequence for the health and viability of all human systems.

The Region's biodiversity is distinct and often unique; and includes 276 threatened species, many rare and ancient, in often unique and isolated ecosystems.

These resources are under threat from clearance, conversion and fragmentation of native vegetation, introduced pests and disease, inappropriate use of fire, harvesting, and recreation.

The regional, national and international importance of the Region's diverse, isolated and often unique natural systems has been extensively recognised for their geological and biodiversity significance.

Importance is reflected in some 60% of the land area being in public ownership under conservation or reserve status; including portion of the Tasmanian Wilderness World Heritage Area (1.38m ha), the Tarkine natural area (450,000 ha), the Lavinia wetland reserve on King Island, numerous smaller reserves, and some 50% of the 5,200 km² reserved as State managed native forest.

The integrity of these places as both healthy natural systems and as economic and recreation resources can be assisted through the approach taken for allocating opportunity and in managing use or development of land both within and adjoining.

While biodiversity, ecosystems and the life supporting properties of air, water and land are specifically protected within conservation areas, the health of all systems is important in the

balance of the Region, including in areas of remnant forest and non-forest native vegetation, and in river and coastal systems.

The Framework is to recognise the location, function and sensitivity of areas with biodiversity importance. It must provide policies which ensure the extent, function and condition of biodiversity and ecosystems is maintained and improved in a manner that will enhance capacity to sustain habitat for dependent flora and fauna species and natural processes. Policies must also support and add value for economic activity and human settlement.

Biodiversity protection is to be protected and enhanced across all land tenures and aquatic environments. This will necessitate coordinated effort and responsibility by all levels of government, industry, the community, and an integration of management and regulatory systems.

2.6 Coastal Areas

The Cradle Coast Region has 2640km of differential coastline from exposed rocky shorelines to extensive unconsolidated sand dunes, and numerous estuaries, bays, features and off-shore islands, the largest of which is King Island.

The coast is a dynamic transition zone situated between a range of important marine and terrestrial habitats, provides significant landscape value, and is constantly exposed to impact and risk by coastal processes.

A healthy coastline is one which is constantly and directly influenced by the processes of the sea. The State of Tasmania defines the coastal zone to extend 2.0 km inland.

Sections of the Region's coastline are recognised as asset of national and international importance, including the RAMSAR wetlands on the far northwest and King Island. Other areas, particularly estuaries and wetlands, are important as hatcheries and habitat for marine fauna and migratory birds.

Coastal land is vital for economic infrastructure and conservation functions, and is the favoured settlement destination for residential and other urban uses. The coastal environment has been significantly modified along the Bass Strait coastline due to urban, resource and infrastructure development.

A sizeable part of gross regional product is derived from land uses within the coastal zone; and from the off-shore waters where some 50 species allow a commercial fishery best known for its lobster and abalone.

The coast provides the area of greatest potential for land use competition and conflict; and for degradation of natural systems.

The coast, and associated human investment, is vulnerable to significant hazard from storms, inundation, erosion, and alteration of habitat resulting from human activity - particularly in low lying and soft shorelines. This situation is likely to increase under all climate change scenarios. High risk areas are sandy coastlines, wetlands, tidal marshes, salt marshes and estuaries.

There are existing problems being experienced with developed sections of the coast that can be attributed to past and current action. These problems may be exacerbated and extended unless a managed approach is adopted for growth and use.

It is important the coast be effectively managed to ensure the safety, function and amenity of urban development, and the health natural systems.

Areas for urban, rural, marine and recreation development must be identified; and located away from sites of natural and amenity significance and high risk. This means the number of such areas will be significantly limited and non-linear; and may require retraction of existing settlement locations, and relocation of key infrastructure, as more detailed risk assessment is conducted.

Activity in the coastal zone must allow for natural fluctuation in coastal processes; and not impact adversely on the natural environment.

High value natural assets on the coast are to be protected against incompatible use and managed for community benefit.

2.7 Natural and Historic Cultural Heritage

Recognition of heritage and cultural antecedents assists community to identity and connection with place and events

The Cradle Coast Region has an extensive geological, flora and fauna, aboriginal, maritime, and historic cultural heritage, representing previous geological, ecological and climate activity, an extended period of aboriginal settlement, and the more recent 200 years of western occupation.

Heritage is important as an indicator and explanation for how nature and settlement has both modified the landscape and shaped the purpose and character of communities.

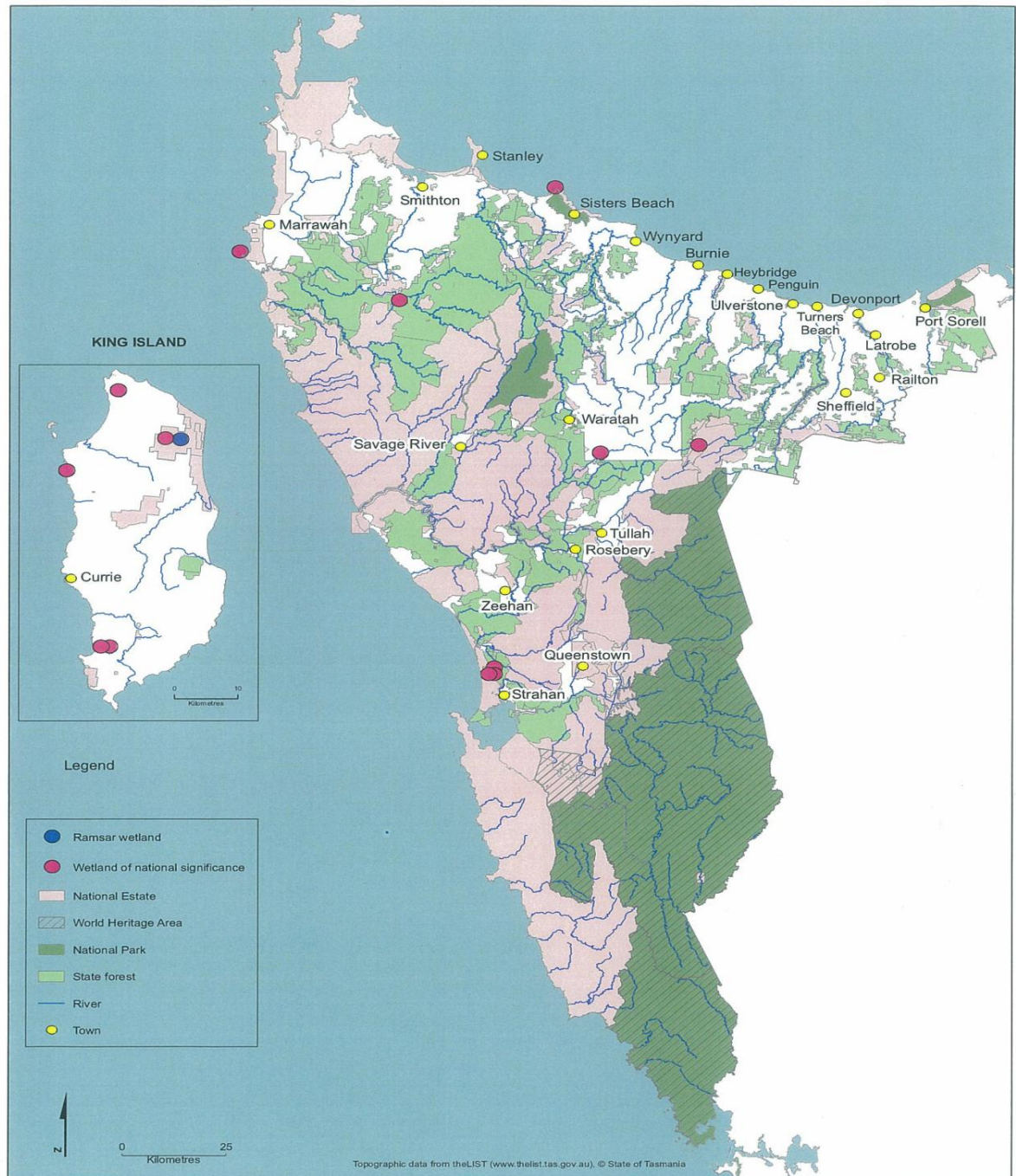
There are many tangible signals and remnants of the Region's historical pasts within its landforms and centres; and these require management in order to be both understood and protected.

2.8 Framework Outcomes for Natural Systems

Settlement and land use in the Cradle Coast Region will –

- *safeguard the life supporting properties of air, water and land*
- *maintain and enhance biodiversity and healthy ecosystems*
- *provide sustainable access to natural resources and assets in support of human activity and economic prosperity*
- *respect natural and cultural heritage*
- *adapt and change in response to new knowledge and circumstance*

NORTH WEST REGION - ENVIRONMENTAL FEATURES



3. Economic Activity and Employment

The economic base of the Cradle Coast is founded on its resource industries, augmented by manufacturing and a range of dependent tertiary, transport and specialty activities, and includes capacity in tourism and renewable energy.

The Region's economy has evolved from early beginnings in agriculture, timber, mining and sea transport; it continues to reflect a direct response to location, environment, landform and natural resources and to the investment and employment opportunities they provide.

Endeavours in agriculture, forestry and mining have sustained and remain important to the Region's economic base, although direct employment continues to fall. While small in extent (19% land area), the Region's farm lands are disproportionately productive, and there is extremely limited ability for expansion or replacement. Relative significance in terms of Tasmanian agricultural is high, and is likely to increase in the face of continued population growth and climate change. Plantation forestry has increasingly converted old growth forest and some former farmland in the more elevated coastal areas. Mining is of particular significance on the west coast, although activity fluctuates with adjustments in the resources market.

Resource utilisation has been supplemented by increased down-stream processing and manufacturing capability in a range of import replacement and export orientated products. These industries support a significant proportion of the workforce.

A wide range of commercial, community and personal service, and transport activity has evolved to support core industry and population needs. Employment opportunities continue to diversify and expand in the retail, hospitality and tourism, education and health, and recreation sectors. It is important to balance expectations on the service-based economy with retention of primary and secondary sector capabilities.

Tourism remains a significant and expanding component of the regional economy, based on natural assets and an emerging array of subsidiary attractions. Although continued vulnerability to external factors remains a qualifying consideration for sustained growth.

The Region's ports carry a large portion of import and export cargos for Tasmania, and provide nodal connections for the State's road and rail transport network.

There are limited signals for major growth in economic activity and employment. Relative remoteness from major Tasmanian population centres, isolation from mainland and international markets, continued global economic adjustment, ageing regional industrial infrastructure, off-shore competition, changed market preference, rising energy costs and low population growth all combine to impose challenge, particularly for processing and manufacturing industries.

In addition, the Region has some significant shortcomings in its capacity to provide incentive and security for primary and secondary economic activity and employment. It has allowed encroachment of non-resource activities onto productive farm land; it has a fragmented, poorly located and inadequate industrial land stock; and limitation on the immediate availability of utility, energy and transport services.

Notwithstanding, the Region continues to show economic resilience. The Region has a demonstrated human resourcefulness and a practical skills base, plentiful and secure social capital fostered by high levels of community involvement, and a deep attachment to the values of the Region and their importance to its future. It has under-utilised natural resource and recognised lifestyle capacity, and strengthening communication connections beyond the Region.

The Region can capitalise on these attributes, and focus investment in economic activity and employment on the resources and outcomes that are sustainable and unique. It must leverage existing capabilities and seek new, diversified and innovative opportunities attracted by the available resources, products and skills. It has an established tradition and considerable capacity in renewable resource activities such as agriculture, forestry and energy generation. Success in these foundation industries requires continued access to natural resources (minerals, water, farm land and forests). The retention and expansion of value adding process industries and specialist manufacturing requires provision of suitable and sufficient employment land, and adequate and effective infrastructure and utility capacity in transport, energy, water and waste management.

3.1 Supporting Economic Activity

A strong and resilient regional economy is essential to sustainable settlement and development in the Cradle Coast Region and is the foundation for the health and well-being of the regional population and its environment.

The economic base of the Cradle Coast is founded on its resource industries; augmented by manufacturing and a range of dependent tertiary, transport and specialty activities, and includes capacity in tourism and renewable energy.

The Region's economy has evolved from early beginnings in agriculture, timber, mining and sea transport; and continues to reflect a direct response to location, environment, landform and natural resources; and to the investment and employment opportunities they provide. Export of agricultural, mineral and forestry products has been the traditional mainstay of the Cradle Coast economy.

Endeavours in agriculture, forestry and mining have sustained and remain important to the Region's economic base, although direct employment continues to fall, representing 8% at 2006.

While small in extent (19% land area), the Region's farm lands are disproportionately productive, and there is extremely limited ability for expansion or replacement. Relative significance in terms of Tasmanian agricultural is high, and is likely to increase in the face of continued population growth and climate change.

Plantation forestry has increasingly converted old growth forest and some former farmland in the more elevated coastal areas.

Mining is of particular significant on the west coast, although activity fluctuates with adjustments in the resources market.

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Resource utilisation has been supplemented by increased down-stream processing and manufacturing capability in a range of import replacement and export orientated products. These industries support a significant proportion of the workforce at 14% in 2006; with about a third in food and beverage processing.

A wide range of commercial, community and personal service, and transport activity has evolved to support core industry and population needs. Employment opportunities continue to diversify and expand in the retail, hospitality and tourism, education and health, and recreation sectors to engage over 29% of the workforce; and continued growth will be commensurate with size of the resident population.

It is important to balance expectations on the service-based economy with retention of primary and secondary sector capabilities.

Tourism and visitor services reflect the distinctive natural and cultural attributes of the region and the isolation of the region relative to other population centres. Tourism and visitor support activities are a significant and expanding component of the regional economy; although continued vulnerability to external factors remains a qualifying consideration for sustained growth.

The Region's ports carry a large portion of import and export cargos for Tasmania, and provide nodal connections for the State's road and rail transport network.

The Region's businesses remain relatively small in size, with only 1% employing more than 50 people, 80% employing less than 20 people, and 58% having no employees. 85% of employment is in the private sector, with a large proportion (2200 or 27%) in the agricultural, forestry and fishing sector. The pattern is consistent across the Region.

There are limited signals for major growth in economic activity and employment; and job losses in some sectors (agriculture) have been balanced by gains in other (manufacturing, retail, health care) to retain relatively stable workforce numbers.

Relative remoteness from major Tasmanian population centres, isolation from mainland and international markets, continued global economic adjustment, ageing regional industrial infrastructure, off-shore competition, changed market preference, rising energy costs and low population growth all combine to impose challenge, particularly for processing and manufacturing industries.

In addition, the Region has some significant shortcomings in its capacity to provide incentive and security for primary and secondary economic activity and employment. It has allowed encroachment of non-resource activities onto productive farm land; it has a fragmented, poorly located and inadequate industrial land stock; and limitation on the immediate availability of utility, energy and transport services.

The Region's workforce has a relatively low formal skills profile, but extensive on the job experience. Less than 47% hold post secondary qualification compared to a national average of 59%; although the proportion is growing. Trade and engineering skills exceed national and State averages; a factor which reflects the employment profile. However, there is a significant gap between appropriate level of qualification and occupation, with over half the workforce in key industries having no formal qualification.

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Over three-quarters of the workforce are male; and nearly 50% are in full-time work; a figure which is relatively consistent across the Region. 65% of the workforce is aged over 35; although participation by those over 55 is below national average. 47% of the workforce was not in the labour force at 2006, which is above national average; and part-time work is increasing. Women make up the majority of those not in the workforce

Notwithstanding, the Region continues to show economic resilience.

The Region has a demonstrated human resourcefulness; a practical skills base and plentiful and secure social capital fostered by high levels of community involvement, and a deep attachment to the values of the Region and their importance to its future.

It has under-utilised natural resource and recognised lifestyle capacity; and strengthening communication connections beyond the Region.

The Region can capitalise on these attributes, and focus investment in economic activity and employment toward the resources and outcomes that are sustainable and unique. It must leverage existing capabilities and seek new, diversified and innovative opportunities attracted by the available natural resources, products and skills.

It has an established tradition and considerable capacity in renewable resource activities such as agriculture, forestry and energy generation.

Success in these foundation industries requires continued access to natural resources (minerals, water, farm land and forests); and retention and expansion of value adding process industries and specialist manufacturing requires provision of suitable and sufficient employment land, and adequate and effective infrastructure and utility capacity in transport, energy, water and waste management.

The Region is geographically remote; and there is an insufficient population base, both regionally and within Tasmania, to enable a closed-loop economic system. The range of resources and activities available within the Region cannot achieve viable self-sufficiency.

The pattern of economic activity across the Region is unevenly distributed, small scale and focussed on a primary production base for export into domestic and international markets.

While the high unemployment rate of the 1990's has declined, and the Region has survived the recent "global economic crisis" reasonably intact; workforce availability has potential to disrupt sustained economic performance. There are significant differentials in locally available skill levels.

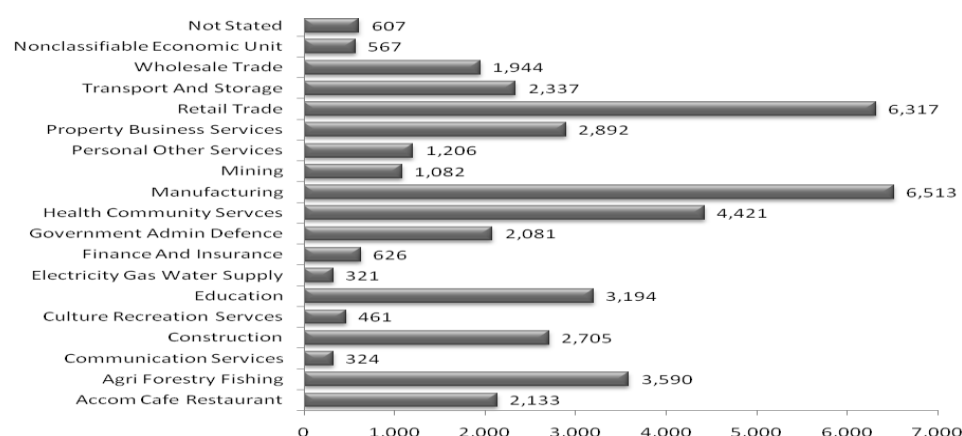
Demographic change may create additional employment opportunities for younger people; however, distribution of the Region's workforce is not consistent with primary employment locations. Opportunity for locally based employment is the primary shortcoming in most centres; with the Region's workforce being highly mobile and relatively dispersed, particularly in the northern coastal belt. This situation has implications for Regional transport planning; and for carbon emission.

Settlement strategies need to enable greater balance between place of living and place of work.

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The nature of core economic activity, while diverse, is not exclusive to the Region. The Region is competing with resource based economies in other parts of Australia and internationally.



Heavy reliance on exports creates vulnerability through exposure to external influences such as: global economic circumstance, movements in commodity prices; competition and shifting markets, complexity and cost of regulatory compliance and shift in community expectation, disadvantage of distance for communication, supply chains, transport costs and access to labour, and the challenges of depleted global oil stocks and requirement to reduce carbon emissions.

Increased exports are vital to economic development and continued prosperity, both directly in terms of cash flows and increased employment; and indirectly in terms of flow on effects for employment and growth in industries which supply to or service exporting business and the communities they support.

Potential for regional economic growth and new employment initiatives stem primarily from expansion of existing advantages rather than from an influx of new large-scale enterprise, particularly in locations with limited comparative advantage to attract large-scale industry.

Many opportunities for growth and sustainability in export capacity are provided through the development and enhancement of existing industry and business. Sector development and enhancement can take a variety of forms, and includes value-adding, diversification, innovation in production, adopting new technology, variation or extension in business activity, accessing new opportunities, formation of operating or information networks, cooperation in marketing, synergies in supply chain development or extension, optimal and co-location, and service coordination.

There is no single economic development strategy or plan for the Region. A coherent capacity to effectively plan for and deliver economic development across the region has yet to be demonstrated.

Structures and mechanisms for coordinated and knowledge based economic planning in the Region continue to evolve. Many agencies and organisations play a role or seek to influence the planning and delivery of economic development services and incentives. Strategies and programs are generally independently focused, and variously address key industry sectors in

agriculture, forestry, fisheries, mining, manufacturing and processing, transport, energy and communications.

The Tasmanian government is currently preparing a *State Economic Development Plan* to provide a dynamic business and systems model for improving capacity and competitiveness within a range of individual sectors. The strategy will have a strong regional focus, and provide a foundation for action to promote and support economic activity in Cradle Coast Region.

Existing initiatives seek to capitalise on the Region's established advantages of a skills base in resource development and processing; an attractive and liveable environment and well-serviced centres, availability of land and resources; well developed transport systems and communication links both within and external to the Region; reliable water supply; a relatively benign medium-term response to climate change; and the potential to enhance green image through conservation, renewable resources and energy; early access to the national broadband network; and a stable political and bio-security environment.

Economic development agendas also seek to counter negative perceptions and address shortcomings such as smaller capital gains in regional centres, difficulty in attracting and retaining workforce, out-ward migration, uneven distribution of employment and activity within the Region, and need to enhance recruitment, retention, training, innovation, and business practices and process.

The benefits of sector enhancement and development include a diversified and globally competitive region with momentum, responsiveness, and flexibility to sustain the Region's economy; ability to attract investment and to retain a viable and adequate workforce and to grow inward migration; capacity to support a sustained quality of life; and a balanced and responsible approach to use of resources.

Land use planning is not economic development; and the Framework cannot of itself implement or provide actions or incentives that will deliver a prosperous and successful economy.

The Cradle Coast Regional Land Use Planning Framework recognises the importance of a robust economy. It seeks to assist economic outcomes by promoting wise use of resources, allocating land for economic activities, and by ensuring the relationships necessary to balance the associated interests of community and environment are appropriate.

The core strategies for land use planning will identify land and assets necessary to support future economic activity; and to protect against encroachment by incompatible development.

3.2 Land for Biological Resources – sustainable access and production

Land, water, vegetation, mineral and energy resources are critical to economic activity in the Cradle Coast Region.

The Region's wealth has been largely derived from ready and abundant access to renewable and non-renewable resources, including timber, fish, minerals, productive soils and water;

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and more recently the less tangible and spiritual value of landscape and wild places for tourism.

The major threats to sustainable production in a natural environment include impacts of climate change, depletion of non-renewable resources, and a variety of social and economic factors reflecting the attitudes and values of markets and communities.

The urgent need for national policies on climate change may require significant adjustment and present new opportunity for sustainable use of the natural resources of the Cradle Coast Region, including renewable energy.

Managed production systems such as plantation forestry and aquaculture on public and private land play a vital role in supplementing production, and in transitioning from a native production base as areas of natural ecosystem may transfer to the protected estate.

3.2.1 Forestry

20% of the Region is in State forest reserves and continued access for sustainable production is provided under Tasmania's Regional Forest Agreement.

3% of the Region is under plantation forest.

There is continued potential for private plantation operations to expand and to become more integrated with other agricultural practices.

The State has declared plantation forestry to be an agricultural use; and requires the planning system allow plantation development on all but prime agricultural land.

3.2.2 Fisheries

Harvest of wild fisheries for trawl fish, lobsters and abalone is a continuing activity.

Aquaculture is a strengthening industry for the Region, with ocean trout and salmon in Macquarie Harbour, and shellfish at Smithton and Port Sorell.

Careful location and development is required to address visual impact, ensure access, achieve waste management and avoid conflict with other settlement and natural resource uses.

Land must be identified to support managed production systems in locations where they will have minimal impact on and off-site, and can maintain the productive capacity of the constituent areas.

Regulation on forestry and marine farming is largely outside Tasmania's land use planning system

The Framework can assist to ensure land significant for native resource production is identified and protected against encroachment and restraint from settlement and other use

3.3 Land for Agriculture – growing food, fibre, fuel, flowers and pharmaceuticals

The State has mandated that land significant for agriculture will be conserved and protected for priority access and sustainable agriculture without unreasonable constraint or conflict.

Land based agriculture capitalises on the Region’s combined natural assets of mild maritime climate, reliable high rainfall and fertile soils.

Some 376,300 ha or 17% of the Region’s land mass is land significant for agriculture; and is an irreplaceable and almost non-expandable resource.

Norton (2009) has mapped the region’s agricultural land; and determined (2010) the level of impact from non-agricultural use.

Intuition and innovation since early settlement has accessed the major part of the Region’s suitable farm land along the low elevation ridges and valleys of the northern coast from Cape Grim to Sassafras, and on King Island, to develop productive cropping (21,500ha), livestock (283,400 ha) and plantation (70,500ha) systems (Norton 2009).

	Area of LGA	Cropping	Grazing	Plantation Forestry	Horticulture	Total	% Municipal area
Burnie	61,054	1,399	11,886	15,463	11	28,759	47.1
Central Coast	93,192	7,974	24,447	5,257	16	37,694	42.5
Circular Head	484,062	1,602	85,314	10,085	0	97,001	20.0
Devonport	11,430	1,888	3,487	33	139	5,547	48.5
Kentish	116,043	1,447	25,133	7,320	35	33,935	29.2
King Island	109,874	0	91,164	0	0	91,164	83.0
Latrobe	60,708	4,322	16,087	2,038	119	22,566	37.2
Waratah/Wynyard	352,916	2,851	24,529	30,338	0	57,718	16.4
West Coast	970,623	0	1,902	0	0	1,902	0.2
Regional Total	2,259,902	21,483	283,949	70,534	320	376,286	16.7

Proportion (ha) of each Municipal area in Cradle Coast Region under Agricultural Use
Source: Norton 2009

The Region’s agricultural land estate comprises 22% of Tasmania’s total agricultural land; and includes some 51,000ha or 50% of Tasmania’s agricultural land classified as “prime” under the Tasmanian Land Capability Classification System.

Change and fluctuation in type and profitability of agriculture has occurred over time. However, 52% of the State’s total agricultural output in 2006 was from the Region; with values per hectare being 3 to 5 times those of other areas.

Relatively small farm holdings in the range 20-50ha make significant contribution to farm output, and holdings less than 5ha can generate significant revenues.

Factors for determining significance include –

- size, scale, commonality, continuity, availability, and intactness of agricultural land as a geographic unit for agricultural use
- ability to replace with alternate agricultural land
- role, contribution, and degree of reliance on agriculture in the local and regional economy
- suitability for potential production based on factors such as climate, soil characteristics, water availability, and seasonal advantage, including in the range, intensity, yield, or uniqueness of particular activities (assessment includes but is not limited to land class under TLCS)

Significance for agriculture is not determined by –

- the size of individual holdings where forming part of a geographic unit of agricultural land
- the pattern of ownership for lots or parcels
- the current use of land, the level of improvement, or the standard of management

Analysis of land within the Cradle Coast Region indicates –

- agricultural land forms a number of close-spaced, contiguous geographic units located along the northern coastline and onto the adjoining lower-elevation ridges and valleys between Cape Grim in the west and Sassafras in the east, and on King Island
- agricultural land units are internally discontinuous; with land capability transitioning between higher and lower classes to reflect changes in terrain
- agricultural land units reflect the land already used for agriculture
- although connectivity is disrupted by steep narrow gullies, service corridors, and elements of non-agricultural activity, interruptions are not large-scale and agricultural land units are of sufficient scale and intactness to allow a predominance of integrated agricultural production
- there is an extremely limited capacity to expand the area of land available to agriculture due to constraints of elevation, topography, and conservation reserves
- although some 10% or 30,000 ha of agricultural land (including much of the prime agricultural area) is in part occupied or directly influenced by non-agricultural use, the agricultural land units remain relatively intact and functional to sustain agricultural activity

There is little doubt the agricultural lands of the north-west are of regional and local significance for agriculture; both as a natural resource; and for the contribution they can provide to the health of local and regional economies.

The situation is particularly evident on King Island where the island's economy is largely dependent on agriculture.

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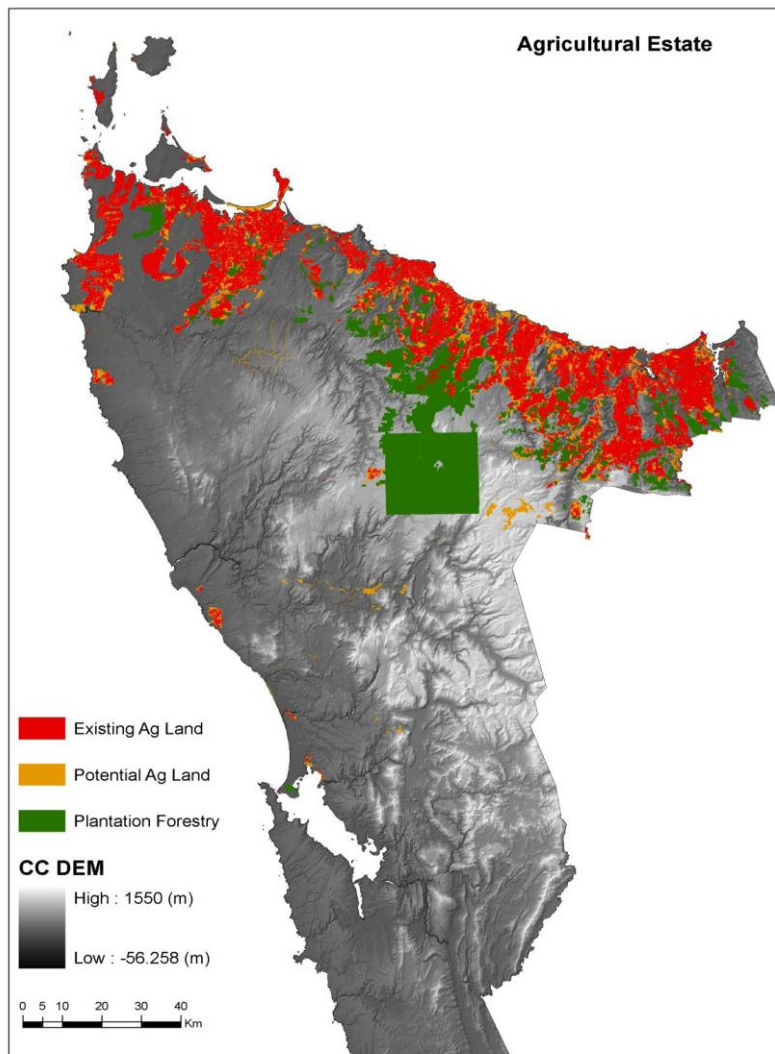
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The importance of the land for agriculture may increase as the effects of climate change impact on mainland production zones, and as increasing investment is required in irrigation to off-set expected variation in local rainfall.

Although direct employment continues to decline, agriculture remains an important economic activity for the Region, and comprises a major part of the local economy in the Circular Head and King Island municipalities.

Urban development has incrementally consumed the margins of agricultural land around the major centres; and an opportunistic pattern of rural lifestyle development has fractured intactness of the agricultural land estate by utilising its many small titles as house lots. Some 30,000 ha or 10% of land significant for agriculture (including the majority of prime cropping land) is estimated as potential constrained by non-agricultural use (Norton 2010).

Notwithstanding, viability of agricultural land as a single resource unit to support sustainable agriculture remains strong.



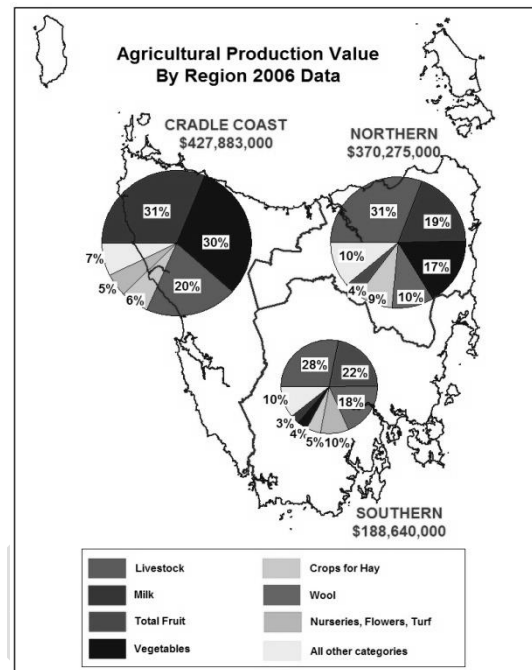
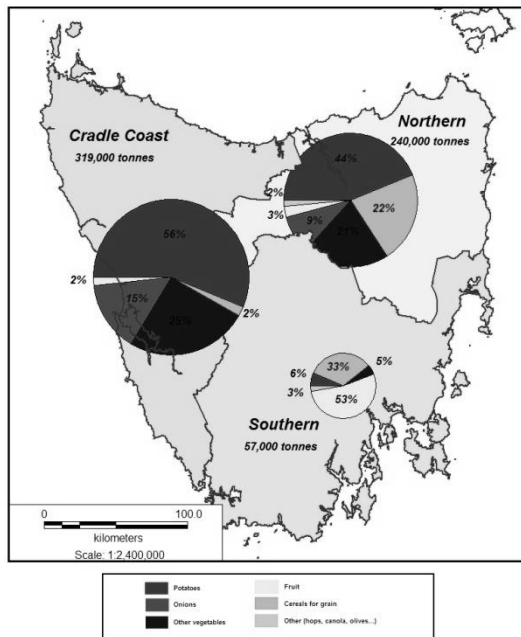
Cradle Coast Agricultural Land – (Norton 2009)

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Cradle Coast Regional Land Use Planning Framework 2010- 2030

Annual agricultural production (tonnes) by region

Compiled from 2006 Census Data



State Government Policy for Protection of Agricultural Land reflects community concern to protect and conserve the productive capacity of natural resources, and recognises all agricultural land to be a valuable commodity as a growth medium. It seeks to prevent unnecessary and permanent exclusion of agricultural land, and to minimise unreasonable risk for constraint on agricultural use by other land use, including urban expansion, industry, rural lifestyle living, and infrastructure development.

The Region's mild and stable climate, bio-security, established agricultural skills, processing, storage and transport infrastructure support potential for controlled environment and other **intensive agricultural** activity. These activities are generally not dependent on the soil as a growth medium; and may have particular infrastructure, amenity and waste management requirements.

The primary consideration for the Framework is to protect and conserve agricultural land as a resource by indicating agriculture to be the priority use on land significant for agriculture, controlling activity which could permanently exclude land from opportunity for production, and minimising likelihood for non-agricultural use to constrain or conflict with agriculture.

Planning has minimal concern to protect or promote any particular agricultural enterprise or to address the practices of farming; and recognises not all land significant to agriculture will be used for agriculture.

The Framework proposes –

- no constraint on nature or type of agricultural use
- no minimum lot size for agricultural production
- opportunity for redemption of land for agricultural use
- non-agricultural use only where –

- in direct support of agriculture; or
- reliant for operational efficiency on location on agricultural land, and
- minimal impact on agricultural use
- residential use only where –
 - in direct support of agriculture; or
 - land is unsuitable for agriculture or permanently excluded from agriculture; and
 - no impact or constraint on any agricultural use; and
 - consistent with settlement policies in regard to need, alternate values, access, impact, health and safety factors

3.4 Mining and Extractive Industries

The Region is one of the most heavily mineralised locations in Australia, and contains an arc of high grade iron, lead, gold, copper, silver, zinc, tin and nickel ore deposits extending across the west coast into the far north-west and King Island.

Other extractive resources variously located across the Region, include silica flour, limestone (cement), construction aggregates and specialist stone.

These resources remain a significant economic advantage, although mining activity is vulnerable to global market fluctuations.

Many mineral deposits are small and occur in restricted areas. In addition to the natural determinants of location, access and extraction can be impeded by encroachment of urban development, priorities for environmental protection, remoteness and ruggedness of terrain, social impact and acceptance, and management of spoil and waste.

It is unlikely that mining will again support the substantial residential population centres associated with its historic past; and mining towns at locations such as Zeehan and Rosebery need cater to a largely transient workforce.

Land use planning can assist the mining sector by ensuring access to known resources and associated transport corridors is not constrained by encroachment of sensitive uses.

The Framework can assist to ensure mineral and construction resources are available for future use, and their processing, transport and down-stream value adding can occur without undue restraint from settlement and other economic activity, and without adverse impact on natural and human systems

3.5 Employment Lands

A core challenge for the planning system in supporting economic activity is to enable access to the right land in the right location at the right time with the right infrastructure and services.

The range of employment land requirements across the region is diverse and includes manufacturing and processing, retail, commercial and business, human services, micro-enterprises and housing and construction.

Each industry type has distinct characteristics which determine land demand, location, relationship and infrastructure requirements.

The Framework is to ensure planning can provide for industry, business and commerce that is accessible, serviced with an adequate level of infrastructure, safe from natural hazards, buffered against sensitive land use, and does not compromise natural, cultural and community values.

3.5.1 Land for Manufacturing, Processing, Transport, Storage, and Servicing

There is an established manufacturing and processing industry base in value-adding primary resources, including food, timber, pharmaceuticals and minerals, fabrication of textiles, and machinery and components.

The sector relies on external markets. The Region retains ability to further expand value-adding capacity in resource commodities, despite recent closure of several major operators. Export orientated industry can drive population growth.

There is an established transport and storage sector, providing essential support for and largely reliant upon continued performance in export and import activity and for the movement of people and freight within and beyond the Region.

The majority of manufacturing and transport industry is focused on larger centres, with several locations in Burnie and Devonport; while resource processing industries are variously and more remotely located, including at Railton, Spreyton, Hampshire, Wynyard, Smithton and King Island.

Manufacturing and processing engages some 14% of the region's workforce.

All settlement areas include land for service industries orientated to support local communities with activity in the nature of building construction, minor fabrication, maintenance, repair, and cleaning. While this sector comprises the major proportion of individual industrial businesses, it is the smaller occupier of land, and has the lowest land demand.

The established pattern of industrial land use is highly fragmented; featuring small-scale locations and inter-mix and proximity to other land use categories; and precludes definition of major established or strategic industrial estates. There is a tendency in urban areas for all forms of industrial activity to collocate. Not all manufacturing and processing occurs on land

designated under planning schemes for industrial purposes; and there is surplus land stock of varying size in most locations.

It is important that planning determines demand and identifies suitable locations for both local service and export industries.

Spatial distribution and land demand factors differ between the three main industry types. There is a strong distinction in the respective drivers for service, transport and export orientated industry.

The common location factors for industry are flat land contiguous with other industrial uses, access to transport, energy, water and waste disposal infrastructure, proximity to a skilled and available workforce, and separation from sensitive uses.

Service industry requirements are largely driven by population growth, immediate proximity to the catchment population, strength of the local economy, and ability for complimentary association and aggregate to be operationally viable. Each settlement centre requires capacity for service activity on smaller sites (< 2ha); preferably in a designated location accessible to but buffered against conflict with other uses.

Demand within the next 20 years is anticipated to be low (SGS 2008); although existing arrangements in established areas are generally less than appropriate.

Whereas it is relatively straightforward to assume each settlement area will generate an internal need to predict and allocate land for service activity, and it is less certain to predict export industry needs.

Proximity to resource is a key consideration and major land users cannot always be accommodated by standard industrial designations. Planning need remain reasonably flexible to accommodate requirements of individual industries, including for specialist infrastructure or suitable environmental conditions.

Demand can be infrequent and lumpy. Recent closure of several large manufacturing enterprises has released designated land for possible redevelopment, thus down-sizing demand projections.

Transport and storage activities require large sites and proximity to major transport corridors and nodes, including State highways, rail, sea ports and air ports. Site selection factors hold much in common with those applying for manufacturing and processing; and a number of synergies support co-location.

The Department of Economic Development (2008) estimate export orientated industry has a potential demand across the Region of between 130 and 160 ha in the period 2006 to 2011; differentially distributed. These estimates assume continued expansion in export activity; and do not take account of land released on withdrawal of established industries, including the paper mill sites at Burnie and Wesley Vale. The estimate also underplays expansive industrial opportunity at Port Latta.

More recent analysis (AEC 2010) suggest the take-up rate for industrial land has been very low in recent years, and that existing designated supply can accommodate trend need for at

least the next 20 years, notwithstanding some locations are constrained in the nature and scale of activity that can be accommodated.

The DED analysis notes the primary constraint on access to industrial land is the small size and fragmented location of established industrial estates, the absence of adequate infrastructure in utilities, particularly for under-developed and vacant industrial land, particularly at Wynyard; proximity of many sites to established residential and other urban uses; and restraint on ability to expand in urban locations or over agricultural land.

Planning must be careful to protect against intrusion of non-industrial uses into industrial area where attraction of large lots, cheaper land and ease of access provide advantage over other sites. Bulky goods and large format retailing and recreation have emerged as competing uses for industrial land; and have potential due to their different purpose and character to displace and disrupt manufacturing, processing, and transport activity if allowed without fetter. It is appropriate these forms of use be recognised; and be provided with designated sites with a priority use for retail or recreation.

The Framework is to promote retention and rationalisation of industrial land in combination with expansion; to promote sufficient land in locations where transport infrastructure, energy and hydraulic services and communication have adequate capacity, and where there is ability to buffer against impact on adjacent land use and natural values. It also needs to retain flexibility to promote resource processing in locations close to source and on land where the priority for use is other than for industry.

3.5.2 Land for retail, business and professional service

Prospects for commercial and business activity are closely aligned to current and future population and to the capacity for economic activity to sustain a high proportion of the Region's workforce.

There is a strong public interest component in planning strategically for an aggregation of business and commercial land uses comprising a significant part of the regional economy; and which support wellbeing of the community through provision of access to consumer goods and services, and create places which provide a centre for community activity.

Emphasis must be given retaining viability of existing commercial centres and to improving the range of retail and business activity by enabling development that will enhance established character and identity. Capacity of a town centre to provide a vibrant and functional commercial space generates efficiencies in social, economic and infrastructure.

Settlement policy should encourage appropriate and sensitive redevelopment and rationalisation, with restricted expansion at the fringe of existing centres rather than in new locations to concentrate retail and commercial activity in geographically confined yet highly accessible locations. New retail and business activity should be directed to existing commercial locations unless appropriate to serve requirements of local populations.

Attention is required to avoid decline in attraction and performance of primary centres through dispersed provision of opportunity for bulky good and large format retailing on sites that are not contiguous.

Focussing high-order business and commercial activity into major centres at Burnie and Devonport; Latrobe, Sheffield, Ulverstone, Wynyard, Queenstown, Smithton and Currie will support on-going viability of these towns, and assist sustained access by the Region's population. It also provides incentive for effective public transport, and provides synergies which attract other human and recreation services.

3.5.3 Land for Micro-enterprises

Small business enterprises comprise some 80% of the Region's 7,000 individual business; and 58% do not employ labour.

The majority are in agriculture and primary production; but are expanding to include cultural, creative, knowledge based, and boutique activities reflecting tourism and lifestyle orientated undertakings. Micro-enterprises do not necessarily rely on a local resource or service a local market.

This group of industry has particular land demands. They are small scale, may be home-based, can exist as an adjunct to other activity, and provide an important employment source in remote and smaller centres; and preclude ability for ready designation of discrete micro-enterprise zones.

There are significant opportunities for growth in this sector based on promotion of lifestyle advantage and extra-regional connectivity.

Planning must be careful not to unreasonably and unnecessarily constrain or render unlawful micro-enterprise

3.6 Tourism

Sustainable tourism builds on the Region's natural advantages and distinctive cultural experiences.

The Framework is to consider opportunities in tourism built on existing lifestyle attractions, regional enterprises, and commitments to conserve and protect the Region's natural advantages and conditions.

Tourism is a modest but sustained driver for economic growth throughout the Region; through both direct visitor expenditure, and ability to convert into other economic opportunity by stimulating activity and exposing attraction of the Region as a place to live, work and invest.

Tourism has moderated impact of fluctuation in other industries of the Region in recent years, and has provided incentive to the Region's retail and hospitality sector. It provides opportunities for new businesses, and for existing business to expand and diversify.

In isolation tourism is unlikely to be the Region's primary economic driver for the future.

Small operators typify much of the Region's tourism infrastructure; and continued growth depends on a high profile regional and subregional identity, and effective marketing and

promotion to off-set limits in inter-state transport capacity, a relatively short season, reliance on domestic travel, and competition from more exotic locations. Drivers for tourism relate significantly to consumer knowledge, opportunity and disposable income; and the effectiveness of marketing and packaging programs

Tourism involves a complex set of activities and providers, many of which are embedded within the existing systems and attractions of value to local communities.

While the historic image of tourism in the Cradle Coast Region is as part of the Tasmanian experience, it is now adjusting to a more regional focus. Regional Touring Trails promote a mix of nature, wilderness, cultural and epicurean experience; capitalising on wild and rugged mountain, forest and coastal places, and the cultural legacies of its mining and agricultural traditions and population centres.

Although the Region contains the international calibre sites of Cradle Mountain and Macquarie Harbour/Gordon River, many of the region's natural tourism advantages are underdeveloped.

The future of tourism depends on sustainable development of the Region's natural and cultural attributes, the development of infrastructure and product, and the management of competing land uses to ensure tourism appeal is safeguarded without disruption to core regional activities, and is without alienation and displacement of local or regional communities.

Tourism related infrastructure such as accommodation and food is not exclusively about the "tourist experience". It also serves lifestyle requirements in local and regional communities; supports business travel and family visitors; and has a dimension that integrates with other regional systems. In this regard major facilities are best located where they can integrate with the structure and activity of settlement areas and service a wider need.

To the extent that tourism is recreation time spent in some-one else's backyard, the Framework does not need to specifically allocate land for exclusive tourism use. Integration of tourist facilities and accommodation into the general fabric and activity of centres and places is the preferred approach for enhancing liveability.

Discrete designation of land for tourism infrastructure within conservation areas will align with dedicated reserve management plans. Designation outside these locations will only be necessary where facilities are of a scale and nature exclusive to tourist purposes as to require individual identification.

3.7 Framework Outcomes for Economic Activity

Land use planning will support economic activity which –

- *respects the link between a healthy environment and a healthy economy*
- *is responsive to both economic and natural events at local and world level*
- *embraces regional advantage, technology, innovation and diversification to remain competitive in a global market*
- *applies communication technology to minimise barriers of distance*
- *value adds to improve return on raw and manufactured commodities*
- *has sustainable access to employment land and natural resources*
- *is underpinned by transport infrastructure for the efficient movement of people and freight within and external to the Region*
- *has access to secure and reliable energy and water supplies and waste management systems*
- *attracts and retains a viable regional workforce through choice and quality in lifestyle options and settlement patterns*
- *promotes equitable access to education, training, health and recreation services*

4. Settlement and Community

The Region's varied landforms and environment and its comparative geographic separation from the balance of Tasmania impart a strong wilderness, coastal, and rural identity. This gives it a distinctive settlement and community character.

The majority of the Region is comprised of rugged, elevated and deeply dissected landforms constituting the western and north-western flanks of the central Tasmanian plateau and the south-western mountain ranges. These are fringed at their western and southern margins by a high-energy coastline of rocky points, cliffs and wide sand barriers to the Southern Ocean. These largely undisturbed and high rainfall areas contain a complex diversity of geophysical, habitat, scenic and recreational resource. They represent many of the State's most significant conservation areas, incorporating highland, plateau, wild rivers, forest and coastal environments.

The southwest contains extensive areas of high value economic resource, including a system of hydro-electric storage lakes, high-concentration deposits of mineral ore, wild and cultivated fish stocks, native species forest, and non-protected wilderness.

A small but scattered population exists to service environmental, resource, recreation and tourism activities.

The settlements of the West Coast and King Island contain their own attraction, derived from relative isolation and proximity to mountains and ocean wilderness.

The Region's most intensive land use and areas of human occupation are concentrated on the gentler terrain of the lower elevation ridges and valleys and the long narrow coastal plain adjoining the coastline to Bass Strait. Here a combination of mild maritime climate, undulating landform, fertile soil, and reliable water supply has enabled a pattern of settlement and a cultural landscape in dramatic contrast to the rugged, remote and more extreme environments of the West Coast and King Island.

The island Municipality of King Island lies to the north-west of Tasmania and forms part of the Region. Although largely comprised of sandy soils, the mild maritime climate supports a productive and quality beef and dairy industry. The gently undulating landforms have been widely cleared of native vegetation, although significant wetland and woodland conservation areas remain.

The Island's small population (< 2000) and its economy are in large part directly reliant upon agriculture, although mining and tourism are also important. The island's remoteness and reliance on air and sea transport create unique land use planning considerations.

Current urban development occupies less than 0.3% of the region's land mass, yet has a strong visual and functional presence.

The nature and scale of established human occupation is characterised by a network of dispersed and discrete settlement centres, ranging in size from small rural localities to regional towns (20,000+), each with distinctive identity and set apart within a varied landscape of agriculture, forestry, wilderness and coast. 75% of the region's population live

in the settlements of the northwest coast. Settlement also occurs across the northern part of the Region in the form of unplanned rural-residential development.

These features are valued as an essential component in the Region's cultural identity, and provide a major consideration for economic development and an attraction for external investment.

The Framework must provide an approach which will assure the future performance and functional viability of the settlement network and accommodate change in population and economic activity, while also carefully managing the established form and identity of individual centres.

4.1 The Region's People

Understanding the characteristics of the Region's population will assist in meeting land requirements for housing, employment, and related infrastructure and community services.

The Region's population is relatively small at 110,000 in 2010; and has a very low density of 4.9 persons per square kilometre; although most are concentrated into the northern coastline where density in settlement areas at Devonport exceeds 200 persons square kilometre.

Over 60% of the population live in the adjoining municipalities of Burnie, Central Coast and Devonport; creating a disperse pattern of regional settlement in which some smaller communities are remote to very remote.

Population numbers has been relatively stable in absolute terms since the early 1990's; although show some volatility, declining marginally between 1996 and 2001, but trending positively since to 106,026 at 2006. Localised change and fluctuation has been differential, with some municipalities experiencing growth while others have lost population.

Local Government Area	Resident Population at June 2006
Burnie	19057
Central Coast	20663
Circular Head	7952
Devonport	24011
Kentish	5762
King Island	1639
Latrobe	8630
Waratah Wynyard	13411
West Coast	5006
Total	106,131

Prospect for population growth is not substantial in the short to medium-term. Accurate projections are difficult and uncertain given small population size and variability. The medium-growth scenario for Tasmania suggest a regional population increase of some 7,500 people or 7% by 2030 on a 2007 base of 110,085, a net increase of less than 0.5%

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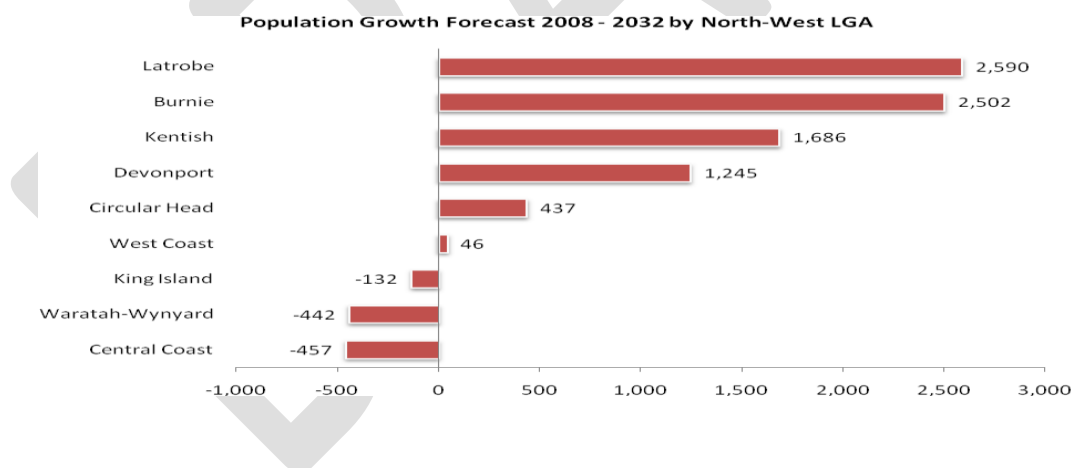
or 400 people per year. Low-growth scenarios indicate a static population, while high growth does not significantly exceed the medium projection.

Growth will be driven primarily by a small net gain in inward over outward migration, primarily from other regions of Tasmania and the mainland; and by low levels of natural growth. Inward migration reflects a balance of age groups; and most are not retirees. It is positive for working age people under 45 and children; with outward migration being primarily in the secondary and tertiary education age group, particularly from the more remote municipalities. Inward migration is attracted to all municipalities, although age groups vary.

Population will not change uniformly in all centres. A pattern of uneven internal Regional adjustment and distribution will occur, with some municipalities growing and others facing reduced population in the period to 2032.

The municipalities of Burnie and Latrobe are each anticipated to experience growth in excess of 2,000; and Devonport and Kentish will grow from between 1,000 people and 2000 people. Circular Head and West Coast will remain relatively static; and Waratah Wynyard, Central Coast and King Island could see a small decline in population numbers.

It must be acknowledged population projections reflect very small increments; and are based on retrospective data. Continual monitoring is required to assess movement in population as relatively small adjustments can manifest as significant change given the small samples sizes in all populations.



There is also likelihood of significant change in population structure, with increase in older aged persons. About 20% of the population are children. The number over 65 has increased by 25% between 1996 and 2006 to 16%, slightly above State and national averages for the period; and will continue to grow. However, over 50% of the population remains of working age.

Even in municipalities with little or no population growth, there will be continued development and changing demand for housing, employment, community services and amenities.

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Families with children remain the most common household type at almost 40%, slightly below national average, but fell by about 9% between 1996 and 2006. Some 26% are single person households, and 30% are families without children; both categories grew by about 16% between 1996 and 2006. Household size is predicted to decline from around 2.4 to 2.1 persons per dwelling by 2026. Almost 78% of households have been in the same dwelling for the five years prior to June 2006; suggesting a relatively stable housing market.

Middle-income households predominate across the Region; although there are very few high-income households (under 10%), and a significant proportion (27%) of low-income households, including families with children. The distribution varies marginally between municipalities; but the pattern is relatively uniform, indicating no focus of disadvantaged. There is, however, a level of housing stress at around 13% in 2005, a proportion which may have increased given significant upward movement in housing prices.

There is high degree of personal mobility across the Region; with over 50% of people working outside the municipal area in which they live. 52% of households have 2 or more motor vehicles; although 8% have no vehicle, and only 6% use public transport (buses) or walk to work, and less than 1% cycle. These data have implications for the pattern and distribution of employment opportunities; and may contain inherent dysfunctions if shortages and penalties emerge on fossil fuel use.

JTW DESTINATIONS 2006	JTW ORIGINS 2006								
		Burnie	Central Coast	Circular Head	Devonport	Kentish	King Island	Latrobe	Waratah/Wynyard
	Burnie	4875	1464	44	344	51	0	129	2543
	Central Coast	233	2977	0	469	70	0	156	86
	Circular Head	36	7	2608	0	0	0	3	97
	Devonport	148	1322	3	5540	601	0	1532	79
	Kentish	4	43	3	123	656	0	97	11
	King Island	0	6	0	0	0	609	0	0
	Latrobe	23	183	0	706	163	0	1279	13
	Waratah/Wynyard	537	102	49	33	6	0	30	2460
	West Coast	35	27	0	24	7	0	14	37
									1476

Cradle Coast Region Journey to Work – origin and destination by municipality

Collectively these factors have ramifications for economic and social security and sustainability, for efficient land release and for housing mix and affordability. They also

impact the nature of employment options and community support service needs in future years. They are however, relatively consistent with national and State trends, and do not mark out the Region for special circumstance considerations in land use planning.

The people of the Region hold strong attachment to land and community, and express value statements which reflect a deep respect for natural systems and a commitment to community identity. The region is described as being a place that remains free, clean, natural, open, and wild; and retains a spirit of pioneering and self-reliance. It is also described as safe, supported, serviced, and possessing a clear sense of identity and inclusion.

These values are important for informing the choices to be made in land use planning and for the manner in which land use and development opportunities are allocated and managed. These values reflect awareness and knowledge of a past, present and future dimension; they promote balance in policy outcomes between a strong economy supported by land and natural resources, clean and healthy natural systems, and people-friendly communities.

4.2 Settlement Areas – places for people

The term settlement is used to describe the manner in which people occupy and use land.

Settlement includes the function and distribution of towns and related activities, the utilisation of natural resources, the carrying out of economic activity, the arrangements for movement of people, freight and utilities and the provision of services for individuals and communities.

Sustainable settlement promotes provision of healthy and successful economies and societies, and a respectful relationship with natural systems.

The manner and processes by which we locate, design, grow, service, live and move as communities directly impacts land, and determines how it may continue to be used into the future. The pattern and function of settlement influences whether there are safe, healthy, efficient and pleasant places in which to live, work and visit.

The primary purpose of the Cradle Coast Regional Settlement Framework is to help balance economic, social, environment, infrastructure and human service needs and to guide future development and investment.

4.3 Activity Centres – identifying role and function

The ability for the Region to support a healthy and liveable community can be enhanced and protected by ensuring the level of investment in human and infrastructure services and business activity is adequate in purpose, scale and location to meet regional needs

There is no single dominant centre within the Cradle Coast Region, and no immediately external centre which assumes this function.

Launceston (100,000) is sufficiently distant to exclude significant influence on employment, commercial and community activity; it does not place demand on the Region for dormitory

residential or utility support functions, thus allowing the Region to function as a separate and relatively self-contained unit.

Absence of a single dominant centre excludes natural aggregation of higher-order functions.

The relatively small size and geographical arrangement of established settlement located between Port Sorrell and Wynyard means these places tend to function in many respects as a dispersed but collective activity centre. While the majority of regional scale activities are provided from Burnie and/or Devonport, there is also a distribution of regional functions across other centres. More remote centres also contain activities at a scale which exceeds immediate need of the resident population

The evolved settlement pattern manifests a functional structure, enabling viable capacity and regional independence on a range of economic, social and community services and facilities.

The small and dispersed regional population has created variously sized middle-order and local centres where some elements of commercial and community function and activity level is often disproportionate to population size, and there is a tendency for over-service to ensure access to core facilities.

Settlement priority will be to strengthen economic and social viability by focusing activity dependent on a regional or district catchment population into a few centres, while also promoting liveability in all centres through policies for enhancing local employment, business and community opportunities.

The urban area of the cities of Devonport (22,300) and Burnie/Somerset (19,200) are located some 50 km apart within the concentrated coastal settlement area. Each serve a substantial regional catchment and are clearly the established major population and activity centres.

The two centres provide the focus for higher order human service delivery reliant on a population size exceeding that of any single resident community in health, education, cultural, community functions, industry, transport, business and commerce, retail, administration and recreation. The Cradle Coast Region has a significant reliance on each as a provider of regional level service and activity.

Both Burnie and Devonport are comparatively small regional centres, and the viability of some established higher order functions may be marginal if allocated on population criteria alone.

The towns of Latrobe (2850), Sheffield (1050), Ulverstone (9800), Wynyard (4800), Smithton (3360), Currie (750) and Queenstown (2120) are each the centre for their respective municipal areas. Each town serves a district catchment larger than the resident population in essential and some optional economic and community retail and community functions.

The more remote towns of Queenstown, Currie and Smithton provide a level of service to their immediate populations in some respects equivalent to that of the larger centres.

Settlements at locations such as Port Sorell, Penguin, and Somerset each contain a moderate-sized residential population. While these centres may be relatively self-sufficient in convenience services, they are not sufficiently diverse in function to be considered individual district centres. They are each closely aligned and dependent on larger centres at Devonport, Ulverstone and Burnie respectively.

There are a number of varying size smaller centres across the northern coast and hinterland, including locations such as Wesley Vale, Spreyton, Forth, Wilmot, Turners Beach, Railton, Gawler, Ridgley, Yolla, and Sisters Beach, Forest, and Irishtown. Each supports a permanent residential population, and provides a focal point for local convenience requirements and community interaction.

There are also places which may more accurately be described as a locality or community hub, where the existence of a facility such as a school, hall, sports ground, or convenience store provide a focus for social interaction. These include the various shack site clusters and coastal hamlets such as Edgecombe Beach, Crayfish Creek, Redpa, Marrawah and Arthur River, where populations may be semi-permanent.

There are local centres where there is high level of singular activity allowing recognition as a specialist place. These include the townships of Zeehan and Rosebery on the West Coast which primarily support mineral extraction. Cradle Village, Strahan, Tullah, Stanley and Waratah have all emerged from alternate beginnings to become primary tourist centres.

Specialty functions in these towns can have a transient or cyclic existence with peaks and troughs in population, employment and investment subject to global market fluctuation and seasonal interest. These cycles and uncertainties can impose different demands on housing and infrastructure not evident in centres with a more permanent population; and which may impact adversely on the longer-term liveability and viability of a centre.

Several of these centres have sought to re-invent themselves as tourist destinations, and place emphasis on heritage and eco-tourism to market profile. Although permanent population growth is unlikely to be substantial, the need to maintain services and to retain capacity as liveable communities is recognised. The mechanisms used to allocate land for use or development, and to deliver services, however, may not be consistent with models applied in other centres.

While there may be differences between centres the nature of core business, infrastructure and community services available in each centre is generally adequate and commensurate with size and function. Towns are well connected by road and telecommunications; they are internally provided with reticulated utilities and community facilities to meet primary needs in education, health care and recreation. The principal cause for concern is to secure more immediate access to a broader and more sophisticated level of service at local level.

The need to sustain or increase the level of service in any centre will be dependent on population change, economic activity, and incentive for alternate economic and social initiatives; this will be driven in large part by location, utility, transport and resource advantage, and the pace of local growth. Increase in local activity, and a broadening of the economic and population base of the Region, has potential to increase service levels and to improve community and cultural facilities within each centre.

It is important to retain and enhance the established role and the diversity of function for the existing regional service centres, and to minimise likelihood for erosion in capacity which may reduce viability of function or elevate leakage to centres external to the Region.

There is need for a policy arrangement that will sustain provision of higher order social and economic services to the Region, including from the established centres in Burnie and Devonport; and to retain and reinforce the role of Smithton, Queenstown, Wynyard, Currie, Ulverstone, Latrobe and Sheffield as service centres with a district orientation and capacity to satisfy some regional needs. The objective should be to meet need through coordination rather than competition; and in a manner which does not disadvantage any centre to capitalise on advantage for servicing elements of regional need.

It is also important to avoid commercial and community services of regional and sub-regional or district scale relocating or emerging in local centres. Limit on nature and size is required for activity in local centres in order to not only ensure efficient allocation of land and resources, but to also further reinforce the key role of established centres in meeting district and regional needs.

Notwithstanding, planning must ensure the liveability of all centres is supported by allowing a range of employment, retail and community service activity at a scale that is in accordance with size of the local population.

Regulating activity and services into targeted service centres is an effective planning tool that provides certainty and confidence for investment decisions. It facilitates outcomes which can ensure access to a range of business, community and infrastructure services that may not be adequately justified on population size.

Describing the current and desired future role and function for each of the main towns within the Region will:

- support the incumbent strength and collective drawing power of existing development of a like kind
- provide justification for service provision and investment over and above the use of population figures
- establish each centre will have a role in servicing the regional settlement pattern
- clarify and coordinate action to ensure a balanced and considered mix of activities at a scale and standard appropriate to needs of the Region
- focus human service and community support, administration, business, cultural, retail, recreation, personal, professional, and sporting activities dependent on a regional or sub-regional catchment into the major regional centres and district centres
- direct population growth to those areas where expansion is most likely; where the level of service provision and economic activity is best placed to assimilate growth
- protect and build on viability of existing and planned public and private investment

- avoid loss, depletion, fragmentation or dysfunction in service provision through emergence of competing locations or dispersal of key functions across a number of centres
- strategically identify where growth and enhancement of regional and district level services and infrastructure should be supported and located
- promote equity, efficiency and effectiveness in planning and investment for community services and infrastructure between centres
- promote access and connectivity between centres

The description of activity centres that apply for the Cradle Coast Region is:

Centre Description	Centre
<p><u>Regional Activity Centre</u></p> <p>Provide services and facilities which deliver for needs of the local community together with a wider regional or subregional catchment.</p> <p>These towns offer higher order services reliant for operational efficiency on a population of regional or sub-regional size or on a single or limited number of locations in education, health, culture and entertainment, community support, professional and personal service, comparison and specialty retail, sport and recreation, and diversity in housing options.</p> <p>Major centres are primary nodes for industry, business, public sector, and transport activities with a regional focus; and offer a range of employment options.</p>	Devonport and Burnie.
<p><u>District Activity Centre</u></p> <p>These towns have a smaller but inconsistent population base and provide services and facilities which meet needs of an immediate discrete hinterland in addition to the local community; and may also contain some activity which is of a regional scale . They offer a range of services in education, health, culture and entertainment, community support, personal service, and convenience and comparison retail options.</p> <p>District centres may offer a range of employment and business opportunity.</p>	Latrobe, Sheffield, Ulverstone, Wynyard, Smithton, Queenstown, Currie

<p><u>Local Service Centre</u></p> <p>Local centres may be of varying population size and cater to the immediate needs of the local community in housing, education, health, culture and entertainment, community support, personal service, and convenience retail options.</p> <p>Employment and business options are sized and orientated to the local population. This may involve industry with strategic resource based needs.</p>	<p>Railton, Port Sorell, Forth, Gawler, Penguin, Sulphur Creek, Ridgley, Somerset</p>
<p><u>Specialty Centres</u></p> <p>Small centres which include a singular primary purpose derived from natural attributes of the locality and support resource development or tourism.</p> <p>Specialty centres also operate as local centres and provide convenience services for the local community.</p>	<p>Rosebery, Zeehan, Savage River for mineral extraction</p> <p>Cradle Village, Strahan, Stanley and Waratah for tourism</p>
<p><u>Localities</u></p> <p>Small settlements where limited small-scale convenience retail or community facilities provide a focus for local communities</p>	<p>All other centres</p>

The service centre description does not imply a fixed hierarchy on the role or function of a centre, or diminish ability for each centre to meet requirements of its immediate catchment population or to provide a regional function for which it has a unique or superior advantage.

The concept is applied as a descriptor to assist planning within a Region where there is no obvious and dominant centre, and where many regional functions are provided across a dispersed area within the Region's central north coast.

Land use planning is to allow continued adjustment in the nature and scale of activities in response to future growth and change. The Framework carries policy which seeks to aggregate activity so as to reduce need for travel to access the services and opportunities which can best support a viable and vital localised lifestyle – with consequence for the range of locally available employment, business and community support opportunities.

However, there are some services which require a regional scale population to be viable and sustainable. The Framework recognises the absence of a dominant regional population centre as a logical magnet for such services. It also recognises the risk that an unmanaged or competitive approach to accommodating regional level services could fragment and disperse such services to the detriment of the Region as a whole.

Accordingly, Framework policies promote the need for regional level services to continue to be focussed into the major centres, primarily although not exclusively Burnie and Devonport, where there is an established function which can be built upon and embellished.

The Framework seeks to manage but not exclude the emergence of regional focus activities outside these centres in accordance with criteria that will protect the viability of incumbent investment, promote the benefits of alternate location, and ensure the continued capacity of the Region to independently service its social and economic needs is not compromised.

4.4 Settlement Pattern - managing development and growth

Cradle Coast settlement areas each provide accessible, attractive, functional, safe, sustainable and inclusive places in which to work, live and visit.

An important role of land use planning is to coordinate the provision of a land supply that will match present and reasonably predictable future needs for housing, industry, commerce and recreation.

This requires knowledge of the physical characteristics and capabilities of land; and the nature and scale of the likely pressures and demands for use and occupation.

A range of environmental, economic, cultural and socio-demographic issues need to be considered.

Almost 70% of the Region's 22,492 km² is closed to settlement as conservation and state forest reserves; and 17% is significant for cropping, grazing and plantation forest.

Urban development in established settlement areas occupies less than 0.3% of the total land area.

The varied topography and geography of the Region has influenced settlement patterns and will continue to do so.

The relatively easily travelled but narrow northern coastline dictates a linear and elongated pattern of close-spaced settlements; while the rugged terrain of the south and west has produced a more segregated and isolated settlement outcome.

The relatively benign maritime climate, rich soils, and gentle terrain of the north have enabled extensive cultivation; whereas the more extreme climate and topography of the south and west has sponsored settlement by necessity rather than desire.

There is no existing strategy or structure plan for the pattern of regional settlement.

As a consequence, current arrangements for settlement create a number of issues for sustainable regional development including encroachment on areas of natural and resource significance, fragmentation and dispersal of employment land, uneconomic use of land and utility and community services, and exposure to natural hazards and risk to people and property.

While there may appear to be large quantities of land zoned or identified for residential and urban purpose within the Region, land supply may not always be assured in accordance with need, or with land capability or service availability.

Municipalities need to prepare local settlement management plans that will enable orderly and economic response for movement in social and economic activity. Mechanisms to carefully monitor and regularly review forecasts and land supply must be integral to on-going implementation of the Framework.

Infill and consolidation within and immediately adjoining existing centres should be given priority over development in more remote locations so as to minimise impact on sensitive and significant lands, and to maximise adequacy and availability in utilities and community service. It may be appropriate to increase urban density and propose a higher proportion of multi-unit dwellings over detached housing.

Vacant land allocated for future residential and other forms of urban use need to be reviewed to rationalise isolated and sensitive locations, and to consider the implication of increased likelihood of exposure to adverse impact from coastal process and other natural hazards, including where established settlement and infrastructure may be at risk.

Settlement management plans should ensure compatibility with local identity and established character and create centres which are functional, attractive and sustainable.

Issues of social equity, access and affordability must be addressed.

Unrestrained urban development, and coalescence of centres through mutual outward expansion, particularly within the closer spaced settlement band between Latrobe and Wynyard, will remove community and spatial identity and devalue the urban-rural/wilderness interface. It also has implication for the efficiency of land use and the functional capacity of towns as liveable places.

Contemporary planning principles promote a preferred settlement plan for the Region which favours consolidation of existing towns over expansion and creation of new centres.

The aim is to build on established centres to support local and regional communities and economies, concentrate investment into the improvement of infrastructure and services, and to maintain and enhance identity, character and quality of life without compromise to health of natural systems and significant economic resources.

In order to deliver efficient and economic outcomes, development must be matched to need, and be in accordance with both the capability of land and the capacity of utility and community services.

Effective management of settlement and development is a priority regardless of the rate or direction of growth and change. There are no indicators to suggest rates of growth in the Cradle Coast Region will be either rapid or substantial. Immediate development needs can be reasonably satisfied through consolidation and rationalisation of existing settlement land.

Consolidation and expansion of existing settlements must be managed to avoid ad hoc and dispersed release of new land remote from infrastructure and services, and which may contribute to decline of other settlements.

The imperatives of climate change and energy pricing require settlements to achieve improved levels of energy efficiency to reduce carbon emissions and consider the cumulative impact of change in natural conditions.

The aim is to build on existing communities which can support local and regional economies, concentrate investment in the improvement of services and infrastructure, and enhance the quality of life in those centres.

For these reasons it is logical the majority of settlement growth in the Region is to be in the existing urban centres between Burnie and Devonport, including Penguin, Ulverstone, Latrobe and Port Sorell.

The established settlement pattern presents as a network of compact and contained, relatively close spaced, and well connected centres of small to medium size, located within an immediate matrix of farm, forest and coastal landscapes, and each with individual identity.

The Framework promotes consolidation over expansion, with emphasis on infill and redevelopment. No new discrete settlements are supported and opportunity for expansion will be restricted to locations where there is demonstrated need and the scale, form, and sequence of the release is justified under a local settlement strategy.

The retention of inter-centre breaks and a clear use and visual transition is important for individual township identity, and for the regional settlement character. Merging or coalescence of centres is to be discouraged.

While this approach ensures the major portion of the Region's residents have reasonable proximity and access to services available in medium sized towns, the dispersed low-density settlement pattern across the balance area create challenges for provision of infrastructure and higher order services to the more remote Circular Head, West Coast and King Island populations.

The provision of appropriately zoned land and the finer grain detail for how development will occur is to be determined at municipal level through local settlement strategies and structure plans, prepared in accordance with the Cradle Coast Land Use Strategy principles and reflected in the provisions of local planning schemes. Plans must identify locations and sequence for growth and redevelopment in accordance with land capability and infrastructure capacity, and be consistent with established demand for housing and employment land.

Local plans will contain opportunities for higher density development, and requirements to address function, attractiveness and sustainability of centres.

Existing settlement footprints and urban boundaries must be maintained unless there is demonstrated need to expand or adjust.

4.5 Settlement Character

The pattern of settlement and the way in which towns are designed and managed not only affects how they relate and look, but how they function.

Well planned towns respect their identity and surroundings, protect areas of natural and cultural value, are well connected, encourage investment, and provide convenient, safe, attractive, inclusive and sustainable places in which to live, work and visit.

Character of the Region's individual towns is well established and distinct physical and community identity reflects local history, geographic position, natural features, community values and future aspiration.

It is important to understand what is unique, special or particular about each place, and to define desired future character. The elements defining character and place go beyond those afforded formal protection under heritage conservation rules or the grand and spectacular. Core elements are concerned with the common place and ordinary, with the quirky and the unconventional.

There is considerable internal Regional interaction and connectivity between centres, with high levels of personal mobility for employment, recreation and social activity. However, reliance on personal motor transport has implication for safe and functional intra-regional road systems, and for availability of public transport.

It also raises issues of energy and carbon efficiency. Challenge for the Framework is to balance retention of capacity and value in the existing settlement network with incentive for more self-contained centres.

It is the established pattern and form of development which most influences attraction and liveability of a town. There are many actions which can inadvertently and significantly impact these attributes including insensitive civil construction, ill-conceived urban improvement programs, and the application of externally sourced design codes applied arbitrarily without regard to local circumstances.

While radical reconstruction in the core structures and layout of existing centres, and in the distribution of function within the space is unlikely within the predicted pace and nature of population and economic change; growth and development to meet emerging needs, or to re-invent place and purpose, carry potential to under-mine or destroy character.

Provision of appropriate design and development guidelines for development of land, including subdivision lay out, building density, height and mass, and urban spaces in both the public and private domain can assist capture and understanding of the essential character and identity attributes for each centre.

Standards can assist to ensure new development is reflective and courteous to existing character without compromise adaptability, performance and attractiveness as a place to live, work or visit. Generic and imported guidelines can be counterproductive, and do not reflect the essence of place.

The Framework can promote growth and development of settlement within the Cradle Coast Region that is directed toward existing and distinct centres where there is appropriate land capability and which can each be serviced efficiently and equitably without degradation for natural values, significant economic resources or qualities as liveable communities.

The pattern of settlement across the Cradle Coast Region will reinforce character as a network of distinct but well-connected centres of varying size and function, within which development and growth is strategically planned and managed through urban planning processes that support intensification of development into a compact, well serviced and efficient urban form, and which assist integration of land use, transport and economic and community activity without compromise to sensitive natural values or to significant economic resources.

4.6 Protecting people and property

The places in which people live and work should not be in locations where they are at risk from natural and human induced hazards

Not all land contemplated or allocated for settlement use has equivalent capacity for development.

Land allocated for housing, employment, community, resource development and essential infrastructure purposes must not be located within or adjacent to areas which are vulnerable to an unacceptable level of risk from physical hazard such as landslip, bush fire, flooding, coastal regression and inundation. This also includes areas near human induced hazard such as contaminated land, hazardous or noxious activities such as petroleum storage or sewage treatment works. Also from activities which may impact on amenity such as extractive industries, mining, manufacturing and process, large-scale recreation venues and major transport routes.

Constraint on settlement must apply where development has potential to unnecessarily exclude or unreasonably constrain or impact the preferred use of land, including for an ecological process or as an economic or cultural resource. Naturally occurring hazards can be modified and intensified by human development.

While it will not be required that all development be excluded from vulnerable areas; the benefit of locating sensitive land uses on sites which exhibit high levels of risk or development constraint must be balanced against the potential human and environmental costs associated with disaster response and recovery, and for restraint on enjoyment or production. The tolerance of the wider community and future generations to accept unreasonable levels of risk, including by insurance providers and government relief programs; and the liability of policy and decision makers for the consequence of risk must also be considered.

It is necessary to establish an acceptable level of risk for each known hazard category.

The level of knowledge and assessment of risk associated with each hazard is variable and incomplete. There are a number of continuing investigations which will assist understanding

of the potential impact of natural hazards and risks within the Region; and of the impact of settlement and development on the health and integrity of natural and resource systems; particularly around impacts of climate change.

Strategies and thresholds criteria for acceptable levels of risk are fluid in the face of expanding knowledge and community expectation.

The existing pattern of settlement in the Cradle Coast Region already occurs on land vulnerable to a range of both natural and human induced risk.

- The extensive coastline contains sections of low lying sand and soft sediment susceptible to mobilisation, particularly under storm conditions, and inundation with rise in sea level.

Portions of the established settlement areas at Pardoe Beach, Turners Beach, Devonport, Ulverstone, Penguin, Heybridge, Burnie, Wynyard, Sisters Beach, and the coastal villages between Rocky Cape and Stanley; and the main road and rail corridors connecting coastal communities, are all sited on vulnerable coastal formations.

- Much of the steep coastal escarpment and adjacent ridges, favoured for residential development due to elevated and northerly aspect, is susceptible to geological movement.

Significant urban development has occurred within these areas between Devonport and Boat Harbour, and on the west coast at Strahan.

- The relatively small and steep catchments of the Region's river systems preclude extensive and prolonged flooding.

Events are localised and small scale, and most settlement is clear of exposure major flooding in rivers. However, change in catchment land use, increased rainfall intensity, and restriction at drainage outlets due to storm induced and permanent sea level rise may exacerbate risk of flash flooding in established settlement areas when storm water drainage capacity is exceeded in the short-term.

- The Region's expansive areas of native and plantation forest, coastal woodland and heath, and peaty grasslands are susceptible to wildfire.

Predictions for warmer temperatures, drier summers and stronger winds resulting from climate change increase vulnerability of these vegetation communities to fire, and the risk for adjoining settlement.

Exposure to bush fire risk occurs at a number of existing settlement locations, including Burnie, Sisters Beach, the west coast towns, and on King Island. Rural lifestyle development in peripheral bush land and isolated locations are also at potential risk.

- Naturally occurring conditions within some soil formation have potential to create significant risk for natural and economic systems, and for infrastructure and construction if disturbed and inappropriately managed.

These include highly toxic and corrosive acid sulphates released by exposure to air of wet organic soils (prevalent in low lying coastal areas and peaty grass lands); and salinity, known to occur on King Island.

- The Region is economically and socially reliant on continued access to healthy natural systems and resources, particularly for agriculture, aquaculture, forestry, minerals, water supply and tourism.

These activities and values can be permanently compromised through inappropriate location of settlement and development, both within and at the margins.

Development may either directly exclude access; or restrain use and quality.

Continued interest in rural lifestyle and coastal living, and in resource development, will maintain pressure and competition for access and impact to these resources.

- The evolved pattern of settlement, absence of urban design, and misplacement of activity has resulted in juxtaposition of land use of a type and in a manner that is not always compatible.

The challenging hinterland topography, and an early focus on coastal shipping, has resulted in major transport and utility corridors and nodes sharing the narrow coastal plain with the major portion of the Regions urban settlement.

These associations contain a number of risks for safety, health and amenity; including the legacy of past activity which may have contaminated or defaced land; and have consequence for efficiency, performance and attraction for investment.

There is a fragmentation of industrial land such as to preclude designation of discrete Regional industrial estates; and established locations are frequently small-scale and adjacent to residential and other urban uses.

Predictions for Regional growth and development in the short to medium-term provided limited indication of need for significant expansion of settlement; or for incentive to initiate major restructure in the allocation of land use and the form of townships to address many of the known risks and constraints on settlement.

Risk is not only connected with direct physical harm.

There are substantial social and economic consequences associated with likely exposure and impact of both catastrophic and incremental events including: disaster response, grief management, loss of income and property value, and adjustment in availability and coverage by insurances.

The Framework is to avoid creation of settlement opportunity in location where there are or are likely to be factors which provide an unacceptable level of risk to life, property or amenity or to economic and natural systems.

4.7 Land for Housing – places to live

Accessible, affordable, appropriate, safe and secure housing is a basic human need, and a critical component for community well being.

The design of housing, neighbourhoods and centres can impact on wellbeing of individuals and communities.

Living on the Coast

Cradle Coast Regional Land Use Planning Framework 2010- 2030

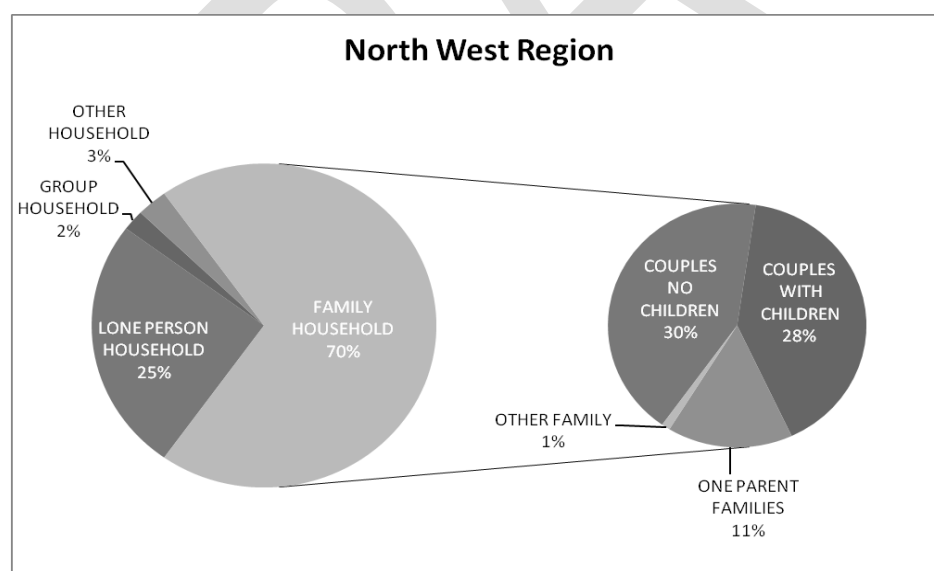
Planning must facilitate housing options that are affordable, accessible, appropriate, safe, secure, and well located within serviced, attractive, functional and safe environments. The changing demographic of the Cradle Coast Region is likely to continue a significant shift in consumer housing demand.

An ageing population, declining household size, more single parent families, single and communal living requirements and varying economic and stage-of-life circumstance suggest continued movement away from the current predominance of single houses to more diverse and articulated housing preferences.

There are currently some 49,000 dwellings within the Cradle Coast Region; 14% or 6600 of which are described as flats and units. The proportion of units to detached houses varies between municipalities with the higher concentrations in Burnie, Devonport and West Coast; however, nowhere exceeds 20%. The type and mix of housing offers limited choice.

Some 60% of housing stock is occupied by only one or two people; yet over 75% consists of dwellings with three or more bedrooms. Population predictions and falling occupancy rates suggest an additional housing demand of some 8,600 dwellings or 18% growth on existing housing stock over the next 20 years.

If all new dwellings are provided in multiple unit buildings, the result is 32% of housing stock in units or flats at 2030. However, a scenario involving no new single dwellings is most unlikely and even with trend to more unit developments single detached houses will remain a majority form of housing option.



Although projected population increase remains low, demographic data indicates that in common with the rest of Australia, housing occupancy rates in the Cradle Coast Region will fall to approximately 2.1 persons per dwelling by 2030; with a potential gross land requirement of 570ha at relatively low urban densities of 30 to 40 persons per hectare.

Living on the Coast

Cradle Coast Regional Land Use Planning Framework 2010- 2030

The distribution of housing increase will not be even, with concentration occurring in those locations where population growth is anticipated, and where land capability allows.

Assuming a continued trend favouring increase in the proportion of multiple-dwelling development it is likely housing densities (but not necessarily population density) will increase within some established residential areas over time. Such an outcome is consistent with objectives to improve efficiency in use of residential land; and to accommodate housing choice through provision of alternate forms on single houses.

Municipality	Flats & units	Residential houses	Rural-residential houses	Rural houses
Burnie	16%	72%	9%	3%
Central Coast	11%	63%	19%	6%
Circular Head	8%	41%	34%	17%
Devonport	18%	74%	6%	1%
Kentish	3%	29%	53%	15%
King Island	9%	52%	12%	28%
Latrobe	13%	52%	29%	6%
Waratah/Wynyard	14%	56%	24%	6%
West Coast	18%	80%	1%	0%
TOTAL	14%	63%	18%	6%

Given the considerable lead time often associated with urban land release, and a practical need to retain a minimum 10-year outward supply, considered planning is required to ensure housing land is consistent with demand over time.

Anecdotal evidence suggests most centres have sufficient surplus in both land stock and utility capacity to accommodate development within the timescale of the Framework.

It is noted Cradle Mountain Water assume an equivalent population of 3.5 persons per tenement for assessing asset capacity; this is considerably above the current and projected occupancy rate for dwellings in the Region. 33,760 dwellings or 70% of total housing stock is located within serviced urban centres.

The maximum theoretical population at the design asset capacity population for water and sewage in existing housing tenements is 118,150 against an actual population of some 79,000 at 2.33 persons per dwelling. In short, the existing residential land has potential capacity to grow by 39,150, or almost 50% on 2010 levels before service capacity is stressed.

Centres will need to determine continued capacity to infill and expand into the future.

It is anticipated trends to more compact and multiple housing forms may enable increase in urban densities through urban consolidation and reduce need for expansion of housing into new release areas.

There is increasing housing stress and inequity in access to affordability and home ownership. At the same time, there is a growing demand for high quality housing options to meet needs of the financially independent, including retirees.

Flexible land use policies are required which provide for a range of housing options and tenure in locations that are accessible to services, employment and community facilities. These policies should not impose compliance requirements which are unreasonable, unnecessary or unrealistic against need and affordability.

There is a strong presence of rural lifestyle housing within the hinterland immediately adjoining most of the northern centres.

Historic patterns of land division throughout the northern part of the Region have resulted in a large number of relatively small land lots. Some are too small if managed alone for viable traditional agriculture; but are attractive as residential sites. This ad hoc and dispersed pattern of rural lifestyle development can exclude and constrain land significant for agriculture, and makes it difficult to adequately service through traditional models.

Policies are required to provide a more structured approach to legitimise rural settlement development as a dimension to housing and lifestyle choice in accordance with the Framework principles for settlement. This includes designed rural residential estates for very low density housing within a rural setting absent of any direct association with primary production, and managing opportunity for housing outside designated rural residential areas.

The Framework must ensure adequate opportunity for choice and diversity in housing location, type and style appropriate to all needs and circumstances; and which are designed to complement the natural and built environment and which maximise opportunity for amenity, safety and efficiency.

Rural residential is a legitimate housing option and should be located without creation or increase in demand for inefficient infrastructure and service provision, compromise for future urban settlement, risk to people or property or impact on resource development, natural and cultural values.

4.8 Community Services

Effective levels of community service and facilities in accordance with settlement pattern and need are essential to support a healthy, developing and vibrant resident population in the Cradle Coast Region.

Living on the Coast

Cradle Coast Regional Land Use Planning Framework 2010- 2030

Community Service facilities includes provision for health, education, family and community care and support, public and civic administration, arts, cultural, recreation, legal and financial advice, public safety and emergency services.

The scale and standard of provision is population dependent and largely, but not exclusively, public funded. These activities are collectively high employment generators, although recruitment and retention of professional providers can be challenging.

Delivery of human services is a key priority for community stability and identity and essential to the health, welfare, development and quality of life of the Region's population. Services must particularly meet growth in aged care needs, and retain attraction for youth and young families.

The relatively small and dispersed population, even within the more intensively settled northern coast, present challenge for delivery of adequate services in locations where they are required. Demographic change increases complexity for the sector to plan and deliver, and impacts the immediacy, nature and location of service provision.

Land allocations and planning requirements must be reasonably flexible and dynamic to ensure services provision is accessible, cost effective and responsive to community need.

Location of higher order health and human service activities dependent on a regional population are currently focussed into Burnie or Devonport. Retention of existing regional health care capacity is essential through priority location of expanded facilities into locations where there integration and co-location is advantageous. Opportunity must also be available for expanded health services at each district centre and in the larger local centres to meet immediate community need; particularly through application of emergent alternate health care and delivery arrangements.

Demographic trends to an aging population will require improved aged care services, including residential facilities and home support services.

Education to secondary level is available from public and private providers in most district and larger local centres. Flexibility is required to avoid permanent designation of school sites in order to allow adjustment as population characteristics change.

Multiple-use of school facilities must be allowed to promote efficient return on investment, and to build opportunity for community interaction.

Senior secondary, tertiary and vocational training opportunities are variously provided, primarily in Burnie and Devonport. Alignment of courses to industry and employment needs is beyond capacity of the Framework. However, development for training must not be excluded in locations allocated for industry and business.

The Framework can promote communities where there is access to essential services responsive to daily needs and which are a foundation to quality of life and success as a viable and inclusive community.

Land use planning cannot, however, produce “community”. Community is not a product capable of deliberate creation. It is the by-product of shared circumstance and experience. Planning can assist the development and retention of community by allowing opportunity for greater community engagement, interaction and proximity of in a variety of activities and needs through collocation and shared use of facilities and compact and mixed urban spaces.

4.9 Sport and Recreation

Access to active and inclusive sport and recreational opportunities enhances community and individual well-being

The Region provides a comprehensive range of sporting and recreation facilities and opportunities, often above the standard generally associated with a population of its size.

Recreation, sport and healthy life-style opportunities are widely recognised as factors which contribute to individual health and community cohesion and to the attraction of place.

The sport and recreational requirements of the Region have been expansively examined and a number of strategy and policy positions have been established, including in the Cradle Coast Regional Open Space Strategy.

Key elements note the changing nature and pattern of involvement away from organised field sports toward less structured activities requiring multipurpose and linear spaces. This has implication for access and linkage of land with environmental and aesthetic appeal, particularly in coastal and bushland locations; and the incorporation of recreational opportunity as an aspect of other land use.

The role of land use planning is to assist allocation of land in accessible locations and of appropriate characteristics to allow community use.

4.10 Framework Outcomes for Settlement and Communities

Places for people will support sustainable, healthy and prosperous communities, a wide range of quality services, and an enviable lifestyle where -

- *the pattern of settlement provides a network of compact, well connected and separate centres each with its own character and identity*
- *centres and settlement areas each provide a healthy, functional, pleasant and safe place in which to live, work and visit*
- *centres and networks support a high level of social capital and interaction*
- *the role and function of each centre supports regional and local access to services*
- *diversity and choice is available in the type and location of housing, employment, business, cultural ,recreational and community opportunities*
- *land supply is matched to need*
- *areas of significant natural and conservation value are respected*
- *access to resources of economic value is not unnecessarily excluded or unreasonably constrained*
- *significant natural, cultural and historic heritage is recognised and respected*
- *people and property are not exposed to unacceptable levels of risk*
- *land and infrastructure is efficiently and economically used*
- *transport, utility and human service infrastructure is planned and available to meet the Region's needs*
- *energy and resource efficiency is incorporated in the design, construction and operation of all activities*

5. Provision of Infrastructure – supporting people and economies

Infrastructure, and the manner in which it is planned and provided, is an essential factor in supporting a robust and diverse regional economy, liveable communities and a clean and healthy environment.

Settlement growth and development and infrastructure provision must be coordinated so as to ensure existing infrastructure and services are utilised efficiently and effectively; and that new infrastructure and services can be planned and supplied in an orderly and economic manner.

Provision and access to secure, reliable and adequate infrastructure and services must be consistent with the preferred settlement pattern.

Infrastructure is generally associated with hard, fixed assets of high capital cost provided for transportation, water and energy supply, waste management and communication purposes.

However, there are also infrastructure requirements associated with provision of community service facilities, including for education, health and community care; and with access to affordable and accessible housing, to cultural, open space and recreation opportunities, and with protection and conservation of natural and cultural assets. These elements have been discussed in connection with settlement considerations.

Supply capacity and access considerations and the nexus between purpose, planning and delivery of infrastructure provision and the Region's community and economic development requirements are essential elements for success.

Planning has responsibility to ensure demand on infrastructure systems does not exceed capacity; and that provision is commensurate and adequate with location of development.

There is a recent Tasmanian Infrastructure Strategy 2010 to guide future infrastructure priorities and decision making for the planning, provision, use and maintenance of infrastructure in Tasmania.

The Strategy acknowledges the broader social, economic and environmental purpose and benefits of public and private infrastructure provision; and specifically recognises the essential connections and need for integration and coordination between land use planning and infrastructure investment.

While the State Infrastructure strategy focuses on transport, energy, water and digital communication; it notes the principles and arrangements are applicable for all forms of infrastructure provision.

There is no comprehensive assessment of regional infrastructure capacity, and no integrated regional infrastructure strategy. Infrastructure provision has traditionally been ad hoc and haphazard in response to development pressure.

In order to deliver infrastructure and services in an economic and timely manner, and in accordance with the preferred settlement pattern, it is important to coordinate and sequence planning and provision, particularly within a Region with two major and five district centres, many smaller towns and dispersed remote settlement.

Priority must be given maximising use of existing investment over expansion and introduction of new systems.

Provision and priority for new infrastructure must be integrated with land use proposals for settlement, and logically sequenced in coordination with the agreed plans for staging and release.

Integrate land use and infrastructure planning systems:

- cater to the needs of all users in urban, rural, and remote areas; and provide core function for transport, water and energy supply, waste management and digital communication within and external to the Region
- are responsive to emerging industry trends and population growth opportunities, and enhance economic competitiveness,
- are socially, economically and environmentally sustainable
- actively manage settlement patterns and forms to encourage the right activities in the right locations
- promote secure, safe and efficient provision by assisting settlement patterns locate development in areas with appropriate and adequate existing and planned services and infrastructure
- protect strategic assets and provide certainty for location of transmission and distribution corridors
- consolidate and improve strategic infrastructure corridors and linkages to increase efficiency

5.1 Transport - connecting people, places and activities

Human interaction and economic activity is dependent on an efficient and effective road, rail, air and sea transport system that provides connections and capacity to move freight and people both within and external to the Region.

The Region is well connected, both internally and externally, by a network of linear transport infrastructure, sea ports and airports, and a range of transport services and modes.

The effectiveness and efficiency of these systems is affected by interactions across modes; and is influenced by geographic and commercial realities and economies of scale, including the particularities in location and character of regional industry and the pattern of settlement.

These factors have established an adequate system of transportation infrastructure; and provide a number of planning considerations for maintaining strategic function and efficiency of key transport corridors and nodes.

The Cradle Coast Integrated Transport Strategy 2006 provides a strategic foundation for coordinated action to addressing transport issues over a 20 year period to ensure an integrated, safe, accessible and efficient transport system that will continue to meet needs of the Region's communities and industries.

The Regional Land Use Planning Framework seeks to align with the Cradle Coast Integrated Transport Strategy 2006.

5.1.1 Sea Transport

Ports are critical assets for economic activity reliant on external markets; and on imported energy, materials, machinery, and consumer products.

The major ports at Burnie and Devonport handle almost 50% of the State's total import and export tonnage, and continued growth is expected. Burnie and Devonport support a daily freight service connection to Melbourne, and Devonport is the terminal for Bass Strait passenger ferry services.

Fishing fleet operations in the waters of the south west and Bass Strait are supported by ports at Strahan, Stanley, Smithton and Devonport and on King Island.

Strahan is a tour boat base for the Macquarie Harbour/Gordon River wilderness. Port facilities on King Island are essential to the island economy.

There is also a dedicated ore loading facility at Port Latta.

Port infrastructure must be developed and maintained to accommodate growth and change in freight requirements, and to provide continued viability as assets of state importance.

The level of investment and practical difficulties associated with constructing a new port, and in decommissioning existing ports, precludes relocation.

A key challenge for planning is to support continued viability of existing port operations.

Planning must consider –

- Opportunity for future port expansion – both ports are restricted in ability to increase land area in the absence of additional reclamation at Burnie; or conversion of other land uses at East Devonport.

More efficient use of existing available land should be a priority. Measures are required to protect against encroachment by non-shipping uses into the port area and to assist location of inter-modal transport and storage nodes in close proximity, but external to the port.

- Conflict with surrounding land use will constrain port operations.

Both the Devonport and Burnie ports are centrally located within the townships, and immediately adjoin the respective central business areas. While proximity provides a sense of urban drama and place-setting; noise, light, transport movement, hazards

and security risks have potential to impact on appeal of adjacent areas for other uses.

Measures are required to buffer against opportunity for new and intensified development, and to protect sensitive land uses against impact from port operations.

- Freight access for road and rail

Port access currently involves a degree of shared use with local and regional road infrastructure; and extension of rail operation beyond immediate boundaries of the port area. The fixed and high capital cost of these assets, and the narrow opportunity for major relocation, make protecting function and safety a priority.

5.1.2 Air Transport

Air transport connections with the mainland, and with King Island, are essential for the movement of people and high value product. These connections have major implications for economic activity and for community health and wellbeing.

There are regular passenger airports at Wynyard and Devonport, and smaller local airstrips in a number of locations including Strahan, Smithton and King Island which provide commuter and freight capacity.

The importance of air services requires planning protect safety and function of airports against encroachment or conversion by other land uses.

The use of noise exposure footprints and obstacle limitation surface criteria to restrict sensitive use and building height is appropriate for land both within and external to the airport site.

Air security is now a compulsory consideration for airport operations, and regard must also be had to emergency access.

Airports sites contain expansive areas of level land, a commodity in relatively short supply within the Region, and are well located in proximity to established urban centres and road transport links. These lands have attraction for industrial and complimentary commercial purposes.

5.1.3 Road Transport

Transport demands for both intra and inter-regional movement will require a safe and efficient road transport network.

The major factors that will drive need for improvement on the existing system will be population and economic growth, and increase in self-drive tourists.

The primary challenges for planning are to achieve balance between maintaining a road system to meet the differing needs of freight, tourists and local users and minimising impact of increased heavy road freight on local communities and natural systems.

The Region's road system is hierarchal –

- The east-west coastal alignment of the Bass Highway provides primary capacity through the major coastal settlements, and connection to northern and southern regions.
- Secondary inter-regional capacity is provided by the west coast highway linking Burnie to Queenstown and the Lyell Highway connection to Hobart.
- Intra-regional roads provide connection with the main highways and between larger and smaller centres.

Locals are the primary users of both main and secondary roads. The inter-mix of heavy freight movements with local and tourist traffic is a concern for safety and amenity, particularly on that section of the Bass Highway through the Burnie and Somerset urban area.

These problems can be exacerbated through increased need for travel by dispersal of activity nodes; and by uncontrolled direct access between carriageway and adjoining land.

Traffic safety and amenity considerations are a planning concern for land adjacent to major transport corridors.

5.1.4 Rail Transport

The Region has freight rail connection to northern and southern Tasmania by the Western Rail Line which passes through Railton, Latrobe, Devonport, Ulverstone, Burnie and Wynyard and terminates at Wiltshire Junction near Stanley. There is a southern Melba line connecting from Burnie to the west coast mining towns.

The rail system primarily carries mineral, timber and container traffic into the ports of Burnie and Devonport; and assists to distribute imported general cargo.

Freight volumes and short-haul distances work against rail as a significant intra-regional transport option. However, likely future demand for more fuel efficient transport may promote greater freight and passenger rail use.

The Framework must be concerned to manage risk to use of the rail system through encroachment of activity into the rail corridor that will compromise safety or impose constraint on operation.

The rising cost of fossil fuel, and the imperative to reduce carbon emissions, will impact the cost and availability of transport option into the future.

5.2 Energy - generation and supply

Energy is an essential ingredient in economic activity and for the wellbeing of communities.

Land use planning has a responsibility to assist energy supplies which are reliable, secure, sustainable and environmentally sensitive.

Energy runs the production and transport systems which source, process and move goods and materials to markets. It also meets the lifestyle and mobility requirements of the workforce, and makes safe and convenient the centres in which they live.

The Region has no independent fossil fuel resources; and imports its petroleum, gas and coal requirements. Exploration continues in off-shore gas deposits, but the size and viability of these resources remains uncertain.

The Region has an established and potentially growing capacity in renewable electric energy.

There is potential for greater energy independence with expanded development of renewable sources; creating opportunity for environmental improvement, reversal of imported energy costs, and increased export and employment.

The challenge for planning is to provide a pattern of settlement and land use that will remain viable in an increasingly oil and carbon constrained society. This requires a secure, long-term and sustainable renewable energy supply at affordable and competitive cost, a reduction in reliance on carbon fuel, and a high level of efficient in energy use. Immediate capacity to deliver is constrained by the existing dispersed settlement and employment patterns; which suggest short-term initiatives be in energy efficiency and renewable sources, particularly at the micro-scale.

Competitively priced and reliable energy are critical for attracting and retaining business and industry. It is anticipated communities will increasingly demand energy sources which are renewable and less environmentally damaging. Energy efficiency in design and operation of urban systems, including insulation, waste energy capture and micro-generation must be contemplated and allowed.

5.2.1 Electricity

The primary issues for electricity are capacity and reliability of supply to meet urban and industrial demand; and to maximise potential in renewable generation sources, including opportunity for export to mainland markets.

The Region has an established renewable energy sources in hydro-electric generation in West Coast locations where rainfall is expected to increase under climate change scenarios. It also has an embryo wind generation industry; capacity to export renewable energy into mainland Australia via the Bass Strait cable; and potential to develop bio-fuel, geothermal, and ocean energy sources.

Location of hydro and wind generating facilities in remote locations necessitates transmission of electricity across the landscape. The alignment of transmission corridors should be determined to avoid disruption in areas with high conservation and resource development value; and to restrict development in settlement areas.

5.2.2 Natural Gas

Natural gas is piped into Tasmania across Bass Strait; and a high-pressure supply main is aligned along the northern coastline, and provides off-take points for all major settlement and strategic industrial areas.

Gas is a relatively new and under-utilised industrial and domestic energy source in the Region. However, requirements to reduce carbon emission may increase demand in the immediate to short-term.

Planning has an obligation to manage land development within the defined gas pipeline corridor to maintain security of the line and safety for sensitive uses.

5.3 Water Resources and Supply

Water is a fundamental natural resource and is the foundation for health of ecological systems and the Region's economy and human systems.

Provision for a safe and adequate water supply for human, industrial and irrigation needs is a fundamental consideration for the health of communities and the efficiency of economic activity.

Increasing demand for water, fuelled by population growth, irrigation, hydro-generation, changing catchment land use, rising community expectations regarding water quality and ecosystem protection, and uncertainty regarding implications of climate change manifest importance for prudent far-sighted management of Regional water resources.

The land use planning system does not have direct responsibility for management of water as an economic resource; or with regulatory decisions for allocation of water entitlements. However, it does have ability to assist in protecting water sources against inappropriate land use, and to facilitate the redistribution of water across the landscape.

The continued delivery of water to natural systems and consumers depends on healthy natural sources, adequate built storage and distribution infrastructure, and improvement in water use efficiency.

Cradle Mountain Water has sole responsibility to source and store raw water and to treat and distribute water for domestic, commercial and industrial use. The corporation operates 21 individual treated water supply systems, and maintains 1100km of reticulation pipeline to service all of the Region's major population centres, and the majority of its smaller settlements.

CMW does not have responsibility for allocation and provision of water for agricultural irrigation.

Planning can assist long-term water security through protection of water catchment areas against development that will threaten quality; and by requiring supply, collection and treatment infrastructure is appropriate and available before development occurs.

5.4 Telecommunication

The relatively remote geographic location of the Cradle Coast Region, and the isolated settlement of much of its internal area, mean economic competitiveness, industry efficiency, community safety and attraction for growth has strong dependency on access to adequate coverage, speed and capacity in fixed and mobile telecommunication voice and data systems.

Telecommunication can drive enormous efficiencies in the supply chain, link consumers and producers, and encourage innovation and responsiveness.

Business without access to best available telecommunication systems will be competitively challenged in global markets.

Communities are increasingly serviced in high order business, advice, health, education, information and entertainment through telecommunication systems.

It is essential for the social and economic sustainability of the region that it has access to reliable high-speed broadband services at affordable prices, and that the Region is well positioned and prepared to take advantage of such technologies as they emerge.

The Cradle Coast Region is included in the early phase roll-out of the National Broadband Network.

Several mobile carriers service the Region, and coverage is improving to the remote south west and King Island.

The expansion and installation of telecommunication networks usually involves the physical development of land, and change in the appearance of buildings and structures which may have impact on the character and amenity of local environments. There are national standards applying for the location, siting and design of telecommunication infrastructure to avoid undue impact on local circumstances.

5.5 Waste Management – solid and liquid waste

The Region faces enormous challenges in dealing with domestic and industrial liquid and solid waste, despite increased involvement in waste reduction, re-use and recycling programs.

The Cradle Coast Regional Waste Management Strategy seeks to achieve coordinated action on solid waste reduction, disposal and recovery action through shared physical infrastructure, awareness and behaviour programs.

The health of human and natural systems is dependent on effective waste treatment and disposal methods.

Land use planning can assist waste outcomes by enabling and buffering waste management as a legitimate land use; and by removing unnecessary restriction on the use of recycled materials and water in urban activities.

Cradle Mountain Water has responsibility to collect and treat liquid domestic and trade waste to an approved standard prior to release into receiving systems in accordance with State managed environmental conditions. There are 26 separate waste water treatment plants.

5.6 Framework Outcomes for Infrastructure Provision

Settlement and economic activity is supported through coordinated planning and provision of infrastructure and human services in a manner which –

- *promotes efficient and effective provision and use of existing and planned infrastructure and services*
- *requires new infrastructure and services are planned and provided in an orderly and economic manner in accordance with the pattern of settlement and the sequence of development*

PART C

THE CRADLE COAST REGIONAL LAND USE STRATEGY 2010 - 2030

1. Implementation – Making it happen, keeping it relevant

1.1 Context

The Cradle Coast Regional Land Use Strategy sets a vision and a series of principles and policies to guide decision making over the next 20 years and beyond.

The Cradle Coast Regional Land Use Strategy is a beginning. It is a plan for the future – an expression of what is desired and how it may be achieved.

The Strategy does not provide definitive answers – rather it expresses the principles and policies against which all future processes, prescriptions and decisions for land use planning will be considered. The strategy may be considered a series of questions or reference points to be addressed when contemplating and making land use decisions.

The Strategy will allow for the immediate preparation of planning instruments which deal consistently with the foreseeable and the routine; and it will provide a common point of reference for the planning processes intended to deal with change, the unexpected, the unusual, and the substantial.

Effective implementation is the key to success of the Cradle Coast Regional Land Use Strategy.

Successful implementation will require that all levels of government, industry, and the community share responsibility and work together in a coordinated and collaborative way to deliver the policies and outcomes required by the Strategy.

1.2 Structure of the Strategy

The Cradle Coast Land Use Strategy acknowledges the complex-interactions which occur between environmental, economic and social issues in land use planning.

The Cradle Coast Land Use Strategy supports a comprehensive, integrated and long-term approach to land use planning, and recognises linkages among policy areas.

The regional profiles and the value understandings developed in the preparation of the Strategy allow classification for convenience of land use planning considerations into five core groupings on which to build and execute the policies necessary to shape and guide future decisions.

The policy groupings are not mutually exclusive and are intended to assist identification and understanding on requirements for shared action in land use planning and in other areas of policy and investment with capacity to both influence and direct social, environmental and economic positions.

Each group of policies provides structure and coherent direction for a particular class or focus of land use issues and considerations and provides regional specific policies which support the vision and the declared State outcomes for land use planning.

The five policy groupings are -



1.3 Legal Status

The Minister for Planning is required to approve a regional land use strategy in accordance with Section 30C *Land Use Planning and Approvals Act 1993*.

The Cradle Coast Regional Land Use Strategy is the first regional strategy to be proposed; and will be the Cradle Coast regional land use strategy.

All subsequent local planning schemes for municipal areas within the Region must be consistent with and further the objectives and outcomes of the approved regional land use strategy.

1.4 Strategic Outcomes for Implementation

The Cradle Coast Regional Land Use Strategy is to –

- e. Promote regional land use policies that will respect and retain the natural environment, encourage an efficient and attractive pattern of settlement, and guide new use and development toward a secure and productive future*
- f. Consolidate and align various existing policies applying for the Cradle Coast Region, make them more appropriate to regional needs, and place them into an overall context of integrated regional policy*
- g. Provide a basis for the coordination of activities related to the growth and development of the Region and to promote outcomes which optimise economic and social benefit for regional communities*
- h. Initiate a regional planning process that will provide a regional perspective and a coordinating framework for identifying priorities for further investigation, and for delivering consistent land use policy and decision across government, industry and the community.*

1.5 Principles for Implementation

Implementation will reflect and give effect to principles which are fundamental for aligning the policies of the Cradle Coast Regional Land Use Strategy with the Region's vision for a sustainable and prosperous future –

- a. All levels of government, industry and the community must work collaboratively, share responsibility, and be accountable for sustainable land use.*

This is a core objective for the Tasmanian land use planning system; and requires that all planning instruments and other regulatory, investment, and incentive programs directly or indirectly relevant for land and resource use must be assessed for consistency with the outcomes required for the resource management and planning system.

- b. Strategies, policies and decisions for land use must be integrated across all levels of government, industry and the community.*

Land use policy, regulation and decision cannot be made in isolation. A state, regional and local perspective must apply; and actions must coordinate and be aligned with other management programs applying for the same resource, locality or issue.

Land use planning must operate in concert with Tasmania's statutory and structural frameworks, and is not to embellish, substitute or override the intentions, rules and requirements of other arrangements for managing social, economic and environmental outcomes for the State.

- c. Land is a limited, non-renewable resource and is not to be wasted.*

Policies, requirements and decisions are to promote ability to accommodate future population and employment growth without creating unrealistic pressures on valued natural and cultural resources.

Land is to be used in the manner best matched to its highest capabilities to support human and economic endeavour and to protect health of the environment.

Implementation actions for delivering efficient use of land must provide for intensification and redevelopment of land through requirements which identify the priority use for land and allow adaptability, flexibility and innovation in the rules and requirements applying for matters such as zoning, compatible land use mix; development density; site coverage; and urban, building, utility and community service design and provision standards.

Implementation will require reassessment and adjustment on many established land use conventions. There must be an acceptance that progress, change and transition will continually occur within the established order of use and development.

- d. *The rate of consumption for land and resources must be sufficient to meet social and economic needs of the present generation without compromise to the ability of future generations to also meet their own needs.*

The principle of *sustainable development* is central to the Tasmanian land use planning system.

Implementation action must have regard to the rate and efficiency of consumption; and to the cumulative effect of use and development on the health of all natural, human and economic systems.

The principle of inter-generational responsibility is to apply for all forms of land use; and decisions must be mindful of the consequences of current and proposed action for the economic, social and environmental capacity of future generations.

Implementation action must consider long-term outcome in addition to expediency of short-term benefit. The planning system requires a custodial responsibility to ensure land and resources are used without compromise for ability to continue to be used into the future, whether or not for the same purpose.

- e. *Decisions and choices are to be informed by science, factual evidence, and expert experience.*

Knowledge based decisions require the facts and reasons for a decision be based on authoritative and defensible information.

Implementation actions must focus on objective considerations of direct and substantive relevance to the available evidence; and avoid opportunity for decisions processes which enable subjective foundation and invite unfettered discretion.

- f. *Cumulative effects assessment is required to consider the combined or cumulative effect of past, present and likely future use and development on the health or carrying capacity of a natural or human system.*

Independent assessment for the immediate impact of separate use and developments on a proposal by proposal basis does not allow understanding on the combined impacts over time, or for the introduction of appropriate management conditions.

Data and review is essential to ensure policy intent is reflected in the outcomes of use and development.

- g. *Where there are threats of serious or irreversible social, economic or environmental damage, the lack of scientific certainty should not be used as a reason for postponing measures to prevent harm or degradation.*

The precautionary principle is an essential element in the concept of sustainable development; and the likelihood of adverse effect cannot be ignored for the reason only that the magnitude of such impact cannot be quantified.

Implementation action must adopt a risk management perspective; and ensure decisions are made having regard to an acceptable level of risk and appropriate measures to avoid, remedy or mitigate such risk.

- h. *Decisions are to be responsive to changing economic, environmental and social circumstance over time.*

The Strategy policies reflect the current state of knowledge and an alignment with policy of relevance. However, the Strategy is to also recognise the influences and circumstances at play on and within the region are dynamic.

Implementation actions must respect the need to continually monitor and adjust policy content and response from a regional perspective as new data, understanding and direction emerge.

- i. *Principles and policies must be reviewed for possible correction, replacement or repeal where negative unintended consequences are identified.*

The appropriateness, adequacy, and continued relevance of policy and implementation action for all circumstances of the Region must be maintained and adjusted as required.

- j. *The need to develop a strong, growing and diversified economy and society which can enhance the capacity for environmental and social protection must be recognised.*

Implementation actions must ensure land use planning does not reflect or retain conservative or out-dated models for economic activity and community development. Flexible, organic requirements are necessary.

- k. *The need to maintain and enhance state, national and international competitiveness must be embraced.*

The long and short term extra-regional and global dimension of environmental, social and economic impacts from actions and decisions must be recognised and considered; including implications for natural and human systems, and for climate change.

The principle reflects a reality the Region does not exist and cannot function in isolation from connection with the world beyond its boundaries; and that it has a

responsibility to ensure activity within the region can reflect and match trends and requirements necessary to remain relevant and productive from a global perspective. The Region also has national and global responsibility for the consequences of its actions, including those with a land use planning dimension.

- l. *Decision making criteria and processes are to be reasonable, robust, and attainable; and provide clearly defined, consistently followed, and timely executed assessment; and not be subject to political, economic or social expediency.*

The requirements for implementation must provide clarity, certainty and credibility; be flexible and responsive to new forms of use or development and to change in the existing nature of development, and avoid unreasonable or unnecessary impost on the cost of development and compliance.

Rules and requirements must be supported by clear jurisdictional authority and apply only to address matters for which intervention is necessary and appropriate.

- m. *Market-based mechanisms and incentives are to be used as an alternative to regulatory control wherever feasible.*

Planning instruments are not always the only or most effective tool for delivering desired land use actions.

Implementation authorities must consider a range of alternate options.

- n. *Decisions and actions are to provide for broad community involvement on issues which affect them.*

The land use planning system intends a shared responsibility between government, industry and the community; and encourages public involvement in land use planning processes.

Implementation action must ensure opportunity is available for the community to be both aware of and included within issue identification, policy preparation and review so as to ensure land use planning process remains in accordance with objectives for the system.

1.6 Arrangements for Implementation

- a. The Strategy is to be read and applied in its entirety, and all relevant policies are to be applied for each situation.
- b. Comprehensive, integrated, long-term land use planning for the Cradle Coast Region is to be reflected and delivered through regional and local planning processes and planning instruments; including for declaration and amendment of regional and local land use policy, and in determining of proposals for use or development of land regardless of state, regional or local significance.
- c. The Strategy is to represent the agreed position of the nine councils of the Cradle Coast Region and the Tasmanian Minister for Planning for declaration as a regional land use strategy for the purpose of Section 30C *Land Use Planning and Approvals Act 1993*.

- d. Ministerial approval of the Strategy will provide a formal context and a consistent policy position for the land use planning processes and decisions on sustainable economic, environmental and social development of relevance for the Cradle Coast Region.
- e. The planning schemes for each of the nine municipal areas within the Cradle Coast Region are important planning instruments for local implementation of the Strategy
- f. Planning schemes are to deal with the type and scale of use or development which can reasonably be expected as routine or foreseeable, and of local significance in each municipal area.
- g. The Strategy will inform the planning processes for dealing with proposal which are unexpected or of a size and consequence beyond the immediate considerations of the local scheme; including projects of state or regional significance.
- h. In order to achieve consistency with the Strategy, each municipality of the Cradle Coast Region is to immediately revise or replace its existing local planning scheme to be consistent with the Cradle Coast Regional Land Use Strategy.
- i. The Strategy is to continue to apply after preparation and approval of complying planning schemes; and must be considered in any subsequent initiative to amend or introduce a planning scheme, an interim planning scheme or a planning scheme amendment; or to determine a proposal for use or development of state or regional significance.
- j. The principles and policies of the Cradle Coast Regional Land Use Strategy represent general requirements; and are not intended to prescribe the detail of objectives and assessment requirements for local planning schemes. Each local planning scheme is to -
 - i. reflect and deliver regional strategies and interests
 - ii. allocate appropriate zones to direct the priority purpose for use of land in accordance with need and capability
 - iii. incorporate common provisions where appropriate for managing land use or development considerations applicable across the Region
 - iv. contain requirements which reflect local circumstances and which give effect to local strategy and policy, subject to such provisions not conflicting with any outcome required by the Cradle Coast Regional Land Use Strategy
 - v. provide objective assessment requirements which are clear, robust, reasonable and attainable. Schemes are to align regional and local interests; and to coordinate the purpose and content of rules and requirements to provide consistency with schemes applying in adjoining municipal areas
- k. Where the Strategy indicates or implies further analysis or assessment is required, but has not been completed, all policies continue to apply and are to be implemented to the fullest extent possible as knowledge becomes available

- l. Unless otherwise stated, the boundaries and lines shown on any map included within the Cradle Coast Regional Land Use Strategy are indicative only and are not to be read to scale.
- m. A wide range of other legislation, regulation, guidelines and policies may apply for decisions on matters associated with land use planning.

The principles and policies contained in the Strategy are intended to align; however, to the extent of any immediate or subsequent inconsistency, the primary jurisdiction will prevail.

1.7 Coordination

A coordinated, integrated and comprehensive approach to implementation of the Cradle Coast Regional Land Use Strategy is required by the Minister for Planning, government agencies, and planning authorities of the Region to ensure alignment and successful implementation, particularly when dealing with planning matters which may cross jurisdictional boundaries, including for -

- a. Population, employment and economic forecasts, and for development and trend data, to be used for planning and managing growth in the Cradle Coast Region
- b. Programs and initiatives managing and/or promoting growth and development for population, housing, employment and conservation interests based on commonwealth, state or regional considerations
- c. Managing conservation and natural value areas, water quality and quantity, agricultural, mineral, cultural heritage and archaeological resources
- d. Infrastructure and community service facility provision, including identification of nodes and corridors, and provision and decommissioning of health and education facilities
- e. Resource allocation and development in areas such as forestry, marine farming, and minerals, water
- f. Identification, avoidance and mitigation of natural and man-made hazards

The Strategy does not identify or promote any specific arrangement for coordination of planning research and analysis; and anticipates further action as necessary to clarify and resolve the most effective and sustainable process for meeting these requirements.

1.8 Continuous Improvement

Successful land use planning must be well informed and respond to changing circumstance.

The Cradle Coast Regional Land Use Strategy is vehicle for continuous improvement. Policies must be adjusted and embellished to reflect and incorporate new information, to response to the unexpected, and to eliminate unintended consequence.

The following information is required to assist in clarifying implementation –

- a. Identify and finalise settlement area boundaries for each of Burnie, Devonport, Latrobe, Port Sorell, Sheffield, Ulverstone, Penguin, Wynyard, Smithton , and Strahan as areas for controlled and infill growth.
- b. Identify and designate growth areas involving expansion on existing settlement boundaries or significant change in the established pattern of use.
- c. Prepare a regional economic development analysis for each relevant industry sector in conjunction with the State Economic Development Plan to confirm location, scale and nature of any future change and demand for employment land, housing and infrastructure requirements.
- d. Investigate and establish implications of the preferred settlement and growth pattern for land on planned and existing community infrastructure and utility provision.
- e. Identify locations of significant natural value outside of existing declared conservation areas as areas of restricted growth.
- f. Undertake catchment management planning.
- g. Identify known significant mineral deposits and construction aggregates.
- h. Identify and confirm location of areas exposed to natural and human-made hazards, including land susceptible to land slip, bush fire, or flood, and coastal locations likely to be inundated with rise in sea level or storm surge.

1.9 Monitoring and Review

Monitoring and performance review are an important part of any successful venture. Land use planning is no exception.

It is inevitable, despite best endeavours to reasonably foresee, that regional circumstances will change, and that emerging knowledge, information, challenges and threats may impact on continued relevance and appropriateness of the outcomes proposed.

Successful land use planning must respond to changing circumstances and risks and the mechanisms for implementation of the Strategy must be dynamic and responsive in order to remain relevant.

It is necessary to develop a set of indicators to measure results against the Cradle Coast Regional Land Use Strategy; and to ensure that it is making real progress for land and communities.

It is also necessary to keep the Strategy under regular review and to adjust in response to emerging trends and changed circumstance to ensure the principles and policies remain appropriate and practical to requirements of the Region.

Measuring performance and maintaining relevance of the Strategy will require rigorous and consistent evaluation of progress and result.

- a. A system of monitoring, evaluation and reporting is required to determine whether the principles and policies of the Cradle Coast Regional Land Use Strategy are achieving the desired results.
- b. Monitoring programs require standardised data collection, analysis and prediction processes, and agreed standardised metrics to ensure the same information is collected, shared and applied across the Region, including for population forecasts, land supply and take-up, and infrastructure capacity.

Systems are required that will –

- i. Build on existing information capture and sharing arrangements to ensure timely and accurate access to data
 - ii. Review and improve protocols for information sharing, having regard to privileged and sensitive information
 - iii. Provide comprehensive information on economic, community and environmental factors, including cumulative effects
 - iv. Provide practical and relevant information to support decision making
 - v. Provide understandable information
 - vi. Apply a forward looking perspective and make reasonable predictions on directions for change and likely future consequence
 - vii. Allow ready adaptation to new knowledge, issues and systems
- c. Arrangements are required to monitor implementation of the Cradle Coast Regional Land Use Strategy performance indicators, emerging trends and threats, and new knowledge, in order to provide accurate, relevant, timely and accessible information.
 - d. Any review of the Strategy must have regard and give effect to the results of monitoring against agreed performance indicators
 - e. Where a monitoring and review may result in need for fundamental changes to core policies and directions the planning authorities of the Cradle Coast Region will abide by a majority decision making process in any initiative to amend the Strategy or to make regional implementation decisions

The Cradle Coast Regional Land Use Strategy is not in a position to propose or install any formal arrangement for conduct of the monitor, evaluation and review tasks.

The existing structural arrangements for land use planning within Tasmania and the Region do not provide by statute or agreement for a regional planning function. There is an imperative to address this shortcoming and to introduce a mechanism that will allow the regional planning process to establish practical status in accordance with the legislative intentions contemplated within the *Land Use Planning and Approvals Act 1993*.

1.10 Public Engagement

The people of the Cradle Coast Region are key stakeholders in the purpose and outcomes of the Cradle Coast Regional Land Use Strategy and will directly and indirectly have a key role in its implementation.

The State and the municipalities must work together to build community understanding of the Strategy and to facilitate involvement in the implementation.

Successful engagement during the implementation process enables the community may not have to scrutinise all subsequent permit proposals because ambitions, intentions and concerns will already have been identified and determined in the process which leads to preparation of rules and requirements.

Implementation is to -

- a. Ensure on-going consultation with the community and stakeholders on the implementation of the Cradle Coast Regional Land Use Strategy
 - b. Provide information to the community and stakeholders in order to build understanding of regional land use, and facilitate informed involvement in implementation
 - c. Engage the community and stakeholders in local endeavours to implement the Cradle Coast Regional Land Use Strategy and provide the necessary information to ensure the informed involvement of the local community
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THE CRADLE COAST REGIONAL LAND USE STRATEGY 2010 - 2030

2. Wise Use of Resources – respect for what is valued

2.1 Context

The Cradle Coast Region is blessed with unique and distinctive natural features and landscapes, irreplaceable cultural heritage; diverse renewable and non-renewable resources, including native forests, mineral deposits, abundant water, fertile agricultural land, and an extensive marine coastline.

These attributes are at the core of a resource based economy and are at the centre of value statements holding deep meaning for many people.

Fundamental to the Cradle Coast Regional Land Use Strategy is the principle that air, water, land, biodiversity, and cultural heritage are vital resources for the identity and prosperity of the Region.

Natural resources must be acknowledged, respected, wisely used, and responsibly managed without compromise for their health and inherent capacity to sustain environmental, social and economic systems in the long-term.

The management of natural resources and systems is not a function reserved to land use planning. There are multiple agencies with policy and regulatory responsibility for resource and conservation management.

The focus of the Strategy is to address the relationships between land use and natural resource management.

The Strategy promotes measures to foster a culture of integrated conservation and continued access to resources of value for human and natural systems.

2.2 Strategic Outcomes for Wise Use of Resources

Settlement and land use in the Cradle Coast Region will –

- *safeguard the life supporting properties of air, water and land*
- *maintain and enhance biodiversity and healthy ecosystems*
- *provide sustainable access to natural resources and assets in support of human activity and economic prosperity*
- *respect natural and cultural heritage*
- *adapt and change in response to new knowledge and circumstance*

2.3 Policies for Climate Change

Planning is to recognise climate determines the character of the environment and the nature of processes upon which life and survival are dependent.

Planning must promote settlement and land use patterns which are responsive and adaptive to climatic conditions and which support mitigation measures to address climate change.

Planning policies and decisions are to -

- a. Promote compact settlement form and internal structure of locally independent settlement nodes which will reduce vehicle miles travelled through support for improved public transport and walkable communities
- b. Focus major employment, commercial, community and other travel-intensive land uses in locations readily accessible to source of raw materials, workforce, support activity, utilities, market or transport node points as appropriate to reduce transport distances
- c. Improve the mix of employment, community and housing uses in local settlements to shorten work, daily convenience needs, and social journeys
- d. Promote public transport and alternative transport modes for movement within and between residential, employment and other social spaces
- e. Promote alternative, renewable and energy capture and re-use systems in all locations
- f. Promote urban space and building design, construction, and operation methods in both the private and public realm which minimise energy demand and maximise energy conservation and efficiency
- g. Promote restriction on land clearing and the development of forest and other tree canopy cover, including within urban environments
- h. Recognise the cumulative effects of climate change on nature, frequency and magnitude of natural hazards when setting acceptable levels of risk to health, safety and security of human, economic and environmental systems
- i. Recognise the cumulative and discrete impacts of climate change on capacity and security of infrastructure and community service arrangements to maintain function and to meet emergency and disaster requirements
- j. Recognise likely positive advantage of climate change for economic activity and productivity, and for the attractiveness of the Region as a place to live and invest

2.4 Policies for Natural Systems

The Tasmanian resource management and planning system seeks to –

- i. Safeguard the life supporting properties of air, water and land
- ii. Maintain and enhance biodiversity and ecosystems

- iii. Provide sustainable access to natural infrastructure in support of human activity and economic prosperity
- iv. Respect natural and cultural heritage
- v. Adapt and change in response to knowledge and circumstance

Land use planning is to recognise clean and healthy natural systems are essential for social, economic and environmental well-being; and is to locate and manage settlement and land use in the Cradle Coast Region in a manner that will -

- a. Promote settlement and land use decisions which integrate with the Cradle Coast Natural Resource Management Strategy and with the resource allocation and conservation management plans of conservation and natural resource agencies
- b. Support sustainable economic use of bio-resources occurring in native forests, water ways and aquatic environments
- c. Acknowledge conservation value is inherent in all terrestrial and aquatic environments
- d. Allow use or development in conservation reserves only where it is consistent with applicable conservation regulation and reserve management plans
- e. Require settlement growth and development have regard to likely adverse effect on areas of natural conservation value, including remnant vegetation, waterways and water bodies, and coastal systems
- f. Restrict land clearing and disturbance of intact natural habitat and vegetation areas, including areas of forest and non-forest vegetation communities declared under the *Nature Conservation Act*, coastal wetlands, and remnant and appropriate cultural vegetation within settlement areas
- g. Avoid fragmentation and bisection of areas of natural conservation value and retain appropriate connecting corridors between individual areas of natural conservation value for both habitat and aesthetic outcomes
- h. Consider the likely impact of climate change on areas of natural conservation value - including need for measures to retain and expand areas of remnant native vegetation, biological corridors, contiguous waterways, and off-stream wetlands; and measures which address the exposure and vulnerability of natural systems to long-term climate change, including provision of areas for habitat migration

2.5 Policies for Water

Planning is to assist the protection, conservation, improvement or restoration of the quality and quantity of water in catchments and natural systems through settlement and land use decisions which –

- a. Use catchments as the ecological and hydrological unit of meaningful scale for planning and land management

- b. Identify surface water and ground water features, hydrological function, and natural features and areas which are necessary for the ecological and hydrological integrity of catchments
- c. Minimise potential for adverse effect; and require catchments, natural water courses and water bodies be adequately buffered against impact on water quality by runoff from adjacent use or development
- d. Implement requirements for settlement and development that will avoid adverse effect on –
 - i. existing and known likely drinking water supplies
 - ii. surface water, ground water, and water bodies susceptible to impact due to extraction of water or the addition of nutrients, sediments and pollutants
 - iii. hydrological function of water, including its chemical and physical properties, and its biological interaction with the environment
- e. Promote efficient and sustainable use of water resources, including practices for water demand management, and water harvesting and recycling
- f. Require retention and rehabilitation of native vegetation within riparian and foreshore areas
- g. Require urban and rural development must include measures to manage diffuse and point source pollution, including from storm water and waste water discharge in accordance with the Tasmanian State Policy on Water Quality Management 1997
- h. Require on-site storm water management practices which manage rainwater where it falls and minimise storm water discharge rates, volumes, and contamination loads into constructed and natural drainage systems and receiving waters in accordance with the Tasmanian State Stormwater Strategy 2010
- i. Minimise urban and rural land clearing, and require erosion and sediment control measures
- j. Limit modification of natural drainage systems, including change in channel alignment and in the nature of the stream beds and flow rates

2.6 Policies for Land

Planning is to recognise the existence and performance of natural systems and the operation of human cultural and economic systems within the Region is inextricably connected to the land itself.

Implementation is to protect and conserve all land as an irreplaceable resource, and is to deliver efficient use of land for conservation, economic and settlement purposes.

- a. Identify land for protection and conservation where -
 - i. comprehensive, adequate and representative natural areas, features, and landscapes are given long-term protection in formal reserves for the maintenance of ecological components and processes

- ii. natural areas, features and landscapes outside formal reserves which compliment, link and enhance areas of conservation status, regional identity or local character are managed to retain natural values and function
 - iii. settlement and development on land adjacent to areas of conservation value is sited and managed and incorporates appropriate buffers to avoid and mitigate adverse effect on natural values and processes
- b. Identify land for economic production where –
 - i. land significant for agriculture is given priority for agricultural use
 - ii. native and plantation forest areas are available for forestry operations in accordance with sustainable forest practice guidelines
 - iii. mineral and extractive resources are unencumbered by alternate development
 - iv. renewable energy generation is managed only to avoid adverse effect on health and safety of natural and human systems
 - v. infrastructure facilities and transport and communication corridors are indicated
- c. Identify land for settlement and development in a manner that will –
 - i. make efficient use of land
 - ii. provide for integrated housing, employment, business, community service and cultural and recreation needs of communities
 - iii. avoid areas of conservation and significant natural or economic resource value
 - iv. establish open space systems which include land of natural and cultural value
- d. Identify land for tourism and recreation in locations of major attraction and advantage

2.7 Policies for Air

Planning is recognise the importance of clean air for climatic and human health; and is to manage use and development in a manner which will –

- a. Maintain the high standards of air quality naturally occurring within the Region
- b. promote development which satisfies or exceeds applicable regulatory standards for air quality
- c. Locate and adequately buffer development with potential to create adverse effects by nuisance and pollutant emissions to settlement areas

2.8 Policies for the Coast

Planning is to recognise the importance of the coast for ecological process and genetic diversity, and for meeting diverse cultural, social and economic need; and is to provide outcomes which -

- a. Restrict new and expanded use and development within intact natural areas to activities dependent on a coastal location for operational efficiency
- b. Improve knowledge and understanding of locations vulnerable to coastal processes, including shoreline regression, beach erosion, wave action, sediment transport, and habitat change
- c. Recognise risk for people, property, infrastructure and natural systems from coastal processes and the cumulative effects of climate change
- d. Protect the ecological and cultural values of foreshores, coastal reserves, wetlands, dune areas and estuaries, including RAMSAR wetlands and significant coastal wetlands such as Robbins Passage and Boullanger Bay, from encroachment by development and adverse effect from adjacent land use
- e. Enhance the visual qualities of the coastal environment
- f. New development for any purpose within the coastal zone is to minimise change to coastal character and processes and buffer and retain the coastal areas for natural and cultural value management

2.9 Policies for Cultural and Historic Heritage

Planning is to recognise historic and cultural heritage assist community identity and connection with places, events and the evolution and continuity of society.

Planning is to provide measures to protect and conserve natural, indigenous and historic cultural heritage which -

- a. Recognise and conserve the importance of natural geological and biological heritage for both indigenous and European communities.
- b. Recognise and promote understanding of aboriginal heritage, including places, features, landscapes and items of spiritual and cultural significance; and identify measures to consider and resolve values of importance for aboriginal communities
- c. Recognise and promote appreciation and understanding of the Region's historic cultural heritage places, including significant buildings, structures, works, relics, towns and localities
- d. Review the scope and accuracy of existing statutory heritage registers; and ensure all buildings, places, precincts and landscapes of scientific, aesthetic, architectural, and historic interest or otherwise of special cultural value of national, state and local significance are identified
- e. Encourage sympathetic re-use of historic heritage assets through planning incentives and design requirements
- f. Promote settlement and development compatible with the under-lying heritage values of a location

THE CRADLE COAST REGIONAL LAND USE STRATEGY 2010 – 2030

3. Support for Economic Activity – a diverse and robust economy

3.1 Context

A strong and resilient regional economy is essential to sustaining settlement and development in the Cradle Coast Region, and is of prime importance for the health and well-being of the regional population and its environment.

The economy of the Cradle Coast Region remains strongly connected to resource development in forestry, fisheries, mineral, and agricultural activity for export to domestic and international markets.

Both renewable and non-renewable resources retain significant unrealised potential; and can leverage a range of geographical and climate advantages for sustained performance.

There is an established and significant manufacturing and processing industry value-adding resource products and in fabrication for export to external markets and in provision of service function to local communities to maintain self-sufficiency in most forms of in construction, fabrication, repair, and maintenance.

The business, retail, service and community support sectors are well established and significant employers, although continued growth is largely dependent on population growth, demographic characteristics, and strength of the local economy.

Tourism and visitor services and renewable energy generation are established and evidence emerging strengths; although considerable infrastructure development and secure access to reliable markets is required.

The Region's economy has been relatively stable over recent years, yet it remains vulnerable to external influence and volatility, and loss of local control. Decline in traditional sectors through change in global economies and markets; competition in manufacturing and processing sectors; absence of a high-level skills pool; and minimal population growth, may continue to stress regional economic health with impact across all sectors.

There is an imperative for the Region to build on advantage, and to future diversify and expand economic activity in order to remain competitive and secure.

The relative diversity of the Region's economic base and the small-scale nature of its businesses provide both internal weakness and inherent resilience; enabling flexibility and responsiveness, but retaining reliance on external markets

The Cradle Coast Regional Land Use Strategy will support economic activity by recognising a strong connectedness between the success of industry and endeavour and the security of access to land and resources, to an attractive lifestyle, and to the health of the environment.

Cradle Coast Regional Land Use Strategy policies seek to provide opportunities that will support a culture of innovation and diversification to counter emerging challenges and risks. In this regard there is a strong association between the Framework platforms for *Wise Use of Resources*, *Places for People* and *Infrastructure Provision*.

To ensure opportunity that will allow the Region's economy to continue to grow and adapt in changing global and local circumstances, it is important for planning to identify sufficient land area to support a variety of economic and employment activity and to meet reasonably predictable future needs.

In particular, the availability of large tracts of land with key characteristics as designated clusters of like activity in key locations is an essential element to support future economic health. These areas are to be protected against conversion and intrusion by other uses; and policies must be sufficiently robust to resist short-term expediencies to accommodate uses which may impact on longer-term viability for the strategic priority purpose.

3.2 Strategic Outcomes in Support of Economic Activity

Land use planning will support economic activity which –

- *respects the link between a healthy environment and a healthy economy*
- *is responsive to both economic and natural events at local and world level*
- *embraces regional advantage, technology, innovation and diversification to remain competitive in a global market*
- *applies communication technology to minimise barriers of distance*
- *value adds to improve return on raw and manufactured commodities*
- *has sustainable access to employment land and natural resources*
- *is underpinned by transport infrastructure for the efficient movement of people and freight within and external to the Region*
- *has access to secure and reliable energy and water supplies and waste management systems*
- *attracts and retains a viable regional workforce through choice and quality in lifestyle options and settlement patterns*

- *promotes equitable access to education, training, health and recreation services*

3.3 Policies for long-term Economic Prosperity

Long-term economic prosperity and competitive advantage is to be supported by planning policies which -

- Promote opportunity for a diversified economic base through provision for a access to a range of land and natural resources suitable for economic activity and ancillary uses
- Ensure requirements for use and development are flexible and adaptive.
- Optimise the long-term availability and use of land, natural resources, infrastructure and public service facilities for economic activity by restricting use on employment lands which will unnecessarily exclude or unreasonably constrain the priority purpose.
- Promote opportunity for a closer integration and co-location of places for work, living and leisure
- Plan for a balance and mix of employment and housing in each settlement area to strengthen the local industry base and to promote availability of localised employment
- Promote use of new technologies and methods.
- Ensure necessary energy and water supply, waste disposal and data communication infrastructure is identified and protected to support current and projected needs.
- Protect the efficiency, safety and function of transportation infrastructure for air, shipping, road and rail as key facilities in support of import and export activity and for the movement of people and goods within and external to the Region.
- Maintain and where possible, enhance the viability and vitality of existing employment centres by protecting against fragmentation and promoting an increased mix of land use.
- Avoid standards for design, construction or allocation of land that will unreasonably restrict priority use or which will impose obligations for maintenance and management beyond those normally associated with conduct of that use.
- Require major economic facilities and sensitive land uses be appropriately designed, buffered and/or separated to minimise inconvenience, nuisance or risk to people, property and the environment
- Promote efficient, cost-effective, reliable multi-nodal transportation systems that integrate with adjacent systems

3.4 Policies for Employment Land – places for economic activity and jobs

Planning is to promote sustainable economic development by measures which -

- a. Promote an appropriate mix and supply of employment land in all settlement areas, including in residential, rural and resource locations, for industrial, business and institutional use
- b. Promote opportunity to diversify the Region's economic base by maintaining a range and choice of sites for employment use which will provide for new forms of economic activity and changing patterns of existing economic activity
- c. Promote provision of employment land in locations where -
 - i. land is physically capable of development
 - ii. transport access and utilities can be provided at reasonable economic, social and environmental cost
 - iii. there is a access to resource, energy, communication, and workforce
 - iv. sufficient separation can be provided to buffer impact on natural values, economic resources and adjoining settlement
- d. Protect and conserve designated employment lands against alternate forms of use or development, including by impact from use on adjoining land
- e. Indicate necessary infrastructure must be planned or available and protected to support current and forecast employment needs
- f. Convert employment land to non-employment use only where -
 - i. it has been shown that the land is not required for the employment purpose for which it is designated; or
 - ii. is incapable of effective use for employment purposes over the long-term; and
 - iii. the conversion will not adversely affect the overall viability of other employment land in the vicinity; and
 - iv. there is a need for the conversion and the land is suitable for the proposed alternative purpose
- g. Promote protection of land significant for ***natural bio-resource production*** -
 - i. identify economically significant natural resource areas and require protection against encroachment and intrusion by use or development that will compromise viability of:
 - a. breeding and support habitat for wild fisheries, including in tidal, inter-tidal and freshwater wetlands, estuaries, seagrass and marsh areas and other fish breeding and nursery grounds, including the aquaculture and marine farming operations at Macquarie Harbour, Smithton and Port Sorell
 - b. timber production in State forests, Private Timber Reserves, and plantation forests, including for transition from old growth production

- c. adventure and nature based tourism
 - ii. support multiple use of forest areas for production, recreation and nature based tourism and conservation
 - iii. provide for land based support and processing activity in connection with off-shore aquaculture and marine farming
 - iv. promote land-based aquaculture development where there are low levels of environmental risk
- h. Promote **agricultural production** by protecting and conserving land significant for agricultural use -
 - i. identify land significant for agriculture in the Region as not less than the entirety of the land within the Region which is currently available to and developed for agriculture
 - ii. promote agriculture dependent on the soil as a growth medium as the priority purpose of land significant for agriculture
 - iii. promote new forms of agricultural use and accommodate changing patterns of established agricultural activity
 - iv. prevent the permanent and unnecessary exclusion of access by agricultural use to land significant for agriculture
 - v. protect and buffer land significant for agriculture against incompatible use which may conflict and constraint potential for sustainable production
 - vi. ensure industries which support and service agricultural production are not disrupted and are able to diversify, adjust, innovate and value-add
 - vii. land significant for agriculture must not be excluded from agricultural use unless for -
 - a. settlement in accordance with an approved settlement strategy; or
 - b. for an alternate economic use where-
 - i. necessary to operational efficiency
 - ii. the impact on loss of land for agricultural use and on adjacent agricultural use is minimal; and
 - iii. there is no reasonable alternate location which would avoid agricultural land or allow location on agricultural land of a lesser classification;
- i. Protect access to **mineral resources** and to **construction aggregate and stone resources** for long-term use –
 - i. identify in consultation with Mineral Resources Tasmania areas of known and prospective significant mineral and aggregate resources
 - ii. protect extractive resources from use or development on or near an existing or potential extraction site that would preclude or hinder

- development, expansion or continued use of the resource or which would be incompatible for reasons of public health, safety or environmental impact
- iii. in areas adjacent to known mineral resources, use or development which would preclude or hinder the establishment of new operations or access to the resources is only to be permitted where -
 - a. extractive resource use would not be feasible
 - b. the proposed use or development serves a greater long-term public interest
 - c. issues of risk to public health, public safety and environmental impact are addressed
 - d. appropriate buffers are provided to attenuate adverse affects from odour, noise and other physical and visual pollutants
 - j. Provide opportunity for sustainable **tourism** development -
 - i. identify strategic tourism sites and destinations
 - ii. protect iconic tourist destinations from inappropriate development
 - iii. manage the natural and cultural values of the Region within designated tourist routes and in the vicinity of points of interest
 - iv. promote nature based and cultural tourist orientated development in conservation and natural value locations
 - v. promote tourism incidental to resource, industrial and settlement activity
 - vi. restrict tourist facilities unless there is adequate transport, water supply and waste water infrastructure
 - vii. integrate tourist experience and infrastructure into the desired role of each settlement area to support and reinforce economic and service delivery function
 - viii. avoid alienation and displacement of local communities and change in local character and identity
 - k. Provide opportunities for **visitor accommodation**
 - i. promote a variety of visitor accommodation options
 - ii. promote high-capacity accommodation in major settlement centres and key tourist locations;
 - iii. promote tourist accommodation in natural and economic resource areas, including for farm stay
 - iv. designate sites for camping, caravan and mobile home use
 - v. restrict permanent settlement within designated tourist sites and facilities

- I. Provide opportunities for **energy generation** which -
 - i. Promote energy generation and co-generation facilities for alternative energy, renewable and micro-generation plants, including in settlement areas and on land significant for agriculture subject only to requirements which minimise impact on priority land use and on health and safety of other land users.
 - ii. Avoid requirements to manage visual and nuisance impact of micro-generation systems which may unreasonably fetter or restrict ability to install and operate.
- m. Provide for **manufacturing and processing** in a manner which will -
 - i. recognise distinction between industry with an export focus and industry required to service and support local settlement areas
 - ii. cluster manufacturing, processing, and bulk storage and handling in locations where there is clear advantage for industry through -
 - a) availability of large suitable land sites
 - b) proximity to resource or workforce
 - c) secure access to transport and utilities
 - d) established pattern of industrial use
 - e) reasonable ability to buffer against impact on other land uses
 - iii. promote transport and storage activities in the vicinity of major transport nodes, including sea and air ports, major road junctions and rail yards
 - iv. promote discrete sites only where there is demonstrated need for processing close to source or for significant separation from other activity
 - v. rationalise and reduce fragmentation of existing industrial land locations to increase efficiency of use and to reduce impact on adjoining lands
 - vi. provide land for service and support industries, including trade, construction and fabrication, maintenance, repair, distribution and transport, in all settlement areas to encourage employment opportunity and minimised need for travel
 - vii. segregate local service industries from large-scale manufacturing, process and transport activities
 - viii. site and locate new industrial land to avoid or manage interface with other land uses and natural or cultural values and buffer against encroachment and adverse affect
 - ix. restrict intrusion onto industrial land by non-industrial development that may displace industry through competition for cheaper land or by use conflict, including for bulky good and large format retailing and recreation
 - x. promote small scale value adding industries that compliment primary production, including packing, processing, storage, and tourism

- xi. promote on-site energy generation and waste recovery systems
- xii. promote flexibility in development requirements to accommodate new forms of manufacturing and processing and change in existing arrangements
- n. Provide for **business and commercial activity** in a manner which will –
 - i. promote reasonable and convenient access in each settlement area to basic food and convenience goods retailers and services necessary to daily life
 - ii. promote the distribution of higher order retail goods and services throughout the Region in a manner consistent with recognised settlement patterns and at a scale, type and frequency of occurrence appropriate to settlement size, local consumer demand, and relationship to the wider regional market

In this regard Devonport, Burnie, Latrobe, Sheffield, Ulverstone, Wynyard, Queenstown, Smithton and Currie will provide regional or district business and commercial service roles in addition to meeting local demand.
 - iii. retail and service provision is not to be aggregated or enhanced through location of major attractors for the express purpose of capturing market share in excess of that warranted by settlement size and relative function in a regional context
 - iv. promote integration of convenience and neighbourhood retail and service provision into residential areas at a scale, location and disposition suitable to the physical and social fabric of the settlement
 - v. complement and enhance the collective drawing power of existing retail and service areas
 - vi. maintain the integrity, viability and vitality of established centres by locating new business and commercial development onto land within or immediately contiguous with existing town centres and commercial zones
 - vii. promote increased mix of land use, including for housing, within accessible business centres to encourage viability and vitality
 - viii. prevent linear commercial development
 - ix. prevent leakage of commercial and retail activities from preferred locations by restricting retail sales in other land use areas
 - x. provide designated locations for bulky goods and large format retailing, including for vehicle, building and trade supply, and home improvement goods
 - xi. restrict sale of food, clothing and carry away consumables through bulky goods and large format retail outlets located outside town centres
 - xii. require proposals for major business or commercial development outside designated town centres be supported by need, the

demonstrated absence of suitable alternative sites, and the absence of potential for immediate, incremental or cumulative adverse affect on established town centres and the regional pattern of retail and service provision

- a. Provide for **micro-enterprises** in a manner which will –
 - i. promote location in association with other land use, including home-based business in housing areas where scale and nature will not adversely affect domestic character
 - ii. promote opportunities for lifestyle and creative enterprise
 - iii. require micro-enterprise to locate on designated industrial or business land only where of a scale or nature inappropriate for alternate areas

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THE CRADLE COAST REGIONAL LAND USE STRATEGY 2010 – 2030

4. Places for People – sustainable and liveable communities

4.1 Context

The Region's long-term prosperity, environmental health and social well-being depend on providing wisely managed growth and change in places for people.

Sustainable land use and settlement patterns support complete and liveable communities and provide healthy, safe and pleasant places where people want to live, work, play and invest.

The settlements of the Cradle Coast Region are small in size and geographically dispersed; but are physically, economically and socially well-connected.

They are each distinctive in identity. Located within a variety of wilderness, rural and coastal landscapes, settlements offer an enviable balance between an association with land and nature, and with community and culture.

There are few immediate pressures for additional settlement land to meet population and economic growth or to promote significant change in the existing patterns and structures of settlement.

The Cradle Coast Regional Land Use Strategy builds on the existing strengths of the Region to provide liveable and sustainable communities reflecting values of social cohesion and sense of place.

The Cradle Coast Regional Land Use Strategy takes a deliberate position against linear growth and lateral expansion of settlements, and directs new growth and development to generally occur within the boundaries of existing settlement areas. It seeks to maintain local identity and the characteristic of settings and built form; and promotes better use of existing land and infrastructure through policies for intensification.

It affirms and seeks to leverage the lifestyle attractors and assets inherent in the Region's evolved pattern of settlement; and seeks to address the several dysfunctions which simultaneously result from fragmented employment opportunities, high levels of personal mobility, absence of a single major centre, and encroachment and constraint on performance of natural and economic systems.

The Strategy promotes settlement outcomes which retain ability for all communities to access regional standard services; and recognises the traditional roles of small towns and rural communities by encouraging a greater mix of jobs and housing to allow people opportunity to work closer to where they live.

4.2 Strategic Outcomes for Places for People

Places for people will support sustainable, healthy and prosperous communities, a wide range of quality services, and an enviable lifestyle where -

- *the pattern of settlement provides a network of compact, well connected and separate centres each with its own character and identity*
- *centres and settlement areas each provide a healthy, functional, pleasant and safe place in which to live, work and visit*
- *centres and networks support a high level of social capital and interaction*
- *the role and function of each centre supports regional and local access to services*
- *diversity and choice is available in the type and location of housing, employment, business, cultural ,recreational and community opportunities*
- *land supply is matched to need*
- *areas of significant natural and conservation value are respected*
- *access to resources of economic value is not unnecessarily excluded or unreasonably constrained*
- *significant natural, cultural and historic heritage is recognised and respected*
- *people and property are not exposed to unacceptable levels of risk*
- *land and infrastructure is efficiently and economically used*
- *transport, utility and human service infrastructure is planned and available to meet the Region's needs*
- *energy and resource efficiency is incorporated in the design, construction and operation of all activities*

4.3 Policies for Settlement and Growth

4.3.1 Managing Growth and Development

Planning is to promote the growth and development of settlements within the Cradle Coast Region in a manner which will –

- a. Promote land use patterns which sustain economic activity and social and environmental health of the Region and of each municipality over the long-term

- b. Identify sufficient land to accommodate and provide convenient access to a diverse and compatible mix of employment, housing, business, institutional, recreation and community uses to meet regional requirements and local needs on a time horizon up to 20 years
- c. Promote land use and development patterns which do not exacerbate climate change or which have adverse effect on natural systems, cultural values, and community health and safety
- d. Promote land use and development patterns that will not prevent or conflict with continued economic use of natural resources
- e. Promote land use and development patterns that will not prevent necessary expansion of settlement areas in locations close to or contiguous with existing settlement areas
- f. Promote efficient use of land and optimise availability and access to utilities and community services
- g. Improve opportunity for inclusion of all persons by removing or preventing land use barriers that will exclude or restrict full participation in society

4.3.2 Settlement Areas – focus for growth and development

Planning for settlement within the Cradle Coast Region is to -

- a. Promote existing settlement areas as the focus for new growth and development and as compact centres with a mix of business, community, cultural, employment, and residential uses; and in so doing promote their vitality and viability and avoid need for creation of new independent settlements
- b. Protect the distinctive pattern of established settlement and the identity of individual centres in a manner that will –
 - i. ensure a cohesive regional community of well connected and separate centres, towns and communities
 - ii. maintain and enhance the individual physical identity of each settlement as derived from established structure, built form and landscape setting, and including any identified and protected heritage value
 - iii. provide a physical and visual separation between individual centres
 - iv. avoid coalescence of existing close-spaced settlements, particularly along the northern coastline
 - v. prevent linear or strip expansion, particularly along the coastline, ridgelines and transport corridors
- c. Planning is to define the future boundaries for each settlement area to -
 - i. avoid encroachment and impact on areas of natural and cultural conservation value, including biodiversity, aesthetic landscape and heritage sites

- ii. avoid exclusion and constraint on areas of significant economic resource value, including land significant for agriculture, water catchments, mineral and construction materials, and transport and utility corridors
- iii. avoid exposure of people and property to unacceptable level of risk to health and safety
- vi. have regard to any identified or agreed desired future function, character, form, and design for each centre
- iv. manage the interface between excluded significant areas and adjacent settlement, and require separation buffers to attenuate impact and constraint
- d. Planning is to develop and implement strategies for growth and development in each settlement area which –
 - i. establish a sustainable population capacity to reflect land capability and capacity for orderly and economic development without degradation to natural values, significant economic resources, or the liveable of communities
 - ii. match land supply to projected need and agreed regional and local growth and change forecasts
 - iii. optimise use of capacity in the utility and community service facilities which are planned for or available and avoid need for unjustified or uneconomical expansion
 - iv. assist to minimise dependency on private motor vehicle use for meeting the ordinary activities of daily living through embedding opportunities in each local settlement area which provide a balanced mix of jobs and housing to reduce need for work and social related travel
 - v. support increase in population densities generally throughout each settlement area and encourage intensification by infill, redevelopment and conversion of vacant and under-utilised land and buildings
 - vi. promote access to high quality public open spaces
 - vii. minimise exposure of people and property to unacceptable risk from natural or man-made hazards
 - viii. support improved access or provision of public transport and enable walking and cycling for everyday activities
 - ix. promote innovative methods for urban and building design and construction, water and energy supply, and for waste water disposal which are relevant for climate and geography, energy efficient, and improve environment, social and economic outcomes in the long-term

4.3.4 Expansion of Settlement Area Boundaries – land for the future

Planning is only to provide for the release of land to expand existing settlement boundaries in urban, rural and coastal locations in accordance with an agreed local settlement strategy which demonstrates –

- a. Sufficient opportunities to accommodate forecast growth are not available in accordance with identified policies and development capacity within the established settlement area and there is no alternative settlement area;
- b. The expansion will assist to ensure sufficient land is available to meet projected need for a time horizon not exceeding 20 years
- c. Areas of expansion are contiguous with existing settlement areas and are staged and sequenced to allow logical, progressive, economic, and orderly growth
- d. Expansion will achieve a compact urban form and provide an improved mix of uses and densities
- e. Timing of the expansion and the phasing of the development will not adversely affect the achievement of other settlement policies of the planning scheme
- f. Existing or planned infrastructure and community service facilities are available to accommodate the proposed expansion in a timely, economic and sustainable manner without impact on capacity to service existing settlement areas
- g. The impact from expanded settlement can be controlled or reduced where there are no viable alternatives for expansion other than into areas adjoining places of natural, cultural and economic resource value

4.4 Policies for Rural Areas – beyond urban boundaries

In areas outside urban settlement areas planning is to –

- a. Promote the protection and conservation of areas of natural conservation value, land significant for agriculture, and mineral, forest and water resource areas by directing unrelated development to areas where it will not exclude, conflict with or constrain use
- b. Promote opportunity for recreational, tourism and other economic purpose in conjunction with resource use
- c. Consider use or development that cannot be located within a settlement area for operational efficiency
- d. Ensure development is appropriate to the level of infrastructure provision which is planned or available without need for unjustified and/or uneconomical expansion of utility and community services; or that there is capacity for self-sufficiency
- e. Buffer and separate non-resource land uses from rural resources uses

4.5 Policies for Protecting People and Property

The Region's long-term prosperity, environmental health and social well-being depend on reducing the potential for risk to people, property and the environment from natural or human induced hazards.

Planning is to direct the places where people live and work away from areas where there is an unacceptable level of risk for the health and safety of people, property, and the environment from natural or man-made hazard.

- a. Identify areas vulnerable to likely natural or human hazards
- b. Identification of hazard areas is to include allowance for likely impacts of climate change, including the effect on frequency and magnitude of events associated with -
 - i. increased wind speed over a geographic area
 - ii. increased intensity of rainfall in single extreme events
 - iii. increased storm surge associated with storms crossing coastal areas
 - iv. higher sustained temperatures
 - v. seasonal redistribution of rainfall and higher loss to evaporation
 - vi. permanent rise in sea level
- c. Establish likely exposure, acceptable level of risk, and appropriate standards to avoid, mitigate or manage each of the following risk categories:
 - i. *riverine flooding*, including flash flooding in a natural watercourse or urban storm water drainage system, having regard to existing and likely change in climate or catchment characteristics or conditions and any impediment on discharge
 - ii. *coastal inundation* due to permanent rise in sea level and storm surge as may be indicated by the Tasmanian Coastal Vulnerability Project 2010
 - iii. *erosion or mobilisation of landforms* due to action of water or gravity, including migration of a water course, shoreline instability as may be indicated on the by the Tasmanian Coastal Vulnerability Project 2010, inundation and storm impact
 - iv. *bush fire* due to proximity to both native and plantation vegetation.
Site assessment and management to be in accordance with the Guidelines for Development in Bushfire Prone Areas of Tasmania prepared by the Tasmanian Fire Service
 - v. *geologically unstable areas* such as steep slope, susceptibility to land slip, springs and seepage(particularly on the coastal escarpment and adjoining ridges and steep valley walls and including designated Class A and Class B Landslip) swelling clays, or subsidence, and including areas of landslip and movement susceptibility as indicated on Tasmanian Landslide Map Series prepared by Mineral Resources Tasmania.
Site and locality assessment to be undertaken for each proposed use or development in accordance with the Australian Geomechanics Society 2007 Landslide Risk Management Guidelines
 - vi. *areas of conservation value* or biodiversity significance identified by the Cradle Coast Natural Resource Management Strategy
 - vii. *land significant for agriculture* and land adjacent to land significant for agriculture

- viii. actual and potential *acid sulphate soil* and *salinity* areas indicated by the DPIPW
- ix. *mineral or extractive resources*, including aquaculture and forests, and their designated haul routes
- x. areas unable to be efficiently or economically serviced with basic infrastructure
- xi. known and likely *urban water supply catchment* and storage areas
- xii. high quality *landscape and aesthetic* areas
- xiii. locations in the *vicinity of airports* at Wynyard and Devonport, seaport at Burnie and Devonport, and to corridors for rail lines and Class 1 to 3 State and local roads
- xiv. land adjoining *major hazard facilities*
- xv. *contaminated land* for the purposes of the *Environmental Management and Pollution Control Act 1994* unless appropriate investigation, site management and/or remediation measures to address and mitigate known and suspected hazards are in-progress or have been completed
- d. Use or development in areas of vulnerability to a hazard is to incorporate appropriate arrangements for managing risk; including measures for avoidance, adaptation and mitigation, and for protection or retreat. In this regard –
 - i. reliance on the availability of emergency service response is not an acceptable measure to mitigate, manage or avoid risk
 - ii. priority is to be given risk protection measures which do not involve provision of hard engineered and structural defence systems
 - iii. use or development will avoid need for future expenditure of public funds to ameliorate the impacts of increase in the level or exposure to risk
 - iv. interference with or modification of natural processes must not occur in order to reduce risk
- e. Avoid use and development on lands where there is an unacceptable level of risk unless –
 - i. there is an established pattern of settlement or use and it is intended to allow for the continued viability of the established uses and to address any significant social and economic hardships to the community that would result from strict adherence to the policies concerning use and development on hazard prone land; provided –
 - a. it is not intended to allow for new or intensified use or development
 - b. there are no feasible opportunity for such development outside the hazard prone area
 - c. the use or development is limited to uses which by their nature must locate on hazard prone land

- d. development involves minor additions or passive non-structural works which do not exacerbate risk
 - e. the effects and risks to public safety are minor and can be addressed in accordance with endorsed standards for protection, mitigation or management,
 - f. new hazards are not created and existing hazards are not exacerbated
 - g. no adverse environmental impact will result
- f. Land where there is an unacceptable level of risk is not to be used and developed for -
 - i. sensitive use or development including housing, hospital, community facilities or schools where there are threats to the safe evacuation of people as a result of a natural hazard or the failure of a hazard management measure or protection works
 - ii. key infrastructure and emergency service, the operation of which would be impaired in an emergency
 - iii. uses associated with the disposal, manufacturing, treatment or storage of substances which are normally considered to pose a danger to public health, safety and the environment
- g. The level of discretion to allow use or development in areas with a low to moderate level of risk is specified for each hazard type having regard to :
 - i. a defined acceptable level of risk
 - ii. relevant risk management guidelines
 - iii. best available knowledge, including expert investigation, risk assessment and recommendations
 - iv. likelihood for change in the recurrence interval , magnitude or level of risk over the estimated life of the use or development
 - v. cumulative effects of likely future development to increase vulnerability or to alter or create a hazard or constraint

4.6 Polices for facilitating access to business and community services

- a. Planning is to promote the distribution of business, community support and economic activity reliant for operational efficiency on a regional or sub-regional scale population or on a single or limited number of locations within the Region at a scale and frequency of occurrence commensurate with regional need, including for –
 - i. higher order institutional and community services in health care, education, civic and public administration
 - ii. retail and activities involving speciality shops, major department stores, large format retailing, home improvement centres, and direct factory outlets

- iii. regional business and commercial support activities, including branch and central office function
 - iv. cultural, entertainment, recreation, sporting and tourist facilities
 - v. higher density employment activities that attract regional, state and nationally significant employment uses
 - vi. a significant but not exclusive share of population and employment growth
 - vii. specialty housing
- b. Regional level activity will locate where -
- i. it enables convenient and equitable access by the consumer population
 - ii. it complements the incumbent strength and collective drawing power of existing development of a like kind
 - iii. it relies on a major inter-regional, national or inter-national transport node
 - iv. it is dependent on a specific geographic location or on a local resource capacity advantage
 - v. there is a sufficient local population to support the development
 - vi. it is required by the policies of government or an external agency
 - vii. it is approved as a project of State or regional significance
 - viii. it will not have adverse effect on the sustainability of services provided from another location
 - ix. it is not proposed for the express purpose of capturing market share in excess of that warranted by the factors described above
- c. Promote location of regional and district level activities in the major service centres at Burnie, Devonport, Latrobe, Ulverstone, Sheffield, Wynyard, Smithton, Currie and Queenstown in addition to the convenience needs of the immediate local population
- d. Promote business and community service uses in all centres at a nature and scale appropriate to support liveable communities
- e. Promote development in all centres that will provide and enhance local employment opportunities
- f. Acknowledge the transient and cyclic nature of resource-based activity in towns such as Rosebery, Zeehan and Grassy and require the legacy of new development for housing, commercial, community, recreation and utility infrastructure does not unreasonable burden the permanent population
- g. Acknowledge the specialist role of centres such as Cradle village, Strahan, Stanley and Waratah as tourist destinations and require new development be consistent with this purpose without alienation or disadvantage to ability for the centre to remain a liveable community for the permanent resident population

4.7 Policies for Housing Land – places to live

Planning is to promote equitable provision and distribution of a housing which is adequate, affordable and suitable to meet requirements of current and future residents of the Region in a manner which will –

- a. Maintain at all times the ability to accommodate housing demand for a minimum future period of 10 years –
 - i. through infill, redevelopment or increased densities within existing settlement areas
 - ii. on lands which are designated settlement growth areas and immediately available for residential development under the planning scheme
- b. Provide for choice in location, price and form of housing as appropriate to social, health and well-being requirements of all residents regardless of social or economic circumstance
- c. Direct development of new housing toward locations where appropriate levels of employment, business, infrastructure and community service facilities are or will be available
- d. Promote higher dwelling density to efficiently use land and to optimise infrastructure and community service facilities
- e. Promote subdivision and housing development requirements which do not unreasonable or unnecessary constrain -
 - i. efficient use of land and infrastructure
 - ii. housing market or supply,
 - iii. location of housing outside designated residential estates
 - iv. tenure, including for public housing, rental and temporary accommodation
 - v. accessibility and affordability,
 - vi. diversity in type, mix and density within a single urban locality as appropriate to lifestyle preference and changing housing needs,
 - vii. housing for the elderly, disadvantaged and disabled
 - viii. orientation, configuration, design, materials and technologies
 - ix. inclusion of housing in business and mixed use areas
- f. Promote housing forms which incorporate climate sensitive design, the use of low energy materials, reduction in waste and emissions, and technologies which encourage efficient water and energy use
- g. Enable opportunity for housing in rural areas in accordance with an approved local Settlement Strategy where -
 - i. there will be no adverse effect for continued access to rural resources , including to land significant for agriculture through permanent or long-term exclusion or conflict

- ii. there will be no adverse effect on key natural resource values, including areas of biodiversity significance and landscape aesthetics
- iii. adequate arrangements are available for transport and there is convenient access to basic retail needs, community services, and employment opportunities, whether or not in an alternate settlement area
- iv. there will be no restraint on options for settlement expansion or provision of employment land
- v. there is an acceptable level of risk from any likely natural or man-made hazard
- vi. capacity is available to meet basic utility needs at an reasonable cost or there is capacity for self-sufficiency in on-site generation, collection and disposal without risk to human or environmental health
- h. Rationalise or remove opportunity for housing in locations where oversupply is identified, and in locations where access, servicing, safety or impact are unacceptable
- j. Require housing land is to be separated from and is to buffer against impact on existing and potential adjacent non-residential use
- k. Provide for planned housing growth within established settlement areas while retaining individual identity
- l. Retain lifestyle and retreat appeal of small coastal and rural settlements such as Boat Harbour, Sisters Beach, Turners Beach, Forth and Arthur River

4.8 Policies for Community Service Land

Planning is to promote effective opportunity for access to a range of community services, including for education, health, and community welfare as appropriate to support a healthy, developing and vibrant resident population in the Cradle Coast Region.

- a. Focus major human service activities dependent on a regional or sub-regional catchment into locations where there is a high degree of accessibility and a synergy with existing facilities of a like kind
- b. Promote locally orientated human service activities in locations accessible and convenient to the population they serve
- c. Accommodate regional health, education and community support strategies
- d. Promote education and training facilities within employment locations
- e. Promote co-location, integration and shared use of community service facilities including schools, medical centres and local recreation spaces on land allocated for housing and business purposes
- f. Ensure there is adequate community service capacity available or planned to meet requirements from new development

4.9 Policies for Open Space and Recreation Land

Planning is to support healthy, active and connected communities and provide attraction for visitors -

- a. Assist implementation of the Tasmanian Open Space Strategy 2010 and the Cradle Coast Regional Open Space Strategy 2009
 - b. Recognise recreation, leisure and well being activities are integrated with a settlement activity and do not always require a discrete land allocation
 - c. Promote a range and equitably distribution of accessible built and natural settings in a variety of locations for formal and informal recreation, including for unstructured and structured physical and contemplative activity, sport, personal enjoyment, positive social interaction, spiritual well-being and the achievement of human potential
 - d. Promote opportunity for recreation and open space land within all settlement, nature conservation and resource areas in accordance with population requirements and environmental capacity
 - e. Promote adequate open space and recreation capacity is available or planned to meet requirements from new development
-

THE CRADLE COAST REGIONAL LAND USE STRATEGY 2010 – 2030

5. Infrastructure Provision - support for growth and development

5.1 Context

Ready, reliable, adequate and accessible contemporary infrastructure is essential to the future viability of Cradle Coast communities, and is critical for attracting new investment and for maintaining economic competitiveness and quality of life.

While some 70% of the region's population live within the central northern coastal area, the individual and discrete nature of settlement, and considerations of distance and landform, present challenges for efficient and physical provision of infrastructure services.

The Cradle Coast Regional Land Use Strategy directions for settlement will guide many infrastructure priorities to serve growth to 2030 and beyond.

The Cradle Coast Regional Land Use Strategy cannot of itself deliver infrastructure outcomes; however, it can promote improved coordination and consistency in infrastructure planning, investment and use between all levels of government and providers.

The Strategy seeks to integrate policies for infrastructure planning with the objectives and actions detailed in the Tasmanian Infrastructure Strategy, The Cradle Coast Regional Transport Strategy, the Tasmanian Health Plan, and State policies for education.

5.2 Strategic Outcomes for Infrastructure Provision

Settlement and economic activity is supported through coordinated planning and provision of infrastructure and human services in a manner which –

- promotes efficient and effective provision and use of existing and planned infrastructure and services*
- requires new infrastructure and services are planned and provided in an orderly and economic manner in accordance with the pattern of settlement and the sequence of development*

5.3 Policies for Infrastructure Planning

Planning is to promote a coordinated approach to settlement development and infrastructure provision so as to ensure existing infrastructure and community services are effectively and efficiently utilised; and that new infrastructure and services can be planned and be available in a timely, orderly and economic manner in accordance with need.

In this regard -

- a. Planning and provision for infrastructure and community service facilities is to be coordinated with land use planning to ensure timely and adequate availability to meet current and projected need
- b. Identify infrastructure capacity, need, and gaps in current provision to meet requirements for projected population and economic activity
- c. Direct new development toward settlement areas that have identified infrastructure capacity
- d. The use of existing infrastructure and community service facilities is to be optimised wherever feasible before consideration is given new or additional provision
- e. Identify, protect and manage key infrastructure sites and related corridors and provide appropriate buffers against adverse effect from adjacent development
- f. Infrastructure and community service facilities are to be strategically located to avoid harm from natural or human risks, and to support the effective and efficient delivery of emergency management and disaster relief

5.4 Policies for Transport Systems – moving people and freight

Land use planning is to safeguard the role and efficiency of transport systems that provide road, rail, air and sea transport connections and capacity to move people and freight both within and external to the Region.

Planning is to -

- a. Reflect and give effect to the Cradle Coast Integrated Transport Strategy 2006 to assist linkages between major centres, transport modes, and export/import gateways at ports, airports and railways, and to link rural and remote areas with coastal settlement and activity centres
- b. Promote connectivity between transportation systems and provision of passenger and freight transport interchanges, inter-modal facilities and distribution centres
- c. Promote new development is to adequately accommodate motor vehicles while improving respect for pedestrians and the spatial form of public places
- d. Protect the operation of major road and rail transport corridors, nodes, freight hubs and distribution centres against use or development that would preclude or have adverse effect on road and rail transport operation, safety or amenity, including through creation of access, and the placement of buildings and advertising structures
- e. Recognise the State Road Hierarchy and restrict direct access between adjoining land and category 1-3 roads to protect operation and safety of road transport corridors

- f. Protect the port and marine zone at Burnie and Devonport, Port Latta, Strahan, Stanley, Smithton and King Island; and promote activity directly associated with shipping and transport as the priority purpose within a port area
- g. Protect the long-term operation of airports by ensuring—
 - i. development for residential and other sensitive use is not exposed to excessive noise intrusion due to operation of the airport
 - ii. use and development does not create a hazard to air navigation due to height or buildings or structures or to activity which may increase likelihood of the risk from obstacles such as bird strikes to aircraft
- h. Promote a compact pattern, density and mix of land use in each settlement area which minimises the length and number of vehicle trips and supports the development of viable choices and plans for public transport and other alternative transportation modes, including walking and cycling
- i. Encourage use of high-speed information technology to reduce need for personal travel

5.5 Policies for Energy Systems - generation and supply

Reliable, secure, sustainable and environmentally responsible energy is an essential ingredient in economic activity and the wellbeing of communities.

Planning is to assist provision for energy generation and distribution -

- a. Protect alignment of existing energy transmission and distribution corridors and buffer against inappropriate use
- b. Require future energy transmission corridors be aligned to avoid areas of high conservation and economic resource value and settlement areas
- c. Promote renewable energy generation based on wind, water, solar, bio-mass, waste-to-energy and other alternative or renewable energy sources, including micro-generation installations and energy capture in domestic, business and industry application
- d. Promote energy efficiency design in residential, community, business, industrial and recreational development
- e. Support settlement patterns which are energy efficient through compact form, internal connectedness, and technologies and design

5.6 Policies for Water and Waste Water

Water is a fundamental natural resource and is the foundation for the health of ecological systems and the Region's economy and human systems. Managing water quality and quantity outcomes is a function assisted by land use planning.

Planning is to assist capture, storage and distribution of urban and rural water supplies, and the collection, treatment and disposal of waste water to meet need for all community and economic activities in the Region while maintaining healthy ecosystems and land use –

- a. Direct and accommodate settlement growth and development in a manner that optimises use of existing water supply and waste water disposal systems
- b. Require new settlement and development has secure access to water supply and waste water disposal infrastructure that –
 - i. can be sustained by the water resources upon which such services rely
 - ii. are economically viable
 - iii. comply with all regulatory requirements
 - iv. protect human and environmental health
- c. Promote water conservation initiatives and water use efficiency, including water sensitive design, stormwater and waste water re-use, and on-site water storage
- d. Reticulated water supply and waste water disposal systems are the default for servicing of settlement areas unless -
 - i. the development is to have an alternative water supply and/or waste water disposal systems that provides benefits for efficiency of water use and which is at least as effective as the available reticulated system; or
 - ii. reticulated services are not provided, planned or of sufficient capacity; and site conditions are suitable for long-term operation of alternate systems, without human or environmental health impact
- e. Promote arrangements for water distribution from catchment and storage areas to locations for agricultural, industrial and urban use

5.7 Policies for Information Technology

Planning is to support access to high-quality telecommunication and information technology by promoting opportunity for installation and upgrade of telecommunication infrastructure (particularly for rural and remote communities, principal transport corridors and isolated locations) in accordance with the *Telecommunication Infrastructure Act* for impact assessment.

5.8 Policies for Waste Management

Planning is to support waste management in accordance with the principles for reduction, recovery and reuse by promoting opportunities for waste minimisation, recovery and reprocessing and for the reuse of waste materials in use and development.

5.9 Policies for Community Services

Planning is to ensure adequate arrangements are available to provide for community service facilities sufficient to meet the needs of the local and regional population.

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Glossary of Terms

adverse effect – includes one or more of –

- a. the impairment of the quality of the natural environment for any use that can be made of it
- b. loss, injury or damage to property or plant or animal life
- c. harm or material discomfort of any person
- d. any impact on the health of any person
- e. impairment in the safety of any person
- f. rendering any land, development, plant or animal unfit for human use
- g. loss of reasonable enjoyment of normal use of land or development
- h. interference with normal conduct of business

alternative energy system – sources of energy or energy conservation processes that significantly reduce the amount of harmful emissions to the environment when compared to conventional energy systems

biodiversity – the assortment of life on earth – the variety of genetic material in all living things, the variety of species on earth and the different kinds of living communities and the environments in which they occur

capability – the ability of a an air, water or land system to sustain activities or development before it shows unacceptable signs of stress or degradation

community service (facilities) – land, buildings and structures, whether or not provided by a public agency, that support the quality of life for people and communities by providing services for health, education, recreation, physical activity, sport, social, cultural, security and safety , and include affordable and special needs housing

conservation – the responsible preservation, management and care of land and the natural and cultural resources

crown land – all State and Commonwealth land.

cumulative effects – the combined effects of past, present and reasonably foreseeable activities over time

designated growth area – land within a settlement area designated by a planning scheme for growth over the long-term but which has not yet been fully developed; and include land for housing and employment

ecosystems – the interaction between organisms, including humans and their environment. Ecosystem health and integrity refers to the adequate structure and functioning of an ecosystem, as described by scientific information and societal priorities.

economic – relating to the wealth of a community or region

economic activity – any activity associated with natural resource development, including but not limited to extraction of minerals and harvesting of timber or wildlife; the use of a

natural resource for the cultivation of animals or plants or for the generation of energy; the infrastructure and activities associated with production, including manufacturing, fabrication, or assembly, warehousing, processing, or refining; business, commercial and retail undertakings; institutional services in education, health and community support; hospitality, tourism and visitor services; transport; information and communication.

employment land – areas designated in a planning scheme for clusters of industry, business and other economic activity; including but not limited to manufacturing and processing, transport and storage, business and retail, institutional, and tourism

environment – the components of the earth – including air, water, all layers of the atmosphere, all organic and inorganic matter and living organisms, and all their interacting natural systems

heritage - any works of nature or of humans that are primarily of value for their paleontological, archaeological, prehistoric, historic, cultural, natural, scientific or aesthetic interest

infrastructure – physical structures whether as nodes or corridors, that form the foundation for development; and include systems for sewage disposal and water supply, waste management, energy electric generation and distribution, communication and digital information, transport and transit, oil and gas pipelines and associated facilities

Intensification – development of a land at a higher density than current exists through redevelopment, the develop of vacant or under-utilised land, infill development, and the expansion or conversion of existing buildings

land – the entire complex of surface attributes, including air, water and the solid portions of the earth, and includes building and other structures permanently fixed to the land, land covered with water, water covering land, and any lawful entitlement to the ownership or benefit of land.

land use – all uses of land, including agriculture, forestry, conservation, recreation, tourism, mining, utilities, transportation, cities, towns, and industrial

land significant for agriculture – land not within a settlement or conservation area which has regional and local importance for agricultural use

liveable communities (liveability) – settlement areas which meet people's individual and collective needs for daily living and personal and social development throughout an entire lifetime, including for employment, housing, health, education, safety and recreation; and which provide attractive, convenient, functional, inclusive and sustainable places

natural resources – resources that occur in nature, including non-renewable resources, and include native forest, fish, wildlife, minerals, soil, water, , and wind.

non-renewable resources – natural resources that are in fixed supply and cannot regenerate such as minerals and soil.

Cradle Coast Region – the geographical area declared as a regional planning unit in accordance with Section 30C Land Use Planning and Approvals Act 1993 and comprising the municipal areas of Burnie City, Central Coast, Circular Head, Devonport City, Kentish, King Island, Latrobe, Waratah Wynyard and West Coast

renewable energy – production of energy from a renewable resource

renewable resource – resources that are replenished by natural processes; including but not limited to such as biomass, geothermal, solar, water, and wind

rural – areas located outside settlement areas that are not significant for agriculture and where there is a lower concentration of people and buildings than in urban areas; and typically includes areas of farming and resource development, and may incorporate low density residential communities

sensitive use – buildings, places and spaces where routine or normal activities would experience adverse effects from activity or conditions on adjacent land; including uses in part of the natural or built environment

settlement area – land designated under a planning scheme for occupation by human activity in urban and rural areas where development is concentrated and which may have a mix of land use. While predominantly connected with the development of cities, towns and villages, settlement areas also includes the modification of natural landscapes to provide for a mix of land uses which are not reliant upon natural resource such as rural residential, utility and industrial uses

social – relating to society or its organisation, including living in organised communities and related factors such as culture, health, well-being and safety

sustainable development – development that meets the needs of the present without compromising ability of future generations to also meet their needs

sustainability – relates to understanding the interconnections and continuity of economic, environmental and social aspects of human endeavour and the natural environment

transport corridor – a linear transport system including the land required for the right of passage and any associated buffer

urban – areas where there is a concentration of people and improvements, including buildings, roads and other activity spaces, such as a city, town or village

infrastructure or utility corridor – a linear strip of land required for the transmission by pipeline or cable of energy, telecommunication, water or waste, and includes the land required and any associated buffer

vulnerable – conditions inherent in land or development that can be easily changed or impacted by activities or events by virtue only of their proximity to such activities or events or by the creation of permissive pathways between such activities and the land or development

Cradle Coast Regional Planning Initiative Steering Committee

Charles Arnold (Chair) – Mayor, King Island
Cathy Shaeffer (until 2008) - General Manager, Central Coast Council
Ian McCullum (from 2008) - General Manager, Devonport City Council
Paul Arnold (from 2009) - General Manager, Burnie City Council
Peter Fischer (until 2009) – Tasmanian Land Use Planning Branch
Greg Alomes (from 2009) – Tasmanian Planning Commission
Louise Wilson – Department of Premier and Cabinet
Roger Jaensch – Cradle Coast Authority

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