

Report to consider revisions to the Regional Land Use Strategy of
Northern Tasmania

Rural Living, Urban Mixed Use and
Major Tourism zones

Working Group of the Northern Region Planning Initiative
Management Committee

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Contents

Introduction	5
Situation overview	5
Rural Living and Environmental Living Strategy	7
Planning Directive 1	7
Interim Schemes / Regional Model Planning Scheme	8
Regional Land Use Strategy	8
Urban Growth Boundaries.....	12
Current content.....	12
Discussion.....	13
Recommended changes.....	13
Rural and Environmental Living Areas	13
Current content.....	13
Discussion.....	15
Recommended changes.....	16
Dwellings and settlement densities	17
Current content.....	17
Discussion.....	18
Recommended changes.....	19
Regional Policies and Actions	20
Current content.....	20
Discussion.....	21
Recommended changes.....	21
Urban Mixed Use zone.....	23
PD1	23
Interim Schemes / RMPS	23
Recommended changes.....	24
Major Tourism zone	34
Current content.....	34
Discussion.....	35
PD1	35
Interim Schemes / RMPS	36
RLUS	36
Recommended changes.....	36
Strategy for the Furneaux Group of Islands.....	38

Interim Schemes / RMPS	38
RLUS	39
Attachment 1 – RMPS Objectives	48
Attachment 2 – Historical approvals data	50

Introduction

The preparation and initial review of draft planning schemes for promulgation as interim planning schemes under the Land Use Planning and Approvals Act 1993 (the Act) identified a lack of clarity with the regional strategies for Rural and Environmental Living, Urban Mixed Uses, Major Tourism and the Furneaux Group of islands. As such the *Regional Land Use Strategy for Northern Tasmania* (RLUS) is being reviewed to better articulate regional responses to these issues.

The preparation of Interim Planning Schemes within the region has been complicated by the Solicitor General's advice relating to 'active rezoning' and the apparent lack of more definitive guidance in the use of zoning within the Regional Strategy. The TPC advise that to apply the zone where it is not a direct translation of an existing zone, the Scheme must satisfy the test that a change in zoning is "reasonably necessary to comply with and further the objectives of" the Regional Land Use Strategy.

This report considers revisions to the RLUS that articulate the northern region's strategy in development and application of the relevant zones. This is necessary to clarify those matters that reasonably further the objectives of the RLUS through the development of planning schemes.

Situation overview

A Memorandum of Understanding (MoU) between the State and Councils in the northern region sought to deliver contemporary planning schemes that were highly consistent and with greater commonality. This was cited at the time as "*A fresh way of achieving:*

- *consistency in the format and structure of planning schemes;*
- *commonality in objectives and provisions;*
- *opportunities for true regional development."*

The project was also cited with delivering a range of other outcomes, including:

- a mix in housing type, location and affordability;
- opportunity for rural and coastal development;
- implementation of regional land use strategies;
- broad application of the PD1 template for planning schemes;
- common zones and consistent development standards; and
- local objectives that were consistent with regional outcomes.

The RLUS is one of three such documents across Tasmania that establish a set of directions, policies and actions that inform strategic land use and statutory planning. The RLUS was declared by the Minister for Planning on 27 October 2011.

This process provided an important opportunity to deliver the statutory objectives of the planning system and legislation. Of particular importance to this project are the following:

- "sound strategic planning", which necessitates consideration of matters that are encompassing of the economic, social and environmental impacts of decisions and that those decisions promote sustainable development;

- encouragement of public involvement in resource management and planning;
- providing places for working, living and recreating;
- sharing responsibility for resource management and planning between the different spheres of government, the community and industry.

In preparation of the RMPS, guidance was provided by the PD1 template, and in particular the outcomes of its recent review. The review of PD1 established 12 principles underpinning the Template and the preparation of new planning schemes. Of particular relevance to the review of the RLUS are the following principles:

2) *A planning scheme must contain minimal regulation but must be legally robust; and*

5) *Zoning is the primary mechanism for expressing the spatial strategy.*

PD1 continues to define the zoning regime available for new planning schemes, which now includes mandated policy on where zones must be used through mandatory zone purpose statements.

The inclusion of policy principles to how the zones must be used represents a major reform of the PD1 initiative, consistent with the intended purpose of the regional planning projects. This represents an equally significant reform to the development of planning schemes as that of the PD1 mandate.

Draft planning schemes were prepared by each Council within the northern region of the state as part of a state wide Regional Planning Initiative and were subject to informal community consultation and advice from the Commission prior to lodgement for declaration as interim schemes.

During the review of draft interim planning schemes by the Commission, it was identified that the statutory interim scheme process effectively limited change from current planning schemes to matters that were *reasonably necessary* to implement the RLUS. The *reasonably necessary* test was identified by the Commission as a barrier to what was identified as the 'active rezoning' of land and the general renovation of zoning regimes under current planning schemes through the interim scheme process.

This forced Councils in the northern region to translate on the basis of zone title when preparing a new planning scheme and prevented the use of the zones based on critical strategic matters such as existing land use patterns and strategic growth allocation to deliver obligations established under the Memorandum of Understanding (MoU) for the project and the objectives of the Act.

For the purposes of this document, the revisions relevantly include:

- Rural and Environmental Living zones as part of the residential suite of zones;
- Urban Mixed Use Zone as a transition area for commercial uses to urban activity centres and as a reflection of historical township land use patterns;
- Major Tourism as a new zone to reflect the potential significance of particular tourism activities, and;
- The Furneaux group of islands.

These issues form the basis of this report.

Rural Living and Environmental Living Strategy

The lack of clarity in the Regional Land Use Strategy regarding the identification of rural residential land and the methodology behind its zoning has been identified as an impediment to the implementation of the region's rural living and environmental living strategy.

The Memorandum of Understanding establishes the requirement to provide for development in rural or coastal residential areas. Appendix 3 of the MOU – 2.0 Output states:

“The Regional Land Use Strategy will –

3. Prepare a suite of regional strategies and desired outcomes to guide land use and development within the region, including policies for ...

f. Housing – provide for a mix in housing type, location and affordability, including opportunity for rural residential and coastal development;...”

This inherently indicates that the policy direction was expected to provide for additional rural residential use, as opposed to simply identifying that which exists as this would not provide “opportunity”. The key challenge for the RLUS is to set the spatial policy framework to provide for this land use on the basis of reasonably foreseeable demand together with the principles underpinning PD1 relating to minimising regulation and utilising zoning as the primary expression of the spatial strategy.

The Rural Living and Environmental Living zones play a critical role in the strategy for the effective management of rural land by alleviating development pressure on important economic resources, given there is demand for this housing and lifestyle choice.

Planning Directive 1

The State Planning Scheme Template provides for a Rural Living Zone and Environmental Living Zone which contain the following mandatory zone purpose statements:

Rural Living Zone

13.1.1 To provide for residential use or development on large lots in a rural setting where services are limited.

13.1.2 To provide for compatible use and development that does not adversely impact on residential amenity

Environmental Living Zone

14.1.1 To provide for residential use or development in areas where existing natural and landscape values are to be retained. This may include areas not suitable or needed for resource development or agriculture and characterized by native vegetation cover, and where services are limited and residential amenity may be impacted on by nearby or adjacent rural activities.

The policy mandate provided by these statements provides clear guidance for the application of these zones and clearly identifies these zones as a focus for rural residential use and development, establishing some physical characteristics for their application.

Interim Schemes / Regional Model Planning Scheme

In moving to an Interim Planning Scheme and the application of zoning to land, determining reasonably foreseeable demand for rural residential land use is a highly complicated task due to the high degree of variation in the standard of supply and demand data held by individual municipal planning authorities. Currently there is no comparative practice or methodology providing a common baseline for supply and demand modelling, which precludes straightforward aggregation and comparison.

The disparate planning controls in operation throughout the region over time have influenced highly variable results, with no objective method to determine if the current planning schemes have assigned land in accordance with reasonably foreseeable demand or sustainability policy. Accordingly, it is an extremely flawed assumption that allocation of land in current planning schemes provides a land stock benchmark against which future changes can be assessed using a supply and demand model. To do so would be to compound any shortcomings in the existing arrangements.

Within the northern region, existing planning schemes range from 6 to 22 years old and were prepared on four different templates that spanned some 25 years. Regulatory regimes ranged from 5 zones with 7 defined uses through to 23 zones with 90 defined uses (plus additional particular uses). 'Translation' of the current zoning to the PD1 zones was implausible and inequitable for the reasons cited above. The Regional Strategy seeks to develop an approach that delivers consistency of purpose and outcome such that the zoning of land manifests in land use patterns that can be readily compared throughout the region, delivering regulatory consistency, development opportunity and equity through the Interim Planning Schemes.

Regional Land Use Strategy

In consideration of the required outcomes of the MOU, the principles underpinning PD1 together with the policy mandate contained in the Rural and Environmental Living zone purpose statements, there are two key components to the Rural Living and Environmental Living strategy:

Stage 1 Analyse whether land is being utilised for the primary purpose for which it is currently zoned, or whether the land has characteristics and attributes of a rural residential nature that renders practical use of that land for that primary purpose, unfeasible. Is the current land use more closely aligned to the descriptions and mandated policy contained in the PD1 zone purpose statements for the Rural Living and Environmental Living zones?

Consistent with principle 2 of PD1, the reason for this is to prevent undue regulation.

Stage 2 Of the areas identified through Stage 1, preference growth in areas that meet sustainability criteria.

This ensures that the additional provision of land supply is directed to the most appropriate locations.

Stage 1 – Identification of Rural Residential Areas

Undertaking this work required examination of existing land use patterns and an understanding of the development history in this sector combined with the existing policy structure.

The varied age and form of existing planning schemes requires consideration of numerous zones and regulatory outcomes. Extensive use of land for residential rather than rural or other purposes has occurred under various planning schemes. Other areas had almost no residential development through either prohibition, lack of supply or difficult planning requirements.

This disparity in residential entitlements resulted in a varied land use pattern across the region. To determine land use patterns that could be more accurately described as ‘rural residential’, it was necessary to establish base line criteria to guide the identification process for areas of established character. This is defined as follows:

An ‘established rural residential area’ means:

the outer extent of land that has no real potential for efficient or practical agricultural or rural resource use on a commercial basis where the land use pattern is constrained by:

- predominantly residential land use i.e. ‘lifestyle blocks’, ‘hobby farms’ or low density residential subdivisions; and
- fragmentation of the cadastral base and property ownership; and may also include
- topographical constraint resulting in physical impediments to rural resource use or connectivity, which may include bio-diversity protection and/or conservation.

Identification of this established character forms a significant component when applying the policy mandates of the zone purpose statements under PD1. These areas may stand alone in a rural locality or they may act as a transitional area between settlements and surrounding productive land. The strategy seeks to make a clear distinction between urban residential land use and rural residential land use.

The attached AK Consultants discussion paper outlines the criteria that guide the region in determining whether the agricultural potential of an area is compromised to the point where the area is more accurately described as rural residential character¹. Some municipalities

¹ AK Consultants, Discussion Paper – Clarification of the Tools and Methodologies and Their Limitations for Understanding the Use of Agricultural Land in the Northern Region, 14/9/2012.

are further supplemented in this process by relevant planning studies that member councils had either completed or resolved to a degree that enabled consideration under the terms of the MOU. This included analysis of the rural economies of the region and assessment against a GIS constraints methodology. Constraints analysis projects were completed by Meander Valley, Launceston City and West Tamar Councils.

While this process was an objective methodology to identify candidate lands that may be suitable for the Rural Living and Environmental Living zones, site inspections were required to confirm the character of the subject lands and the appropriate zoning (Rural Living, Environmental Living or Rural Resource). These inspections also confirmed that while the process to date had been robust, a formula could not be used to determine zoning without onsite inspections occurring to 'ground truth' the results.

In addition, spatial modelling and 'ground truthing' reinforced that a simple, formulaic methodology involving minimum numerical thresholds for rural residential lots in a cluster was not a reliable process for determining an 'established rural residential area'. The extent of land that had been effectively converted could only be determined in a local context taking into account the range of characteristics and criteria described in the AK Consultants discussion paper within the production context of the region.

Land use patterns that aligned with the policy mandates and the definition of established rural residential areas were identified and used to review existing zoning regimes.

The combination of these matters identified land that is suitable for the allocation of the Rural Living and Environmental Living zones across the region. The distinction between the Rural Living and Environmental Living zones is addressed through consideration of the character of the subject land and environmental limitations.

Stage 2 – Demand, Supply and Growth

The identification of appropriate land for the Rural Living and Environmental Living zones on a regional basis created an apparent supply resulting from the existing land use patterns.

As discussed above, the difficulty arises in determining reasonably foreseeable demand across the region, in an approach that is regionally consistent in policy, equitable and responsive to local circumstances.

Analysis of available data for historical approvals across the region is provided in attachment 2. Due to the variable planning controls across existing rural residential type zones and rural zones that allowed for residential use, the information was collated as much as possible (depending upon availability) to make a general distinction between dwellings on smaller, likely 'lifestyle' lots and those more likely to be associated with primary industry production. This generalisation is merely to gain a rough appreciation of demand trend, as there is no specific data relating to actual purpose, and data only relating to existing rural residential zones would negatively distort the appreciation of demand due to constrained supply.

Various regulatory changes influence the resultant data, such as:

- West Tamar Planning Scheme 2006 implemented in 2008, limiting Rural resource Zone dwelling approvals on lots less than 50ha and significantly altering earlier approval trends.;

- Meander Valley Planning Scheme dwelling prohibition on lots less than 40ha in the Rural Zone in 2008;
- Launceston Planning Scheme prohibits dwellings on new lots in the Rural Zone from 1997;
- New Dorset Planning Scheme in 1998 introduces tighter controls on rural dwellings.

Break O Day estimate that approximately 95% of rural approvals would be for lifestyle purposes and the rate and number of approvals in the George Town and Meander Valley Municipalities for smaller size rural lots is higher than that of the rural residential zone.

These figures confirm the disparate regulatory responses of existing planning schemes, however contain relevant observations that inform the regional strategy. These are:

- That where schemes provide opportunity for rural (and coastal) lifestyle, demand is constantly evident.
- There appears to be a predominant, approximate range for the rate of demand for 'lifestyle' lots of between 7.5 to 10 per year, a higher rate apparently occurring where there is proximity to Launceston city.
- Those municipalities experiencing lower rates (notwithstanding the regulatory influences listed above) indicate limited supply and/or significant isolation to services as factors, which are an effect on demand, not an indicator of demand.

A key component of the strategy is to provide for the future demand for this land use in appropriate locations. Across the region, current available yields for rural residential use are considered to fall below the predominant range described above for a 20 year supply.

In providing for growth through subdivision, additional opportunity should be enabled through an approach founded on the 'established rural residential areas', responding to locality and sustainability criteria rather than a simplistic and potentially unsustainable numerical response across the zone. Where the sustainability criteria can be met, it is a reasonable assumption to apply a rate of provision in the higher range.

It must also be noted that theoretical yield will likely exceed actual yield due to physical limitations that may exist. Therefore, individual localities may be discounted in their potential land supply.

Growth through subdivision will preference areas that align with criteria to improve sustainability of settlements and development. These are:

- proximity to existing settlements serving basic residential needs;
- improving land use efficiency by consolidating gaps in established rural residential land use patterns;
- access to road infrastructure with capacity;
- onsite waste water system suitability;
- consideration of the impact on natural values or the potential land use limitations as a result of natural values;
- minimising impacts on agricultural land and land conversion; and the
- consideration of natural hazard management.

This approach enables growth to be targeted to specific locations based on a range of strategic considerations and allows a local response to conserve existing character and conditions or achieve desired future character objectives. A key factor in the strategy is to enable growth in a responsible manner that supports smaller, rural townships and the maintenance of services for those communities.

Broad implementation of the PD1 mandate provides a timely opportunity for this to occur with application of the policy mandates and character mechanisms within the zone provisions.

Whilst infill lots within 'established rural residential areas' are counted in the provision of land supply, it must be noted that these lots do not in fact, represent additional supply. If retained in the Rural Resources Zone there is provision for individual circumstances to demonstrate that the land does not have potential to be utilised for primary industry and can be approved for a dwelling. This is likely where the Stage 1 process has identified that this is the case. The only difference would be the regulatory burden the land would be subject to, which is disingenuous when the characteristics of the land have already been identified and would be directly contradictory to principle 2 of PD1.

The strategy prioritises 'established rural residential areas' for infill development and additional land supply through subdivision that aligns with the sustainability criteria. Where growth is proposed outside of the 'established rural residential area' it must be demonstrated that this is a preferred alternative that better meets the objectives for sustainability under LUPAA.

Table 3 attached, indicates the approximate proposed yields and some comparative analysis across the region as a result of the application of the strategy described above in the draft Interim planning Schemes of the Northern Region, through the Rural and Environmental Living Zones. The rates of land provision indicate that the ranges correlate with the historical ranges described above, yet in respect of the Regional Strategy, there is assurance that the supply is appropriately and strategically located.

To implement the strategy described above, the following revisions are recommended to the RLUS document:

(Note: Amended text is indicated in green)

Urban Growth Boundaries

Current content

3.3.2 Implementation of the UGBA

Regional Planning Principles

1. *Urban Growth Boundary Areas will manage, rather than accommodate, regional growth. It sets the context to achieving a sustainable pattern of development that is consistent with the strategic directions and regional policies set out in the regional strategy.*²

² RLUS p 31

Discussion

Urban Growth Boundary areas are intended to manage growth within the region's urban areas while not prohibiting all growth outside of this area. They form a key component of the urban growth management mechanisms within the RLUS.

Urban Growth Areas augment Urban Growth Boundaries and the combination of the two is intended to accommodate all urban growth around significant settlements. It is noted that the only boundary and area set within the RLUS itself applies to the greater Launceston area. Other areas and boundaries are to be set by planning authorities over time when undertaking strategic work for the subject settlements.

The RLUS makes clear distinctions between urban and rural lifestyle choices, and urban growth boundaries are not intended to change or constrain those options. Urban Growth Boundaries and Urban Growth Areas are only intended to apply to urban locations, and not all areas that may be appropriate for growth.

Upon review of the RLUS, it was noted that the planning principles for the Urban Growth Boundaries were worded such that they could be used to direct all growth within the region to within these boundaries. This is an unintended outcome of the policy mechanism and requires only minor modification to address.

The policy can be refined to clarify its application to urban areas. Another small alteration was required for grammatical purposes.

The minor alterations to Principle 1 suggested below address these matters.

Recommended changes

Regional Planning Principles

1. Urban Growth Boundary Areas will manage regional urban growth. Urban growth boundary areas set the context to achieving a sustainable growth pattern of development that is consistent with the strategic directions and regional policies set out in the regional strategy.

Rural and Environmental Living Areas

Current content

3.4.2 Rural and Environmental Living Areas

Land within Rural and Environmental Living areas plays an important role to manage the transition of land use activities associated with Rural and Natural Productive Resource lands with that of the two other major surrounding regional land use areas. Rural and Environmental Living land will continue to support opportunities on large allotments within the Rural Living and Environmental Living Zones, which does not compromise high value and productive potentially available agricultural land.

Given the contentious nature of dwellings in rural areas it is critical to identify what constitutes a 'lifestyle' property or hobby farm. In doing so, the development of such lifestyle properties can be appropriately

considered while preserving potentially available agricultural land. As such these areas can continue to be developed according to the relevant local government planning scheme requirements.

The Regional Agricultural Profile (2010) reports that farms with an Estimated Value of Agricultural Output (EVAO) of less than \$150,000 are likely to be part time or hobby farms that require off farm income to support a family. The average EVAO in Launceston and West Tamar is well below the \$150,000 whilst Flinders Island and George Town is just below it. It also provides a description of the resources required for the main identified agricultural activities in the Region and recommends minimum attenuation distances for individual dwellings and residential areas based on industry expertise and published literature.

To determine whether an area of rural land is suitable for Rural Living, a combination of zoning and performance tests is recommended. Identifying areas to be zoned for Rural Living and Environmental Living will also assist in the identification of rural settlement land use patterns which transverse municipal boundaries. Existing spatial GIS (Geographical Information Systems) mapping and methodology already developed by AK Consultants (2010) for parts of the region (i.e. Launceston City, Meander Valley and West Tamar LGAs) has identified land that is potentially constrained for agriculture and may be more appropriately designated as Rural/Environmental Living land. The interface between Rural and Natural Productive Resource and Rural/Environmental Living lands can be protected with clear spatial mapping of areas that do not contribute to significant productive agricultural and natural resource use, which could be zoned Rural/Environmental Living.

The methodology described in the AK consultant's report has been developed to inform the Local Government strategic planning process for the review of use and development of rural lands.

Titles identified as having few limitations for agricultural use can be protected by precluding non-agricultural developments. The procedure is particularly relevant for the rural/rural living/ low density residential/urban zoning interface and rural areas which have experienced growth in the number of dwellings and "clusters" of small titles as the procedure identifies those areas in the rural zone which are already compromised and subject to potential rural land use conflict (AK Consultants 2010 Launceston City Council Agricultural Land Study – Agricultural Profile March 2010, p 25).

Land within the Rural Resource zone is essentially to be protected for primary industry (e.g. agriculture, extractive industry, forestry, and water catchments). Using a merit based assessment will consolidate the supply of land for those seeking a rural lifestyle as well as facilitating a source of funds to agricultural landowners but will ensure agricultural activities are protected.

The use of Rural and Environmental Living lands is intended to contribute to the preservation of sensitive land, rehabilitation of degraded rural land (particularly that of least productive agricultural value – i.e. land capability class of 6 or 7) and effective environmental management activities and practices that could include compatible non-agricultural land uses and activities.³

³ RLUS pp34-35

Discussion

The zone purpose statements mandate use of the Rural Living and Environmental Living zones for residential use and development, located on large lots, in rural settings and with limited services. Other uses must have limited impact on residential amenity⁴.

Planning schemes

The strategy and rationale described above supports provision for future growth through an approach that responds to strategy, sustainability, context and preference. This provides appropriately for choice.

Planning scheme provisions will need to respond to strategy and local conditions, including land use character. These considerations will assist in determining the difference between the Rural and Environmental lifestyle opportunities.

Rural Living Zone

Within Rural Living zoned areas, Local Area Objectives and Desired Future Character Statements may be used to reflect local circumstances. They will likely be necessary where subdivision opportunities provide for additional lots or establishment of new areas.

The Regional Model Planning Scheme precludes some uses that are not considered to be consistent with the dwelling density policy inferred in the mandatory zone purpose statements. However, specific or unique local circumstances may indicate some other uses warrant consideration at a local level.

Environmental Living Zone

Environmental Living areas are similar to Rural Living, but with some form of environmental limitation or constraint that requires specific management.

Local Area Objectives and Desired Future Character Statements are likely to be necessary for the Environmental Living zones and will reflect the specific environmental context. Any necessary provisions that are required to address specific planning issues will be located within the zone unless they are addressed by a code.

As with the Rural Living zone, subdivision opportunity will be enabled through specific controls for designated areas where density is an appropriate response to context.

The Regional Model Planning Scheme precludes uses that are not considered to be consistent with the policy inferred in the mandatory zone purpose statements.

⁴ PD1 (2012), clauses 13.1.1 and 13.1.2. Zone purpose 13.1.1 states 'to provide for residential use or development on large lots in a rural setting where services are limited.' Zone purpose 13.1.2 states 'to provide for compatible use and development that does not adversely impact on residential amenity.'

Recommended changes

3.4.2 Rural and Environmental Living Areas

Rural and Environmental living areas represent an important tool to transition historical development patterns to a new planning framework and manage the transition in land use from the Residential to the Rural and Natural Environment Productive Resource lands. They will be used to reflect existing patterns of residential use within rural and coastal settings that are subject to limited services, which does not compromise high value agricultural land.

Rural Living and Environmental Living areas will continue to support opportunities for residential use on large allotments in preferred locations within the Rural Living and Environmental Living zones.

Rural Living and Environmental Living zones will reflect land use patterns that are established rural residential areas in a single and consistent zoning regime, based on application of an objective methodology across the region. Thus, lands that may have been subject to a range of low density, rural residential, village or even rural zones will be identified through existing land use patterns that are predominantly rural residential in character.

An established rural residential area is described as:

the outer extent of land that has no real potential for efficient or practical agricultural or rural resource use on a commercial basis where the land use pattern is constrained by:

- predominantly residential land use i.e. lifestyle blocks, hobby farms or low density residential subdivisions; and
- fragmentation of the cadastral base and property ownership; and may also include
- topographical constraint resulting in physical impediments to rural resource use or connectivity, which may include bio-diversity protection and/or conservation.

The Rural Living and Environmental Living zones are an important tool to counter residential demands on land with valuable agricultural potential and other primary industry areas by providing options for strategic lifestyle preferences. To do this, a range of matters must be balanced including the income from activities, the resources and other attributes they require, how activities transition from a lifestyle to an agricultural area and the impacts of constraints to adjoining lands.

The difference between agricultural and rural residential areas will be used to establish existing land use patterns that are suitable for the sustainable use of land for resource development purposes. Large lot, rural residential land use patterns that constrain or conflict with the sustainable use of land for resource development will then be considered for alternative zoning in accordance with the land use policies established under the Planning Scheme Template for Tasmania. Ultimately, the process will require local analysis to determine the established rural residential areas, including consideration of the on ground realities that affect and restrict farming operations and other primary industries.

A range of choices must be provided for rural living and environmental living options. Choices will vary based on a range of matters including lot sizes, locations, proximity to services and lifestyle choices relating to different types of uses.

Comparative analysis of historical residential development information indicates that there is ongoing demand for rural residential use. Strategic growth will divert pressure from productive resource development uses, minimise future land use conflict and maximise infrastructure efficiencies while appropriately providing for rural living and environmental living options.

After the initial identification of established rural residential areas, growth will be provided through intensification within these areas where they align with sustainability criteria. Where growth is proposed outside of the 'established rural residential area' it must be demonstrated that this is a preferred alternative that better meets the objectives for sustainability under LUPAA.

Subdivision options will therefore be controlled and respond to the criteria for sustainability and the context of individual localities, based on strategic preference. Ultimately, the zones will be based on provision of a 20 year supply of land for the strategy plan period.

Land that is suitable for agriculture or other primary industry activities will be directed to the Rural Resource Zone. Where land is constrained in this regard, it is not consistent with the purpose of the Rural Resource Zone and must be considered for alternative zoning to comply with the policy mandates contained in the zone purpose statements of the State Planning Scheme Template (PD1).

Dwellings and settlement densities

Current content

4.1.6 Dwellings and Settlement Densities

Rural and Environmental Living Residential		
Urban Design Outcomes	<i>Very large lot subdivision that consists of predominantly detached housing set within a rural or vegetated landscape setting that forms a transition to the Rural Resource Zone areas. Very Low Density living should support a rural township and centre with a minimum population of 200+. It should have the ability to sustain some local convenience shop or community facility such as a hall.</i>	<i>Rural Living Zone⁵</i>
Approximate Gross Density	<i>n/a</i>	
Lot Size	<i>From 1,600 m² upwards.</i>	
Suitable Locations	<i>Locations include land that is not of high productive agricultural value, and land that is degraded or can be rehabilitated through a value rural production activity. Locations are generally existing areas with some extensions based upon specific criteria.</i>	

⁵ RLUS p57

Discussion

Preparation of planning schemes across the region identified a conflict between the use of the Low Density and Rural Living zones.

Low density areas are defined as predominantly single dwellings with 3-5 dwellings per hectare and a lot size between 1600 m² to 10,000 m². Rural and Environmental Living is defined as very large lot subdivision containing single houses with no approximate gross density and a minimum lot size of 1600 m² with no maximum.

The use of a relatively small lot size for the Rural Living zone created some conflict within the RLUS. The discussion of the Rural Living Zone in the RLUS makes reference to very large lots and very low density, which is not appropriate to the 1600m² minimum lot size established for both Low Density and Rural Living zones under the RLUS. It is also inconsistent with the mandatory zone purpose statement under PD1 for the Rural Living zone. Revising the minimum lot size of the Rural and Environmental Living zones under the RLUS would address this.

The strategy for the rural residential lots identified within this report prioritises subdivision to strategic areas founded on established rural residential areas. Increasing density through subdivision of existing lots must be triggered through specific strategies and targeted growth that is consistent with the sustainability criteria and local context. Infill of existing vacant lots is expected to accommodate immediate natural growth.

The figures in the table below are suggested, based on the minimum lot sizes used in draft planning schemes throughout the northern region:

Note:

The use of an Approximate Gross Density to guide future subdivision in the Rural Living and Environmental Living Zones continues to be debated amongst the Councils of the Northern Region.

Arguments that support the implementation of a Gross Density figure maintain that it helps provide a clear workable distinction between the application of the Rural Living/Environmental Living Zone and the use of the Residential Low Density Zone. In addition, gross density objectives ensure that rural settings and character are protected as anticipated by the purpose and objectives of the Rural Living and Environmental Living Zones.

The counter view is that a Gross Density figure does not provide enough flexibility to suit local circumstances. The argument is that the range of uses permitted by the Low Density Residential Zone is too limiting if local provision for uses cannot be entertained in the interests of consistency. Removing the gross density would enable the use of the Rural Living Zone in circumstances where the preferred outcome is greater diversity of use on smaller lots in a rural setting.

What is your view?

Recommended changes

4.1.6 Dwellings and Settlement Densities

Rural and Environmental Living Residential		
Urban Design Outcomes	Very large lot subdivision that consists of detached housing set within a rural or vegetated landscape setting that forms a transition to the Rural Resource Zone areas. It should have the ability to sustain some local convenience shop or community facility such as a hall.	Rural Living Zone Environmental Living zone
Approximate Gross Density	1 house per hectare	
Lot Size	Existing land use patterns: no minimum lot size Rural Living Subdivision potential determined by strategy, context and environmental constraints. Environmental Living Subdivision potential determined by strategy, context and environmental constraints.	
Suitable Locations	Locations include land that has been effectively converted from use for primary industry through residential use, and other land that is not of high productive agricultural value, land that is degraded or can be rehabilitated. Locations are generally established rural residential land use patterns.	

Regional Policies and Actions

Current content

4.1.6 Regional Policies and Actions Policy	Actions
Regional Settlement Networks	
<p>RSN-P1 Settlements are contained within the identified Urban Growth Boundary Areas, which is a tool to manage rather than accommodate growth. No new discrete settlements are allowed and opportunity for expansion will be restricted to locations where there is a demonstrated housing need, particularly with spare infrastructure capacity exists, namely water supply and sewerage.</p>	<p>RSN-A1 Ensure there is an adequate supply of residential land that is well located and serviced and can meet projected demand. Land owners/developers are provided with the details about how development should occur through local settlement strategies, structure plans and planning schemes. Plans are to be prepared in accordance with principles outlined in the RLUS, land capability, infrastructure capacity and demand.</p>
<p>RSN-P2 Ensure existing settlements can support local and regional economies, concentrate investment in the improvement of services and infrastructure and enhance the quality of life in those urban settlements.</p>	<p>RSN-A2 Ensure the long term future supply of residential land matches existing and planned infrastructure capacity being delivered by Ben Lomond Water, specifically in parallel with existing water and sewerage capacity and required augmentation to meet urban development growth and capacity – both residential and industrial.</p> <p>RSN-A3 Ensure a diverse housing choice that is affordable and accessible in the right locations reflecting the changes in the population and its composition, especially ageing populations and single lone persons and to enable people to remain within their communities as their housing needs change, including ageing in home options.</p> <p>RSN-A4 Encourage residential expansion in-and-around the region’s activity centre network to maximise proximity to employment, services and the use of existing infrastructure, including supporting greater public transport use and services.</p> <p>RSN-A5 Ensure Rural Living style development occurs outside the Urban Growth Boundary Areas and it does not constitute or create a demand for a high level of community services and infrastructure, which would justify an extension of the Urban Growth Boundary Areas, nor compromise productivity values of agricultural rural lands and natural productive resources.</p>
Rural Living Area Style Development	
<p>RNS-20 Contain and limit areas allocated for Rural Living residential development to ensure efficient provision of services and infrastructure and limit further land fragmentation.</p> <p>RNS-21 Restrict further Rural and Environmental Living development to existing areas. .</p> <p>RNS-22 Facilitate opportunities to consolidate older rural residential developments within the Urban Growth Boundary or convert it to an appropriate urban use wherever possible to facilitate regionals housing/residential (dwellings) or employment land (industrial) needs – if appropriate.</p>	<p>RNS-A16 Ensure Rural and Environmental Living development is consolidated within established areas unless there is a specific need to extend those areas subject to considerations of:</p> <ul style="list-style-type: none"> • Gaps in the settlement pattern, • Road capacity, • On site waste water capacity, • Impact on natural values and resources, • Impact on Agricultural Land, and • Impact of hazard protection.

Discussion

The following sections of the regional policies and actions were identified for alteration following this review. Departures from the original text are noted in green for clarity.

The proposed modifications reflect the policy and actions that are required from the discussion presented through this document.

Recommended changes

4.1.6 Regional Policies and Actions Policy	Actions
Regional Settlement Networks	
<p>RSN-P1 Urban Settlements are contained within the identified Urban Growth Boundary Areas, which is a tool to manage rather than accommodate growth. No new discrete settlements are allowed and opportunity for expansion will be restricted to locations where there is a demonstrated housing need, particularly where spare infrastructure capacity exists, namely water supply and sewerage.</p>	<p>RSN-A1 Ensure there is an adequate supply of residential land that is well located and serviced and can meet projected demand. Land owners/developers are provided with the details about how development should occur through local settlement strategies, structure plans and planning schemes. Plans are to be prepared in accordance with principles outlined in the RLUS, land capability, infrastructure capacity and demand.</p>
<p>RSN-P2 Ensure existing settlements can support local and regional economies, concentrate investment in the improvement of services and infrastructure and enhance the quality of life in those urban and rural settlements.</p>	<p>RSN-A2 Ensure the long term future supply of urban residential land matches existing and planned infrastructure capacity being delivered by Ben Lomond Water, specifically in parallel with existing water and sewerage capacity and required augmentation to meet urban development growth and capacity – both residential and industrial.</p> <p>RSN-A3 Ensure a diverse housing choice that is affordable and accessible in the right locations reflecting the changes in the population and its composition, especially ageing populations and single lone persons and to enable people to remain within their communities as their housing needs change, including ageing in home options.</p> <p>RSN-A4 Encourage urban expansion in-and-around the region’s activity centre network to maximise proximity to employment, services and the use of existing infrastructure, including supporting greater public transport use and services.</p> <p>RSN-A5 Ensure all Rural and Environmental Living occurs outside of urban growth boundaries and urban growth areas.</p>
Rural Living Style Development	
<p>RSN-P20 Rural and environmental lifestyle opportunities will be provided outside urban areas.</p> <p>RSN-P21 Rural and environmental lifestyle opportunities will reflect established rural residential areas.</p> <p>RSN-P22 Growth opportunities will be provided in strategically preferred locations for rural living and environmental living based on sustainability criteria and will limit further fragmentation of rural lands.</p> <p>RSN-P23 Growth opportunities for rural living and environmental living will maximise the efficiency of</p>	<p>RSN-A16 Identify land use patterns suitable for rural and environmental living zones based on established rural residential areas.</p> <p>RSN-A17 Rural living land use patterns will be identified based on a predominance of residential use on large lots in rural settings with limited service capacity that are outside urban areas.</p> <p>RSN-A18 Target growth to preferred areas based on local strategy and consolidation of existing land use patterns.</p> <p>RSN-A19 Planning scheme provisions must specifically</p>

existing services and infrastructure.

RSN-P24 Recognise that the Furneaux Group of islands are more reliant on local strategies for Rural and Environmental Living areas and the protection of agricultural land that respond to the complexities of remote area economics and the need to retain or increase population and visitation.

enable subdivision opportunity to preferred areas by setting minimum lot sizes based on locality.

RSN-A20 Ensure future locations of Rural Living zones will not require extension of the Urban Growth Boundary Areas, compromise productivity of agricultural lands and natural productive resources.

RSN-A21 Growth of rural living and environmental living areas through subdivision is to be directed to areas that align with the following criteria (where relevant):

- proximity to existing settlements containing social services;
- improving land use efficiency by consolidating gaps in established rural residential land use patterns;
- access to road infrastructure with capacity;
- onsite waste water system suitability;
- consideration of the impact on natural values or the potential land use limitations as a result of natural values;
- minimising impacts on agricultural land and land conversion; and the
- consideration of natural hazard management.

Urban Mixed Use zone

The lack of clarity in the Regional Land Use Strategy regarding the recognition of mixed land use patterns and planning scheme responses, has been identified as an impediment to the implementation of the region's strategy for the zoning of land in settlements.

PD1

The review of Planning Directive 1 to provide a common suite of zones within a State template planning scheme included the Urban Mixed Use Zone. The zone includes the following mandatory zone purpose statements:

15.1.1 To provide for integration of residential, retail, community services and commercial activities in urban locations.

The policy mandate contained within this purpose statement simply provides for a broad integration of a range of uses without dictating a priority of one use over another. This is distinct from the purpose statements contained in other zones.

The purpose of the zone guides its use in planning schemes as it specifies 'urban locations'. The normal definition of 'urban' is "of living in or being in a town or city".⁶ This infers that the size of a settlement is relevant to locating the zone, together with the distinction made in regard to the Village Zone, the only other zone with a mixed use mandate, however pertains only to "small rural centres".

Interim Schemes / RMPS

Use of the Urban Mixed Use Zone within the region has been complicated by the Solicitor General's advice relating to 'active rezoning' and the apparent lack of more definitive guidance in the use of the zone within the Regional Strategy. The TPC advise that to apply the zone where it is not a direct translation of an existing zone, the Scheme must satisfy the test that a change in zoning is "reasonably necessary to comply with and further the objectives of " the Regional Land Use Strategy.

As such, the Regional Land Use Strategy of Northern Tasmania is being reviewed to further articulate the use of the zone.

The strategy to apply the zone across the region is related to the settlement and activity centre hierarchy established under the NTRLUS and historic mixed use activity levels. The NTRLUS establishes a Regional Settlement Network based upon settlement size and service level which includes the Regional City (Greater Launceston Urban Area), Satellite Settlements with a dormitory relationship to Greater Launceston, District Centres and Rural and Coastal Towns. Lower on the settlement order are Rural Villages and Rural Localities which are smaller settled areas with little to no services.

Some urban areas of the city and townships across the region have a mixed land use pattern that has historically developed over time in an ad hoc manner, in response to variable demands placed on the settlement. Other areas are locally promoted for future

⁶ Australian Concise Oxford Dictionary 4th Ed. 2004

mixed uses as they contribute to vibrant, activity centres with full time combinations of people and businesses. The Strategy recognises that the inter-changeability and flexibility in the reuse of buildings is an effective tool to encourage economic investment and development of mixed use activity centres. This is particularly important in encouraging investment in rural regional townships that commonly experience fluctuating economic cycles.

The circumstances whereby mixed land use patterns occur throughout the region are variable. Some are located on the periphery of a defined business centre and may act as a transition to a residential area and some historically form the primary activity centre of a township. Unless there is a cogent strategy to convert an existing mixed use area to a more singular, predominant use, the utilisation of a zone that heavily prioritises one use over another will inappropriately and arbitrarily impede the economic objectives of the Regional Strategy.

The strategy for the application of the Urban Mixed Use Zone is to identify existing mixed land use patterns that occur within the middle to higher order settlements of the Regional City, Satellite Settlements, District Centres and Rural Towns or areas within those settlements that should be promoted for mixed uses to encourage revitalisation of a district or locality. The development response to each locality should be based on the particular local physical characteristics.

Recommended changes

The following revisions are recommended to better articulate the policy position described above:

4.1 Regional Settlement Network

Regional Principles

1. Support growth in established urban settlement areas and redevelopment in and around existing urban centres, activity centres, and key public transit networks.
2. Ensure new urban development areas are contiguous with existing communities wherever possible, or otherwise provide development with direct transport linkages to established urban areas early in the development.
3. Ensure physical and social infrastructure can be adequately funded and delivered before permitting development of new development areas.
4. Proponents of new development within the Region must demonstrate how required infrastructure and services are to be provided for new land to be developed within the Urban Growth Boundary Areas along with how current state and local government infrastructure delivery programs will be delivered and funded.
5. Accommodate regional growth in locations to support public transport and other sustainable transport choices or otherwise reduce car use.

The nature of the future settlements across the region will be crucial to determine and address a wider range of regional planning and development policies within the RLUS. Specifically the regional settlement network seeks to:

1. Ensure urban development conserves land by making the most efficient use of land allocated within the Urban Growth Boundary Areas.

2. Reinforce the containment of urban development within the Urban Growth Boundary Areas by which the role of a wider range of land uses and State and regional planning policies takes effect.

This to achieve a balance between population growth, economic development opportunities and environmental sustainability and more specifically contain the future form of urban development to address a wider range of regional issues – which include:

- understanding the nature and role of city and rural settlement;
- travel behaviour and the demands upon the transport system;
- the location and capacity of the physical infrastructure;
- demand for social infrastructure and services;
- providing flexibility in the consideration of land use to maximise efficiencies;
- managing impacts upon the natural environment and its values, including mitigating or adapting to the risks of natural hazards and resilience to climate change; and
- the capacity to accommodate a growing and ageing population.

4.1.2 Regional Settlement Hierarchy

The settlement hierarchy is designed to classify the function of settlements in a way that establishes a strong linkage between broad policy development, the regional development plan and specific area land-use plans. This categorisation structure creates a direct linkage between the settlement and its contribution or purpose (function) helping to align the development of land-use policy, zoning and conditions together with other development policy and strategy tools available to local government to achieve broader strategic objectives. The characteristics of the different hierarchical settlement types across the Northern region are described below.

Table: Regional Settlement Hierarchy

Settlement Type		Regional Activity Centres
Rural Villages		
Description	Predominantly residential settlements with a small often mixed-use centre characterised by a mix of uses that provides for basic local services and daily needs.	Local or Minor Centre
Utility Infrastructure	May have reticulated water, sewerage and electricity.	
Facilities and Services	As a minimum, may have a local convenience shop, newsagent/post office agency, community hall.	

Regional Districts

These Regional Districts are urbanised settlements that provide a high concentration of businesses that provide support services for local enterprise and are characterised by highly localised employment – they have a local (internal) skills capacity that matches needs resulting in a high proportion of the local workforce working locally. In addition the centres generate significant local amenity through their profile of commercial, education, health and community services and networks; complemented by physical infrastructure.

These settlements are set within a production agricultural environment that provide a mix of business and production services to support this. provide. Often these towns will also be based on natural and/or built amenity and heritage and may have historic land use patterns that have evolved over time. These settlements have diverse populations with a range of social economic groups and include regional settlements within commuting distance of the Greater Launceston Urban Area, which offer the expectation of growth and economic prosperity and development.

These settlements are often based on an original grid pattern (e.g., Scottsdale, St Helens and Deloraine) and adapted to the landform. They contain a core commercial area, peripheral mixed use areas and have centrally and conveniently located community spaces and public areas. They offer a range of services and facilities including transport infrastructure, employment generating uses, education, sporting and health facilities, churches and administrative offices.

Rural and Coastal Towns and Villages

Rural and Coastal Towns and smaller Rural Villages specialise and complement each other based on better use of local infrastructure and driven by improved local services. Population retention for these settlements through business and community service support is an important objective of this Strategy. Many of these local communities will be empowered by high-speed broadband connections and improved transport services. Such settlements are smaller-scale residential and service centres that service a local area and depending on location, passing visitors. They reflect both relatively middle and small-scale settlements and a reducing scope of service. Some have seen the location of a sub-regional facility such as a district school and/or multi-purpose health centre and aged care facility, which in combination acts as an attractor, provides a wider local focus service and supports a range of retail services.

Places such as Bridport, Greens Beach, Cressy, Carrick, Hagley, Ross, St Marys and Fingal. These settlements are generally typified by their location on flat land backing onto a river, the coast or along a major historic route or as a result of an historic use such as mining (i.e. St Marys). Often many heritage buildings remain intact and in some locations, streets and precincts retain their original buildings and parks. The street pattern is often a large grid with wide streets, with many having mature trees and wide parking bays. The main street usually has a high level of pedestrian amenity and the buildings are usually consistent in bulk and form.

4.1.3 Future Settlement Strategies

Greater Launceston Urban Area

The Greater Launceston Urban Area (as shown in the map below) is the dominant population centre and major employment /economic driver within the region and is defined in the Figure below. It provides the prime commercial, education, social and recreation activities within the region, as such it is important to make integrated planning and infrastructure investment decisions in accordance with National Urban Policy planning reforms.

Under these broad planning reforms there is a need to create a strategic planning system for the regional city that includes long, medium and near term integrated land use and infrastructure plans and projects. Specifically it will need to demonstrate how the major regional city addresses and links to nationally-significant policy issues, strengthen the networks between capital cities and other important domestic and international connections and provide for planned, sequence and evidence based land release for residential (infill and greenfield) and industrial development.

This planning should include the following elements:

- major new residential, business and industrial growth areas;
- appropriate re-development of 'brownfield' sites, including the identification and restructuring of mixed use areas;
- regional scale open space and recreation;
- securing the area around key facilities such as the airport for future business and industrial expansion;
- the alignment of major planned arterial road routes;
- major new infrastructure investments in water, sewer and drainage;
- major hospital, education and other community facilities expansion;
- major new infill housing opportunities, and
- major residential and commercial redevelopment of inner areas - such as the area between the CBD and the North Esk River frontage.

4.1.6 Regional Policies and Actions

Policy	Actions
Regional Settlement Networks	
<p>RSN-P1 Settlements are contained within the identified Urban Growth Boundary Areas, which is a tool to manage rather than accommodate growth. No new discrete settlements are allowed and opportunity for expansion will be restricted to locations where there is a demonstrated housing need, particularly with spare infrastructure capacity exists, namely water supply and sewerage.</p>	<p>RSN-A1 Ensure there is an adequate supply of residential land that is well located and serviced and can meet projected demand. Land owners/developers are provided with the details about how development should occur through local settlement strategies, structure plans and planning schemes. Plans are to be prepared in accordance with principles outlined in the RLUS, land capability, infrastructure capacity and demand.</p> <p>RSN –A2 Ensure that the zoning of land provides the flexibility to appropriately reflect the nature of the settlement or precincts within a settlement and the ability to restructure underutilised land.</p>
<p>RSN-P2 Ensure existing settlements can support local and regional economies, concentrate investment in the improvement of services and infrastructure and enhance the quality of life in those urban settlements.</p>	<p>RSN-A3 Ensure the long term future supply of residential land matches existing and planned infrastructure capacity being delivered by Ben Lomond Water, specifically in parallel with existing water and sewerage capacity and required augmentation to meet urban development growth and capacity – both residential and industrial.</p> <p>RSN-A4 Ensure a diverse housing choice that is affordable and accessible in the right locations reflecting the changes in the population and its composition, especially ageing populations and single lone persons and to enable people to remain within their communities as their housing needs change, including ageing in home options.</p> <p>RSN-A5 Encourage residential expansion in-and-around the region’s activity centre network to maximise proximity to employment, services and the use of existing infrastructure, including supporting greater public transport use and services.</p> <p>RSN-A6 Ensure Rural Living style development occurs outside the Urban Growth Boundary Areas and it does not constitute or create a demand for a high level of community services and infrastructure, which would justify an extension of the Urban Growth Boundary Areas, nor compromise productivity values of agricultural rural lands and natural productive resources.</p> <p>RSN-A7 Identify existing mixed land use patterns and brownfield areas suitable for redevelopment and ensure that the zoning of this land provides flexibility for uses that support the activity centre and the role of the settlement.</p>
Housing Dwellings and Densities	
<p>RSN-P3 Provide a framework for planning new and upgraded infrastructure and facilities for the growing and ageing population and provide housing choice through a range and mix of dwelling types, size and locations in new residential developments.</p>	<p>RSN-A8 Undertake a detailed dwelling yield analysis for the whole region.</p>
<p>RSN-P4 Encourage a higher proportion of growth at high and medium residential densities that maximises infrastructure capacity through a diverse mixture of dwelling types, with an increasing proportion of multiple dwellings through consolidation of infill and redevelopment areas across the region’s urban growth boundary area to meet the required dwelling demands for the region.</p>	<p>RSN-A9 Ensure planning schemes zoning provisions allow for higher proportion of the region’s growth to occur in suitably zoned and serviced areas specifically for a diverse range and types of multiple dwellings. This is to be achieved namely within the Urban Mixed Use, Inner Residential and General Residential Zones.</p>

<p>RNS-P5 Focus higher density residential and mixed-use development in and around regional activity centres and public transport nodes and corridors.</p>	<p>RNS-A10 Ensure that settlement boundaries are clearly identified at the local level for all significant activity centres.</p>
<p>RNS-P6 Include in new development areas a diversity of land uses, employment opportunities and housing types at densities that support walkable communities, shorter vehicle trips and efficient public transport services.</p>	<p>RNS-A11 Ensure planning schemes provide detailed planning provisions to encourage well-designed new urban communities.</p>
<p>Integrated Land Use and Transport</p>	
<p>RNS-P7 Ensure new development utilises existing infrastructure or can be provided with timely transport infrastructure, community services and employment.</p> <p>RNS-P8 Apply transit oriented development principles and practices to the planning and development of transit nodes, having regard for local circumstances and character.</p> <p>RNS-P9 Plan new public transport routes, facilities and high-frequency services to ensure safe and convenient passenger accessibility, and support the interrelationship between land use and transport.</p>	<p>RNS-A12 Prioritise amendments to planning schemes to support new urban growth areas and re-development sites with access to existing or planned transport infrastructure namely to support delivery of transit oriented development outcomes in activity centres and identified transit nodes (i.e. bus interchanges) on priority transit corridors.</p>
<p>RNS-P10 Undertake land use and transport planning concurrently and sequence development with timely infrastructure provision.</p> <p>RNS-P11 Connect active transport routes to improve accessibility and encourage transport use by a broader range of people.</p>	<p>RNS-A13 The strategy will be further informed by the 2012 Northern Integrated Transport Plan. Future iterations of the strategy are to ensure planning schemes provide appropriate zoning patterns and supporting land use activities with regard to:</p> <ul style="list-style-type: none"> • identification of transport demands and infrastructure required; • protection of key transport corridors from incompatible land uses, and • creation of sustainable land use patterns that maximise efficient use of all future transportation modes i.e. road/rail, freight routes (including land and sea ports), and public transport, pedestrian and cyclists networks.
<p>RNS-P12 Manage car parking provision in regional activity centres and high-capacity transport nodes to support walking, cycling and public transport accessibility.</p> <p>RNS-13 Ensure all new development within walking distance of a transit node or regional activity centre maximises pedestrian amenity, connectivity and safety.</p>	<p>RNS-A14 Promote the region’s Activity Centres network as multi-functional mixed use areas that provide a focus for integrating higher residential development outcomes, delivering of social and community facilities and services, and public transport provision.</p>

4.2 Regional Activity Centres Network

Desired Regional Outcome

Develop and reinforce an attractive, sustainable and vibrant Regional Activity Centre network to support sustainable urban settlements and communities. Regional activity centres will be well designed urban places as specific locations for employment, ~~infill~~ housing, retail, commercial and community facilities with good access to high-frequency transit such as bus interchanges and bus route corridors.

Regional Principle

1. Strengthen the Region’s capacity to deliver high order government, community, commercial and private sector services and facilities to support a network of strategically located regional activity centres.

Regional Overview

Growth and expansion for regional retail and commercial activity centres are aligned to current and future population growth. Activity centres provide the focus for services, employment and social interaction in the urban areas. They also serve as community meeting places, centres for community and government services, locations for employment and education, leisure and entertainment, recreation facilities and high density residential housing.

Within the region there is a hierarchy of activity centres which provide regional, sub regional and local functions. The RLUS promotes the **reinforcement and** development of multi-functional accessible activity centres. This approach can assist in:

- Focusing the delivery of key community services;
- Facilitating agglomeration economies for business and industry;
- Assisting in reducing private vehicle travel, provides focal point for public transport services (bus interchanges and corridor routes) and facilitates the use of non-motorised transport (walking and cycling);
- Enabling a more efficient and equitable use of resources and infrastructure;
- Providing a centre around which housing opportunities can be strategically planned, and;
- Enhancing the viability and vibrancy ~~and viability~~ of centres and the surrounding urban environment.

Within the region the prime regional functions are provided by the Launceston CBD and this fact is recognised in the Strategy.

The ability of all people in all communities across the northern Tasmanian region and the whole of northern Tasmania to access major services and facilities is dependent on the strength of Launceston as a major national and state regional service centre and hierarchy of other activity centres ~~what~~ that reflect the settlement hierarchy.

While Launceston will provide the base for major regional scale services and facilities, there is a critical need to establish an agreed network of centres across the whole region where communities can be assured of being able to access a range of key facilities and services **and that these services can readily function without undue regulatory intervention**. Every effort should be made across the whole region to ensure the provision and retention of local facilities and services.

An approach that ~~targets~~ **provides certainty for activity centre development through** a coordinated, agreed and limited number of key strategic locations across the region, ~~because they can service the communities in their area,~~ is the best approach to retain critical services and facilities. The network of key rural service centres ~~should comprise a limited number of~~ **are** strategically located towns that ~~are~~ **can be** relatively convenient and widely accessible places.

4.2.1 Regional Activity Centre Network

Regional activity centres are accessible locations that have concentrated businesses, services and facilities for employment, research and education, as well as higher density residential development serving a regional population. The RLUS proposes a strong network of regional activity centres connected by quality public transport to create compact, self-contained and diverse communities. Regional activity centres are also a key land use element to create an efficient public transport system.

To achieve these objectives, regional activity centres need to be more than retail and service providers. Regional activity centres can attract high-end creative and knowledge based businesses, and advanced business services. To create regional economic activity and generate local jobs, regional activity centres must provide attractive, quality and affordable premises for small businesses and for creative, knowledge-based and new technology businesses. They should also provide opportunities to expand home-based businesses into commercial premises **and provide flexibility for the re-use of existing building stock.**

The regional activity centres network encourages centres that:

- create economic growth by co-locating a mix of land uses **through the reinforcement of existing mixed land use patterns or through targeting land that has characteristics that support the development of new mixed use precincts;**
- concentrate goods and services more efficiently;
- provide appropriate locations for government investment in public transport, health, education, cultural and entertainment facilities;
- provide a focus for community and social interaction;
- encourage multi-purpose trips and shorter travel distances to reduce demand for private travel;
- integrate land use and transport to support walking, cycling and public transport; and
- accommodate higher density residential development, employment and trip-generating activities.

The purpose of the activities centre network is **to support the region's activity centres as places of mix land uses and activities.** ~~to support the settlement population they support.~~ The regional activity centre network supports the key function and role of such places as Launceston City which is the principal regional activity centre, and its surrounding greater urban area that extend into parts of West Tamar and Meander Valley municipalities together with the urban localities of the George Town and Northern Midlands municipalities.

It is proposed to implement a regional activity network to support the order of a wide range of land uses and activities consistent with the role and function of the centre as described in the hierarchy. The nature of the activity centre relates generally to the size of the urban settlement type that it is located within **and future zoning of land within these centres will be guided by this distinction.**

The planning of these activity centres should be relative to its function and role (including over time the residential growth within its primary and secondary catchments) the availability of land, ease of pedestrian movements, ability to integrate increased housing and residential densities within its walking catchments and improving linkages with public transport provision

Suburban Activity Centres (pp70)

Suburban Centre Activity centres and defined as recognised activity nodes providing for the comprehensive daily needs and a range of weekly requirements of local residents. The activity requirements for a neighbourhood centre include a supermarket and some provision of food stores and retail services. In the GLUA there are several centres that meet these requirements. These are:

- **Prospect**
- **Lilydale**
- **Legana Shopping Centre**
- **Prospect Vale Marketplace**
- **Riverside**

Legana and Prospect Vale are mall type shopping centres anchored by full line supermarkets in excess of 3,000 square metres. Riverside is an older mall based shopping centre anchored by a 2,700 square metre supermarket. George Town and Longford are historic town centres serving an immediate urban area and extensive rural settlement catchments.

4.2.2 Regional Policies and Actions	
Policy	Action
<p>RAC-P1 Maintain and consolidate the Regional Activity Centres Network to ensure future urban development consolidates and reinforces the spatial hierarchy of existing centres through reuse and redeveloping existing buildings and land to integrate a mix of land uses including the coordinated provision of residential development, retail, commercial, business, administration, social and community facilities, public and active transport provision and associated infrastructure.</p>	<p>RAC-A1 Integrate the Regional Activity Centres Network into government policy and strategies (i.e. strategic plans, corporate plans, planning schemes and capital works programs.</p> <p>RAC-A2 Ensure that zoning and land use provisions under Planning Schemes minimise the potential for decentralisation of functions outside of the Regional Activity Centres Network and reinforces the spatial hierarchy, role and function of centres.</p> <p>RAC-A3 Ensure that zoning supports the continuation and improvement of services to a settlement or district through the identification of existing business or mixed use precincts.</p> <p>RAC-A4 Ensure that planning scheme provisions support the continuation and improvement of services to a settlement or district and do not unnecessarily restrict the reuse and redevelopment of existing buildings and sites within identified precincts.</p>
<p>RAC-P2 Reinforce the role of the Principal Regional Activity Centre of Launceston as the primary focus for administration, government, business, commercial, cultural, high order retail goods (including bulk goods locations/precincts) recreational, arts and tourism activity for the region.</p>	<p>RAC-A5 Ensure the primacy regional role of the Launceston City as the region’s Principal Activity Centre (RPAC) is sustained and strengthened through the preparation of a master plan that:</p> <ul style="list-style-type: none"> • maintains and consolidates regional significant retail attractions and amenities by facilitating and encouraging new investment; • supports the regional level retail investment in the CBD and inner city areas, • complements the other higher order regional activity centres; and • facilitates the consolidation of bulky goods precincts within the City and the GLUA.
<p>RAC-P3 Promote and support the role of Major, District and Suburban Activity Centres to ensure these centres broaden their district and regional attractions as places of future employment and residential development with substantially improved access, amenity, diversity, liveability outcomes.</p>	<p>RAC-A6 Ensure the major activity centres are sustained by providing opportunities for residential development at higher densities with a greater variety of mix of land uses that create employment opportunities, integrated with improved public amenity and urban spaces, social infrastructure and public transport provision.</p>
<p>RAC-P4 Promote and support the role of middle to lower order activity centres, particularly neighbourhood and rural and coastal town centres, in revitalising and strengthening the local community and sustaining a viable population base for regional and rural communities.</p> <p>RAC-P5 and Support the development of new neighbourhood centres and the growth of local centres commensurate with service levels that promote sustainable settlements. This is supported where this is warranted by local population growth within the Urban Growth Boundary Areas.</p>	<p>RAC-A7 Ensure the lower order activity centres are sustained through a local residential strategy or development planning that strengthens their role and function by maintaining and consolidating precincts that contain retail attractions, local employment opportunities, and public amenities and services to create vibrant and sustainable regional and rural communities.</p>
<p>RAC-P5 Ensure safe and amenable access for all members of the community to Activity Centres by supporting active transport opportunities to encourage people to walk, cycle and use public transport to access Activity Centres.</p>	<p>RAC-A8 Ensure planning schemes have consistent policy, planning and design provisions to support and maximise public transport and pedestrian and cycle access to the hierarchy of activity centres;</p> <p>RAC-A9 Support the improved use of public transport and alternative modes of transport, pedestrian amenity and urban environment in a coordinated and consistent manner between the higher order activity centres.</p>

<p>RAC-P6 Improve the integration of public transport with Activity Centre planning, particularly where it relates to higher order activity centres.</p> <p>RAC-P7 Coordinate with state agencies such as DIER to ensure the ongoing delivery of high quality, high frequency public transport that meets the needs and expectations of the community and supports the Regional Activity Centres network.</p>	<p>RAC-A10 Ensure planning schemes support integrated land use and transport planning principles to reinforce the role and function of the Regional Activity Centres network.</p> <p>RAC-A9 Ensure transport strategies and future infrastructure provision support the role and function of the Regional Activity Centres network.</p>
<p>RAC-P8 Ensure high quality urban design and pedestrian amenity within Regional Activity Centres by acknowledging the significance of place making, activity diversity and the improvement of amenity through coordinated urban design and planning as necessary elements in the development and management of attractive, sustainable and socially responsive regional activity centres.</p> <p>The desired urban design outcomes include:</p> <ul style="list-style-type: none"> • improvements in the presentation, safety and amenity of the public realm and built environment; and • provision of outdoor urban spaces and streetscape environments (shopfronts, etc.) that create a diversity of land use activities and maximise public and private investments. 	<p>RAC-A11 Ensure planning schemes have a consistent requirement for sustainable place making and urban design outcomes for new development in existing and designated future activity centres and precincts.</p>
<p>RAC-P9 Discourage ‘out-of-centre’ development to ensure that new use and development supports the Activity Centres Network, identified precincts and the any integrated transport system.</p> <p>Development applications that are ‘out of centre’ will only be considered if all of the following criteria are adequately addressed:</p> <ul style="list-style-type: none"> • community need; • no adverse impact on existing activity centres; and • synergy with existing employment hubs (i.e. health, education, research). <p>If these three factors are present there must be overall community benefit demonstrated through a social and economic impact assessment to reflect the strategic directions and policies of the RLUS.</p>	<p>RAC-A12 Undertake master planning for the major regional activity centres, taking into account the Activity Centres Network and supporting policies to encourage in-centre developments.</p> <p>These master plans should include a detailed development capacity audit, public consultation, opportunities and constraints assessment, methods to improve urban amenity and an economic development strategy along with addressing other activity centre principles.</p> <p>The master plans should enhance accessibility of the higher order activity centres through good layout and good pedestrian movement.</p> <p>RAC-A13 Any proposed ‘out of centre’ developments are to undertake a detailed economic impact assessment that addresses how the ‘out of centre’ proposal complies with the strategic directions and policies of the RLUS.</p>
<p>RAC-P10 Provide for a range of land uses to be incorporated into activity centres appropriate to their role and function within the hierarchy of activity centres.</p>	<p>RAC-A14 Focus higher density residential and mixed-use development in and around regional activity centres and public transport nodes and corridors.</p> <p>RAC-A15 Planning scheme controls on uses, height and residential density should reflect the Regional Activity Centres Network.</p> <p>RAC-A16 Zoning and planning scheme provisions should avoid unnecessary regulatory impediments to achieve a mix of uses within identified activity centre precincts.</p>
<p>RAC-P11 Develop activity centres with street frontage retail layouts instead of parking lot dominant retailing, with the exception of Specialist Activity Centres where the defined character or purpose requires otherwise.</p>	
<p>RAC-P12 Regional Activity centres should encourage local employment, although in most cases this will consist of small scale businesses servicing the local or district areas.</p>	<p>RAC-A17 Provide for home based businesses through planning schemes to ensure they allow for small businesses to establish and operate, while facilitating relocation into activity centres at an appropriate size and scale of operation.</p>

<p>RAC-P13 Ensure that there is effective access to a hierarchy of social facilities and amenities. Within this context there is an important provisioning and access role for the activity centre network.</p>	<p>RAC-A18 Consider whether an activity centre is on an existing or proposed priority transit network or other high-frequency transit corridor when making a decision on a relevant planning scheme amendment or development application.</p>
<p>RAC-P14 Investigate capital improvements works to improve pedestrian safety and access to activity centres and precincts and progressively develop an implementation of capital works improvements to the region's activity centres.</p> <p>RAC-P15 Coordinate joint agreements on the range of future needs for community, social and recreation facilities and amenities with relevant providers and state agencies.</p> <p>RAC-P16 Coordinate joint agreement with relevant providers and state agencies on the most effective spatial distribution of future social facilities and services to the community. In this context:</p> <ul style="list-style-type: none"> • Consider the co-location of facilities and services within the activity centre network; <p>Develop a policy framework and guidelines for social community services and facilities and appropriate activity centres as part of the considered overall planning and development of these centres and precincts.</p>	<p>RAC-A19 Enhance activity centres by encouraging people to linger beyond that required for their retail needs through providing:</p> <ul style="list-style-type: none"> • a good quality public realm including provisions of a particular public open space focus (i.e. a town square) for community events and social networking; and • entertainment, dining and indoor recreational opportunities. <p>RAC-A20 Introduce an assessment process (within the context of the existing legislative framework) relating to the quality of design for prominent buildings within the Principal Activity Centre.</p> <p>RAC-A21 Investigate strategies to deliver a coordinated approach to the delivery of key facilities and services to the community consistent with the relative order of the Regional Activity Centres network.</p>

Major Tourism zone

Current content

4.4.5 Tourism and Recreation

Tourism is important. In essence it increases the “effective population” of a region, ensuring a wider range of businesses and services than otherwise would be viable, resulting in the resident population enjoying more employment and access to a wider range of facilities, services and infrastructure. This investment provides for and supports the recreation choices of the resident population.

Tourism in Tasmania has grown substantially over the last five years with increasing visitor numbers making an amplified contribution to the economy. Tasmania is primarily attractive from three perspectives:

- Natural environment, heritage and landscapes and associated activities;
- Cultural and built heritage, and;
- Food and wine/beverages.

The Region is well endowed with such assets including extensive vineyards, the world heritage listed Brickendon, Woolmer’s estate, many heritage buildings and villages and beautiful landscapes. There are several recognised touring routes in the Region such as the Tamar Wine Route, the Trail of the Tin Dragon and Great Western Tiers Route.

Current local strategies throughout the region recognise the value of maintaining and protecting the visual and scenic amenity of the touring routes. It is broadly recognised that this is an important factor in the attractiveness of the region to visitors (refer to Map 6 – Scenic Management).

The Tourism Satellite Account (Tas 2006/07) identifies that tourism provides in the order of 13.4 direct jobs per \$1m of revenue and in the order of 25,000 jobs throughout the state in tourism and non-tourism industries. One characteristic of tourism is the relatively high value add component of the revenue (some 80%) that accrues to the region. It is often that the large facility or attraction gains the attention, however much regional tourism is based on smaller operations and increasingly “experience” based tourism that is linked to another support operation e.g. farming/cheese making or based on the natural amenity of the location.

These smaller businesses must be complemented by the larger attractors, either facility based or location based. Launceston is itself an attractor, complemented as a base by regional experiences and attractions. As with most regional locations, the attraction and development of new, larger scale facilities is challenging. The Meander Valley cycling strategy is an interesting example of transforming existing infrastructure into a tourism attractor an option to and often complementary to a large scale investment.

These developments can meet the needs of the visitor and resident; facilitating activity based tourism. Tasmania is primarily attractive from three perspectives – natural environment (& activities), heritage and food/wine. The northern region is well represented across these tourism attributes, an example is the recent Woolmers World Heritage listing and connection to Port Arthur that places the northern midlands into an additional context for visitors.

The Northern Region attracts some 462,000 interstate and overseas visitors per annum (TVIS 2009/10), or around 51% of those to Tasmania. As the logical centre, Launceston is the visitation hub from which many plan their day trips or stay overnight as part of their “circuit”. Locations on the East coast such as the Bay of Fires are receiving international attention as is tourism based on the region’s key attributes, including wineries, cheese makers and park areas. An increase of 50,000 visitors to the region would increase regional revenue by around \$60m (2006/07 values) equating to some 800 additional regional jobs. These jobs would be dispersed throughout the region.

Growth in the tourism sector will provide a strong and dispersed employment impact, supporting local settlement. Key District Centres include greater Launceston, St Helens and Bridport. Clearly there is significant difference in scale and scope of service between Launceston and the other centres, however the proportion of local employment in these locations is relatively high for the smaller centres. From a specific local tourism perspective in other locations, employment from passing travellers and in specific attractions is important.

4.4.6 Regional Policies and Actions

Tourism	
<p>ED-P9 Ensure tourism business development is guided by informed research and economic strategies that develop key strategies, initiatives and projects to enhance the range of tourism and visitor experiences within the Northern Region.</p>	<p>ED-A14 As part of the Region’s Economic Development Plan consider the regions tourism strategy focused on market position and feasible numbers, segmentation and conversion to optimise revenue and yield to expand and enhance the range of tourism and visitor experiences and address broad issues affecting tourism, including skills shortages, improving competitiveness and marketing and the following specific items:</p> <ul style="list-style-type: none"> • complement the region’s Open Space Strategy with a cultural heritage considerations; • facilitate supply side support programs to deliver on a strategy for existing and new operators; • identify key tourism investment sites; and • promote support tourism infrastructure investment as part of the region’s Infrastructure Plan. <p>ED-A15 Support the implementation of the Trail of Tin Dragon Master Plan 2004 and prioritise the completion of all 18 key projects that the master plan identifies to complete the trail.</p>
<p>ED-P10 Support the development of the tourism sector through land use planning by ensuring land use planning policies and principles do not unnecessarily restrict tourism use and development.</p>	<p>ED-A16 Ensure that planning schemes do not unnecessarily restrict new innovations in the tourism sector and acknowledge that planning schemes cannot always predict future tourist sites/developments and other planning processes such as S 43A applications can provide avenues for consideration with appropriate strategic support.</p> <p>ED-A17 Ensure planning schemes identify, protect and enhance distinctive local characteristics and landscapes.</p> <p>ED-A18 Provide opportunities to economically support rural land uses (e.g. farming) by allowing diversification through tourism use and development.</p> <p>ED-A19 Minimise barriers to the establishment of small businesses by ensuring allowing flexible locations, for example, working from home and farm gate tourism.</p>

Discussion

The Commission expressed concern that the Major Tourism zone was not used consistently within the region. More importantly, the Commission was concerned that the RLUS did not define the strategic importance of the zone to the region.

The lack of direction provided within the RLUS appears to have limited use of the Major Tourism zone within the region in interim planning schemes.

PD1

The PD1 mandate was reviewed to provide higher order recognition of tourism within statutory planning controls.

Tourism within the northern region, and also other areas of the State, operates with major attractions that form a network with smaller operations. The network of larger and smaller activities forms the tourism experience. This structure of the tourism industry within the northern region allows application of the zone to existing and proposed activities that function as major attractors.

Interim Schemes / RMPS

The Interim Schemes will need to consider which activities and sites are appropriate for use of this zone when they are prepared.

During the life of the RMPS, the region will need to review operation of the zone and consider what alterations will be required to provide the certainty that supports investment in the tourism sector. Local Councils will also need to consider use of the most appropriate mechanism under the Act to apply this zone to appropriate future opportunities.

The RMPS populated the Major Tourism zone with provisions regarding use and development. Given the nature of the Commission's concerns, those provisions were not considered to require review as part of this process. Review of the zone provisions will be completed as part of the ongoing maintenance of the RMPS.

RLUS

Revisions to the discussion at Section 4.4 Regional Economic Development will provide guidance on where the Major Tourism zone will be used and improve the discussion of land use planning issues.

The existing content of Section 4.4 was reviewed and reordered to better respond to land use planning issues and how the region will respond. The Regional Policies and Actions at 4.4.6 were also revised to refocus attention to better inform use of the Major Tourism zone.

Scenic management provisions were not altered.

Recommended changes

4.4.5 Tourism and Recreation

Tourism is a significant contributor to the Northern Regional economy. Land use planning must support this through appropriate policy and regulation.

According to Tourism Tasmania (2012), tourism directly and indirectly supports around 32,000 jobs throughout the state, comprising 13.5 per cent of total Tasmanian employment. Tourism directly and indirectly contributes \$2.0 billion to the state's economy, approximately 8.0 per cent of Tasmania's Gross State Product. One characteristic of tourism is the relatively high value add component of the revenue (some 80%) that accrues to the region. The Northern Region attracts some 492,000 interstate and overseas visitors per annum (TVIS 2012), or around 56% of those to Tasmania.

The Region is rich with tourism assets including:

- Natural environment and wilderness experiences (e.g. Walls of Jerusalem, Overland Track)
- Landscapes (Great Western Tiers, Tamar Valley, touring routes, coastal)
- Cultural and built heritage
- Food and wine
- Recreation and sport (golf, mountain biking, cycling, running)

Tourism in Tasmania has grown substantially over the last five years with rising visitor numbers increasing its economic contribution to the region. Economic modelling suggests that an increase of 50,000 visitors to the region would increase regional revenue by around \$60m (2006/07 values), equating to some 800 additional jobs dispersed throughout the region.

The economic impact of tourism operations in smaller regional settlements is significant, with the proportion of local employment in these locations being relatively high.

Tourism Tasmania advise that regional tourism is based on smaller operations and increasingly ‘experience’ based tourism that is linked to another support operation, e.g. farming/cheese making or based on the natural amenity of the location.

Tourism in Northern Tasmania is comprised of a range of activities, small and large, that form the overall experience. It is a network that land use planning must support through zoning and appropriate regulation. Planning schemes need to protect existing attractors and investment and ensure that excessive regulation does not discourage future investment.

Existing and new key attractors or activities that represent a significant investment will be zoned Major Tourism.

Current local strategies throughout the region recognise the value of maintaining and protecting the visual and scenic amenity of the touring routes. It is broadly recognised that this is an important factor in the attractiveness of the region to visitors (refer to Map 6 – Scenic Management). Planning responses to these values should manage the visual impacts of use and development along the touring route network.

4.4.6 Regional Policies and Actions

Tourism	
<p>ED-P9 Ensure tourism business development is guided by informed research and economic strategies that develop key strategies, initiatives and projects to enhance the range of tourism and visitor experiences within the Northern Region.</p>	<p>ED-A14 As part of the Region’s Economic Development Plan consider the regions tourism strategy focused on market position and feasible numbers, segmentation and conversion to optimise revenue and yield to expand and enhance the range of tourism and visitor experiences and address broad issues affecting tourism, including skills shortages, improving competitiveness and marketing and the following specific items:</p> <ul style="list-style-type: none"> • complement the region’s Open Space Strategy with cultural heritage considerations; • facilitate supply side support programs to deliver on a strategy for existing and new operators; • identify key tourism investment sites; and • support tourism infrastructure investment as part of the region’s Infrastructure Plan. <p>ED-A15 Support the implementation of the Trail of Tin Dragon Master Plan 2004 and prioritise the completion of all 18 key projects that the master plan identifies to complete the trail.</p>
<p>ED-P10 Support the development of the tourism sector through land use planning by ensuring land use planning policies and principles do not unnecessarily restrict tourism use and development.</p> <p>ED-P11 Ensure planning schemes provide opportunity to identify, protect and enhance distinctive local characteristics and landscapes.</p>	<p>ED-A16 Identify key tourism sites for Major Tourism zoning and make provision within that zone for existing facilities and future proposals that may enhance the visitor experience. Examples of existing facilities include Barnbogle and Lost Farm golf courses, Franklin House, Country Club Casino, Entally House, Quamby Country Club, White Sands Resort and Greens Beach Golf Course.</p> <p>ED-A17 Provide opportunities to economically support rural land uses (e.g. farming) by allowing diversification through tourism use and development.</p> <p>ED-A18 Encourage the establishment of small tourism businesses by allowing flexible locations and minimising regulation, such as working from home and farm gate tourism.</p>
<p>ED-P12 Ensure that planning schemes do not unnecessarily restrict new innovations in the tourism sector and acknowledge that planning schemes cannot always predict future tourist sites/developments.</p>	<p>ED-A19 Planning authorities must consider the full range of options such as amendments or S 43A applications to enable support for tourism proposals.</p>

Strategy for the Furneaux Group of Islands

Strategic planning and the preparation of an Interim Planning Scheme for the Flinders municipality has been complicated by the Solicitor General's advice relating to 'active rezoning' and the apparent lack of more definitive guidance on various matters within the Regional Strategy to enact zoning changes as part of the Interim Planning Scheme process. The TPC advise that to apply zoning where it is not a direct translation of an existing zone, the Scheme must satisfy the test that a change in zoning is "reasonably necessary to comply with and further the objectives of" the Regional Land Use Strategy.

A significant complication arises in regard to the Flinders municipality due to the late tabling of the Solicitor General advice, after substantial progress has been made on the development of a PD1 compliant Regional Model Planning Scheme (RMPS). The RMPS forms the basis of Interim Planning Schemes for the eight Councils of the Northern Region. Strategic planning for the Furneaux Group of islands has been conducted in conjunction with the regional planning initiative and is heavily reliant on the zoning strategy of the RMPS and the mechanisms provided for in the State planning scheme template to achieve rational land use outcomes. The RMPS was developed through the participation of all 8 Councils, with their various land use types and issues considered in the formation of the documentation, recognising that the isolation of the Furneaux group of islands had its own unique function and relationship to the rest of the region. In particular, important strategies for population growth and rural/environmental living and recognising Aboriginal land, are forging new territory that is island specific.

Due to the nature of regional strategies being higher level, it has become necessary to revise the Regional Land Use Strategy to better articulate the circumstances where PD1 zoning should be utilised throughout the region. The unique circumstances of the Furneaux Group that do not neatly fit within regional policy need to be recognised in order to prevent significantly damaging and perverse economic and social outcomes for the islands. This is due to the requirement to only apply zoning in the Interim Planning Scheme (and the associated RMPS provisions) as a translation of zone name only if there is not sufficient direction contained in the RLUS.

It was never the intention of the Northern Region Planning Initiative that the strategy and resultant Interim Planning Schemes act as a severe economic impediment and as such, the revisions seek to better enunciate the strategic relationship of the Furneaux group to the northern region to enable balanced land use outcomes.

Interim Schemes / RMPS

The Regional Strategy recognises that land use regulation can act as an impediment to economic objectives if inappropriately or arbitrarily applied. Conversely, zoning and planning scheme provisions can be effective tools to encourage sectoral economic activity, by enabling uses without undue regulatory interference, also acting as an offset to less desirable, ad-hoc dispersal of land uses.

The RMPS and the local provisions of each Council's Draft Interim Planning Scheme were developed on the basis of this principle. This is consistent with the principles that underpin the PD1 State Planning Scheme Template and the policy mandate contained in the zone purpose statements, reinforced by *Local Area Objectives* that refine the intent for each locality.

Future strategies for economic development and administration of the Furneaux Group critically rely on this aspirational approach due to the particularly isolated economy and the additional resources this remoteness demands for the function of the economic system and its administration.

RLUS

The following revisions are recommended additions to the RLUS text to better articulate the unique relationship of the Furneaux Group and recognise its isolated and localised function.

1.6 Regional Overview

Economy

Economic prosperity is a significant factor in Northern Tasmania's ability to enhance the levels of community services, cultural facilities and environmental protection that underpin our lifestyle and values. Economic growth generates employment, higher growth, better standards of living and more sustainable services. The economy relates to the ability of the businesses in the regional economy to compete and secondly the ability of the region to compete for investment and people.

The RLUS seeks to reduce the barriers to investment in ways that are consistent with the vision for the region and other relevant social and environmental strategies. It can do this in a number of ways, including coordinating services to ensure that land for appropriate development is available in the best locations, and ensuring that priority is given to investment that improves the necessary transport, energy and communications infrastructure.

In doing so, the RLUS also recognises that the region contains an isolated system of settlement in the Furneaux Group of islands that do not experience the normal economic transactions of the balance of the region due to their remoteness. As such, the Furneaux Group relies on local strategies to capitalise on its unique attributes to further economic objectives.

The RLUS seeks to identify, protect and maintain or enhance sources of natural or competitive advantage and to ensure that they are appropriately communicated and marketed. Northern Tasmania's distinct opportunities are:

- **Unique Natural Environment**

The region is recognised as having high environmental values and low levels of pollution which lends itself to brand association with purity and quality for many specialised manufacturing (food) agricultural and service industries (tourism).

- **Available natural resources**

The region's resources ranging through education, transport, energy, agricultural land and natural beauty provide a significant platform for future innovation. The potential for increasing productivity through process innovation and development of new products is a significant focus for both government and private sector activity.

- **A pleasant climate with dependable water**

With forecasts suggesting manageable impacts of climate change in the region, Northern Tasmania may become an attractive destination for those seeking refuge from harsher climates or industry or agriculture dependent on reliable water and /or stable weather patterns.

- **High levels of liveability**

Northern Tasmania has many 'quality of life' advantages that can make it an attractive location for people and businesses. There is a documented strong correlation between liveability and innovation. Economic success through competitiveness and innovation generally lead to increased quality of employment, increased opportunity for the workforce and consequently higher work force participation, improved social inclusion, and through increased revenue the capacity to sustain higher levels of cultural and recreational services.

People

Planning for people refers to the quality of life a particular area can offer and its relative attractiveness as a place to live. A focus on liveability is important for the regional framework for two key reasons:

- It can improve Northern Tasmania's attractiveness to investment and skilled people, and;
- It can strengthen the various communities and enhance levels of community pride and inclusion.

The economic competitiveness of the Region will largely depend on its ability to attract and retain people with specialised knowledge and entrepreneurial skills. Such people are in global demand and, put simply, the more attractive Northern Tasmanian can be made, and the more likely people will move and stay here. Aligning land use policy and investment decisions to enhance liveability is a key objective of the Regional Land Use Strategy as it will improve the strength of the communities and longer term economic performance.

Northern Tasmania is unique in that the region also encompasses Aboriginal land on several discrete islands in the Furneaux Group, where the resident community continues traditional culture. The use and settlement of these lands requires consideration of the particular local values.

Environment

Northern Tasmania has a unique natural environment. It is recognised nationally and internationally for its beauty, biodiversity and natural resources. It is also the source of much of the region's wealth. Caring for the natural environment and using its resources in the most sustainable way is critical to the region's future well-being.

Closely related to sustainability is resilience, defined as capacity to respond to shock. Resilience for a geographic area refers to its capacity to respond to sudden, challenging environmental, economic or social changes. A region is resilient if it can either withstand such changes without experiencing a decrease in the standard of living or if it can quickly recover from those events. Industries that rely directly on the natural environment make up a significant component of the Northern Tasmanian economy. Many are small businesses that are serviced by local suppliers and have scope for expansion and innovation and are the focus of many government and community initiatives.

1.9 Key Regional Key Challenges

Challenges facing the region are not unique to this region or many regions across Australia or other parts of the world. All countries and regions are competing on a global scale; relatively small regions not on global routes can easily be marginalized in that process.

Distance is an issue and a relatively small population base (Tasmania is just over 2% of the national market) which also means that local - domestic markets are comparatively small. Tasmania's location is at the margins in terms of the mainstream flows of goods and services and distance from the hubs of Australian population and economic activity. **This issue becomes particularly intensified for the Furneaux Group of Islands.**

The changes that have taken place and extrapolating likely future forces and changes it is possible to identify key strategic challenges likely to be faced by Northern Tasmania over the next two decades or so.

These key strategic challenges include:

Isolation

Tasmania as an island state is likely to be further marginalised in a globalised world dominated by trade, connections and networks that favour Asia and the northern hemisphere. On the other hand global communications and IT reduce the 'tyranny of distance' and ensure that Tasmania has an enhanced opportunity to be part of an international trade in products, services and ideas.

Maximising Regional Location and Position

Northern Tasmania is better placed in terms of proximity and infrastructure capacity to link with the rest of Australia and particularly the south east of the nation, where two thirds of Australians live and manufacturing and tertiary sector employment is concentrated, capitalizing on that advantage is critical.

Ageing Population and Decreasing Workforce

Similar to the rest of Australia the population and workforce of Northern Tasmania will age and the proportion of the population in the workforce will decline. Competition for skilled workers will increase. Regional workforce and skills deficits will become more evident.

Without intervention regions that are distant from growth economies will be likely to struggle to meet their demands for a skilled workforce across professions and key occupations.

Workforce Labour Supply and Skill Shortages

Most regions have no defined plan to meet future workforce and skills needs and shortages. Local and regional training and education is not closely linked to researched future labour force needs. There is a need to lift the profile and significance of education, higher education and skills training.

Low participation levels will impact on the region's economy. Education and training investment have the potential to be a major driver of the economy. Traditional industries may offer fewer new jobs in the long term future. New jobs will require a better skilled and trained workforce. A better-educated/skilled workforce may be attracted to jobs elsewhere.

Economic Diversification and Services

Agriculture

Significant opportunities for investment in agriculture based on new irrigation schemes and for niche and high value specialist products exist. ~~Renewable energy options are significant. Wind energy generation opportunities in the northeast are substantial and tidal and wave energy potential on the north east coast needs further investigation.~~

Renewable Energy

Renewable energy options are significant. Wind energy generation opportunities in the northeast and Furneaux Group are substantial and tidal and wave energy potential on the north east coast and Furneaux Group needs further investigation.

Aged Health Care, Housing and Services

An ageing population leads to a growing dependency ratio, increased service industries for an ageing population, and different housing options to meet their needs. There is a growing critical need to keep persons in their homes longer because hospital and care facilities will be unable to cope with the numbers and communities will not be able to afford the costs. Providing direct services to aged persons in more remote locations and scattered towns and communities will be increasingly difficult.

Investment and upgrading of medical and health facilities in the region will be increasingly important for retaining and attracting population. The growing competition between regions for retirees seeking liveable areas with lower priced housing and quality core facilities and services.

Tourism

With an increasing emphasis on quality/experiential tourism regions that offer quality tourism experiences in pristine environments with ready access to international connections will be well placed. Growth and investment in tourism and recreation is focused in and around Launceston and in a limited number of other sites dispersed across the region. However, some remote areas have great potential but are being

marginalized in this area. There will also be a growing need to re-establish the region's role as the tourist gateway to Tasmania through the airport and the regional transport network.

2. Part B - Region Vision and Strategic Directions

2.3.2 Goal 2 and Strategic Directions

❖ **Goal 2: Enhance community and social development through liveability measures to create healthy, strong and vibrant urban, and rural and island settlements in accordance with the regional land use categories and related regional planning policies.**

To be achieved by:

- Encourage well designed communities that are accessible, healthy and safe to improve resilience;
- Acknowledge and reinforce the distinct land use and visual amenities characteristics of municipal areas and Northern Tasmania collectively; and
- Ensure the community has access to a range of quality open space and recreational opportunities.

Liveability refers to the quality of life a particular area can offer and its relative attractiveness is a place to live. A focus on liveability is important for our regional strategy for two key reasons: firstly because it can improve Northern Tasmania's attractiveness to investment and skilled workforce; and secondly it can strengthen our communities and enhance levels of community pride and inclusion.

The region's economic competitiveness will largely depend on our ability to attract and retain people with knowledge and entrepreneurial skills. Such people are in global demand and, put simply, the more attractive Northern Tasmania can be made the more likely people will be to move here and to stay here.

This is particularly important for the more isolated Furneaux Group of islands, where attracting and retaining population and visitation is critical to the economic future.

Aligning regional planning land use policy and investment decisions to enhanced liveability ~~should be~~ is a key objective of the regional strategy. It will improve both the strength of our communities and our longer-term economic performance. While the drivers of liveability are being progressively understood, there are good indications that the following are strong contributing factors:

Aesthetics: It is increasingly recognised that places of high functionality and aesthetic beauty perform better and have greater economic and social success. The quality of the urban environment correlates with the attractiveness of public spaces, the presence of parks, quality landscaping, accessible outdoor recreation opportunities, care of heritage, and the retention of public views. Attractive places simply 'do better'.

Social inclusion and tolerance: The ability for people to meet, build relationships and participate in the community is generally higher in liveable places. Liveable places also seek to embrace diversity and are comfortable with cultural and other forms of social difference.

Culture: Places that have accessible cultural opportunities including art, theatre and music are more liveable. An absence of diversity and cultural opportunity are known to be important factors in younger people's decisions to leave rural and regional areas.

Aboriginal land forms a strong cultural link between current communities and their history and tradition.

Safety and security: Low levels of antisocial behaviour and criminal activity create places of economic competitiveness and stable employment, and a prevailing sense of personal safety.

[space]

Northern Tasmania enjoys a relatively high standard of liveability. While little empirical data is available, key attributes of our liveability are considered to be:

- unique environmental assets and a reputation for environmental performance and sustainability;
- high levels of scenic amenity and aesthetic beauty;
- accessible outdoor recreational opportunities in both urban parks and surrounding forests, mountains and coastal areas;
- the strong, well-established regional centre of Launceston, delivering high levels of community services;
- relatively high levels of community cohesion and personal safety;
- high levels of cultural heritage, with associated community pride and strong sense of place.

The high speed broadband network will contribute to increasing liveability in Northern Tasmania. Access to information and internet-based services are becoming increasingly part of everyday life. Modern telecommunications will remove many current limitations and may provide a competitive advantage for smaller settlements in attracting investment and migration.

3. Part C – Regional Planning Land Use Categories

3.2 Regional Overview

The Region's land use categories are created by well-defined spatial separation of urban and rural and environmental land uses. Rural uses are defined by agricultural land uses (cropping, grazing, dairy, plantation forestry, horticulture, etc.), whilst environmental land uses may include native bushland, and various natural landform features and natural scenic regional landscape areas. This separation of land uses gives the Region a distinct physical and visual amenity and character, which assists to define a limit to the region's urban settlements.

The region's three key land uses can clearly define the extent of urban development, and specifically encourage the containment of growth to established urban areas to increase the sustainability of these settlements in terms of population, but also the level of services and infrastructure they provide to the community.

Within the urban growth boundaries greater clarity of the settlement types within the region can be given that give support to a wide range of regional policies contained in Part D, such as Regional Settlement Network, Regional Activity Centre Network and Regional Economic and Employment (e.g. Industrial Areas and Activity Centres), supported by the suite of other regional policies and spatial maps.

Clarity of future development intensity and scale in terms of land use functions within the established regional settlement hierarchy will provide certainty to future development investment and planning decisions to ensure productive, sustainable and liveable communities now and into the future.

The regional settlement hierarchy will be achieved by containing urban development into areas that are reflected in the relevant planning scheme land use zones. This creates benefits such as being able to plan and efficiently provide infrastructure and services. The uncontrolled spread of urban settlements can lead to social isolation, the loss of productive farmland or natural ecosystems and costly infrastructure and service provision.

The hard edge of the urban growth boundary is to be managed with an appropriate graduation of land uses and activities associated with urban development to provide a transition of urban activities between the surrounding non-urban areas that form the remaining major regional land use categories. This will ultimately be achieved through zoning within the planning schemes to establishing clear graduation of land uses between urban land, rural land, natural resources areas and environmental and open areas.

Establishing land use categories presumes a level of permeability throughout the region which results in land use patterns that are interrelated, but can be generally categorised. It is noted that land uses on the Furneaux group of islands, in being isolated from this system, have evolved differently in a local system which interacts

with rural production and tourism economics, amenity lifestyle choices and the fact that residents are often employed in more than one occupation in order to sustainably/feasibly reside on the islands.

As such, the transition between the regions lands use categories protects the integrity of the zoning system within planning schemes and the associated provisions. The graduation between the hard edges of the boundaries between these major land use categories is to be further articulated in the relevant planning scheme to guide appropriate form of land uses and activities within allocated zones. As such the zoning is to achieve the intent, strategic objectives / and regional policies of the regional land use categories.

3.4.2 Rural and Environmental Living Areas

Land within Rural and Environmental Living areas plays an important role to manage the transition of land use activities associated with Rural and Natural Productive Resource lands with that of the two other major surrounding regional land use areas. Rural and Environmental Living land will continue to support opportunities on large allotments within the Rural Living and Environmental Living Zones, which does not compromise high value and productive potentially available agricultural land.

Given the contentious nature of dwellings in rural areas it is critical to identify what constitutes a 'lifestyle' property or hobby farm. In doing so, the development of such lifestyle properties can be appropriately considered while preserving potentially available agricultural land. As such these areas can continue to be developed according to the relevant local government planning scheme requirements.

The Regional Agricultural Profile (2010) reports that farms with an Estimated Value of Agricultural Output (EVAO) of less than \$150,000 are likely to be part time or hobby farms that require off farm income to support a family. The average EVAO in Launceston and West Tamar is well below the \$150,000 whilst Flinders Island and George Town is just below it. It also provides a description of the resources required for the main identified agricultural activities in the Region and recommends minimum attenuation distances for individual dwellings and residential areas based on industry expertise and published literature.

To determine whether an area of rural land is suitable for Rural Living, a combination of zoning and performance tests is recommended. Identifying areas to be zoned for Rural Living and Environmental Living will also assist in the identification of rural settlement land use patterns which transverse municipal boundaries. The exception to this are the settlement and land use patterns of Flinders Island and the Furneaux Group, which function independently and should be considered on the basis of local strategy that responds to the particular economic and social characteristics of the islands.

Existing spatial GIS (Geographical Information Systems) mapping and methodology already developed by AK Consultants (2010) for parts of the region (i.e. Launceston City, Meander Valley and West Tamar LGAs) has identified land that is potentially constrained for agriculture and may be more appropriately designated as Rural/Environmental Living land. The interface between Rural and Natural Productive Resource and Rural/Environmental Living lands can be protected with clear spatial mapping of areas that do not contribute to significant productive agricultural and natural resource use, which could be zoned Rural/Environmental Living.

The methodology described in the AK consultant's report has been developed to inform the Local Government strategic planning process for the review of use and development of rural lands. Titles identified as having few limitations for agricultural use can be protected by precluding non-agricultural developments. The procedure is particularly relevant for the rural/rural living/ low density residential/urban zoning interface and rural areas which have experienced growth in the number of dwellings and "clusters" of small titles as the procedure identifies those areas in the rural zone which are already compromised and subject to potential rural land use conflict (AK Consultants 2010 Launceston City Council Agricultural Land Study – Agricultural Profile March 2010, p 25).

Land within the Rural Resource zone is essentially to be protected for primary industry (e.g. agriculture, extractive industry, forestry, and water catchments). Using a merit based assessment will consolidate the

supply of land for those seeking a rural lifestyle as well as facilitating a source of funds to agricultural landowners but will ensure agricultural activities are protected. **The provision of Rural/Environmental Living land also functions as a targeted strategy that responds to the relative isolation of Flinders Island, to attract and retain population and visitation.**

The use of Rural and Environmental Living lands is intended to contribute to the preservation of sensitive land, rehabilitation of degraded rural land (particularly that of least productive agricultural value – i.e. land capability class of 6 or 7) and effective environmental management activities and practices that could include compatible non-agricultural land uses and activities.

3.4.5 Implementation of Regional Rural, Natural Productive Resources and Rural Living Area Strategies

1. Consolidate future rural population growth within existing rural settlements and Rural and Environmental Living areas. Ensure Rural and Environmental Living areas are generally constrained to existing areas and do not fragment productive rural land.

2. Ensure land use and water management policies and regulations do not unreasonably constrain the development of agriculture, agribusiness, and appropriate ecotourism and recreation opportunities in rural areas.

3. Protect quality agricultural land from incompatible development and provide for the expansion of agricultural production.

4. Recognise Rural and Environmental Living development as a legitimate residential lifestyle subject to appropriate location criteria.

5. Recognise that the Furneaux Group of islands are more reliant on local strategies for Rural and Environmental Living areas and the protection of agricultural land that respond to the complexities of remote area economics.

5.6. In areas of high development suitability the clustering of residences, development envelopes and asset protection zones is encouraged in order to protect those areas of lower development suitability.

6.7. Identify and protect natural productive (mineral) resources from inappropriate development.

7.8. Allow consideration of secondary or non-agricultural land uses where water quality, scenic rural landscapes, agricultural activities and the natural environment are not adversely affected and the strategic purpose of rural zoning is not undermined, and if possible where the land is in close proximity to an existing settlement.

4.1 Regional Settlement Network

4.1.1 Regional Overview

Urban settlements (namely its population growth and residential development in various housing forms and densities) vary and respond to environmental, economic and social changes, as such land use strategies and planning provisions around settlements must ensure sustainable patterns of land use and development to reflect these changes.

The population of Northern Tasmania is dispersed over the region creating distinct settlement patterns. The density of residential settlement patterns, particularly within more built up settlement is low, with less than 10 dwellings per hectare. Part of this settlement pattern has moved outward into the rural and regional landscape areas of the region. This pattern can become unsustainable and threaten the natural environment, landscape and regional ecosystems including highly valued agricultural land. Some of the region's workforce travel

further for work outside their sub-region/LGA which places pressure on the transport network, and can reduce liveability factors for these people and the wider community.

To respond to these changes, the RLUS concentrates growth within the Urban Growth Boundary Areas around existing settlements. Containing urban growth pressures will preserve the region's landscape, open spaces and productive agricultural and rural lands, and provide significant environmental quality and health benefits.

There is also a commitment to preserving land for nature conservation and public recreation. The RLUS seeks a balance between urban and non-urban development by creating a sustainable settlement pattern with supporting activity centres, employment areas (industrial and agricultural areas) with an infrastructure and transport network that seeks to achieve an efficient use of land and investment into infrastructure.

Consolidating urban settlements allows new road and public transport connections to be made in a timely and cost-effective manner, reducing reliance on private vehicle travel in new communities. New communities should be designed as attractive, walkable neighbourhoods that support community life. New residential development Areas, regional activity centres and other suitable established urban areas, are the focus for accommodating regional dwelling and employment targets, and will accommodate projected growth to 2032.

Public transport plays a fundamental role in region's liveability and sustainable development and is supported by consolidating the future urban form. The RLUS encourages the containment of urban development pattern by reinforcing regional activity centres at strategic locations to connect with an integrated public transport network. This reduces the need for travel and provides transport alternatives to private car use.

Providing mixed land uses is another important factor in creating better places to live. Placing a mix of uses in close proximity makes alternatives to driving— such as walking or cycling—more viable. This also creates a more diverse and sizable population, and a commercial base to support viable public transport. Transit oriented communities have mixed uses at key public transport stops, such as bus stations and interchanges, to create quality lifestyle alternatives for residents.

Provision of diverse housing options should include consideration of the costs of access to employment, facilities and services. Changing household demographics, including an ageing population and more diverse households, are increasing the demand for wider housing choice in the region. The RLUS provides housing choices for all residents such as a single bedroom apartment, new unit, or traditional suburban detached home. In this way, diverse housing choices help provide affordable housing and can also mitigate the environmental costs of car-dependent development, use infrastructure resources more efficiently, and ensure a better jobs-to-housing balance to achieve greater self-containment.

The Furneaux Group

Whilst the region can be generally categorised into a settlement and activity centre hierarchy, this system recognises and responds to the interactions that take place throughout the region that are not reflected in the relationship of the Furneaux Group to the region. Due to the isolated function of the Furneaux islands, the demands placed on settlement and activity centres (and the relationship with lifestyle land use patterns) are different to the typical functions of other levels of settlement. As such, planning for the islands and the creation of demand to support economic objectives for population retention and visitation is critically dependent on local strategy to maximise opportunities.

<p>RSN-P2 Ensure existing settlements can support local and regional economies, concentrate investment in the improvement of services and infrastructure and enhance the quality of life in those urban settlements.</p> <p>RSN-P3 Recognise the isolated relationship of the Furneaux Group of islands to the settlement system of the region and that settlement and activity centre planning will be dependent on local strategies to support sustainable outcomes.</p>	<p>RSN-A2 Ensure the long term future supply of residential land matches existing and planned infrastructure capacity being delivered by Ben Lomond Water, specifically in parallel with existing water and sewerage capacity and required augmentation to meet urban development growth and capacity – both residential and industrial.</p> <p>RSN-A3 Ensure a diverse housing choice that is affordable and accessible in the right locations reflecting the changes in the population and its composition, especially ageing populations and single lone persons and to enable people to remain within their communities as their housing needs change, including ageing in home options.</p> <p>RSN-A4 Encourage residential expansion in-and-around the region’s activity centre network to maximise proximity to employment, services and the use of existing infrastructure, including supporting greater public transport use and services.</p> <p>RSN-A5 Ensure Rural Living style development occurs outside the Urban Growth Boundary Areas and it does not constitute or create a demand for a high level of community services and infrastructure, which would justify an extension of the Urban Growth Boundary Areas, nor compromise productivity values of agricultural rural lands and natural productive resources.</p>
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4.3 Regional Infrastructure Network

Energy

The primary issues for energy supplies (electricity and gas) are capacity and reliability of supply to meet urban and industrial demands. There is also potential for renewable generation sources, particularly wind power which can be developed on a local or large scale. Large scale wind farms are often located in remote areas requiring transmission corridors and should be located so as to avoid high conservation and scenic areas.

Renewable Energy

Renewable energy options are significant. Wind power can be developed on a large or local scale. Wind energy generation opportunities in the northeast and Furneaux Group are substantial. Biomass energy generation in the northeast presents an additional renewable source opportunity. Tidal and wave energy potential on the north east coast and Furneaux Group needs further investigation.

An example of targeted renewable energy policy is the Flinders Island Sustainability Plan, which encompasses a strategy to move Flinders Island toward 100% renewable energy supply.

Attachment 1 – RMPS Objectives

The objectives of the Act are:

PART 1 - Objectives of the Resource Management and Planning System of Tasmania

1. The objectives of the resource management and planning system of Tasmania are –

- (a) to promote the sustainable development of natural and physical resources and the maintenance of ecological processes and genetic diversity; and*
- (b) to provide for the fair, orderly and sustainable use and development of air, land and water; and*
- (c) to encourage public involvement in resource management and planning; and*
- (d) to facilitate economic development in accordance with the objectives set out in paragraphs (a), (b) and (c); and*
- (e) to promote the sharing of responsibility for resource management and planning between the different spheres of Government, the community and industry in the State.*

2. In clause 1(a), **sustainable development** means managing the use, development and protection of natural and physical resources in a way, or at a rate, which enables people and communities to provide for their social, economic and cultural well-being and for their health and safety while –

- (a) sustaining the potential of natural and physical resources to meet the reasonably foreseeable needs of future generations; and*
- (b) safeguarding the life-supporting capacity of air, water, soil and ecosystems; and*
- (c) avoiding, remedying or mitigating any adverse effects of activities on the environment.*

PART 2 - Objectives of the Planning Process Established by this Act

The objectives of the planning process established by this Act are, in support of the objectives set out in Part 1 of this Schedule –

- (a) to require sound strategic planning and co-ordinated action by State and local government; and*
- (b) to establish a system of planning instruments to be the principal way of setting objectives, policies and controls for the use, development and protection of land; and*

- (c)** *to ensure that the effects on the environment are considered and provide for explicit consideration of social and economic effects when decisions are made about the use and development of land; and*
- (d)** *to require land use and development planning and policy to be easily integrated with environmental, social, economic, conservation and resource management policies at State, regional and municipal levels; and*
- (e)** *to provide for the consolidation of approvals for land use or development and related matters, and to co-ordinate planning approvals with related approvals; and*
- (f)** *to secure a pleasant, efficient and safe working, living and recreational environment for all Tasmanians and visitors to Tasmania; and*
- (g)** *to conserve those buildings, areas or other places which are of scientific, aesthetic, architectural or historical interest, or otherwise of special cultural value; and*
- (h)** *to protect public infrastructure and other assets and enable the orderly provision and co-ordination of public utilities and other facilities for the benefit of the community; and*
- (i)** *to provide a planning framework which fully considers land capability.*

Attachment 2 – Historical approvals data

Table 1 Rural Residential - Total New Dwellings by Year

Rural Residential																	
	<2000	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012		Rate per year	
WTC										2	13	8	7	7			Post 2008 9.25
LCC	1990							120						30			Pre 2007 7.5 Post 2007 5
GTC	1993> 18	1	1	2	1	0	1	1	0	3	4	0	1	1		2.1	
MVC	2	2	2	3	7	6	2	1	4	2	4	2	2	1		3	
Dorset																	
NMC																	
FLIN																	
BOD		1	1	2	0	2	6	4	1	1	0	2				1	

Other Zones																	
BOD (The Gardens & Four Mile Creek)		1	1	2	0	2	6	4	1	1	0	2				1	

Notes:

- No data available for NMC, Flinders & Dorset.
- GTC – Hillwood area is the only rural res zone.
- LCC – Windermere/Dilston/Swan Bay & Relbia rural res zones

| = WTC 2006 Scheme in effect.

Table 2 Rural Zones – Total New Dwellings by Year

Rural																	
	<2000	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012		Rate per year	
WTC	47	15	17	15	26	22	17	31	79	41	1	7	5	4		Pre 2009 28 (19 actual)	Post 2009 4.25
LCC	1990							252								Pre 2007 15.75	
GTC								1	1	5	5	2	10	4		Post 2006 <40ha = 3	Post 2006 >40ha = 1.5
MVC	3	10	8	14	9	18	9	3	12	13	15	4	0	0		Pre 2008 prohibition <40ha = 8.9 >40ha = 1.5	Post 2008 prohibition >40ha = 1.5
Dorset	1993> 18	1	1	0	3	2	0	0	0	2	0	0	1	4		All < 40ha Pre 1998 2.6 Post 1998 0.8	
NMC																	
FLIN																	
BOD		9	9	5	10	13	19	5	17	15	4	1	2			9.9	

MVC 40ha house prohibition implemented (2 x S.43a applications approved post 2009)

WTC 2006 Scheme in effect. The figures for rural housing up to 2009 include rural lifestyle approvals. Spike in approvals due to imminent Scheme change, actual rate estimated at 19/year

LCC – From 1997 houses were prohibited on new lots

Dorset – New Scheme in 1998

BODC estimate 95% as smaller lifestyle lots

Table 3 – Proposed Rural Living and Environmental Living Zone Yields Under Interim Planning Schemes

	Infill lots – existing zones	Subdivision – existing zones	Infill lots – new zoning (zero subdivision)	Existing dwellings (current zoning)	Existing dwellings (new zoning)	Total approximate potential new lots/dwellings – Infill plus subdivision potential	Rate/year – 20 years
WTC	90	246	183	111	755	250	12.5
LCC	67			456	45	217	10.8
GTC	12					70	3.5
MVC	25	18	118	132	582	205 actual	10.25
Dorset		5				35 or 64 (variable min lot size)	1.75 or 3.2
NMC							
FLIN							
BOD						179 actual	8.9

‘Actual’ denotes calculation taking into account limitations to subdivision due to topography, hazards and road/access.