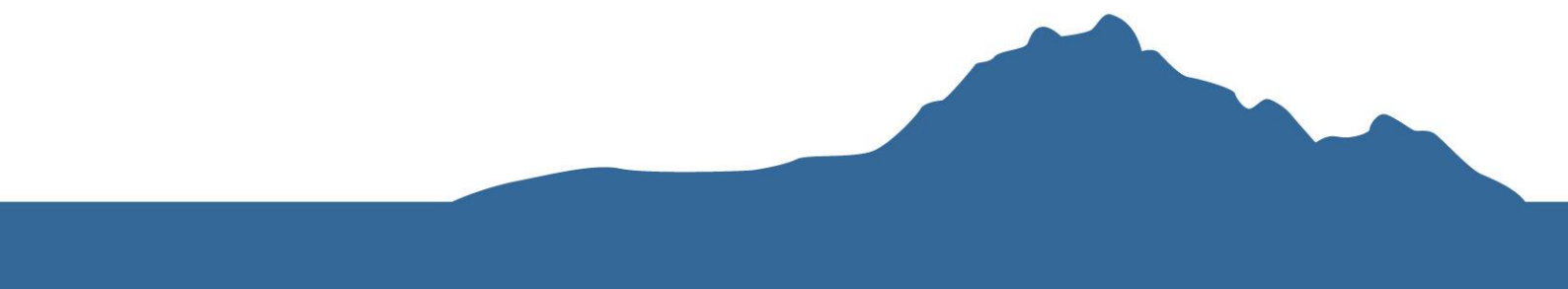




Flinders Island Structure Plan

Draft for Public Consultation

July 2016



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Executive Summary

The Structure Plan presented here for consideration and comment is designed to underpin a planning scheme for the Flinders Municipality. It seeks to satisfy the legislative requirement that planning policy is justified by strategic investigations and analysis. The investigations were conducted during 2015 and are contained in a Supporting Information Report. The Structure Plan has distilled the analysis into 4 strategic outcomes that can be achieved through spatial application and land use regulation with the aim of contributing to Council's overarching goals to grow the population and diversify economic activity.

The 4 strategic outcomes are to protect the core economy related to the grazing industry, to diversify rural land not required exclusively for grazing, to support nature based tourism potential and to maintain and enhance quality of life, commonly referred to as liveability. The document looks at each of these outcomes in turn and nominates land use planning practice methods for achieving them.

Determining the 4 strategic outcomes was not a random act. Substantial investigations into a wide range of criteria were conducted and analysed and principles were developed to use in the decision making process. The principles are contained in section 3.0 of the document and feedback on them is encouraged. Principles for decision making are vital components of the process. They mean that it is clear how a decision is arrived at, that is, the resultant decision is in accord with the principles. This provides overall consistency and avoids ad hoc decisions, favouritism or whim. It also means that decision making is transparent. Once the principles are clear, it is apparent to everyone that an individual issue has been addressed within that context.

The Structure Plan is presented for consultation with Appendices. This is largely for ease of download, since Appendices 1 and 3 are maps. Appendix 1 contains two maps. Map 1 shows the proposed Primary Production Areas: PP1 for the area to be protected for grazing purposes, PP2 the rural land to be diversified while maintaining the status quo in allotment sizes and the Blue Rocks precinct where uses have been expanded and lot sizes reduced as a method for facilitating economic activity in conjunction with residential development. Map 2 in Appendix 1 shows the land capability classifications for unreserved land on Flinders Island.

Appendix 2 provides a table that elucidates in more detail how the strategic outcomes can be translated into planning policy. The table includes a description of particular areas (or in some cases individual allotments) and nominates the strategic intent for that particular site/location. It is important not to confuse the *intent* with a *zone*. No reference to zones is relevant to the Structure Plan. The Structure Plan sets out the land use *strategy*. At a later date, agreed land use strategy will become *policy* when it is matched with the purpose of an appropriate zone provided in the State Planning Scheme template. Trying to pre-empt a zone at this stage will be unhelpful and confusing.

As well as identifying the intent for particular sites, Table 1 in Appendix 2 also includes a column where open space and public access linkages have been identified and another that lists the types of uses that could be appropriate for the site given its physical constraints. A final column describes the type of local provisions that may be needed in the planning scheme for development and use to comply with the principles for decision making and to be consistent with regional land use strategy and state policy (also requirements of the relevant legislation).

Appendix 3 provides more maps that detail the proposed strategy for the settlements. Whitemark and Lady Barron have detailed township maps and also a map of their respective surrounds and how they may look if the 4 strategic outcomes are achieved. Appendix 4 provides the list of Heritage Places included in the 1994 (current) Flinders Planning Scheme. Feedback is sought on these and other heritage matters in discussion point 8.0.

Throughout the document pink text boxes have been used to raise discussion points and seek feedback on specific matters. These matters are considered to be critical to understanding if the community concurs or not with the general directions set out in the document or to gather more information on things like public access

or heritage places. Reference to the numbered questions in the pink text boxes will mean that submissions are directed to key planning and/or legislative requirements. Submissions can of course also include other matters that community members may wish to raise.

Section 1.0 of the document provides an Introduction and Background that will introduce the reader to the process required by the Tasmanian Planning System, to the role of the Structure Plan and why this process is still continuing after the draft Interim Planning Scheme was prepared in 2012. The remainder of section 1.0 provides a brief overview of broadly contextual information on Flinders Island.

Section 2.0 outlines the 4 strategic outcomes and the land use methods for achieving them. Section 3.0 lists the 5 land use principles referred to above and asks the readers if they agree with the values inherent in each of the principles.

Section 4.0 addresses each of the 4 strategic outcomes individually and provides commentary on how the outcomes can be achieved and what that may involve. Various discussion points are raised throughout section 4.0.

Section 5.0 concludes the document and reminds the reader that adopting the 4 strategic outcomes set out within the Structure Plan can contribute to the strategic goals of the Council. The goal to increase development can seem to conflict with other goals such as preserving natural or scenic values, but the investigations and analysis invested in this Structure Plan have proposed ways that both can co-exist. It remains for the community to decide if they agree with the proposals within. If so, the translation into a policy framework (the State Planning Scheme) will mean that an agreed way forward can be implemented through the mandated regulatory system for land use planning in Tasmania.

Introduction

The Flinders Municipality is a relatively remote local government area with unique characteristics and multiple lifestyle advantages in conjunction with significant constraints related to economic productivity, communications and access.

Historically reliant on an economy based on the pastoral and fishing industries, changes in recent decades have seen the municipality recording a declining population over the last Census period. The direct relationship between decline in population and decline in the economic viability of services presents a strategic challenge.

It is known that economic productivity can be increased through population growth. Flinders Council has identified population growth as a key tenet of the Flinders Strategic Plan 2015. Land use strategy is a subset of Council's strategic aims and thus focuses on supporting Council's vision to grow the population as a means of increasing economic activity.

Land use strategy results from research and analysis of the current economic, social and environmental circumstances, the preferred outcomes that can be achieved through the Tasmanian planning system and the opportunities and constraints that will facilitate and/or modify development goals. The research work is contained in the 'Supporting Information Report'¹. The distillation of this research and analysis is presented here as the Structure Plan for Flinders Island.

To assist in the goal of growing the population, the Structure Plan recognises the 'out of the employment market' growth such as increasing the number of holiday houses to cater for increased visitors. The Structure Plan also seeks to contribute to attracting a mixed demographic who can contribute to diversifying the economy and growing the employment market. Population attractors for this market include:

- family association with the place
- lifestyle benefits (safety and security; community capital; public infrastructure)
- intact biodiversity and broader environmental services
- scenic quality of the coast and inland;
- a range of possible land use patterns and uses.

At the same time, the primary production sector remains the key contributor to the productivity of the Flinders Municipality and safeguarding pastoral activity is a key land use objective.

The circumstances affecting development in the Flinders Municipality are very different to elsewhere in Tasmania and require a modified land use planning approach; notwithstanding the aim of the Tasmanian Planning Scheme to achieve consistency across the state. The Regional Land Use Strategy² acknowledges the unique circumstances of the Furneaux Group and the need to accommodate that difference through local area planning.

Local area planning is intended to be implemented through the municipal planning scheme. The municipal planning scheme is derived from the Tasmanian Planning Scheme (the State scheme), i.e. the State determines what zones and standards will be included in the State scheme and how the State scheme will be administered; including how much provision will be made to include (or omit) local strategy.

Consequential to the preparation of the yet to be declared 2015 Tasmanian Planning Scheme, the *Land Use Planning and Approvals Act 1993* sets out in section 32 what a Local Provisions Schedule (LPS) of a (municipal)

¹ Cox R 2015 Flinders Island Land Use Strategy Supporting Information(unpublished)

² Northern Tasmania Development 2015 Regional Land use Strategy for Northern Tasmania

planning scheme may contain. Sub section (3) establishes that "...subject to subsection (4), an LPS may, if permitted to do so by the SPPs (State Planning Provisions), include a:

- particular purpose zone
- specific area plan
- site specific qualification

Subsection (4) establishes a test for the incorporation of these local elements into the State scheme as follows:

"An LPS may only include a provision referred to in subsection (3) in relation to an area of land if-

- a use or development to which the provision relates is of significant social, economic or environmental benefit to the State, a region or a municipal area; or
- the area of land has particular environmental, economic, social or spatial qualities that require provisions that are unique to the area of land, to apply to the land in substitution for, or in addition to, or modification of, the provisions of the SPPs"

The Structure Plan seeks to provide the basis and direction to satisfy this test. It is likely that most local area provisions will rely on s32(4)(b).

Thus the Structure Plan has the key purpose of highlighting local land use priorities with the concurrent aim of supporting a sustainable future for the Flinders Municipality.

The extent of this Structure Plan is Flinders Island. The outer islands are considered with Cape Barren Island and subject of a separate Structure Plan to be prepared later in 2016.

The timeframe for the Flinders Island Structure Plan is ten years (to 2026) and some elements are proposed to be staged to allow for review after 5 years permitting amendment to the planning scheme if required.

The Structure Plan sets out a synopsis of contextual information followed by an outline of the 4 land use outcomes that have been identified as ways to contribute to Council's intent to increase economic productivity. Background material is contained in the Supporting Information Report. A Table is Appendix 2. The table condenses the strategic intent of the 4 desired outcomes at allotment level.

The Structure Plan is the proposed strategy for land use on Flinders Island. To be implemented, the strategy must be translated into the State planning policy framework which is the Tasmanian Planning Scheme. There are legislative and policy limitations on what and how much local strategy can be translated. At present the extent of these limitations is not entirely clear since the State scheme has yet to be finalised but obviously any limitations can affect the achievement of the (local) strategic intent.

At this stage, Feedback is being sought on the local strategy (the Structure Plan). The draft strategy will provide the basis for the zoning and other decisions made when trying to fit local objectives with the State scheme template.

1.1 Background

The main drivers of the structure planning process are:

- the State of Tasmania requirements pursuant to the *Land Use Planning and Approvals Act 1993* and subsequent amendments for a new Tasmanian Planning Scheme, and
- Flinders Council's strategic aim to build a sustainable population within the municipality.

The structure planning process builds on the Flinders Land Use Strategy 2014 which incorporated community responses to the draft Interim Planning Scheme 2012 and confirmed the Council's general directions prior to the preparation of the Flinders Council Strategic Plan 2015³. The structure planning process is also underpinned by research and analysis conducted July- December 2015 and contained in the Supporting Information Report.

In addition to investigating a range of topics including land suitability, natural hazards, demography, natural resources management, scenic values, cultural values and infrastructure; the research also considered consistency with State policy and the Regional Land Use Strategy for Northern Tasmania.

The structure planning process therefore encompasses regional planning principles as well as the connections between the draft Interim Planning Scheme 2012 and the submissions received on that document. It also considers the context provided by the Tasmanian Planning Scheme 2015. Land use research for Flinders local government area identified the issues, constraints and opportunities relevant to the municipality. Analysis of the research has distilled the strategic approach into condensed text and simple spatial representations on the maps appended to this Structure Plan report.

What happened to the draft Flinders Interim Planning Scheme?

The draft Flinders Interim Scheme was exhibited for public consultation in May 2012. The Tasmanian Planning System requires that a municipal scheme be substantiated by strategic documentation that supports the decisions in the scheme and verifies consistency of the scheme with a range of State policies regional strategies and other statutory requirements. The Strategic Planner was engaged in April 2014 to conduct this work. The State election in March 2014 resulted in a new State government being elected with an election commitment to repeal the Interim scheme framework and develop a new state-wide planning scheme.

This commitment has been achieved; amendments to the legislation have repealed those sections of the *Land Use Planning and Approvals Act 1993* related to Interim Schemes and established provision for the new State wide planning scheme. This was recently exhibited for consultation and is expected to be finalised by the end of 2016. The new State scheme template has major differences with the State template for the Interim Schemes in the zones and standards and codes within it. All this essentially means that the draft Flinders Interim Scheme is not directly transferrable to the new State scheme, although some of the intent of the Interim Scheme has been incorporated into the land use strategy and submissions made on the draft Interim Scheme have also been considered in the strategy development.

1.2 Regional Land Use Strategy

The particular circumstances, strengths and preferences of the Flinders Municipality are acknowledged in the Regional Land Use Strategy for Northern Tasmania (RLUS):

While the (Northern) region can generally be categorized into a settlement and activity centre hierarchy, this system recognizes and responds to interactions that take place throughout the region that are not reflected in the Furneaux Group. Due to the isolated function of the 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 creation of demand to support economic objectives for population retention (and) visitation are dependent on local strategy".⁴

In response to regional population changes, the RLUS concentrates growth within the Urban Growth Boundary of existing settlements in order to preserve the region's landscape, open spaces and productive agricultural and rural lands. There is a commitment to preserve land for nature conservation and public recreation by

³ SED Consulting 2015 Strategic Plan Flinders Council

⁴ Northern Tasmanian Development. 2015. Regional Land Use Strategy for Northern Tasmania

establishing a balance between urban and non-urban development by consolidating urban development around existing services and by integrating urban transport networks. The Flinders Structure Plan is generally consistent with this approach in that it proposes a tiered hierarchy building on existing settlements and seeks to preserve productive land, biodiversity and public access and open space. Where Flinders deviates from the RLUS and other local government areas, is in the scale of allotments, the absence of accompanying services and infrastructure and the economic drivers for change.

1.3 Context

Location

The Furneaux Group of Islands consists of over 50 islands located between 39°30'S and 40°40'S. The largest island in the group is Flinders Island (1333km²), followed by Cape Barren Island (82km²). The Furneaux Group forms the greater part of the Flinders Municipality (with the Kent and Hogan groups forming the lesser part).

Population

From 2006 to 2011, the Furneaux Group population decreased by 82 people (9.6%) to 776 (and approximately 705 on Flinders Island). This represents an average annual population change of -1.99% per year over the period. The downward trend has continued although the rate slowed in 2012. These figures include the Aboriginal community of approximately 70 people living on Cape Barren Island. Anecdotal evidence is that there were an additional 35 births on Flinders Island between 2012 and 2015. The data from the August 2016 Census is anticipated to show an improved outlook with regard to population trends.

The major differences between the age structure of the Furneaux Island Group and regional Tasmania are that a larger percentage of persons are aged 55 to 59 (13.8% compared to 7.0%). There is a larger percentage of persons aged 65 to 69 (8.8% compared to 5.5%), a smaller percentage of persons aged 15 to 19 (1.7% compared to 6.7%) and a smaller percentage of persons aged 25 to 29 (2.2% compared to 5.1%).⁵

The implications of this age structure require further analysis in the context of providing the workforce needed to support economic activity. Similarly, gaining an in-depth understanding of the drivers of population change will be important since the very low population data means that there are limits to the assumptions and thus to the accuracy of modelling for population projections. Council's Strategic Plan 2015 identifies understanding these economic drivers as a priority project area.

A population target of 1200 persons by 2026 is taken as the benchmark for the land use planning process. This represents an increase in the permanent population of approximately 500 people from the current level. While this can be extrapolated along the lines of household size and available allotments to determine the amount and type of land proposed to be made available into the next 10 year period, it must be recognised that the Flinders Municipality is unlike most other local government areas.

The lack of population growth 2006-2011 and relative slow demand in the real estate market mean that the usual technique for determining future land use, i.e. applying a demand to supply ratio, will be inadequate to the task. Unique constraints related to location in Bass Strait, reliance on a single (pastoral) industry for the economic base, communications impediments, comparative lack of infrastructure and services outside the main townships, an aging population and important natural and cultural values must also be considered. This emphasises the need for local provisions to be incorporated into the planning scheme so that implementation of the scheme can achieve the strategic outcome of growing the population and increasing economic activity.

Housing

Housing on Flinders Island varies from soldier settler farmhouses scattered across the pastoral areas to clusters of modern constructions taking advantage of stunning coastal locations such as West End and Palana.

⁵ ABS Census data 2006-2011

Killiecrankie is a settlement with fishing and recreational antecedents and a mix of dwellings. Elsewhere, rural small holdings provide a pattern of dispersed residential living in a rural or natural setting. Whitemark/Bluff Road, Lady Barron and Emita support residential populations at higher density but still very low compared to other municipalities.

Flinders Island is known to have a large proportion of absentee land holders, as indicated by the number of unoccupied dwellings on census night; 379 were occupied on Census night in 2011 (down from 395 in 2006) and 281 unoccupied (up from 220 in 2006).⁶

Council records show that between October 2010 and April 2015 there were 48 dwellings approved on Flinders Island. Comparison of the low population and the relatively high number of dwelling approvals suggests that Flinders Island is attractive for holiday houses, an opportunity that can be further explored as a potential economic driver and facilitated by providing rural residential opportunities.

1.4 Economy-Primary Production

Agriculture, in the form of the pastoral related activity is vital to the municipal economy. In 2010, ABS reported a gross value of agricultural production on Flinders Island totalling \$14 million. In 2008 there were 58 agricultural holdings running 119,159 head of sheep for meat and wool and 75 holdings running 20,032 head of meat cattle. There was also 1,119 hectares of pasture for cereal or hay. Since then, there has been a significant increase in the number of cattle and a reduction in sheep.⁷

While there were 119 people working in the industry in 2006, it is expected that this number has decreased concomitant to the increase in cattle and the consolidation of soldier settler farms.

The agricultural sector is nevertheless the main employment sector for the municipality. The agribusiness associated with Markana Park in the north of the island was reported in 2014 to have 15 full time employees with an expectation to substantially increase this number.⁸

Even if projected increases in employment occur, it is unlikely that these will offset the population loss associated with the trend to subsume smaller holdings into larger farms to ensure ongoing viability.

It is therefore important for the planning scheme to facilitate opportunities for diversification of the rural economy. Flinders Island already produces garlic, olive oil, honey, chillies and wine as well as agricultural products for the local market. Expansion of 'niche market' products and adding value to those products by some form of processing is a critical element of the Council's strategy to diversify the economy and is considered to be a fundamental strategic pillar of the new planning scheme.

1.5 Economy- Tourism

The Flinders Municipality includes many spectacular tourism offerings based mainly on the natural environment. While the sense of remoteness adds to the appeal, the cost of getting to Flinders Island is generally regarded as an inhibiting factor. Most visitors arrive at Flinders Island Airport as passengers with the commercial carrier Sharp Airlines which runs Metroliner aircraft (maximum capacity 19 people) from Melbourne and Launceston.

⁶ ABS 2011 Census data

⁷ AK Consultants 2010 Agricultural Profile Flinders Municipality

⁸ ibid

In which of the following activities did you participate during this visit?	Percentage of Total Visitors
Swimming/time at the beach	40%
Recreational walks	38%
Bushwalking	28%
Fishing	26%
Some other activity	21%
Boating/sailing	16%
Off road tours	10%
Diving/snorkelling	8%
Gem fossicking	7%
Hunting	6%
Bus tours	5%
Organised sport	2%

Base: Total visitors, Unweighted count, n = 669

Tourism has the potential to contribute to the diversification of the economic and employment base. There are 4 main issues in relation to tourism 1) how to facilitate broad distribution of benefits 2) how to preserve the assets that attract tourism while delivering appropriate tourism development 3) encouraging tourists to stay longer- through establishment of a variety of new accommodation/activities and 4) targeting tourism 'sub markets' by providing more things to do e.g. multi day walks, and 'hero' experiences, rock climbing, mountain bike riding, culinary explorations

Figure 2 Visitor Activities

Opportunities for establishing small scale visitor accommodation and experiences should be available to all islanders who wish to participate in the industry. This includes farm-stay accommodation. It is intended that site and design criteria be incorporated as local area provisions where necessary to preserve the integrity of the natural environment that is a key element of the Flinders Island visitor experience.

1.6 Access

Business operators, primary producers and the community in general are subject to a critical reliance on transport connections. This is attributable to the location in Bass Strait and cannot be over emphasised. It is exacerbated by the effect of weather and dependence on single operators for both flights and sea freight.

The additional costs of receiving and dispatching freight incur financial and operational implications for business and development that are not experienced in other municipalities or sustained by mainland competitors.

As mentioned above, there is one commercial airline service, Sharp Airlines, flying from Melbourne and Launceston. Each flight accommodates a maximum of 19 people with a luggage allowance. In general, the service to and from Launceston is twice daily except on weekends (once daily) and takes approximately 30 minutes. Sharp fly 3 times a week from and to Melbourne, more often during peak visitor times over summer.

In 2014-2015, the air movements through Flinders Island Airport totalled 19,454 passengers including private and charter aircraft. The service is reliable and there is usually service capacity; both elements are critical to the island economy. However the airfare is widely considered expensive by locals and visitors. The high fare rate could limit investment growth and it has a social impact on island residents.

The Flinders Island airport has recently been subject to repairs on the runway. Further upgrading of the runway may support the capacity to cater for larger planes, including for charter flights.

Council strategy is to consolidate air transport services at Flinders Island Airport. Growth in passenger movements is anticipated to generate an increase in jobs of 8.1 by 2025 (7 direct and 1 indirect) and annual regional income with increase by \$0.505 million. This would mean that in 2025 visitors arriving by air will be supporting a total of 25 jobs on Flinders Island.⁹ Through the collection of landing fees, this strategy will broaden the contribution made by non- permanent residents and private visitors to airport operations. More importantly it will mitigate the considerable biosecurity risk associated with private air strips.

⁹Tourism Northern Tasmania 2016 Tourism Interim Infrastructure draft Final Report

The development of a biosecurity strategy in collaboration with Biosecurity Tasmania and other stakeholders is planned for 2016-2017 and will (among other things), reflect the intention to reduce private landings.

Communications

Mobile and internet services on Flinders (and Cape Barren) Island are currently inadequate and improved communications technology will be critical to the Furneaux futures. Internet and mobile telecommunications services are received via an aging radio network that links Flinders Island to mainland Tasmania and then linked via a series of mobile towers and network sites. There is however, no more bandwidth or available backhaul to increase it.

This situation means that frustratingly slow internet and mobile blackspots are commonplace. The broader implication is that residents cannot take advantage of the technologies and applications that elsewhere reduce the business costs, generate jobs and enable access to high quality education and health care services. A business case has been prepared for the Commonwealth's Stronger Fund for a jointly funded project to install a multi bearer high capacity microwave IP radio link.

In the meantime a new 'Skymuster' NBN satellite is expected to achieve some improvement and the community can now register with a provider for this service.

1.7 Infrastructure

Water Supply

Lady Barron has a good supply of water but most residents prefer on-site collection and storage of rainwater due to the tannin discolouration of the reticulated supply. This will soon be addressed by the new TasWater treatment plant which is expected to be in operation by the end of 2016.

Reticulated water is supplied to Whitemark and parts of the Whitemark surrounds from the Pats River Reservoir. This supply is limited by the size of the reservoir and during the summer 2014-2015, water restrictions were instituted by TasWater to conserve supply. TasWater has commenced work on a treatment plant at Canns Hill which is anticipated to improve Whitemark town water to potable quality and to mitigate supply issues. This plant will be operational soon after the Lady Barron plant and will provide potable water to the Whitemark reticulated area.

Elsewhere on Flinders Island, community and businesses rely on tank water collected on site for domestic and fire-fighting purposes.

Waste Water

There is no reticulated sewer system or sewage treatment facility on Flinders Island. Wastewater disposal managed on site with independent management systems, generally septic tank and soakage trench systems. All Flinders Island allotments are of a scale to manage such systems although coastal locations need to consider underlying bedrock that compromises absorption and the quality of runoff reaching the foreshore.

Effective waste water disposal is an issue in Lady Barron due largely to the low permeability of the bedrock. Preliminary investigations into a staged reticulated service for the settlement have been ongoing for many years. It appears that neither Whitemark nor Lady Barron has the critical mass required to make reticulated services cost effective and continued monitoring of water quality will be required into the future.

A Septic Tank Effluent Disposal Scheme (STEDS) or similar may eventually be appropriate near Whitemark since such schemes offer numerous benefits including less pollution of groundwater and surface water,

dedicated reuse facilities and reduced costs for householders and businesses. Land in the vicinity of the proposed water treatment plant Canns Hill may provide options for waste water treatment.

Hard Waste

Flinders Island relies on a landfill site on Memana Road approximately 6kms from Whitemark. Waste Transfer stations are located at Killiecrankie and Lady Barron. Waste is sorted at the landfill site. At this time no waste is disposed off island, although crushing and removal of car bodies could occur in the future. Three leachate bores are sampled every 6 months to ensure water quality is maintained in the tributaries to the Pats River.

Environmentally responsible waste disposal is a major issue for small island communities. There are opportunities to improve the waste management cycle especially for smaller recyclables such as printer cartridges, batteries and the like. The possibility also exists of treating and adding value to putrescible and green waste.

Energy

Hydro Tasmania is currently developing the \$12.88 million Flinders Island Hybrid Energy Hub Project with the aim of creating an off grid hybrid energy system capable of reducing, by approximately 60%, the amount of diesel fuel currently used to create energy on the island. Comprising of a single 900kW wind generator, a 200kW array of solar photovoltaic panels and other hybrid components located on Thule Road, the project is due for completion in late 2016.

There will remain parts of the island where self -sustainability in power supply is preferred by the land holder due to the expense of extending existing power poles. There are also some locations, for example, NE River and Boat Harbour where small scale energy technology should be encouraged in order to reduce the negative impact on native vegetation (through clearance for power lines) and on scenic values. Micro generation such as roof mounted solar panels and small scale windmills that meet performance criteria should be encouraged through local area provisions in the planning scheme, reflecting the current large uptake of private sector solar generation for both power and hot water. Solar panels on holiday houses can also contribute surplus energy to the grid even when unoccupied.

Road Network

Flinders Island road network is large relative to the population and the rates base. There is one major freight route /arterial /State road (Lady Barron Road), stretching from Lady Barron to the Flinders Island Airport. Of the estimated 400km of Council roads, approximately 100km is sealed.

Road maintenance consumes a large proportion of Council's revenue and this should be considered in the context of new development: land division and tourism in particular. Cost recovery models for future road development will be necessary. There are also numerous anomalies in the status of various vehicle routes which will need to be fully explored and resolved.

Including the main north- south Palana Road in the State infrastructure portfolio could free funds for alternative use on other council roads and improve access to the northern part of the island beyond Emita.

1.8 Environmental Assets and Benefits

The scenic and recreational attractions of Flinders Island are largely based on the natural environment and are highly valued by locals and visitors. Environmental services associated with the island's natural assets: shelter, food, water and climate modification, are also recognised as worthy of protection. Flinders Island supports diverse ecological systems, threatened species and communities as well as geo-conservation sites of state and national significance. Approximately 36913 hectares on Flinders Island is protected as National Park or other

conservation area. There are also 10 land-holders supporting the reserve system through formal conservation covenants; retaining and protecting native vegetation and habitats on their properties.

The lagoons of the east coast are significant habitat for waders and waterfowl. Logan Lagoon and eastern Cape Barren Island wetlands are listed as RAMSAR sites for this reason. Fourteen migratory wader species are listed under the Japan-Australia Migratory Birds Agreement and the China–Australia Migratory Birds Agreement. Cameron Inlet is the only lagoon with permanent water during dry periods and is as important as Logan Lagoon for feeding habitat for migratory waders. It is one of only 7 breeding sites in Tasmania for the rare fairy tern.

While the vast majority of development occurs on private land, the Reserve system is integral to land use planning in terms of recreational opportunities such as walking and cycling trails and public access to the coast. Removal of native vegetation for primary production, development and associated regulatory requirements (bushfire, roads) has implications for the corridors between reserves. The future effect of climate variability on biodiversity is unknown and application of the Precautionary Principle is appropriate under the circumstances.

Scenic Quality

In addition to ecosystem services, the natural environment also contributes to sense of place and the Flinders Island experience. Both, at least in part, relate to scenic quality. Scenic quality occurs regardless of land tenure. It is a common resource and a key lifestyle and tourism attractor.

The Furneaux Islands exhibit outstanding landscape qualities established by natural granite outcrops, vegetated hills, rocky coastlines, extensive lagoon systems and spectacular expanses of sandy beaches. The absence of buildings and structures fosters a sense of remoteness and is a key attractor for nature based appreciation and fundamental to local area character.

The strategic approach is to view these natural and scenic values at a landscape level and to integrate such values with other strategic intentions such as infrastructure and tourism planning and the application of open space contributions from approved subdivision. Considering scenic and natural values only at the level of individual development applications risks ad hoc decision making that may not have a large impact at the individual allotment level but which adds to incremental change. Development that incrementally degrades scenic quality will diminish the island sense of place and obliterate the points of difference from other nature based tourist destinations, extinguishing economic potential.

Visitors to Flinders Island in 2014-2015 rated activities based on nature as the most popular. Safeguarding the natural assets (including scenic quality) of the island will also safeguard the attractions that underpin a substantial segment of the municipal tourism economy.

2.0 What the Structure Plan wants to achieve

The Structure Plan offers a platform for achieving strategic outcomes via the policy framework of the Tasmanian Planning System. Key desired outcomes from Council's Strategy 2015 that can be partially or wholly achieved through land use planning on Flinders Island are:

1. *Protecting primary production*
2. *Diversifying rural land*
3. *Contributing to nature based tourism*
4. *Maintaining and enhancing liveability*

The strategic planning process has determined the planning practice methods by which land use planning can contribute to these 4 key goals as summarised in the dot points below:

Protecting primary production

The Structure Plan seeks to protect land for future primary production by:

- maintaining a pattern of large, connected allotments
- retaining and enhancing environmental services provided by biodiversity
- providing for clustering of associated uses within rural activity precincts
- addressing commercial forestry and biosecurity

Diversifying rural land

The Structure Plan contributes to growing the population by:

- diversifying rural land uses on land not required for primary production
- facilitating a range of lot sizes
- encouraging residential use in association with small business and product value adding
- encouraging a clustering of dwellings within each locale connected where possible by a walking path network and open space

Contributing to Nature Based Tourism

The Structure Plan supports nature based tourism destination by:

- identifying land for visitor accommodation
- integrating networks of walking, cycling and 4wd tracks
- minimizing the impacts of development and use on the natural assets that underpin unique island experiences.

Maintaining and enhancing liveability

The Structure Plan seeks to contribute to quality of life by:

- employing principles of sustainable design and siting
- establishing a public access network linked by private land to public open spaces and activities
- integrating biodiversity into development decision making
- managing and facilitating resilience to climate variability and natural hazard

Discussion Point 1.0

Land use planning cannot by itself increase the population or improve economic activity. However, an enabling environment can be facilitated by land use planning.

1.1 Would you like to comment on these four directions for land use?

1.2 Do you have any comments on the land use planning methods suggested in the dot points under each of the 4 headings above?

3.0 Land Use Principles

The options proposed in the Structure Plan are underpinned by the following principles:

1. Retain and create public access and open space networks
2. Development and use satisfies joint public and private objectives
3. Cluster development at all scales to establish a land use pattern that maximises open space and consolidates settlements
4. Consider the landscape level rather than only allotment level as a way of avoiding incremental attrition of natural and scenic values
5. Identify and consider the long term implications of development

Discussion Point 2.0

Land use principles underpin consistent and transparent process. This means that when considering how to achieve the desired outcomes in relation to primary production, growing the population, tourism and liveability, the principles provide guidance in decision making, e.g. Will the decision maximise public open space connections? Will it satisfy both private and public objectives? A decision that achieves or contributes to the above will reinforce the values inherent in the 5 principles.

2.1 Do you agree with the values inherent in the land use principles?

2.2 Would you prefer other principles? If so what are they?

4.0 How will the desired outcomes be achieved?

4.1 Outcome 1 –Primary Production land is protected for future pastoral use

The Structure Plan framework seeks to contribute to the primary production sector by:

- safeguarding primary production land in a two tiered approach
- restricting commercial forestry
- reinforcing biosecurity
- retaining and enhancing environmental services provided by biodiversity

Safeguarding primary production land

Primary production on Flinders Island essentially involves pastoral activities. Farm gate values of production are estimated to be in excess of \$14 million, with pastures for animal production providing virtually all of the Total Value of Agricultural Output.

Under the current planning scheme the majority of the island is zoned Rural. The scheme reflects an earlier pattern of use. In the 22 years since the Flinders scheme was first declared, large patches of bushland have regenerated where they were once (but no longer) grazed. In some locations screening belts of native vegetation sown a decade or more ago have persisted and now provide valuable shelter for stock.

In 2010, AK consultants concluded that while there were 467 Property Identification Numbers(PIDs: which can include more than one title) in the potentially available agricultural land in the Rural Zone, only 79 primary producers in the municipality had an EVAO greater than \$5000.¹⁰ EVAO is the estimated value of agricultural operations. This conclusion supports the trend towards consolidation of smaller ‘soldier settler’ farms.

According to AK agricultural consultants the farm size for a “viable” business based on either sheep or cattle is 5,000-10,000 dse.¹¹ The dse for Flinders Island on average is approximately 15dse per hectare. One 500 kilogram dry cow is taken to be the equivalent of 10 dse¹²

Preserving allotments at a size that continues to facilitate viable primary production operations is a key aim of the land use strategy. There are two areas where pastoral activity is currently the principal use and where allotment size and connectivity is sufficient to support such activities: the east coast plains and the southern coastal plain.

The Structure Plan proposes the east coast area as the Primary Production Area 1 which seeks to maintain the existing large allotment size and restricts uses within the area to those essential to pastoral production.

The southern coastal plain is proposed as Primary Production Area 2 where the status quo is maintained in relation to lot size but where the range uses is enlarged from resource development to include resource processing.¹³ Parts of Lughrata, Killiecrankie, Palana and North East River are also proposed to be included in Primary Production Area 2 with some locally specific provisions in relation to lot size, uses and land management. *Map 1 Primary Production* is **Appendix 1**.

¹⁰ *ibid*

¹¹ AK Consultants, 2010 Regional Summary of the Northern Tasmanian Municipalities

¹² Pers. Comm. June 2016

¹³ **Resource Development** includes use for propagating, cultivating or harvesting plants and keeping & breeding of livestock & fish stock: horse stud, intensive animal husbandry, controlled environment agriculture, cropping or turf growing. **Resource Processing** include abattoir, animal saleyard, fish processing, brewery, distillery and other uses associated with treating, processing & packing plant or animal resources.

East Coast- Primary Production Area 1

Key characteristics of the east coast farming area include broad acre fenced paddocks interspersed in places with shelter belts, gravel roads and widely spaced clusters of farm buildings.

The area is framed in the west by the vegetated slopes of the Darling Range and to the east, the complex system of lagoons and dunes supporting an array of significant ecosystems and species. The land titles on the eastern coastal plain are uniformly large and generally part of a cluster of similar titles forming holdings on average approximately 650 hectares, although several holdings exceed 1600 hectares.

The subject area is shown on Map 1 'Primary Production' **Appendix 1**. The northern boundary is Five Mile Jim Road (also including some Markana park allotments surrounded by Wingaroo Nature Reserve). The eastern boundary is the reserved land of the east coast lagoons, the western boundary Fairhaven Road. The southern boundary is north of Melrose Road from Emita Hall intersection to Kuhns Road and thereafter encompasses both sides of Melrose Road. It includes all land north of Lady Barron Road extending in a straight line to Logan Lagoon Road and all of 'Thule'. Within these boundaries, pastoral activity is unfettered and farmers have strong connectivity to adjoining primary production land.

The Structure Plan proposes that in Primary Production Area 1, subdivision less than 100 hectares may potentially constrain future broad acre pastoral activity and therefore minimum allotment size should be 100ha.

The Structure Plan also proposes that in the Primary Production Area 1, uses should generally be limited to those directly supporting primary production. More than one permanent dwelling per holding is not supported. Excluding a dwelling, works or buildings (less than 200m in gross floor area), stockyards, and other infrastructure that will enhance the primary production potential of the title/holding are facilitated and Resource Development¹⁴ is proposed as permitted development excluding intensive animal husbandry (discretionary) and plantation forestry (prohibited).

Farm-stay visitor accommodation may be an option where existing residential buildings are surplus to permanent residential requirements. Visitor accommodation in existing buildings should not be converted to dwellings.

There are some existing smaller allotments up to 40ha in individual ownership where a wider variety of uses may be appropriate if such uses are compatible with the primary production on adjacent allotments. In addition, there are a few localities where activities supporting the primary production sector already occur within the proposed boundary of Primary Production Area 1. These smaller allotments and existing activity precincts could be a focus for activities that support primary production but do not need to be on farm.

Affiliated uses that are encouraged to set up in activity precincts include; mechanical repairs, storage and logistics, transport, plant and machinery depots, abattoir, resource processing and manufacturing and processing. It is proposed that these uses will be facilitated with a permitted pathway where they are to occur in the identified precincts as shown on Map 1 'Structure Plan' **Appendix 3** although it is likely that this strategy will need to rely on a local provision. Clustering future activities to develop precincts over time is designed to retain the maximum amount of primary production land, in the Production Area 1 for the main purpose of pastoral production.

¹⁴ Resource development includes propagating, cultivating or harvesting plants and keeping & breeding of livestock & fish stock: horse stud, controlled environment agriculture, cropping or turf growing but excluding intensive animal husbandry as anything other than discretionary use.

Definitions

Resource development includes use for propagating, cultivating or harvesting plants and keeping & breeding of livestock & fish stock: horse stud, intensive animal husbandry, controlled environment agriculture, cropping or turf growing.

Resource processing include abattoir, animal saleyard, fish processing, brewery, distillery and other uses associated with treating, processing & packing plant or animal resources.

Manufacturing and Processing is use of land for manufacturing, assembling or processing products other than Resource Processing. Examples include boat building, brick making, cement works, furniture making, glass manufacturing, metal and wood fabrication, mineral processing and textile manufacturing.

Discussion Point 3.0

3.1 Do you agree with the proposed boundary for Primary Production Area 1? If not, please provide your reasons.

3.2 Do you agree with the minimum allotment size in Primary Production Area 1? If not, please say why.

3.3 Do you have a comment on the range of uses proposed in Primary Production Area 1?

3.4 Do you think the idea to cluster related activities off farm in Activity Precincts is feasible?

Southern Plain- Primary Production Area 2

The southern coastal plain comprises many titles that are smaller than those on the eastern coast but are nevertheless on average 100 hectares or more. Despite the large lot size, this locality has a different character to the broad acre character of the east coast.

The character is at least in part derived from the undulating topography and patches of *M. ericifolia*; the remnant swamp paperbarks which enhance the landscape and provide a more sheltered character. These remnant patches also contribute to the open space network as habitat corridors and help to provide environmental services in relation to soil microbia and to water table and salinity management.

The relatively larger number of owners is not considered to fetter pastoral activities and may provide opportunities for expansion of viable farms. The subject area is shown on Map 1. **Appendix 1** It is south of Lady Barron Road, extending to the coast at Petrification Bay, to the eastern side of the Strzelecki National Park and west of Trousers Point Road as far as Whitemark. The map also shows that parts of Lughrata, Killiecrankie, Palana and North East River are also proposed to be included in Primary Production Area 2. In these latter locations, locally specific provisions are proposed in relation to lot size and land management. The Table that is **Appendix 2** provides guidance on local provisions and exclusions in these locations.

The Structure Plan proposes that in Primary Production Area 2, Resource Development (other than plantation forestry and intensive animal keeping) will be a no permit required use and a broader range of rural based activities will be 'permitted' uses including Resource Processing and Manufacturing and Processing. It is

envisaged that a further range of uses be listed with a discretionary pathway, for example, extractive industry, storage, food services and tourist operation where such operations do not impact on the primary purpose of the land. More than one permanent dwelling per title is not supported and residential use for a single dwelling is expected to be discretionary, as is visitor accommodation, although alterations to existing dwellings and visitor accommodation within an existing building is recommended as a 'permitted' use¹⁵.

The minimum allotment size in Primary Production Area 2 is proposed to retain the status quo at 40 hectares and subdivision less than this is not supported, unless for excision of an existing dwelling or visitor accommodation if the balance lot can still provide for resource development use. Subdivision will consider remnant vegetation and configure subdivision boundaries to retain remnant patches on the one title. In the north western sections of the Primary Production Area 2, the allotment size is proposed to be subject to a locally specific qualification (see Appendix 2). Minimum allotment size in the Primary Production Area 2 is nominated as a topic for the mandated 5 yearly review of the scheme.

Discussion Point 4.0

4.1 Do you agree with the proposed boundary for Primary Production Area 2? If not, please provide your reasons.

4.2 Do you agree with the minimum allotment size of 40ha in Primary Production Area 2? If not, please say why?

4.3 What are your thoughts on the range of uses proposed for Primary Production Area 2?

4.4 Do you agree with Resource Processing uses (see definitions previous page) as 'no permit required'?

Plantation Forestry

Plantation forestry means the use of land for planting, management and harvesting of trees for commercial wood production, but does not include the milling or processing of timber, or the planting or management of areas of a farm for shelter belts, firewood, erosion or salinity control or other environmental management purposes or other activity directly associated with and subservient to another form of agricultural use.

Previous plantation forestry on Flinders Island has left a legacy of un-rehabilitated land with ongoing environmental impacts including contamination of adjoining bushland by weed pinus radiata and increased fire hazard.

It is now known that plantation forestry affects water tables, provides minimal employment opportunities and ties up land for long periods of time, restricting other uses. The intention is that rural land should be sterilised from plantation forestry activities and zone specific qualifications may be required to exclude plantation forestry operations.

Approximately 275 hectares at North East River and approximately 20 hectares at Lady Barron require rehabilitation and to address the issue of seedlings contaminating adjacent native bushland. This land is unlikely to be suitable for primary production without significant expense that is likely to outweigh potential

¹⁵ Minor alterations that do not enlarge or extend are exempt.

benefits of grazing. Tourist operations and residential living at very low density may be a possibility in the North East River locality. Resource Development, Resource Processing may also be appropriate if performance criteria related to scenic amenity and stormwater can be achieved. The site at Lady Barron lends itself to a collaborative project to rehabilitate the land for integration into adjacent bushland.

Biosecurity

Biosecurity is an important strategic issue given the location of Flinders Island midway between the mainland and the rest of Tasmania. DPIPWE are preparing a biosecurity strategy for the municipality. The land use policy framework can contribute to biosecurity by strategically considering the use of open space as buffer between the spread of weeds from garden 'escapes' and by removing private airfields from the uses envisaged in the relevant zone. Airfields that are formally recognised for passenger landing, two at Lady Barron and the main Flinders Island Airport are proposed to be the only landing strips with existing use rights in the new planning scheme. This may require a local provision in the scheme.

Biodiversity

While not an issue that can be easily addressed in a planning scheme the retention of native vegetation on rural land, especially remnant patches of *M. ericifolia*, is an important issue related to preserving open space connectivity, biodiversity and environmental services (for example, shelter, erosion control and management of the water table).

The Structure Plan identifies areas on primary production land where remnant threatened vegetation communities are scattered in sufficiently sized patches to be useful in providing environmental services related to modifying localised climatic conditions, biodiversity and groundwater. There are important threatened vegetation communities in the Ranga area in particular north of Lady Barron Road either side of Thule Road and either side of Coast Road, also in the vicinity of the Sapphire River and in the area south of Whitemark to Trousers Point Road.

Open Space linkages with large vegetation patches on Crown land, on Local Authority land adjacent to the Lady Barron Waste Transfer station and on Vinegar Hill are also important. Further north, threatened species are mapped at very high density on several individual allotments at Long Point Centre Hill and Killiecrankie. Threatened ecological communities occur in large patches at NE River; east of Palana Road near West End Road intersection; at Leeka and West End; along Boat Harbour Creek ; adjacent to Killiecrankie, Limestone and Marshall Bays; north of the Dock; on Quoin Hill and at NE River.

A precautionary approach in these remnant areas in relation to further clearance and/or destruction through access to cattle is encouraged. The as yet unknown effects of predicted climate variability on the ecological communities that contribute to the island's environmental services, reinforces this approach. In general, further study including the potential impacts of climate variability on existing vegetation and the water table are encouraged. Monitoring salinity in test wells is supported in order to better understand this issue and to contribute to ongoing protection of rural productivity. Establishing links with NRM North may provide property managers with enhanced opportunities to link to information sources, regional programs and funding to protect and enhance environmental services on their land.

The **Natural Assets Code** is included in the State planning scheme with the purpose of (among other things), protecting threatened native vegetation communities and threatened flora species. At time of writing, the Code is likely to be subject to significant attention during the hearings process for the new State scheme and may be subsequently amended. It is worth noting that the Code does not apply to use and this seems unlikely to change.

Land Capability

Land capability classification is a method of evaluating the capability of the land to support a range of land uses over the long term. It is discussed in the Supporting Information Report but the explanatory material below is included here for context. The method for evaluating land capability takes account of the permanent biophysical factors such as geology, slope, soil, climate and considers the physical limitations of the land for example, flooding, erosion hazard, drainage, stoniness and salinity. It should not be confused with land *suitability* assessment which in addition to the biophysical features, also accounts for social and political factors, distance from markets and economics of agricultural production. Land *suitability* assessment requires very detailed land resource information pertinent to the particular land use e.g. soil nutrient status.¹⁶

In Tasmania, the land capability classification system provides an indication of the inherent capability of the general agricultural production and it does not attempt to rank the value of any particular agricultural land use above another. Neither does it attempt to give an indication of land values. The system classifies land into a number of classes according to the land's capability to produce agricultural goods.¹⁷

Mapping has been conducted by DPIWE at the 1:100,000 scale. According to Grosse who has conducted the mapping project, this is the coarse scale and gives an indication of the general degree of limitation to use. Flinders Island does not have any prime agricultural land (classified as 1, 2 or 3) The main classifications relevant to Flinders Island are 5, 6 & 7.

“Class 5 land has many of the following features: slopes can range up to around 56%; land may be broken by gullies and surface irregularities; the degree of stoniness, wetness or other physical limitations prevents the cultivation of the soil for cropping, erosion hazard may be moderate to severe and nutrient deficiency, acidity or salinity may depress but not prevent plant growth.

Class 6 may have either a single very severe limitation or a combination of several severe limitations and Class 7 land has a similar set of limitations as for Class 6 but the limitations are severe to extreme making the land unsuitable for any form of agricultural use.”¹⁸

Map 2 ‘Land Capability’ **Appendix 1** shows the classifications for land mapped on Flinders Island.

¹⁶ Grosse, CJ 1999. Guidelines for the Classification of Agricultural Land in Tasmania, DPIWE

¹⁷ *ibid*

¹⁸ *Op cit.*

How will the desired outcomes be achieved?

4.2 Outcome 2- Population growth through rural land diversification

In land use terms the strategic intent to stimulate population growth translates to diversifying the use of rural land not suitable or required for the function or expansion of the pastoral industry.

While Outcome 1 seeks to preserve the status quo in relation to pastoral land, Outcome 2 is designed to be a catalyst for change.

The Structure Plan seeks to contribute to growing the population to a sustainable level by:

1. Concentrating planning/place-making in the Blue Rocks locality to maximise proximity to services and consolidate potential development
2. Facilitating small holdings that can provide land for development of niche market products and adding value to primary products, a wide variety of land based production and processing businesses and for arts and craft uses
3. Providing larger parcels of land for countryside living
4. Providing for residential and visitor accommodation uses where impacts on environmental and scenic values can be mitigated.

Opportunities to diversify the rural economy are considered essential to encourage population retention and growth into the future. Primary Production Area 2 as described in the previous section seeks to diversify uses on rural land if those uses do not conflict with the pastoral intent for the land or adjoining pastoral land. Primary Production Area 2 also includes some rural land north of Emita in the vicinity of Killiecrankie, Palana and North East River where a wider range of uses will not be incompatible with viable grazing enterprises. Wide ranging activities that require land and/or separation distances for either cultivation, processing or manufacturing are envisaged in Primary Production Area 2 but the primary intent is pastoral uses and the status quo is maintained in relation to minimum lot size of 40 hectares.

The Structure Plan also recognises the need to make available smaller lots that facilitate smaller scale uses not requiring buffering for amenity and where affordability can be addressed through access to services and smaller lot size.

The area south of Sawyers Bay Road to the north of Hines Road is well serviced by a sealed road and proximity to the Flinders Island Airport and to Whitemark district centre. Land holdings in the general locality do not share the characteristics of the eastern and southern coastal plains in relation to area and connectivity of titles, or overall size of holdings which suggests that agricultural sub- markets could be established without compromising viable pastoral activities

While some grazing activity still occurs in this west coast locality, most specifically on Richmond Park; small holdings and vegetative regrowth predominate. The wetlands area and adjoining road verge on the north western corner of the intersection of Long Point and Palana Roads are listed for threatened species at high density.

Enterprise capability for 9 different crops has been investigated by DPIPW on the west coast of Flinders Island from Whitemark north to and including, Lughrata. Further refinement (currently underway) of the criteria will inform suitability analysis at a finer scale than the current catchment level data. This data is expected to be available to inform property plans before the end of 2016.

It is known that the locality historically supported small farming enterprises including dairy cattle. However, the scale required for viable grazing in current times, the relatively small holdings and the number of individual

owners, mean that the Blue Rocks precinct is now well placed to provide rural land for diversification. The area will require a Specific Area Plan to be incorporated into the new planning scheme to achieve this strategy.

The configuration of future subdivision will be the key to achieving access and connectivity across a range of allotment sizes (minimum five hectares, average closer to 10 ha) at Blue Rocks. Clustering development is envisaged in order to minimise the number of access points onto Palana Road and achieve open space connectivity. The relatively large lot size¹⁹ aims to facilitate this goal without compromising privacy or separation distances.

As part of the diversification, rural residential development (and place making) will be encouraged. It is proposed that the precinct will facilitate all the uses in the Primary Production Area 2 (albeit at a smaller scale). The distinction between Primary Production Area 2 and Blue Rocks precinct is that residential uses will be encouraged. Applications for single dwellings that meet acceptable solutions (performance criteria) are envisaged as a permitted use in this precinct. Minimum lot size is also proposed to be significantly smaller than Primary Production Area 2.

To avoid the perception of ribbon development in the locality, it will be important to ensure that land division can consolidate access to Palana Road and ensure allotments provide a wide frontage. Development that is screened by native vegetation along the boundary with the Palana Road will contribute to maintaining the existing character provided by native vegetation interspersed with open rural land and minimal visible building or structures.

Allotments on the east side of the road where development is proposed above the 100 contour will need to use design to reduce visibility, excavation and vegetation clearance. All efforts to achieve access on the sloping allotments below the 100m contour should be investigated. Cooperating with neighbouring land holders to provide land for access is encouraged, provided that access is consolidated and minimises visual impacts as far as possible. In some cases it may be possible for the open space contribution to be utilised by Council for forming access tracks, noting that the number of tracks should be minimised through planning for a consolidated network.

Land in the Blue Rocks precinct on the western side of Palana Road can capitalise on access to the beach and is suitable for appropriately sited and scaled visitor accommodation or low profile single dwelling set back 80 metres from the coastal reserve with the objective of managing beach recession hazard and minimising erosion. In addition, small scale resource development and processing and small scale manufacturing and processing are appropriate where those uses are setback from the coastal reserve at least 100m, waste water and stormwater are managed on site and development is screened from Palana Road.

Public open space strategy is for any plan of subdivision in the area west of Palana Road to contribute to enhancing public access to the beach. Subdivision should where possible, contribute public access to the beach from Palana Road and/or consolidate beach access via defined walking tracks. Where multiple informal tracks exist, they should be consolidated. Council's project to develop a walking track development plan in conjunction with Parks and Wildlife Service will identify opportunities in addition to those noted in the Structure Plan. In this locality the clearance of native vegetation and excavation and fill should be kept to a minimum. Single storey and low profile buildings will be facilitated as the most appropriate for the coastal location and the prevailing wind.

Other local provisions proposed for a Specific Area Plan will address the need to minimise access points to Palana Road, the use of non-reflective materials that use colours to minimise visibility in the landscape. Development on the rising, west facing slopes should avoid skyline impacts and minimise clearance of vegetation and interference with land form. Design can accommodate the latter requirement, for example, split level rather than two storeys.

¹⁹ large for rural land with a residential priority

In general, development on individual allotments should be clustered and sited to be unobtrusive in the landscape with minimal cut and fill and a low profile that complements the land form. Where they will be visible from Palana Road the mass/form of buildings and structures should be minimised through design features such as articulation, verandas and wide eaves. Colours should complement the natural setting and light colours avoided, especially for outbuildings. Design options that address these criteria are intended to facilitate a permitted pathway for dwellings, buildings and structures.

Development should not constrain the pastoral use of the land constituting “Richmond Park” and setback distances will be considered for adjoining allotments. Setbacks can incorporate access routes. In contrast to the Primary Production Areas 1 and 2, the minimum lot size in the Blue Rocks Precinct is 10 hectares on either side of Palana Road. This permits further intensification if required at the 5 year review of the planning scheme.

The strategy for consolidating Blue Rocks as a trigger for growth is consistent with the Regional Land Use Strategy:

RSN-P21 Rural and environmental lifestyle opportunities will be provided outside urban areas

RSNM-P23 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

RSN-P24 Growth opportunities for rural living and environmental living will maximise the efficiency of existing services and infrastructure.

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

Discussion Point 5

5.1 Do you agree with the proposed minimum lot size for the Blue Rocks precinct? If not what size do you suggest and why?

5.2 Do you have any comment on the types of uses proposed for the precinct?

5.3 Do you have any other comments in relation to the choice of Blue Rocks precinct as a focus for rural residential small holdings?

While there may be some constraints due to water availability, the area nominated as the Blue Rocks precinct provides a framework for changing to more diverse rural uses; resource development, manufacturing and product value adding for niche markets and linked to easily accessible tourism experiences. It provides the opportunity for lifestyle allotments close to Whitemark via a sealed road.

There are also limited opportunities for rural residential small holdings elsewhere on the island.

Cooma/Badger Corner & Trousers Point

Key rural residential areas are Cooma/Badger Corner where the lot yield is 6 allotments at a minimum lot size of 5 hectares and to a lesser extent, Trousers Point. Trousers Point can provide a lot yield of 8x 5 hectare allotments. Only one coastal lot adjacent to the shoreline at Holts Point (CT 201431/1) is capable of subdivision yielding 3 allotments at 15 hectares which is considered to be the minimum lot size in this exceptionally scenic tourist destination. In addition to scenic considerations, predicted storm surge inundation constrains further development immediately adjacent to both Fotheringate Beach and Trousers Beach. No further subdivision avoids the expectation of development in these inappropriate locations.

The Structure Plan identifies Cooma and Trousers Point as having potential for small holdings supporting visitor accommodation; food services; product value adding and food production for local consumption. Residential uses are appropriate in these locations; minimum lot size 5hectares at both Cooma and Trousers Point.

Inland in the vicinity of where Trousers Point Road turns west, a lot yield of 8 at a minimum lot size of 5 hectares could be achieved with a view to higher density in the future where further subdivision of inland allotments could enhance the hamlet character of the location. This aspect of development at Trousers Point is identified for the 5 year review of the planning scheme mandated in the amended Land Use Planning and Approvals Act.

Similar uses to the Cooma locality are envisaged for the Trousers Point area with, as mentioned, the opportunity for higher density to achieve a hamlet character. In addition to rural residential uses such as food services, an occasional market and 'farm gate' produce sales are envisaged although a local shop is not appropriate as this use is incompatible with the business hierarchy that centres on the Whitemark as the key business zone.

Development and use standards for the Trousers Point area to encourage design and materials compatible with the dominant scenic quality of the Strzelecki peaks will be prepared for the Local Area Provisions schedule. Form, height, scale and colours should blend with rather than dominate in the landscape. On flat land, outbuildings should be set back behind dwellings to minimise visual impact. Any development adjacent to or visible from the coast in this locality will be required to be subservient to the natural elements, include significant setbacks from public beaches and use design to minimise and preferably avoid impact on the natural land form and to present low profile buildings and structures.

Emita

A rural residential extension south east of the Emita settlement could be achieved in the future if a road connection can be established with Woods Road. Such a connection would provide Emita with a much needed access loop to Palana Road.

Minimum lot size in this potential rural residential area is 2 hectares, yielding up to approximately 14 allotments. The higher density is in keeping with the location adjacent to the existing settlement and may be appealing to those seeking a balance between lot size and affordability. The location south-west of Pickford Hill preserves the scenic management values applied in the current scheme to the north side of Pickford Hill at the same time capitalising on the general residential amenity of the Emita locale, including access to safe swimming beaches and a network of walking trails. Easy access to Whitemark is also a benefit of this site. If staged, subdivision would need to establish the Woods Hill Road link in the first stage.

Lady Barron

Lady Barron is proposed for a range of uses in keeping with a village character. Inside the western boundary are two allotments where a low density (minimum lot size 2 hectares is proposed as a buffer to the rural zone adjacent to the town boundary.

To the east of Lady Barron, a gradual decrease in density from village to land management is proposed. Adjacent to the eastern boundary, a 1 hectare minimum lot size could be linked to an extension of Barr Street and take advantage of the slope and views with local provisions relating to height, bulk and materials of dwellings and structures. Landform impacts including excavation and storm water retention are also important in this location. Further east the density is further graded by existing 2 hectare lots where no further subdivision is envisaged. The 'Structure Map of Lady Barron Surrounds' Map 2 **Appendix 3**, shows two lots on the southern side of the Pot Boil Road where visitor accommodation either currently exists (Yellow Beach) or could be established in conjunction with conference and catering facilities (White Beach). No further subdivision of allotments adjacent to the coast is proposed, including immediately adjacent to White Beach, where two large allotments at the southern end may have the capacity for sensitive larger scale, single building 'eco lodge' development with appropriate consideration of scenic quality and storm surge hazard management encompassed in local provisions.

Rural diversification: Summary

The strategy for determining minimum lot size for rural residential land reflects the Regional Land Use Strategy which notes that it is important "...to reinforce the distinct land use and visual amenities characteristics of municipal areas..." in order to attract and retain people who can constitute a workforce. Importantly, the Strategy notes that this aspect is "...particularly important for the more isolated Furneaux group of islands."²⁰

RSN-P22 Rural and environmental lifestyle opportunities will reflect established rural residential areas

The current scheme recognises only Cooma within the Rural Residential Zone. The diversification of some of the island's rural land to permit a variety of uses including residential development is a key component of land use strategy to contribute to attracting and retaining a sustainable level of population.

At Whitemark activities requiring larger land area will be directed to an activity cluster near the intersection of Palana and Memana Roads where businesses can take advantage of power and town water. The uses envisaged for the site include resource processing, bulky goods sales, tourist operation, small scale manufacturing and processing and service industry. Access to and from the site on Palana Road should be consolidated as far as possible and designed to allow simultaneous movement of vehicles entering and exiting in a forward direction. Trade and functional access not involving public sales should be from Memana Road. Minimum allotment size for the site is proposed to be 1acre. See Map 3 Whitemark Surrounds **Appendix 3**.

Discussion Point 6.0

6.1 Do you have a comment on the minimum allotment sizes proposed in the "Outcome 2" section above?

6.1 Do you think other uses should be included in the localities denoted for rural diversification? If so please state which locality and what uses?

²⁰ Sept.2013, Regional Land Use Strategy for Northern Tasmania v.4 page 40.

How will the desired outcomes be achieved?

4.3 Outcome 3-Contributing to Nature Based Tourism

The Structure Plan contributes to diversification of the economic and employment base by increasing the potential for 'authentic' tourism opportunities to be realised. Such opportunities capitalise on both the natural and cultural values of the island and are sensitive to achieving a public benefit by limiting negative impacts of the development and use on public open space, access and landscape.

The land use contribution to the island becoming a leading nature based tourist destination derives from:

- identifying areas for visitor accommodation
- minimising impacts on the natural assets that underpin island experiences
- maintaining public access to open spaces and culturally significant activities
- promoting principles of sustainable design and siting

Identifying visitor accommodation opportunities

The strategic vision of Council is to attract low impact, high yield tourism. Nature based tourism for relaxation, discovery or adventure and/or ecotourism for learning, appreciation and conservation, are both low-capacity, discrete, niche market segments. Elements of the unique heritage and culture of the Furneaux Islands are included in these descriptions.

Attracting nature based tourism will serve at least two purposes: it will build a tourism base that is manageable in terms of the rate of change; i.e. it will permit gradual rather than dramatic change. It will also protect the natural features on which attraction is based.

A variety of small scale visitor accommodation in association with existing dwellings can improve the economic prospects for local residents in line with the relevant zone purpose. Farm stay, homestay and accommodation and operations associated with activities such as retreats, bushwalking, cooking, bird-watching, horse riding etc. will be considered across most localities. The Primary Production Area¹ may contribute through farm stay in existing buildings with the qualification that visitor accommodation is not converted to residential dwellings.

Development of walking trails identified by the Table 1 **Appendix 2** will be achieved in conjunction with and Parks and Wildlife Service of Tasmania. The Flinders Trail can ultimately be the 'hero' track on the island and offers the opportunity to appeal to the full gamut of nature based tourists. It can involve private small scale operators near the trail (and other tracks) to provide facilities for walkers and potentially other activities such as mountain biking, climbing, and kayaking.

High quality facilities for the corporate market segment may be appropriate in some coastal locations such as Boat Harbour, Limestone Bay and Big River Cove if self-sustaining energy and water can be integrated into the proposal and if low impact access can be achieved. In general however, holiday accommodation outside of the farm stay or home rental market will likely benefit from proximity to food and services currently associated with the main townships.

At North East River a substantial area of semi cleared land is the legacy of un-rehabilitated commercial forestry operations. The land is situated on the slope above the spectacular estuary and any number of tourism operations could be considered in this location if land rehabilitation could be sufficiently progressed and self-sufficient energy and water supply were considered in the proposal. Visitor accommodation could also be considered in conjunction with educational or resource processing activities on the site.

Visitor accommodation and associated activities in the Blue Rocks locality is envisaged at a domestic/small scale other than at Sawyers Bay where larger scale visitor accommodation may be achieved on cleared land

maintaining a 100 metre setback from the coastal reserve. Water demands should be minimised and waste water and storm water treatment contribute to minimising reliance on rainwater water collection and storage. Tourism development in this locality will be designed and sited to minimise visual impact by screening, especially views from Sawyers Bay and Palana Roads and the coast at Sawyers Bay.

Tourism operations and a variety of accommodation options could be considered in the vicinity of Big River on several existing allotments although no further subdivision is intended in this location. Low profile, low impact buildings and structures would assist in achieving the local area objectives for this area. The location lends itself to the high quality and high end corporate market seeking solitude and exceptional scenic values. Similarly the single private allotment at Sellars Point may be suitable for a single building 'high end' eco lodge. Boat Harbour and Limestone Bay options are similarly well endowed coastal locations. Land division may be appropriate in these two localities if linked to a conservation model of development.

Water demands in all tourism enterprises should be minimised. Through water sensitive design, waste water and storm water treatment may contribute to reducing reliance on rainwater collection and storage and local provisions will aim to reinforce this requirement.

In addition to the opportunities listed above at least 3 other areas are highlighted in the Structure Plan.

- Mountain Seas at Trousers Point has expansion plans approved for the current site for additional accommodation units
- The Quoin at Killiecrankie presents opportunities for a tourist operation providing accommodation units and associated facilities
- Adjacent to Pot Boil Road at White Beach potential has been identified by the landholder for a conference facility with commercial kitchen and holiday cabins.

In addition, there are two large vacant allotments with views to White Beach and/or south across Dick Davey Shoals to Cape Barren that could accommodate a secluded eco-friendly development within easy access of the Lady Barron town-ship where investigations for a safe harbour and moorings are underway. AHD investigations will be pre requisite to ensure siting and design avoids the coastal inundation hazard in some sections of the allotments.

Holloway Park at Lady Barron provides considerable potential for a recognised camp ground with amenities including a camp kitchen/ communal dining and laundry within close proximity of the local shop. The Lady Barron Tavern and a potential yacht mooring site are also within easy walking distance. Utilising Holloway Park for recreational and associated visitor uses will contribute to the neighbourhood activity focus in the vicinity of the local shop.

The east coast presents opportunities for low impact tourism operations; however, visitor accommodation on Crown land has previously been rejected by the community.²¹ Improvement of the circuit track to Red Bluff and on to Sellars Point would nevertheless provide access to the east coast and lagoon system for nature based tourism activities and the possibility of small scale visitor accommodation on private allotments situated among the lagoon reserve and a single building eco-lodge on the coastal allotment near Sellars Point.

Integrity of Landscape

The maintenance of natural assets and a strategic approach to open space together contribute to retaining the integrity of the landscape. Much of the appeal of Flinders Island as a tourist destination is derived from the unspoiled character of the natural landscape: the seascapes, pristine wetland ecosystems, the striking granite

²¹ [2013 Investment Ready Report (ref)]

plutons, spectacular vistas from elevated inland locations and the experiences these features offer. The integrity of landscape and its significant scenic qualities are reinforced by an absence of development which heightens the sense of isolation and solitude. Such qualities are in increasing demand from urban dwellers.

This creates a tension between the best ways to preserve the assets that attract tourism while simultaneously delivering tourism development and use appropriate to the location. The Regional Land Use Strategy for Northern Tasmania recognises this paradox.

ED-P10 Support the development of the tourism sector by ensuring land use planning policies and principles do not unnecessarily restrict tourism use and development

ED-P11 Ensure planning schemes provide opportunity to identify, protect and enhance distinctive local characteristics and landscapes.

The Structure Plan has identified those areas of the island where the development opportunities for visitor accommodation are potentially available. The key criteria for selection of these locations and the accommodation type nominated for each location are based on the physical characteristics of the site. Such characteristics are either opportunities, for example, locations close to recreational options, or they are constraints, for example slopes prone to landslip. The locations nominated in the Structure Plan provide development opportunities for visitor accommodation over the 10 year life of the plan. This aspect is nominated for the 5 yearly review of the Flinders Planning Scheme.

The benefits of tourism are known to be related to economic activity. On Flinders Island, the multiplier effect of tourism scenarios or the patterns of distribution of benefits have not been researched for this document. What is recognised is that visitors generate vitality which is a tangible benefit for residents. This feeds into a place making and social connection loop. Strategic planning also identifies possible dis-benefits and on Flinders Island, the two dis-benefits of tourism have been identified as; a) undermining the integrity of the landscape and b) a rate of change that makes managing perverse/unforeseen outcomes difficult.

Managing the rate of change will come from managing the scale and intensity of tourism development so that the success of marketing does not outstrip visitor expectations when compared to what is actually 'on-ground' and that locals can still recognise the physical and cultural elements of their home. Tourism development strategies to encourage longer stays are relevant in this context insofar as they can maximise returns from existing visitors.

The integrity of the landscape will be maintained by minimising the visual and physical impact of development and use. This will be addressed in the future planning scheme. It is not designed to unnecessarily restrict tourism operations or visitor accommodation. It is based on the principle of public as well as private benefit and presupposes tourism related activity will be tailored to siting and design guidance and the development and use standards for the particular location.

Development and use for tourism should ensure that siting, scale and form will not overwhelm, over commercialise or diminish the intrinsic values and character of the surrounding area. Plans for upgrading or establishing infrastructure should likewise be cognisant of and consistent with, the natural values that are the basis of the appeal of the locality. Parking areas should be clustered rather than large open spaces and be landscaped to provide screening when visible from the road or coast. Tourism developments located in areas of high conservation, cultural value or significant scenic quality should demonstrate excellence in design to minimise potential impacts.

Large scale tourism facilities in areas other than those identified in the Structure Plan will require comprehensive assessment and potentially a scheme amendment. Development comprising multiple accommodation units should cluster buildings and structures on the same allotment and be designed to

minimise the potential for conversion into dwellings by ensuring facilities, amenities and parking areas are shared.

The seeming inconsistency between promoting economic development on the one hand and regulating to protect the integrity of the landscape on the other, can be resolved through a clear understanding of what types of landscape features are important and then adjusting design and siting to achieve proposals that are subservient to the natural features of the particular locality. This subservient rather than dominating status of development will contribute to retaining the integrity of the landscape and preserving its economic potential. It is the opposite of urban development where a common architectural objective is prominence.

The directions articulated in the Structure Plan are consistent with regional land use policies for landscape.

CW-P04 Protect the visual integrity of coastal landscapes.

LSA-P01 seeks to recognise the importance of:

- scenic landscapes as viewed from major roads and tourist routes/destinations as contributing to economic basis of the tourism industry as well as local visual amenity;
- natural/native vegetation in contributing to scenic values of rural and coastal areas generally, with particular emphasis on prominent topographical features;
- the scenic/landscape amenity of key regional tourism routes;
- specific topographic or natural features of significant scenic/landscape significance
- protecting skylines and prominent hillsides from obtrusive development/works

The Structure Plan proposes the inclusion of local provisions for the design and siting of development (including access and ancillary service facilities) that:

- encourages an appreciation of key landscape feature(s),
- is subservient to the natural surrounds by reducing the bulk of buildings and structures and by reducing the visibility of exterior surfaces
- considers the landscape as well as the individual allotment level by designing buildings and structures with a low profile and rooflines that complement the natural form of the land
- avoids locations where skyline impacts are a risk by siting within valleys and behind spurs
- provides a buffer/setback between the development and natural and cultural values
- minimises impacts on landform by minimising the need for and height of retaining walls; minimising the extent of excavation and fill, avoiding the clearance of remnant vegetation and ensuring that slopes can be stabilised to prevent erosion

Maritime structures such as pontoons, jetties, boat moorings and marinas should maintain public access to the coast, minimise adverse impacts on ecosystems and natural values and comply with relevant Australian standards for design of marinas and maritime structures.

Definitions

Visitor accommodation: Use of land for providing short or medium term accommodation for persons away from their normal place of residence. Examples include a backpackers' hostel, bed and breakfast establishment, camping and caravan park, holiday cabin, holiday unit, motel, overnight camping area, residential hotel and serviced apartment

Tourist operation: Use of land specifically to attract tourists, other than for accommodation. Examples include a theme park, visitors centre or interpretation centre, wildlife park and zoo.

Discussion Point 7.0

7.1 What do you think about the locations nominated for future visitor accommodation?

7.2 Do you want to suggest additional locations for a tourism focus? If so please indicate if you think those locations will support tourism operation (please say what sort of activity) or visitor accommodation (please say what type and scale of accommodation).

Heritage:

Heritage places have significance to the community for many reasons, including their historic, aesthetic, social or spiritual qualities, or a combination of these qualities.²² Heritage places can be individual structures, archaeological or industrial sites and cultural landscapes. The significance is derived from the group of people for whom the place has special interest.

Indicators of a site with heritage significance include things like: a place demonstrating historical processes or activities (such as associated with harvesting or trade of natural resources or industry or infrastructure) or a place that possesses symbolism associated with social beliefs, an important period, movement or event. The fabric of such places generally needs to be intact, that is, it cannot be so altered as to no longer provide evidence of a particular association.

The current Flinders Planning Scheme provides a list of Heritage Places although it does not include a precise location for each entry. The list is provided in **Appendix 4** and feedback is sought prior to completing a heritage schedule for the Structure Plan.

Discussion Point 8.0

8.1 Referring to the list in Appendix 4, do you think these heritage places are still sufficiently intact to warrant listing?

8.2 Other than at Wybalenna, can you provide a precise location for those you think should be included?

8.3 Can you suggest any other places, objects, structures that should be considered? Please explain why you think they should be included.

²² DPIPWE 2011 Assessing Historic Heritage Significance v5.

How will the desired outcomes be achieved?

4.4 Outcome 4-Maintaining and enhancing liveability

The Structure Plan contributes to the physical, social and economic health and well-being of the Flinders Island communities by seeking to:

- maintain and enhance opportunities for public access and use of natural areas, including the coast
- safeguard the ecological integrity of natural landscapes to improve resilience to climate variability
- protect areas of high scenic quality and important vistas that contribute to sense of place
- protect existing or known planned infrastructure from development or restrictions that could compromise safe operation or service delivery in the future
- encourage development that is sustainable in terms of natural hazards, water and energy

As one way of securing the social and economic future, the Structure Plan provides the strategy to diversify rural land uses. Also fundamental to sustainable futures are culture, identity and sense of place. Landscape is closely linked to these elements because the way people use the landscape contributes to the layering of recreational and cultural activities that become part of the way people live on the island(s) and what they value about living where they do.

Open Space

Public access and public open space are where spatial elements influence responses to shared cultural activity, family tradition, social connections and sense of place. Walking access and open space can also enhance the value of visitor experiences, especially when the visitor has an unexpected encounter with a local resident on the same path or adjacent land. The correlations between public open spaces and tangible health benefits are well documented. Public open space defines the areas that are available for everyone to use and enjoy. The maintenance and enhancement of open space therefore assists in ensuring that benefits of economic development are distributed across the whole community.

On initial appraisal, Flinders Island has an abundance of public open space within a landscape mosaic of reserved and productive land. This abundance of public open space perhaps risks it being taken for granted. The landscape connections between public open spaces are the lynchpin of the Flinders planning framework, much as transport hubs are the lynchpin of urban planning.

Open space is not the left over drainage area in a land division application, nor is it the unloved corner of an urban setting with a few rusty swings. On Flinders Island, public access and open space is a core value; it is the mechanism for continuing lifestyle, cultural practice and recreation. It preserves the social status quo even as development and use change the physical environment.

In relation to the objective to contribute to liveability, a key strategic response proposed in the Structure Plan is to enable a network of walkable trails (at a range of levels and standards) that use, where possible, private land to connect to fire tracks, Parks and Wildlife Service tracks, Crown land or the coastal reserve. Potential linkages are identified throughout the Table 1 in **Appendix 2**.

The consultation process should identify other tracks where encroachment or other matters need to be formalized in order to preserve public access.

Discussion point 9.0

9.1 Can you identify any tracks on private or public land that you think should be preserved as public access?

9.2 Do you have any other comments on public access and open space?

Council has powers and obligations in respect to public open space under the provisions of the *Local Government (Building and Miscellaneous Provisions) Act 1993*. These provisions enable Council, when considering subdivision applications, to require a portion of land for open space or cash in lieu contribution. The policy justification behind this provision recognises the potential intensification of uses that is inherent in subdivision creating more allotments and that intensification should be offset by more open space.

A key strategic focus area is the Blue Rocks Precinct, where the desired outcome is for public access and open space to be integral to the intensification of use within the locality as a means of building in social and health components. Links to walking tracks in the Darling Range and the beach are important and plans of subdivision should be consistent with the strategy to establish or contribute to a pedestrian network within the area.

Elsewhere, areas highlighted in the appended table as public open space or links to public open space, should preserve public access where it is already established and seek to create linkages whenever an opportunity exists or presents. Coastal paths should be consolidated where possible but not cancel existing public access routes without providing (improved) access.

The Structure Plan is consistent with the Regional Land Use Strategy.

OSR-P01 To provide for an integrated open space and recreation system that contributes to social inclusion, community health and well-being, amenity, environmental sustainability and the economy.

A planning practice tool to maximise open space is to cluster development at all scales. The intent is to cluster dwelling and domestic/rural outbuildings at the allotment level and cluster groups of domestic/rural buildings and structures at a landscape level. The lot sizes appropriate to Flinders Island will preserve privacy while maximising the open space between. Maximising public and private open space is an important contributing factor to the open character that is a key element of the island's appeal. The exception to this strategy will be the eastern coastal plain Primary Production Area 1 where unfettered primary production is the main aim, although existing links between the lagoons and the Darling Range will be maintained.

Building Resilience

Maintaining and/ or enhancing the resilience of natural systems will contribute to safeguarding ecosystems and the ecological processes relied upon for production, food, materials and recreation. Rising water tables, salinity, vegetation clearance, sand drift, storm surge, bushfire, coastal recession, landslip and erosion are hazards that impact on the resilience of the natural environment and its ability to provide environmental services. Climate variability suggests that a precautionary approach should be adopted when considering use and development, for example, in relation to the volume of vegetation clearance, proximity to the coastal reserve or the volume of site material excavated.

The Regional Land Use Strategy acknowledges the need to:

CW-P01 Protect and improve the ecological integrity of coastal environments.
CW-P02 Limit the expansion of urban development within the coastal zone to avoid encroachment into areas of intact coastal environments. CW-P03 Minimising or avoiding use or development in areas subject to areas of high coastal hazard. NH-P01 Ensure that future land use and urban development minimises risk to people and property resulting from land instability by adopting a risk managed based approach consistent with Practice Note Guidelines for Landslide Risk Management 2007 and AGS (2007a) "Guideline for Landslide Susceptibility, Hazard and Risk Zoning for Land Use Planning"; AGS (2007e) "Australian Geo Guides for Slope Management and Maintenance".

Climate variability not only presents an environmental challenge but also a social and economic challenge. Apart from the potential to alter ecosystems and affect long term biodiversity of the Furneaux Islands, there are more immediate impacts associated with an increasingly variable climate: longer periods between rainfall, more intense rain events, flooding, erosion, increased potential for disease vectors and increased bushfire hazard associated with longer periods between rainfall events and subsequently drier fuel loads.

Areas subject to significant risk from natural coastal processes and hazards such as flooding, storms, erosion, landslip, littoral drift, dune mobility and sea level rise need to be managed to minimise the need for engineering or remediation works to protect land, property and human life. Development should be set back from the coast to provide an erosion buffer based on the susceptibility of the coast to erosion, local coastal processes, storm event impacts and to retain intact coastal vegetation communities. Measures taken to protect development against coastal erosion should not of themselves have an adverse effect on coastal processes or require the use of public land.

Climate induced sea level rise is likely to increase the frequency and severity of coastal inundation in Tasmania.²³ The structure planning for Flinders Island has identified parts of Whitemark, Long Point and Cooma as vulnerable to inundation during storm tide events. Buildings in all vulnerable locations should have a floor level above the standard sea flood risk. To allow for sea level rise in planning decisions, The Tasmanian Government endorsed a sea level rise planning allowance in 2012 and the Tasmanian Climate Change Office is currently reviewing this allowance.

The Structure Plan encourages minimal disturbance of landform and advocates minimising the clearance of native vegetation in all locations, notwithstanding regulatory requirements for bushfire hazard management. Land division should aim to consolidate intact patches of native vegetation on single allotments. Riparian vegetation is of particular importance and buffer distances between development and watercourses and wetlands will be important scheme standards. Threatened and remnant vegetation communities are mapped and should not be subject to clearance.

The propensity for landslip has been mapped and generally occurs on steeper slopes. Longer periods without rain combined with grazing and/or excavation and intense storm events will likely exacerbate erosion potential, particularly on sloping land. Minimising the effect of development and use on natural land form by minimising excavation and fill through design will help to minimise erosion, silt deposition and land slip. Development should not lead to increased surface instability and should apply design solutions for development on slopes that minimise cut into the slope, ensure the heights of cut and fill faces are minimised, provide drainage measures and revegetate to ensure stability is not compromised by erosion or the design and siting of effluent drainage.

The strategic intent in all areas is to retain vegetative cover on slopes, generally to avoid or significantly minimise excavation or fill and to minimise access tracks and their landscape impacts. The (NH-P01) guidelines²⁴ will be incorporated into local planning provisions where relevant.

The mitigation of risk attached to natural hazards needs to translate into development standards that are able to deliver a tolerable risk for different types of use. For example, a standard that applies a higher floor level in predicted coastal inundation areas will mitigate the risk of flooding. On the other hand the amount of vegetation clearance mandated for bushfire management may preclude development on slopes prone to landslip. Where the hazard cannot be mitigated by development standards that protect the integral environmental components, then development should be sited elsewhere.

²³ Department of Premier and Cabinet. March 2016. Coastal Hazards in Tasmania: Summary Report. Tasmanian Government

²⁴ AGS (2007a) "Guideline for Landslide Susceptibility, Hazard and Risk Zoning for Land Use Planning"; AGS (2007e) "Australian Geo Guides for Slope Management and Maintenance".

Biodiversity:

While much of the biodiversity of Flinders Island occurs on reserved land, areas where retention of biodiversity is considered a priority on private land have been specifically identified in the Structure Plan: the southern coastal plain, particularly riparian vegetation and either side of Coast Road; adjacent to the coast at Limestone Bay; remnant patches at North East River, near to Palana Road intersections with Five Mile Jim Road and West End Road; at Leeka; at West End; on Centre Hill and at Long Point Road. Council owned land adjacent to the Lady Barron Waste Transfer Station is also important. These areas are nominated due to their location relative to other patches and corridors or the size of the area of vegetation remaining or as a precaution to climate variability particularly in relation to groundwater. Other important locations are the slopes of the vegetated hills in all locations and at the interface with coastal systems, where a range of values are related to flora, fauna, significant geology, or vulnerabilities such as beach recession.

The degradation of remnant vegetation occurs due to clearance for development but also by a variety of other development related measures such as modification of surface water flows, compaction of soil, pollution of groundwater, stock access or the spread of pest plants.

There are locations where loss of vegetation is unacceptable, for example, Marshall Bay where intensification of development is not warranted and where grazing is encouraged to reduce and ultimately cease as a use. The land adjacent to the length of Marshall Bay is potentially subject to extreme erosion and the Tasmanian land classification (Classification 6-7) confirms its unsuitability for grazing. An allotment near the Long Point Road and Palana Road intersection, Centre Hill and two Quoin allotments have the highest density of listed threatened species on the island.

In other locations with management objectives that are at odds with mandated clearance requirements for development, the strategic response is to reduce the lot yield, cluster development, avoid vegetated slopes or otherwise modify the siting of development in order to minimise removal or modification of vegetation. This will be particularly important where buffers are necessary for the protection and management of wetlands, bushland and the coast.

In instances where biodiversity management conflicts with bushfire risk management measures and significant clearing of *remnant* vegetation is the only means of managing bushfire risk, the proposal should generally not be supported. Where native vegetation other than remnant vegetation is to be removed it should be replaced in a suitable location on the site with locally indigenous vegetation to ensure there is no net loss of biodiversity.

The Structure Plan acknowledges the State and regional objectives in relation to biodiversity.

BNV-P01 Implement a consistent regional approach to protecting and enhancing the region's biodiversity, native vegetation communities and native fauna habitats including comprehensive spatial regional biodiversity mapping.

BNV-P04 Ensure land use planning processes are consistent with any applicable conservation area management plans or natural resource management strategy.

BNV-P02 Restrict land clearing and disturbance of intact natural habitat and vegetation areas, including areas of forest and non-forest communities declared under the Nature Conservation Act, coastal wetlands and remnant and appropriate cultural vegetation within settlement areas.

CW-P05 Protect and manage the ecological health and environmental values of surface and groundwater.

NH-P05 Minimise the impacts of land salinity to and from development by taking a risk based approach to land management.

Bushfire

With regard to bushfire, all of Flinders Island is designated bushfire prone by the Tasmanian Fire Service. Lady Barron, Whitemark, Emita and Killiecrankie are denoted as extreme bushfire risk according to the BRAM modelling which is state-wide and thus a very coarse scale. Council is currently engaged in exploring a plan for fire abatement in the Lady Barron area to reduce the risk associated with the fire hazard in that locality and it is hoped that this can address the requirement for bushfire site assessment within the township while considering the significant number of threatened and vulnerable species on adjoining land.

Bushfire prone designation substantially increases the cost of development through the requirement for a site assessment and the increased cost of materials. The bulk of bushfire regulation is implemented through the Building Code of Australia which is focussed on building standards rather than planning and natural resource management objectives.

Many areas on Flinders Island have high biodiversity values and there is a need to incorporate biodiversity, scenic and conservation objectives when considering bushfire risk management. Priority areas include coastal reserves, habitat corridors, wetlands, threatened ecological communities patches of remnant vegetation and private reserves and conservation covenants. The opportunity to contribute to the second version of the Flinders Fire Management Plan should emphasise these objectives which were not incorporated into the 2014 version. More comprehensive analysis for the plan would consider the fire retardant qualities of particular species such as Callitris Rhomboidia forest as occurs at Leeka, the restorative period between burns for vulnerable species and the presence of endangered species such as native orchids and their ability to survive ash deposits. While there is clearly a need for reducing bushfire risk to development, there is also a need to re-balance the singular focus on fuel reduction.

Water conservation through design

Development and use should be avoided if it proposes unsustainable use of surface or underground water resources. Development, including for visitor accommodation should maximise conservation, minimise consumption and consider reuse possibilities at an early design stage. Where necessary, siting and design of development should include capture and re-use of stormwater in order to minimise surface run-off and erosion, discharge of sediment and water logging of soils.

CW-P06 Ensure that development adopts best practice Water Sensitive Urban Design (WSUD) principles where appropriate in new and redevelopment areas.

CW-P07 Protect the water quality of the region's waterways and wetlands, including key water supply catchments.

CW-P07 Protect the water quality of the region's waterways and wetlands, including key water supply catchments.

Asbestos

Aside from natural hazards associated with bushfire, landslip, flooding and reduction of biodiversity; a silent hazard lurks throughout Flinders Island. This is asbestos, in the form of derelict buildings and broken sheets and pieces scattered randomly on the landscape.

A strategy to pro-actively deal with asbestos removal on development sites and from public open space and access tracks will be developed by Council. The strategy must be broader than demolition and transport regulation and needs to identify the extent of the hazard, the location and condition of remaining material and

devise a strategy for systematic removal in a cost effective manner. Compliance and cost sharing should be based on the collectively recognised need to remove this hazard rather than continuing to ignore it.

Dwellings and Holiday Houses

The objective for new dwellings is to preserve the character of coastal settlements and, outside of settlements to encourage design and siting that protects scenic landscapes. The regional strategy encourages energy efficiency and the Structure Plan encourages design and materials that contribute to both energy efficiency and to water sensitive design.

The final land use strand of Council's effort to increase population relates to facilitating the development of dwellings for 'part-time' occupation. Such dwellings add to the rate base and generally make little additional demand for services. When considering holiday houses; typically in coastal or elevated locations, the potential impacts on biodiversity, water quality and scenic amenity are the main issues.

The residential enclave at West End has potential for further holiday home development with some constraints in relation to visibility across Marshall Bay from Emita and clearance of vegetation. No further subdivision on the vegetated slopes above West End Road addresses the issue of land slip and fire hazard management, and will also reduce the potential visual impacts. Below the road, adjacent to the coast, there is some potential for further development of housing that minimises visual impacts from Marshall Bay/Emita. A minimum lot size of 10ha is proposed in this coastal location. Land division should ensure that frontage to the coast is approximately 150-200 metres to retain the amenity of the beach front area in keeping with current character.

The possibility for more affordable relocatable holiday houses could be further explored, for example, at Long Point where coastal inundation is a potential hazard due to predicted climate variability. Other potential uses for non-permanent holiday houses is to cater for walking or other tour groups/ cyclists, kayakers, rock climbers etc. It is intended that issue of facilitating relocatable dwelling types will be raised at the hearings for the State Planning scheme.

The Structure Plan identifies an area at the intersection of Eden and Palana Roads at Palana where future development is envisaged on the elevated site opposite the Edens Road intersection. Subdivision at minimum lot size of 1 ha will incorporate stormwater capture and re-use, retain and enhance existing native vegetation patch and provide the market with an opportunity to build larger dwellings with unhindered views.

At the south eastern extent of Killiecrankie, an area for residential development has been identified at a minimum lot size of 2 hectares where land is immediately adjacent to the southern side of Killiecrankie Road. There are also opportunities at Big River, Lady Barron, and Blue Rocks west of Palana Road, south-west of Palana in the vicinity of Limestone Bay, (where vegetation retention adjacent to the coast will be an important consideration) and on the north facing allotments adjacent to the coast between North East River and Palana.

At Emita residential and small scale holiday home development is envisaged with a minimum lot size of 0.5ha and local provisions in relation to the height of buildings, excavation/fill and the location of outbuildings adjacent to or behind dwellings.

5.0 Conclusion

The land use strategy contained within this Structure Plan proposes 4 desired outcomes that could contribute to Council's overarching strategy of growing the population and increasing economic productivity. All efforts have been made within the document and in the Table 1 Appendix 2 to set out how these desired outcomes: protecting primary production; diversifying rural land; contributing to nature based tourism and maintain and enhancing quality of life can be achieved through land use policy.

It is hoped that submissions received will help to clarify the analysis to date and to confirm the general strategic direction articulated in these 4 desired outcomes. If not, it is hoped that constructive options to modify the general directions will be submitted. If the community generally accords with this land use strategy, the next task is to find a way to align the strategic intent herein with the State's planning policy framework (the State-wide Planning Scheme²⁵) and to prepare a local provisions schedule under the State wide template that will ultimately result in a Flinders Planning Scheme. Rather than being perceived as just more regulation/red tape/green tape/government imposition, a resultant local scheme could then be viewed as a way to implement agreed strategies for a sustainable island future.

²⁵ Yet to be declared

