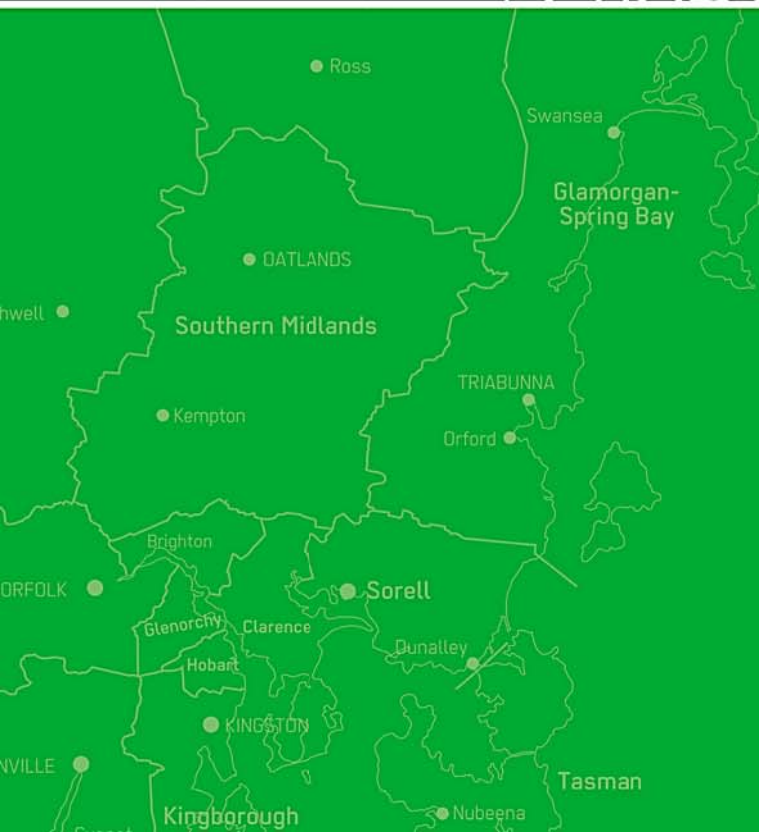




Triabunna/Orford

Structure Plan

Final Report
Updated June 2014



urbis

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1 Introduction

Triabunna is the second largest settlement on Tasmania's East Coast and is an important employment centre for the region. It is also the gateway to Maria Island, which recently became a UNESCO World Heritage Site. With recent upgrades to the boat harbour, there are a number of further opportunities that could be developed to improve the layout and appearance of the township.

The nearby settlement of Orford provides residential options that are popular with retirees, holidaymakers, and commuters to Hobart. Spread along the coastline, these urban areas experience significant population increases in summer months.

In order to ensure that the town's future is planned for and managed in a co-ordinated manner, the Glamorgan Spring Bay Council and the Department of Economic Development, Tourism and the Arts engaged Urbis to prepare a Structure Plan for Triabunna and Orford.

The first version of the Structure Plan was released in 2011. This version of the Structure Plan has been prepared in 2014.

1.1 Project aims

The Structure Plan will provide a vision for future land use and development within Triabunna and Orford to 2030. It will also provide a basis for the provisions relating to these settlements in the revised Planning Scheme that Council is currently preparing to replace the 1994 Glamorgan Spring Bay Planning Scheme.

The aims of the Structure Plan are to:

- Further the goals of existing strategic planning documents including the *Southern Tasmania Regional Land Use Strategy* and *Vision East 2030: The East Coast Land Use Framework*;
- Identify residential, commercial and industrial land use options;
- Identify options to revitalise the town centre;
- Prepare urban design principles to ensure that future development is of a high amenity;
- Ensure that the community has access to a wide range of services and facilities now and in the future; and
- Investigate opportunities to increase economic viability of the area including tourism activities.



What is a Structure Plan?

A structure plan is a strategic document prepared to guide the major changes to land use, transport, built form and public spaces within settlements, including the identification of greenfield growth areas where appropriate.

1.2 Project process

The process involved in the preparation of the 2011 Structure Plan is outlined below.



The 2014 update has involved the following:

- Updating the document with 2011 ABS data.
- Updating the vacant land, dwelling approval and community infrastructure data.
- Updating the Community Needs Assessment.
- Reviewing the latest Tasmanian Heritage Register.
- Reviewing the status of the National Broadband Network.
- Reviewing new or updated reports including the:
 - Southern Tasmania Regional Land Use Strategy
 - Southern Tasmania Industrial Land Use Study
 - Triabunna-Orford and Maria Island (TOMI) Visitor Plan
 - East Coast Marine Infrastructure Strategy
 - Glamorgan Spring Bay Council Marine Infrastructure Feasibility Study
- Considering new or recent changes to development proposals, including Solis, the Eastcoaster, and the Spring Bay Mill tourism and creative industries hub at the former chip mill site.
- Providing more detail on the appropriate locations and treatments for tourism uses.
- Recognising the Triabunna Urban Study which is being undertaken in 2014.

2 Existing Conditions

2.1 Township Profile

2.1.1 Location

Triabunna and Orford are located on Tasmania's East Coast approximately 80 kilometres northeast of Hobart. Whilst forming separate urban settlements, these townships are collectively considered within this Structure Plan, with the predominantly residential settlement of Orford relying on Triabunna to provide higher order services.

The townships are located within the southern portion of the Glamorgan Spring Bay municipality. Surrounding settlements include Buckland (approximately 17km west of Orford) and Pontypool (approximately 22km north of Triabunna). Further north is Swansea (approximately 50 km from Triabunna) and Bicheno (approximately 87km from Triabunna)¹.

Located approximately 15 kilometres to the south east and within close proximity to the Triabunna and Orford study area is the valued Maria Island National Park. The Darlington Probation Station within the park has recently been listed as a UNESCO World Heritage Site. This island is a natural asset to the area, both for its heritage significance to Tasmania's history and its ecological significance. Additionally, it provides an attractive outlook when viewed from coastal areas from the mainland.

Triabunna is the second largest settlement on Tasmania's East Coast and forms an important industrial centre for the area. Situated at the top of a deep water harbour, the town is centred around a port area, providing mooring facilities for both recreational boats and commercial fishing vessels. The township is relatively flat in topography, with a central commercial and retail area that is intermixed with residential and industrial land uses. Triabunna's locality within close proximity to Maria Island combined with its port facilities has resulted in the town being the primary departure and arrival point for tourist ferries travelling to and from Maria Island within the last few years.

The settlement of Orford is located approximately 6.7 kilometres southwest of Triabunna. It is a picturesque residential coastal settlement that benefits from scenic views towards Maria Island, along with an outlook over both the Prosser River and Prosser Bay. The urban areas are bordered by hilly and vegetated forests to the west and south that frame the edge of the urban area.

The settlements are within close proximity to a number of other natural assets along the East Coast, including national parks, significant wetlands and spectacular coastal outlooks.

¹ These distances are "as the crow flies"; road distances depend on the road taken. Other measurements quoted throughout this report are road distances.

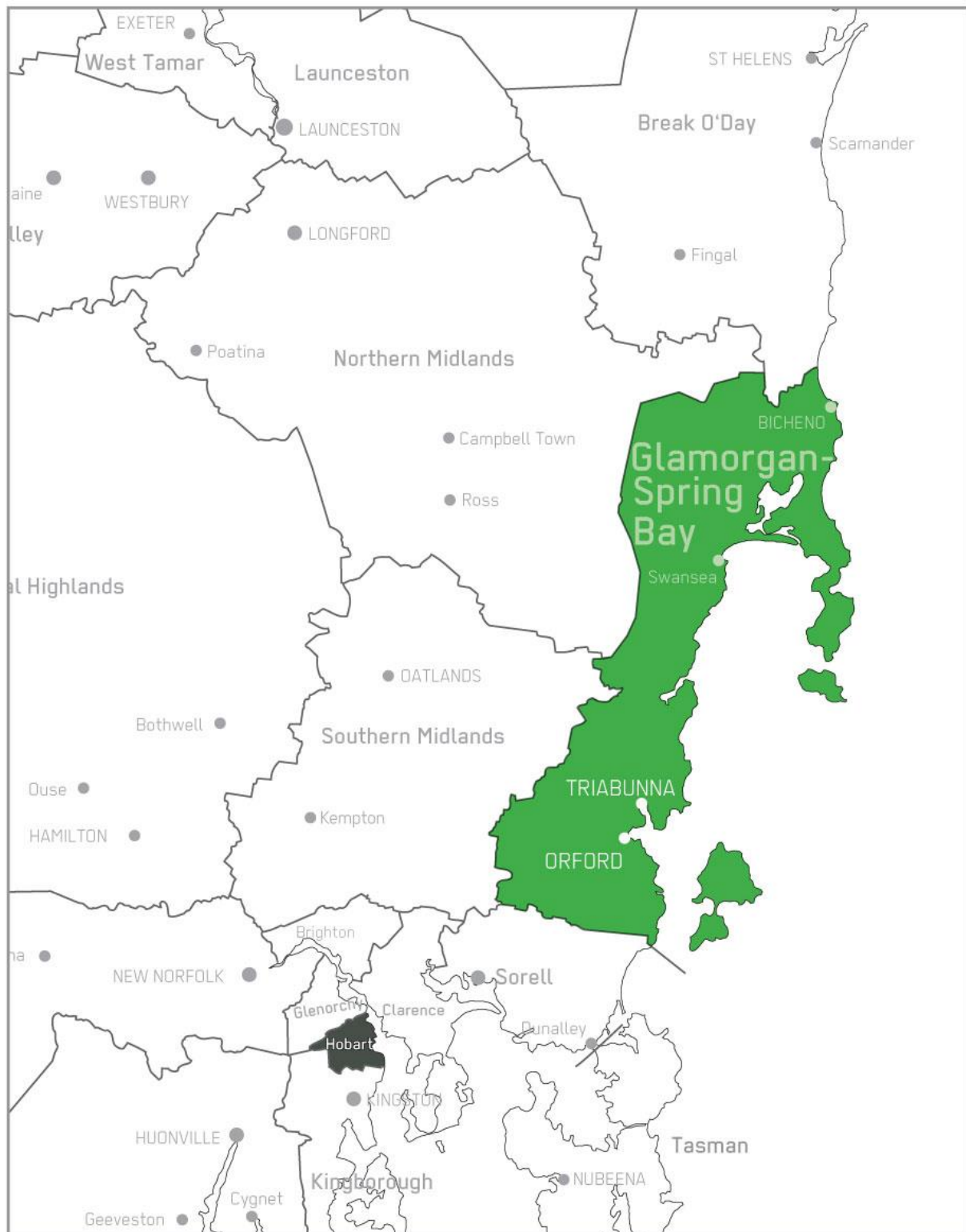


Figure 1: Regional context



Figure 2: Study area

2.1.2 Settlement structure

Triabunna

Pursuant to the hierarchy of urban settlements identified in the Southern Tasmania Regional Land Use Strategy, Triabunna is designated as a District Town, while Orford has been identified as a Township.

The settlement structure of central Triabunna comprises a predominantly linear grid street layout. The north-south orientated streets lead to the waterfront area, with Melbourne Street, Henry Street and Charles Street being the main north-south streets which intersect the Tasman Highway to the north and lead to the waterfront area to the south of the town centre. This has created a structured and legible street layout for the centre of the town.

The majority of commercial land uses within Triabunna are centred along Vicary Street, which contains predominantly single storey retail and commercial tenancies on both sides of the street. A supermarket and hardware store are situated at the intersection of Vicary Street and Charles Street.



Tenancy on the northeast corner of the intersection of Vicary Street and Charles Street.



IGA supermarket located on the southwest corner of Vicary Street and Charles Street.



Vicary Street streetscape looking east.



Magistrates Cottages located along Vicary Street.



Streetscape along the northern side of Vicary Street.



Streetscape along the northern side of Vicary Street.

Whilst the street layout within the town centre is structured and legible, the central township lacks identity and definition upon arrival and departure of the town. The Tasman Highway bypasses the main streets of Triabunna and there are multiple streets intersecting the highway, which results in uncertainty regarding the hierarchy of the street network leading into the township. Additionally, a lack of signage to the town centre from the Tasman Highway results in the absence of a sense of direction for vehicles to exit the Tasman Highway and drive into the town centre.

We understand that historically Henry Street has been promoted as the primary north-south street through the town, however, it appears that Charles Street possesses significant attributes as the potential main street for Triabunna, as it contains various commercial tenancies, along with historic buildings. Additionally, there is a direct north-south viewline along Charles Street towards the boat facilities on the waterfront at the southern end of Charles Street. Streetscape works are planned to promote this route as the main street.



Historic buildings located along Charles Street, within proximity of the intersection with Vicary Street.



Charles Street streetscape looking south.



Former barracks and stable at 5 Charles Street.

The urban area of Triabunna is located on two sides of the port with the main town centre located on the western bank of the port and predominantly residential land located on the eastern bank. There is a disconnection between the two main sections of the town which are intersected by the port/river. Vicary Street extends into a bridge crossing over the northern portion of the port and is the main vehicular connection between the two sections of the township. Although the bridge provides physical access between the two portions of the town, there is a lack of visual connection particularly due to vacant land adjoining the waterfront on the eastern side of the water.

A non-compatible mix of industrial, commercial and residential uses exist along the Tasman Highway within the northern portion of the township, including ad hoc zoning to industrial zones that are not necessarily compatible with surrounding land uses.

In addition to the various industrial land uses which are generally located in the northern portion of the township, there are two other substantial industrial precincts within Triabunna, being:

1. Industrial land uses focussed on commercial fishing and commercial and recreational boating activities within the port area located to the southeast of the town centre of Triabunna; and
2. A significant area of industrial land to the southeast of Triabunna (approximately 2 to 3 kilometres from the town centre), including seafood industries and the former woodchipping facility. Direct vehicle access to this area is provided via Freestone Point Road, which intersects the Tasman Highway to the north of the main township and results in heavy vehicles bypassing central Triabunna. When it was operational, the woodchip facility formed a dominant visual feature of the landscape when viewed from the coast looking east.



Former view looking east when the woodchipping facility was operational

Orford:

Orford is situated approximately 6.7 kilometres to the southwest of Triabunna. The settlement is attributed with an attractive outlook both over the Prosser River and key views over Prosser Bay towards Maria Island. It is bordered by hilly terrain to the northwest and west providing an attractive backdrop to the town and the edge of the urban area.

The settlement structure comprises residential lots spread along the coastline in a linear ribbon-style form. It is primarily a holiday destination, with a high population influx during the summer months, resulting in a high demand for services and housing during this time. During the remaining off-peak times of the year many houses remain vacant.

Due to the linear spread of residential development along the coast, the township lacks a clear settlement boundary as residential development continues along the coast to the north and south.

Orford is predominantly a holiday residential settlement. It includes a small cluster of retail and service facilities at the junction of the Tasman Highway and Charles Street, along with tourist related accommodation both along the Tasman Highway to the north of the Prosser River and in the urban area to the south. There are also community facilities located on Charles Street.

Whilst there are convenience services located in Orford (including a supermarket and post office/newsagency), the settlement relies heavily on Triabunna for higher order services.



The main restaurant and commercial tenancies within Orford on the southeast corner of the intersection of the Tasman Highway/Charles Street and the Esplanade.



Recent landscape improvement works along the waterfront adjoining the Orford town centre.



Commercial tenancies fronting Charles Street, Orford.



Café fronting The Esplanade in Orford.

The main township area lacks a strong sense of identity and definition of arrival points on the main approach along the Tasman Highway from the north, and the spread of low density residential subdivisions to the south create a blurred boundary between Orford and Spring Beach.

The settlement contains areas of open space adjoining the beachfront, including a pathway following the coast. There are also a number of recreational areas including a bowls club and a nine hole golf course.

2.1.3 Transport and access

Tasman Highway is the main road connecting Orford and Triabunna and provides vehicle access between these townships and other settlements along the East Coast of Tasmania. On a broader scale, the Tasman Highway provides an East Coast linkage connecting Triabunna/Orford with Hobart to the south and Launceston to the northwest. It is predominantly a surfaced, single carriageway highway running in a north-south direction along the East Coast.

Triabunna and Orford are within convenient travel distance from Hobart International Airport, which is located approximately 65 kilometres to the southwest along the Tasman Highway.

The predominant mode of transport for access to and within Triabunna and Orford is via private vehicle. Triabunna and Orford are also serviced by limited tourist operated buses providing connection with Hobart, Launceston and Coles Bay. There is also a community vehicle available that provides transport for aged persons and others who require its services.

Triabunna and Orford both have local port facilities, with deepwater port and boat mooring facilities located in central Triabunna. The boating facilities at Triabunna have recently been upgraded to further promote Triabunna as a key destination for both recreational boats and commercial fishing vessels, along with being the primary departure and arrival point for tourist ferries travelling to Maria Island.

Boat mooring areas within Orford are smaller in scale and predominantly focussed on recreational vessels. Mooring facilities are situated on the Prosser River towards the mouth of the river and within easy access from the centre of Orford (within the vicinity of The Esplanade).

Foreshore walking tracks exist along parts of the waterfronts of Triabunna and Orford, although these are currently fragmented.

A description of the particular transport and access characteristics relevant to each town is provided below.

Triabunna

The Tasman Highway bypasses the central area of Triabunna and instead diverts around the northern portion of the township. Whilst the road bypass has the benefit of removing truck movements from within the town centre, it also results in a lack of commuter movement in the main street, and subsequently the main streets lack a sense of recognition and identity.

The Tasman Highway is intersected by a grid-network of streets leading to the centre of Triabunna, including Vicary, Franklin and Victoria Streets (east-west orientation) and Melbourne, Charles and Henry Streets (north-south orientation). The latter streets lead to the boat mooring area adjoining the Esplanade, which runs along the coastal frontage of Triabunna to the south.

The approach to Triabunna from the south along the Tasman Highway is generally along cleared rural land and is of a relatively flat topography. The gateway entrance to Triabunna is identified by tidal flats (known as Dead Isle) that are bridged by the Tasman Highway.

The approach to Triabunna along the Tasman Highway from the north is gently undulating topography of predominantly cleared land, with trees lining each side of the road in parts. The land becomes increasingly cleared rural land, with a number of industrial land uses as the highway approaches Triabunna.

Orford

The approach to Orford along the Tasman Highway from the west follows the spectacular Prosser River flanked by the steep dolerite rockfaces of Paradise Gorge, which immediately abuts the road. The western approach leads to a scenic gateway entrance to Orford as the river edges widen leading into the ocean (Prosser Bay). The Tasman Highway continues across a bridge over the Prosser River, where it follows the coastline through the northern portion of Orford and further north to Triabunna.

The northern portion of Orford, to the north of the Prosser River, is serviced by two local roads intersecting the Tasman Highway.

The Spring Beach area of Orford is accessed via Charles Street/Rheban Road, which intersect the Tasman Highway in Orford. Charles Street is a single carriageway road that is the main road through Orford, and becomes Rheban Road further south.

There is a pathway following the coastline within the vicinity of Orford and Spring Beach providing attractive coastal views and linkages with public open space along the coast. This path is not continuous.

2.1.4 Infrastructure

Southern Water provide water and wastewater services to the townships, and have advised the following:

- Water:
 - The quantity of the existing water supply is sufficient, however upgrades to the capacity will be required if growth occurs. There are two water sources and treatment plants, with the Prosser system being near Orford and the Bradys Creek system near Triabunna. Due to the larger capacity of the former, it can also provide water to Triabunna.
 - The quality of the existing water supply is acceptable.
 - Most water infrastructure on the East Coast is ageing and will require upgrading or replacement in the future. Southern Water is looking to upgrade the capacity of the system, and may also look at using one rather than two treatment plants in the long term.
- Wastewater:
 - New lagoons were constructed recently.
 - Southern Water encourages the reuse of water from the lagoon system.

Electricity is supplied from the Triabunna Terminal Station, and Aurora Energy have advised that urban growth can be supported in this area as there is a reasonable degree of capacity available. The *Southern Tasmania Regional Land Use Strategy* and *Vision East 2030* promote the installation of small scale generation such as solar panels.

Telecommunications are provided via fixed line telephones, and both Telstra and Optus provide mobile phone services to the township. Broadband services are available in the settlement. National Broadband Network services are available across most of the urban area of Triabunna.

For all reticulated infrastructure avoiding inefficient extensions should be encouraged. As such, the urban form considered in the Structure Plan should encourage infill development to occur before increasing the town boundaries.

2.2 Community and Population Profile

The community profile has been compiled using *ABS 2001.0 Basic Community Profile 2011* for analysis between State (Tasmania), regional (South East), local government (Glamorgan Spring Bay) and urban centre localities (Triabunna and Orford). It must be noted that Greater Hobart is excluded from analysis at the regional level (South East) and included in the State level data.

It must also be noted that the boundary of the investigation area does not match the boundary of the Triabunna and Orford Urban Centre Localities (UCL). An indicative map of the Triabunna and Orford UCLs is provided below.

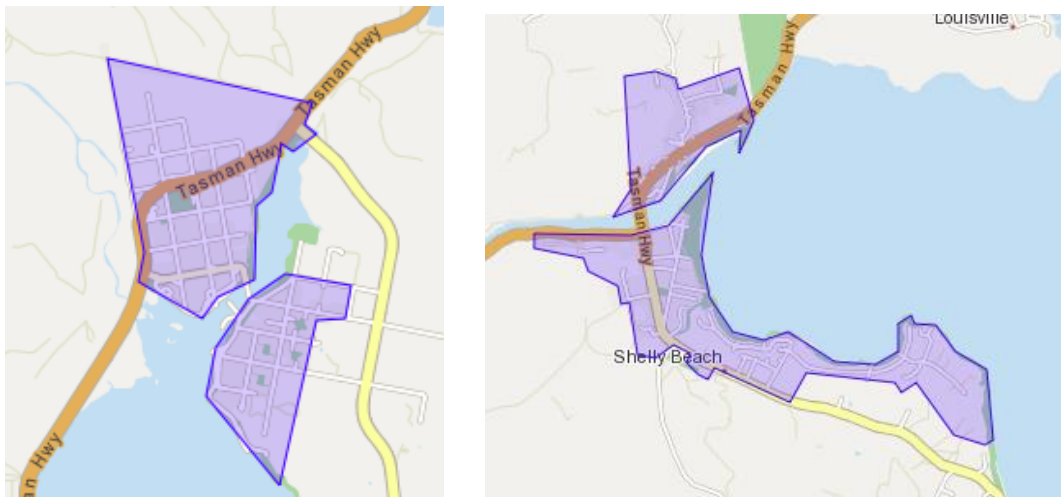


Figure 3: Triabunna and Orford UCLs (Source: ABS Website)

The general statistics in Table 1 show that Glamorgan Spring Bay:

- Is sparsely populated (1.6 persons per square kilometre) in comparison to the Tasmanian average (7.3 persons per square kilometre);
- Has a high median age (53) in comparison to the State median (40); and
- Has relatively low rates of people speaking languages other than English at home.

The table provides the following information in regards to Triabunna and Orford:

- There is a large discrepancy between the median ages of Triabunna (42) and Orford (57);
- Triabunna has a low median weekly household income, high unemployment rate and high Indigenous population when compared to the region and State; and
- Orford, while more moderate than Triabunna, also has a low median weekly household income and high unemployment rate when compared to the region and State.

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Table 1 – General statistics 2011

	Triabunna	Orford	Glamorgan Spring Bay	South East Tasmania	Tasmania
Land area (km2)	2.5	2.9	2,591.4	23,822	68,018
Total population	766	518	4,190	35,797	495,354
Population density (person per km2)	306.4	178.6	1.6	1.5	7.3
Median age of persons	42	57	53	44	40
Median monthly housing loan repayment	\$952	\$1,300	\$1,096	\$1,127	\$1,300
Median weekly household income	\$675	\$805	\$753	\$826	\$948
Unemployment rate	12.3%	11.6%	7.1%	6.8%	6.4%
Total Indigenous population	7.6%	4.6%	4.0%	6.1%	4.0%
Total population born overseas	6.4%	9.5%	10.7%	11.9%	11.6%
Speaks a language other than English at home	1.3%	3.5%	2.3%	2.4%	4.5%

Table 2 below shows that Glamorgan Spring Bay has a considerably older age profile than both the South East region and Tasmania as a whole. Glamorgan Spring Bay has lower than average prevalence in all age cohorts from age 0 (births) to age 44. From age 45 to 54 the rates are relatively even across the regions. From the age of 55 and above, Glamorgan Spring Bay has a considerably higher percentage of residents.

The age profiles of Triabunna and Orford are very different. Triabunna has a much younger age profile that is consistent with the State averages. Orford's age profile is considerably older than the regional and State averages with greater percentages of people in all age cohorts above 55 years.

Table 2 – Age structure 2011

Age Group	Triabunna		Orford		Glamorgan Spring Bay		South East Tasmania		Tasmania	
	No.	%	No.	%	No	%	No	%	No	%
0-4	44	5.7%	33	6.4%	193	4.6%	2,127	5.9%	31,181	6.3%
5-14	113	14.8%	43	8.3%	406	9.7%	4,713	13.2%	62,689	12.7%
15-19	50	6.5%	11	2.1%	147	3.5%	1,873	5.2%	32,687	6.6%
20-24	27	3.5%	18	3.5%	119	2.8%	1,311	3.7%	29,577	6.0%
25-34	67	8.7%	33	6.4%	311	7.4%	3,186	8.9%	55,282	11.2%
35-44	99	12.9%	37	7.1%	443	10.6%	4,790	13.4%	64,851	13.1%
45-54	103	13.4%	72	13.9%	605	14.4%	5,643	15.8%	71,558	14.4%
55-64	119	15.5%	105	20.3%	877	20.9%	6,052	16.9%	66,823	13.5%
65-74	93	12.1%	108	20.8%	707	16.9%	3,998	11.2%	44,761	9.0%
75-84	43	5.6%	44	8.5%	272	6.5%	1,625	4.5%	25,697	5.2%
85+	8	1.0%	15	2.9%	109	2.6%	481	1.3%	10,247	2.1%
Total	766	100%	518	100%	4,190	100%	35,797	100%	49,5354	100%

Table 3 shows that household types in Glamorgan Spring Bay are similar to both the State and regional profiles. There are slightly more lone person households and slightly less family households in Glamorgan Spring Bay. The high prevalence of lone person households is likely to be linked to the older age profile of the area. Triabunna and Orford both have higher than State average rates of lone person households and lower prevalence of group households.

Table 3 – Household by type 2011

	Triabunna	Orford	Glamorgan Spring Bay	South East Tasmania	Tasmania
Lone person households	29.5%	30.7%	30.9%	25.9%	28.0%
Group households	1.7%	2.3%	2.7%	2.1%	3.2%
Family households	68.8%	67.0%	66.4%	71.9%	68.8%

Table 4 and Table 5 below show that there is very limited diversity of housing options in both Triabunna and Orford. The structure of tenure is very similar in both Triabunna and Orford with Triabunna having slightly higher prevalence of rented place of usual residence dwellings.

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Table 4 – Housing tenure type by dwelling structure - Triabunna 2011

	Separate house		Semi-detached townhouse etc		Flat, unit or apartment		Other dwelling		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%
Fully owned	120	44%	3	50%	4	40%	7	100%	134	45%
Being purchased	74	27%	0	0%	0	0%	0	0%	74	25%
Rented	72	26%	3	50%	6	60%	0	0%	81	27%
Other tenure type	3	1%	0	0%	0	0%	0	0%	3	1%
Tenure type not stated	5	2%	0	0%	0	0%	0	0%	5	2%
Total	274	100%	6	100%	10	100%	7	100%	297	100%

Table 5 – Housing tenure type by dwelling structure - Orford 2011

	Separate house		Semi-detached townhouse etc		Flat, unit or apartment		Other dwelling		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%
Fully owned	91	48%	5	31%	4	100%	0	0%	100	46%
Being purchased	54	28%	0	0%	0	0%	0	0%	54	25%
Rented	34	18%	8	50%	0	0%	4	50%	46	21%
Other tenure type	3	2%	0	0%	0	0%	0	0%	3	1%
Tenure type not stated	9	5%	3	19%	0	0%	4	50%	16	7%
Total	191	100%	16	100%	4	100%	8	100%	219	100%

Table 6 shows that Orford has a significantly higher percentage of couples with no children than both Triabunna and the State average. Orford also has a much lower percentage of couple families with children under the age of 15 than the State average. Triabunna's family composition is closer to the State average.

Table 6 – Family composition in Triabunna and Orford 2011

	Triabunna		Orford		Tasmania	
	No.	%	No	%	No	%
Couple family with no children	89	42.2%	100	67.6%	56435	42.1%
Couple family with children under 15	55	26.1%	24	16.2%	37267	27.8%
Couple family with no children under 15	28	13.3%	7	4.7%	15952	11.9%
One parent family with children under 15	21	10.0%	14	9.5%	13361	10.0%
One parent family with no children under 15	12	5.7%	3	2.0%	9463	7.1%
Other family	6	2.8%	0	0.0%	1718	1.3%
Total	211	100%	148	100%	134196	100%

Table 7 shows that Glamorgan Spring Bay residents have considerably lower levels of post-graduate, graduate and bachelor degrees than both the regional and State averages. The prevalence of diplomas and certificates is slightly higher than the State and regional averages. Orford and especially Triabunna are well below the regional and State averages for bachelor degrees.

Table 7 – Level of post school qualifications 2011

	Triabunna	Orford	Glamorgan Spring Bay	South East Tasmania	Tasmania
Postgraduate degree	1.5%	0.0%	2.7%	4.0%	4.6%
Graduate diploma and graduate certificate	0.0%	1.4%	1.7%	2.5%	2.9%
Bachelor degree	4.6%	15.4%	15.6%	16.6%	20.2%
Advanced diploma or diploma	8.7%	18.1%	14.4%	13.7%	12.9%
Certificate	47.4%	41.2%	42.7%	42.0%	39.4%

Table 8 shows that the occupations of employed persons in Glamorgan Spring Bay, Triabunna and Orford display some unique local trends including:

- 19.9% of employed persons in Glamorgan Spring Bay consider themselves to be managers, this is much higher than the State average of 12.4%;
- Only 4.5% of employed persons in Triabunna and 9.8% in Orford consider themselves to be professionals, this is much lower than the State average of 18.5%;
- There are considerably more people employed as machinery operators and labourers in Triabunna (34.2%) in comparison to Orford (24.3%) than the State average (18.0%).

Table 8 – Occupation of employed persons 2011

	Triabunna	Orford	Glamorgan Spring Bay	South East Tasmania	Tasmania
Managers	12.8%	22.5%	19.9%	16.0%	12.4%
Professionals	4.5%	9.8%	11.0%	13.7%	18.5%
Technicians / Trades	17.7%	12.7%	13.9%	15.3%	14.8%
Community and personal service	10.3%	11.6%	10.4%	10.1%	11.1%
Clerical and administrative	9.9%	13.9%	9.3%	11.4%	13.8%
Sales	4.5%	3.5%	6.6%	7.2%	9.7%
Machinery operators	12.8%	8.1%	6.9%	7.9%	6.7%
Labourers	21.4%	16.2%	19.9%	16.6%	11.3%

Table 9 confirms that residents of Triabunna have considerable disadvantage in relation to internet access at home. The table below shows that a much lower percentage of residents in Triabunna have broadband access (39.1%) compared to the State average (60.7%). It also shows that the proportion of residents in Triabunna with no internet access is very high in comparison with local government, regional and

Table 9 – Type of internet connection by dwelling 2011

	Triabunna	Orford	Glamorgan Spring Bay	South East Tasmania	Tasmania
Broadband	39.1%	59.4%	53.6%	56.8%	60.7%
Dial-up	4.0%	1.4%	3.7%	4.4%	3.7%
Other	5.4%	3.7%	3.8%	4.5%	4.4%
No internet connection	47.8%	29.5%	35.8%	29.1%	26.2%

The data in Table 10 has been sourced from *ABS 2033.0.55.001 Socio-economic Indexes for Areas 2011*.

The Index of Relative Socio-economic Disadvantage, presented in the table below, is derived from Census variables such as low income, low educational attainment, unemployment, and dwellings without motor vehicles. The mean score across Australia is 1000. A lower score represents that an area is relatively disadvantaged in comparison to an area with a higher score.

Glamorgan Spring Bay ranks in the 21% most disadvantaged local government areas in Australia.

Orford ranks in the top 19% most disadvantaged urban locality centres.

Triabunna ranks in the top 9% most disadvantaged urban locality centres.

Table 10 – SEIFA Index of Relative Socio Economic Disadvantage 2011

Census Collection District Score	Triabunna Statistical Area 1	Orford Statistical Area 1	Glamorgan Spring Bay Local Government Area
Score	861	925	931
Decile	1	2	3
Percentile	9	19	21

2.2.1 Projections

Population Projections

According to *ABS 2001.0 Basic Community Profile 2011*, Triabunna's population was 766 and Orford's was 518 of Glamorgan Spring Bay's population of 4190.

The *State Demographic Change Advisory Council population projections 2008 (medium growth scenario)* provides an annual expected growth rate for Glamorgan Spring Bay from 2007 to 2032. In Table 19, this growth rate (for the years 2011 to 2030) has been applied to the census actual 2011 population of Triabunna and Orford.

Population Projections Considerations

Ageing population

According to the Department of Health and Human Services Tasmania's Health Plan report, in 2006, Tasmania had the second highest proportion of people aged 65 years and over of any Australian State or territory and was ageing at a more rapid rate. The proportion of people aged 70 years and over was projected to increase from 10.6% in 2006 to 16.6% in 2021, and by 2021 there will be 28,236 more people aged 70 years and over.

Specific developments

There are three key developments proposed for the study area that will need to be monitored for their impact on the growth of the population and dwelling demands. These are the Spring Bay Mill eco-tourism and creative industries hub, the Solis residential development and the Triabunna marina precinct. These developments, as they proceed, will need to be monitored as they will potentially drive employment opportunities and demand for residential housing as well as supply holiday houses over the coming years.

Table 11 – Population projections for Glamorgan Spring Bay, Triabunna and Orford

	Glamorgan Spring Bay	Annual growth rate	Triabunna	Orford
2011	4190*	0.013	766*	518*
2012	4242	0.012	776	524
2013	4294	0.012	785	531
2014	4346	0.012	795	537
2015	4387	0.009	802	542
2016	4434	0.011	811	548
2017	4473	0.009	818	553
2018	4514	0.009	825	558
2019	4556	0.009	833	563
2020	4593	0.008	840	568
2021	4630	0.008	846	572
2022	4662	0.007	852	576
2023	4697	0.007	859	581
2024	4723	0.006	864	584
2025	4750	0.006	868	587
2026	4780	0.006	874	591
2027	4797	0.004	877	593
2028	4825	0.006	882	596
2029	4842	0.004	885	599
2030	4855	0.003	888	600

* ABS 2001.0 Basic Community Profile 2011

Household projections

Table 12 shows the ABS 2001.0 Basic Community Profile 2011 calculation of the average household size for the Triabunna and Orford UCL in comparison to the State average in 2011.

Table 12 – Average household size 2011

	Triabunna	Orford	Glamorgan Spring Bay	South East Tasmania	Tasmania
Average household size	2.4	2.1	2.1	2.4	2.4

According to ABS 3236.0 - *Household and Family Projections, Australia, 2006 to 2031*, Tasmania's population is projected to have the least growth (15%) of all the Australian States and territories between 2006 and 2031. The number of households in Tasmania is projected to increase by between 21% and 25% compared to between 47% and 52% projected for Australia.

Tasmania's average household size in 2006 was the equal smallest of the States and Territories (equal to South Australia). Nationally, average household size is projected to be between 2.4 and 2.5 people per household in 2031. Tasmania's average household size is projected to decline to between 2.3 and 2.2 people per household by 2031.

2.3 Land Uses

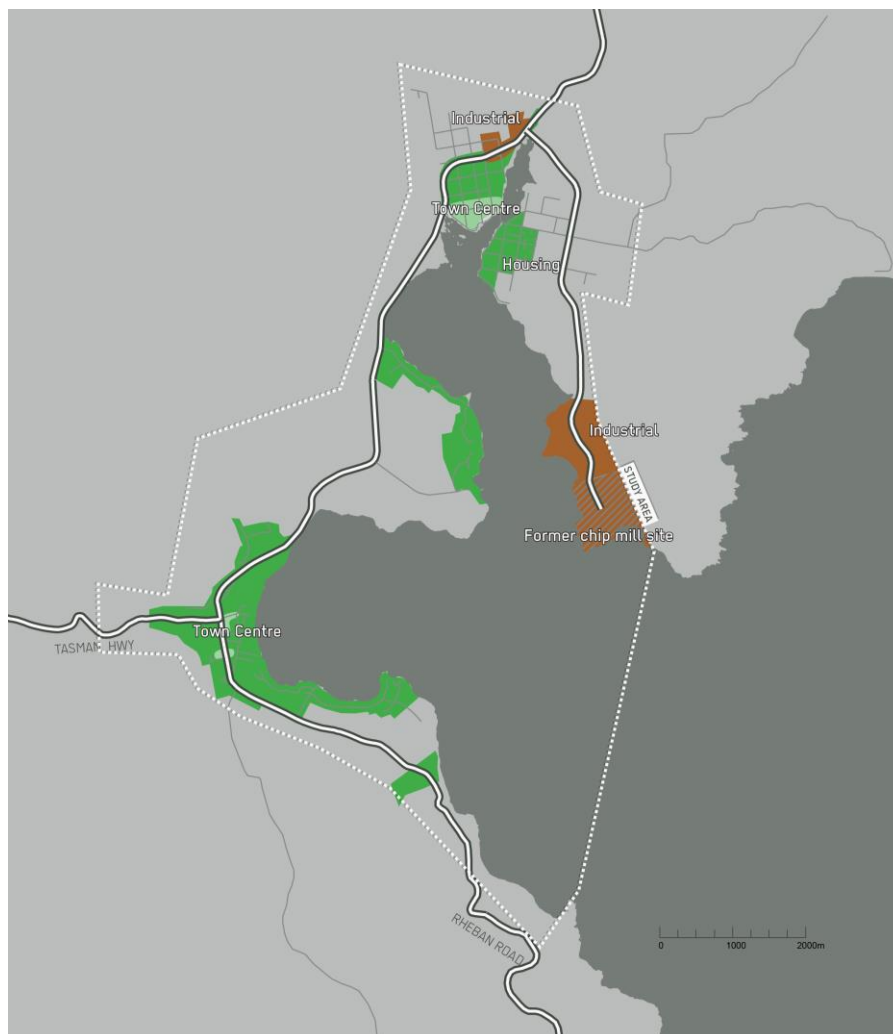


Figure 4: Existing land uses

2.3.1 Housing

Triabunna is the second largest settlement on Tasmania's East Coast and contains the largest permanent residential population in the municipal area of Glamorgan Spring Bay.

Housing is located across the main township of Triabunna to the north and south of the Tasman Highway, and generally comprises single storey dwellings on large blocks of land. There are a number of vacant lots within this area.

Additionally, there is an established area of housing located on the eastern side of the port comprising predominantly single storey dwellings in a grid layout of streets. Within this area there are a high number of vacant lots.

There are also large areas along the coast between Triabunna and Orford which have been developed as low density residential enclaves, including the settlements of Barton Avenue and Bernacchi Drive.

Housing in Orford mainly comprises low to medium density housing that is spread along the coastline. The residential areas of Orford and Spring Beach are spread in the order of 10 kilometres along the coast, and include the smaller settlement of East and West Shelly Beach which is situated on the fringe of Orford.

Similar to many East Coast urban settlements, Spring Beach has developed along the coast and comprises both formal urban areas along with informal shack settlements which have emerged outside of the main township and do not have reticulated services. Residential development in Spring Beach is generally accessed via Rheban Road and a few smaller connecting residential streets.

The residential area within Orford is generally focussed around Walpole and Charles Streets (and a number of other intersecting streets), with residential dwellings spreading to the southeast along West and East Shelly Roads, and following the coastline in a dispersed and ad hoc manner.

There have been a number of new residential subdivisions approved, including extensive areas of approved residential land within the Solis Estate (330 lots approved, with potential for up to 550 lots). Works have commenced on the Solis site, and the State government has indicated it will invest \$3 million for the construction of a shared-services model for water and sewerage services for the site.

Substantial areas of undeveloped residential and rural residential land are present within the urban area, including a number of recently created allotments that have not yet been built upon. As illustrated in Figure 4, there are approximately 32 hectares of vacant residential land and 21 hectares of vacant rural residential land.

Between 1999/2000 and 2013/2014 207 residential dwelling approvals were issued for Triabunna and Orford. As depicted in Figure 6, dwelling approvals generally increased from 2000/2001 to 2004/2005, and aside from some fluctuations have remained at an average of 17 per year since 2004/2005. Orford was the dominant location for dwelling approvals all years except 2004/2005. During this time, approximately 77% of the dwelling approvals have been in Orford.

The 2011 Census, which was held on Tuesday August 9th and thus reflects data from the off-peak season, indicates that 14% of private dwellings were unoccupied in Triabunna and 70% were unoccupied in Orford on census night. In regards to Orford, this is considerably higher than the 14% of dwellings that were unoccupied in Tasmania as a whole, and reflects the prevalence of the use of dwellings for holiday rather than permanent accommodation and weekend homes for people who study or work in Hobart during the week.

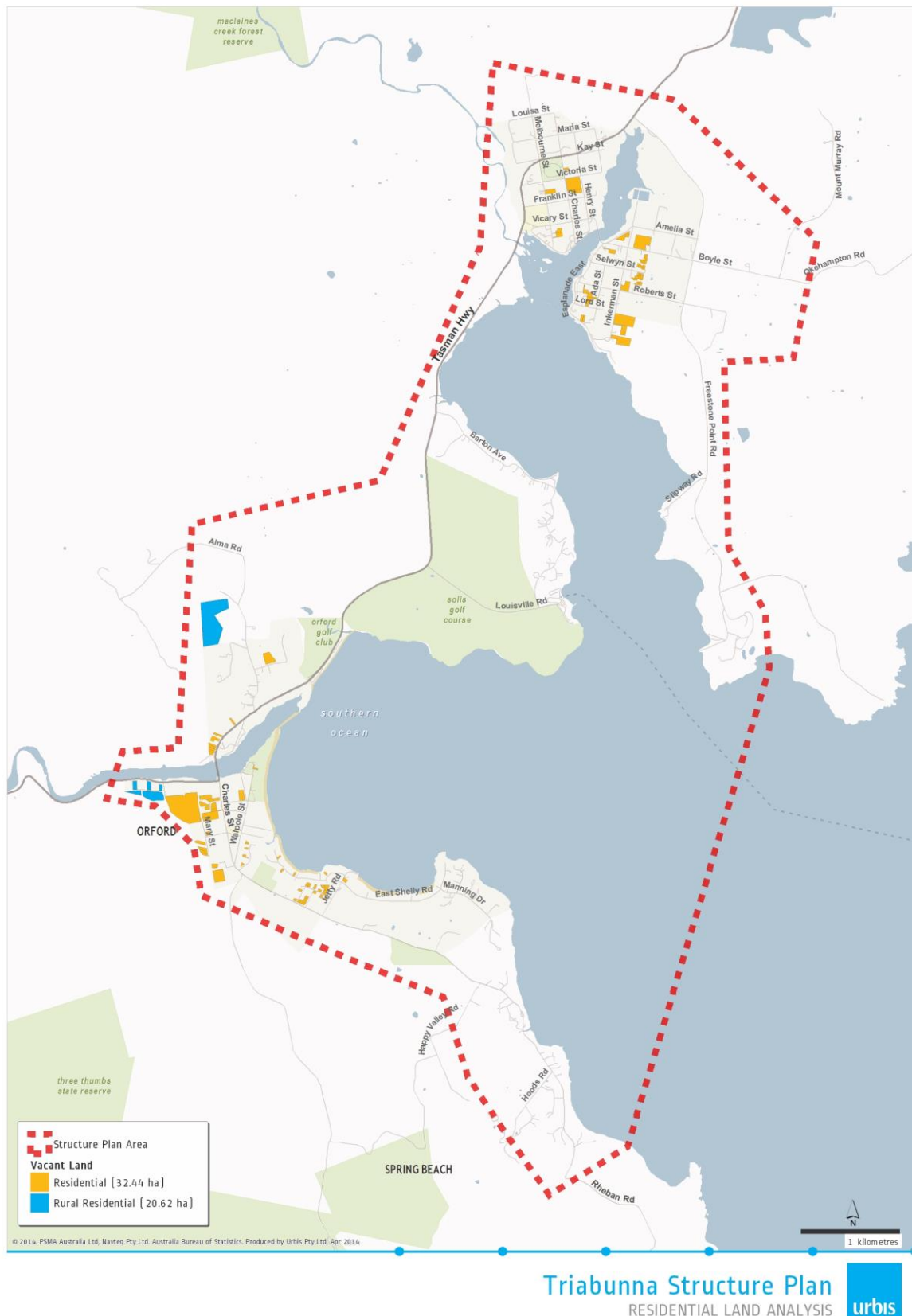


Figure 5: Residential land analysis

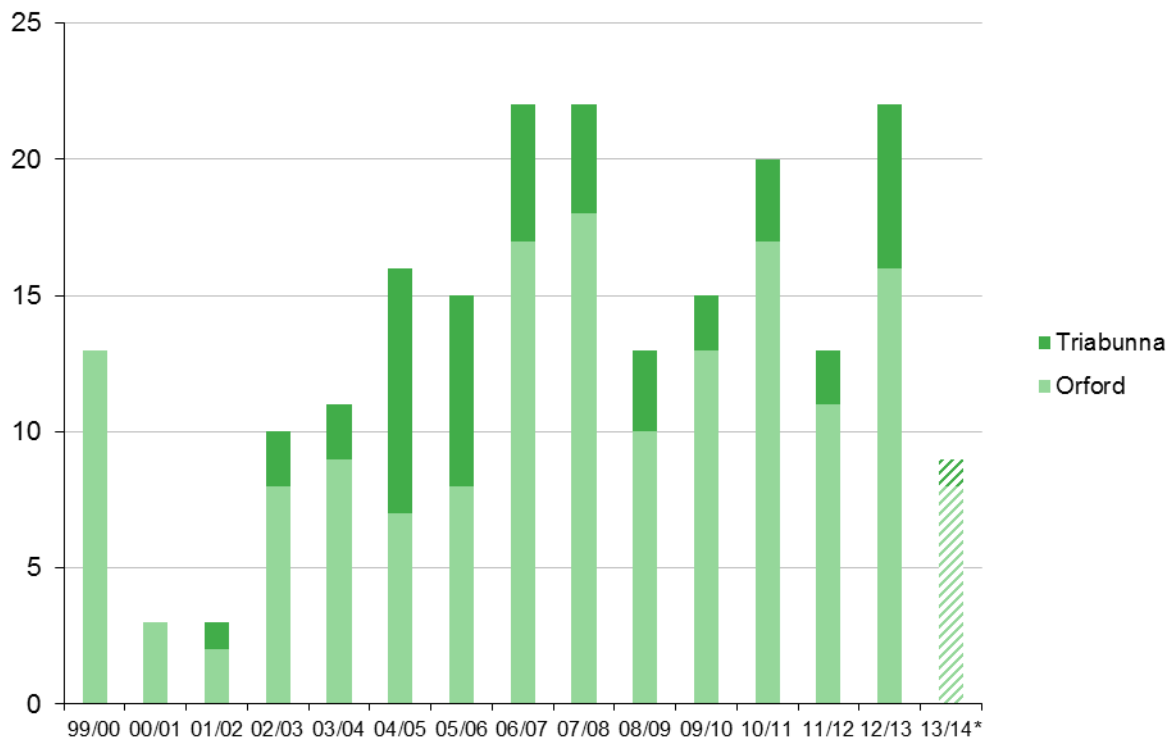


Figure 6: Dwelling Approvals 1999/2000 to 2013/2014 (data sources: 1999/2000 to 2009/2010 is from the Southern Tasmania Regional Land Use Strategy Background Report 2: The Regional Profile; 2010/2011 to 2013/2014 from Council)

**Only partial data available for 2013/2014 financial year*

2.3.2 Economic activities

Triabunna

Given Triabunna's access to port facilities, it historically evolved as a location for industry, primarily centred around forestry and fishing. This included the woodchip mill facilities at Freestone Point, which had its own tailor-made port facility, and was situated within a large industrial area along the coast to the southeast of Triabunna adjoining Spring Bay. Fishing and fish processing (particularly scallops, mussels and crayfish) has remained a significant industry for Triabunna since early European settlement, centred around Spring Bay.

The main employment generators within the area have historically been centred around forestry and fishing industries, with a more recent shift towards tourism and commercial employment.

The woodchip mill facility has now closed, and an application has been lodged with Council to rezone the site for ecotourism attractions and accommodation.

The town centre contains a mixture of land uses including retail, commercial and residential within the main settlement area. The main commercial and retail tenancies are located along Vicary Street, within proximity of Charles and Melbourne Streets. Land uses within the vicinity of Vicary Street and Charles Street include a supermarket, post office, bakery, butcher, cafes, bank agency, Service Tasmania, a hardware store, along with a variety of specialty retail stores and a gallery. Residents also often travel to Sorrell and Hobart to access commercial and retail facilities.

The marina area at Triabunna provides a significant asset for the township, providing both commercial fishing and recreational boating facilities. The area is currently undergoing an upgrade to the boat mooring facilities and the immediately adjoining public open space. The visitor centre is also conveniently situated on land abutting the marina area.

The boating facility area is the departure point for ferries to Maria Island, along with other tourist operations on Maria Island (such as the Maria Island Walk tourist operator). Maria Island has potential to be a significant tourist drawcard to the area, noting its recent recognition in 2010 as containing a World Heritage Listed site, with Darlington being one of five Australian convict sites. Maria Island is identified as a significant tourist attraction; however, it is considered that its potential as a key tourism attraction for Triabunna has not fully reached its potential. The marina also serves as the departure point for dive operators that run charters to the Troy D dive wreck.

The Solis residential development will also include the redevelopment and upgrade of the Eastcoaster Resort and the development of a golf course, caravan park, and marina.



Images of the port area of Triabunna.



Image of the port area of Triabunna.

Port improvement works undertaken

Orford

Given the close proximity of Orford to Triabunna, Orford relies heavily on Triabunna for higher order services. Orford offers a limited range of commercial activities to provide convenience services to the surrounding residential population. Land uses within the central township of Orford include a supermarket, newsagency and real estate agent, predominantly catering for the needs of residents and tourists (particularly during the summer). There is a restaurant and a cafe within central Orford, which respond to convenience needs of residents, along with tourists.

The foreshore area of the Prosser River provides boat mooring facilities (piers, jetties, boat ramps and boatsheds) on relatively protected and sheltered waters inside the mouth of the river, before the river meets Prosser Bay.



Bridge crossing the Prosser River and boat mooring facilities at Orford.

The Orford area has other commercial and recreational attributes including the Bowls Club and a private golf course. Bushwalking, fishing, sailing and kayaking are all available in the area surrounding Orford.

2.3.3 Recreation and community facilities

The investigation area is currently well serviced for community infrastructure to meet the majority of the needs of its community locally.

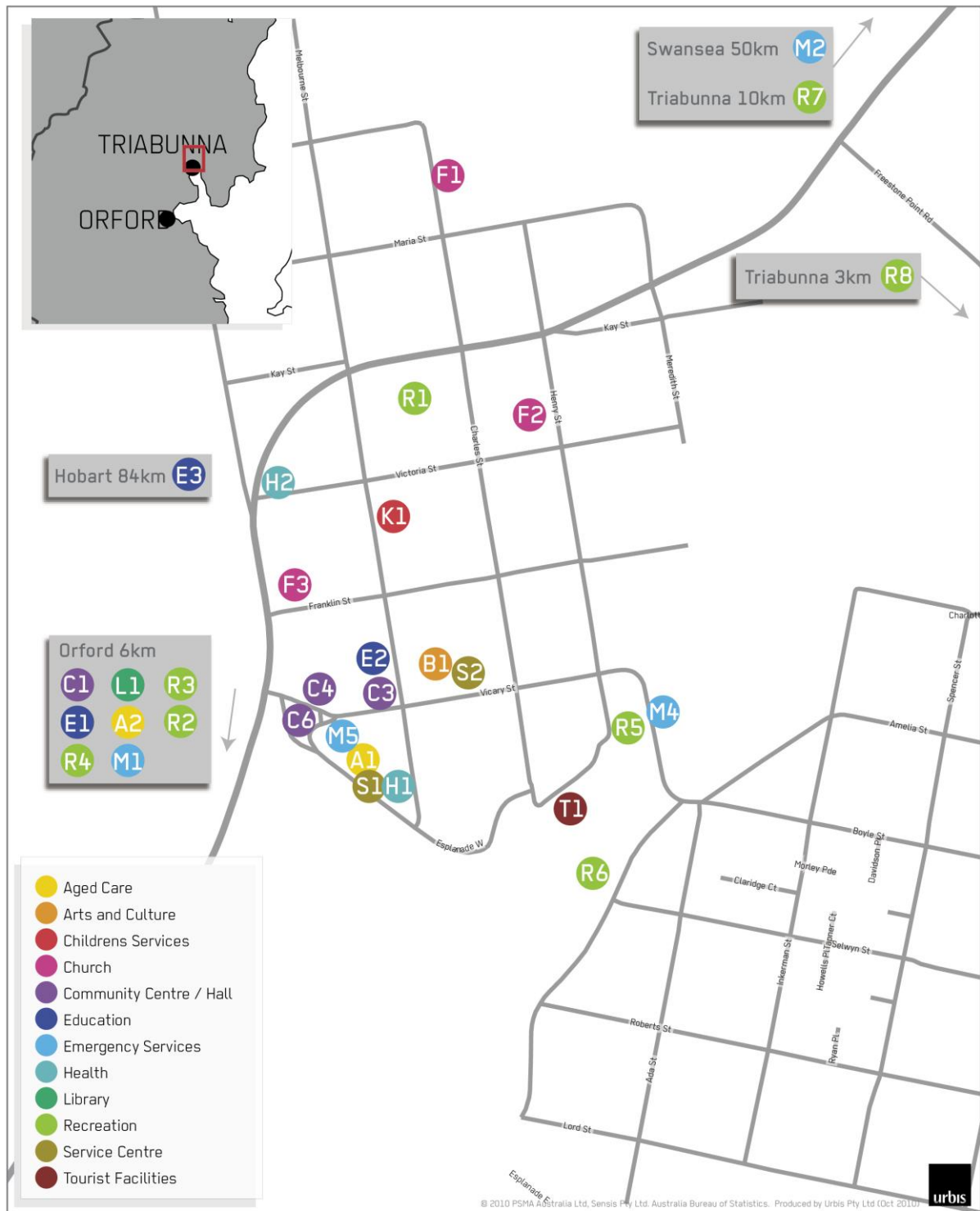


Figure 7 – Community facilities in Triabunna Orford and the surrounding area

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The investigation area has the following facilities:

Table 13 – Community facilities in Triabunna Orford investigation area

Facility name	Facility category	Facility address	Label
Eldercare Units	Aged Care	Esplanade, Triabunna	A1
Prosser House Respite Day Care Centre	Aged Care	10 Gore Street, Orford	A2
Gallery Artspace	Arts & Culture	Vicary Street, Triabunna	B1
Spring Bay Child Care Centre	Children's Services	36 Melbourne St, Triabunna	K1
Triabunna Kingdom Hall	Church	64 Charles St, Triabunna	F1
Catholic Church	Church	Henry Street, Triabunna	F2
Anglican Church	Church	Franklin Street, Triabunna	F3
Orford Community Hall	Community Centre / Hall	Charles St, Orford	C1
Triabunna Online Access Centre	Community Centre / Hall	Vicary St, Triabunna	C3
Triabunna Hall	Community Centre / Hall	Vicary St, Triabunna	C4
Orford Primary School	Education	Charles St, Orford	E1
Triabunna District High School	Education	15 Melbourne St, Triabunna	E2
Orford Police Station	Emergency Services	Charles St, Orford	M1
Triabunna Ambulance Station	Emergency Services	5 The Esplanade, Triabunna	M3
Triabunna Fire Station	Emergency Services	35 Vicary St, Triabunna	M4
Triabunna Police Station	Emergency Services	Esplanade, Triabunna	M5
Triabunna Community Health Centre	Health	5 The Esplanade, Triabunna	H1
East Coast Health	Health	1 Victoria Street, Triabunna	H2
Orford Library	Library	Charles St, Orford	L1
Triabunna Sports Ground	Recreation	Charles St, Triabunna	R1
Orford Bowls Club	Recreation	Rheban Rd, Orford	R2
Orford Recreation Ground	Recreation	Rheban Rd, Orford	R3
Orford Golf Course	Recreation	Tasman Hwy, Orford	R4
Spring Bay Tennis Club	Recreation	Henry St, Triabunna	R5
Triabunna Boat Ramp	Recreation	Esplanade East, Triabunna	R6
Pistol and Rifle Club	Recreation	'Ashgrove', Tasman Highway	R7
Clay Target Club	Recreation	Freestone Point Road, Triabunna	R8
Triabunna RSL	Community Centre / Hall	Vicary St, Triabunna	C6
Glamorgan-Spring Bay Council Triabunna Service Centre	Service Centre	Esplanade West, Triabunna	S1
Service Tasmania Triabunna	Service Centre	Vicary St, Triabunna	S2
Triabunna Visitor Information Centre	Tourist Facilities	Charles St, Triabunna	T1

Triabunna and Orford's relatively small population makes it difficult to justify the provision of some of the larger catchment services and facilities locally. As such, there are some services that residents must travel to regional centres to access. These include facilities for tertiary education, children's services and justice. For these facilities residents of the investigation area must travel to Swansea, 50km to the north, or Hobart, 84km to the south. A list of the closest facilities that provide services not available in Triabunna and Orford is provided on page 30.

Table 14 – Required community facilities in surrounding towns

Facility name	Facility category	Facility address	Label
SES Glamorgan Spring Bay	Emergency Services	Arnol St, Swansea	M2
University of Tasmania, Hobart	Education	Churchil Ave, Sandy Bay, Hobart	E3

2.4 Natural Features

2.4.1 Landscape

Triabunna

The land immediately surrounding Triabunna is relatively flat in topography, with existing wetlands and tidal flats to the immediate southwest, providing a physical boundary for the urban settlement to the west. The township is intersected by the northern tip of Spring Bay.

The land to the east of Triabunna has a considerable increase in topography.

Orford

Orford is situated at the mouth of the Prosser River and spreads along the coastline of Prosser Bay. The settlement is surrounded by hilly, vegetated terrain to the northwest and west providing an attractive backdrop to the town. The Prosser River runs from elevated areas to the west and is flanked by steep dolerite rockfaces of Paradise Gorge. The outlook from Orford across the Prosser River provides an attractive outlook over the river.

The coastal areas surrounding Orford are identified as significant coastal areas within Vision East 2030, and Maria Island provides a spectacular outlook from the majority of coastal areas within Orford and Spring Beach. Open space adjoins the beachfront and the coastline is comprised of white sandy beaches.



Outlook along the coast towards Maria Island.

2.4.2 Flora and Fauna

Most native vegetation has been cleared from Triabunna, whereas several parts of Orford are within bushclad settings. There are several threatened vegetation communities located within the study area, and threatened fauna have been observed in many places.

2.4.3 Waterways

The Triabunna and Orford region is located within the Prosser catchment area. The Prosser River originates approximately 35 kilometres to the west of Orford and the broader Prosser Catchment is located entirely within the municipal area of Glamorgan Spring Bay. The river is joined by a number of tributary catchments particularly at the Prosser Plains in the centre of the Prosser Catchment area within proximity of Buckland. This includes the Brushy Plains Rivulet which is the longest tributary sourcing from State Forests around Brown Mountain. The Prosser River passes Paradise Gorge for a length of approximately 5 kilometres before entering Prosser Bay at Orford.

2.4.4 Soils

The Land Capability Classification System indicates that the study area contains Class 4, 5 and 6 soils, and thus does not contain any prime soils, which are Class 1, 2 and 3 soils. There is a small area with a high probability of acid sulphate soil to the west of the Triabunna urban area. The disturbance of acid sulphate soils can result in acid leaching into the environment and the mobilisation of toxic metals.

2.4.5 Natural hazards

Flooding

Both Triabunna and Orford contain major waterways, being the northern portion of Spring Bay and the Prosser River respectively. The areas surrounding these waterways may be subject to localised flooding. There are no DPIWE Floodplain Maps or Flood Data Books that relate to Triabunna or Orford, and to this end it may be necessary for the Planning Scheme to include a requirement for properties within close proximity to waterways to provide individual flood risk reports for some development activities such as the construction of dwellings.

Bushfires

The East Coast is vulnerable to bushfires, and the proximity of Orford, and to a lesser extent Triabunna, to vegetated areas means that there are potential bushfire hazards to life and property. Given that a significant part of Orford and Spring Beach's character is derived from its vegetated setting, it is important to ensure bushfire risks are mitigated, such as providing cleared areas around dwellings, whilst retaining its bush-clad setting. For example, it would not be appropriate to allow the townships to extend up hills where extensive clearing is required. The State government issued Planning Directive No. 5 Bushfire-Prone Areas Code, which came into effect on 19 September 2012 and which was amended in October 2013. The Code must be included in all new planning schemes.

Slope stability

It is recognised that parts of Tasmania are subject to land instability, which can result in events such as landslides that can pose hazards to life and property. The *Southern Regional Tasmania Land Use Strategy* has identified that areas with a slope of 15% or greater may be susceptible to erosion, some of which are within the study area. Whilst no land instability modelling has been done for these areas, this does indicate that geotechnical assessments may be required for some building sites.

Sea level rise

The central urban area of Triabunna is situated on land with water to the east, south and southwest. The Orford and Spring Beach settlements are spread along the coastline including lower lying areas. The State-wide coastal vulnerability mapping indicates that there are several areas at risk from coastal flooding by 2100.

Climate change

Climate change has potential to impact the area, resulting in potential adverse impacts to tourism, industry (such as agriculture and aquaculture), biodiversity of the region and lifestyle qualities that are currently valued in the area. Potential impacts include:

- The availability of water due to decreased rainfall, impacting residential settlements, agriculture and industry.
- Extreme weather events which may cause flooding and erosion.
- Potential sea level rise and storm surge, impacting the extent of lifestyle and tourism assets of the coastal areas.

2.5 Cultural Features

2.5.1 Aboriginal Heritage

Tasmanian Aboriginal people had been travelling, trading and hunting along the East Coast for more than 30,000 years. The Oyster Bay tribe consisted of ten bands, producing a total population of between seven hundred and eight hundred, making it the largest tribe in Tasmania. The Oyster Bay territory covered 7,800 square kilometres including 515 kilometres of coastline. Bands based near Triabunna/Orford include; Laremairemener at Grindstone Bay, Tyreddeme at Maria Island, and Portmairremener at Prosser River. Triabunna was the Oyster Bay people's name for one of their favourite places.

There have been a number of surveys undertaken over the years that have identified sites at locations such as Maria Island, the Paradise Gorge area, the cliffs between Spring Beach and Shelley Beach, Millingtons Beach, Raspsins Beach and One Tree Point. The number of known sites indicates the importance of undertaking surveys before development occurs to ensure Aboriginal heritage impacts are considered as part of the planning process.

2.5.2 Historic Heritage

Triabunna

Triabunna contains several places and buildings that have Tasmanian Heritage Register listings (as per the 24 February 2014 register), including:

- Former barracks and stable, 5 Charles Street, Triabunna (Permanently Registered ID 1575).
- St Mary's Church, Franklin Street, Triabunna (Permanently Registered ID 1577).
- Triabunna District High School, 15 Melbourne Street, Triabunna (Permanently Registered ID 1578).
- Woodstock (house and stables) RA 8311, Tasman Highway, Triabunna (Permanently Registered ID 1579).
- Burial Ground, known as Dead Isle, Triabunna (Permanently Registered ID 1580).
- Boarding House, 7 Charles Street, Triabunna (Permanently Registered ID 1581).
- Blake's Cottage, 36 Henry Street, Triabunna (Permanently Registered ID 1582).
- Cusick's Cottage, 6 Henry Street, Triabunna (Permanently Registered ID 1583).
- Rostrevor Stables, Tasman Highway, Triabunna (Permanently Registered ID 1584).

Maria Island, located off the coast of Triabunna, is an area of historic significance, containing major surviving ruins from both the convict era and the industrial era. There were two major periods of convict settlement on the island, beginning with the penal settlement established at Darlington in 1825, followed by a second wave of convict settlement at the island beginning in 1842 at Darlington (1842-1850) and

Point Lesueur (1845-1850). The significance of the convict era at Darlington was recently recognised in 2010 by receiving a World Heritage Listing, as part of a listing of five Australian convict sites.

Orford and Spring Beach

There are a number of heritage places and buildings located in Orford and Spring Beach that have Tasmanian Heritage Register listing (at August 2010) including:

- Holkham, 59 Tasman Highway, Orford (Permanently Registered ID 1533);
- Former Post Office, 33 Walpole Street, Orford (Permanently Registered ID 1534);
- Malunnah, 5 Tasman Highway, Orford (Permanently Registered ID 1535);
- Stapleton RA, 460 Rheban Road, Spring Beach (Permanently Registered ID 1537).

Orford also contains direct connections to its historic past including the Old Convict Road that runs along the northern side of the Prosser River and is visible in parts from the Tasman Highway when travelling inland from Orford.

Other historic features in Orford include the historic sandstone quarry located within the vicinity of East Shelley Beach and the associated tramway used to transport sandstone between the quarry and jetty, which was utilised in the mid to late 1800s.

3 Opportunities and Constraints

The results of the background data investigations, key stakeholder workshops and site visits have been summarised into a list of strengths, weaknesses, opportunities and threats that have been identified for Triabunna and Orford. These are presented on the following pages, along with a map of some of the key opportunities and constraints (refer Figure 8).

Strengths	Weaknesses
<p>All settlements:</p> <ul style="list-style-type: none"> Coastal outlook and views from all urban areas along the coast. <p>Triabunna:</p> <ul style="list-style-type: none"> Ferry terminal provides direct linkage with Maria Island. Grid layout of township is legible and structured. Relatively centrally clustered commercial/retail area within town. Port/marina precinct is centrally located and provides an attractive outlook over the water. Separation of major industrial activities from main township (ie. seafood processing). Tasman Highway bypasses centre of town resulting in potential reduction in vehicle (including trucks) /pedestrian conflict, although it may also reduce the extent of trade within the town centre from vehicles passing by. Presence of large and established employment sources in industry. Direct views at key vantage points towards Maria Island. Heritage buildings located in central Triabunna. Deep water port access. "The Village" in central Triabunna within the vicinity of Vicary Street. <p>Orford:</p> <ul style="list-style-type: none"> Summer influx of population due to holiday homes, leading to a seasonal population increase. Potential high demand for well located residential land exists within proximity of Alma Road. Attractive outlook over river and key views towards Maria Island. Mountainous terrain to the northwest and west provide an attractive backdrop to the town. Open space adjoining beachfront, including a pathway following coast. Presence of recreational areas including bowls club. Direct connections to historic past ie. Old Convict Road. Extensive areas of approved residential land within the Solis Estate (330 lots approved, with potential for up to 550 lots). Lower density housing in Spring Beach provides housing diversity in the area. Examples of high quality residential development which has been sensitively designed to respond to the coastline. 	<p>All settlements:</p> <ul style="list-style-type: none"> Linear ribbon-style residential development spreading along coast, out of townships. Townships lack identity and definition of arrival into the towns. <p>Triabunna:</p> <ul style="list-style-type: none"> Disconnection between the two main sections of the town due to river/port. Town centre is rundown in appearance and lacks definition as a focal point for Triabunna. Existing wetlands/swamp area to the southwest provide physical barrier for development (also resulting in a positive aspect as it defines the urban area). Non-compatible mix of industrial, commercial and residential uses exist along Tasman Highway, including reactive zoning to industrial uses that are not necessarily compatible with surrounding land uses. Triabunna currently has a perception of being an industrial-focussed urban area. The road bypass results in a lack of commuter movement in the main street, and subsequently the main street lacks a sense of recognition and identity. Declining tourism, particularly to Maria Island, where tourism numbers have decreased. Unknown future of the woodchip mill industrial area. <p>Orford:</p> <ul style="list-style-type: none"> Reduction in population during winter months as holiday homes are vacated. Hilly backdrop provides a barrier for residential development to the northwest and west, resulting in residential development spreading along coastline. Pathway following coastline within the vicinity of Orford and Spring Beach is not continuous. Inconsistencies in design quality of dwellings in recent subdivisions. Fringe residential subdivision along coast. Limitations for servicing future new residential land. Some examples of inward orientated residential subdivisions. Lack of services in the Spring Beach area which may constrain future subdivision opportunities. This includes uncertainties for addressing water and servicing connections.

Opportunities	Threats
<p>All settlements:</p> <ul style="list-style-type: none"> Opportunity exists for all settlements to identify arrival points into the towns along the Tasman Highway through enhancing gateway treatments. The existing Resort Residential zoning lacks clarity regarding the type and design of new development that is appropriate within this zone. Increased opportunities in the tourism sector. <p>Triabunna:</p> <ul style="list-style-type: none"> Opportunity exists to strengthen linkage with Maria Island ferry service including through enhancing the ferry precinct within Triabunna to build the town's tourism positioning as the mainland departure and arrival point to Maria Island (combined with a review of the facilities and tourism operation on Maria Island). Rejuvenation opportunities within the town centre to enhance appearance and functionality of this key focal point of the town. Presence of centrally located potential infill development sites within the town. Enhancing the physical link and connection between the two portions of the town. Promote the linkage into the town from the Tasman Highway (ie. through defining and clearly identifying the key road linking the highway with the centre of the town). Opportunity to enhance key viewlines and vistas from within grid street network towards the waterfront and Maria Island, such as through strengthening Charles Street as a main road within the town centre, and building on its views to the water. Opportunity exists to further enhance the port/marina frontage area of Triabunna in terms of visual amenity and physical access and connection with the rest of the town. Potential exists for the port area to evolve further as a focus for the town. Build on the centrally located commercial and retail area. Explore opportunities associated with deep water port access. The presence of well-established industrial sites results in Triabunna having a strong positioning for industrial-related uses. Enhance and promote heritage buildings eg. gaoler's cottages and opportunity for "boatel." Strengthen the accessibility and promotion of "The Village" in central Triabunna. Opportunity to convert the former chip mill site to a tourism and creative industries hub. With Council having moved to the former IT site on the Esplanade, there may be an opportunity for development on the former Council site at Vicary Street. 	<p>All settlements:</p> <ul style="list-style-type: none"> Development pressures along the coast. Continual linear ribbon urban development along coast out of townships resulting in strain on services and infrastructure. New residential subdivisions that are unresponsive to their surrounds and inward orientated. Aboriginal heritage sites that could be damaged through development. Fewer job opportunities in the forestry sector. <p>Triabunna:</p> <ul style="list-style-type: none"> Lack of separation between industrial and sensitive residential land uses, i.e. establishing appropriate buffer distances between industrial and residential areas is vital. Allowing incompatible land uses to compromise the quality of living within Triabunna ie. industrial adjoining sensitive land uses such as residential dwellings. <p>Orford:</p> <ul style="list-style-type: none"> Ensure that new residential subdivisions are well located in terms of connection and access to commercial tenancies and services in the town centre. Inappropriately located development could impact on views and landscapes. Low quality dwellings and inappropriately designed subdivision layouts. Hills to the west of Orford provide topographical constraints to further inland residential development. The proximity of dwellings to heavily vegetated areas and the single carriageway access to many dwellings poses potential fire risks and access issues. Potential for lack of permanent residential population throughout the year, as holiday home accommodation increases. A lack of co-ordination and integration between various services, combined with uncertainties surrounding timeframes for connecting water and services may constrain future subdivision opportunities in Spring Beach.

Orford:

- Key node at the junction between Tasman Highway, the Esplanade and Charles Street signifying the entry point to the town. Potential exists to enhance this area further as a convenience and tourist hub and to mark a focus/gateway for the town.
- Key sites for new subdivision layouts that are site responsive and maximise visual aspect towards the beachfront.
- Maximise outlook from new development towards Maria Island.
- Promote historic connections ie. Old Convict Road.
- Upgrade centrally located tourist accommodation.
- There is Rural zoned land within proximity of Rheban Road and East Shelley Beach which is fully serviced with water, presenting an opportunity for infill residential development.
- Capitalise on seasonal population influx during summer months.
- Key locations exist for in-fill residential subdivisions and backzoning in some areas of Spring Beach for lower density residential dwellings (noting potential bushfire and vegetation constraints exist).

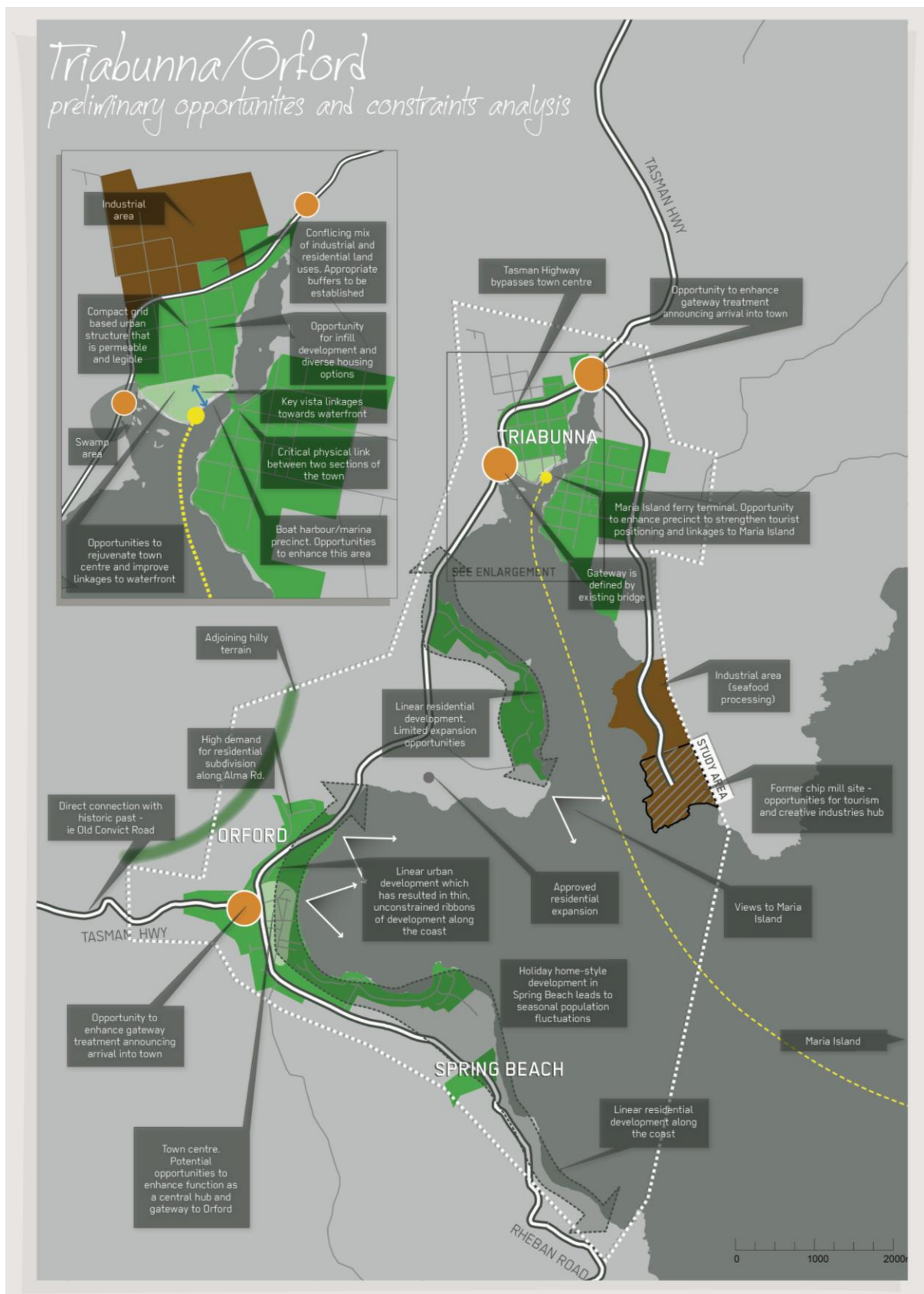


Figure 8: Key opportunities and constraints

4 Strategic Context

4.1 State

4.1.1 Resource Management and Planning System

The Resource Management and Planning System (RMPS) is the overarching planning and environmental framework which promotes the sustainable development of Tasmania's resources. The system requires local governments to further the objectives of the RMPS through their planning schemes. Several pieces of legislation embody the aims of the RMPS, and the Land Use Planning and Approvals Act 1993 is the principal planning legislation.

The Tasmanian Resource Management and Planning System is based on the following set of objectives:

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

The Triabunna/Orford Structure Plan must facilitate the sustainable development of the settlement's resources as per these objectives.

4.1.2 State Policies

There are currently three State policies as follows:

- The State Coastal Policy 1996 defines the coastal zone as State waters and land within 1km of the high-water mark. It has three principles relating to the protection of natural and cultural values, sustainable use and development, and integrated management and protection. The Structure Plan and the Planning Scheme must be prepared in accordance with the policy. It should be noted that the policy is currently subject to review by the Tasmanian Planning Commission.
- The purpose of the State Policy on Water Quality Management 1997 is to achieve the sustainable management of Tasmania's surface water and groundwater resources by protecting or enhancing their qualities while allowing for sustainable development in accordance with the objectives of Tasmania's Resource Management and Planning System. It includes a Protected Environmental Values classification system which identifies that there are a number of reserves in the study area that will need to be protected via the Structure Plan.
- The purpose of the State Policy on the Protection of Agricultural Land 2009 is to conserve and protect agricultural land so that it remains available for the sustainable development of agriculture, recognising the particular importance of prime agricultural land. The policy also seeks to protect non-prime agricultural land from conversion to other uses through consideration of its local and regional significance. Whilst there is no prime agricultural land in the study area, there are areas of agricultural land that may require protection.

4.1.3 Tasmania Together 2020

Tasmania Together is a State-wide visioning document that is used to provide strategic direction for policy and administrative decision-making. The goals of *Tasmania Together* are:

1. *A reasonable lifestyle and standard of living for all Tasmanians.*
2. *Confident, friendly and safe communities.*
3. *High quality education and training for lifelong learning and a skilled workforce.*
4. *Active, healthy Tasmanians with access to quality and affordable health care services.*
5. *Vibrant, inclusive and growing communities where people feel valued and connected.*
6. *Dynamic, creative and internationally recognised arts community and culture.*
7. *Acknowledgement of the right of Aboriginal people to own and preserve their culture, and share with non-Aboriginal people the richness and value of that culture.*
8. *Open and accountable government that listens and plans for a shared future.*
9. *Increased work opportunities for all Tasmanians.*
10. *Thriving and innovative industries driven by a high level of business confidence.*
11. *Built and natural heritage that is valued and protected.*
12. *Sustainable management of our natural resources.*

The Structure Plan will seek to further these goals for Triabunna and Orford.

4.1.4 Other Strategies

Other State-wide strategies of relevance are as follows:

- Tasmanian Framework for Action on Climate Change
- State Infrastructure Strategy
- Tasmania Health Plan 2018
- Social Inclusion Strategy
- Tourism 21

The Structure Plan must be prepared in accordance with these documents.

4.2 Regional

4.2.1 Southern Tasmania Regional Land Use Strategy

The Southern Tasmania Regional Land Use Strategy (STRLUS) was adopted in October 2011. It provides high-level strategic directions to facilitate and manage change, growth and development. The STRLUS includes the following vision

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

The document contains a number of strategic directions that address the following:

- *Adopting a more integrated approach to planning and infrastructure*
- *Holistically managing residential growth*
- *Creating a network of vibrant and attractive activity centres*
- *Improving our economic infrastructure*
- *Supporting our productive resources*
- *Increasing responsiveness to our natural environment*
- *Improving management of our water resources*
- *Supporting strong and healthy communities*
- *Making the region nationally and internationally competitive*
- *Creating liveable communities*

The document also contains regional policies on a range of topics.

The STRLUS assigns Triabunna and Orford the following roles:

- Triabunna:
 - Regional Function: District Town
 - Growth Strategy: Moderate – i.e. a 10 to 20% increase in the number of dwellings from 2010 to 2035
 - Growth Scenario: Consolidation
- Orford:
 - Regional Function: Township
 - Growth Strategy: Low – i.e. less than 10% in the number of dwellings from 2010 to 2035
 - Growth Scenario: Consolidation

4.2.2 Southern Integrated Transport Plan

The Southern Integrated Transport Plan was released in 2010, and includes the following vision that is of relevance to the Bicheno Structure Plan:

We want a transport system that is safe, supports sustainable, liveable communities and promotes industry efficiency and productivity.

In this context, the vision is a regional transport system that:

- *maximises the efficient use of current infrastructure, assets and services;*
- *is well maintained, resilient and managed in a sustainable manner for the long term;*
- *supports seamless inter-modal connections for passengers and freight;*
- *is capable of supporting future economic growth and meeting the needs of our communities, while supporting quality of life;*
- *improves accessibility and safety for all users;*
- *provides an integrated and well connected transport system for rural and urban areas;*
- *improves environmental and health outcomes for our community;*
- *responds to climate change and an oil constrained future by lowering greenhouse gas emissions and reducing car dependency;*
- *is integrated with land use planning; and*
- *is planned, coordinated and funded through a cooperative partnership approach between different levels of government and the community.*

4.2.3 Southern Tasmania Industrial Land Use Study

There are two parts to this study as follows:

- Stage 1 aims to assess the supply of vacant industrial land in Southern Tasmania and compares this with demand for industrial land over a 5, 15 and 30 year period. The outcomes of Stage 1 are estimates of any shortfalls and/or oversupplies of industrial land for industrial uses by type.
- Stage 2 aims to identify and assess options for potential future new and/or expanded sites for locally significant industrial land clusters, regionally significant industrial land clusters and sites of major industrial activity.

Section 5.3 of this Structure Plan provides details of the relevant sections of the study.

4.2.4 Natural Resource Management Strategy for Southern Tasmania

The Structure Plan will need to protect Triabunna and Orford's natural resources in order to achieve the following relevant goals of the strategy:

- *Maintain and improve the condition of the Southern Region's natural resources; and*
- *Contribute to the development of sustainable human communities to provide employment and a quality lifestyle.*

4.3 Sub-regional

4.3.1 Vision East 2030 – the East Coast Land Use Framework

Vision East 2030 was prepared in 2009 for the municipalities of Break O'Day, Glamorgan Spring Bay, Tasman and the eastern coastal and rural parts of Sorell. The framework addresses the future of this region by providing a vision, sustainable planning principles, policies and actions, the latter of which includes the preparation of structure plans for settlements such as Triabunna and Orford. Action S13 also provides specific directions for structure plans:

Action S13: Ensure town centre structure plans, master plans and urban design frameworks address the following: provision of commercial land; the form and function of land uses; the movement of vehicles, cycles and pedestrians; parking; urban design; and any other relevant issues.

The overarching vision for the East Coast is:

To enhance the community and economic potential of the East Coast, maintain its natural and cultural heritage assets and values as a living environment, and establish a hierarchy of service centres with appropriate transport linkages to the region and between the settlements.

The vision for the Glamorgan-Spring Bay municipality is:

Increase diverse employment opportunities by encouraging appropriate development of key towns, whilst protecting residential amenity, unique environmental features and significant tourism assets.

Of particular importance are the roles assigned to Triabunna and Orford in the Settlement Hierarchy. Triabunna is identified as one of two district towns in the East Coast region, and will be subject to a high growth population growth strategy. The framework describes district towns as “the main service centres where residents of the region can access a wide range of facilities and employment opportunities. The retail offering consists of convenience and some comparison shopping”. Orford is identified as a village, which is described as having “some basic services and daily need shopping”, and will be subject to a medium growth population growth strategy.

The key Vision East 2030 policies which the Structure Plan must be prepared in accordance with are:

- *Settlement policies:*
 - *Ensure the growth and development of the East Coast is undertaken in a coordinated manner by planning future growth in accordance with the Settlement Hierarchy.*
 - *Ensure the growth and development of settlements on the East Coast is undertaken in a coordinated manner by implementing the Population Growth Management Strategies.*
 - *Ensure urban development is undertaken in a sustainable manner by encouraging the use of infill land.*
 - *Maintain breaks between the urban areas to support the undeveloped nature of the non-urban coastal areas.*
 - *Avoid linear development by ensuring land uses between settlements are of a non-urban nature to protect landscapes and views.*
 - *Ensure rural-residential development is associated with an urban area.*
 - *Provide a range of residential allotment sizes and dwelling types to meet the needs of an increasingly diverse housing market.*
 - *Ensure large-scale residential developments are in keeping with local character and control their development through stringent performance standards.*

- *Provide a range of tourist accommodation in accordance with the functions of the settlements as defined in the Settlement Hierarchy.*
- *Enhance the amenity of the region's town centres.*
- *Reduce the fragmentation and improve the function and accessibility of town centres.*
- *Encourage consolidation of parking in town centres.*
- *Provide appropriate levels of industrial land to service the community's needs.*
- *Ensure urban industrial land uses do not adversely impact other land uses.*
- *Provide direction regarding the provision of community services and facilities through application of the Settlement Hierarchy policy.*
- *Environment and Heritage policies:*
 - *Apply the precautionary principle when considering climate change risks.*
 - *Plan for sea level rise in accordance with relevant State policy.*
 - *Manage development in areas subject to inundation, flooding, bushfire, and instability, having regard to future trends and relevant State policies.*
 - *Protect the habitats of threatened fauna and non-threatened fauna of conservation significance.*
 - *Protect threatened vegetation communities.*
 - *Identify and protect Aboriginal cultural heritage sites in accordance with the Aboriginal Relics Act 1975 and the new legislation being developed.*
 - *Identify and protect historic heritage sites of significance in accordance with the Historic Cultural Heritage Act and the new legislation being developed.*
 - *Identify, maintain and enhance the significant landscapes and views to these.*
 - *Protect and improve the ecological integrity of coastal and inland environments.*
 - *Prevent and reduce the fragmentation of the natural environment and improve the connectivity of habitat corridors.*
 - *Ensure developments are sensitively sited and designed having regard to best-practice urban design and sustainability principles.*
- *Resource Utilisation policies:*
 - *Ensure that the location, design and operation of onshore aquaculture activities and the onshore components of fishing and aquaculture activities have regard to the surrounding environment.*
 - *Avoid unnecessary disturbance to coastal environments to facilitate onshore aquaculture activities.*
 - *Protect agricultural soils for agricultural use in accordance with the Draft State Policy on the Protection of Agricultural Land.*
 - *Ensure proposed urban activities do not encroach on existing farming uses.*
 - *Ensure tourist developments in non-urban areas are sensitively sited and designed.*
 - *Ensure proposals for tourist developments in non-urban areas are subject to comprehensive planning assessments that consider environmental, social and economic impacts.*

- *Tourist developments in non-serviced areas are to provide sustainable and self-sufficient water and sewerage services on site.*
- *Encourage the use of micro-generation facilities.*
- *Linkages and Service Provision policies:*
 - *Ensure significant road improvement and new road creation projects are feasible from a triple-bottom line perspective.*
 - *Require road improvements and new roads to be sensitively designed to avoid impacts on local features and residents.*
 - *Encouragement of the continued and potentially extended provision of bus services between key towns in the Settlement Hierarchy and Hobart and Launceston.*
 - *Enhance walking and cycling opportunities in urban and non-urban areas.*
 - *Encourage the establishment of tracks and trails that provide recreational opportunities for cyclists, walkers and horse riders.*
 - *Ensure the ports operate effectively and contribute positively to the amenity of the local areas.*
 - *Facilitate and encourage the establishment of public boating facilities.*
 - *Co-ordinate the supply of water and sewerage throughout the region, including matching reticulated services to the functions of the settlements as defined in the Settlement Hierarchy.*
 - *Provide a comprehensive range of parks, reserves and sporting facilities throughout the East Coast in accordance with the Settlement Hierarchy.*
 - *Enhance the community's health and their enjoyment of the East Coast through the provision of a range of recreation facilities.*

4.3.2 East Coast Marine Infrastructure Strategy

The consultation draft of the East Coast Marine Infrastructure Strategy was released in September 2012. It includes the following recommendations that are relevant to the study area:

Strategic Directions:

1. *Promote a sustainable and effective hierarchy of sheltered ports along the Coast for non-trailer boats with a focus on reliable and safe haven locations at Triabunna (primary) and Coles Bay, Orford, Dunalley, Port Arthur and Nubeena (secondary).*
2. *Triabunna to be the primary marine precinct complemented by St Helens in the north and Dunalley in the south. Public or private marina development is encouraged in these locations as well as clustering of maritime activities.*
5. *Ensure that existing facilities are developed to full potential before any new public facilities are pursued at nearby locations*
6. *Continue the maintenance and upgrade regime for existing facilities to provide for a good level of boating safety and access*
7. *Encourage holistic development of infrastructure with due consideration to coastal vulnerability, sea level rise, connections to existing urban areas and infrastructure and integrating with shore based facilities such as trailer parking and toilets*
8. *Future developments to wharves and jetties to be designed to accommodate a diversity of users*

Recommendations:

- *Encourage a variety of marina development options to provide for the major sheltered port on the East Coast, including additional investigations to select preferred options for further sites and determine any significant constraints (such as nature of rock etc.).*
- *Undertake a holistic marine precinct master plan which includes consideration of commercial fishing, tourism, Maria Island Ferry connection and recreation needs, the Spring Bay Boat Club and boat ramp and trailer parking location.*
- *Option for canoe launching and child friendly, calm water activities up stream of Vicary Street Bridge.*

4.4 Local

4.4.1 Planning Scheme

The Glamorgan Spring Bay Planning Scheme 1994 is currently being revised in line with Planning Directive 1, which requires that all Councils prepare schemes in line with the State-wide Key Common Elements Template. This will involve the existing zones and special areas being changed so that each property is assigned a new zoning name as per the template. The zones from the existing planning scheme that are present in the study area are as follows:

- Commercial
- Industrial
- Open Space
- Residential
- Low Density Residential
- Future Residential
- Resort Residential
- Rural Residential
- Rural
- Coastal Rural
- Special Use

A proposed planning scheme amendment is currently being assessed by Council for the creation of a new particular purpose zone (the Spring Bay Zone) to facilitate the development of the former chip mill site as a tourism and creative industries hub.

The zones from the Common Key Elements Template are as follows:

- General Residential Zone
- Inner Residential Zone
- Low Density Residential Zone
- Rural Living Zone
- Environmental Living Zone
- Urban Mixed Use Zone
- Village Zone
- Community Purpose Zone

- Recreation Zone
- Open Space Zone
- Local Business Zone
- General Business Zone
- Central Business Zone
- Commercial Zone
- Light Industrial Zone
- General Industrial Zone
- Rural Resource Zone
- Significant Agricultural Zone
- Utilities Zone
- Environmental Management Zone
- Major Tourism Zone
- Port and Marine Zone
- Particular Purpose Zone

The application of these will assist in planning for Triabunna and Orford by facilitating a finer grained zoning approach. The template also provides for the use of Specific Area Plans that will facilitate the inclusion of planning scheme controls for areas of special interest, such as urban design approaches for the town centre.

4.4.2 Glamorgan Spring Bay Strategic Plan 2006-2011

The Glamorgan Spring Bay Strategic Plan sets out Council's strategic direction from July 2006 to June 2011. Council's overarching vision is:

"Glamorgan Spring Bay, a welcoming community which delivers sustainable development, appreciates and protects its natural environment and facilitates a quality lifestyle."

Council's desired future will be achieved through focusing on key characteristics and objectives in various areas including Council governance, economic sustainability, environmental sustainability, social sustainability, infrastructure and progressive partnerships.

Key Area 3 of the Strategic Plan relates to the Planned Environment and the key objectives include:

- **Planning legislation:** Link all relevant international, Commonwealth and State Government planning conventions, covenants and legislation to our quality management system, to enable easy access for users, facilitate their understanding and ensure their compliance with the Glamorgan Spring Bay Town Planning Scheme, policies and procedures:
- **Built Environments:** Ensure all growth or redevelopment of built environments is well managed, serviceable and sustainable and will provide communities with benefits which are environmentally, socially and economically balanced.
- **Planned & Managed Infrastructure:** Ensure that all current and future infrastructure development is well planned, managed and aligned to the Glamorgan Spring Bay Council Town Planning Strategy.

- **Waste Management:** In conjunction with each community, develop, implement and monitor an affordable, efficient and environmentally responsible Waste Management Strategy that encourages the participation of local enterprises and communities of interest.
- **Natural Resources:** Engage with individuals and communities to develop, implement and monitor a Natural Environment Plan that will ensure the long term sustainability of our municipality's natural resources.
- **Small "t" Town Plans:** In partnership with local communities and communities of interest, develop and implement individual Town Plans that reflect their local characteristics and requirements and are aligned to the Town Planning Scheme and the broader waste management, environmental, planning and catchment management plans or strategies.
- **Population & Development:** Monitor population growth trends to ensure development remains consistent with communities' needs, expectations and infrastructure capacities.

4.4.3 Freycinet Coast Tourism Strategy 2004-10

The Freycinet Coast Tourism Strategy (2004-10) has been prepared by Glamorgan Spring Bay Council to guide the growth of tourism for a five year period in line with the State level *Tourism Development Framework*, which identifies the Freycinet region as a key cluster for tourism located on a major touring route within the Glamorgan Spring Bay municipality.

The primary objective of the Freycinet Coast Tourism Strategy is:

"To develop and promote the Freycinet Coast as an attractive and desirable destination for tourists in order to generate employment, business and community benefits, whilst protecting the essential assets of the area – including the culture, character, environment and services of the municipality."

Of relevance to Triabunna and Orford's proximity to Maria Island National Park, the strategy identifies:

- At the date of the strategy (2004) the visitation numbers to Maria Island were 11,000 visitors per annum and this figure has remained static over time, although a shift to overnight visitation rather than day visitation occurred at the time.
- The study identifies that a lack of private operations on the island encouraging marketing and business development has led to the static visitation figures experienced.
- There are limited interpretation facilities of the region's cultural and heritage attractions. Opportunity exists to develop attractions with clearer interpretation of the region's culture and heritage to enhance the visitor's experience and promote these assets of the region.
- Opportunities also exist to improve the area's promotion and distribution of the region's tourism assets.

4.4.4 Triabunna Urban Study

The Council and the Department of Economic Development, Tourism and the Arts have engaged consultants and students to prepare design proposals for the town centre.

5 Land Use and Community Needs Assessment

5.1 Residential land

5.1.1 Trends

The key factors influencing current and future housing trends in Triabunna, Orford and Spring Beach include:

- Static household size;
- Population influx during the summer months; and
- Ageing population.

5.1.2 Supply

There is currently 53.06 hectares of vacant residential land in the existing urban area, consisting of 32.44 hectares of residential and 20.62 hectares of rural residential land. Allowing for the average allotment sizes and development ratios detailed in Tables 14 and 15 below, this equates to 224 potential allotments under the current zoning. Some of these allotments may be constrained by factors such as topography or access difficulties, and to this end it is likely that the actual number of allotments that could be created will be less than this figure. However, there may also be existing allotments that could accommodate additional dwellings.

Table 14 – Existing residential land supply

Existing vacant residential land (excluding Solis)	32.44 hectares
Average dwellings per hectare	6
Total potential residential allotments (excluding Solis)	194
Solis	330 to 550
Total potential residential allotments	524 to 744

Table 15 – Existing rural-residential land supply

Existing vacant rural residential land	20.62 hectares
Average dwellings per hectare	1
Total potential rural residential allotments	20

5.1.3 Demand

There are two components to the dwelling projections: dwellings that are a 'place of usual residence' and dwellings that are used as holiday homes.

The population and household size projections allow for estimations to be made of the housing demand for dwellings considered by occupants as their 'place of usual residence'. It must be recognised that this is only a segment of the demand as a significant proportion of dwellings in the settlement are used as holiday houses and as such would not be considered as a place of usual residence.

It is assumed that there will continue to be demand for holiday houses in the area over the coming decades. In order to calculate the demand, a further assumption has been made that the 'unoccupied private dwellings' as identified in the *ABS 2001.0 Basic Community Profile 2011* in the study area are

holiday houses. This is considered to be appropriate as the data source counts people based on their place of usual residence.

Analysis of this data has been undertaken to adopt a holiday house demand estimate based on the proportion of place of usual residence dwellings versus unoccupied private dwellings. It is important to recognise that actual dwelling trends may differ and this is to be considered a broad estimate only. Ongoing monitoring and analysis of dwelling approval data and population growth figures will assist in determining the true extent of holiday house demand.

The *ABS 2001.0 Basic Community Profile 20011* suggests that Triabunna's average household size in 2006 was 2.4 people per household (for occupied private dwellings), with Orford's being 2.1.

Making some general assumptions, a projection of the future place of usual residence dwelling needs for Triabunna and Orford can be made. This projection is shown in Table 15 below.

Table 15 – Triabunna and Orford dwelling projections – place of usual residence

	Triabunna	Orford	Total
Average household size	2.4	2.1	
Projected population growth 2011-2030	122	82	204
Projected new dwellings required for place of usual residence by 2030	51	39	90

A projection can also be made for the future holiday houses likely to be required in Triabunna and Orford by making the assumption that the rate of unoccupied dwellings will stay the same as the population grows. As shown in Table 16, 14.6% of private dwellings in Triabunna and 69.7% of private dwellings in Orford are not considered to be a place of usual residence. This means that for every 100 place of usual residence dwellings in Triabunna there are 17 unoccupied dwellings and in Orford there are 230 unoccupied dwellings.

Table 16 – Triabunna and Orford occupied and unoccupied private dwellings 2011

	Triabunna				Orford			
	Occupied		Un-occupied		Occupied		Un-occupied	
	No.	%	No.	%	No.	%	No.	%
Private dwellings	299	85.4%	51	14.6%	217	30.3%	499	69.7%

Using the rate of unoccupied dwellings and assuming this rate will stay constant as the population grows; the following projection of the requirement for holiday homes can be made.

Table 17 – Triabunna and Orford dwelling projections – place of usual residence

	Triabunna	Orford	Total
Projected new dwellings required for place of usual residence by 2030	51	39	90
Ratio of un-occupied to occupied dwellings	0.17:1	2.3:1	
Total new holiday houses required by 2030	9	90	99
Total	60	129	189

Based on this very simplistic methodology, the total number of new dwellings required for both place of usual residence and holiday houses by 2030 is 60 for Triabunna and 129 for Orford.

However, as detailed in Section 2.3.1, dwelling approvals have averaged 9 per year since 1999/2000, and have been averaging 17 dwelling approvals issued per year since 2009/2010. This may indicate there is a higher latent demand for dwellings and/or holiday houses than the projections show. If for example the trend of 17 dwelling approvals per year continues, 289 rather than 199 additional dwellings may be sought by 2030. Taking into account the estimated potential supply of residential land calculated in Section 3.1.1 above, which indicates a potential existing supply of up to and around 445 dwellings, it would appear that current supply is more than sufficient to accommodate the projected dwelling takeup to 2030.

Implications: The Structure Plan will need to consider:

- The provision of land for permanent homes and holiday homes
- The provision of land for at least 199 and possibly up to and in excess of 289 additional dwellings. Ongoing monitoring of the demand for and supply of dwellings will be necessary to determine how much residential land should be made available.
- The provision of a diverse range of dwelling options to cater for an ageing population
- Whether to promote infill development i.e. development utilising existing zoned land

5.2 Retail and commercial land

There is currently 7.1 hectares of commercially zoned land within Triabunna and Orford. Several commercially zoned sites are currently vacant or occupied by dwellings.

Implications: The Structure Plan will need to consider:

- Whether to zone additional land to allow for commercial expansion, including for tourism activities
- Whether to promote infill development of existing commercial land

5.3 Industrial land

The *Southern Tasmania Industrial Land Use Study Stage 1 Report* compares the demand and supply for industrial land, and states that “as a rule of thumb, there should be about 15 years of industrial land available to ensure land prices are not driven up disproportionately”.

The report identifies that Triabunna has three vacant industrial lots with a total area of 3.7ha, and that all three have a slope less than 6%, making them suitable for industrial use. It concludes that there is no shortfall of local industrial land in Glamorgan-Spring Bay over the period 2011-2026. It also recommends that potential sites to accommodate the long term regional industrial land demand (to a 30 year horizon) for between 188 and 326 hectares should be identified and considered in broad terms.

The *Southern Tasmania Industrial Land Use Study Stage 2 Report* further investigates this latter recommendation, and assesses whether the former chip mill site would be appropriate in providing for regional industrial land demands. Its conclusion for this site is that it is not suitable for this purpose as it is located “away from existing development, is not serviced and would impact on the character of the surrounding environment” and that “there appears to be an oversupply of industrial land in the area with sufficient industrial land remaining vacant”.

It is also noted that the wharf associated with the former chip mill site was purpose built for this former use, and was not intended for general bulk exports. Tasports’ *Tasmanian Ports Strategy & Vision* does not include any mention of future plans for the Triabunna port.

Implications: The Structure Plan will need to provide or consider:

- Consideration of the most appropriate location and use of the current supply of industrial land to meet future industrial land uses
- Protection of residential and industrial uses through the provisions of buffers between incompatible uses
- Consideration of the future of the woodchip mill site for a non-industrial land use

5.4 Transport and access

The provision of a range of transportation options, and in particular non-vehicular modes, is a key aspect of sustainability. Given its size and isolation, public transport options are limited for Triabunna and Orford, and the inclusion of walking and cycling routes will be important. This also has an impact for subdivision design, with road layouts that promote permeable urban form being desirable over cul-de-sac style developments.

Private vehicles will of course still have a significant role to play in the settlements, and the provision of sufficient car parking in the town centre is necessary.

Implications: The Structure Plan will need to consider:

- Cycle paths
- Walking paths
- Accessible paths that can be used by wheelchairs and motorised scooters
- Public transport
- Parking areas in the town centre

5.5 Community services and facilities

For a combined residential population of approximately 1,300 people, Triabunna and Orford are extremely well resourced.

The projected population increase of 204 people between 2011 and 2030 and the continuing ageing of the population profile will potentially create some increased demand for local provision of health and community services.

In considering future service provision in Triabunna and Orford, the below statement made by the *Department of Health and Human Services* in relation to health services is considered relevant to the provision of broader community infrastructure:

Many Tasmanian communities are small, creating a tension between the desire to deliver comprehensive health services locally and the need to structure services so that they are sustainable. This is a particular challenge for small and/or complex services.
(Tasmania's Health Plan 2007).

It is likely that the majority of future service provision in the Glamorgan Spring Bay Municipality will be based in the administrative centre of Swansea with provision for outreach services in Triabunna Orford as demand requires.

An assessment of the level of community infrastructure provided in Triabunna and Orford has been made through analysis of best practice community facility provision benchmarks. It must be noted that these benchmarks are derived from a range of sources and are general in nature. On the whole, the benchmarks do not take into consideration levels of isolation or specific community needs such as seasonal needs. They do however provide a guide to help understand the current and potential community infrastructure requirements for communities. Table 18 provides the benchmarking analysis.

Table 18 – Selected community service and facility benchmarking for Triabunna Orford

Benchmark	Source of benchmark	Application in Triabunna Orford
General practitioner 1 GP per 1000 persons	Australian average Tasmania's Health Plan 2007	Ensure future access to 2 GPs locally
Maternal and child health 1 full time nurse per 140 births	Planning for Community Infrastructure in Growth Areas ASR Research 2008	Population projections suggest that the investigation area will not reach the threshold of 140 births to justify a full time maternal and child health nurse and should access services on an outreach basis in Triabunna or Orford
Community based health centre 1 per 10,000 population	Planning for Community Infrastructure in Growth Areas ASR Research 2008	Retain access to existing health service and ensure spaces available for visiting health consultants to provide outreach services in Triabunna or Orford
Centre based library 1 per 30,000 population	Planning for Community Infrastructure in Growth Areas ASR Research 2008	Retain access to library services through a centre based library or through a multi-purpose space that provides library services in Triabunna or Orford
Community meeting space 1 space for up to 20 people per 4,000 population	Planning for Community Infrastructure in Growth Areas ASR Research 2008	Retain access to existing community meeting spaces in Triabunna and Orford. An opportunity to consolidate existing meeting spaces to more efficiently

Benchmark	Source of benchmark	Application in Triabunna Orford
		provide services exists.
Multi-purpose community centre 1 per 8,000 population	Planning for Community Infrastructure in Growth Areas ASR Research 2008	Retain access to existing spaces, ensure flexibility of spaces to cater for consulting services, community learning and community meetings.
Residential aged care 44 low care and 44 high care beds per 1000 people aged over 70	Australian Government Department of Health and Ageing	Retain access to existing aged care services and consider expansion of centre based services as the population grows and ages.
Indoor recreation centres 1 per 10,000 population	Planning for Community Infrastructure in Growth Areas ASR Research 2008	Population projections suggest that the study area will not reach the threshold to justify provision and will be required to travel to access this service unless a small facility can be provided in conjunction with a school.
Active open space reserves 1 (4-5ha) per 6,000 people	Planning for Community Infrastructure in Growth Areas ASR Research 2008	Existing active open space should be maintained to allow residents to participate in unstructured activity.
Passive open space .7ha per 1000 people	Planning for Community Infrastructure in Growth Areas ASR Research 2008	Passive open space should be retained to allow residents to participate in unstructured activity.
Government primary school 1 per 8,000 population	Planning for Community Infrastructure in Growth Areas ASR Research 2008	Retain access to existing primary schools.
Government secondary school 1 per 25,000 population	Planning for Community Infrastructure in Growth Areas ASR Research 2008	Retain access to existing secondary school.

While it is clear from the table above that the investigation area is well resourced, it must be considered a future priority to provide adequate infrastructure to allow increasing outreach centre-based services, particularly for the elderly and to cater for peak short term population growth each holiday season. This will require flexible spaces that can be used for a range of purposes as needs require. These multi-purpose spaces include consulting suites, class rooms and meeting places.

A consideration in the future community infrastructure planning for the study area must be the recognition of the need to provide “equity in service provision between urban, regional and rural Tasmania through the use of digital infrastructure” as detailed in the *Department of Infrastructure, Energy and Resources Tasmanian Infrastructure Strategy*. It must also be recognised that the *Department of Health and Human Services Tasmania Health Plan 2018* has identified a future need for additional inpatient beds in Swansea, these additional beds, when delivered will provide additional access to residents of Triabunna and Orford.

Implications: The Structure Plan will need to provide or consider:

- The provision of health and community services
- The provision of outreach spaces within existing community centres

6 Vision

The vision for the future of Triabunna and Orford is:

Triabunna and Orford will provide a sustainable lifestyle and destination choice that realises the potential of their natural assets and links to convict, maritime and forestry history.

The settlements will retain their individual characters and roles but will also work together as a complementary system.

Triabunna's future will focus on its role as:

- *a regionally important service hub, housing and employment centre;*
- *a working and recreational boating node; and*
- *the gateway to Maria Island.*

Orford's future will focus on:

- *providing a beach lifestyle choice for residents and visitors; and*
- *retaining its character as a place where the bush meets the sea.*

The objectives and recommended actions in Section 9 provide further support.

7 Assessment Criteria

A set of assessment criteria based on best-practice strategic land use planning and urban design principles have been developed. Many of these can be applied at a range of scales, from structure planning to individual development proposals. To this end as well as being used to evaluate the structure plan options, they can also be utilised to assess proposed permit applications and planning scheme amendments.

The criteria are framed as a set of questions, and examples of how these could be addressed are provided.

Table 19 – Assessment criteria

Criteria	Example of how the criteria can be met
Strategic land use planning criteria	
<u>Ecology and natural features</u> : Does it protect important flora and fauna and respond to the natural topography?	Avoids development extending up hillslopes, provides an open space network rather than fragmented patches, and retains key views.
<u>Employment</u> : Does it promote a range of employment opportunities?	Provides space for new businesses.
<u>Climate and hazards</u> : Does it consider natural hazards including climate change effects?	Avoids development in areas prone to flooding, bushfires or coastal flooding.
<u>Resources</u> : Does it make efficient use of resources?	Uses existing reticulated infrastructure rather than requiring extensions to be made.
<u>Transport</u> : Does it promote ease of movement?	Promotes walking and cycling through subdivision layouts that utilise connected roads to create permeable access networks that are easy to navigate rather than unconnected cul-de-sacs.
<u>Strategic</u> : Does it accord with other strategic planning documents?	Takes into account Vision East 2030.
<u>Diversity</u> : Does it promote diverse, flexible and adaptable uses?	Provides a range of housing options to suit the needs of different households, such as young families, single person households, and aged persons. Includes residential buildings in the town centre that can also be used for business purposes.
Urban design criteria	
<u>Placemaking</u> : Does it create places for people?	Enhances the public realm and provides equitable access to public open spaces.
<u>Legibility</u> : How easy is the place to understand?	Signposts attractions and provides walking routes to them.
<u>Richness and variety</u> : Are there multiple things to do?	The town centre provides activities for a range of different ages and interest groups.
<u>Authenticity</u> : Does it ensure it is designed for the locals first and draw from local culture and history?	Is the town centre designed to encourage locals to shop and spend time there? Are buildings made from locally sourced materials where possible?
<u>Software, hardware and etherware</u> : Does it consider the “hardware” (built form), “software” (activities) and	Ensures that public spaces are designed to incorporate their intended uses, such as a town square that can

Criteria	Example of how the criteria can be met
"etherware" (online presence)?	accommodate a market. Considers the provision of online tourism information as well as information centres.
<u>Creativity</u> : Does it encourage innovative architecture and design?	Uses public art to add legibility and authenticity such as locally-designed bollards and interpretation boards.
<u>Position and synergy</u> : Does it make use of competitive and cooperative arrangements within the town and between other towns?	Encourages multiple restaurants to develop to form a precinct.
<u>Value adding</u> : Does it promote higher value products and more complex experiences?	Farms that also process food and provide food-related tourism facilities on site.

8 Structure Plan Options

8.1 Identification of options

In preparing the structure plan, a number of options were considered for the growth and development of Triabunna and Orford, as described below:

- Option 1: Settlement extensions to Triabunna
 - This option involves rezoning rural land around Triabunna for urban development
- Option 2: Settlement extensions to Orford
 - This option involves rezoning rural land around Orford for urban development
- Option 3: Infill development in Triabunna
 - This option involves using existing urban land within Triabunna for development.
- Option 4: Infill development in Orford
 - This option involves using existing urban land within Orford for development.
- Option 5: No unit development in Triabunna
 - This option bans the development of residential units on small sites in Triabunna.
- Option 6: No unit development in Orford
 - This option bans the development of residential units on small sites in Orford.
- Option 7: Unit developments scattered throughout the urban area in Triabunna
 - This option involves allowing residential units on small sites to be located throughout the urban area of Triabunna.
- Option 8: Unit developments scattered throughout the urban area in Orford
 - This option involves allowing residential units on small sites to be located throughout the urban area of Orford.
- Option 9: Unit developments around the town centre of Triabunna
 - This option restricts the development of residential units on small sites to be located around the Triabunna town centre only.
- Option 10: Unit developments around the town centre of Orford
 - This option restricts the development of residential units on small sites to be located around the Orford town centre only.

8.2 Assessment of options

These options are assessed against the relevant assessment criteria in Table 20.

Table 20 – Assessment of options

Assessment criteria	Option 1: Settlement extensions to Triabunna	Option 2: Settlement extensions to Orford	Option 3: Infill development in Triabunna	Option 4: Infill development in Orford	Option 5: No unit development in Triabunna	Option 6: No unit development in Orford	Option 7: Unit developments scattered throughout the urban area in Triabunna	Option 8: Unit developments scattered throughout the urban area in Orford	Option 9: Unit developments around the town centre of Triabunna	Option 10: Unit developments around the town centre of Orford
<u>Ecology and natural features:</u> Does it protect important flora and fauna and respond to the natural topography?	✓/x	✓/x	✓	✓	✓	✓	x	x	✓	✓
<u>Employment:</u> Does it promote a range of employment opportunities?	✓	✓/x	✓	✓/x	n/a	n/a	n/a	n/a	n/a	n/a
<u>Climate and hazards:</u> Does it consider natural hazards including climate change effects?	✓/x	✓/x	✓/x	✓/x	x	x	✓/x	✓/x	✓	✓
<u>Resources:</u> Does it make efficient use of resources?	x	x	✓	✓	x	x	✓/x	x	✓	x
<u>Transport:</u> Does it promote ease of movement?	✓/x	✓/x	✓	✓	x	x	x	x	✓	✓
<u>Strategic:</u> Does it accord with other strategic planning documents?	✓	✓/x	✓	✓	x	x	x	x	✓	✓
<u>Diversity:</u> Does it promote diverse, flexible and adaptable uses?	✓/x	✓/x	✓/x	✓/x	x	x	✓	✓	✓	✓

KEY: ✓ = meets criteria

✓/x = partially meets criteria and/or could vary from site to site

x = does not meet criteria

n/a = not applicable

8.3 Recommended option

The recommended option is based on the amalgamation of a number of development options to identify the most appropriate form of development for Triabunna and Orford. It is recommended that a development scenario be adopted that incorporates infill development in Triabunna and Orford (Options 3 and 4), complemented by some settlement extensions in Triabunna (Option 1) and some limited extensions in Orford (Option 2). Unit developments around the town centres are also recommended for both settlements (Options 9 and 10).

The recommended option will further the vision for Triabunna and Orford's future by:

- Providing land for housing and employment in the regionally important service hub of Triabunna.
- Providing a diversity of housing choice in both settlements.
- Promoting sustainable land use through infill development and unit developments around the town centre.

9 Structure Plan

9.1 Introduction

The Structure Plan incorporates a range of recommended actions that seek to further the objectives for residential, employment and community land uses, the town centre, and the movement network.

The Regional Framework map illustrates the key geographically-based recommendations. Recommended improvements for the town centre are provided as separate diagrams. Settlement boundaries and rezoning recommendations are also provided on a separate map.

Broadly the Structure Plan recommends that:

- Urban growth boundaries be set around Triabunna and Orford to ensure the sustainable and efficient use of land (*see Recommendation A on the Regional Framework map*).
- A low density break be maintained between the northern area of Orford and the Spring Beach area of Orford (*see Recommendation C on the Regional Framework map*).
- Triabunna is focused on accommodating employment opportunities and commercial facilities to provide higher order services for residents of Orford.
- Orford is maintained as a predominantly residential settlement with strict urban boundaries to limit the extent that the town spreads along the coast.
- Triabunna strengthens its tourism assets and positioning along the east coast.

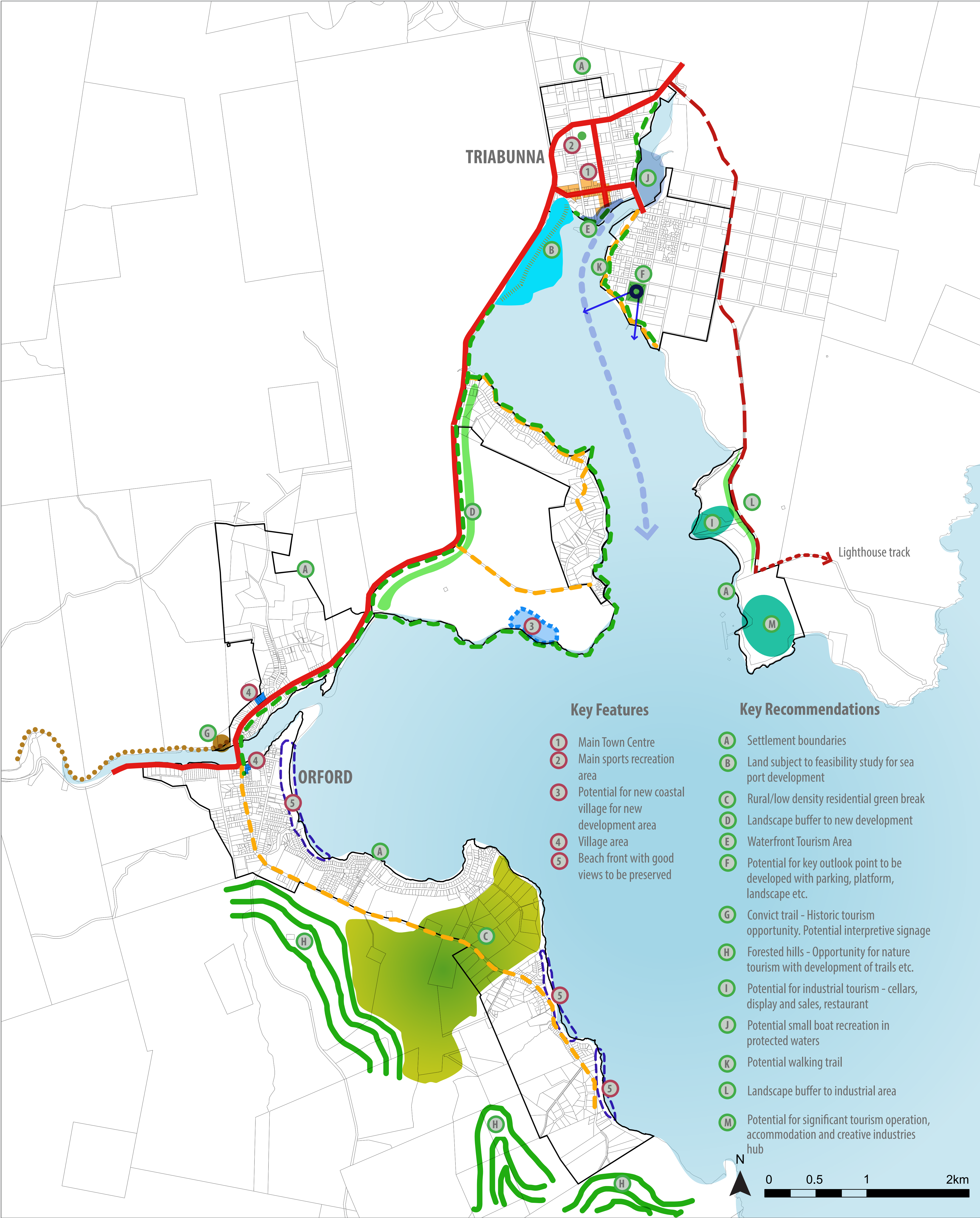
9.2 Residential land uses

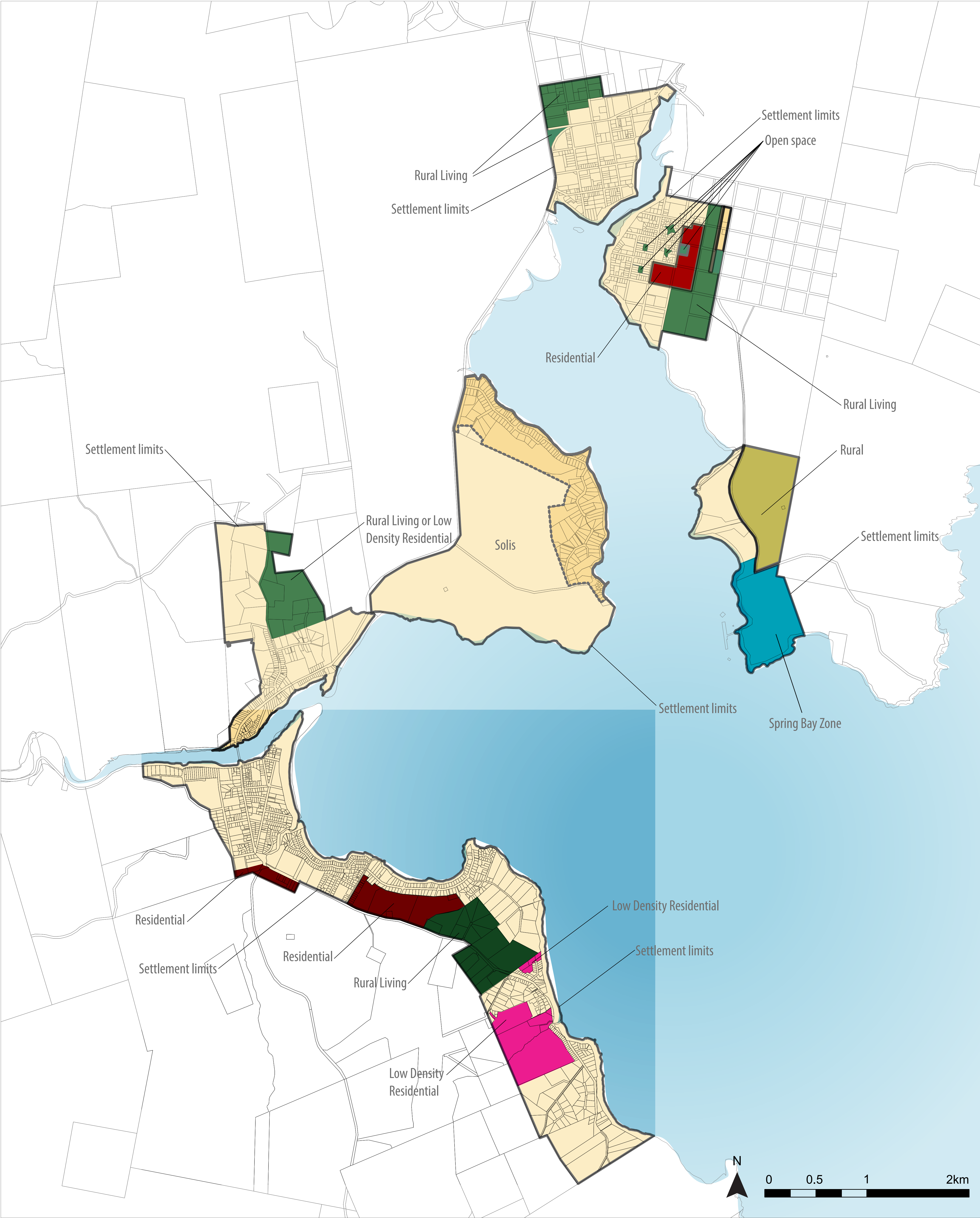
Residential land uses include standard residential dwellings, low density dwellings, rural living dwellings, unit developments, and aged care facilities. Triabunna has been identified as a residential growth area, with Orford providing a supporting role. Any residential rezonings undertaken should be timed so as to contribute to the provision of a 15 year supply of land to meet the projected demand. Given the vacant land analysis indicates there are currently many potential infill development opportunities, these rezonings may not need to occur for a number of years. Monitoring the supply of vacant land will be an important action to ensure that any rezonings occur only when the available land supply drops below 15 years.

9.2.1 Objectives

The objectives relating to residential land uses are as follows:

- Promote an efficient urban form through the establishment of settlement boundaries.
- Promote infill development by utilising existing residentially zoned land before rezoning more residential land.
- Identify long-term growth options for Triabunna as the primary area for future residential growth.
- Promote the Solis development as one of the primary residential growth areas.
- Support the development of Orford as a smaller scale residential population that maintains the sea-side village and holiday/retirement living qualities it currently possesses.
- Provide enough land zoned for residential development to ensure there is a 15 year supply available that meets the projected demand.







Legend

- | | | | | | |
|---|---|---|---|---|--|
|  | Main Town Centre Area in Triabunna with Main Street |  | Main access to town centre |  | Nature trail in tidal flats |
|  | Area with waterfront tourism in Triabunna |  | Major Roads |  | Maria Island Ferry Route /Convict Link |
|  | Swampy landscape area to be protected and with potential for nature trail |  | Secondary Road - Industrial Traffic |  | Pedestrian Route |
|  | Open Space |  | Waterfront Pedestrian Trail - improve and formalise | | |

TRIABUNNA

Proposed Structure Plan for the Town Centre

- Landuse and Movement



Legend

- Main Town Centre Area in Triabunna with Main Street
- Area with waterfront tourism in Triabunna
- Swampy landscape area to be protected and with potential for nature trail
- Open Space
- Landmark feature e.g. landscape or fountain

TRIABUNNA

Proposed Structure Plan
for the Town Centre

- Form and Landscape



- Ensure unit developments are located within walking distance of the town centre.
- Ensure new subdivisions are designed appropriately with consideration of the location of roads, public open space and higher density housing in appropriate locations.
- Maintain a break between Triabunna and Orford.
- Maintain a break between the northern area of Orford and the Spring Beach area of Orford.
- Make efficient use of existing infrastructure.
- Promote a diverse range of housing options including detached houses, unit developments, housing for aged persons, social housing, affordable housing and live-work units.
- Avoid residential developments in unsuitable areas, such as land subject to flooding or landslips, heavily vegetated areas susceptible to bushfires or land containing significant flora and fauna.
- Convert internal “Radburn-style” open space lots, which have poor public surveillance, into residential sites to enable open space to be provided in more appropriate areas. Where desirable and achievable, pedestrian and cycle connections could also be included.

9.2.2 Recommended Actions

The recommended actions relating to residential land uses are as follows:

- Rezone land to the east of Triabunna to residential (*refer to Zonal Recommendations map*).
- Rezone land to the east and north of Triabunna to rural living (*refer to Zonal Recommendations map*).
- Rezone land south of Orford to residential in the long term (*refer to Zonal Recommendations map*).
- Rezone land in the north of Orford to rural living or low density residential in the long term (*refer to Zonal Recommendations map*).
- Rezone land in the south of Orford to rural living in the long term (*refer to Zonal Recommendations map*).
- Rezone land in the north of Orford to low density residential in the short term (*refer to Zonal Recommendations map*).
- Include requirements for low density residential land adjacent to industrial land to incorporate building setbacks.
- Include a landscaped buffer along the Tasman Highway on Louisville Point (*see Recommendation D on the Regional Framework map*).
- Monitor dwelling approval trends and the supply of vacant residential land.
- Undertake a series of weekend surveys at different times of the year to determine how dwellings are utilised; i.e. as permanent dwellings, part-time dwellings (for people who work or study elsewhere during the week, or holiday dwellings).
- Include criteria within the Planning Scheme requiring subdivisions proposals to consider:
 - the location of roads so that interconnected permeable grid layouts rather than cul-de-sacs are achieved;
 - the location and size of public open space to ensure that it is appropriate for its intended use, fronted by streets on at least three sides, and overlooked by dwellings to provide passive surveillance; and
 - the location of higher density housing so that it is located within walking distance of the town centre and where feasible overlooking public open space.

- Establish appropriate unit development criteria to guide the design and assessment of unit developments.
- Rezone internal and “Radburn-style” open space lots in the east of Triabunna to Residential (*refer to Zonal Recommendations map*), and where appropriate include pedestrian and cycle paths through these.

9.3 Employment land uses

Employment land uses include commercial, retail and industrial activities, and tourism land uses include tourism accommodation and facilities. Tourism land uses are addressed separately in Section 9.4. Triabunna has been identified as a key employment node for the East Coast, and the provision of land for employment-generating activities is an important aspect of the Structure Plan. With the decline in sectors such as forestry, future employment opportunities may instead exist in sectors such as tourism.

The Land Use and Community Needs Assessment in Section 5 concludes that there is a low demand for additional commercial, retail and industrial land, and a significant oversupply of industrially-zoned land.

9.3.1 Objectives

The objectives relating to employment land uses are as follows:

- Provide land for the consolidation of the town centre of Triabunna through utilising infill sites in the town centre that are currently vacant.
- Protect land within the marina precinct of Triabunna by utilising it for boating-related and tourist land uses.
- Ensure that appropriate buffers are provided between industrial activities and sensitive uses such as dwellings.
- Continue to realise the potential of the waterfront areas of Triabunna and Orford.
- Potentially develop commercial facilities on Louisville Point.

9.3.2 Recommended Actions

The recommended actions relating to employment land uses are as follows:

- Rezone industrial land on the east side of Freestone Point Road to rural to reflect its unsuitability for industrial purposes (*refer to Zonal Recommendations map*).
- Rezone the former chip mill site from industrial to the multi-use Spring Bay Zone to (*refer to Zonal Recommendations map*).
- Monitor commercial and industrial approval trends and the supply of vacant land for these uses.
- Establish appropriate buffer distances around industrial areas to provide separation from sensitive residential land uses.
- Investigate the feasibility of a marina/seaport development to the southeast of Triabunna (*see Recommendation B on the Regional Framework map*).
- Promote the waterfront of Triabunna as a Waterfront Tourism Area (*see Recommendation E on the Regional Framework map*).

9.4 Tourism land uses

With declines in employment sectors such as forestry, tourism is likely to play an increasingly larger role in the local economy. Tourism can bring substantial economic and employment benefits; for example, in their document the National Tourism Planning Guide, the Tourism and Transport Forum estimate that on average, every 10 rooms in an accommodation establishment creates 4.9 jobs in the establishment and that the spillover or multiplier effect of expenditure from the visitors staying in these 10 rooms supports another 13.4 jobs in the general economy. The Guide also recognises that “the ‘supply-side’ of the tourism equation is pivotal to the task of developing destinations that are attractive, intelligently priced, welcoming, easily accessible and well supported”. However, tourism development in inappropriate locations can have amenity and environmental impacts, and so the costs and benefits of proposed tourism developments must be examined on a case-by-case basis.

In order for tourism to play a larger role in the local economy in the future, enhancement of the range of accommodation and attractions on offer is vital. The unique nature of many tourism development proposals means that it can be difficult to predict the specific form, nature and location of future tourism proposals. This is recognised in the Southern Tasmania Regional Land Use Strategy Tourism and Land Use Planning Background Report as follows:

Major integrated tourism developments, particularly eco-tourism development, are often difficult to accommodate within planning schemes, because they are strongly market driven and spatially predicting the locations of such development is difficult to identify in advance. Given that planning schemes should be drafted to deal with average circumstances, it should therefore be recognised that appropriate planning processes to assess such major tourism developments exists outside of planning schemes (Section 43A of the Land Use Planning and Approvals Act 1993), and that the need to consider a tourism development in accordance with these processes is not a reflection of its merits or otherwise, and therefore the inability of a planning scheme to accommodate such a development should not be justification for its refusal or non-consideration. (pp. 9-10)

Furthermore, visitors frequently seek accommodation that is located in non-urban areas to enhance wilderness-based travel experiences. The Structure Plan can assist by ensuring the Planning Scheme provides for a facilitative merits-based approach to the consideration of new tourism-related developments.

The recommended actions below include requiring applications for rezonings for tourism accommodation and attractions to provide a net gain in order to be considered for approval. In this context net gain means that the benefits to society of a project proceeding outweigh the costs. Such an assessment must include economic, social and environmental considerations. Generally it is unacceptable to trade off economic benefits against environmental costs, unless it can be shown that solutions are available where developments can take place without undue impacts on the environment. In some instances that may mean environmental offsets must be found, for example, where there is a loss of vegetated areas, this can be offset by new planting elsewhere.

There is a need to tailor environmental assessments to the type of project being proposed. To this end a distinction is made between proposals that need a permit under current zoning and those that need a rezoning. In the first case the development has already been contemplated by the planning scheme therefore all environmental issues should have been considered, and the permit process is merely one of compliance. In the second case the development has not been anticipated, therefore a more thorough assessment is justified. This is further illustrated in Figure 9.

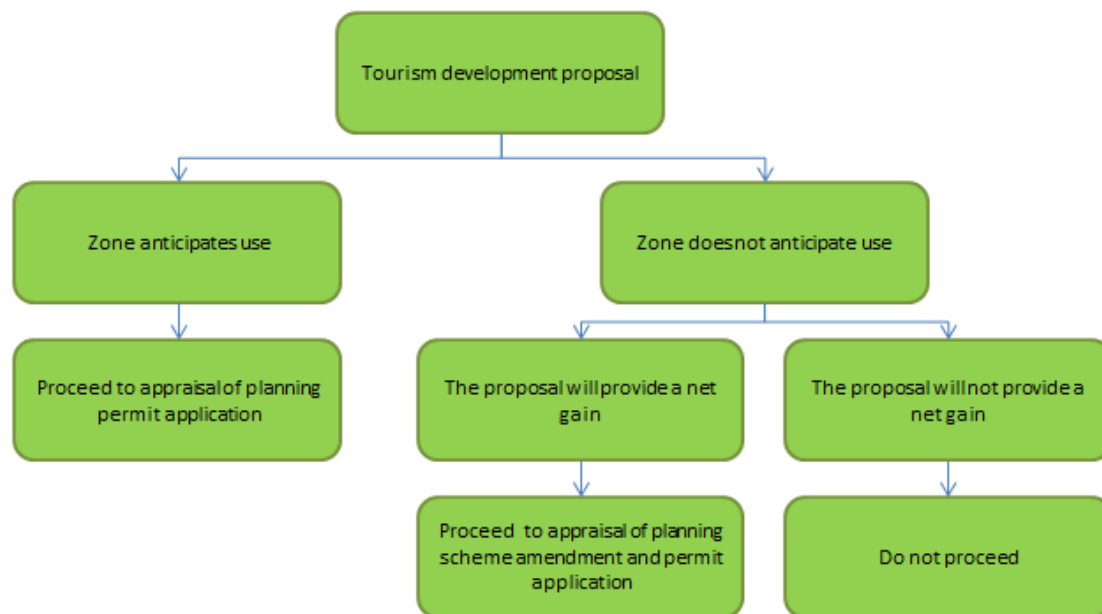


Figure 9: Assessment processes for tourism developments

Both streams of approval processes will require potential effects to be reported on to enable the responsible authority to assess applications and, if applicable, to determine whether there is a net gain. Whilst the processes will require different levels of detail commensurate with whether the activity is a discretionary use or a rezoning is required, there are some planning issues that are likely to be relevant in most applications. Below is a list of potential impacts to be considered in assessing tourism proposals. These are based on the Environment Protection Agency Tasmania's *General Guidelines for Preparing a Development Proposal and Environmental Management Plan*, the Tourism and Transport Forum's *National Tourism Planning Guide*, and the South Australian Government's *Design Guidelines for Sustainable Tourism Development*.

- Environmental:
 - Impacts on significant flora and fauna
 - Impacts on vegetation
 - Impacts on water quality
 - Impacts on air quality
 - Bushfire impacts
 - The use of any sustainable building features
- Social:
 - Impacts on Aboriginal cultural heritage and historic heritage
 - Visual impacts of building form, style, and siting, including whether it is an integrated part of its visual context
 - Impacts on public recreational access
 - Impacts on amenity (noise, dust etc)
 - Proximity to services such as restaurants, supermarkets etc

- Impacts on the transport network
- Economic:
 - Employment generation impacts
 - Investment in local area
 - Ability of site to be efficiently serviced either with reticulated or on-site infrastructure services
- Experiential
 - Degree to which the proposal creates a tourism facility that is different, innovative, authentic, and compelling
- Strategic:
 - Whether the proposal will provide a net gain (for rezoning proposals)
 - Whether on the balance development within 1km of the coastline would be appropriate
 - Whether there will be any cumulative and interactive impacts

A potential tourism development site outside the settlement boundary has been identified on the Regional Framework Plan which affords excellent views and access to the waterfront. This is located at the former chip mill site and is currently zoned Industrial. A rezoning application has been lodged with Council to facilitate ecotourism operations and facilities through the creation of a new Spring Bay Zone.

The use of the former chip mill site for tourism would assist Triabunna and the wider area to realise the opportunities for tourism to provide a greater share of employment. The Southern Tasmania Industrial Land Use Study Stage 1 Report identifies that there are high levels of vacancy in the existing supply of industrial land in Triabunna, and excludes the chip mill site from its calculations. To this end, rezoning the site would not impact on the supply of industrial land for new and expanded businesses.

It is recognised that the site includes access to a deep water port. The use of the facility for both tourism and commercial moorings is not incompatible, and is in fact a common occurrence.

The recommended actions below include a potential landscape buffer between the road and the seafood processing sites to screen views of the buildings and thus improve the visual appearance of the area for visitors travelling south to tourism facilities. This could consist of vegetation planted within the road reserve.

9.4.1 Objectives

- Provide tourist accommodation sites for additional resort, motel and camping accommodation.
- Identify potential large scale tourism development sites.
- Continue to support the provision of bed and breakfast accommodation.
- Provide tourism information sites and wayfinding information.
- Enhance the range of tourism activities available.
- Protect land within the marina precinct of Triabunna by utilising it for boating-related and tourist land uses.
- Continue to realise the potential of the waterfront areas of Triabunna and Orford.
- Further develop and promote tourism attractions.
- Continue to support the provision of free parking spaces for self contained motor homes.

9.4.2 Recommended Actions

- Promote the waterfront of Triabunna as a Waterfront Tourism Area (*see Recommendation E on the Regional Framework map*).
- Investigate options to establish a new caravan park in Orford.
- Encourage tourism accommodation options to be located close to the coast or riverfront to take advantage of key view corridors.
- Develop a lookout point on the Crown Land at the southern end of Ada Street including a parking area, platform and landscaping (*see Recommendation F on the Regional Framework map*).
- Establish an appropriate signage and identification strategy to promote key tourist features of Triabunna and Orford.
- Install interpretive signage along the Convict Trail (*see Recommendation G on the Regional Framework map*).
- Investigate promoting a Convict Heritage tourism experience that promotes the Convict Trail and buildings in Triabunna along with Maria Island.
- Investigate the feasibility of developing trails through the forested hills around Orford as a nature tourism experience (*see Recommendation H on the Regional Framework map*).
- Investigate the feasibility of developing industrial and retail tourism related to the seafood industry with cellars, displays, sales and restaurant facilities on site and/or in the town centre (*see Recommendation I on the Regional Framework map*).
- Encourage the development of tourism operations, creative industries, education and accommodation on the former chip mill site (*see Recommendation M on the Regional Framework map*).
- Rezone the former chip mill site to the Spring Bay Zone (*refer to Zonal Recommendations map*).
- Encourage tourism accommodation options to be located close to the waterfront and/or to take advantage of key view corridors. A potential tourism accommodation site is identified on the Regional Framework Map (*see Recommendation M on the Regional Framework map*).
- Ensure the planning scheme is supportive of the use of private properties for bed and breakfast accommodation.
- Ensure the planning scheme is facilitative of the development of tourism accommodation and attractions in appropriate locations by requiring applications for rezonings to provide a net gain in order to be considered for approval.
- Promote the location of the free parking spaces for self contained motor homes.

9.5 Community land uses

Community land uses include schools, medical facilities, community facilities, and areas of public open space. Triabunna and Orford are currently well resourced in regards to current and likely future needs.

9.5.1 Objectives

The objectives relating to community land uses are as follows:

- Promote co-location and, where feasible, the shared use of community facilities.
- Provide adequate provision of infrastructure to allow increasing outreach centre-based services.
- Provide areas of public open space that are safe.

- Maximise opportunities for recreational boating.

9.5.2 Recommended Actions

The recommended actions relating to community land uses are as follows:

- Rezone land around the water tank and lookout point to open space (*refer to Zonal Recommendations map*).
- Ensure flexible multi-purpose community use space is available that incorporates consulting suites, class rooms and meeting places for outreach services.
- Ensure areas of public open space are designed, landscaped and developed in accordance with Crime Prevention Through Environmental Design (CPTED) principles.
- Promote the use of land upstream of the Vicary Street bridge for small boat recreation through the installation of canoe launching areas (*see Recommendation J on the Regional Framework map*).
- Investigate relocating the tennis courts to co-locate them with other recreational land uses and utilise the existing site for activities that complement the waterfront.

9.6 Town centre and entrance treatments

This section of the Structure Plan considers the amenity and activities that occur in the Triabunna town centre, as well as the treatment of the entrances to the town. Figure 9, the Landuse and Movement map, and the Form and Landscape map for the town centre illustrate the recommended actions.



Figure 9: Triabunna Town Centre Concept Plan (NB: potential infill buildings are shaded blue)

9.6.1 Objectives

The objectives relating to the town centre are as follows:

- Improve linkages between the town centre and the waterfront.
- Develop the precinct fronting Vicary Street and Charles Street at the town centre of Triabunna.
- Enhance the town centre of Orford fronting the Esplanade and Charles Street.
- Enhance access and visibility to “The Village” site in Triabunna.
- Enhance entrance treatments to the town centre.
- Protect heritage buildings.

9.6.2 Recommended Actions

The recommended actions relating to the Triabunna town centre are as follows:

- Install gateway planting and/or artwork where the Tasman Highway intersects with Vicary Street and Charles Street to mark the entry to the town centre (*refer to Form and Landscape Plan*) that promotes the waterfront harbour and that also potentially builds on Triabunna’s meaning as “native hen”.
- Undertake street tree planting Charles Street, Vicary Street and the Esplanade using waterfront themed species (*refer to Form and Landscape Plan*). Introduce centre planting along Charles Street in the areas depicted on the Town Centre Concept Plan (Figure 9) to leave the key buildings well exposed and to differentiate Charles Street from Vicary Street. Ensure the trees are of a height so that views to the marina are not blocked. Partner the tree planting in Vicary Street with edge tree planting along the Esplanade.
- Undertake consultation with the community regarding whether to retain the existing line of pine trees on the school site or to turn them into art sculptures (*refer to Form and Landscape Plan*).
- Undertake tree planting on the road reserve on the southern entry to the town (note that options outside the road reserve may need to be investigated) (*refer to Form and Landscape Plan*).
- Ensure street tree plantings take into consideration the use of roads by large trailer boats and campervans.
- Investigate a possible infill building on the historic barracks site on Charles Street to create a space framed by buildings (*refer to Figure 9*). Ensure any new built form responds appropriately to the heritage context, for example by adopt similar forms to the existing heritage structures but in contrasting materials (such as steel and glass) so that the age of the infill is clearly differentiated from the heritage. Any further additions could be placed behind the existing structures.
- Encourage development along Charles Street to consist of two storey buildings with small garden setbacks (*refer to Figure 9*). Development on the key sites opposite the barracks and hotel should align with the existing setbacks on the east side of the street, to retain the sense of space in front of the heritage buildings. This will also provide an opportunity to create a plaza environment to trade out on to, providing a vantage point from which to view the historic buildings.
- Widen pavements in areas such as in front of the Spring Bay hotel to provide an opportunity for trading out (*refer to Figure 9*).
- Provide a link from Vicary Street to “The Village” site (*refer to Landuse and Movement Plan*).
- Require land on the Esplanade to be used for marine industries and waterfront related businesses (*refer to Landuse and Movement Plan*).

- Improve linkages between the Vicary Street tennis court and the foreshore recreation area (*refer to Form and Landscape Plan*).
- Investigate uses for the former Council offices site (*refer to Form and Landscape Plan*).
- Investigate the recommendations of the Triabunna Urban Study.
- Investigate the establishment of a historic precinct within the Triabunna town centre.



Figure 10: Example entrance treatment from Sorell

9.7 Movement network

The movement network includes roads, public transport facilities, and cycling and walking tracks. The key issues in relation to movement include access from Tasman Highway to the Triabunna Town Centre and the provision of walking and cycling connections between Triabunna and Orford.

9.7.1 Objectives

The objectives relating to the movement network are as follows:

- Provide clear vehicle linkages from the Tasman Highway to the town centre and waterfront, and promote this route as a tourist route.
- Expand the walking and cycling track network.

9.7.2 Recommended Actions

The recommended actions relating to the movement network are as follows:

- Establish Vicary Street and Charles Street as the main entry points to the town centre from the Tasman Highway.
- Block or restrict vehicle access to the town centre at the intersections of Tasman Highway with Melbourne, Victoria and Henry Streets.
- Promote the western part of the Esplanade as a scenic driving route to encourage tourists to travel through the town.
- Establish a walking and cycling track network including the following routes (*see Recommendations K and L and the proposed walking/cycling tracks on the Regional Framework map and the Landuse and Movement Plan*):

- Loop track around Charles Street, Vicary Street and the Esplanade
- Loop track linking Selwyn Street, the Esplanade, and the proposed lookout at the end of Selwyn Street
- Track along the waterfront north of the Vicary Street bridge
- Link to the existing track along the waterfront of Triabunna
- Track between Triabunna and Orford incorporating a potential boardwalk (note that options outside the road reserve may need to be investigated)
- Investigate the potential for a track to the Point Home Lookout Lighthouse

9.8 Urban design principles

Urban design principles articulate techniques to achieve developments that feature high quality form and function, are responsive to the local culture and environment, and that within an overall township framework also exhibit creativity and individual character.

9.8.1 Objectives

- Provide guidance to encourage appropriate building forms by including urban design principles in the planning scheme and encourage the development of location-specific urban design plans and guidelines.

9.8.2 Recommended Actions

- Include the following urban design principles in the planning scheme (including potentially via design overlays):

The strengthening and differentiation of local character is encouraged. Town centres in particular can reflect the local culture and history, for example by referencing activities or events specific to the region (e.g. fishing), by incorporating local art and craft in urban details (such as seats, benches, signboards etc), and by coordinated colours and materials.

All development proposals

Development proposals should include a report that addresses the following:

- Respond to the context, e.g.:
 - Reflect elements of the existing character of an area and seek to contribute to a strengthening of local character to help develop a unique sense of place.
 - Identify and protect key views.
 - Frame and draw attention to key vistas.
- Respect adjoining land uses, e.g.:
 - Avoid undesirable overshadowing of neighbouring properties.
 - Avoid direct overlooking of private outside spaces.
- Incorporate environmentally sustainable design (ESD) features, e.g.:
 - Apply passive solar design principles such as optimising solar access and shading.
 - Provide for natural lighting and ventilation.
 - Optimise thermal insulated mass.

- Use solar panels.
- Incorporate crime prevention through environmental design (CPTED) features, e.g.:
 - Place windows so that they overlook streets and parking areas.
 - Avoid hidden entrances and alcoves.
 - Group town centre activities to create active streets.
- Incorporate appropriate landscaping, e.g.:
 - Maximise use of indigenous plants.

Dwelling proposals

Housing and garden design should also be encouraged to respond to and contribute to local character.

- Dwellings in Triabunna and the village centre of Orford should:
 - Respect historic buildings by designing with similar scales without using “pastiche” building techniques (e.g. avoid mimicking heritage elements using inappropriate or inauthentic materials).
 - Reflect the scale and setbacks of the existing buildings.
- Dwellings in Orford in coastal settings should:
 - Encourage the inclusion of eaves to provide visual interest through light and shade.
 - Encourage the inclusion of decking to promote buildings that address the coastal views.
 - Utilise a range of colours including bright colours reflecting boating colour schemes – e.g. reds and blues.
- Dwellings in Orford in green settings should:
 - Encourage the inclusion of eaves to provide visual interest through light and shade.
 - Utilise muted colours that reflect the surrounding vegetation – e.g. greens and browns.
 - Utilise non-reflective building materials – e.g. colourbond rather than uncoloured or unpainted roofing iron.

Applications for dwellings should include a response that addresses these principles.

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ATTACHMENT 1: Addendum to *Triabunna/Orford Structure Plan 2014*

1 February 2021

PREFACE

This Addendum includes and is informed by the SGS ECONOMICS, *Orford Residential Capacity and Demand Analysis*, January 2021 (the **SGS Analysis**).

To the extent of any discrepancy between this Addendum and the *Triabunna/Orford Structure Plan 2014* (the **Structure Plan**), this Addendum will prevail.

REVISED GROWTH STRATEGY FOR ORFORD

Dwelling demand forecasts for Orford in the Structure Plan are at best 7 years old, and at worst 10 years old.

The SGS Analysis has determined that dwelling demand has been higher than forecast in the Structure Plan, and that there is possibly an insufficient supply of land in Orford over the next 15 years to meet demand for residential dwellings (depending on the capacity scenario). Additional residential land within the Orford suburb boundary would need to be released to meet the Structure Plan's objective of a 15-year supply at a conservative growth rate of 2% per annum.

The Structure Plan identifies land in the Solis Estate development as providing future residential land supply. The Solis Estate concept is an integrated lifestyle and tourism development centred around a future 18-hole golf course, commercial activity centre and other recreational facilities. Its land use planning status is as a Specific Area Plan overlaid on the Rural Resource zoning of the affected land. It is not an urban residential development in the traditional sense. The Solis Estate has not been effectively implemented to any significant degree since its inception in 2003, and is constrained by lack of service infrastructure. If regarded as part of the available residential land bank, Solis skews the apparent supply of residential land in the area covered by the Structure Plan, suggesting that a far greater supply of undeveloped residential land is available than in reality. However, Solis cannot be relied upon to provide the necessary capacity for growth either now or in the foreseeable future.

This skewed apparent supply has prevented rezoning and development of more centrally located and better serviced land in Orford such as that between Rheban Road and East Shelly Road (the **Rheban Road land**). This land, in particular represents a superior strategic option for residential development in comparison to Solis in particular, but also residentially zoned land in North Orford (centred around Holkham Court) which is constrained by stormwater drainage and inundation issues with little scope for resolution.

Under the 2014 projections in the Structure Plan there is insufficient land available to meet the projected demand within the suburb boundary, according to the low-capacity scenario. Without further rezoning/land release there is enough supply to last 11 to 15 years; with the rezoning of the Rheban Road land, this rises to 16-20 years.

Demand for housing in Orford is strong and is driven by both residential demand and tourism/holiday demand. Between the 2006 and 2016 censuses, the number of dwellings increased by 2.4 % per annum. If this trend were to continue from 2020, available supply would fall short even earlier.

To 2035 it is estimated that there will be demand for another 298 dwellings in the Orford area from 2020, at a conservative 2 % growth rate per annum. This level of demand is higher than foreshadowed in both the *Southern Tasmania Regional Land Use Strategy 2010-2035 (STRLUS)* and the Structure Plan.

COMPARISON WITH STRLUS GROWTH STRATEGIES

STRLUS indicates a 'Low Growth Strategy' for Orford from 2010 to 2035 (25 years). This is defined to mean <10% over the entire period.

Alternative Growth Strategies are Medium Growth (10-20%) and High Growth (20-30%). Assuming 1 dwelling per lot, starting from a generally accepted base of 716 dwellings in 2010, the alternative growth scenarios are:

Low Growth (<10%) = 71 new dwellings = 787 dwellings in 2035

Medium Growth (10-20%) = max. 142 dwellings = 858 dwellings in 2035

High Growth (20-30%) = max. 214 dwellings = 930 dwellings in 2035

It is clear that the conservative 2% growth rate per annum projected by the SGS Analysis from 2020 onwards, resulting in another 298 dwellings can only be met by a 'High Growth Strategy'.