



A Settlement and Investment Strategy for Burnie to 2026

Final Report

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Executive Summary

Land use planning is the primary mechanism for controlling and managing land use and development in an efficient manner. Land use planning is important in that it aims to provide a scientific, aesthetic, and orderly disposition of land, resources, facilities and services with a view to securing the physical, economic and social efficiency, health and well-being of the community. In particular, land use planning provides a way to manage the impacts of growth by seeking a balance between the individual ingredients of quality of life, the environment, the community and local wealth. The achievement of such a balance is a sound basis for sustainable development.

Burnie's land use pattern is regulated by the *Burnie Planning Scheme 1989*. Planning Schemes typically outline the preferred arrangement for the future use, development and management of land in an area. Part of the monitoring and review process of the Burnie Planning Scheme involves a regular evaluation of planning principles, assumptions relating to population growth, development and investment trends, residential densities and consumer preferences.

Burnie is currently experiencing significant growth evidenced by a turnaround in population growth, increased property demand, and record building and developer investment. Burnie is well positioned to capitalise on further growth opportunities, in line with its economic and social advantages, and generate new employment and respond to changing lifestyle patterns.

The **Burnie Settlement & Investment Strategy** is an important planning initiative of Burnie Council and represents an integrated approach to future land use planning, urban development and investment across the Burnie Municipality. The Strategy provides a vision and framework of how Burnie can grow over the next 20 years to 2026.

The Burnie Settlement and Investment Strategy establishes the following strategic vision:

"A sustainable development framework and efficient land use planning system that builds on competitive advantages, responds to future drivers and influences, encourages local economic and employment growth, recognises community, landscape and environmental values, and seeks to address land use planning challenges to position Burnie as a prosperous and liveable regional city and a preferred location in Tasmania and Australia for people to live, work and invest."

The primary purpose of the Strategy is to ensure that adequate land is available and appropriately located to accommodate the projected housing and employment needs of Burnie's population over the next 20 years. The Strategy sets the policy to govern where and how growth can occur. This Strategy is intended to guide development and investment decisions in Burnie in a manner that will provide a pattern of settlement and infrastructure provision that is achievable, orderly, economic and sustainable, and that will be relevant to future needs, capabilities and potentials.

The Strategy seeks to deliver economic, social and environment benefits. The Strategy's future growth scenarios are underpinned by economic, investment and employment targets so as to facilitate population growth and improve service levels, community amenity and overall liveability. The Strategy's land use and planning recommendations have been carefully formulated with regard to future growth parameters, the local land and infrastructure capability and the community's capacity to change.

The Strategy provides for sustainable development into the future within a performance based system that ensures the viability of existing investment and best manages risks associated with under and over investment over the planning horizon. In particular, the Strategy aims to ensure the region can best respond to any immediate surge in growth.

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1. Strategic Vision

1.1 The Strategy

The Burnie Settlement & Investment Strategy is an important planning initiative of Burnie Council and represents an integrated approach to future land use planning, urban development and investment across the Burnie Local Government Area (LGA).

The Burnie Settlement & Investment Strategy is intended to guide development and investment decisions in Burnie in a manner that will provide a pattern of settlement and infrastructure provision that is achievable, orderly, economic and sustainable, and that will be relevant to future needs, capabilities and potentials.

In summary, the key objectives of the Burnie Settlement & Investment Strategy are to:

1. Analyse trends, predictions, drivers and forces influencing the future of Burnie;
2. Assess local capacity versus potential for change, growth and development; and
3. Develop a settlement and investment strategy to guide planning policy.

1.2 The Need for the Strategy

Land use planning is the primary mechanism for controlling and managing land use and development in an efficient manner. Land use planning is important in that it aims to provide a scientific, aesthetic, and orderly disposition of land, resources, facilities and services with a view to securing the physical, economic and social efficiency, health and well-being of the community. In particular, land use planning provides a way to manage the impacts of growth by seeking a balance between the individual ingredients of quality of life, the environment, the community and local wealth. The achievement of such a balance is a sound basis for sustainable development.

Burnie's land use pattern is regulated by the *Burnie Planning Scheme 1989*. Planning Schemes typically outline the preferred arrangement for the future use, development and management of land in an area. Part of the monitoring and review process of the Burnie Planning Scheme involves a regular evaluation of planning principles, assumptions relating to population growth, development and investment trends, residential densities and consumer preferences.

Like many areas in Tasmania, Burnie is recording a turnaround in population and economic growth, and there have been associated increases to business investment and development interest. There is now a renewed positivity about the future. It is therefore an appropriate time to undertake a review and evaluation process to ensure the need for urban land into the future is carefully considered and planned. Burnie Council is keen to ensure that future growth occurs within an appropriate planning framework that takes full account of the social, economic and ecological attributes of Burnie.

1.3 The Strategy Methodology

The preparation of the Burnie Settlement and Investment Strategy has involved significant research, consultation, analysis, strategy and reporting in partnership with Council. The deliverables from the project include an Economic and Social Profile Report, Land Use and Infrastructure Market Assessments Report and this Strategy document.

An overview of the project methodology and key stages is described below:



1.4 Disclaimer

Whilst all care and diligence have been exercised in the preparation of this report, the AEC Group Limited does not warrant the accuracy of the information contained within and accepts no liability for any loss or damage that may be suffered as a result of reliance on this information, whether or not there has been any error, omission or negligence on the part of the AEC Group Limited or their employees. Any forecasts or projections used in the analysis can be affected by a number of unforeseen variables, and as such no warranty is given that a particular set of results will in fact be achieved.

2. Regional Planning Challenges

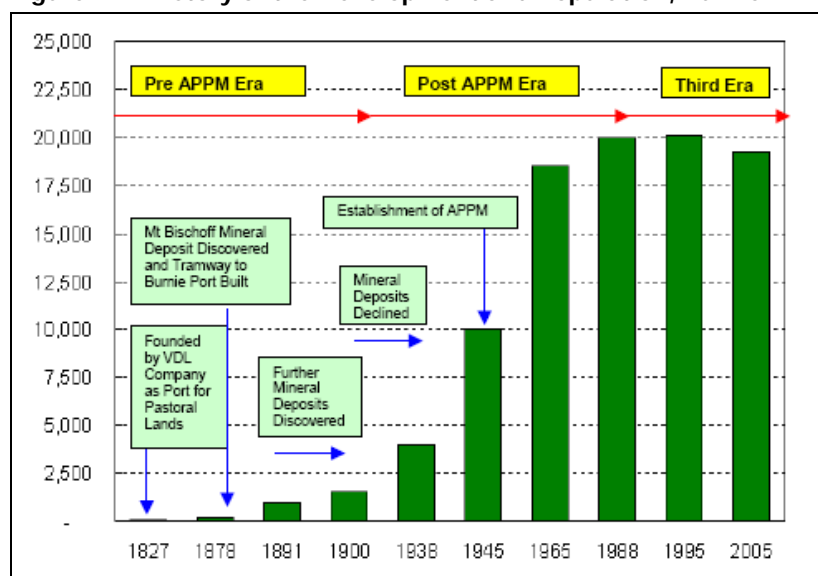
If Burnie is to retain its rich natural assets and opportunities for sustainable development, careful management of its future growth is required. This is a considerable challenge, given the turnaround in population growth and positive forward estimates, the importance of providing the capacity for jobs growth to match population increases, and the quality of the region's natural environment.

Objectives of the Burnie Settlement and Investment Strategy relate to economic, social and environmental sustainability. Sustainable communities are those that maintain and improve their social, economic and environmental characteristics so that residents can continue to lead healthy, productive and enjoyable lives. Sustainable development in these communities is based on the understanding that a healthy environment and a healthy economy are both necessary for a healthy society.

2.1 Economy and Employment

Burnie's development history has been strongly linked to the establishment and experiences of major industry, particularly pulp and mining (see **Figure 2.1**). The regional economy remains largely based on the primary and secondary economic sectors, particularly the industries of agriculture, mining and manufacturing. As a regional centre, Burnie accounts for a significant share of the region's tertiary, quaternary and quinary economic activity, particularly in the areas of finance, health, retail, property, communications and transport. The future economic challenge for Burnie is diversify its economic base to enhance long-term sustainability and create a broader range of employment opportunities to appeal to people from other regions of Tasmania, and interstate and overseas.

Figure 2.1: History of the Development and Population, Burnie



Source: Burnie Council, AECgroup

The economic challenges (objectives) are to:

- To reinforce Burnie's position as the North-West region's key regional centre;
- To foster diversity, growth and development for business and industry;
- To create market and investment opportunities for business and industry;
- To provide increasing employment for existing and future residents;
- To provide education opportunities for existing and future residents;
- To encourage population growth to sustain and extend services;
- To ensure the provision of well developed transport infrastructure; and
- To provide for cost-effective infrastructure services.

2.2 Population, Demographics and Social

The economic and population growth of Burnie are intrinsically linked. The relationship between economic and population growth is perhaps best demonstrated by the historical analysis of population growth and economic impacts for Burnie presented above. It will be important moving forward for the region to maintain employment in industries which have traditionally employed young people, along with offering a range of opportunities in other industries where young employees may currently be under-represented. Maintaining and expanding the range of industries in Burnie will also promote the likelihood of new people finding suitable employment. A narrow range of occupations may result in people departing the region due to a lack of employment opportunities.

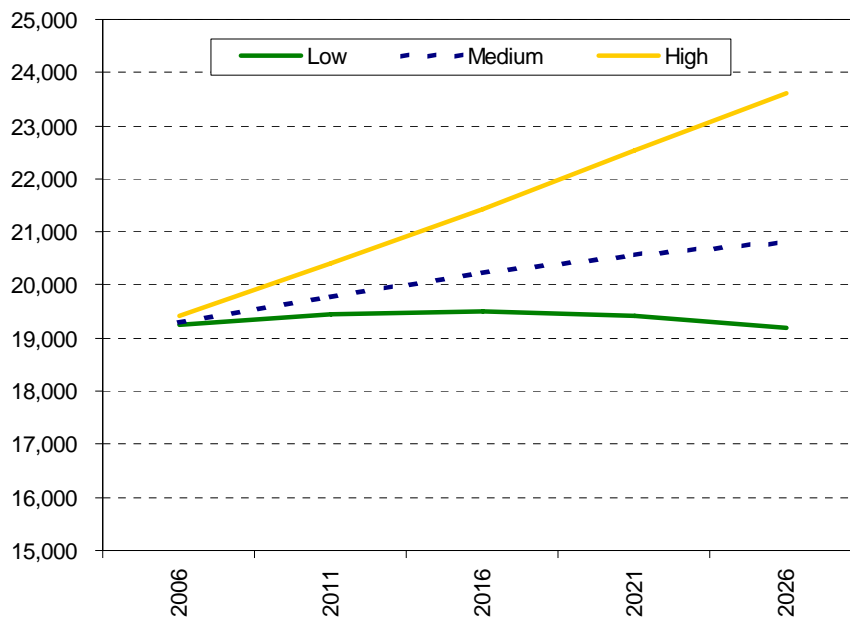
A key consideration for the future is the widening settlement pattern of residents in the North West region, many of which are choosing to live outside the Burnie but still travel to work in Burnie. It is unclear the extent to which rising fuel prices may impact this trend. This trend means that even if Burnie records strong economic and employment growth, as described above for example due to new investment, there is no guarantee it will actually record comparable population growth. Therefore, once Burnie and the region have attracted new people, the next issue will be Burnie's attractiveness as a place to live relative to other areas in the coastal strip. Burnie is positioning itself as an attractive place to live, work and invest. Its economic influences have played a role in this position. Other positive characteristics for the region include lower house prices, employment opportunities, investment opportunities, a sense of community, easy access to recreational opportunities, lack of major social and environmental problems, high quality education system and mild climate.

The volatility of historic population growth trends in Burnie over both the last 15 years and last 150 years suggests the need for caution when projecting future population growth. It is clear that structural changes to the economy, such as the entrance of a major new business like APPM, generally drives the economy, while organic growth is generally much slower. However, at the same time, it is acknowledged there have been fundamental changes to the demographic and settlement patterns across Australia which have seen Tasmania record stronger recent growth from increased inter-state migration, particularly people searching for employment and retirees part of the green, sea and tree changes. This has seen Burnie record positive growth without the entrance of major new industry. Taking into consideration all of these factors, the most responsible approach is to develop a range of population growth scenarios that consider past trends (long- and short-term) and current and future economic factors.

The AECgroup has defined three future growth scenarios for Burnie (which exclude the possible impact of a major economic shock to the region such as APPM). The population growth projections anticipate a population in 2026 of between 18,410 and 23,600 persons, equating to average growth of between 0.0% and +1.0% per annum (see **Figure 2.2**). By comparison, the average projected growth rate for Tasmania ranges between -0.3% and +0.7%. Overall, the population change in Burnie under these scenarios would range between a decrease of 60 persons to an increase of 4,190 persons by 2026 when compared with the estimated resident population in 2005. The medium scenario projects an increase of 1,510 persons to 20,820, or 0.4% growth per annum.

Looking ahead, the age profile of Burnie is projected to become even more heavily distributed toward the older age groups. This situation is referred to as the "ageing phenomenon" and reflects a number of broader social trends relative to Burnie and Australia's regional areas in particular, including lower fertility rates, lower mortality rates, increased life expectancy, lower marriage rates, people marrying later in life, higher divorce rates, people staying in education longer and migrants generally older in age. The anticipated changes to the demographics of Burnie will present a number of planning challenges.

Figure 2.2: Future Population Growth Scenarios, Burnie (Number of Persons)



Source: ABS 3222.0, ABS 3218.0, AECgroup

The population, demographic and social challenges (objectives) are to:

- To provide for a premium quality of life for existing and future residents;
- To ensure the health and wellbeing of the community improves over time;
- To protect and enhance the overall character and identity of the community;
- To provide for alternative and affordable housing choices;
- To provide equitable access to services and facilities for all residents; and
- To provide a framework for planning for an ageing population.

2.3 Environment and Natural Resources

Burnie contains a wealth of natural features, resources and landscapes that have provided the foundations for economic and population growth since settlement. The region is made up of a diverse range of landscape elements including coastal plains, escarpments, rivers and a natural coastline. The coastal landscapes have long been the areas most in demand for settlement creating a number of competing land uses.

Recognition of local environment and coastal values can be found through the reservation of land in national parks, wilderness and other conservation reserves. There are coastal wetlands protected under State Government environmental planning policies. Outside of these reserved and protected areas, extensive amounts of high value vegetation provide habitat for a wide range of flora and fauna. It is these values, in particular the significance of the coastal environment, that make Burnie a special place to be protected.

Burnie and its broader region are rich in natural resources such as fisheries, timber, groundwater, extractive resources and productive soils. These resources are an important part of the regional economy that requires careful management. Protection of important farmland from development pressures is one such natural resource imperative, as stipulated by State Government planning policy. It is critical to keep the best farmland intact to maintain economic opportunity for primary production for future generations.

Some areas of the region are subject to natural hazards such as coastal inundation and shoreline recession. These issues need to be carefully managed when considering future development particularly possible coastline changes associated with climate change.

In light of the amount and quality of environmentally sensitive areas and the value of natural resources, future planning decisions will need to be made in the face of increasing shortages of unconstrained land. Much of the suitable land has already been used and the remaining land that is free of constraints must be used to its greatest advantage.

The environmental and natural resource challenges (objectives) are:

- To provide development that is responsive to natural, landscape and scenic values;
- To protect, maintain and improve our natural attributes and resources;
- To enhance environmental values compatible with environmental constraints;
- To use all environmental and land resources efficiently;
- To support the maintenance and enhancement of our biodiversity;
- To manage and protect our scarce water resources;
- To protect against the impacts of natural hazards; and
- To respond to the challenges of climate change.

2.4 Land Use and Planning

Burnie is entering a growth phase and is expected to attract increased investment/demand/need across most land use categories. The relatively short supply of flat and unconstrained land on the coastal plain has led to significant competition between land uses for this land. Progressive development and conversion has created inconsistency of land use in some areas of Burnie, a mix in the quality of building stock, and areas of visual and physical blight and diminished amenity. Existing residential considerations impose constraints on industrial expansion and industrial expansion, conversely, leads to loss of amenity and enjoyment for residential occupations.

Both residential and industrial activities will be central to the future development of Burnie. Industrial land represents the most significant generator of new employment in the region and underpins the local economy. To maintain this position and take advantage of future growth opportunities, there will need to be a clear direction toward improved industrial lands located away from living areas and the improved presentation and competitive position of such lands.

Future planning needs to remedy the conflicting land use issues, consolidate existing urban areas into more efficient and intensive land use, and present a structured and logical pattern for future settlement. Competition for land along the coastal strip is expected to intensify from a variety of land uses, including possibly an emerging need to re-establish it as a location having significant value and identity as a coastal living place.

The land use and planning challenges (objectives) are:

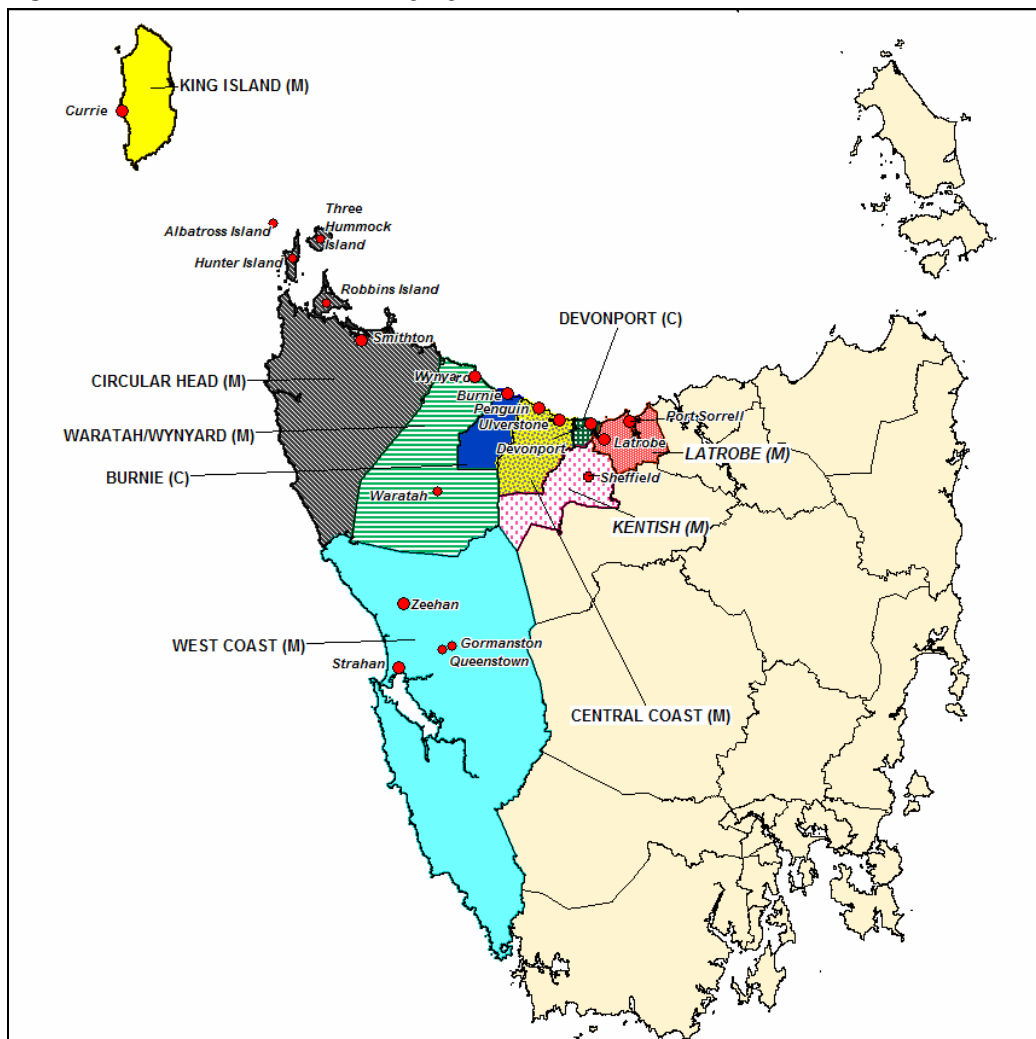
- To ensure adequate land is available and located to meet projected housing needs;
- To ensure adequate land is available and located to meet employment needs;
- To manage growth in a way that enhances the region's distinct character.
- To manage and promote our cultural and historical assets;
- To remedy and mitigate conflicting land use situations;
- To provide for an orderly arrangement of new lands to accommodate growth;
- To ensure new lands are supported by infrastructure services;
- To ensure future settlement strengthens our landscape and scenic values; and
- To ensure reliable and cost-effective transport infrastructure throughout the region.

3. Land Use Pattern and Challenges

3.1 Regional Settlement Pattern

Burnie is located on the North-West Coast of Tasmania in the Mersey-Lyell Statistical Division (SD) (see **Figure 3.1**). The Mersey-Lyell region, also referred to as the Cradle Coast Region, is situated on the North West and West Coast of Tasmania, and comprises nine Local Government Areas (LGAs): Burnie; Latrobe; Devonport City; Kentish; Central Coast; Waratah-Wynyard; West Coast; Circular Head; and King Island Councils. Burnie, along with nearby Devonport, are the two major population centres on the North-West Coast. Both fulfil a regional role for the broader Mersey-Lyell Region in terms of administrative, commercial, entertainment and community services functions.

Figure 3.1: Burnie LGA and Mersey-Lyell SD in Tasmania



Source: CDATE 2001, AECgroup

The regional settlement pattern along the North West Coast of Tasmania reflects a number of interrelated factors, including:

- Pattern of early European exploration and land grants;
- Land forms and physical geography of the area;
- Early reliance on shipping for trade;
- Location of early link roads;
- Location of natural resources; and
- Major industries.

The key characteristics of the region's settlement pattern include:

- The region's population is spread between the major urban areas of Burnie and Devonport and a large number of regional towns and rural communities;
- 75% of the region's population lives in a narrow coastal urban strip stretching from Smithton in the west to Port Sorrell in the east;
- There are many agricultural enterprises across the region, along with numerous mineral deposits, making agriculture and mining two of the main industries;
- The region's regional centres are the cities of Burnie and Devonport, located approximately 50km apart in the centre of the coastal strip;
- The regional cities of Burnie and Devonport account for the majority of retail, commercial and industrial development;
- The region's developed transport infrastructure links all areas of the coastal strip and has resulted in people living away from where they work and transiting each day;
- This situation has ultimately meant that a significant proportion of the Burnie and Devonport workforces actually live outside their respective Council areas;
- Both Burnie and Devonport have competed over time to develop as the leading regional centre, which has resulted in some duplication of services; and
- There are dual sea and airports in both Burnie and Devonport, with a major rail line linking to other major centres of Tasmania.

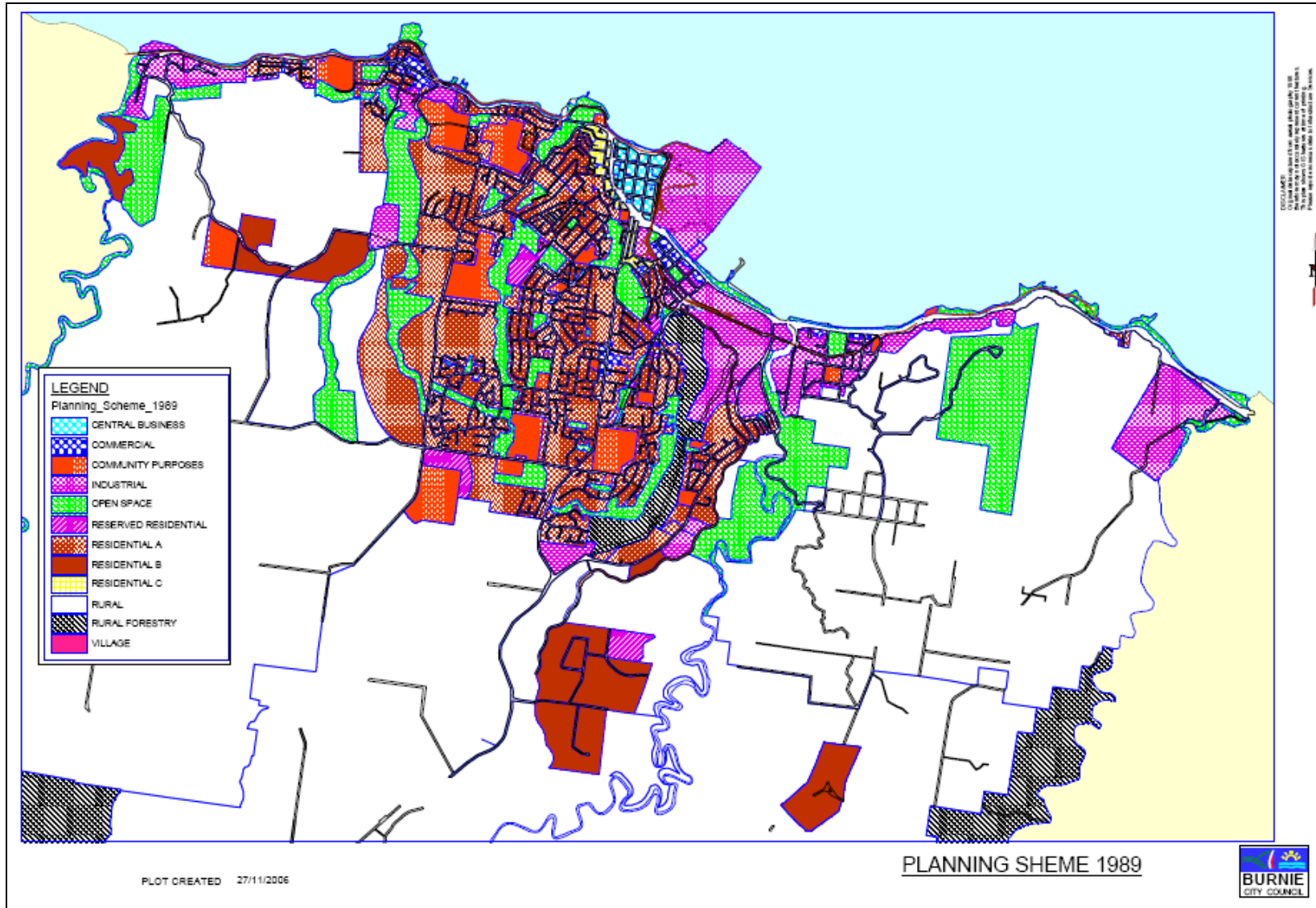
3.2 Local Settlement Pattern

The city of Burnie is largely concentrated along a coastal strip between Camdale and Cooe in the west to Wivenhoe in the east and upland into the areas of Upper Burnie. This settlement pattern has been largely influenced by topography. The topography has provided advantages for varied residential product and scenic values, but has also provided disadvantages in terms of the limited availability of flat land for commercial and industrial development. Overall, Burnie's current settlement pattern is relatively compact, with a focus on consolidation of existing urban areas, little expansion into more removed residential areas and limited additional rural residential development.

The largest residential areas of Burnie are located south and south-west of the CBD and east-west along the coastal strip. The majority of the population and residential development is distributed in the southern and western upland sides of the City. Industrial land is fragmented across a number of the flatter areas of the coastal plain, while commercial development is largely concentrated in the Central Business District. Recent residential developments and land set aside for future residential development is also located toward the western side of the existing urban footprint.

The Planning Scheme zoning map in **Figure 3.2** depicts the local settlement pattern within Burnie. It outlines the different land use types/categories and where they have been designated as permitted uses across the Council area. Each land use category is discussed separately in the following section.

Figure 3.2: Burnie Zoning Map (Planning Scheme 1989)



Source: Burnie Planning Scheme 1989

3.3 Land Use Types and Issues

Land use planning is the primary mechanism for controlling and managing land use and development in an efficient manner. Land use planning is important in that it aims to provide a scientific, aesthetic, and orderly disposition of land, resources, facilities and services with a view to securing the physical, economic and social efficiency, health and well-being of the community. In particular, land use planning provides a way to manage the impacts of growth by seeking a balance between the individual ingredients of quality of life, the environment, the community and local wealth. The achievement of such a balance is a sound basis for sustainable development.

Land use planning must consider a range of issues including transport, infrastructure, environmental management and impacts on natural systems. This includes considerations such as coastal lands, land capability, resource protection (agricultural land, water catchment, minerals/extractive materials), and landscape and scenic attributes.

On this basis, there are a number of land use issues that need to be addressed in Burnie to deliver economic, social and environmental improvements:

- **Central Business (Retail/Commercial):**
 - The Central Business District (CBD) is located at the coastal centre of the Burnie Council area. The CBD is a compact area covering around 20 blocks. Bordering the CBD is the Bass Highway to the south, the Port of Burnie to the east and the Bass Strait waterfront area to the north.
 - The CBD is the regional centre of the North West region and plays a recognised regional role across the retail, commercial, administrative, cultural, entertainment and recreational categories. In most of these categories the CBD represents the dominant supply location. A major feature of the western side of the CBD is Burnie's cultural precinct.
 - The majority of buildings in the CBD are two storeys in height, although there has more recently been the development of larger multistorey office buildings mainly to accommodate government office tenants. The buildings are generally old without lift access, which has resulted in large amounts of vacant and underutilised first floor accommodation.
 - Burnie, unlike many regional centres and cities, has managed to contain much of its retail and commercial development within its CBD. This has resulted in benefits for access, service provision, competition and sustainability. There has been some fragmentation of the market in very recent times in the large format retailing category toward South Burnie due to the different locational requirements of these types of developments, including cheaper land, larger footprints and arterial road exposure.
 - There are examples of emerging precincts with clusters (e.g. retail, commercial office, entertainment). There is also a mix of churches, motor vehicle yards, warehouses and depots located toward the south of the CBD.
 - In terms of access, on and off street parking facilities are located throughout the CBD. Council owns and operate some multistorey car parks.
 - There has traditionally been limited residential development in the CBD. Residential development is not prohibited but it is not an objective of the Central Business zone. There has been recent multi-storey unit development on the north-east corner on the waterfront.
 - There are examples of some conflicting land uses at the north-west end of the CBD, including two service stations with light industrial uses.

- **Industrial:**
 - The industrial sector has traditionally been a major component of the Burnie economy. The current supply of industrial land in Burnie is fragmented across 13 separate precincts. The major land allocations are located within the narrow coastal plain between Heybridge and Camdale. The balance of industrial use areas is located over several sites in the urban uplands.
 - There are few examples of where there has been absolute separation of the impacts of industrial activity from other land uses in Burnie. Many of the land use planning issues are associated with the competition for flat land along the coastal plain over time from residential, commercial and industrial uses. The *Burnie Industrial Land Strategy Discussion Paper* (2006) commented that much of the existing urban land within the coastal plain is poorly utilised and has been developed to a heterogeneous and inconsistent mix of both higher and lower order uses. There is no apparent structure to the pattern of settlement and in the positioning of specific uses. No preferred or dominant land use has emerged or has been identified through the planning process.
 - Introduction of planning controls in the mid 1960s and the designation of industrial zones appears to have formalised many of the then existing patterns of occupation and transition on an assumption and acceptance of future and enduring commitment to industrial use. The consequence of an absence of strategic planning and structured settlement is that no incentive or direction has existed to force change, thus promoting hesitancy and uncertainty for major investment. The consequence is a continuance of the heterogeneous mix of land use and the absence of single use precincts.
- **Other Mixed Activity Areas (Residential/Commercial/Industrial):**
 - There are some noticeable mixed activity precincts in Burnie containing a diverse mix of land uses and zones. Most commonly these areas contain situations of conflicting issues between industrial, commercial and residential.
 - In particular, industrial estates have developed around the four original settlement nodes of Camdale, Cooe, South Burnie and Wivenhoe. Due to these industrial uses, there are situations where conflicting land uses inhibit the expansion of each of the land categories. The South Burnie, Wivenhoe and Camdale areas record a larger proportion of commercial and industrial use than residential, while the opposite is true for Cooe.
 - The Upper Burnie area is also described as a mixed activity area characterised by a mix of residential, retail and commercial activity. Residential is the dominant land use in this area, however the commercial area represents the main commercial node outside of the CBD.
- **Residential:**
 - The largest residential areas of Burnie are located south and south-west of the CBD and east-west along the coastal strip. The majority of the population and residential development is distributed in the southern and western upland sides of the City.
 - Detached housing has been the common form of development. There has been little unit development traditionally, although there has been a stronger trend for this dwelling type in recent times.
 - Recent residential development and the majority of the land set aside for future residential development is located toward the western side of the existing urban footprint.

- In addition to traditional residential, the Planning Scheme designates areas reserved for future residential development, rural-residential housing and more intensive development of units and apartments.
- **Recreation/Open Space:**
 - Burnie contains 365 hectares of open space with many major parks, recreational reserves and open space. Council also maintains an extensive range of indoor and outdoor sport and recreation facilities across Burnie.
 - There is a clearly well developed network of open space across the City, including the provision of a number of walking trails.
- **Agricultural/Rural:**
 - Rural land used for agricultural purposes is located around the fringe of Burnie and is used for a mixture of grazing and cropping uses.
 - The State Policy on the Protection of Agricultural Land specifies the development of prime agricultural land will be prohibited if that use would result in the conversion of prime agricultural land to non-agricultural uses.

4. Strategic Vision

The *Burnie Strategic Plan* was developed by Council in 2004 and identifies and addresses major issues and opportunities facing the Burnie community.

The Strategic Plan established the following vision for Burnie:

“Burnie a vibrant community working together to create a prosperous future.”

The Strategic Plan established a number of specific goals, including:

A Prosperous Regional Centre:

“Enhance and reinforce the regional centre status by realising opportunities which focus on Burnie as the North West hub for trade, business and employment, transport, culture and leisure activities and health and education services.”

Quality of Life:

“To ensure the City’s physical resources and infrastructure are managed and used in an efficient and effective manner to provide for the community’s economic, social and physical well-being.”

It is clear the achievement of these goals requires effective and efficient land use planning and the provision of appropriate levels of infrastructure.

The **Burnie Settlement and Investment Strategy** sets the following complementary strategic vision:

“A sustainable development framework and efficient land use planning system that builds on competitive advantages, responds to future drivers and influences, encourages local economic and employment growth, recognises community, landscape and environmental values, and seeks to address land use planning challenges to position Burnie as a prosperous and liveable regional city and a preferred location in Tasmania and Australia for people to live, work and invest.”

5. Strategy Overview

5.1 Guiding Principles

The Burnie Settlement and Investment Strategy presents a framework for the future development of Burnie from a land use and investment perspective.

The Burnie Planning Scheme (1989) sets out the following overall intentions as a basis for the future growth and development of Burnie, each of which is consistent with the objectives of the Burnie Settlement and Investment Strategy:

- (a) Actively managing settlement patterns and forms to encourage the right activities in the right locations;
- (b) Reducing conflicts between competing uses;
- (c) Promoting the economic base of the City;
- (d) Improving the quality of the environment and avoiding detrimental environmental impact;
- (e) Providing for residential, industrial, commercial and community growth in an orderly manner;
- (f) Allowing for the effective development and operation of transport and related services;
- (g) Providing for the recreational and open space needs of both residents and visitors;
- (h) Recognising new trends in the use of and development of land;
- (i) Promoting development at a rate and in locations that can be provided with infrastructure services without placing undue burden upon existing community resources.

The Strategy is also based on the following planning principles:

- (a) Preference given to development resulting in urban growth and consolidation on land that adjoins other land which is already being used for urban purposes and is the most economic to service;
- (b) Not provide for development of land which is unsuitable for urban growth due to its agricultural capability consistent with State policy;
- (c) Not include for development land that is unsuitable due to any environmental hazard or sensitivity unless an assessment of the risk has been made and is considered to be minor or alternatively provision is made for the control of that hazard;
- (d) Not include for development land which has conservation value or which has heritage, environmental or cultural significance;
- (e) Have regard for landscape and scenic values;
- (f) Have regard to the rural character and heritage significance of small settlements and the need to maintain that character and significance;
- (g) Integrate land use and transport to minimise the need to travel and encourage energy and resource efficiency; and

- (h) Provide for sustainable development within a performance based system that ensures the viability of existing operators and best manages risks associated with under and over investment over the planning period.

Based on these guiding principles and recognising future growth parameters, the Strategy recommends a combination of the following settlement approaches (the costs and benefits of each settlement approach are outlined in **Tables 5.1** and **5.2**):

- Short-term – Compact City: Focuses on urban consolidation in existing urban areas, with little expansion of additional zoned residential areas and no additional rural residential development; and
- Long-term – Expanded City: Focuses on a balance of some expansion of residential and rural residential zones, and consolidation in some existing urban areas.

Table 5.1: Cost-Benefit Analysis of the Compact City Approach

Factor	Costs and Benefits
Overview	<ul style="list-style-type: none"> • Minimal expansion with focus on urban consolidation
Urban Consolidation	<ul style="list-style-type: none"> • Increased dwelling mix and increased density targets • No further rural residential development
Social Costs and Benefits	<p>Benefits</p> <ul style="list-style-type: none"> • Improved access to services • Best utilisation of social services • Increased choice of housing stock • Unlikely to result in social isolation • Public transport most viable • Less reliance on private vehicles • Reduces pressure on local roads <p>Costs</p> <ul style="list-style-type: none"> • Likely to alter the visual amenity of urban areas • Maintains status quo in outlying areas
Economic Costs and Benefits	<p>Benefits</p> <ul style="list-style-type: none"> • Business centre likely to achieve a string vitality with development • Easiest option to service • Use of existing infrastructure where it has capacity <p>Costs</p> <ul style="list-style-type: none"> • Local development industry not geared toward this development • Places pressure on existing infrastructure • Land may be less affordable • Potential increase in housing costs over time
Environmental Costs and Benefits	<p>Benefits</p> <ul style="list-style-type: none"> • Less use of private car results in less air pollution, traffic, noise etc • Arrests urban sprawl and subsequent environmental issues • Relieves impacts in village areas • Minimal land clearing • Most energy efficient • Minimal pressure on high class agricultural land <p>Costs</p> <ul style="list-style-type: none"> • Concentrates impacts in urban development areas • More expensive to maintain open space • More likely able to maintain a green backdrop to the city

Source: AECgroup

Table 5.2: Cost-Benefit Analysis of the Expanded City Approach

Factor	Costs and Benefits
Overview	<ul style="list-style-type: none"> Some expansion with some urban consolidation
Urban Consolidation	<ul style="list-style-type: none"> Some infill development
Social Costs and Benefits	<p>Benefits</p> <ul style="list-style-type: none"> Satisfactory access to open space Adequate access to social services Adequate utilisation of social services <p>Costs</p> <ul style="list-style-type: none"> Public transport only partly viable Requires reliance on private vehicles Some pressure for change in existing urban areas Some potential for limited rural residential development Maintains status quo for rural villages
Economic Costs and Benefits	<p>Benefits</p> <ul style="list-style-type: none"> Maintains viability for business centres Can ease increases in land prices Can be adequately serviced Allows use of existing infrastructure where it has capacity Local development industry geared toward this development Land prices may stabilise More business opportunities in outlying areas <p>Costs</p> <ul style="list-style-type: none"> May require additional upgrading of infrastructure services Additional infrastructure required to service development
Environmental Costs and Benefits	<p>Benefits</p> <ul style="list-style-type: none"> Limited urban sprawl and subsequent environmental issues More energy efficient than dispersed option <p>Costs</p> <ul style="list-style-type: none"> Maintains use of private car resulting in environmental pressures Some pressures on agricultural land Some land clearing Some impacts in urban development areas Some development impacts on open space Some potential impact in catchment areas (e.g. sewerage systems) May not allow maintenance of green backdrop to city

Source: AECgroup

5.2 Strategy Direction, Actions and Recommendations

The following summarises the planning context, direction and recommended actions outlined by the Burnie Settlement and Investment Strategy:

- Population and housing strategy:** There are currently around 600 residential lots in the development pipeline in Burnie including Brickport Road and Malonga Heights. This supply of residential land will be adequate to meet growth in the short term and provide a lead time for Council to monitor population growth, take-up trends and housing affordability before considering further development areas. Future trigger points for new development approvals or rezoning can be devised based on population growth and development timeframes. This will ensure sustainable development, a continuing mix of diverse but quality residential product, and available land so as to not unnecessarily upwardly impact vacant land prices. This approach also provides an incentive to encourage consolidation in existing urban areas through redevelopment and increased densities to respond to trends toward units and smaller dwellings. In the long-term, assuming trigger points are reached based on population and dwelling growth and take-up, new release areas consistent with an expanded city approach could be considered whereby the first release areas are those that represent a logical extension to the urban footprint and will improve

Burnie's range of residential options. The medium-to-long term new release areas would include Freers Farm, Mooreville and Three Mile Land Roads, the remainder of the Singline Estate, and rural residential at Camdale and Heybridge. The following residential development strategy actions are recommended for Burnie:

- Monitor existing development pipeline
 - Establish a trigger point for additional residential land release
 - Establish a long term residential land release strategy
 - Rezone industrial zoned land at Singline Estate to Residential A
 - Consider Cooe Land Use Strategy and Cooe Point development potential
 - Identify redevelopment and infill opportunities in existing urban footprint
 - Consider demand for student housing
 - Create partnerships for future Housing Commission development
 - Review residential policy in the Central Business District;
- **Retail strategy:** Burnie is the leading retail node in North-West Tasmania reflected by its retail mix, major anchor tenants, development activity, trade area penetration and market share. The retail sector has traditionally been almost wholly contained in the CBD, including larger format retail uses. The local retail sector is expected to record significant growth over the next 20 years in line with regional population growth and a consolidation of Burnie's regional role. There are a number of opportunities to improve the retail supply although new development will need to be balanced against the viability of existing independent retailers to ensure new development is sustainable. The CBD provides the preferred location for new retail development and there are already clear sub-precincts emerging. Future dining and entertainment functions should be encouraged toward the Waterfront. New bulky goods development should be encouraged toward the south end of the CBD and South Burnie. In terms of other commercial locations in Burnie, the Strategy discourages the provision of any new supermarket-based shopping centres to serve local communities in favour of consolidation of retail in the CBD. The following retail development strategy actions are recommended for Burnie:
 - Consider the projected demand as sustainable development benchmarks
 - Prepare a CBD master plan with precinct planning
 - Identify and study specific redevelopment sites in the CBD
 - Manage the introduction of the planned Bay Renaissance retail development
 - Review car parking ratios and planning strategy
 - Develop an entire Waterfront precinct plan
 - Consider strategies to filter out undesirable land uses in the CBD
 - Encourage reinvestment in the Upper Burnie shopping precinct
 - Direct large format retail to the Southern end of CBD and South Burnie
 - Complete EOI process for southern CBD triangle
 - Restrict commercial development in industrial zones
 - Plan for new retail centres to serve local neighbourhoods;
 - **Commercial office strategy:** The commercial office sector is a significant component of Burnie's business, service and employment mix and integral to Burnie's regional role. There is significant government representation in Burnie although additional demand from this sector is likely to be minimal with most agencies already represented. The population growth of Burnie and its region will demand further commercial and professional services, although there is likely to be a period of short-term consolidation achieved through economies of scale. A further potential growth area is office space for ageing population service providers and call centres. There is notionally enough existing office space in the CBD to accommodate future growth in the next 20 years although much of this space is located in old and vacant upper floors of existing buildings which face feasibility issues to be redeveloped. However, policies to encourage this redevelopment could be implemented to make use of existing buildings to concentrate future supply, improve investment outcomes and amenity of the buildings. Unless this strategy is pursued there will never be efficient use of these buildings or reinvestment in their presentation and appearance. This strategy will need to be balanced against the need to provide quality office space and ensure attractiveness to new businesses interested in the region. Further small local service based businesses should be provided with small commercial zones to locate in

areas outside the CBD such as Upper Burnie and Cooee. The following commercial office strategy actions are recommended for Burnie:

- Reinforce Burnie as region's leading administration and commercial centre
 - Restrict major commercial office development to the CBD
 - Ensure local service based businesses are provided with commercial zones
 - Promote the use and redevelopment of existing office buildings
 - Identify tenants that could be suited to above-ground office space
 - Allow new buildings where redevelopment of existing buildings is unfeasible
 - Consider incentive policy to encourage redevelopment of existing buildings
 - Replace low quality office with higher quality office space where possible;
- **Industrial lands strategy:** The industrial land strategy represents the starting point for addressing many of the existing conflicting land issues in the mixed activity areas such as Camdale, Cooee, South Burnie and Wivenhoe. Ultimately, any industrial land strategy in Burnie needs to resolve and/or minimize existing land use conflicts. Providing appropriate industrial land with low impact for future development would present the market opportunity for existing businesses to relocate into better space. This will provide the environment to attract new industry and investment to drive employment outcomes for the region. The industrial land market has already been the focus of significant and detailed investigations in recent times, including the *Burnie Industrial Land Strategy: A Discussion Paper* (November 2005) and the *Industrial Land Use Project* (July 2006). The first was specific to Burnie. The second provides a regional perspective across the Burnie, Central Coast and Waratah-Wynyard Councils. The recent work has identified four sites for large-scale and more contemporary development in Burnie. Each site provides development potential, site profile and linkages with necessary transport infrastructure. This Strategy recommends that future development, including local-service based light industries and strategic export industries, be shifted to one of the four strategic sites, industrial uses be phased out from Cooee and South Burnie and encouraging Wivenhoe to be developed as a single purpose industrial area. The following industrial land development strategy actions are recommended for Burnie:
 - Locate port-related transport uses at the Port
 - Locate local service and support industries at Heybridge
 - Locate manufacturing and processing industries at South Burnie Paper Mill
 - Site consolidation and conversion of residential to industrial at Wivenhoe
 - Monitor efficient land use and occupation
 - Relocation of industrial businesses from undesirable areas;
 - **Community strategy:** A review of community facilities indicates Burnie is significantly endowed with cultural and recreational infrastructure, including a well-established Civic Precinct. There are no observed service gaps and it is anticipated the current supply would meet the needs of each of the future growth scenarios. The key issue for community facilities is instead improved financial self-sufficiency and operational performance (with positive benefits for the community in each respect). Consideration should be given to potential rationalisation of services where possible and strategies to increase user revenue. Education and health services are key regional drivers for Burnie. The changing demographics of the population will place additional pressure on health services and aged care facilities, and further development will be required in these areas. On the other hand, a decline in the number of young and school-age children will mean no additional supply is required in these infrastructure categories over the planning period. There is significant open space and land already allocated to sport and recreation facilities.
 - **Tourism strategy:** The tourism market in Burnie is fairly immature, partly due to a lack of tourism product and accommodation capable of establishing the area as a tourism destination. Ongoing investment, sustained economic performance and the results of tourism development and marketing, are expected to positively impact the demand for business and leisure travel to Burnie. The feasible development of new tourism accommodation would, however, require a structural shift in the market which will need to be encouraged in conjunction with investment in tourism attractions/product. It is recommended new accommodation be encouraged to locate

in the CBD, along the Waterfront and possibly Cooee Point. Tourism-related infrastructure is already well developed in Burnie. The following planning principles are established to guide future tourism development in Burnie:

- Future tourism development should increase the profile of Burnie
 - Look at opportunities to grow demand in the conference and events market
 - New development would improve the appeal of Burnie as a tourist destination
 - Tourism product should promote the natural assets of the region
 - The Waterfront and Cooee Point offer tourism development potential
 - Tourism product should be located close to visitor amenities and services
 - Tourism should continue to form part of the transport planning process
 - A new branded hotel should be encouraged in Burnie
 - Existing operators provided with an incentive to reinvest;
- **Central Business District:** The CBD has developed over a lengthy period of time and is the focus of retail, commercial, administrative, cultural and recreational functions in Burnie and the broader North-West region. The size of the CBD has enabled the retail and commercial markets to remain fairly centralised in Burnie. The future growth of the region though will necessitate further development and redevelopment in the CBD. Preference should be given to the redevelopment and maximum utilisation of existing buildings where possible, particularly in the commercial office sector. Retail development should be focussed on higher order and convenience retail categories, with large format warehousing and bulky goods stores gradually shifted toward nearby South Burnie where such a cluster is developing. Residential development should be encouraged in the CBD to improve vibrancy, living options and provide an additional market for CBD traders. New developments will need to be integrated where possible with existing areas in the CBD so as to not fragment the market and create competing destinations. There is some evidence of an orderly land use pattern emerging in the CBD and this should continue to be encouraged through precinct definition strategies. New sites for development should be identified and taken to market where appropriate. Car parking provision must remain central to future planning. The Waterfront represents the main development opportunity for the CBD and will need to be appropriately integrated to deliver fully the intended benefits. There are some undesirable uses on prime CBD sites that need to be encouraged to relocate into industrial areas.
 - **Camdale:** Camdale is a mixed activity area comprising industrial, commercial and residential uses. The industrial and commercial could be described as “ribbon” development along the Highway. It is recommended Camdale be transformed over time into a single purpose residential settlement and areas of industrial land be zoned to residential to accommodate future residential expansion and infill. This would require the relocation of commercial and industrial uses from Camdale to suitable areas identified in the Industrial Lands Strategy. This would reduce fragmentation in these markets and open up new residential product in a well-positioned coastal location. There would also be benefits for transport planning and truck movements along the Bass Highway. It is considered the industrial uses in Camdale are not required to meet local service requirements, and it is suggested these local service industrial needs for Camdale could be adequately accommodated within Burnie proper in the interests of concentrating land uses and given the relative short distance between the centres. Any further development of industrial and commercial facilities would further fragment the market and limit possible synergies for businesses, employment and planning in Burnie. It is recommended the rural-residential land on the southern side of Camdale be retained for rural-residential development only.
 - **Cooee:** The recommendation from the *Cooee Land Use Strategy* is to protect residentially zoned land by resisting encroachment from other uses, contain commercial uses to the Bass Highway strip, and rezone areas of industrial land to residential to accommodate future residential expansion and infill. In terms of Cooee Point, the recommendation is for the area to be retained as open space, with a preference away from residential or tourist accommodation development. The *Cooee Land Use Strategy* does suggest complementary activities such as a café, bar or restaurant could be developed at the Point. The Settlement and Investment Strategy

considers Cooe Point to have greater mixed use development potential in terms of residential units, tourist and commercial development, presenting a clear masterplanning opportunity that caters to these uses. Small-scale higher-density development in the area would accommodate a growing trend toward unit development and provide a leading residential product planned in coordination with community and open space facilities to create a strong community asset.

- South Burnie:** South Burnie is a mixed activity precinct mainly comprising commercial, light industrial and residential development. South Burnie is identified as the preferred location for new large format retailing and for the gradual relocation of warehouses and bulky goods stores from the CBD. The South Burnie Bowls Club site provides a development opportunity, as does the Australia Post site adjacent to the Harvey Norman Centre. The clustering of future bulky goods stores into a homemaker centre precinct would be beneficial to consumers, retailers and Council planning. The provision of suitable industrial land elsewhere in Burnie would provide an incentive for the relocation of these uses over time although there remains a role for light industrial and local service based industries in South Burnie.
- Upper Burnie:** Upper Burnie should continue to play its role as the local commercial centre for the southern (upland) parts of the City. This role should be a local role and not impinge on the regional and higher order role of the CBD. Reinvestment should be encouraged in the commercial precinct to improve amenity and strengthen the neighbourhood role played by the centre.
- Wivenhoe:** Wivenhoe is perhaps the most disaggregated mixed activity precinct in Burnie and comprises light, general and heavy industrial and residential development. The preferred strategy is for Wivenhoe to assume an industry only role over time. Some of the major industrial sites being investigated for future development are located alongside the suburb. In 2001 there were 238 persons living in Wivenhoe across around 110 lots. There is the opportunity for Council to undertake site consolidation techniques to establish larger lots for industrial businesses. Wivenhoe is removed from other settlements and therefore further industry development will not magnify any conflicting land uses. The area's location relative to transport infrastructure and on the flat land of the coastal plain makes it a preferred location of industrial uses. Therefore, the strategy for Wivenhoe is the opposite of Cooe in that residential uses should be converted to industrial. Council will need to formalise industrial boundaries in this area to facilitate the process. Council would need to present its plans for Wivenhoe to the community and gather feedback, and then consider residential alternatives for residents.
- Rural and natural resources strategy:** The *Cradle Coast Natural Resource Management Strategy* was prepared to maintain and enhance the region's natural resource assets, not only for their sustainable use in agriculture, forestry, fisheries, recreation and tourism, but also to maintain their ecosystem services and other values. The key guiding principle for natural resource management should be to recognise the importance of the Region's natural environment and natural resources to its economy, character, scenery and cultural values. Future planning schemes should protect these areas from future urban and rural residential development.
- Transport strategy:** Burnie is developing as a transport hub for the North-West Coast of Tasmania. The capacity of the region's strategic transport infrastructure and services has been adequate in handling the region's demand over the past 20 years. The region's transport network is considered a key competitive advantage of the region, providing a key driver for the location of major industry in the region and the impetus for the spread settlement pattern along the northern coastline. All areas and industries have access to commercially provided land, sea and air freight services. However, the region could still be considered somewhat isolated from capital cities, requiring a 3 ½ hours drive from Hobart and a 1 hour flight across Bass Strait to reach Melbourne. The *Cradle Coast Integrated Transport Strategy (2006)* provides a future strategic direction for the region's transport infrastructure and its findings and comments have been referred to in the sections below. The Strategy attempts to also link transport and land use planning principles. The key themes covered by the strategy were accessibility, road safety, tourism, resource industries and industrial

areas, linear infrastructure and freight, and marine and aviation transport issues. This strategy recommends the further development of a local transport plan.

- **Infrastructure services strategy:** Government, along with some large private providers, is generally responsible for the provision of infrastructure services such as electricity and power, gas, sewerage, waste management and telecommunications. New development and industry, particularly extensions to the urban footprint, and broad increases in the local population, generally requires investment in these services to ensure capacity and reliance. The electricity infrastructure and supply to the region is considered capable of meeting future demand. The added natural gas infrastructure in the region will provide an alternative energy source for Burnie's residential and commercial communities. The newly constructed wastewater treatment plant provides Burnie with extra capacity to accommodate future growth. Council has in place a Waste Management Strategy that will need to be reviewed with changing settlement patterns.

6. Settlement Character & Design Strategy

6.1 Background

Burnie's various settlements, including the CBD, have developed a distinct character reflecting their historical development in a temperate landscape. In particular, the coastal areas of Burnie are valued highly by the community because of their scenic appeal and lifestyle opportunities. Many of the smaller inland settlements have values and character attributes based on their settings in rural landscapes. The Burnie CBD, in particular, boasts a large range of historic and heritage style buildings that represent key character statements for the region and points of difference from other settlements.

6.2 Strategic Considerations

It is important in any future planning that the essential elements of these values and character be captured and understood so that new development will be sympathetic to it. Making character and design guidance available to developers and decision-makers will result in higher quality development responsive to the region's climate, natural features, landscape and scenic values.

As Burnie continues to grow, it will be necessary for the character of the area to evolve to reflect other demands such as the need for jobs, better services and need to provide a range of housing types appropriate for the region. These issues, demands and requirements are identified and quantified in this Strategy.

However, this evolution should not be at the expense of the underlying coastal values of the region, and should define and enhance the coastal values by offering greater opportunities to preserve and protect important environmental and scenic landscapes. Increased densities in existing urban areas are one method of achieving these goals.

Ensuring that the character of the coast is reflected in subdivision patterns, the identification of public domain areas and building controls relies on an understanding of the environmental, social and economic factors that define urban areas.

6.3 Planning Principles and Strategy Actions

The following planning principles are established to guide future settlement character and design in Burnie over the next 20 years:

- A range of land uses to provide the right mix of houses, jobs, open space, recreational space and green space;
- Easy access (including public transport where viable) to major centres with a full range of shops, recreational facilities and services;
- Jobs available locally and regionally, reducing travel times and the demand for transport services;
- Streets and suburbs planned so that residents can walk to shops for daily needs;
- A wide range of housing choices should be provided for different needs and incomes. Traditional houses on their own block will be available along with smaller homes, units and terraces for older people and young couples and singles;
- Conservation lands in and around development sites should be provided for to help protect biodiversity and provide open space for recreation;
- New buildings should be designed to maximise accessibility for changing demographic trends and alternative future uses;

- New development should be designed to respond to the temperate climate of the Region through best practice energy efficient design, landscaping and materials;
- Land use and transport planning should be integrated to minimise the need to travel, and to encourage energy and resource efficiency;
- New development should be designed to reflect and enhance the natural, cultural, visual and built character and values of the local and regional landscape;
- New and changing urban areas should provide access to natural features such as the coastal foreshore and riparian lands, consistent with maintaining ecological values;
- New and changing settlement areas should incorporate open space that is accessible to the public which provides opportunities for recreation, nature conservation, social interaction, and visual enhancement and amenity;
- Ensure consistency with State Government planning guidelines.
- Council to prepare desired character statements for each locality and include provisions in the development control plan to ensure new development enhances the desired character and is based on the planning principles;
- Building heights are to be established to reflect the future form and function of the settlement, and manage visual impacts in urban and coastal areas;
- Future built form is to reflect the existing positive design aspects of character, streetscape and landscape;
- New development should include a range of well-designed housing choices and an urban form based on 'neighbourhood planning principles', which maximise pedestrian access across the settlement areas, and provide access to services and facilities;
- Plan for a network of open space within and between settlements should cater for recreation, nature conservation and social interaction; and
- Conservation of the environmental heritage of the region should be promoted, including historic streetscapes and places of heritage significance.

7. Population and Housing Strategy

7.1 Definition

Residential development includes dwellings of all types such as:

- Separate houses;
- Semi detached houses;
- Flats, units and apartments; and
- Other dwellings.

The zones that incorporate residential uses in the Planning Scheme are:

- Residential A (land for low to medium density development);
- Reserved residential/deferred urban (land for potential urban uses);
- Residential B (land for rural and semi-rural development);
- Residential C (land for higher density apartments and cluster housing); and
- Village (land for living in small urban settlements).

7.2 Background

The following strategic considerations apply for future residential development:

- There are presently around 8,000 occupied dwellings in Burnie housing approximately 19,217 persons, equating to an average household size of around 2.40. In 2001 there was a rising dwelling vacancy rate of 10.1%.
- There is a relatively high proportion of separate houses in Burnie (90%) reflecting the significance of low to medium density development (Residential A zone). Compared with Tasmania, Burnie records a low proportion of separate and semi-detached houses but a high proportion of flats, units and apartments.
- Since 1996 there has been an increasing proportion of households living in semi-detached housing and units, flats and apartments in Burnie. Residential building approvals since 2001 indicate 16% of new dwellings were flats, units and apartments, evidencing an increasing trend toward smaller dwellings.
- There is a relatively higher proportion of households renting in Burnie, and this proportion increased between 1991 and 2001. There is also a higher proportion (9.9% in 2001) of households living in State Housing Commission properties.
- Burnie recorded an average of 40-50 residential lot approvals per annum over the past 8 years, with the majority of activity occurring in 2003 and 2004 during the recent property upswing. There has been significant price growth in vacant land over the past five years, with mainland investors driving much of the recent boom.
- There have been an average of 50-60 new dwelling building approvals in Burnie in each of the past 5 years, with new houses accounting for an average of 84% of the total. Building demand has remained fairly even for the past three years.
- Dwelling prices have also increased significantly following the recent investor-driven boom although activity has slowed in the past year. House sales rates have dropped to 15-20 per month after reaching highs of 100-150 per month in 2003. Rents have not kept pace with asset price growth and gross rental returns have declined.
- The median house price in Burnie (\$180,000 in the June Qtr 2006) remains below most other areas in Tasmania, although price growth in Burnie has been significantly stronger than State benchmarks, meaning housing affordability is reducing.

7.3 Strategic Considerations

- The future residential development strategy must consider the following issues:
 - New dwellings and land required – associated with population/employment growth, changing household size, development density and take-up rates;
 - Type of new dwellings and land required – associated with changing demographics, current supply, development trends and take-up rates;
 - Location of new dwellings and land required – associated with development opportunities, land availability, land use pattern, and infrastructure services;
 - Timing of new development and land release – associated with development and take-up rates, housing affordability and diversity of product;
 - Pricing and affordability of new dwellings and land – associated with land release, macroeconomics, quality and diversity of product, and take-up rates;
 - Gross rental and investor returns from new dwellings – associated with dwelling prices, rental demand and the rental vacancy rate; and
 - Quality and diversity of new dwellings and land – associated with the standard of development, developers and development opportunities.
- The demand parameters for future residential development are outlined in **Table 7.1**. Based on average development density of 12 dwellings per hectare for new houses and 25 dwellings per hectare for new units, there is estimated demand for an additional 40-160 hectares of residential land in Burnie over the next 20 years. The medium scenario projects total demand for an additional 92 hectares of residential land, of which 81 could be for new house lots and 11 for unit developments.

Table 7.1: Projected Indicative Residential Land Demand by Type (hectares), Burnie

	Low	Medium	High
Projected Land for New Houses			
2011	16	24	40
2016	27	47	80
2021	34	66	120
2026	36	81	158
Projected Land for New Units, Flats & Apartments			
2011	1	2	3
2016	3	5	8
2021	4	8	15
2026	4	11	22

Source: AECgroup

- The future supply of residential land in Burnie can be divided into:
 - Current residential development in the pipeline;
 - Undeveloped (or vacant) residential and rural residential zoned land;
 - Reserved residential/deferred urban zoned land;
 - Rezoning of other land;
 - Redevelopment/infill development potential in existing urban areas; and/or
 - Conversions of mixed activity areas to single use residential precincts.
- There are currently almost 600 residential lots estimated in the development pipeline, dominated by Brickport Road (250 lots), Malonga Heights (250 lots) and two other parcels nearing the end of the scheme amendment process (80 lots). On the basis of projected housing demand, this supply could be adequate through to 2016 under the medium scenario though this excludes the other strategic considerations above.

- In addition to this current development pipeline, there is an additional 329 hectares of residential land capable of catering for future housing development (see **Table 7.2**). Freers Farm (231 hectares of which 100 is already zoned for residential) dominates this land supply. The figures also include 10.78 hectares at the Singline Estate which is currently zoned industrial but represents a logical extension to the residential footprint. The analysis does not include existing small lot subdivision area along East Cam Road which could be developed more intensively for residential development although an extension to infrastructure services would be required. There are also a further 90 rural-residential lots proposed at Heybridge.

Table 7.2: Future Residential Development Potential in Burnie

Land Parcel	Zoning	Ha
Freers Farm	Residential, Open Space, Rural Residential	231.00
Camdale	Rural Residential	28.00
Heybridge	Rural Residential	N/a
Shepton Park	Residential	24.37
Bolland's Estate	Residential	9.50
Mooreville and Three Mile Line Rds	Residential, Reserved Residential	25.35
Singline Estate	Industrial Zone	10.78
Total		329.00

Source: Burnie Council, AECgroup

- In addition to this land supply, other residential development opportunities exist:
 - Redevelopment/infill development potential in existing urban areas in areas such as the Central Business District, the Waterfront, Residential C zones, Cooe Point and areas such as Cunningham Street in South Burnie.
 - Conversions of mixed activity areas to single use residential precincts including Camdale, Cooee and South Burnie. The *Cooee Land Use Strategy* recommends the conversion of industrial properties to residential uses. This strategy could be used at other mixed activity precincts but would need to be preceded by the provision of new and appropriate industrial land elsewhere.
- A summary of residential supply and demand indicates there is sufficient dedicated residential land in Burnie to cater for each future growth scenario. Therefore, the future residential development strategy will need to carefully consider the need for new residential release areas to avoid unnecessary dispersion/urban sprawl and to achieve best practice planning outcomes from a triple bottom line perspective.

7.4 Planning Principles

The following planning principles are established to guide future residential development in Burnie over the next 20 years, some of which are the same or consistent with the intentions of the residential zones outlined in the Burnie Planning Scheme 1989:

- Future residential development in Burnie to adequately cater for projected demand and ultimately position Burnie as a leading residential location and place to live;
- The future approval of new residential development to consider projected population growth, changing demographics, take-up rates, development trends, prices and affordability, and the quality and diversity of available residential product;
- Higher density residential development should be consolidated and encouraged in existing urban areas through redevelopment/infill close to community services;
- Proposals for residential development and rezoning should be given priority in areas with existing services rather than the opening up of new land;

- Suitable vacant residential zoned land to be encouraged to be developed where infrastructure services are available in line with project demand parameters;
- Further residential development and zones should only be permitted in areas where there will be no conflict with existing industrial, commercial or agricultural uses;
- An appropriate supply of residential land should be released to the market to ensure diversity in the residential product mix, no unnecessary upward impact on prices and that there are suitable and affordable residential living options provided to meet the needs of all socio-economic groups and home buyer target markets;
- New land release areas must have access secured to water, power, gas and roads through liaison with regional providers and negotiation between relevant parties;
- Not allow development land that is unsuitable due to any environmental hazard or sensitivity unless an assessment of the risk has been made and is considered to be minor or alternatively provision is made for the control of that hazard;
- Not include for development land which has conservation value or which has heritage, environmental or cultural significance; and
- Encourage development with regard for landscape values, scenic values and amenity.

7.5 Strategy Actions

The following residential development strategy actions are recommended for Burnie:

- Monitor existing development pipeline:
 - There are currently 600 residential lots in the development pipeline across a range of sites, including product at different price points and positions. At current sales rates, this supply would be sufficient for the next 12 years. However, growth is expected to increase and this supply would be sufficient for the next 10 years only under the medium growth scenario and 5-6 years under the high growth scenario. Therefore, in the short-term, Council needs to monitor the take-up of this land given a recent slowing in the market. At the same time, property price growth needs to also be monitored.
- Establish a trigger point for additional residential land release:
 - Given the significant amount of residential development already in the pipeline, Council needs to establish a trigger point for the approval of additional residential development or zones. This will ensure a flexible and market forces led approach to future planning. As an example, under the medium and high growth scenarios, there is projected demand for around 60-100 new lots each year over the next 5-10 years. Therefore, assuming a development timeframe of 2-3 years for an approved development, this means an example trigger point could be 50% take-up of the existing development pipeline before the approval of new development to ensure at least 300 lots remain available on the market at any one time.
- Establish a long term residential land release strategy:
 - Based on the trigger points established above and Council's monitoring of land supply and take-up, a release strategy needs to be developed. This Strategy outlines the following approach consistent with the planning principles established earlier:
 - Preference for residential development on vacant residential zoned land in the medium-to-long terms at Shepton Park, Bolland's Estate, and Mooreville and Three Mile Lane Roads (43.8 hectares in total).

- Monitor availability of rural residential land throughout Burnie and consider Camdale and Heybridge for the future short-to-medium supplies of rural residential with capability of 118 one-hectare lots.
- Retain residential land at Freers Farm (100 hectares) and Mooreville and Three Mile Land Roads (15.35 hectares) in reserve to accommodate long-term growth if market forces require their release. Freers Farm could be considered for the medium-to-long term rural residential land supply after Camdale.
- Rezone industrial zoned land at Singline Estate to Residential A:
 - The Singline Estate has been one of the prominent residential subdivisions in recent times but is nearing completion. The 10.78 hectares of industrial zoned land on its perimeter provides limited industrial development potential and would also create a further situation of land use conflict, as has been the case elsewhere in Burnie. Rezoning the area to residential represents a logical move and medium term extension to the residential footprint.
- Consider Cooee Land Use Strategy and Cooee Point development potential:
 - The recommendation from the *Cooee Land Use Strategy* is to protect residentially zoned land by resiting encroachment by other uses, contain commercial uses to the Bass Highway strip and rezone areas of industrial land to residential to accommodate future residential expansion and infill. There are presently 14 industrial lots located in Cooee that would represent rezoning opportunities. In terms of Cooee Point, the recommendation is for the area to be retained as open space, with a preference away from residential or tourist accommodation development. The *Cooee Land Use Strategy* does suggest complementary activities such as a café, bar or restaurant could be developed at the Point. The Settlement and Investment Strategy considers Cooee Point to have greater mixed use development potential in terms of residential units, tourist and commercial development, presenting a clear masterplanning opportunity that caters to these uses. Small-scale higher-density development in the area would accommodate a growing trend toward unit development and provide a leading residential product planned in coordination with community and open space facilities to create a strong community asset. The site represents one of the clearest opportunities for premium Greenfield unit development in Burnie.
- Identify redevelopment and infill opportunities in existing urban footprint:
 - Consistent with the planning principles established, Council (with the market) needs to actively identify redevelopment and infill opportunities within the existing urban footprint to promote more efficient land use. There is presently limited higher density development in Burnie. The trend toward unit development is likely to increase placing more focus on the Residential C zone to accommodate such growth. The CBD and Waterfront represent opportunities to provide new unit developments close to community facilities and services. Other potential mixed density development sites need to be identified, or encouraged where development intent becomes apparent. This Strategy does not recommend the conversion of industrial and commercial uses from South Burnie. This area is favoured as a future commercial node.
- Consider demand for student housing:
 - The North-West University Campus already provides student housing, as does Hellyer College. The doubling in size of the University Campus will require additions to student accommodation. An appropriate amount of student housing should be provided onsite as per the University's demand projections and consideration for affordable student accommodation in the mainstream areas of Burnie close to the education precincts on the western side.

- Create partnerships for future Housing Commission development:
 - Burnie records a relatively high percentage of people living in Housing Authority properties. To meet future demand (which is declining in relative terms), encouragement should be given to partnerships between Housing Tasmania and private developers (with a set investment return guarantee) to deliver affordable housing to this market and lower socio-economic groups.
- Review residential policy in the Central Business District:
 - Increased residential densities in CBDs can significantly improve their performance, vibrancy, security and community significance. Based on a trend toward unit development and smaller dwellings, the need for consolidation in the urban footprint around existing community facilities and purposes, and the opportunity to provide an additional market to CBD traders, it is recommended Council review its incentives/encouragement for residential in the CBD. Residential uses are not currently prohibited in the CBD but it is not identified as an objective of the Central Business zone. There are already a large number of vacant upper floors in CBD buildings that may provide potential for alternative uses like residential.

7.6 Council Investment Implications

The main investment implication for Council in regard to the residential development strategy is the provision of infrastructure services. The following planning principles and strategy is recommended for associated infrastructure services:

- Communities should be self-sufficient for sewerage, stormwater treatment, water supply and reuse. The recommended release areas represent natural extensions to the urban footprint but will require negotiation with developers in regard to the funding of essential infrastructure services. The Tasmanian State Government is currently reviewing its infrastructure charging arrangements and it is recommended a nexus between the New South Wales Section 94 Contribution Plan and current arrangements which see Council working in partnership with developers;
- Infrastructure should be designed so as to minimise interference with the natural water cycle. Burnie has a secure water supply which is a competitive advantage. The release of new urban areas in the framework outlined above may require a review of Council's Water Strategy and distribution system. Council's wastewater infrastructure will need to be monitored in terms of capacity utilisation;
- Infrastructure should be provided at a scale and in such a way as to maximise efficiency of resource use. The planning by State service providers and Councils should address the need for human services which arise from development. The Settlement and Investment Strategy provides a framework to ensure required investment across a range of infrastructure is catered for;
- Public transport needs to be considered in planning and urban design. With an ageing population and the impact of other economic factors, better public transport links should be provided between and within towns and settlements to allow better access to a wider range of human services; and
- Further residential development along the Bass Highway to the west of Burnie will require an upgrade of the Highway and the Camdale Bridge to handle anticipated traffic loads. This should be considered as part of a Local Transport Plan which is consistent with the broader Cradle Coast Integrated Transport Strategy.

8. Retail Sector Strategy

8.1 Definition

Retailing generally includes premises selling the following types of merchandise:

- Groceries & specialty food;
- Food & liquor catering (including restaurants, cafes and take-aways);
- Clothing & accessories;
- Furniture, housewares & appliances;
- Recreation & entertainment equipment;
- Garden & hardware goods; and
- Other goods & personal services.

8.2 Background

The following strategic considerations apply for future retail development:

- Burnie has positioned itself as the leading retail and commercial node in North-West Tasmania ahead of Devonport. This increasing profile and range of services is decreasing the amount of shopping leakage that has traditionally occurred to the next largest regional centre in Northern Tasmania: Launceston.
- Most major retailers are represented in Burnie's CBD, including Woolworths, Coles, Kmart, Target, Harris Scarfe and Best & Less. There are, however, limited clothing chains, perhaps a reflection of the prominence of the 4 discount department stores. The only major standalone shopping centre is Burnie Centro Plaza, which is currently undergoing redevelopment.
- Most retail operators are located in the central blocks of the CBD and along Wilson Street. Warehouses and some larger format retailers are located on the southern most blocks of the CBD toward the Bass Highway. The major retailers outside of the CBD include Harvey Norman, Spotlight and Supa Cheap Auto in South Burnie. The most prominent other retail locations outside of the CBD include Bathurst Street in Upper Burnie (anchored by a Woolworths supermarket), the Hilltop Shopping Centre near Shorewell, and strip retail along the Bass Highway at Cooee.
- The AECgroup's floorspace survey in August 2006 estimated total retail floorspace of 67,710sqm in Burnie, with the majority (53,480sqm, or 78.9%) located in the CBD. The retail vacancy rate in Burnie is estimated at less than 4% which is a healthy average for a regional centre.
- Burnie's growth and currently buoyant economy is creating increased investment in retail facilities. In recent times, this has included the development of a new cinema in the CBD, redevelopment of the Centro Shopping Centre, redevelopment and expansion of the Woolworths in Upper Burnie, the construction of the new Harvey Norman Centre in South Burnie and the proposed development of a new shopping complex as part of the Bay Renaissance development. There is still development interest from a number of other national retailing franchises, including Bunnings. The key constraint is the location of suitable sites for larger scale development.
- Burnie's Main Trade Area extends east past Ulverstone and west past Wynyard, with 51,500 people living in the catchment, or 32,300 outside Burnie, in 2005. There was an estimated \$397.6 million in household retail expenditure in this Trade Area in 2006, \$142.0 million of which was from Burnie households. Average retail expenditure amongst the Trade Area is generally below benchmarks reflecting a higher unemployment, lower average household size and lower income.
- Based on assumptions regarding market share of the Main Trade Area's household expenditure occurring in Burnie, the total retail turnover recorded in Burnie is estimated at \$242.6 million in 2006, with almost equal contributions from Burnie

households and the balance of the Main Trade Area, with only 4% being contributed by visitors. Overall, it is estimated Burnie retailers capture 81% of Burnie household expenditure and 45.9% of expenditure elsewhere in the Trade Area.

- In terms of retail viability, the average retailing trading level is calculated as \$3,600/sqm, which is below benchmarks for similar regional centres of \$4,000/sqm and higher. The analysis for Burnie as a whole is consistent with individual trading information for the Centro Shopping Centre. Average trading levels are above national benchmarks in the groceries & specialty food, food & liquor catering and other retail and service categories, with trading levels lower across the other more discretionary retailing categories. The recent expansion of Harvey Norman has seemingly placed pressure on trading levels in the furniture and recreation sector.

8.3 Strategic Considerations

- The future retail development strategy must consider the following issues:
 - Sustainable development benchmarks: associated with projected population growth, shopping patterns, market share, turnover and trading levels;
 - Types of retail development: associated with the breakdown of retail spending by type, trading levels, and service gaps and consumer needs;
 - Timing of new development: associated with market performance, trading levels and development trigger points; and
 - Quality and diversity of retail product: associated with standards of development, developers, tenants and profitability.
- Burnie's total retail turnover is projected to increase from \$242.6 million in 2006 to \$288.8 million in 2026 based on medium projected household growth, an assumed 0.5% per annum increase in the real level of household retail expenditure, and assuming market share remains unchanged.
- Based on sustainable trading levels for new retail floorspace, the projected demand for net additional retail floorspace under the medium future growth scenario is estimated at 11,000sqm over the next 20 years in Burnie, with 3,200sqm required in the next 5 years alone. Any supply-led increase in market share could drive demand above this projection. This would include major new retailers that enhance multi-purpose shopping. This future demand for retail floorspace will be shared between the CBD, other commercial areas and new growth areas. Under a high population growth scenario, there would be demand for an additional 16,900sqm of retail floorspace over the next 20 years (see **Table 8.1**).

Table 8.1: Projected Cumulative Additional Retail Floorspace Demand in Burnie (sqm)

Retail Type	Low	Medium	High
Groceries & Specialty Food	1,400	2,200	3,500
Food and Liquor Catering	1,000	1,600	2,400
Clothing & Accessories	900	1,400	2,100
Furniture, Houseware & Appliances	1,300	2,000	3,100
Recreation & Entertainment Equipment	1,100	1,700	2,600
Garden & Hardware Goods	400	700	1,000
Other Goods & Personal Services	900	1,400	2,200
Total	7,000	11,000	16,900

Source: AECgroup

- Despite Burnie's significant retail supply, there are a number of service gaps identified by market analysis and research including the potential for a new supermarket, improved range of food & liquor catering, an increased range of specialty clothing chains to improve the retail range and decrease leakage, and garden & hardware goods, which is confirmed by the interest from Bunnings.

- Retail is mostly concentrated in the Burnie CBD and there has been relatively limited fragmentation into other retail areas (apart from the necessary supply of convenience retailing in suburban locations). This has meant all department stores, shopping centres, comparison shopping stores and even bulky goods and homewares stores have traditionally located in the CBD. The development of the Harvey Norman and Supa Cheap Auto Centre in South Burnie was the first major move by a CBD retailer out of the CBD following an EOI process by Council for the former hospital site.
- Burnie's CBD has developed over a significant amount of time and includes many different land uses, including some industrial uses such as service stations, motor vehicle repairs and warehouses. The ability for these uses to be relocated outside of the CBD would provide better opportunity to improve the retailing and commercial mix in the CBD Zone and the future character of the CBD and Waterfront by freeing up strategic sites for redevelopment. This is requisite on the provision of suitable alternative sites being made available for these undesirable uses.
- Three of the key focuses for future land use planning in the CBD will be precinct definition (or the ability to cluster similar retail types), connectivity between the precincts and car parking provision. There are some distinctive office, retail, health and cultural precincts emerging in the CBD.
- There is presently around 1,500sqm of vacant retail floorspace in the CBD which is considered suitable for future retail occupation, including the former Target site. Much of this space is located in ground floor shopfronts.
- The proposed mixed use development at the Bay Renaissance will include the development of a small upmarket shopping complex with an anticipated 7 national franchises. This development would address some of the service gaps noted above and the future demand for clothing stores in a reasonably sustainable way. However, the development will need to ensure it does not fragment the CBD by ensuring connectivity where possible.
- The redevelopment of the Burnie Centro Plaza will improve the scale and tenant range of the centre. There is the potential for an expansion of one of the CBD supermarkets to a full-scale supermarket.
- The suburban supply of convenience retailing is considered suitable although there are clear opportunities for the improvement of space in Bathurst Street and the Hilltop Shopping Centre. Any additional residential development in Cooee could generate demand for a small convenience centre.
- In terms of bulky goods and large format retailing, most of this is presently scattered across the CBD and, more recently, South Burnie. Like the industrial market, there is limited potential presently to establish a single dedicated bulky goods centre to cluster these activities. The new Harvey Norman and Supa Cheap Auto Centre in South Burnie remain accessible to the CBD. Cooee also records strip retail including many car saleyards. Given the land use needs for other large-format tenants in the industrial sector and the proposed relocation of industrial tenants from the CBD, it is considered future bulky goods uses could continue to be concentrated in the south end of CBD. However, there may not be a suitable site for a large-scale Bunnings in the CBD. South Burnie provides the preferred location for this size of development but would again be requisite on industrial uses being relocated or the availability of the Australia Post site behind the Harvey Norman Centre.
- The main development opportunity for the food and liquor catering sector (or hospitality retail) is the Waterfront. The Waterfront provides the opportunity for clustering of hospitality and entertainment businesses and to provide some orientation for the CBD toward the water. There is a limited range of cafes and restaurants in Burnie, partly a reflection of a smaller visitor market.

8.4 Planning Principles

The following planning principles are established to guide future retail development in Burnie over the next 20 years, many of which are the same or consistent with the intentions of the commercial zone outlined in the Burnie Planning Scheme 1989:

- Reinforce Burnie as the region's leading retail and commercial centre providing the leading supply of retail facilities and services;
- Encourage the orderly development of retail floorspace with a preference toward existing centres;
- Traditional retailing categories should be primarily permitted and encouraged to locate within the CBD;
- Develop a CBD Masterplan to define specific precincts for similar uses to enhance investor, urban design and traffic planning outcomes;
- Within the CBD, promote the use of existing buildings and redevelopment of existing areas into more intensive uses;
- Specific areas at the south end of the CBD and South Burnie are to be identified for bulky goods style retail development and warehousing. This form of development should be restricted in industrial zones and encouraged in commercial zones only;
- Other developments such as wholesale trading stores, car sales and farm equipment sales are to be encouraged to locate outside the CBD but within commercial zones and clustered where possible;
- Ensure any new retail development represents sustainable development in terms of market capacity and does not adversely impact trading levels elsewhere;
- New development should aim to enhance access to, and between, retail facilities, improving the potential for multi-purpose shopping trips to grow market share;
- Replacement of low quality retail with higher quality retail by encouraging landlords to increase reinvestment and encourage retail tenants to remain in Burnie;
- Maintain a retail and business centres hierarchy which meets the needs of target markets, and rationalises and strengthens existing commercial areas;
- Encourage the provision and distribution of local and neighbourhood shopping centres to serve local communities at a local level, ensuring these centres accord with future population distribution and respect the role of the CBD;
- Introduce design guidelines to improve the appearance and operation of future development, and to coordinate development where possible;
- Improve parking and access, customer service and the visual aesthetics of the retail offering in line with consumer requirements;
- Incorporate provisions from Council's Parking Strategy in the Planning Scheme regulating the provision of additional parking spaces for all new/intensified development; and
- Ensure new development is integrated with transport, public domain and infrastructure opportunities, and provision is made for gas, water and electricity.

8.5 Strategy Actions

The following retail development strategy actions are recommended for Burnie:

- Consider the projected demand as sustainable development benchmarks:
 - Council is advised to treat the projected demand estimates provided in this Strategy as the sustainable development benchmarks for the retail sector. The approval of new developments in excess of these benchmarks is likely to place pressure on the viability of all retailers unless the proponent can clearly demonstrate the ability to grow the size of the retail market. A performance-based approach is recommended depending on the track record of the developer and the monitoring of local retail trends.
- Prepare a CBD Masterplan with precinct planning:
 - Precinct planning is important to the functionality and sustainability of the CBD over time. Having designated precincts (and an internal structure) with function statements for development would improve certainty for investors, convenience, performance, competition, urban design and traffic movement. This process will require detailed planning through a master planning process to review zoning and planning controls, including the need for specific zones (not mixed use), building heights and floorspace ratios.
- Identify and study specific redevelopment sites in the CBD:
 - There are a number of potential development sites in the Burnie CBD that could be redeveloped to cater for the projected growth in retailing. This needs to be balanced with the goal of creating retail precincts, linkages between facilities and the more efficient use of existing building for higher intensity development. Council should begin a site identification process for redevelopment opportunities, including car parking locations, sites with undesirable uses such as service stations and light industrial uses, and underutilised sites in terms of development, occupancy or aesthetics. Retail development proposals in the CBD should be considered on merit and whether they deliver improved retail supply in a sustainable fashion. Preferably redevelopment should be focused on the city blocks already based on retail uses to ensure precinct definition and clustering.
- Manage the introduction of the planned Bay Renaissance retail development:
 - The take-up of the new Bay Renaissance retail centre will need to be monitored and will provide a further indication of the viability of the retail market. The positioning of this centre with national franchises may impact existing retailers and is likely to consume much of the short-term growth in the market. Pedestrian linkages would need to be enhanced between the established shopping districts and the new centre to alleviate economic impacts and encourage multipurpose shopping.
- Review car parking ratios and planning strategy:
 - For every additional sqm of retail development in the CBD there should be an appropriate addition to parking spaces based on accepted ratios. Council will need to review its parking strategy and calculations of spaces given it controls only 40% of total parking supply in the CBD.
- Develop an entire Waterfront precinct plan:
 - The Waterfront development represents the key development opportunity and should involve a Masterplan that encompasses the entire waterfront precinct, including land south of North Terrace. This means extending the current Masterplan. The Waterfront cannot perform solely as a landscape

area and requires a reason for people to be there. Therefore, the nature and intensity of adjacent land use is considered key. The primary activity area for the CBD should be focussed towards the waterfront. Cafes, restaurants, tourist and entertainment functions should be encouraged at the Waterfront. The Waterfront will also require an anchor (or key attractor) to ensure a high level of local activity. The precinct should provide clear and direct connections between the City Centre and Waterfront as its patrons will predominantly be the same local users of the CBD and this would encourage patrons to remain in Burnie and its CBD for longer periods. It is considered the development of a supermarket and discount department store shopping centre at the south end of the CBD could detract from the success of the Waterfront and the overall functionality of the CBD.

- Consider strategies to filter out undesirable land uses in the CBD:
 - There is a need to address undesirable land uses nearby that could hinder the development and effectiveness of the Waterfront for the intended uses outlined above. Council will need to determine techniques to shift service stations from prime waterfront locations to other highway locations. To facilitate the process Council will need to identify alternative sites and locations for the undesirable uses. This strategy could also be applied to other light industrial areas of the CBD.
- Encourage reinvestment in the Upper Burnie shopping precinct:
 - Reinvestment should be encouraged in Upper Burnie to improve amenity and the neighbourhood role played by the centre. An example of this has been the recent expansion of the Woolworths supermarket along with Council's streetscape projects in the area.
- Direct large format retail to the Southern end of CBD and South Burnie:
 - South Burnie west of Edwards St and the south end of the CBD is identified as the preferred location for new large format retailing and for the gradual relocation of warehouses and bulky goods stores from the northern areas of the CBD to pave the way for alternate and preferred land uses.
- Complete EOI process for southern CBD triangle:
 - There is a triangle piece of land strategically located at the south end of the CBD which has been identified as suitable for large-scale retail development. In planning for this area, there must be consideration for the linkages with the established CBD retail areas (and emerging such as the Waterfront) that need to be managed, otherwise Burnie runs the risk of fragmenting its CBD retail market. However, it is acknowledged the site represents an accessible location for convenience retailing. There could be consideration for more intensive higher order retail development in areas where there are large format retailers at the northern end of the CBD. Ideally, these uses would be removed from the higher value areas of the CBD near the waterfront and encouraged to locate toward the southern end of the CBD.
- Restrict commercial development in industrial zones:
 - Council should review its industrial zone definition, permitted uses and the inclusion of bulky goods and warehouse retailing. Bulky goods and warehouse retailing should be restricted in industrial zones unless it can be proven that no other suitable commercial zoned areas are available for development. There should be consideration for attracting such development to the South Burnie industrial zone to act as an incentive to shift undesirable light industrial, service station and service industry uses from the CBD.

- Plan for new retail centres to serve local neighbourhoods:
 - The projected population growth of an additional 3,000-4,000 persons at most over the next 20 years will generate demand to establish a new supermarket-anchored shopping centre with the preferred location in the CBD. There may be demand for the establishment of a new local convenience centre in west Burnie to service the needs of emerging communities.
- Encourage landlord reinvestment:
 - Increasing the levels of landlord reinvestment in Burnie would improve trading positions, shop fronts, fit outs and general amenity of retail premises. This would provide a superior retail shopping experience, enhanced character, improved competitiveness of retailers, improving the viability of tenants and landlords. This process could involve an education program for retailers to provide information and strategies on how to improve trading positions and performance, and the quality of retail floorspace. The process could also involve introducing retailer awards competition and combine with existing business awards to provide an incentive for retailers and landlords to improve the quality of retail floorspace.
- Coordinate trading hours:
 - Implementing a coordinated policy for trading hours in Burnie would provide far more consistency to the sector's operations and improve service provision and viability. The process could involve leadership by the Chamber of Commerce and implementation of new guidelines. Additionally, coordinated trading hours on Sundays to increase retail trade from visitors and increase multi-shopping trips and family attraction.
- Market the local retail sector:
 - Developing a coordinated marketing program for consumers in the retail catchment, which positions Burnie as the leading retail shopping destination in the region would have positive benefits for market share within the MTA (reduction of leakage) and increased visitor attraction. The process could involve the establishment of a coordinated consumer marketing strategy and program for all Burnie retailers and establish CBD promotional activities. This process could be implemented by the Chamber, possibly in conjunction with Council. There could be a small business levy to fund the activities.
- Build on the historic streetscape and possible theming:
 - Encouraging the conservation and reconstruction of historical buildings to their original forms would require maintaining strict design guidelines to improve the appearance and operation of future development, including the historic context of the streetscape. The process could also include incentives to refurbish historic buildings and facades. This could be undertaken in conjunction with the landlord reinvestment strategy outlined above.

8.6 Council Investment Implications

The main investment implication for Council in regard to the retail strategy is in the provision of streetscaping, signage and parking in commercial areas. Council will need to continue undertaking streetscape improvement projects to maintain and enhance consumer amenity. A signage policy could be developed for the CBD to direct consumers to relevant precincts and areas. Parking provision will need to be maintained and increased relative to new commercial and retail development in the CBD.

9. Commercial Office Strategy

9.1 Definition

Commercial offices include premises accommodating businesses such as:

- Business services (business, management and other consultants);
- Computing services (InfoTech, graphic design, other computing);
- Property services (building services, real estate, construction);
- Financial services (accountants, finance, insurance);
- Legal services (solicitors, lawyers);
- Government (Council, state and federal government, community);
- Health services (medical practitioners, physiotherapists, dentists);
- Employment and education services (training, recruitment); and
- Other (veterinary services, religious organisations, other).

9.2 Background

The following strategic considerations apply for future commercial office development:

- Burnie's office floorspace is almost wholly contained in the commercial zone in the CBD. Most office premises in the CBD are contained in multi-storey buildings, with an estimated 55% of office space on the ground floor and 45% on upper levels. The Harris Building and the Reece Office Building are two of the most prominent commercial office buildings in the CBD. Council's administration building and the regional office locations for State and Commonwealth Government agencies and businesses (such as Centrelink, Telstra and Police) are also significant office premises in the CBD. There are some small, home-based offices in other parts of Burnie. There is a small cluster of professional services office space in South Burnie.
- The supply of office space in Burnie has remained relatively unchanged for many years, although there has been reported growth in office employees. Almost all office buildings, with the exception of Council's administration building, are described as older style multi storey office buildings of C grade quality according to Property Council of Australia office definitions. There has been refurbishment and improvement to some select office buildings, typically purpose built premises for legal or financial firms on streets running from Wilson Street.
- The redevelopment of multistorey premises has been limited with access to upper floor space poor (limited lift access). It is suggested the upper levels are not fully occupied as workspace and are primarily used for storage or are vacant. It is noted the majority of legal and financial services firms are located in smaller, but recently converted/refurbished office premises on streets running from Wilson Street.
- Overall, the AECgroup's floorspace survey in August 2006 estimated a total of 63,480sqm of office space in Burnie across approximately 118 commercial and professional services tenants. This equates to around 3.30sqm of space per capita, which is high for a regional centre but reflects government decentralisation and the regional role played by Burnie. Government services, such as Council and State/Commonwealth Government agencies, account for more than half of the space (35,200sqm). The next largest supply is provided by the financial services sector (23 tenants and 7,060sqm), health and medical services (15 tenants and 5,950sqm) and employment and education services (7 tenants and 5,200sqm of supply).
- An analysis of office space tenants in terms of their current supply and any possible gaps relative to demand and need suggests supply is comprehensive across most sectors, with a mix of independent and franchise firms. Many of the independents are long-standing local businesses. There is potentially a lack of specialist business services covering the areas of business consulting and planning advisory.

- The demand for commercial office floorspace is directly linked to population, economic and business growth. The more people there are living in a particular region, the more commercial and professional business services there will be required to service residential demand. Likewise, strong economic growth will drive commercial needs for these same business services.
- Presently Burnie records a significant supply of office space, due largely to government services. Any change in policy regarding the decentralisation of State Government services in particular would significantly impact the future take-up and availability of office space in Burnie.

9.3 Strategic Considerations

- In terms of projecting future demand for office space, the projected population growth of the region and continued business and economic growth is likely to result in the creation of new businesses and office space requirements. It is unlikely given current supply there will be increases to government services in the region. There is likely to be increased demand across the other office sectors however.
- There is presently 1.5sqm per capita of other office space in Burnie. Assuming this per capita supply remained constant, despite the likelihood there would be some consolidation and economies of scale (which has been the case with other regional centres), then Burnie would record demand for an additional 2,920sqm of office space under the medium future growth scenario and 7,120sqm under the high population future growth scenario (see **Table 9.1**). The demand for office space could possibly exceed these levels if there is a substantial increase in employment associated with the aged services sector. These additional services may be associated with HACC programs and other service delivery arrangements.

Table 9.1: Projected Demand for Commercial Office Space in Burnie

Tenant Type	2011	2016	2021	2026
Office space per capita (sqm/capita)	1.5	1.5	1.5	1.5
Projected Demand (sqm)				
Low	28,700	28,900	29,000	28,800
Medium	29,200	30,000	30,700	31,200
High	30,100	31,800	33,600	35,400
Projected Net Additional Demand (sqm)				
Low	420	620	720	520
Medium	920	1,720	2,420	2,920
High	1,820	3,520	5,320	7,120

Source: AECgroup

- Essentially, the future demand for office space can be accommodated in three ways:
 - Construction of new office space; and/or
 - Redevelopment of existing office space; and/or
 - Occupation of existing vacant or underutilized office space.
- It is presently estimated around 15%-20% of the existing stock of office space in the Burnie CBD is currently underutilised or vacant on upper levels. This equates to around 9,500-13,500sqm of space. This significantly exceeds the maximum new demand for 7,120sqm of office space in the next 20 years. However, much of this space is undesirable, evidenced by recent redevelopment of sites on side streets.
- The preferred planning outcome for the commercial sector is that new business tenants are encouraged to locate in the CBD, limiting the sprawl of offices in suburban locations such as South Burnie. At the same time, there needs to be better use of the existing office space as the only alternative – residential – is not yet a proven concept in Burnie. However, better use of this space requires costly adaptive reuse and refurbishment projects that may not be economically viable.

- The upper demand estimate indicates there could be future demand for 1-2 further purpose-built, strata-titled office developments in Burnie, unless existing space was more efficiently utilised. While such developments would provide the needed improvement in supply, they would also likely result in the relocation of tenants from exiting older space to the new space. Again, Council and the community would be faced with the issue of what to do with the existing office space on upper levels. There may be opportunities for retail to be accommodated on the ground floor level.
- Therefore, the most sustainable long-term planning solution for Council is to develop planning policy to encourage the redevelopment of upper levels of some of the CBD's historic and heritage buildings through adaptive reuse projects.

9.4 Planning Principles and the Strategy Actions

The following planning principles and development strategy is established to guide future commercial office development in Burnie over the next 20 years:

- Reinforce Burnie as the region's leading administration and commercial centre providing the leading supply of commercial office space and the preferred location for government and new professional services locating in North-West Tasmania;
- Ensure future commercial office development is restricted to the CBD and offices contained in home-style accommodation encouraged to locate in the CBD;
- Promote the use of existing office buildings and redevelopment of existing areas to drive a more efficient land use outcome in the CBD, improve the concentration of office space, strengthen investment outcomes from existing buildings, and improve the amenity of the older buildings in the CBD. If not encouraging these strategies, there will be no improvement expected from these buildings to the detriment of the CBD's amenity and service provision over the long-term;
- Identify tenants and business types that could be suited to above-ground office space (i.e. not requiring a shop front) and encourage them to locate in these premises;
- Allow the development of new office buildings where there are no feasible options in existing buildings that meet the required needs of the tenants;
- Ensure local service based businesses are provided with commercial zones to locate in area outside the CBD such as Upper Burnie and Cooe;
- Consider an incentive policy to encourage refurbishment and occupation of the upper storeys of the CBD's office buildings to assist with development feasibility; and
- Replace low quality office space with higher quality office space by encouraging landlords to increase reinvestment and encourage office tenants to remain in Burnie.

9.5 Council Investment Implications

The main investment implication for Council in regard to the commercial office strategy is in the provision of streetscaping, signage and parking in commercial areas. Council will need to continue undertaking streetscape improvement processes to maintain and enhance consumer amenity. A signage policy could be developed for the CBD to direct consumers to relevant precincts and areas. Parking provision will need to be maintained and increased relative to new commercial and retail development in the CBD. Additional funding may be required if an incentive policy is employed to encourage the redevelopment of inner city buildings.

10. Industrial Lands Strategy

10.1 Definition

Industrial development includes the following industries and land uses as defined by the regional *Industrial Land Project*:

- Service and support industries:
 - Activities to meet the needs of the local resident population
 - Scaled to the size of the local population and immediate catchment
 - Demand reflects local economic activity
 - Lot sizes range from a few hundred square metres
 - Limited environmental risks from the activities
 - Ideally located in designated industrial zones at/near established settlements
 - E.g. joineries, mechanical workshops, glaziers, motor vehicle repairs;
- Manufacturing and processing industries:
 - Based on local competitive advantage
 - Do not exist to service local demand
 - Scale of activities varies
 - Central position within an urban centre is not a primary consideration
 - Includes industries not dependent on location
 - Suited to large-scale industrial estate benefiting from clusters; and
- Transport and support activities:
 - Require large flat sites for storage and movement of goods
 - Ideally in close proximity to transport nodes and routes
 - Isolated from land uses sensitive to 24 hour operation
 - Activities generally aggregated to minimise inter-modal transfer costs
 - Category also includes bulky goods facilities.

10.2 Background

The following strategic considerations apply for future industrial lands development:

- Industrial land use categories have been central to the economic development of Burnie. The total estimated designated industrial land area in Burnie was estimated at 352.12 hectares (ha), of which an estimated 153.51 ha has been developed (see **Table 10.1**). Of the 176.34 ha of undeveloped industrial land, only 75.82 ha (or 43%) is considered suitable for future development.
- Few existing industrial precincts are fully developed, with many of the sites either underutilised or vacant. The current supply of industrial land in Burnie has been described as fragmented and dispersed across 13 separate precincts formally designated as being for industrial land use and development under the provisions of the Burnie Planning Scheme 1989. The major land allocations are located within the narrow coastal plain between Heybridge and Camdale. The balance of industrial use areas is located over several sites in the urban uplands of Burnie.

Table 10.1: Existing Designated Industrial Land Sites in Burnie (Hectares)

Location	Total Area	Developed Area	Undeveloped Area	Undeveloped Area Suitable for Development
Camdale	39.60	21.00	19.60	15.00
West Mooreville Road	13.50	0.04	13.10	3.00
Cooee	18.11	12.80	5.02	2.50
Burnie Port	63.40	21.90	N/a	N/a
Wilson Street South Burnie	4.45	3.56	0.90	0.90
South Burnie	11.03	8.48	2.55	2.55
South Burnie (Paper Mill site)	76.00	45.50	30.50	14.00
Wivenhoe	10.45	8.83	1.62	1.62
Wivenhoe-Round Hill	19.33	N/a	17.80	N/a
Heybridge	76.00	6.00	70.00	22.00
Romaine	12.30	21.90	10.50	10.50
Old Surrey Road	7.20	3.50	4.00	3.00
Ridgley	0.75	0.00	0.75	0.75
Total	352.12	153.51	176.34	75.82

Source: AECgroup

10.3 Strategic Considerations

- Burnie outwardly appears to have a large component of designated industrial land, with a level of vacancy sufficient to satisfy evidenced demand beyond 2050. However, while there is around 176.34 hectares of undeveloped area, there are several areas zoned for industrial purposes that should be considered unsuitable for future industrial use due to factors such as slope, access, exposure, isolation or relativity to other land uses. It is estimated 75.82 ha of the undeveloped designated may be unsuitable for development due to one or more of these constraints. The main industrial estates have been developed on the coastal plain to maximise proximity to transportation routes and nodes positioned along the Bass Highway, western railway and the Port of Burnie.
- To date, the supply of vacant land, redevelopment of existing sites, or co-existing within larger industrial complexes appears to have enabled a workable solution for development and change within the local service, manufacturing and transport and storage sectors in Burnie. However, it is recognised land choice is limited and the characteristics of available land can create difficulty for site selection. This presents problems for attracting certain categories of industry, and for accommodating growth and expansion of existing activity. There is presently limited evidence to suggest an absence of suitable industrial land is constraining new investor interest, or that internal industrial development is being stifled or driven elsewhere due to a shortfall in supply.
- The physical and topographical features of Burnie mitigate a natural capacity to meet industrial land selection criteria. The pattern of location, distribution and scale of industrial land use within Burnie's is not efficient or effective. It has been identified that many sites feature a range of limitations or shortcomings. These problems are especially evident at Round Hill, Wivenhoe, Havenview, South Burnie, Cooee and Camdale.
- During the period 1996-2005, there were a number of operational and policy decisions that affected the availability and use of industrial land. The Tioxide plant at Heybridge was removed and the now vacant site remains inaccessible for new industrial use. There is uncertainty around the future of the paper mill site at South Burnie. Land on the Camdale foreshore is under consideration for conversion to residential use, with implications for the balance of industrial lands in the proximity. Industrial lands at Cooee are proposed for longer-term conversion to residential use. The collective implication is a retraction in available industrial land.

- Overall, there is the clear absence of a large-scale dedicated industrial estate (Greenfield or brownfield) in Burnie with contemporary infrastructure and servicing arrangements, and capacity for continued growth and development. However, there is no ready or apparent opportunity to create a new industrial estate within the Council boundary. Such a site is necessary to enable the relocation of industrial uses from mixed activity precincts and to facilitate land supply in, and fewer conflicts with, the residential, retail and commercial sectors. The need for a dedicated site has been a key driver of the regional planning study across the Burnie, Central Coast and Waratah-Wynyard Councils. The study has attempted to take a more regional planning approach to the industrial land supply issue through the study of ten development opportunities.
- The following sites provide some potential for future industrial development:
 - Port of Burnie: Total site of 50 ha but just 2 ha available for industrial use. This could be increased through future reclamation. The site is considered suitable for transport and storage activities. This would respond to the general trend toward centralised storage and transport operations.
 - South Burnie Paper Mill: The site is 10 ha in size and is considered suitable for service and support industries combined with manufacturing processing. The limited availability of suitable sites at Industrial Drive means it is anticipated demand for small-scale industry will continue if appropriate land is available.
 - Heybridge: This site is the old Tioxide site and provides around 7.2 ha for industrial development with direct transport infrastructure access. The site is considered suitable for transport and storage, manufacturing processes and service and support industries.
 - Hampshire: This site previously contained the pulp mill and is considered suitable for service and support industries combined with manufacturing processing.
- Outside of the Burnie Council area, the Burnie-Wynyard Airport provides significant future industrial development potential. Overall, it is considered the industrial sector land use strategy represents the key trigger for the planning of most other land uses in Burnie. Burnie records a relatively significant industrial sector which has created many conflicting land use issues in traditional mixed residential areas. The problems are evidenced in the CBD with some light and serviced based industrial uses, in South Burnie, Wivenhoe and Cooee.
- Being able to identify and develop a new, suitably sized, dedicated and contemporary industrial estate would provide the planning environment necessary to encourage the relocation of industrial uses and the attraction of new investment in industrial categories previously unable to locate suitable land. Otherwise, the current shortcomings of industrial land will continue to negatively impact long-term investment decisions which will frustrate ability for existing industry to expand and for potential new industry to locate.

10.4 Planning Principles

The following planning principles are established to guide future industrial land development in Burnie over the next 20 years, many of which are the same or consistent with the intentions of the industrial zone outlined in the Burnie Planning Scheme 1989:

- Recognition that the future economic prosperity of the community will continue to be based in part on a viable local industrial component;
- Recognition that past development and investment decisions have created for Burnie a capacity to meet the requirements of industrial development, with particular reference to transport;

- Recognition of the considerable limitations imposed by topography and geographic location on an ability for Burnie to yield large-scale green-field sites for development for new industrial states compliant with industrial site selection and performance criteria;
- Recognition that the existing pattern of industrial land allocation contains a range of limitations and impacts that must be addressed in the interest of establishing a future basis for providing a sustainable and quality urban environment;
- Recognition that existing investment must be protected and that any adjustment in the designation, scale or location of industrial land must be without compromise to productivity;
- Industry will be encouraged to develop in locations that have good access to transport and that will not cause excessive loss of amenity or environmental quality to premises within the immediate area;
- New development should be focused toward the identified areas outlined in the Industrial Lands Strategy (to be finalised) and Wivenhoe, and progressively away from locations such as Camdale and Cooee;
- To ensure competitiveness to attract new industry and provide for expansion, consideration should be given for a new purpose-built industrial estate to provide a lever to address conflicting land uses in mixed activity areas;
- Protect and promote industrial areas with good access to the road and rail network for activities that have a transport task;
- Ensure suitable areas are available at a regional level for major processing industries that have an existing or planned access to the strategic road and rail network as well as other economic infrastructure;
- Make adequate provision for local service industry and support activities readily accessible to both established and future residential and commercial areas, with small lot sizes of about 1,000sqm and the application of high-outcome performance standards to maintain amenity and function;
- Make provision for large-scale industrial estates with high capacity infrastructure and transport capabilities, large lot sizes and relative remoteness from potential conflict with other land uses; and
- Discourage development within areas deemed unsuitable for retention as industrial areas.

10.5 Strategy Actions

The following industrial land development strategy actions are recommended for Burnie:

- Locate port-related transport uses at the Port:
 - The balance of the lands at the Port of Burnie represents a logical location for port-related, transport and logistics businesses. These businesses should be encouraged to locate in this area. The actions to facilitate this process are to define the boundaries of the balance lands, initiate discussions with Tasmania Ports regarding the future use of the balance lands, undertake environmental and planning investigations and extend infrastructure as required;

- Locate local service and support industries at Heybridge:
 - The industrial site at Heybridge comprises the old Tioxide site. The development of the western side of the Heybridge site could be developed into 20 1,000sqm lots. To progress the development discussions would need to be held with the landowner to determine interest, followed by required environmental and planning studies.
- Locate manufacturing and processing industries at South Burnie Paper Mill:
 - The South Burnie Paper Mill site is already located adjacent to industrial uses and provides a leading opportunity for this type of development. Development potential includes a 7.5 hectare site which could be developed into 25 lots. It should be noted that site development could be costly. To progress the development discussions would need to be held with the landowner to determine interest, followed by required environmental and planning studies.
- Site consolidation and conversion of residential to industrial at Wivenhoe:
 - Wivenhoe is perhaps the most disaggregated mixed activity precinct in Burnie and comprises light, general and heavy industrial and residential development. The preferred strategy is for Wivenhoe to assume an industry only role over time. Some of the major industrial sites being investigated for future development are located alongside the suburb. In 2001 there were 238 persons living in Wivenhoe across around 110 lots. There is the opportunity for Council to undertake site consolidation techniques to establish larger lots for industrial businesses. Wivenhoe is removed from other settlements and therefore further industry development will not magnify any conflicting land uses. The area's location relative to transport infrastructure and on the flat land of the coastal plain makes it a preferred location of industrial uses. Therefore, the strategy for Wivenhoe is the opposite of Cooee in that residential uses should be converted to industrial. Council will need to formalise industrial boundaries in this area to facilitate the process. Council would need to present its plans for Wivenhoe to the community and gather feedback, and then consider residential alternatives for residents.
- Monitor efficient land use and occupation:
 - An important part of the future industrial lands strategy for Burnie should be the more intensive use of industrial land. It is clear from previous industries and land use decisions that available land has not been fully utilised. This issue should form a key criteria for Council in assessing future proposals.
- Relocation of industrial businesses from undesirable areas:
 - This relocation will need to be preceded by the supply of alternative industrial land supply. Council may then be able to initiate some incentives to encourage relocation. The current areas where industrial land uses should be discouraged and relocated include Camdale, Cooee and the CBD where light industrial exists. Council will need to implement a similar strategy to that being adopted in Cooee for these areas.

10.6 Council Investment Implications

Council's investment implications for the industrial lands strategy could include:

- Taking a lead role in the purchase of an industrial site and development as an industrial estate. This would allow Council to control the process somewhat and address any development contributions for infrastructure services;

- If the private sector redevelops a new industrial estate, Council is likely to be required to provide financial support for essential infrastructure services; and
- Additional funding may be required if an incentive policy is employed to encourage the redevelopment of inner city buildings.

11. Community Infrastructure Strategy

11.1 Definition

Community infrastructure includes the following:

- Community centres and halls;
- Cultural and arts facilities and venues;
- Education facilities;
- Health services and facilities;
- Child care services;
- Open space; and
- Sport and recreational facilities.

Burnie's cultural and recreational facilities have been the focus of detailed investigations as part of the *Burnie Recreational Strategy* (2003). This report analysed in detail the community's requirements for recreation, the current provision of facilities, and where improvements could be achieved, particularly in terms of the standard of facilities and the financial impact on Council. The strategy below reiterates and adds to some of the key conclusions of this study.

11.2 Community Centres, Cultural and Arts

Background

A review of community facilities indicates Burnie is significantly endowed with cultural and recreational infrastructure, including a well-established Civic Precinct. The precinct is the major indoor cultural facility encompassing the City's Town Hall, theatres, function rooms, gallery buildings, the Pioneer Village Museum and Information Centre, the regional library and Burnie Senior Citizens Centre.

As is common practise across Australia for regional cultural facilities, Council owns and manages the facilities and provides funding to cover operations, including shortfalls. Operating and maintaining the precinct accounts for around half of Council's annual expenditure on parks, recreation, cultural and tourist facilities.

In addition to the Civic Centre, there is also the Highclere Community Centre, Mooreville Road Community Centre and West Ridgley Community Centre. Community meeting halls include the Coeee Memorial Hall, Natone Hall, Ridgley and District Community Centre, Stowport Hall and the Upper Burnie Hall. Community groups use these facilities.

Strategic Considerations and Actions

There are no apparent service gaps in the supply of community facilities and it is anticipated current supply would meet the needs of each of the future growth scenarios.

The primary strategic consideration for the Civic Centre Precinct is to maximise use (i.e. user revenue) and minimise subsidies, creating a more self-sufficient facility and reducing the financial burden on Council. The following strategies could be considered for improving the financial sustainability of the Civic Centre precinct:

- Revising the fee structure;
- Establishing permanent office space for rent for community groups;
- Increasing the café and hospitality operations;
- Redesign to improve its flexibility and attract more conferences and events;
- Relocate other community groups and tenants of older buildings to the centre;
- Improved brand awareness and marketing; and
- Rationalisation to lower the cost base or a public-private partnership with the leasing out of the management rights.

Other performance and design strategies that could be considered include:

- Relocating the Senior Citizens Centre from the Civic Centre precinct;
- Integrating the cultural precinct with the Waterfront redevelopment which would be beneficial to tourism and linkages within the CBD's precincts; and
- Increased attraction of conferences and business events through upgraded facilities and improved accommodation in Burnie.

With regard to the other community centres, the *Burnie Recreation Strategy* indicates the standard of the most of the halls is poor and considerable investment would be required to bring them up to modern standards. The Strategy recommended:

- Council retains community halls in small rural communities;
- Council establishes an overseeing officer to monitor asset management and usage;
- Council reviews fees for using community halls; and
- Council commits to funding the maintenance of community halls.

Facility benchmarks suggest one local community hall for every 4,000-6,000 residents. The high future growth scenario projects population growth of almost 4,200 persons over the next 20 years. Any major residential sub-division to the western side of the city could incorporate a new community hall. Alternatively, the location of the suburban community centres and halls is considered sufficient relative to future settlement directions and added growth would improve their usage and viability.

11.3 Health

Background

Health services are a central economic and social driver in Burnie. The North West Regional Hospital (NWRH) is the regional base hospital. The hospital is an accredited teaching hospital offering a comprehensive range of general specialist medical services. The hospital contains 160 public beds and 70 private beds, with an attached rural health clinical school. A purpose-built medical centre links the two hospitals. Specialist medical services include clinical psychology, dietetics/nutrition, medical photography, occupational therapy, podiatry, social work and speech pathology. There are more than 35 separate medical practitioner businesses in Burnie, with clusters of services such as the City Medical Practice, St. Luke's Health Care and St. Vincent's.

Strategic Considerations and Actions

The region's ageing population will place future pressure on health services across the entire spectrum of health care. The relative extent of this ageing is the driver/indicator for the nature of service requirements. It is estimated the North West Regional Hospital will require between 56 and 89 additional beds over the next 20 years to cater for the region's population growth. There will also be demand for 5-12 additional GPs in the region. The existing medical centres, which are located close to community nodes, amenities and public transport, could be expanded in the medium term.

11.4 Education

Background

The education sector is also a key component of the regional economy, reflecting Burnie's regional centre status. There is some evidence of an educational cluster forming between senior secondary schools, TAFE and the University on the western side of Burnie. The key components of the provision of education and training in the Burnie region are:

- North-West Institute of TAFE Tasmania;
- Cradle Coast Campus of the University of Tasmania;
- Australian Technical College;

- North-West Institute of Adult Education; and
- Government and non-government schools.

Strategic Considerations and Actions

There has been a decline in schooling numbers over the past couple of years. Looking forward, there is projected negative growth for each of the school age groups over the next 20 years, which reflects the ageing of the population and lower fertility rates. There is spare capacity at existing schools to fill any future shortfalls. If any needs emerge into the future on top of this, the strategy should be to assess the potential of current school facilities to be jointly redeveloped as an efficient and effective way of meeting needs.

The TAFE has not recorded significant enrolment increases from the drop-off in Year 11 and 12 students. The new Technical Trade College has picked up 30 of these students. There is the potential for an expanded role for training in the region that could be investigated as part of an economic development/employment strategy.

The University campus has traditionally recorded low participation from the region, but is undertaking a strategy to expand the campus to two times its current size and double student numbers which will increase participation and tertiary study opportunities. The expansion is occurring on the current site through a master plan. The expansion will require consideration for additional student accommodation.

11.5 Child Care

Background

There are 16 child care establishments in Burnie, four being long day care centres (Alexander Beetle House, Coastal Family Day Care Scheme, Footprints Children's Centre and Wisteria Lane Children's Centre). There are eleven outside school hours care establishments and one family day care unit.

Strategic Considerations and Actions

The main demand determinant for future child care provision will be government policy regarding funding and places. Independent of government policy, the demand for child care places is projected to decline over the next 20 years based on a projected decline in the number of children aged 0-4 years and 5-12 years. This again is a result of the expected ageing of the population. The most successful child care model in Burnie (based on occupancy rates) has been the co-location of child care centres with primary schools which should be considered should the need arise for additional development. There are already three child care centres located in the CBD. There is no demand projected for a fourth despite anticipated employment increases in the CBD.

11.6 Aged Care

Background

In terms of aged care facilities, Abbeyfield House is a retirement village in Burnie, while Umina Park, operated by Onecare, is a 74 bed low care and 84 high care bed facility with 40 independent living units (ILUs). A further 20 high care beds are being built. There is three aged care support groups in the local area: Dementia Carer Support; Family Based Care Association North West Inc.; and Home Maintenance Advisory Service.

Strategic Considerations and Actions

The ageing of the region's population will place significant pressure on the future capacity of the region's aged care sector. Based on the projected increase in persons aged over 70 years from 11.0% in 2006 to 21.1% in 2026, there will be increased demand for aged care infrastructure in Burnie. The latent demand for retirement village units is demonstrated in that there is estimated demand for 106 beds but only around 40 units presently. A proposed new development for 76 ILUs will meet projected demand through

to 2011 although this project is currently on hold. Further service provision will then be required again in the long term. There are presently 71 nursing home beds, below an estimated requirement of 85, with the need for a doubling in this supply in the next 20 years. There will also be demand for hostel beds of up to 250 in the next 20 years.

It is recommended future development be consolidated to provide aged care services on the same site(s) where possible with the entire continuum of care to ensure appropriate service for all sectors and not just those most profitable to the developer. The changing lifestyle patterns of the baby boomers means multi-storey retirement premises could be considered for development and there is also a trend toward lifestyle villages which will need to be considered in the design and positioning of new development.

The ageing in place strategies of the federal government are expected to increase the demand for home based care services such as HACC. This will require additional employment amongst this sector. It is noted there is relatively limited supply presently.

11.7 Open Space

Background

The purpose of the open space zone is to ensure that sufficient open space is reserved and as appropriate, acquired, to meet the needs of all other leisure and recreation categories in response to changing demographics and leisure needs. There is approximately 365 ha of open space in Burnie.

Strategic Considerations and Actions

The existing supply of open space already provides for a diverse range of trails, parks and reserves, making full use of the region's natural features and providing a major community asset and an advantage for choosing to live in or visit Burnie.

There is already a significant supply of open space in Burnie, equating to almost 20 ha per 1,000 persons, well above benchmarks of 1 ha per every 1,000 persons. In general, it is not recommended that there be changes to the current open space zone. It is recommended no development should occur within the zone.

A future planning opportunity/challenge is to create a network of walking trails within Burnie using the open space zone. The waterfront provides the opportunity to create open space in the CBD. Opportunities could also be investigated for a rail reserve.

11.8 Sport and Recreation

Background

Council maintains an extensive range of indoor and outdoor sport and recreation facilities across Burnie, including the following main facilities:

- Burnie Sports Centre;
- Burnie Police and Citizens Boys and Girls Stadium;
- Burnie Aquatic Centre;
- Burnie Tennis Centre;
- Burnie Golf Club;
- Howe Street Netball Centre;
- Burnie Surf Lifesaving Club;
- Emu Bay Yacht Club;
- Burnie and South Burnie Bowls Clubs;
- West Park Oval;
- Les Clark Oval;
- Wivenhoe Showgrounds;
- Montello Recreation Ground;
- Upper Burnie Recreation Ground;
- Acton Recreation Ground; and

- Burnie Skate Park.

Strategic Considerations and Actions

The possible merging of the two bowls clubs in Burnie could provide the South Burnie Bowls Club site for future industrial development. The Bowls Club could be relocated with the Burnie Bowls Club at West Park which cannot be located with the Tennis Centre. West Park represents an ideal location to further develop a sport and recreation precinct, complementary to the Waterfront development.

Council's *Burnie Recreational Strategy* concluded there was little if any need for the acquisition of new venues for the provision of recreation opportunities within the built up area of Burnie. Many existing venues are undeveloped and offer potential expansion and redevelopment opportunities.

12. Tourism Sector Strategy

12.1 Definition

The tourism infrastructure assessed in this Strategy includes:

- Accommodation;
- Tourism-related transport infrastructure; and
- Tourism attractions and services.

Tourism infrastructure is largely located in the Central Business District, Commercial and Industrial zones, while walking trails and reserves are contained in the Open Space zone.

12.2 Background

The following strategic considerations apply for future tourism development:

- Burnie's tourism product includes a mix of arts and cultural attractions (e.g. museum and art gallery), natural attractions (e.g. walking trails, waterfalls, wildlife), gardens and parks, and factory display shops (e.g. Creative Paper and Cheese Factory). Access to the region for visitors is well established with supporting tourism transport infrastructure including the Bass Highway (road), Burnie (Wynyard) Airport (air), the Port of Burnie (cruise ships) and Devonport (sea ferries).
- According to Tourism Tasmania's Visitor Survey data, there were an estimated 2.18 million visitors either passing through, looking around or staying overnight in Burnie in the year to March 2006, which was a fall from 2.54 million visitors in the year to March 2005. Prior to this there had been positive growth for two years. Tasmania and most regions recorded a drop in visitor numbers in the most recent year.
- Devonport recorded more visitor numbers than Burnie throughout the period, although the differential between the two cities has declined. A comparison of the number of visitors to the North-West region in total indicates around 60% visit Burnie at some stage during their stay in the North West. This ratio has increased to 60% over the past four years. The ratio of all State visitors coming to Burnie was 35% in the year to March 2006, which represents a decline from 38% in the previous year.
- Burnie recorded 9 cruise ship visits in 2005-06 after recording just one in 2004-05. Burnie recorded visits from the Oriana, Statenda (5) and Pacific Princess (3), with an estimated 9,900 passenger days spent at port in 2005-06. Cruise ship visits to the region provide a boost to the economy through increased visitor expenditure.
- Despite the accommodation market's main clientele being business travellers, the range of accommodation supply is considered weak in the upper market segments. The Beachfront Voyager Motel has a recorded star rating of 4 stars, although it is considered to be of a lower standard than this. There are also some small niche cottage and B & B establishments in Burnie.
- The redevelopment of the waterfront and the possible opening up of strategic sites near West Park present the opportunity for a supply-led structural change to the local tourism market through the development of a new waterfront hotel. The analysis below outlines the extent of the structural shift that would be required to justify new investment in a hotel in Burnie. The increase in room nights and turnover to sustain an 80-room 4 star hotel is estimated at 53.9% and 88.3% on the total size of the tourism accommodation market in Burnie.
- Accommodation demand increased moderately in Burnie in the year to March 2006, with room occupancy improving to 50% and room nights increasing to 35,210, up by 10.7% from a year earlier. The market was also able to achieve a room rate increase, and overall takings from accommodation increased by 11.4% to \$3.22 million. The average length of stay also increased slightly in the year to 1.8 nights.

- Burnie's accommodation market generally outperforms the North-West Tourism Region's room occupancy figures, however it remains well below the state averages of 57%. The rest of the North West region also records average room rates exceeding \$100 per night, with the Tasmanian average closer to \$120. The growth in room nights in the year was much more pronounced in Burnie at 10.7% compared with the region (5.6%) and Tasmania as a whole (4.2%).

12.3 Strategic Considerations

- Tourism statistics for the year to 2004 indicate that of the total number of tourists/visitors to Tasmania, approximately 6.0% passed through Burnie, 14.4% stopped but did not stay overnight and 5.3% stayed overnight. Increasing these percentages, since the majority of visitor arrivals still come through the Hobart Airport, provides growth and investment potential for the future.
- The TASMO forecasting model used by Tourism Tasmania forecasts short-term growth in the number of visitors in Tasmania over the next 4-5 years, before a decline in the medium term. Given around 65% of visitors travel to the North-West during their stay, it is anticipated Burnie will record similar demand trends. Therefore, there is marginal projected growth in the number of visitors to Burnie and the demand for tourism accommodation. Given the low occupancy and room rates presently being recorded by current operators, and the downward trend in the number of rooms, there appears little potential for increased investment in this area.
- Improving product, access and accommodation in coordination is the key to sustainable tourism development. The development of a new hotel would require a significant structural shift to the local tourism market which has not trended well, is projected to remain at about the same size, presently relies on the corporate market, records little penetration of the weekend daytripper markets and inter-state touring markets, and has "relatively" weak tourism product and hospitality/entertainment services. Countering this has been a slight strengthening in demand in the most recent year on record.
- In investment terms, the development of a new 4 star hotel with 80 rooms would cost between \$20 and \$25 million and the investor would target a net return of 11% given the location of the development in a regional tourism market. This would necessitate an annual net return of \$2.2-\$2.7 million, requiring significant increases in occupancy and room rates, which would be difficult given the current visitor mix and alternative accommodation.

12.4 Planning Principles and the Strategy Actions

The following planning principles are established to guide future tourism development in Burnie over the next 20 years:

- Future tourism development should increase the profile of Burnie as a tourism destination and address market gaps;
- Approval of new developments could be to the detriment of existing operators but is likely to improve the appeal of Burnie as a tourist destination and potentially grow demand in the conference and events market;
- Tourism product should promote the natural assets of the region in locations such as Cooe Point and the Waterfront;
- Tourism product should be located close to visitor amenities and services in locations such as the CBD and the Waterfront;
- Transport infrastructure should be maintained at the required level to facilitate visitor movements and this should be considered in any local transport plan;

- A new hotel brand should be encouraged as the management company of any tourism premises to increase awareness;
- Existing operators, particularly those in strategic City sites, could be provided with an incentive to reinvest in their properties and upgrade the standard of their accommodation to 3.5-4.5 star; and
- Ensure that any precinct plans prepared for tourism destinations in Burnie consider land use patterns and adjacent uses.

12.5 Council Investment Implications

The main investment implication for Council in regard to the tourism strategy is in the undertaking of tourism development, marketing and advertising, and the provision of streetscaping, signage and parking in tourism areas.

13. Rural and Natural Resources Strategy

The *Cradle Coast Natural Resource Management Strategy* aims to maintain and enhance the Regional natural resource assets, not only for their sustainable use in agriculture, forestry, fisheries, recreation and tourism, but also to maintain their ecosystem services and other values. The Strategy defines a natural resource asset as a natural resource or landscape feature that has economic, social or environmental values, including:

- Land (soil, minerals, geo-heritage);
- Water (surface water, groundwater, freshwater ecosystems);
- Biodiversity (terrestrial ecosystems, vegetation, fauna);
- Coastal, Estuarine and Marine (coastal/estuarine/marine waters and ecosystems);
- Atmosphere (air, climate); and
- Cultural Heritage (Aboriginal, European and landscape heritage).

The Strategy also considers natural hazards recognising some areas may be subject to the effects of natural hazards. Major hazards such as flooding, coastal inundation and shoreline recession are closely linked to the region's coastline and estuaries. In overarching terms, the key guiding principle for natural resource management is to recognise the importance of the Region's natural environment and natural resources to its economy, character, scenery and cultural values. Future planning schemes should protect these areas from future urban and rural residential development.

13.1 Agricultural Land

Agriculture is one of the primary uses of rural land in the Burnie Council area and the broader North West Tasmania region. The good soils and rainfall make the Region the most agriculturally productive in Tasmania, with some of the highest tree growth rates in Australia. The agriculture, forestry and fishing sector was estimated to have contributed around 10% toward the Mersey-Lyell Gross Regional Product in 2004-05, compared with the Tasmanian average of 7%, evidencing the importance of the industry to the region.

The intention for rural development, as per the Planning Scheme, is to provide land for agricultural and forestry purposes and in doing so ensuring that areas which are compatible with agricultural uses, be preserved as economically viable units. The main strategic considerations for the use of agricultural land are outlined in the *State Policy on the Protection of Agricultural Land 1998*. The *State Policy on the Protection of Agricultural Land 1998* defines agricultural land as land which is being used for agricultural use or which has the potential to be used for an agricultural use. Agricultural uses are defined as animal and crop production, including intensive tree farming and plantation forestry, but exclude intensive animal uses such as feedlots, piggeries and poultry farms and plant nurseries based in either hydroponics or imported growth media. Prime agricultural land means agricultural land classified under the Land Capability Classification System as Class 1, 2 or 3 lands. The State Policy indicates any use or development of land classified as prime agricultural land under the Land Capability Classification System is prohibited if that use or development would result in the conversion of prime agricultural land to non-agricultural uses unless there is an overriding need for the use or development in terms of community benefit and no other suitable sites are available, or it is determined the land is not prime agricultural land.

The *State Policy on the Protection of Agricultural Land 1998* has been superseded by the *State Policy on the Protection of Agricultural Land 2000* and a review of this document is currently underway with regard to the effectiveness of the Policy's implementation in Planning Schemes and its effect on land development. The Burnie Planning Scheme should consider any key outcomes from the current review though the central planning principles are likely to remain valid of protecting regionally significant and high fertile farmland to protect agricultural resources. The *Cradle Coast Natural Resource Management Strategy* also supports this approach. New development adjoining and adjacent to farmland, extractive resources, waterways, wetlands and areas with high value biodiversity should also incorporate buffers to avoid land use conflict.

13.2 Soil, Minerals and Geoheritage

Burnie has many varied landforms, soils and rocks with abundant high-grade mineral deposits. The three priority issues identified for land in the *Cradle Coast Natural Resource Management Strategy* were accelerated soil erosion, soil health decline and a decline in geoheritage. The planning principles established to guide future land management were:

- Sustainable technology and land use practices should be adopted across all properties/industries/land;
- The region's soils are handed on to future generations in good condition;
- There is no soil loss above natural rates;
- The area of land that is affected by, or at risk of, salinity is not increased;
- The region's land is protected from adverse impacts of pests, weeds and diseases;
- Prime agricultural land is used for agriculture;
- Sites of geo-heritage significance are protected;
- Waste is transported and disposed of safely and reliably; and
- The volume of waste requiring disposal is reduced to a minimum, while maximising the economic value of resources during their life cycle through reuse, recycling, reprocessing and energy recovery.

13.3 Water Supply

Planning systems are expected to recognise and protect regional water supply systems through appropriate planning provisions. The region's abundant surface water and groundwater resources are used for domestic water supplies, agriculture and industry. Although the region usually has a generous and reliable rainfall, summer rainfalls have decreased significantly in recent years, associated with the more frequent El Nino events related to global warming.

Burnie City Council maintains its own bulk water supply and water reticulation systems. The water supply is provided to the urban areas of Burnie and Ridgley. The water is secured from two catchments that are currently at around 70% capacity. There is the possibility to increase the capacity of these water catchments if required by raising the dam walls. Burnie receives above-average rainfall, and combined with the current capacity and infrastructure, the region is considered to have a secure water supply, providing a competitive advantage relative to many mainland regions of Australia.

Council has developed the *Burnie Water Strategy* to manage and protect water resources, including considerations of the national water initiative. The Water Strategy outlines a comprehensive framework and action plan moving forward, including a focus on the following in relation to reviewing long-term planning needs:

- Review future potential development;
- Utilise Water CAD to review the impact of future development on its existing system;
- Review demand and capacity of treatment plant and the trunk main network;
- Investigate areas which have been identified as requiring further investigation;
- Identify future funding requirements to maintain the water supply system; and
- Plan for future capital works projects.

Other important issues addressed by the Water Strategy include:

- Develop an asset management plan;
- Regional cooperation techniques;

- Ensure a sustainable bulk water supply;
- Undertake a risk assessment evaluation;
- Reduce water usage across the City;
- Monitor water quality; and
- Develop contingency plans.

From a regional perspective, the *Cradle Coast Natural Resource Management Strategy* identified the priority issues for water as water quality decline, unsustainable water use, habitat loss or modification and threatened species. The planning principles established by the Strategy to guide future water supply and management were:

- Water quality and river condition in inland aquatic systems are protected, maintained and improved;
- Secure, equitable and sustainable water allocations are in place for all users;
- Groundwater resources are protected for key groundwater-dependent ecosystems (e.g. karst and swamp blows), and managed for sustainable productive use;
- Environmental flow requirements are provided for all water-dependent environments;
- There is no reduction in extent and condition of wetlands;
- Priority rivers affected by acid mine drainage (e.g. King River and Arthur Rivers) are remediated.

13.4 Catchment Management

The quality and quantity of water collected and held within Council's primary reservoirs is largely dependent upon the nature and management of the activities conducted on lands forming the catchment area.

Successful catchment management requires application to both public and private lands of a number of measures, including specific land use planning controls, appropriate environmental and health protection measures, regular compliance and condition inspections, and land and resource improvement programs. These are in addition to the maintenance and management of assets directly associated with the collection, storage and treatment of water for distribution into the urban water supply system.

Council has made a strong policy and practice commitment to catchment management through the recent streamside improvement projects implemented over private landholdings within the primary catchment of the Pet River. The benefits of these projects must be ensured through maintenance and expansion of the works. It is also necessary that new initiatives and controls be identified and applied. The primary activities in the vicinity of Council's catchment area are forestry and agricultural practices. Risk management actions are focused on controlling issues associated with these activities. Forestry practices are monitored in accordance with the "forest practices code 2000".

The impact of ground water bores in proximity to the catchment requires monitoring. Improved State legislation to improve management of ground water bores should be supported. The Planning Scheme also indicates a permit for the use or development for land needs to demonstrate that it will not result in the transport of sediments into surface waters such that environmental harm might be caused either during the carrying out of works or the subsequent use of the land.

13.5 Biodiversity

The Region has a high biodiversity with numerous ancient and endemic species. Extensive areas of relatively undisturbed and diverse vegetation provide important habitat for fauna, especially in the Tasmanian Wilderness World Heritage Area, proclaimed for its unique biodiversity, landscape and cultural heritage values.

Priority issues identified in the *Cradle Coast Natural Resource Management Strategy* for biodiversity were terrestrial habitat loss or modification, aquatic habitat loss or modification, threatened species and communities of high conservation value, and weeds, pests and diseases. Council has in place a weed management strategy.

The planning principles established to guide biodiversity issues were:

- Habitat is managed, restored and, where appropriate protected to provide security and viability for all indigenous terrestrial and aquatic flora and fauna species;
- There are no further human-induced extinctions of species or communities, or additional threatened species;
- Endangered species/communities are recovered, and vulnerable and rare species are maintained;
- Viable populations of iconic species (orange-bellied parrot, giant freshwater lobster, Burnie burrowing crayfish, platypus and Tasmanian devil) are maintained; and
- There are no biodiversity impacts from existing pests, weeds, diseases and pollution, and new incursions are mitigated.

This Strategy identifies the need to support the maintenance and enhancement of the Region's biodiversity. Urban development should be directed away from areas of known or likely conservation importance. Where development, including new land release, may impact biodiversity, it will be designed to minimise impacts or provide offsets by protecting and enhancing the long-term viability of priority vegetation and habitat corridors, as well as rehabilitating degraded priority areas.

13.6 Coastal Protection

The diverse coastline along Burnie and the North-West has important seagrass beds and numerous islands, rocks and reefs that support valuable fisheries and flora and fauna of conservation significance, including migratory shorebirds, seabirds and seals.

The priority issues for coastal, estuarine and marine management identified in the *Cradle Coast Natural Resource Management Strategy* are coastal, estuarine and marine 'threatened' species and communities, coastal, estuarine and marine habitat loss or modification and estuarine and marine water quality decline.

The planning principles established to guide coastal management and protection were:

- The integrity of estuarine, coastal and marine environments, and their existing ecosystems, is maintained, enhanced and protected;
- Fisheries and aquaculture industries are managed sustainably through a 'whole of ecosystem' approach;
- Existing coastal weed and marine pest species populations are contained, and elimination strategies for new incursions effectively implemented;
- A comprehensive, adequate and representative reserve system for estuarine, coastal and marine environments is completed; and
- Coastal use and development are appropriately designed, located and/or managed to protect remaining natural resources and values.

The *State Coastal Policy 1996* aims to ensure natural and cultural values of the coast are protected and that the coast is used and developed in a sustainable manner. The coastal policy indicated the coastal zone shall be used and developed in a sustainable manner subject to the objectives, principles and outcomes of this Policy. The Policy is currently being reviewed with the aim of ensuring there is an effective framework in place for the management and sustainable development of the coast. Packages have been developed

to assist planning authorities to implement the State Coastal Policy through their Planning Schemes.

On the basis of the *State Coastal Policy 1996*, the key guiding principles for new development (including tourism) in the coastal zone include:

- General development:
 - Development proposals will be subject to environmental impact assessment as and where required by State legislation including the Environmental Management and Pollution Control Act 1994.
 - Siting, design, construction and maintenance of buildings, engineering works and other infrastructure, including access routes within the coastal zone will be sensitive to the natural and aesthetic qualities of the coastal environment.
 - The precautionary principle will be applied to development which may pose serious or irreversible environmental damage to ensure that environmental degradation can be avoided, remedied or mitigated. Development proposals shall include strategies to avoid or mitigate potential adverse environmental effects.
- Tourism development:
 - Tourism use and development in the coastal zone, including visitor accommodation and other facilities, will be directed to suitable locations based on the objectives, principles and outcomes of this Policy and subject to planning controls.
 - Tourism development proposals in the coastal zone will be subject to environmental impact assessment as required by State legislation including a water safety assessment to indicate the level and type of lifesaving facilities and personnel required to protect people.
 - Opportunities for tourism development will be identified wherever strategic planning occurs for the coastal zone or any part of it.
 - Tourism development will be located where there is environmental capacity and where it does not significantly conflict with the natural and aesthetic qualities of the coastal zone.
- Urban and residential development:
 - Care will be taken to minimise, or where possible totally avoid, any impact on environmentally sensitive areas from the expansion of urban and residential areas, including provision of infrastructure for urban and residential areas.
 - Urban and residential development in the coastal zone will be based on existing towns and townships. Compact and contained planned urban and residential development will be encouraged in order to avoid ribbon development and unrelated cluster developments along the coast.
 - Any urban and residential development in the coastal zone, future and existing, will be identified through designation of areas in planning schemes consistent with the objectives, principles and outcomes of this Policy.
- Recreation:
 - Recreational use of the coastal zone will be encouraged where activities can be conducted in a safe and environmentally responsible manner.
 - Suitable recreation opportunities will be identified through strategic planning and may be provided in appropriate locations where they do not adversely affect sensitive coastal ecosystems and landforms or in designated areas where such effects can be remedied or mitigated.

The Planning Scheme has in place provisions regarding protection from sea level rises, including that all development on land, the nature surface of which is below 3m Australian Height Datum (A.H.D), shall be subject to the provisions of discretionary development. Recent modelling of possible sea level rises associated with climate change indicates provisions of up to 4m are likely to be implemented.

13.7 Atmosphere

The ambient air quality in Burnie and the Cradle Coast Region is an exceptional asset – by world standards the air generally is reported to be very clean. While air pollution has an impact mostly at the local level, greenhouse gases operate at a global scale, with all parts of the world contributing to and being affected by them. Priority issues identified in the *Cradle Coast Natural Resource Management Strategy* for atmosphere were ambient air quality decline and greenhouse emissions.

The planning principles established to guide atmosphere management were:

- Air is maintained as the cleanest in the world;
- Net greenhouse gas emissions meet international commitments;
- The majority of transport systems in use are energy efficient and do not emit greenhouse gases;
- The use of ozone-depleting chemicals has been reduced;
- The foundations for adaptation to climate change are underway, including appropriate planning, management and information dissemination;
- Agricultural opportunities for primary industries, resulting from climate change, are capitalised on; and
- All buildings are designed to minimise energy consumption and maximise passive energy production options.

13.8 Cultural Heritage

Urban growth and development in Burnie has the potential to impact on existing as well as yet to be identified cultural heritage values. The identification, recording and protection of cultural heritage are important for current and future generations. It contributes to community identity, wellbeing and sense of history. Heritage items and areas can also reinforce the economic base for tourism.

An extensive range of Aboriginal, European and maritime historic heritage and cultural landscapes assets is found throughout the Region, and many are listed on the Register of the National Estate. The Aboriginal community has an important role in Regional natural resource management – there are thousands of Aboriginal heritage places and sites in the Region, all protected under the Aboriginal Relics Act.

Priority Issues for Cultural Heritage are: Impacts on cultural heritage from site visitation; and Inappropriate development for cultural heritage values.

The planning principles established to guide cultural heritage issues were:

- Cultural and historical assets are protected and maintained;
- The community values, and has protected, landscape character;
- The broader community understands the Aboriginal relationship with the land and land management; and
- Cultural heritage values of major regional centres and towns can be the focus of urban renewal projects with the aim of promoting cultural heritage.

13.9 Natural Hazards

This Strategy recognises that some areas may be subject to the effects of natural hazards. Major hazards such as landslides, flooding, coastal inundation and shoreline recession are closely linked to the region's coastline and estuaries. These areas are also subject to some of the region's greatest development pressures.

Planning processes have been developed to identify the risks associated with landslides and coastal hazards and how they can be minimised through land use planning. As a general principle, new development should be limited in areas that might in the future be subject to these hazards. The Department of Infrastructure, Energy and Resources have produced landslide hazard maps for Tasmania showing landslide hazards and geology.

In February 2006, the Council for Australian Governments announced its Plan for Collaborative Action on Climate Change. The Council of Australian Governments Climate Change Group is currently preparing the National Climate Change Adaptation Framework. Adaptation is a way of preparing for a changing climate to manage the risks and maximise the opportunities. Long-term climate change is likely to present new challenges that will demand careful analysis and innovative solutions.

Future urban development will not be located in areas of high risk from natural hazards including landslides, sea-level rise, coastal recession, rising water tables and flooding. Development in areas subject to natural hazards will be assessed in accordance with appropriate planning policies incorporated in the planning scheme consistent with the State government policies.

Possible guiding principles with regard to natural hazards include:

- In order to manage risk associated with climate change, Council will undertake flood investigations over lands with the potential to be affected by sea-level rise and inundation to ensure that risk to public and private assets are minimised;
- The planning scheme will make provision for adequate setbacks in areas of coastal erosion risk and ocean-based inundation;
- Until the above plans and investigations are complete, council should not zone land or approve new development or redevelopment in potential hazard areas, unless assessed within a risk assessment framework adopted by the Council; and
- The planning scheme will zone areas subject to high hazard to reflect the limitations of the land.

14. Transport Infrastructure Strategy

14.1 Definition

Transport infrastructure primarily includes:

- Sea (ports and cruise shipping);
- Rail (rail lines, sitings and services);
- Roads (regional and local road networks); and
- Air (airports and aviation services).

Burnie is developing as a transport hub for the North-West Coast of Tasmania. The capacity of the region's strategic transport infrastructure and services has been adequate in handling the region's demand over the past 20 years. The region's transport network is considered a key competitive advantage of the region, providing a key driver for the location of major industry in the region and the impetus for the spread settlement pattern along the northern coastline. All areas and industries have access to commercially provided land, sea and air freight services. However, the region could still be considered somewhat isolated from capital cities, requiring a 3 ½ hours drive from Hobart and a 1 hour flight across Bass Strait to reach Melbourne.

The *Cradle Coast Integrated Transport Strategy* (2006) provides a future strategic direction for the region's transport infrastructure and its findings and comments have been referred to in the sections below. The Strategy attempts to also link transport and land use planning principles. The key themes covered by the strategy were accessibility, road safety, tourism, resource industries and industrial areas, linear infrastructure and freight, and marine and aviation transport issues.

14.2 Ports

The Port of Burnie is Tasmania's largest general cargo port and Australia's largest container port. The Port is currently operated by Tasmanian Ports and includes four berths up to 219m in length with berth depths of 10.0-11.5m. The deepwater Port has been an integral component of the region's economic growth and development.

The Port of Burnie services Tasmania's major West Coast mines and handles most types of bulk shipping including minerals, fuels, woodchips and logs, as well as containerised consumables. In particular, the export of forest products is an important operation of the Port. Container handling forklifts have a 30 tonne capacity. An 80-tonne capacity Post Panamax single lift portainer crane is situated on the No. 6 Berth and a 65-tonne capacity twin lift portainer is situated on the No. 7 Berth. There is another trading port at Devonport, a specialised industrial port at Port Latta and three other minor trading ports in the Cradle Coast region.

Discussions with the region's stakeholders, and an assessment of recent movements statistics at the Port versus historical data, suggests the Port of Burnie should have the capacity to cater for increased demand into the future. This situation will continue to be monitored by the Port of Burnie in its regional planning.

Sea passenger and car services to and from the mainland are provided through the Devonport Port. Burnie is also rapidly becoming a preferred destination for cruise ships. Burnie recorded 9 cruise ship visits in 2005-06, an increase from 2004-05, and forward projections are strong. The deepwater port is seen as an advantage to attracting larger cruise ships. There are opportunities to improve the presentation of the cruise ship boarding facilities at the Port and clearly separate these from Port activities.

14.3 Rail

Rail has been a traditional form of freight transport from Burnie's very early days when mineral deposits were first discovered in the North-West. A railway line currently connects Burnie to the eastern and southern centres of Tasmania.

TasRail Pty Ltd operates the rail line, which is a major carrier of heavy freight in Tasmania across Tasmania's 784km freight-only network. TasRail presently transports around 2 million tonnes a year around Tasmania, which accounts for around 20% of the land-based freight transport haul in the state each year. Major haulage includes cement, wood chips and other logs, containers, coal, sulphuric acid, minerals and fertiliser. Each of these commodity groups is relevant to Burnie's industry structure. The railway connects to the Port of Burnie. Upgrades to the rail infrastructure across the entire network are underway to allow 72 tonne gross loaded wagons to travel at 80km/h.

There is potential for further infrastructure improvements to better align the rail network with the broader transport system and industry. The *Regional Integrated Transport Strategy* reported that there has been significant under-investment in the alignment and strength of the main rail line connecting ports and major industrial areas. This includes the possible upgrading of rail to the Port of Burnie. The nature of the resources industries in the region and the potential value adding opportunities in resource processing into the future provides opportunity to expand the rail network.

14.4 Road

The settlement across the North-West Coast is linked by the 4-lane Bass Highway, which is part of the AusLink National Network. Private cars are the predominant form of transport for the region and the highway infrastructure has meant a diverse settlement pattern and significant cross-movements between sub-regions for journey to work. Burnie is identified as one of the highest commuter areas in the region.

The highway connecting Burnie with Launceston and Hobart has improved, with the introduction of 110km/h speed limits and four lanes in certain segments. In terms of public transport, regular public bus services operate in Burnie which are considered to have capacity into the future for increased demand.

Whilst the alignment of the State road network is substantially mature, the *Regional Integrated Transport Strategy* notes that over the next 20 years the number of commuters, tourists, trucks and older driver's on the region's roads will increase. To maintain access and safety, an increasing amount of investment will be required for road expenditure. Consequently, there is significant scope to improve design standards to meet the targeted measures under the road hierarchy.

It is recommended a local transport plan be developed. With increased road infrastructure usage and projected local growth in Burnie, there will be need for new residential land release areas over time, along with more intensive development in some locations, and relocation of uses to other more appropriate locations.

Given possible changes to the nature and mix of land uses in certain locations, and the understanding that traffic implications vary between land uses, there will need to be a local transport plan to guide transport responses. New land release areas will require transport access, there are likely to be changes to truck movements around Burnie, and the coastal highway will need to meet demands from changing residential patterns on the coastal plain of Burnie along with the broader coastal strip in North West Tasmania.

14.5 Air

Burnie Airport is owned and operated by Burnie Council. It is situated in the nearby town of Wynyard. The Airport is serviced by Regional Express, providing direct flights to Melbourne. Qantas Link formerly provided services to the Airport, but since their exit, Regional Express is increasing the number of flights to Melbourne, Hobart and King Island. Devonport Airport also provides interstate air services. Future investment in air capacity will be determined by passenger demand. Around 2,000 passengers per week use the Airport. The exit of Qantas from the market is seen as negative for the region in terms of growth and access. The lack of a second operator reduces competition, potentially increasing prices and reducing demand and usage. It can also constrain the expansion of services into new markets and line transfers for connecting airports.

15. Infrastructure Services Strategy

15.1 Definition

Infrastructure services includes the supply of:

- Electricity and power;
- Gas;
- Sewerage;
- Waste management; and
- Telecommunications.

Government is generally responsible for the provision of most of these infrastructure types, along with some large private providers. New development and industry, particularly extensions to the urban footprint, and broad increases in the local population, generally requires investment in these services to ensure capacity and reliance.

15.2 Electricity

Aurora Energy is the primary supplier of electricity to Burnie and the entire State of Tasmania. Aurora is a State-owned electricity distribution and retail company. Aurora currently has three major power substations in Tasmania: Moonah in Hobart's northern suburbs; Rocherlea on the outskirts of Launceston; and at Burnie, providing a reliable source of energy to the local region. Power generation and capacity has always been a significant infrastructure component to the Burnie region given the amount of major industry that has traditionally been located in the region.

The Tasmanian State Government has initiated a focus on renewable energy sources and is facilitating the construction of a number of wind farms, including a major farm at nearby Wynyard. The development of a direct electricity connection to the Victorian electricity grid through the Basslink cable is likely to provide the impetus for further wind power developments in Tasmania, enabling Tasmania to export renewable wind-generated electricity to other states. Overall, the electricity infrastructure and supply to the region is considered capable of meeting future demand.

15.3 Gas

In early 2004, gas distribution company Powerco and Burnie Council signed a heads of agreement to install gas pipes and other infrastructure to supply natural gas to the region. The increased infrastructure has widened the residential areas capable of connecting to natural gas. Stage 1 involved the installation of a gas distribution network in the Old Surrey Area, extending from Mount Road to the Lactos Cheese Factory. Stage 2, to be completed in mid 2007, will extend the pipeline to the areas of Burnie, Romaine, Brooklyn and Hillcrest. The added infrastructure will provide an alternative energy source for Burnie's residential and commercial communities.

15.4 Sewerage

Sewerage reticulation systems extend throughout the urban areas of Burnie and Ridgley providing for domestic sewerage and certain licensed trade waste. The wastewater is treated at three treatment plants, one of which has been newly constructed at \$16 million providing Burnie with extra capacity to accommodate future growth.

15.5 Waste

Burnie Council provides rubbish collection services throughout the urban areas of Burnie and Ridgley, with available land fill area to meet short-term demand. Council operates a single major refuse site and has developed a regional waste strategy, including the

initiation of a major recycling initiative. Council has a Waste Management Strategy that will need to be reviewed with changing settlement patterns.

15.6 Telecommunications

Burnie has fibre optic cable (100Mb/sec) throughout the urban area of Burnie and its educational institutions. It offers the same range of telecommunications amenities as any major metropolitan centre in Australia. Communications to the capital cities and into the national fibre optic trunks are provided via high-capacity transmission systems. The main supplier of these services is eBurnie Connect, a Council operated company, which offers high-speed Internet connections using wireless or fibre optic cabling technology. Funding by the Commonwealth Government is supporting the initiative. Council also owns wireless cable for areas outside the Council boundary. Telstra provides ADSL connection capabilities through most areas of the region.

16. Conclusions

The key findings of this Strategy and issues to be addressed are summarised as:

- The Strategy confirms Burnie's future growth prospects are fairly strong in terms of population, economic and development growth but will be linked to a number of factors, some of which will be external factors that Burnie may have little chance of influencing such as those impacting interstate migration from the mainland. This presents some risk moving forward and suggests a performance-based approach to planning and a flexible and responsive system to new investment and economic opportunities. Overall, the future growth prospects in Burnie are slightly more positive than other regional centres in Tasmania;
- There is generally an adequate provision within existing statutory (*Burnie Planning Scheme 1989*) and infrastructure arrangements to accommodate short- to medium-term growth and development for most forms of urban land uses analysed in this study. The exception is for industrial activity, where Burnie is significantly challenged. There are planning processes underway to address these issues, some are joint regional approaches. The issue of resolving conflicting land uses involving industrial uses is central to the implementation of this Strategy and requires a mechanism to relocate uses, where appropriate, into more appropriate locations;
- Overall, planning and investment responses will only require release of additional land areas if trigger circumstances are reached. This is the preferred approach given the risk of overinvestment in the short-term. Burnie is still in an uncertain population growth stage when there is not yet a clear indication growth has turned around for a sustained period of time. The following processes will be required:
 - Systems to ensure influencing factors are monitored;
 - Preparation and commitment for action as triggers are realised; and
 - Commitment/disposition to resist pressure to prematurely entertain proposals for development not supported by the trigger factors;
- There is an absence of a clear urban form and structure. While there is a sound backbone for future growth and development, existing settlement patterns do not reflect a coordinated and planned approach to orderly and economic land use. There is need for introduction of settlement and urban design guidelines to both remedy existing shortcomings and to establish high standards of functional and aesthetic performance. In this regard there is need to identify and prepare principles and guidelines for the following issues in particular:
 - Historical, architectural and cultural heritage conservation;
 - Protection and enhancement of natural environmental values and threats;
 - Definition of precinct character and function;
 - Urban design, built fabric, signage and treatment for spaces and places;
 - Environmental nuisance and amenity management;
 - Landscape and scenic protection;
 - Incentives and mechanisms to promote and deliver transition from mixed-use/under-performing localities to vibrant single purpose activity areas – including industrial zones and in-fill residential areas; and
- There is a need to quantify capacity and risk for existing and proposed infrastructure arrangements in water supply, sewage drainage and wastewater treatment, stormwater, local roads, energy supply, and telecommunications, and to relate these to capabilities for growth and development, including the nature and intensity of activity such as industrial uses.

17. Implementation and Monitoring

The Strategy's implementation will still require some additional research and studies. While this Strategy builds on work undertaken specifically for this project and across a number of recent studies, it is, in many ways, still only a starting point. Council will be central to the actioning and implementation of the Strategy. Details of each implementation stage are outlined in **Table 16.1**.

Table 16.1: Additional Actions for Implementation and Monitoring

Stage	Actions	Justification
1.0	Further Research, Planning and Coordination	
1.1	Prepare economic development and employment strategy	<ul style="list-style-type: none"> The Settlement and Investment Strategy documents how best to manage projected growth. The Strategy assumes the projected growth will occur. There is no strategy to create growth. A key enabler to creating growth is ensuring local employment opportunities and a reason to live in Burnie. An economic development and employment strategy would identify economic opportunities for the region commensurate with economic advantages and capacity to assist in delivering employment and economic growth over the long-term. An economic development and employment strategy should develop the economic opportunities, target investment categories and labour/skills strategies for Burnie. The strategy's objective will be to drive employment outcomes for the region through the attraction of investment. The investment categories should reflect the region's strengths/weaknesses and competitive position. The strategy should respond to opportunities and mitigate future risks. The strategy will need to develop skills, training and recruitment strategies.
1.2	Prepare inward investment attraction strategy	<ul style="list-style-type: none"> The Settlement and Investment Strategy is based on the projected growth and development of Burnie. The Strategy documents how best to manage growth moving forward, assuming the growth occurs. However, it does not provide proactive actions to attract investment. It merely seeks to establish the right planning environment to manage growth and new investment. Again, the attraction of this investment is assumed in the growth projections. An inward investment attraction strategy would be an action-focussed document concentrating on the project and investment opportunities identified in an economic development and employment strategy. The strategy would provide the mechanism to generate interest in Burnie as a place to live, work and invest, through the development of marketing collateral and a marketing strategy. This strategy naturally follows the identification of project opportunities in the economic development strategy and the creation of the right planning context in the Settlement and Investment Strategy.
1.3	Finalise industrial land strategy	<ul style="list-style-type: none"> The Settlement and Investment Strategy clearly indicates the importance of appropriate industrial land use planning in Burnie as a means for more orderly and appropriate land use across Burnie. Many of the land use conflicts and planning issues in Burnie involve industrial land uses. An agreed industrial land strategy would provide the framework for Council to plan for future industrial development and address existing land use issues. There has already been much work done on this study. A strategic direction now needs to be formalised and implemented. This will include consideration for the mechanisms to relocate industrial land uses from undesirable locations to new dedicated industrial sites.
1.4	Prepare local transport plan	<ul style="list-style-type: none"> The Settlement and Investment Strategy indicates that based on the projected local growth in

Stage	Actions	Justification
		<p>Burnie, there will be need for new residential land release areas over time, along with more intensive development in some locations, and relocation of uses to other more appropriate locations.</p> <ul style="list-style-type: none"> Given possible changes to the nature and mix of land uses in certain locations, and the understanding that traffic implications vary between land uses, there will need to be a local transport plan to guide transport responses. New land release areas will require transport access, there are likely to be changes to truck movements around Burnie, and the coastal highway will need to meet demands from changing residential patterns on the coastal plain of Burnie along with the broader coastal strip in North West Tasmania.
1.5	Extend Waterfront Precinct Plan and development schedule	<ul style="list-style-type: none"> The Settlement and Investment Strategy highlights the waterfront as one of the key development opportunities for Burnie in terms of enhancing the amenity for residents and visitors. The appropriate development of the waterfront has the ability to improve tourism and the functionality of the Central Business zone. It is considered the Waterfront Master Plan needs to be extended to encompass the entire Waterfront Precinct to ensure integration with the CBD. This will involve plans to relocate undesirable uses. The Waterfront Precinct Plan will then need to be finalised along with the planned development schedule. Council will need to determine how the project is to be developed, which components will be released to the private sector, and how this EOI process will work. Further planning work will also be required on integration with the CBD.
1.6	Prepare specific land use strategies for local areas	<ul style="list-style-type: none"> The Settlement and Investment Strategy provides recommendations on preferred land uses in each of the major settlement nodes. To ensure community support and a more prescriptive analysis, it is recommended that further consultation and detailed analysis be undertaken. A recent example has been the Cooe Industrial Land Use Study. A new example would be the Wivenhoe area to facilitate the progression of residential to industrial uses. This would require more detailed planning and consultation.
1.7	CBD Master Plan and Parking Plan	<ul style="list-style-type: none"> The Settlement and Investment Strategy makes it clear that precinct planning will be important to the functionality and sustainability of the CBD over time. Such a process has benefits for competition, investment, certainty, urban design and traffic movements. This will require detailed planning through a master planning process to review zoning and planning controls, including the need for specific zones (not mixed use), building heights and floorspace ratios. It would also involve identifying specific underutilised sites and how best to manage their redevelopment. The waterfront linkages will also need to be carefully considered in this process.
1.8	Facilitate a regional growth forum and strategy development to encourage coordination	<ul style="list-style-type: none"> The Settlement and Investment Strategy has studied the needs of Burnie within the regional context. However, regional planning and coordination will impact how Burnie develops. There is no such process, apart from industrial land planning, where there has been coordinated

Stage	Actions	Justification
		<p>discussion between the regional centres of Burnie and Devonport with regard to their roles. Otherwise there will continue to be duplication of investment and both centres will compete with each other to the cost of the region.</p>
1.9	Monitor growth, development and planning in surrounding areas	<ul style="list-style-type: none"> The Settlement and Investment Strategy has studied the needs of Burnie within the regional context. However, Burnie's growth as a regional centre is not just dependent on population growth within its own boundaries but also of the broader region. Many people work in Burnie but live elsewhere. Burnie's commercial sector and employment needs are reliant on the growth in the broader region. Therefore, these trends need to be monitored. They also need to be monitored in the context of how Burnie is faring in terms of retaining its employees as residents and driving its own population outcomes.
1.10	Review 2006 Census data and test validity of projections	<ul style="list-style-type: none"> The Settlement and Investment Strategy has formulated population projections based on the ABS estimated resident population series and potential impacts of projects in the region. There remains conjecture about the accuracy of the ABS estimated resident population statistics. These will be revised and finalised upon the release of the 2006 Census statistics. There is also only dated data used to assess the demographic trends of the region and the 2001-2006 period has been one of significant change in Tasmania. It will therefore be necessary to consider the new data in the planning process and test the validity of the assumptions developed for population growth, age breakdown, households sizes, affluence and dwelling preference.
2.0	Review the Planning Scheme	<ul style="list-style-type: none"> The <i>Burnie Planning Scheme 1989</i> regulates Burnie's land use pattern. Planning Schemes typically outline the preferred arrangement for the future use, development and management of land in an area. Part of the monitoring and review process of the Burnie Planning Scheme involves a regular evaluation of planning principles, assumptions relating to population growth, development and investment trends, residential densities, and consumer preferences. The Settlement and Investment Strategy is a key contributor to the Planning Scheme review process. It is intended to guide development and investment decisions in Burnie in a manner that will provide a pattern of settlement and infrastructure provision that is achievable, orderly, economic and sustainable, and that will be relevant to future needs, capabilities and potentials. The review of the Planning Scheme would involve: <ul style="list-style-type: none"> Establish a timeline for the review Internal preparation of review and amendments Undertaking any scheme amendment in accordance with division 2 of the Land Use Planning and Approvals Act 1993 Consider any incentives or planning controls to relocate undesirable uses
3.0	Consultation with Landowners and Relocation/Incentive Strategies	<ul style="list-style-type: none"> The Settlement and Investment Strategy recommends action such as site consolidation, infill development, relocation of industrial businesses and precinct planning. The implementation of these actions requires consideration for Council's role in the property market, incentive policies

Stage	Actions	Justification
		and planning controls to encourage relocation as required (specifically for industrial uses in noted areas), and consultation with landowners regarding their attitudes towards the changed land use planning, zoning and the relocation of tenants.
4.0	Facilitate Investment and Development Opportunities	<ul style="list-style-type: none"> The Settlement and Investment Strategy identifies a number of development opportunities that will occur over time, including areas such as the CBD, waterfront, Cooe Point, South Burnie, industrial estates, residential communities and tourism accommodation. To attract investment and ensure the proposals meet the needs of Council and the community, Council will need to release these opportunities to the market. The inward investment attraction strategy should provide details of the required processes, including developing marketing collateral.
5.0	Develop Infrastructure Services Plan	<ul style="list-style-type: none"> The Settlement and Investment Strategy notes the important link between land use patterns and infrastructure services. Council is responsible for many of these services. Like transport, with a change in the land use pattern and new land use areas, there will be the requirement for Council to develop an appropriate infrastructure services plan to manage growth and future capacity.
6.0	Undertake Land Banking and Property Transactions	<ul style="list-style-type: none"> The Settlement and Investment Strategy studies future land use and investment in Burnie, and therefore impacts all major land holders. Council is a major land holder in Burnie and is therefore in a position to be involved proactively in property transactions to facilitate some of the proposed strategies. It is recommended that Council consider its role in this respect and its direct actions in regard to its land holdings and redevelopment. This is particularly relevant to areas such as Wivenhoe where site consolidation may be required to achieve a conversion to industrial activity only.
7.0	Review Funding and Management Models	<ul style="list-style-type: none"> The Settlement and Investment Strategy reiterates the key findings of the <i>Recreational Strategy</i>, particularly in relation to the funding and management of Council's community and recreation facilities. The <i>Recreational Strategy</i> provides detailed analysis of these issues and should be closely considered by Council. Most of the recommendations are supported by the Settlement and Investment Strategy and represent logical and practical solutions. Council should consider the recommendations to implement a best practice management plan.
8.0	Ongoing Monitoring and Performance Measurement	<ul style="list-style-type: none"> The performance measurement system for the Strategy should align with the economic, social and environmental objectives established at the beginning of the Strategy. Suggested performance measurements are: <ul style="list-style-type: none"> Economic: <ul style="list-style-type: none"> Population: estimated resident population, % of new Tasmanian migrants Employment: employed persons, unemployment rate, retention of school leavers Economy: GRP, industry diversification measures Investment: building approvals, development applications, inquiries, land take-up Residential: dwelling approvals, land take-up, new sales, property prices, densities Community: government grants, budget allocations, user revenue

Stage	Actions	Justification
		<ul style="list-style-type: none"> ○ Tourism: visitor numbers, cruise ship visits, visitor satisfaction levels ○ Retail: trading levels, turnover, market share, vacancy rate ○ Commercial: new businesses, upper floor refurbishment, vacancy rate ○ Infrastructure services: developer contributions, usage levels ○ Planning: conflicting land uses, available development sites, land cost-competitiveness • Social: <ul style="list-style-type: none"> ○ Demographics: 2006 Census results ○ Education: participation rates, enrolment levels, uptake of post-school qualifications ○ Health: waiting lists, bed shortages, health reporting processes ○ Child care: occupancy levels, enrolment levels ○ Transport: Government expenditure, traffic, road fatalities, public transport usage ○ Quality of life: social and community well-being indicators

Source: AECgroup



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