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Circular Head Settlement Strategy **Final report**

Circular Head Council | 16 January 2024

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ERA Planning Pty Ltd trading as ERA Planning and Environment

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Acknowledgement of Country

We acknowledge and pay respects to palawa as the traditional owners and continuing custodians of lutruwita. We honour their 40,000 years of uninterrupted care, protection and belonging to these islands, before the invasion and colonisation of European settlement.

palawa culture and language has been, and continues to be, based on a deep and continuous connection to family, community, and the land, sky and seas. This settlement strategy respects this connection and aims to celebrate and protect it for future generations.

We pay our sincere respects to Elders past and present, and to all palawa living in and around the Circular Head region. We acknowledge in particular:

The tommeginer people of Table Cape The lowreenner people of Rocky Cape The parperloihener people of Robbins Island The pennemuker people of Cape Grim The pendowte people of Studland Bay The peerapper people of West Point The manegin people of Arthur River The tarkiner people of Sandy Cape The peternidic people of the mouth of the Pieman River.

We honour their stories, songs, art and culture, and their aspirations for the future of their people and these lands.

We acknowledge that their sovereignty has neve been ceded.

Always was, always will be



Glossary

Abbreviation	Definition
ABS	Australian Bureau of Statistics
BAU	business-as-usual (scenario)
CBD	Central business district
CCRLUS	The Cradle Coast Regional Land Use Strategy 2010-2030
ст	Certificate of Title
Council	Circular Head Council
DEYCP	Department for Education, Children, and Young People
ERA	ERA Planning and Environment
LGA	Local Government Area
LIST	Land Information System Tasmania
LPS	Local Provisions Schedule
LUPAA	Land Use Planning and Approvals Act 1993
RMPS	Resource Management and Planning System
RP	renewable powerhouse (scenario)
settlement strategy/strategy	Circular Head Settlement Strategy (this document)
SGS	SGS Economics and Planning
STP	Sewage treatment plant
SWOT	Strengths, weaknesses, opportunities and threats
TFS	Tasmania Fire Service

Section 1 Introduction

Introduction

Purpose

This settlement strategy has been prepared to provide a strategic blueprint for planning and managing the sustainable growth of the Circular Head municipality. The settlement strategy informs and guides future use and development in Circular Head for the next 20 years, from 2023 through to 2043.

The strategy considers population trends, community needs, the local planning context, economic growth, development trends (including emerging industries), and land use demand and supply. It provides a framework for identifying preferred locations for future major developments, expansion of existing urban areas, requirements for the use of planning instruments, and key economic opportunities.

Project scope

The strategy has the following aims:

- To understand the social, economic and environmental trends impacting Circular Head.
- To determine the existing housing supply and the future housing demand for the municipal area.
- To develop a clear policy framework that will guide planning and decision-making.
- To provide guidance to meet the future housing needs of Circular Head Council.
- This strategy should be read in conjunction with the Circular Head settlement strategy supporting report and the land demand and natural hazard assessment.

It is expected that the strategy will be reviewed and updated every five years. It aligns with the *Cradle Coast Regional Land Use Strategy 2010-2030* (CCRLUS) and the *Sustainable Murchison 2040 Community Plan* and provides a strategic planning document to inform future iterations of the *Circular Head Local Provisions Schedule* (LPS) and revisions of the CCRLUS.

Study area

The Circular Head municipality is in the northwestern corner of Tasmania. It is 4,917 km² in area¹ and has a population of around 8,117¹. The main urban settlements are located along the northern coast at Smithton (population 3,282) and Stanley (population 595)³. The primary transport route to the area is via the Bass Highway from the Waratah-Wynyard municipality. The area is also serviced by Smithton Airport. There is road access to the West Coast via the Western Explorer. There are approximately 5,288 properties in the Circular Head municipality⁴. The 2021 census identifies 4,037 private dwellings, comprising the following dwelling types: 94.7% separate houses, 3.4% semi-detached, terrace houses or townhouses, 0.9% flats and 0.8% other dwellings⁵.

It is understood that Circular Head and the broader Murchison area are facing challenges in attracting investment and jobs to the region. The *Sustainable Murchison 2040 Community Plan* recognises the need for major infrastructure development in the region to stimulate job opportunities and population growth. It identifies that the Murchison area has experienced a downward trend in population over the last 20 years and that without successful intervention or major investment in the area there is likely to be little population growth. The Circular Head municipality has a promising outlook for attracting emerging industries, such as wind power generation.

4 Circular Head Council, Our Council Fast Facts 2022/23. Available at: https://www.circularhead.tas.gov.au/our-council/fast-facts 5 ABS, 2021 Census QuickStats, Circular Head. Available at: https://abs.gov.au/census/find-census-data/quickstats/2021/LGA61210

¹ Circular Head Council, Our Council Fast Facts 2022/23. Available at: https://www.circularhead.tas.gov.au/our-council/fast-facts 2 ABS, 2021 Census QuickStats, Circular Head. Available at: https://abs.gov.au/census/find-census-data/quickstats/2021/LGA61210 3 ABS, 2021 Census QuickStats, Circular Head. Available at: https://www.abs.gov.au/census/find-census-data/quickstats/2021/UCL615023 and https://www.abs.gov.au/census/find-census-data/quickstats/2021/UCL615023



Report structure

The Circular Head settlement strategy is set out as follows:





Section 2 Background summary

Background summary

Policy framework

The strategy is guided by two legislative frameworks: The Resource Management and Planning System (RMPS) and the *Local Government Act* 1993.

The RMPS is an integrated environmental and planning approval system formed by a suite of legislation linked by common objectives focused on sustainable development.

The core legislation in the RMPS is the Land Use Planning and Approvals Act 1993 (LUPAA), the Environmental Management and Pollution Control Act 1994, the State Policies and Projects Act 1993, the Resource Management and Planning Appeal Tribunal Act 1993, the Tasmanian Planning Commission Act 1993 and the Historic Cultural Heritage Act 1995.

Key relevant statutory documents under the RMPS include the Cradle Coast Regional Land Use Strategy 2010 - 2030 (CCRLUS) and the Tasmanian Planning Scheme – Circular Head, the State Coastal Policy 1996 and the Protection of Agricultural Land Policy 2009. The policy framework is outlined in Figure 1. A number of local strategy documents were reviewed, with most being either prepared by or for Circular Head Council. These reports provided useful context, data, information and policies that were of direct relevance to this project. The key themes that become apparent from the literature review were:

- Housing security and meeting changing housing needs
- Changing demographics and an ageing population
- Protecting the unique natural environment and managing climate change
- Attracting workers to the region
- Realising the economic potential of the region
- Improving transport and road infrastructure
- Fostering new industries and community-led solutions
- Promoting the region as a tourist destination.

A detailed summary of the key relevant strategic and statutory documents and how they relate to the settlement strategy is provided in the background report.

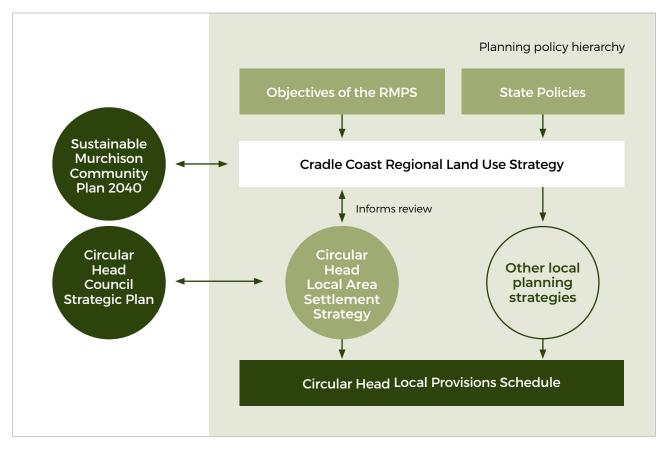


Figure 1: Policy framework diagram

Physical context

being in high-risk areas.

SGS undertook an analysis of environmental values, natural values and hazard events in Circular Head. It was found that several locations are exposed to existing and evolving erosion, flood and bushfire risks. The areas most at risk include locations within or close to low-lying areas exposed to erosion and inundation, being Smithton (low-lying industrial and residential areas close to the river), Marrawah, Stanley (the highway towards Stanley along the isthmus), and lower Arthur River. With respect to bushfires, Hellyer, Crayfish Creek and Edgcumbe Beach are identified by SGS as

Expected increase in rainfall in winter and less in summer

Climate change data shows that Circular Head is also going to experience an increase in the frequency and severity of natural hazards, such as erosion, inundation, river and stormwater flooding, and bushfires. The key trends are:

- Drought conditions in Circular Head will intensify unlike other areas of North-West Tasmania.
- Most areas of Circular Head, including Smithton, Marrawah and Arthur River, will experience an increase in moderate, severe and extreme drought months, with Smithton having a moderate risk of approximately 18 additional drought months over the next decade. Some central areas may see an increase in drought of about 26 months. In contrast, drought conditions in Crayfish Creek and Hellyer will ease slightly.
- Climate change is likely to lead to more intense rainfall events at Circular Head. This means a greater risk of heavy rainfall, which could lead to increases in flooding and erosion.
- The region is likely to experience more rainfall in the winter and less in the summer, which could have implications for water storage and irrigation practices.
- Most of Circular Head is at low risk of flooding including the township of Arthur River. However, inland along Arthur River, at the Kanunnah Bridge, the risk of flooding is extreme.
- Some residential properties in Smithton, adjacent to Duck River, are at high and medium risk of coastal inundation, putting them in danger by 2050. There is also significant agricultural land in the north, to the west of Duck Bay, that is at risk by 2050.
- In Stanley, the residential land is generally at low risk. However, Stanley relies on access via an isthmus, and this area is covered by medium-

and high-risk hazard bands, meaning the Stanley Highway could be entirely inundated in the future. This would effectively cut off the township from Smithton

Expected increase

in moderate.

severe and extreme drought

months

 Under the high emissions scenario, Circular Head is expected to experience an average temperature increase of 2.6 to 3.3°C during the 21st century. Under the low emissions scenario, the projected change for the entire century is 1.3 to 2.0°C.

and indeed the rest of the state.

- By 2050, average maximum temperatures in parts of Circular Head will reach 30°C under the high emissions scenario. The current average daily maximum temperature in January is 20°C in Smithton.
- Aside from the main settlements in Circular Head

 Smithton, Stanley and Forest the remainder of
 the municipal area is predominantly considered
 bushfire-prone land. Hellyer, Crayfish Creek and
 Edgcumbe Beach are among the high-risk areas.

Community engagement

Stakeholder engagement has supported the preparation of this settlement strategy for the municipality. Small communities often have a clear understanding of constraints and limitations to growth and development, and where possible the settlement strategy has reflected this input.

In 2023, ERA commenced work on the settlement strategy and built upon the engagement process that Council had begun with the community in 2020. Some stakeholders played a more critical role in considering issues applicable to the settlement strategy, whereas for other stakeholders, the engagement process provided an opportunity to inform them on the project and its goals.

The engagement tools relied upon were:

engagement process.



in sessions and how

people can become

involved.

The clear messages from the engagement mirror those previously articulated in 2020, but they were more specific about the obstacles to growth in the municipality. This may be due to the nature of the questions asked of residents; however, it could also reflect the change in community sentiment during that period. In 2020, communities were adjusting to the impacts of the COVID-19 pandemic, which in turn led to an economic downturn in some industries. As the community has recovered from that period, and seen increased economic activity, it has highlighted workforce limitations and an expectation of improved services, housing and infrastructure provision.

Critically, the engagement process provided the project team with clear themes and messages around the community's needs and opportunities for improvement. This will provide clear directions for the settlement strategy recommendations.



in Smithton, for 2 hours each.

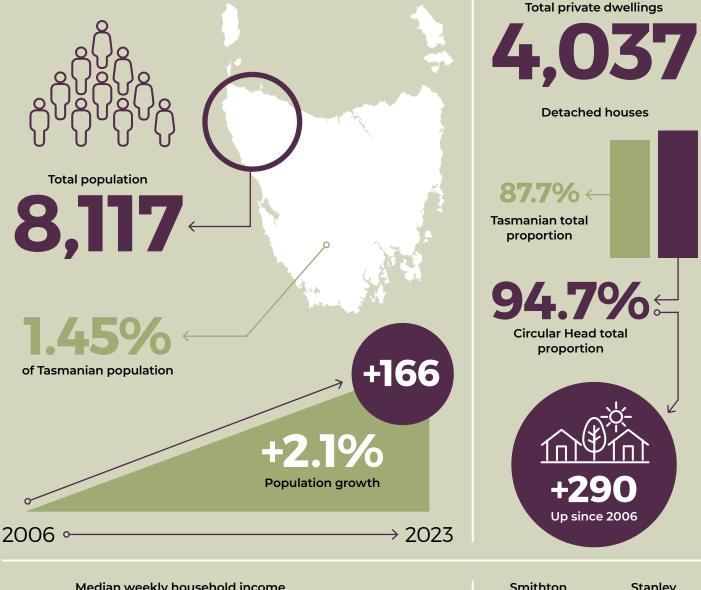


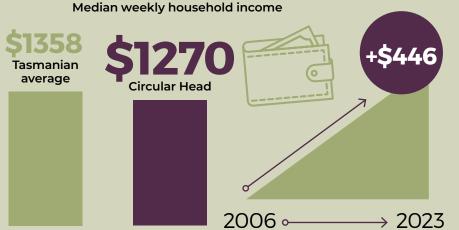
Meetings Meetings were held with the Tarkine Coast Progress Group, Circular Head Council staff, and Circular Head Councillors.

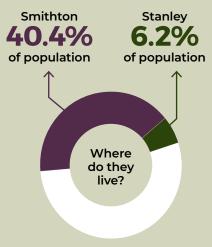
Section 3 Snapshot of Circular Head

Snapshot of Circular Head Circular Head

Current stats based on 2021 census data

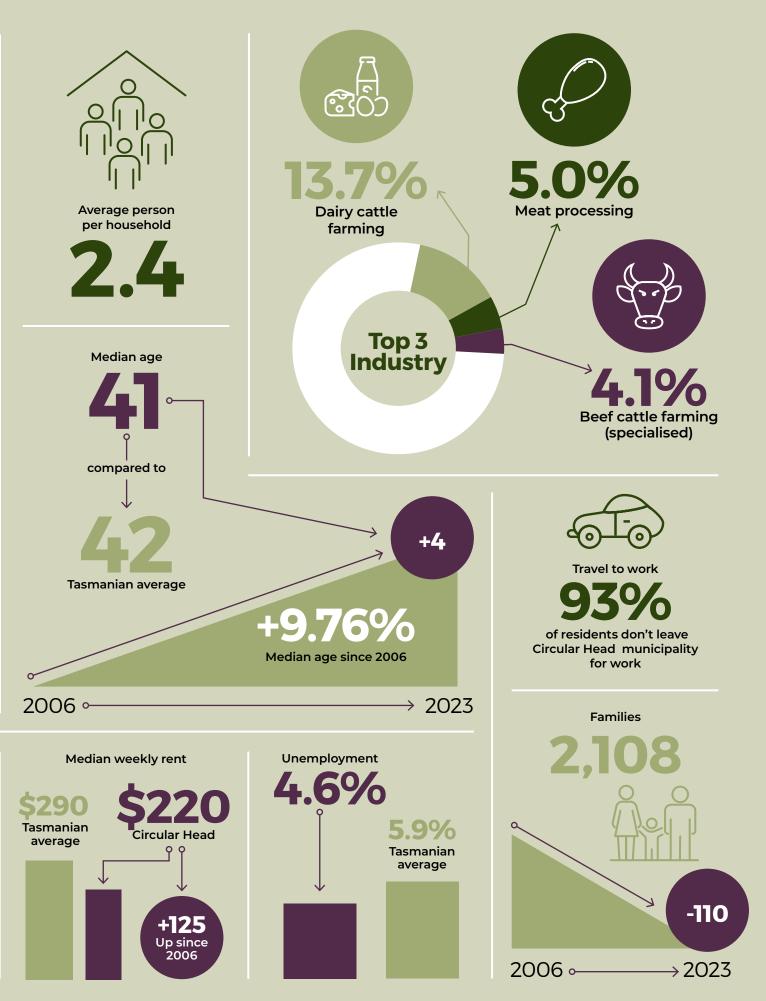






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Circular Head in the future

To adequately plan for the future needs of the Circular Head population, four scenarios have been considered in relation to population projections and dwelling demand:



Population projections

In 2022, the Tasmanian Treasury released rebased population projections in light of faster than expected population growth highlighted by the release of the 2021 census. Under the high growth scenario, the populations of Circular Head and Waratah-Wynyard are projected to increase until 2031 and then decline by 2041. Under the medium growth scenario, the population of all three LGAs declines over the next 10 and 20 years. Refer to **Table 1**.

Table 1: High and medium growth scenario population projections (Source: SGS Economics and Planning)

	High growth scenario			Medium growth scenario		
	2021	2031	2041	2021	2031	2041
Circular Head	8,335	8,367	8,197	8,335	7,986	7,384
Waratah-Wynyard	14,641	14,656	13,943	14,641	14,177	12,901
Burnie	20,441	20,776	20,991	20,441	19,375	18,033

For comparison, the Centre for Population scenario assumes the growth rate of the wider state applies to Circular Head. The projections diverge from those of the Tasmanian Treasury, showing greater growth through to 2031 which is more in line with what was experienced in Circular Head between the last two censuses. Refer to **Table 2**.

Table 2: Centre for Population population projections (Source: Centre for Population)

Scenario	2021	2023	2031	2041
Centre for Population	8,335	8,471	8,985	Not modelled

Estimated population projections for the renewable powerhouse scenario are expected to follow the high population growth scenario, with the addition of workers attracted to the region due to Marinus Link and other renewable energy projects. Refer to **Table 3**.

Table 3: Renewable powerhouse population projections (Source: SCS Economics and Planning)

Scenario	2021	2031	2041
Renewable Powerhouse	8,335	No data	8,612 ⁶

6 Estimate only and based on typical dwelling size of 2.4 people per household

Population projections summary

There is a population increase under the Centre for Population and renewable powerhouse scenarios, but an overall population decline under both the high and medium Tasmanian Treasury growth scenarios. In summary, the four scenarios have the following population growth rates:

- 1. The Centre for Population predictions, although not being modelled to 2041, is likely to represent the highest growth scenario for Circular Heads population, with a 7.2% growth rate from 2021 to 2031.
- 2. The renewable powerhouse scenario indicates a growth in population from 8,335 to 8612, with a growth rate of 3.2% from 2021 to 2041.
- 3. The Tasmanian Treasury high growth scenario indicates an overall population decline from 8,335 in 2021 to 8,197 in 2041, with a negative growth rate of 1.7%.
- 4. The Tasmanian Treasury medium growth scenario indicates a population decline from 8,335 in 2021 to 7,384 in 2041, with a negative growth rate of 11.4%.

Housing demand

Demand for residential land and housing is driven by expected changes in population and demographic characteristics. The SGS Housing Demand Model uses ABS census data to understand demographic characteristics as well as Tasmanian Treasury population projections to understand the historical and projected demand for dwellings in Circular Head and surrounding areas.

SCS modelled three scenarios to understand future housing demand in Circular Head. The first two were based on Treasury's high and medium growth population projections for Circular Head. The third scenario modelled added the demand relating to future workers employed in the renewable energy sector in the event that Circular Head becomes a hub for the industry with projects such as Marinus Link and wind farm constructions taking off. This is the scenario where Circular Head becomes a renewable powerhouse. The fourth scenario, the Centre for Population, has been estimated based on the population projections.

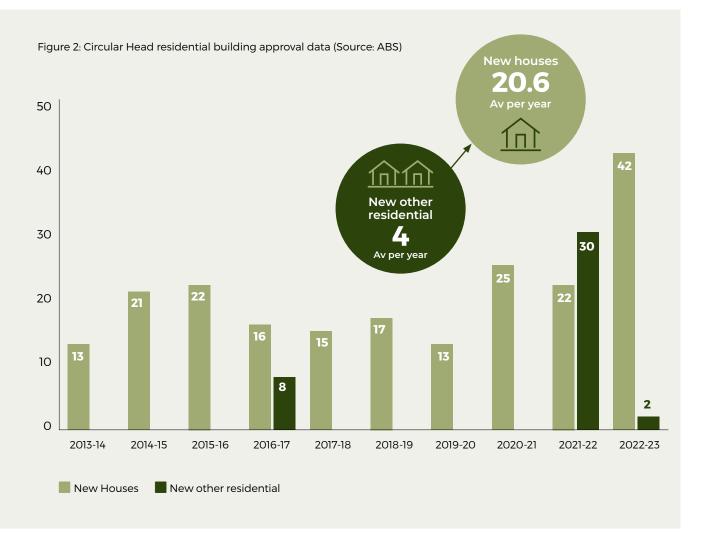
Table 4 includes the dwelling demand ratesapplicable for the four scenarios.

Scenario	Dwelling demand from 2021 to 2031	Dwelling demand from 2031 to 2041	Dwelling demand total from 2021 to 2041
Tasmanian Treasury medium growth scenario	-10.3 dwellings per year	-27.5 dwellings per year	-18.9 dwellings per year
Tasmanian Treasury high growth scenario	+15.3 dwellings per year	+1.8 dwellings per year	+8.6 dwellings per year
Renewable powerhouse scenario	-	-	+17.4 dwellings per year
Centre for Population scenario	+21.4 dwellings per year	-	-

Table 4: Dwelling demand rates for the four scenarios

Council approval data

Using ABS residential building approval data over the past 10 years, which in itself is aspirational as some approvals do not translate to completions, the historical dwelling supply rate is about 246 dwellings over the last 10 years, or 24.6 dwellings per year. Refer to **Figure 2**. This rate exceeds both the high growth scenario dwelling demand of 8.6 new dwellings per year, and the renewable powerhouse scenario dwelling demand of 17.4 new dwellings per year.



There have been four substantial subdivision applications that Circular Head Council have approved since 2020. These are unlikely to have been included in the abovementioned ABS data given that is for building approvals; however, they have been included in the vacant land data.

These are:

- Dovecote Road, Stanley (SA 2019/3): 93 lots
- 6A Rocklyn Road, Smithton (SA 2022/6): 38 lots
- Massey Street, Smithton (SA 2022/4): 109 lots
- Lot 3 & 4 John Street, Smithton (SA 2021/3): 34 lots

The total number of lots in these subdivisions is 274. This exceeds the anticipated 20-year demand under the high growth scenario, and provides 79% of the dwelling demand under the renewable powerhouse scenario. It should be noted that this excludes other smaller subdivisions or subdivisions that are currently being assessed by Council.

Housing supply

A housing supply analysis was undertaken through a desktop GIS analysis via data provided by Circular Head Council and the LIST. The data shows there are 175 vacant land parcels in Smithton, with most (110) of these zoned General Residential. There are 25 vacant land parcels in Stanley, and these are all zoned General Residential.

Zoning	Vacant area (ha)	No. of vacant lots	Theoretical dwelling yield
General Residential ⁷	54.24	134	751
Village ⁸	6.03	35	80
Low Density Residential ⁹	4.2	23	27
Rural Living A ¹⁰	131.0	92	138
Rural Living B ¹¹	149.0	77	98
TOTAL		367	1,094 dwellings

Table 5: Residential land supply based on theoretical analysis

Table 6: Estimated years supply Circular Head

Estimated years supply (historical approval rate) ¹²	Estimated years supply (high growth scenario) ¹³	Estimated years supply (RP scenario) ¹⁴	Estimated years supply (Centre for Population scenario) ¹⁵
45 years	128 years	63 years	51 years

The theoretical dwelling yield on vacant land in the:

- General Residential zone is 751 dwellings, located on 134 lots in Smithton and Stanley
- · Low Density Residential zone is 27 dwellings, located on 23 lots in Smithton, Edgcumbe Beach and Hellyer
- Rural Living zone is 236 dwellings, located on 169 lots in Smithton, Forest, Scotchtown, Irishtown, Edith
 Creek, Mengha, Marrawah and Rocky Cape
- Village zone 80 dwellings, located on 35 lots in Forest, Irishtown, Marrawah and Arthur River.

This results in a theoretical dwelling yield of 1,094 dwellings on vacant land in Circular Head.

The housing supply analysis has found that under SGS's high growth scenario, which assumes a demand of 8.6 dwellings per year for the next 20 years, there is 128 years of residential land supply in Circular Head. Under SGS's renewable powerhouse scenario, which assumes a demand of 17.4 dwellings per year for the next 20 years, there is 63 years of residential land supply in Circular Head. Based on the historical dwelling approval rate of 24.6 dwellings per year, there would be 45 years of residential land supply, and under the Centre for Population scenario (noting this is only projected for the next ten years, compared to the other rates which project for the next 20 years) there is 51 years of residential land supply in Circular Head.

13 Based on the SGS high growth scenario which assumes 8.6 dwellings per year over the next 20 years 14 Based on the SGS renewable powerhouse scenario which assumes 17.4 dwellings per year over the next 20 years

⁷ Assumes 20% of land area for roads, infrastructure and open space with 600m2 per dwelling in the General Residential zone. Adoption of 600m2 in the General Residential zone is inherently conservative as the permitted dwelling density is 325m2 and the minimum lot area is 450m2.

⁸ Assumes 20% of land area for roads, infrastructure and open space with 600m2 per dwelling in the Village zone

⁹ Assumes a lot size of 2,500m2 per dwelling in the Low Density Residential zone

¹⁰ Assumes a lot size of 10,000m2 per dwelling in the Rural Living A zone

¹¹ Assumes a lot size of 20,000m2 per dwelling in the Rural Living B zone

¹² This assumes the historical dwelling approval rate of 24.6 dwellings per year

¹⁵ Based on the Centre for Population scenario which assumes 21.4 dwellings per year over the next 10 years (noting that there are no projections for 2031 to 2041)

Commercial and industrial land supply

Demand for commercial and industrial floorspace is primarily driven by economic growth. The employment floorspace demand for two scenarios have been considered in the analysis:

- A "business as usual" (BAU) scenario, which assumes the economy will continue to evolve in line with observed changes over the last five years of ABS censuses
- A "renewable powerhouse" (RP) scenario in which major renewable energy and infrastructure projects, including Marinus Link, are assumed to boost employment in the region.

Under the BAU scenario, some of Circular Head's major industries including agriculture, forestry and fishing as well as the accommodation and food services industries are expected to experience large increases in employment over the next 20 years, while a fall in manufacturing and retail jobs is anticipated. Overall, this will lead to 180 net additional jobs to 2041, and this will likely lead to an increase in floorspace demand of around 29,000 m², the majority being commercial.

With the RP scenario, a very significant increase in jobs related to the development of renewable energy projects and infrastructure is expected and these jobs are mostly contained in the construction industry. Overall, the RP scenario will result in 460 net additional jobs, which is more than twice the increase in jobs in the BAU scenario to 2041. The net demand for floorspace for this scenario is around 36,000 m².

It is noted that an analysis of vacant office, retail and food and beverage spaces has not been undertaken as that information is not available. However, there are a number of vacant commercial spaces currently in Smithton and Stanley.

As shown in the table below, there is sufficient commercial and industrial land to accommodate the anticipated demand over the next 20 years for both scenarios.

Zoning	Vacant area (ha)	Vacant area (m²)	No. of vacant lots
Commercial			
Local Business	0.29	2900	6
General Business	2.76	27,600	37
Commercial	2.35	23,500	12
TOTAL	5.4	54,000	55
Industrial			
Light Industrial	8.93	89,300	8
General Industrial	66.87	668,700	18
TOTAL	75.8	758,000	26

Table 7: Commercial and industrial land supply

Residential land supply

Developable residential land in Smithton

A theoretical analysis of vacant residential land in Smithton shows that there is:

- 39.6 ha of vacant General Residential zoned land
- 4.62 ha of vacant Low Density Residential zoned land
- 16.8 ha of Rural Living zoned land.

This results in a total area of 61.02 ha of vacant residential land in Smithton, which has a total theoretical yield of 583 dwellings. Refer to **Table 8**.

However, to determine the developability of this land in Smithton, a detailed analysis was undertaken to firstly determine if the land included in this theoretical analysis is definitely vacant, and secondly, if it is suitable for housing. Land that is not vacant was excluded from the analysis, and land that is deemed not suitable for housing is recommended for rezoning to a non-residential zone.

To determine whether land is developable, consideration was given to multiple factors, including nearby land uses (particularly conflicting land uses), adjacent zonings, overlay restrictions, topography, physical restrictions (such as transmission lines), frontages, access to the site, and whether the land is serviced by reticulated infrastructure. Sites that have dwellings under construction, and sites that have active planning or building permits or that are in the final stages of planning assessment for residential subdivisions or dwellings¹⁶ have also been excluded from this analysis as it is assumed these permits will be acted on.

Guidance as to the appropriateness of the zoning was taken from Guideline No. 1 – Local Provisions Schedule (LPS): zone and code application, issued under Section 8A of the LUPAA, which provides a reference guide for applying zones under the LPS.

The following results were found:

- Of the 110 lots in the General Residential zone:
 - 50 lots were determined to be vacant and developable and have a total theoretical yield of 171 dwellings.
 - 38 lots were found to be undevelopable due to a range of reasons including the small size of the lot, access issues, existing built form, topographical or physical restrictions, or land use conflicts
 - Nine sites had either approved (8) or were under assessment (1) for residential developments or subdivisions
 - 12 sites were recommended to be rezoned to the Utilities zone (1), the Community Purpose zone (4), the Open Space zone (4) and the Low Density Residential zone (3).
- Of the six sites in the Low Density Residential zone:
 - Two were found to be not developable and one was recommended to be rezoned to a non-residential zone due to site restrictions.
 - The three remaining sites had a theoretical yield of 3 dwellings.
- Of the five sites in the Rural Living zone:
 - Four sites were vacant and developable and had a theoretical yield of 18 dwellings.
 - One site was not developable due to its small size.

The results of this analysis are presented in **Table 9**. Note that the three sites recommended to be rezoned from the General Residential zone to the Low Density Residential zone have been included in the table hence the increase in the number of lots in the Low Density Residential zone from **Table 8**.

16 This data was provided by Circular Head Council

Table 8: Theoretical vacant residential land in Smithton

Zoning	Vacant area (ha)	No. of vacant lots	Theoretical dwelling yield
General Residential zone	39.6	110	554
Low Density Residential zone	4.6	6	10
Rural Living zone	16.8	5	19
TOTAL	61.0	120	583



Table 9: Actual vacant residential land in Smithton

Zoning	Vacant area (ha)	No. of vacant and developable lots	Theoretical dwelling yield
General Residential zone	12.8	50	171
Low Density Residential zone	5.55	6	21
Rural Living zone (all zone A)	16.8	4	18
TOTAL	35.1	60	212

The results show that the theoretical dwelling yield of vacant and developable residentially zoned sites in Smithton is 210 dwellings on 35.1ha of land. This is considerably less than the initial theoretical analysis.

In the General Residential zone, there are currently only four sites that can accommodate a theoretical dwelling yield of more than one dwelling. These sites are:

- 18 Upper Gibson Street, Smithton, that has a theoretical yield of about 3 dwellings
- 22816 Bass Highway, Smithton, that is partly zoned General Residential and has a theoretical yield of about 23 dwellings
- 21 Sampson Avenue, Smithton, which has a theoretical yield of about 54 dwellings

 7 Rupert Lane, Smithton, which is partially constricted by its topography, however, still has a theoretical yield of about 90 dwellings.

All other developable sites can theoretically only accommodate a single dwelling, not considering strata titling. Results of the analysis are presented in **Figure 3** and **Table 12.**

Using this data, residential land supply in Smithton has been determined based on the four scenarios used previously, the historical approval rate, the Tasmanian Treasury high growth scenario, the renewable powerhouse scenario, and the Centre for Population scenario.



Table 10: Residential land supply in Smithton

Zoning	Theoretical dwelling yield
General Residential ²¹	171
Low Density Residential ²²	21
Rural Living A ²³	18
TOTAL	212 dwellings

Table 11: Estimated years residential supply in Smithton

Estimated years supply (historical approval rate) ¹⁷	Estimated years supply (high growth scenario) ¹⁸	Estimated years supply (RP scenario) ¹⁹	Estimated years supply (Centre for Population scenario) ²⁰
9 years	24 years	12 years	10 years

Based on the above it is feasible to consider rezoning of additional residential land in Smithton to allow a longer term supply of residential land. Particularly considering that if the four lots that can accommodate multiple dwellings are not developed then the residential land supply will be significantly lower.

It is recommended that two sites are investigated for their rezoning potential. These are King Street, Smithton (CT 227684/1) and 99 King Street, Smithton (CT 235844/1). Both sites are fully serviced by reticulated infrastructure, have suitable topography, and not overly constricted by existing overlays, and adjoin existing General Residential zoned land. They are currently zoned Rural and together have a theoretical dwelling yield of nearly 300 dwellings if there were to be rezoned to General Residential. This would significantly boost the residential land supply in Smithton.

17 This assumes the historical dwelling approval rate of 24.6 dwellings per year

18 Based on the SGS high growth scenario which assumes 8.6 dwellings per year over the next 20 years

19 Based on the SGS renewable powerhouse scenario which assumes 17.4 dwellings per year over the next 20 years

20 Based on the Centre for Population scenario which assumes 21.4 dwellings per year over the next 10 years (noting that there are no projections for 2031 to 2041)

21 Assumes 20% of land area for roads, infrastructure and open space with 600m2 per dwelling in the General Residential zone. Adoption of 600m2 in the General Residential zone is inherently conservative as the permitted dwelling density is 325m2 and the minimum lot area is 450m2.

22 Assumes a lot size of 2,500m2 per dwelling in the Low Density Residential zone

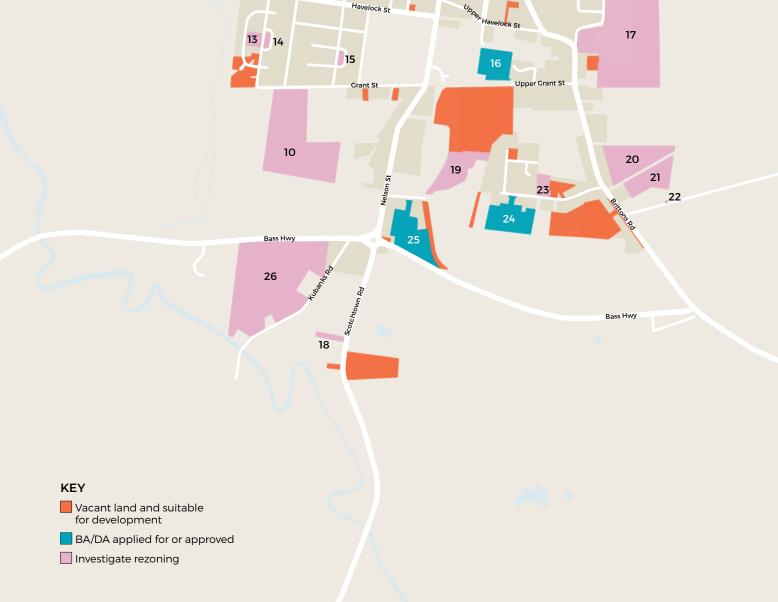
23 Assumes a lot size of 10,000m2 per dwelling in the Rural Living A zone

Figure 3: Analysis of vacant residential land in Smithton

11

12

Montagu Rd



Cartati

2

Robert

27

Emmett St

East Esp Nelson St

Davis

Gibson St

King St

Smith St

3

Masey St

8

4

King St

7

28

5

6

Table 12: Residential land analysis in Smithton

No.	Address	PID	Current zoning	Zoning investigation	Comments
1	Lot 4 Poke Street, Smithton	3598378	General Residential	No change	Planning permit issued for storage and food services.
2	Lot 2 Cantara Road, Smithton	2850674	General Residential	No change	Subdivision application under assessment.
3	13 Tier Hill Drive, Smithton	3056309	General Residential	No change	Planning permit issued single dwelling.
4	Massey Street, Smithton	1907894	General Residential	No change	Subdivision permit issued for 109 lots.
5	King Street, Smithton Tas 7330	6239944	Rural	General Residential	Investigate potential for rezoning to General Residential zone.
6	99 King Street, Smithton	6240128	Rural	General Residential	Investigate potential for rezoning to General Residential zone.
7	l Sampson Avenue, Smithton	7744002	General Residential	No change	Planning permit issued for educational and occasional care.
8	34-48 Massey Street, Smithton (5 Lots)	6231571	General Residential	No change	Subdivision permit issued for 28 multiple dwellings.
9	41 Goldie Street, Smithton	3609065	General Residential	No change	Planning permit issued for 3 multiple dwellings.
10	Grant Street, Smithton	7744432	Community purpose	Open space or Environmental Management	Land owned by the Crown and inappropriately zoned. Investigate rezoning to either Open Space or Environmental Management.
11	115-119 Havelock Street, Smithton	6228292	Low Density Residential	Non-residential zone	Site is subject to a number of restrictions which will greatly limit development potential. Site is also not serviced by sewage infrastructure, so would need on-site servicing. Investigate rezoning to a non-residential zone.
12	113 Havelock Street, Smithton	7556351	Low Density Residential	No change	Planning permit issued for single dwelling.
13	8 Wedge Street, Smithton	7238943	General Residential	Open Space	Investigate rezoning to Open Space to ensure long term use as a pocket park. Land owned by Council.
14	Wedge Street, Smithton	6235732	General Residential	Open Space	Investigate rezoning to Open Space to ensure long term use as a pocket park. Land owned by Council.
15	Hellyer Street, Smithton	2867783	General Residential	Open Space	Investigate rezoning to Open Space to ensure long term use as a pocket park. Land owned by Council.
16	23-29 Upper Grant Street, Smithton	2949762	General Residential	No change	Planning permit issued for 30 multiple dwellings.

No.	Address	PID	Current zoning	Zoning investigation	Comments
17	l Sampson Avenue, Smithton (6 Lots)	7744002	General Residential	Community purpose	Site comprises the St Peter Chanel Primary School. The western lots comprise the school buildings and access. The site is only partially serviced by reticulated infrastructure, partially comprises priority vegetation, and an electricity transmission corridor passes through the southern portion of the site. Suggested that all lots associated with the school are investigated for being rezoned to Community Purpose.
18	34a Scotchtown Road, Smithton (2 Lots)	7667019	General Residential	Utilities	TasWater infrastructure. Investigate rezoning to Utilities zone.
19	Lot 2 Rocklyn Road Smithton	3492848	General Residential	Low Density Residential	Site is not connected to reticulated infrastructure services (water or sewage). Seek TasWater advice whether it has the capacity to be connected, and if not, investigate rezoning to the Low Density Residential zone.
20	39 Brittons Road Smithton	1574778	General Residential	Low Density Residential	The site is not connected to reticulated water infrastructure. It should be confirmed with TasWater if it has the capacity to be connected. Otherwise, investigate rezoning to the Low Density Residential zone, as it is more fitting with the zoning guidelines.
21	37 Brittons Road Smithton	7624369	General Residential	Low Density Residential	This site is not connected to reticulated infrastructure services (water or sewage) and has priority vegetation. It should be confirmed with TasWater if it has the capacity to be connected. Otherwise, investigate rezoning to the Low Density Residential zone, as it is more fitting with the zoning guidelines.
22	13 Rifle Range Road Smithton	2967717	Low Density Residential	Utilities	TasWater infrastructure. Investigate rezoning to Utilities zone.
23	Smithton Cemetery' - 20 John Street, Smithton	1861398	General Residential	Community purpose	Site is used as a cemetery so should be more appropriately zoned to Community Purpose.
24	Lot 3 John Street, Smithton	3477904	General Residential	No change	Subdivision permit issued for 34 lots.
25	6a Rocklyn Road Smithton	3031304	General Residential	No change	Subdivision permit issued for 38 lots.
26	Lot 2 Kubanks Road Smithton	2958722	Rural Living zone A	Rural Living zone	Given the size of the land it is recommended that the site be investigated for rezoning to Rural Living Zone D.
27	35 King Street, Smithton	6229447	General Residential	Open Space	Investigate rezoning to Open Space to ensure long term use as a pocket park. Land owned by Council.
28	38 Tier Hill Drive, Smithton	3108324	General Residential	Utilities	TasWater infrastructure. Investigate rezoning to Utilities zone.

Rural Living zone analysis

An analysis of vacant residential land has identified that there are 169 parcels, or about 280 ha, of vacant Rural Living zoned land in Circular Head. This is far more than any other residential zoning. All vacant land in the Rural Living zones are in zones A and B, with no vacant land in zones C and D.

Of the vacant land in the Rural Living zone, 92 parcels (131 ha) are zoned Rural Living A, with a minimum lot size of 1 ha (or 10,000 m²); and 77 parcels (149 ha) are zoned Rural Living B, with a minimum lot size of 2 ha (or 20,000 m²). The locations of the vacant land parcels are shown in **Table 13** and **Figure 4**. It is noted that there 152 vacant land parcels in settlements (as shown in **Table 13**) and an additional 17 lots located outside of settlements.

The theoretical dwelling yield on vacant rural living zone in settlements is approximately 207 dwellings. If this land were to be developed, it would exceed the 20-year demand under the high growth scenario, and could provide nearly 60% of the dwelling demand under the renewable powerhouse scenario. The dwelling yield of vacant Rural Living land in all of Circular Head is also nearly equivalent to the yield on vacant and developable residential land just in Smithton. This balance should not be equal, as to achieve a sustainable development pattern far more residential land should be available in Smithton than on Rural Living land. This is further exacerbated by there only being vacant land in Rural Living zoned land in zones A and B, and none in zones C and D, meaning that where there is vacant land in the Rural Living zone it can be subdivided to lot sizes as small as 1 ha and 2 ha in zones A and B, respectively. This further encourages significant numbers of dwellings occurring outside of settlements.

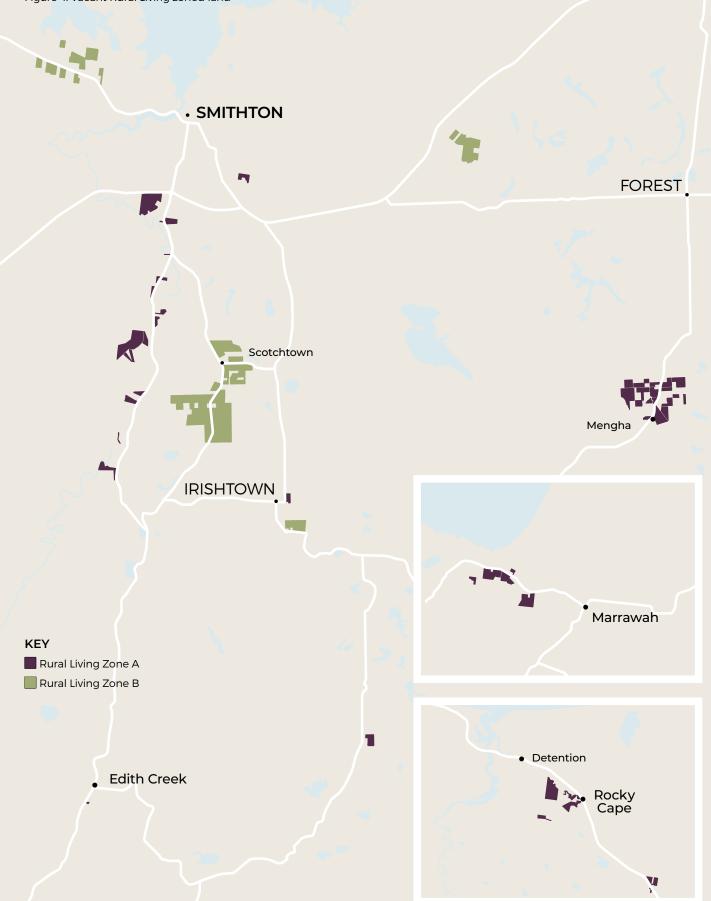
Growth in the Rural Living zone is not a sustainable development pattern as it typically occurs on land that is not serviced, generally limits housing typologies to single dwellings and has the potential to impact on agricultural land. However, it is a lifestyle choice for some demographics. To better utilise existing physical and social infrastructure, it is recommended not to encourage the expansion of the Rural Living area further than what currently exists.

Settlement	Vacant area (ha)	No. of vacant lots	Theoretical dwelling yield ²⁴
Smithton	16.8	5	19
Forest	17.3	14	14
Irishtown	14.4	8	8
Edith Creek	0.1	1	1
Marrawah	18.3	13	17
Mengha	44.0	38	44
Scotchtown	109.1	52	74
Rocky Cape	16.4	11	18
Leesville	22.4	10	12
TOTAL	258.8	152	207

Table 13: Analysis of vacant rural living zoned land in Circular Head

24 Yield calculations have assumed a lot size of 10,000m2 per dwelling in the Rural Living A zone and a lot size of 20,000m2 per dwelling in the Rural Living B zone.

Figure 4: Vacant Rural Living zoned land



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Section 4 The planning environment



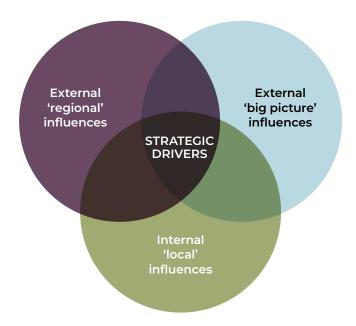


The planning environment

The planning environment comprises three broad components that are the strategic drivers of planning:

- The macro, external 'big picture' environment, which comprises the broader economic, social, technological, environmental, legislative and policy factors that influence what the strategy needs to consider and respond to. Council has no influence over these external factors, and they include the policy settings in the Tasmanian planning system, climate change considerations, and state and federal economic and social policies.
- The micro, external 'regional picture' environment, which comprises the external factors that Council has capacity to influence or shape. These will include community perspectives, population projections, and regional industry and economic drivers.
- The internal 'local' environment, which comprises local, specific factors like land characteristics, infrastructure capacity, and Council's strategic plan.

Strategic drivers in Circular Head are further explored in the subsequent section.



Strategic drivers

Following the completion of our background analysis, literature review and SWOT analysis, we have identified major trends that are influencing the strategic planning of settlements in Circular Head.





Not enough housing and not in the right places

While the population of Circular Head has grown over the past five years, demographic data and population projections show that it is not clear whether this will continue. It is predicted that Circular Head's population will have an overall decline over the next 20 years under the Tasmanian Treasury medium and high growth scenarios: however, under the Centre for Population and renewable powerhouse scenarios it is predicted to increase. Similarly, there will only be additional dwelling demand under the Centre for Population and renewable powerhouse scenarios.

Over the past 10 years, 85% of dwellings built were single dwellings. While this is the housing form that is in the greatest demand, it does not provide diversity of choices for the population and creates a highly homogenous housing profile. If this trend continues, it is unlikely that the housing stock will meet future needs and could potentially exacerbate housing and rental affordability issues, with a lack of availability of more affordable, higher density dwellings. This highlights also the importance of correctly utilising the suite of residential zonings under the state planning provisions to encourage the right types of houses and lot sizes in the right locations.

Between 2012 and 2022, 157 dwellings were built in Circular Head. Projections show that under a business-as-usual (BAU) scenario, Circular Head will have a demand for more than 200 houses by 2041; however, there could be an additional demand of about 350 more dwellings should projected renewable energy projects occur.

Development of housing is increasingly occurring outside the settlements, particularly in land zoned Rural Living and Rural Resource, with nearly 40% of all dwellings approved from 2013-2023 being in these zones. This trend has the potential to fragment and fetter agricultural land, is typically occurring on land that is not serviced, undermines a key strategic planning objective of having compact settlements, and limits housing diversity to generally single dwellings. This is not a sustainable development pattern and must be discouraged.



A changing workforce

Circular Head is experiencing a change in the agricultural sector, which has typically been the area's primary industry. According to ABS 2021 census data, dairy cattle farming provides the most employment in Circular Head (13.7%), followed by meat processing (5.0%) and beef cattle farming (4.1%)²⁵. While the agricultural industry will continue to be dominant, in the future it is likely that there will be a growth in the manufacturing industry, creating competition between industries for workers.

Under a BAU scenario, the agricultural, forestry and farming industries as well as the accommodation and food services industries are expected to see the greatest increases in employment, with 180 net new jobs being added over the next 20 years. This is likely to be from the development of circular economies, as demand for food and how it is produced evolves to become more sustainable. Concurrently, there is expected to be a decrease in the number of manufacturing and retail jobs over this period.

In contrast, the renewable powerhouse scenario factors in the construction of Marinus Link and the potential development of wind farms, and projections show that under this scenario Circular Head will see a large demand for construction workers (1,220 FTE jobs between 2025 and 2050). This will likely cause competing demands for employment in the agriculture, forestry, and fishing industries. Once construction of Marinus Link is complete, there will be flow-on jobs in other industries. Overall, this scenario will result in about 460 net additional jobs between 2025 and 2042, which is equivalent to an increase in commercial floorspace demand of 36,000 m².



The renewable powerhouse scenario

Circular Head has the potential to become the Tasmanian hub for the renewable energy sector.

The Australian, Tasmanian and Victorian governments have committed to funding Marinus Link, and in combination with the potential for multiple wind farm developments in the municipal area, Circular Head is likely to reap significant social and economic benefits as a result. Should growth occur in the renewable energy sector, Circular Head is likely to experience a demand for workers and, subsequently, a significant demand for housing in the area. These additional jobs will generate additional spending and flow-on effects to other industries.

Civen the worker and housing demands for these projects, a significant number of dwellings would need to be provided in Circular Head. There could be an additional demand of about 350 dwellings over a 20-year period, should projected renewable energy projects commence. This is a significant demand for housing, and if it can be achieved will result in a significant boon in economic and social benefits.

Should additional houses not be provided, it is likely that workers will use short-term accommodation, which will have negative impacts on the tourism industry, flow-on impacts on hospitality and retail, and absorb any vacant rentals, impacting the ability for the local population to obtain housing. Alternatively, they will move to neighbouring LGAs which instead will see the economic benefits.

25 ABS: Circular Head 2021 Census All persons QuickStats. https://abs.gov.au/census/find-census-data/quickstats/2021/ LGA61210



Growth isn't sufficiently prioritised in Smithton

Smithton is the primary settlement in Circular Head, and this is where most residential, commercial and industrial development should occur. However, this is not currently happening.

Vacant land data shows there are 175 vacant land parcels in Smithton, or 61.02 ha, with 110 of these lots zoned General Residential (total area of 39.6 ha) This should present a significant supply of land for housing.

Residential expansion is occurring in the smaller coastal settlements of Crayfish Creek, Edgcumbe Beach, Hellyer, Arthur River and Rocky Cape. None of these townships are serviced by reticulated water or sewerage infrastructure and lack services such as schools, shops and medical services. These settlements are also identified as being at risk of climate change impacts, such as increased weather events like bushfire, flooding and inundation.

In addition to residential activity, Smithton has the potential to support an increase in industrial activity, and it should occur here rather than elsewhere in the municipality. There is General Industrial zoned land at Edith Creek, which comprises the Dutch Mill Tasmanian Dairy factory. This has the potential to conflict with residential uses nearby. This cannot be a precedent for the area, as there are benefits in clustering industrial uses that could be realised, particularly given the amount of vacant industrial land in Smithton.

Circular Head has a number of smaller settlements, as identified in the settlement hierarchy map as 'villages' and 'other small localities / settlements'. These settlements are not sustainable on their own and rely on the services and infrastructure provided in Smithton.

Council must invest in the beautification and revitalisation of public spaces and set a standard for what is expected on private land. Any new developments in the Smithton township must incorporate landscaping, a contribution to the public realm, streetscapes and improved pedestrian movements, and facilitate the development of a pedestrian-centric retail core, to foster a sense of civic pride and belonging. The revitalisation of public and private spaces in Smithton should be based on the core values of a connection to Country, equity and inclusion, and community participation.



Climate change adaptation

Climate change impacts will be felt in the Circular Head area in the form of increasing weather events, such as more stormwater flood events, river flooding, bushfire, and extreme heat events. There is the potential for property damage from bushfire, flooding and sea level rise, and farms and buildings near the coast or in low-lying areas will be particularly vulnerable. In Stanley, the major hazards will be flooding, coastal erosion and sea level rise, meaning the township will need to improve infrastructure and buildings to make them more resilient. In Smithton, the hazards include coastal erosion, flooding, drought, and sea level rise, meaning future growth should only occur in areas that are low risk.

It will be pertinent to implement mitigation strategies to cope with future weather events, as Circular Head's local economy, particularly coastal tourism, will be challenged by these hazards; infrastructure, such as roads, bridges and communication networks, could be extensively damaged. The environment also faces potential damage, including soil erosion, vegetation loss and water pollution.



Opportunities and challenges

After completing the initial stages of community engagement and undertaking the background analysis, the following strengths, weaknesses, opportunities, and threats (SWOT) of Circular Head have been determined.

	Strengths	Weaknesses
Urban and built form	Heritage character in Stanley.	Entrance to Smithton is via industrial land. No strong or clear entrance, does not encourage tourists to visit.
*	Provision of public open space, particularly along the Duck River and near the beaches in Stanley.	The region mostly comprises single dwellings, thus has a lack of diverse housing options for the population.
5765	Quality of roads in the area, allowing for easy connections between settlements.	Lack of public transport in the municipal area and cycling infrastructure.
		Lack of diverse housing typologies, particularly worker accommodation, in the area.
		Poor transition in Smithton between the CBD and industrial land.
		Public spaces could be better utilised.
		Lack of public facilities for children, such as playgrounds, pump tracks, connected walking trails.
		No residential connection between the Forest township and Primary School.
and services	The Cowrie Point and Arthur River STPs have capacity and do not need upgrades.	The Stanley STP is operating at or near capacity. The Smithton STP requires upgrading to improve the discharge arrangement into Duck Bay, and the effluent quality.
	All public primary schools in the municipal area have capacity. ²⁶	There is a lack of forward planning for infrastructure in the area to accommodate a potentially significant increase in population.
emographic and social	Population will increase under SGS's renewable powerhouse model that predicts the impact of Marinus Link and renewable energy production.	There has been minimal population growth over the past 10 years and Circular Head is less populous than the Burnie and Waratah-Wynyard municipalities.
ĊĊĊĊĊĊ	Relative to other regional areas of Tasmania, Circular Head has a low average rent, with the average rental household spending 22% of their income on rent.	Low rates of dwellings being built, with an average of 24.6 dwellings per year over the last 10 years.
	There is a surplus of work in the area, meaning anyone who moves to the area could easily find a job.	Workplaces cannot find enough staff to fill positions, particularly in the larger industries and in retail and hospitality.
		There is a lack of diverse housing options in Circular Head, with 94.7% of housing stock being separate houses. Comparatively, the national average of separate houses is 72.3%.

26 This is based on advice provided by the Department for Education, Children and Young People (DECYP) who monitor the capacity of public schools in Tasr schools in Circular Head at this stage.

Future opportunities	Potential threats
Improve the entrance into Smithton to encourage visitors to the town.	By encouraging residential development there is a threat of houses being built with poor amenity or design outcomes.
Encourage a range of housing options, particularly in Smithton and Stanley.	Not enough housing in the area will mean workers can't find accommodation and the job vacancy rates will continue increasing in the area.
Improve public transport provision and walking/cycling paths to encourage active transport.	Increased car dependency of residents.
Improve the streetscapes of the main settlements to encourage more activity.	Minimal housing diversity.
 Prepare a Smithton Master Plan to identify opportunities specific to Smithton, including: Investment in public infrastructure and facilities to encourage high-quality private investment Improved transition between the CBD and industrial areas Improved activation of the waterfront Consideration of key sites to encourage activation such as the Duck River Butter factory and the Tasmanian Seafoods site near Duck River. Consider how public spaces are currently used, and speak with the community to determine how they can be better used and allocate funding accordingly. 	Not providing facilities for children means young families are unlikely to stay living in the area.
Upgrade the Smithton and Stanley STPs, which will subsequently support an increase in population. Continue engagement with TasWater, TasNetworks, Department of State Growth and Department for Education, Children and Young People to ensure infrastructure and services planning aligns with population growth for Circular Head.	TasWater has indicated that Stanley and Smithton STPs will not be upgraded in the short term, which may therefore limit development potential.
Leverage off the population growth to reap flow-on economic and social benefits for Circular Head.	An increased population will mean more demand for housing. A lack of housing will likely result in workers needing to live in neighbouring municipalities, seeing the benefits leak outside of Circular Head.
There is the opportunity to leverage off the low cost of renting in Circular Head compared to the rest of Tasmania and bring additional workers to the area.	If the supply of housing isn't meeting housing demand (both in terms of housing and diversity) then rents may start to increase.
Council to work with new industries coming to the area, and potentially existing industries, to overcome the housing issue together. Potential for workplaces to provide worker accommodation.	There is limited accommodation for workers, which will exacerbate the job vacancy rate.

nania via a bi-yearly census which is based on student enrolments. The DECYP do not review schools until they are more than 85% capacity, and there are no

	Strengths	Weaknesses
Economic	The tourism potential of Stanley.	Tourists typically only visit Stanley then leave the municipality.
	Marinus Link has the potential to greatly boost the economy of Circular Head. It could result in 460 additional jobs in commercial industries between 2025 and 2042.	Without Marinus Link, Circular Head is projected to decline in population by 2041.
	Smithton and Stanley have a diverse range of commercial land uses.	Vacant shops in Smithton and Stanley.
Locational	Circular Head is one of the windiest places in the world, which can be used for renewable energy production.	Circular Head is in the far north-west of the state, meaning it is relatively isolated and therefore a destination, rather than a typical or incidental place to visit.
20	Proximity to Devonport, where Spirit of Tasmania enters the state.	Lack of recognised tourist 'drawcards' in the area.
	Potential to be viewed as the gateway to Tasmania's west coast.	Settlements in the area are relatively spread out.
	The area comprises rich agricultural soil.	Lack of signage to direct visitors. Smithton in particular has poor wayfinding.
		Tourism is largely seasonal, meaning retail/cafés close in winter, which further discourages visitors to the area.
Environmental	Changes in weather events may mean that new industries are possible in the area, such as vineyards.	Natural hazard events are increasing and becoming more severe due to climate change.
	Knowing climate change impacts can help with directing where future growth should occur.	Impacts on agriculture will include shifts in the growing season, reduce water availability, increase risk of pests and diseases, and potentially result in decline of crop and livestock productivity.

Future opportunities	Potential threats
Encourage tourism visitation rates to the rest of Circular Head by investing in tourism drawcards and work with Tourism Tasmania and West by North West to highlight other tourism opportunities in the municipality.	Full potential of tourism is not taken advantage of.
Leverage off Marinus Link by encouraging workers to live in Circular Head and bring their families to live there. That will have a flow-on effect of boosting employment in other areas and boosting the economy.	Marinus Link not going ahead is projected to result in a decline in population.
Changes in farming styles in the municipality, from being owned by families to now corporations, and the introduction of automation, means less workers on site and the need for more formally trained workers. This changes the demands on housing and number of employees.	Destruction of properties, infrastructure, and natural resources from climate change impacts can lead to economic losses for businesses, industries, and the overall community.
The Spirit of Tasmania is increasing in size by 30%. Potential to encourage tourists to Circular Head and make Stanley/ Smithton key tourist destinations.	Not realising the potential of the locational benefits of Circular Head and its settlements.
Work with Tourism Tasmania and West by North West to change the way tourists visit and move around the state. Encourage tourists to visit Stanley then drive through Smithton and the other settlements, particularly visiting agritourism ventures, before moving to the West Coast, for example.	
Improve the promotion and presence of settlements other than Stanley.	
Investigate other potential industries that would be viable in the area to diversify the existing offering. This brings in new skilled workers and increases the population and economy.	
Implement mitigation strategies now to ideally lessen the impact of future weather events.	Increasing weather events will include more stormwater flood events, river flooding, bushfire, and extreme heat events. This would impact the population and industries.
Work with the Department of State Growth to review the potential flooding impacts occurring to the access road to Stanley and improve the road's resilience to future weather events.	Potential for property damage from bushfire, flooding, and sea level rise. Farms and buildings near the coast or in low-lying areas will be particularly vulnerable.
Diversify crop varieties and livestock breeds to better adapt to climate change impacts.	Bushfire, flooding, and storms can lead to extensive damage to roads, bridges, powerlines, and communication networks.
Ensure that the application of the agricultural and rural zones protects against the fettering of agricultural uses and allow for diversification and response to a change in farming practices as a result of climate change.	Flooding, bushfires, and coastal hazards can result in long-lasting damage to the natural environment, including soil erosion, loss of vegetation, harm to wildlife habitats, and water pollution.



Section 5 **The strategy**

The strategy

Planning principles

Planning principles have been identified to guide future strategic decisions to ensure that the response to the strategic drivers, opportunities and threats is undertaken in a sustainable manner. That is, strategic planning decisions into the future sustain the potential of natural and physical resources, together with the existing settlements to meet the reasonably foreseeable needs of future generations.





Diversify housing options

A greater diversity in housing stock, such as detached and attached housing, higher density housing, social and affordable housing, and accessible housing, will need to be provided to respond to the changes in Circular Head's population, and support residents of all ages, at all stages of life, and on a range of incomes.

Infill developments providing different housing typologies to single detached dwellings are to be encouraged over greenfield options, particularly in Smithton. This will ensure new housing has ready access to existing employment opportunities, schools, public transport, and general shops and services.



Develop sustainable communities

Ad hoc residential development outside settlements, particularly Rural Living rezonings, must be limited; instead, new housing is to be preferentially located in existing settlements. Residential growth is not to be facilitated in locations that do not have the infrastructure or services to support it.

Residential growth and development must be managed via the settlement hierarchy to ensure the ongoing viability of existing settlements and to reinforce existing activity centres in the main settlements. This will ensure that Smithton remains the primary settlement, Stanley the secondary settlement, and the other settlements subservient to these being reliant on Smithton and Stanley's offerings for daily needs. The hierarchy will also ensure a clear identity and structure is developed between the settlements.



Prepare for economic investment

Council is to encourage and facilitate economic activity in Circular Head, as it will create new employment opportunities for residents, have beneficial economic impacts, and social impacts such as attracting a workforce and younger demographic. This includes proactively planning for large economic and infrastructure projects in the area and engaging in broader facilitation programs designed to attract new industries and workers into the region.

To support this, a sufficient supply of both workers and appropriate accommodation will be needed to support an uptake in jobs. Council should work with industries to encourage worker accommodation in appropriate locations to support existing and future industries in Circular Head.



Be climate change ready

Climate change data shows that Circular Head is going to experience an increase in the frequency and severity of natural hazards, such as erosion, inundation, river and stormwater flooding and bushfires. It will also experience increased drought conditions, a general decline in average rainfall but an increase in more intense rainfall events, and an average temperature increase. Development of sensitive uses, particularly residential uses, should be discouraged on land at risk of natural hazards unless appropriate mitigation measures are implemented to reduce risk exposure to acceptable levels.

Council should ensure that infrastructure and services that service a wider area are not exposed to unacceptable levels of risk. This should be managed through both assessing the hazard and the level of risk via the applicable planning scheme provisions and, ensuring strategic planning decisions incorporate consideration of a changing climate and the consequent increase in severity of natural hazards.



Strengthen Smithton's identity

Smithton is set to experience demographic and climatic changes, and the township needs to reflect that to meet the needs of new and existing residents, perform the functions of the primary settlement in Circular Head, and meet social, economic and environmental challenges. A key element of strengthening Smithton's identity will be to revitalise key sites and areas within the town.



Connect people and communities

Circular Head provides residents with a unique lifestyle. Locals live there for the friendly and community-minded towns, employment opportunities, access to services and facilities, views of Bass Strait and the rich agricultural landscape. Future growth must maintain and enhance the lifestyle, and this can be achieved through strengthening infrastructure and services in and between settlements, and ensuring development protects and supports agricultural land and port and industrial activities.

Investment in Circular Head settlements should incorporate the provision of, or enhance existing, safe and accessible recreational infrastructure for residents, such as walking trails, public parks, public meeting spaces, and children's play equipment. Investing in community infrastructure will create spaces for social gatherings, active living and interaction with others, and strengthen existing community values.

Settlement hierarchy

A settlement hierarchy has been established to identify the main settlements in Circular Head, and subsequently to provide overall direction for how growth should be directed spatially in Circular Head. It has been informed by the background analysis undertaken for this strategy and the CCRLUS. Refer to the settlement hierarchy descriptions in **Table 14** and the settlement hierarchy map in **Figure 5**.

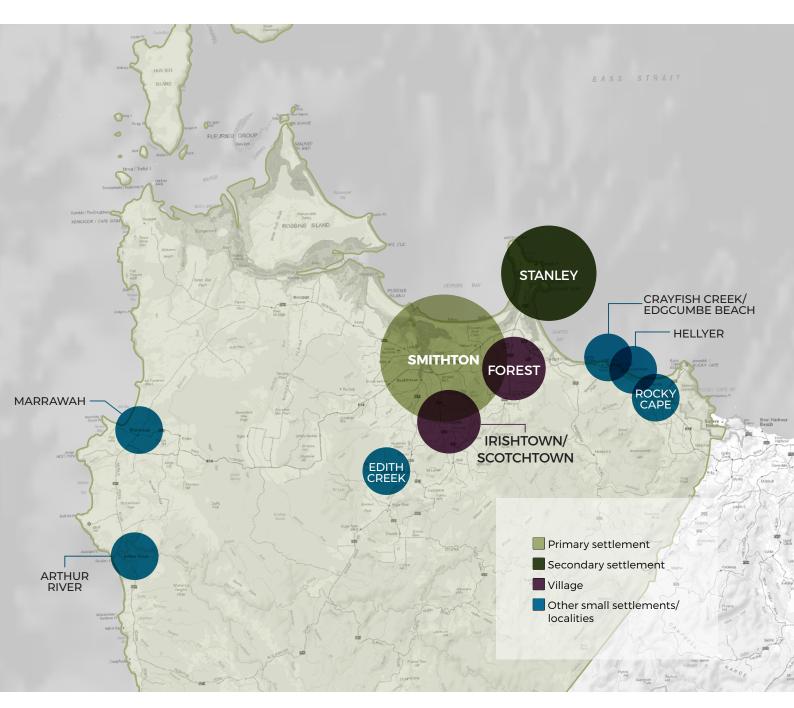
Table 14: Settlement hierarchy

Settlement	Municipal function	Description	Growth strategy	Growth scenario
Smithton	Primary settlement	The major settlement for Circular Head with a population of 3,934 ²⁶ providing for significant housing and employment opportunities for the municipal area. Contains a District Activity Centre (as defined under the CCRLUS) and a mix of zonings to support other industrial, and commercial activities. Includes important recreational and open space assets for residents and visitors. Land is generally fully serviced.	Stable	Medium
Stanley	Secondary settlement	The second largest settlement for Circular Head with a population of 595 ²⁷ providing housing as well as local level employment opportunities. Contains a specialty activity centre (as defined under the CCRLUS) for tourism, as well as local level recreational and open space facilities. Land is generally fully serviced.	Stable	Medium
Forest and Irishtown / Scotchtown	Village	Smaller settlements that have a local shop/post office/primary school and some recreational or community facilities. Residents rely on Smithton to meet their weekly needs.	Stable	Low
Edith Creek, Marrawah, Arthur River, Crayfish Creek, Edgcumbe Beach, Hellyer and Rocky Cape	Other small settlements/ localities	Discrete, small residential areas with no or limited other land uses including retail, commercial and community facilities.	Stable	Low

The growth scenarios for Smithton and Stanley in the CCRLUS are listed as low; however, this is not consistent with our background analysis. It is considered that these settlements should have medium growth strategies compared to the smaller settlements, which have low growth strategies.

A medium growth scenario means demand is driven by internal population change and growth and/or moderate positive inward migration. Growth relies on intensification of existing land supply within designated urban boundaries and/or expansion.

27 Australian Bureau of Statistics 2021 census 28 Australian Bureau of Statistics 2021 census Figure 5: Settlement hierarchy map for Circular Head (Source: ERA Planning & Environment)



Activity Centre network

The CCRLUS identifies the importance of identifying activity centres in the Cradle Coast region, as it encourages particular types of activities to co-locate under a designated hierarchy in which settlement centres are described by size, type, location and description. Establishing an activity centre hierarchy allows for the encouragement and discouragement of actions that are not consistent with the model, and thereby improves the delivery and efficiency of infrastructure and services to the resident population.

The activity centre hierarchy for Circular Head is provided below in **Table 15**.

While the activity centres are described in a hierarchy of importance, they are more a continuum of size and function so that each centre can deliver community requirements in a manner which is complimentary. That is, the needs of the resident and catchment population of that centre, together with the Cradle Coast region more generally, can be met efficiently when the activity centres function as a sustainable network.

The zoning of most settlements in Circular Head allows for local shops and community services, and the settlement strategy does not seek to change this. It recognises the role of all settlements, with smaller settlements providing supporting functions to the primary and secondary settlements in the municipality, being Smithton and Stanley.



Table 15: Activity Centre hierarchy

Activity Centre type	Description per the CCRLUS	Centre	Opportunities
Regional Activity Centre	Provide services and facilities which deliver for needs of the local community together with a wider regional or subregional catchment.	There are no Regional Activity Centres in Circular Head.	The Regional Activity Centres in Cradle Coast are located in Burnie and Devonport.
District Activity Centre	These towns have a larger population base for a discrete part of the Region providing services and facilities which meet the needs of the local community and an immediate discrete hinterland and may also contain some activity which is of a regional scale. These towns offer a range of services in education, health, culture and entertainment, community support, and personal service. Comparison retail options where sustainable service levels can be supported across a number of sites. District centres are to offer a range of employment and business opportunities.	Smithton	It is typical that a municipality would have a District Activity Centre if it does not have a Regional Activity Centre. Land use zonings in Smithton should facilitate and encourage activities that enable Smithton to continue this important role in the region and deliver these services to the community it supports.
Local Service Centre	Local centres are of varying population size and cater primarily to the immediate needs of the local community in housing, education, health, culture and entertainment, community support, personal service, and convenience retail options at a level which does not service a regional or sub-regional population. Employment and business options are sized and orientated to the local population. This may involve economic activity dependent on a strategic or resource based need.	Stanley	Stanley is currently identified as a Specialty Centre in the CCRLUS. However, based on projected population and economic growth in the future, it is appropriate for Stanley to be a Local Service Centre.
Speciality Centres	Small centres are places which include a singular primary purpose derived from natural attributes of the locality and support resource development or tourism and may support a permanent population unrelated to that activity. Specialty centres also operate as local centres and provide convenience services for the local community.	There are no Specialty Centres in Circular Head.	Examples include Cradle Village for tourism, and Rosebury and Savage River for mineral extraction
Localities	Small settlements where limited small-scale convenience retail or community facilities provide a focus for very localised or rural communities.	Forest, Irishtown, Scotchtown, Edith Creek, Marrawah, Arthur River, Crayfish Creek, Edgcumbe Beach, Hellyer, Rocky Cape	Through the limited small- scale retail or community facilities they serve the resident population and visitors to the area. For localities such as Rocky Cape, Marrawah and Arthur River they have particular natural attributes that could be fostered to facilitate a Speciality Centre. It is recommended that identifying these Specialty Centres is a key outcome of the tourism strategy.

Aligned actions

The following table outlines recommendations to achieve the planning principles under the settlement strategy. Strategies are grouped into four categories for easy reference. Under each strategy there are a range of specific actions detailing how that strategy should be achieved. Specific locations mentioned within the actions are identified on the aligned actions map.

Ref	Strategy	Action	Relevant planning principle(s)
Resid	ential actions		
RI	Rezone parcels to align with this settlement strategy and support the needs of the current and	R1.1 Investigate the potential to rezone two parcels on the eastern boundary of Smithton on King Street (CT 235844/1 and CT 227684/1) from the Rural zone to the General Residential zone. Both lots are fully serviced, are next to General Residential zoned land, and subject to further investigation have the capacity to accommodate about 300 dwellings.	
	future Circular Head residents	R1.2 There are 169 vacant Rural Living zoned lots in Circular Head. Of these, 11 lots are between 3 ha and 10 ha in size, and 3 lots are between 10ha and 31 ha. It is recommended that those lots between 3ha and 10ha are rezoned to Rural Living zone C, and those over 10ha are rezoned to Rural Living zone D.	
		R1.3 Land that is not connected or has the ability to connect to reticulated infrastructure should not be zoned General Residential. Review sites that meet this criteria, seek advice from TasWater, and then rezone to a more suitable zoning, such as the Low Density Residential zone or Rural Living zone, as appropriate. Example sites for investigation include 37 and 39 Brittons Road, Smithton, and Lot 2 Rocklyn Road, Smithton.	
		R1.4 Obtain advice from the Tasmanian Department of Natural Resources and Environment regarding the development potential and intended future use of the Crown land at Arthur River that is currently zoned Village. If the Crown will not consent to this land being used for residential purposes it should be rezoned, potentially to Environmental Management.	
		R1.4 Support the rezoning of suitable sites that are subject to zoning anomalies or split zones which do not align with the zoning pattern and existing land uses. An example would be 18 Carnac Court, Smithton.	
R2	Diversify housing options	R2.1 Council to work with landowners and proponents to intensify housing in established residential areas through infill development.	
		R2.2 Encourage and facilitate new residential aged care facilities and independent living units, particularly in Smithton and Stanley.	
		R2.3 Encourage and facilitate new supportive living and disability friendly accommodation in Smithton and Stanley.	

Ref	Strategy	Action	Relevant planning principle(s)
R3	ldentify settlements impacted by hazards and limit	R3.1 Discourage any new residential development to occur in Hellyer, Crayfish Creek and Edgcumbe Beach given the increasing risk from natural hazards and impacts of climate change.	*
	further residential development where appropriate	R3.2 Ensure new housing in Smithton adjacent to Duck River adequately considers the coastal inundation risk.	(A)
		R3.3 Discourage future speculative and ad hoc rezoning concepts outside the existing extent of settlements.	7
		R3.4 Allow for consolidation of rural living land around Scotchtown and Irishtown, but do not encourage further expansion of these existing rural living settlements. New residential development must consider the conflict between residential and agricultural uses and must not fetter agricultural uses.	٩
		R3.5 Do not support new residential development at Balfour. Balfour is not suitable for permanent settlement as it faces significant constraints in infrastructure connection, physical and social services.	
R4	Facilitate additional worker accommodation to support the Circular Head	R4.1 Educate the community on the locations and zonings where worker accommodation is allowed and the planning permit requirements, via information available on the Council website or through speaking with Council's Planning Department.	
	workforce now and into the future	R4.2 Identify suitable and preferred locations for worker accommodation.	A CONTRACTOR
		R4.3 Council to work with new industries coming to the area, and existing industries, to address the shortfall in worker accommodation. Explore the potential for workplaces to provide worker accommodation.	
		R4.4 Measure trends in visitor accommodation in Circular Head, particularly in Stanley, to properly understand the effect on housing supply.	C ep
R5	Support a sustainable pattern of residential	R5.1 Direct population growth in accordance with the settlement hierarchy to support efficient use of land and infrastructure, protect environmental values, and mitigate impacts from natural hazards.	*
	development across Circular Head	R5.2 Promote sustainable practices in settlement areas, particularly sustainable resource, and material use.	(S)
	Head	R5.3 Review the zoning of smaller settlements to ensure they align with the functions identified in the activity centre hierarchy and Council aspirations.	

Ref	Strategy	Action	Relevant planning principle(s)			
Non-r	Non-residential actions					
NI	ldentify key development sites	N1.1 The Duck River Butter site (29-31 Coldie Street, Smithton) has the potential to accommodate a tourism or community facility. Engagement with the owner around the future intent of the site should be given priority.				
		N1.2 Investigate a location for a new town square, preferably on Council owned land, which would create a meeting place in Smithton and facilitate community interaction.				
		N1.3 Identify opportunities in the Smithton CBD for pedestrian walkways and linkages through blocks. One option is through 149 Nelson Street and 9 Police Lane, to provide links between Nelson Street, King Street and Smith Street.	e P P P P P P			
		N1.4 Council to liaise with Tasmanian Seafoods (4-10 East Esplanade, Smithton), and McCain Foods (1 Smith Street, Smithton) to identify opportunities for improvements to the site and the interface with the public realm, such as landscaping/ beautification strategies, activation opportunities and the like.				
		N1.5 Improve the public experience along the East Esplanade by improving the landscaping, walking trails, street furniture, play/exercise equipment and outdoor lighting, and encouraging activation by the addition of a regular market or a fish and chip shop, or the like. This will encourage community gatherings, active transportation and improved pedestrian movement.				
		N1.6 Council to review vacant sites in Smithton that could accommodate tourist drawcards to improve tourism visitation rates in Circular Head, not only to Stanley.				
N2	Identify sites suitable for rezoning to better align with the settlement strategy	N2.1 Rezone the St Peter Chanel Catholic Primary School site (1 Sampson Avenue, Smithton), the Stanley Primary School site (28 Pearse Street, Stanley) and the Smithton Cemetery (20 John Street, Smithton) from the General Residential zone to the Community Purpose zone to better reflect existing uses.				
		N2.2 Rezone TasWater assets in the municipality to the Utilities zone.				
		N2.3 Rezone public open spaces on land owned by Circular Head Council to the Open Space zone to ensure their long term use for passive recreation by residents (examples include 35 King Street and 8 Wedge Street in Smithton, and the pocket parks on Hellyer and Wedge Streets in Smithton).				
		N2.4 Rezone 115-119 Havelock Street, Smithton, from the Low Density Residential zone to a non-residential zone. The site is subject to a number of hazards, is not serviced by reticulated sewage infrastructure, and therefore has limited development potential.				
		N2.5 Rezone 27 Green Hills Road, Stanley, from the Agriculture zone to the Recreation zone, which would allow more flexibility for the site to be used for a recreation or community purpose. This site is currently vacant.				
		N2.6 Rezone Grant Street, Smithton (CT 47638/1) from the Community Purpose zone to a more suitable zoning, such as Environmental Management. This site is currently vacant, heavily vegetated and is owned by the Crown.				

Ref	Strategy	Action	Relevant planning principle(s)
N3	Refocus Smithton and Stanley from being car centric to pedestrian,	N3.1 Create a pedestrian-based retail core by promoting the activation and permeability of ground floor interfaces to public streets with retail and/or office uses, and landscaping and street furniture on or near the site where feasible.	
	cyclist and all- abilities friendly	N3.2 Encourage mixed-use developments in the CBD with residential above and commercial on the ground level to improve street level interaction.	* B
		N3.3 Provide car parking at the rear of properties rather than in front of a site, and internally within the street block to minimise the impact of parked cars on the pedestrian experience.	
N4	Ensure the appropriate provision of infrastructure to support settlements	N4.1 Seek input from TasWater regarding the capacity and upgrade requirements of the Smithton STP (151 Pelican Point Road), and whether the Stanley STP (77 Greenhills Road) could be relocated so that that land can be better used by the community.	
		N4.2 Council to review stormwater management practices in Stanley, and how to improve these to minimise impacts on residents and business owners during wet weather events.	
		N4.3 Advocate to the Department of State Growth for the Stanley Highway to be upgraded to ensure that the road is not catastrophically subject to inundation in the future, resulting in the Stanley township becoming isolated.	G
		N4.4 Advocate to Metro Tasmania and the Department of State Growth for improved public transport provision between settlements and neighbouring municipalities to reduce dependence on cars.	
		N4.5 Continue engagement with TasWater, TasNetworks, Department of State Growth and Department for Education, Children and Young People to ensure infrastructure and services planning aligns with population growth for Circular Head.	
		N4.6 Investigate the feasibility of an alternative road connection between Smithton and Stanley to the Bass Highway, particularly from Old Stanley East and Old Stanley West.	

Ref	Strategy	Action	Relevant planning principle(s)
Speci	alist studies		
551	Prepare an industrial precincts plan	SS1.1 Identify the preferred industrial precincts around Smithton and prepare a plan that will focus industrial growth in those locations to avoid ad hoc developments in the future that might conflict with sensitive uses.	
		SS1.2 Council to liaise with existing industrial industries, particularly in Smithton, and determine long-term plans, and whether they intend to stay in Circular Head or move elsewhere.	
552	Prepare for future economic investment	Create guidelines for the preferred locations of economic developments, and how and where they should locate workers accommodation.	
553	Undertake a retail floorspace study	Gather data on retail floorspace in Smithton and Stanley in order to gain more insight on how to strategically use the existing retail floorspace available, particularly vacant floorspace.	
554	Prepare a Circular Head tourism strategy	Council to work with Tourism Tasmania and West by North West to prepare a tourism strategy for Circular Head that aligns with existing tourism objectives and strategies for the North West area and Tasmania. Particular areas of investigation should include:	
		a) The former Dismal Swamp site as an adventure tourism gateway b) Enhance Arthur River, Marrawah, and Woolnorth as tourism destinations.	
	Prepare an open	Council to prepare an open space strategy to:	
SS5	space strategy	a) Provide an overview of existing open space resources and future needs.	<u>چ</u> گور ا
		b) Provide a basis for decision making about future open space provision and improvement of facilities.	
		c) Identify areas of under-provision of open space and articulate strategies to acquire new space and/or dispose of surplus space.	
		d) Facilitate a co-ordinated approach to open space planning.	The state
		e) Articulate community and local government aspirations in	

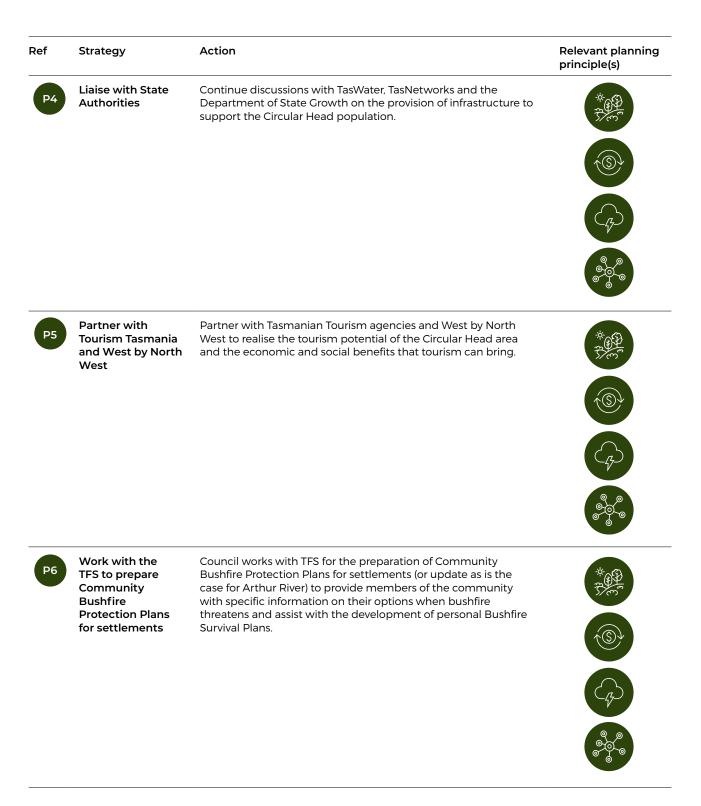
Ref	Strategy	Action	Relevant planning principle(s)
SS6	Prepare a Smithton Master Plan	Council to prepare a Smithton Master Plan to identify opportunities specific to Smithton, including investment in public infrastructure and facilities to encourage high-quality private investment. The Master Plan should:	
		a) Promote more diverse housing by encouraging the development of semi-detached dwellings (i.e. townhouses and dual occupancy homes) in existing settlements and particularly in proximity to the town centre of Smithton.	
		b) Support residential use above ground floor level in Smithton's primary retail area around Emmett Street as currently allowed under the planning scheme.	
		c) Create a strong entrance to Smithton to show visitors how to access the town, and improved wayfinding through the central business area.	
		d) Encourage high-quality streetscapes and works in the public realm. Council to focus investment on visible public works and set a high standard for what is required from private developers. Provide high-quality landscaping, footpath upgrades, street furniture, and outdoor lighting throughout Smithton.	
		e) Through a community engagement process, articulate and define the Smithton 'brand' or identity, and use it for marketing to promote the benefits of living, working and investing in the area. The identity can also be integrated into future strategic plans to guide decision-making.	
		f) Foster a sense of civic pride and belonging. There is a strong sense of community in Smithton already, and the CBD should reflect the values of the town.	
SS7	Prepare locality plan	Council to investigate future opportunities to improve the sustainable development of small settlement localities to:	THÀ
		 a) Unlock the potential of location and set out local area objectives to serve the community's interests and regional context. 	*
		 b) Promote sustainable community practice in those settlement areas where the physical and social infrastructure are constrained. 	33.55
		c) Better align with the activity centre hierarchy.	₹\$
		d) Prepare for emergencies, natural hazards and climate changes that may negatively impact the settlement area.	
		 e) Prepare for future opportunities to develop local economic development while minimising the conflicts with existing land use in the locality. 	
		 f) Provide an integrated approach to delivering sustainable settlement outcomes considering liveability improvements. 	
		The priority areas are identified (but not exclusively) as Marrawah, Rocky Cape, Forest, and Arthur River.	

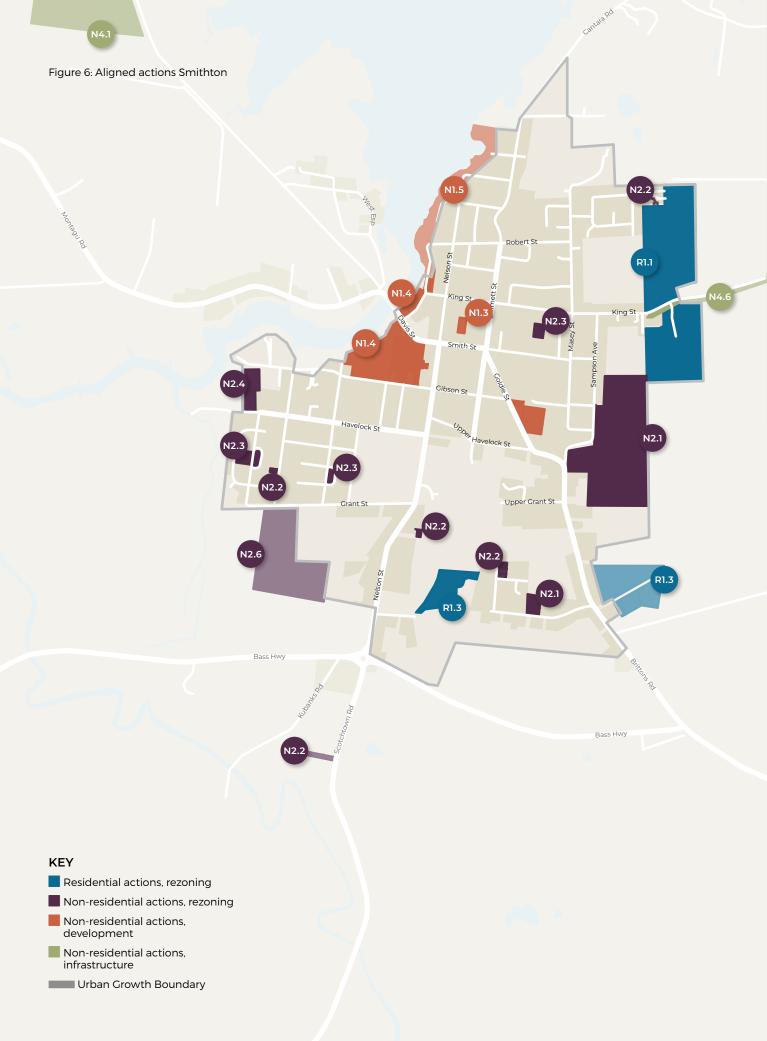
Ref	Strategy	Action	Relevant planning principle(s)
PI	Advocate for and support the review of the regional land use strategy	Advocate for review of the Living on the Coast – The Cradle Coast Regional Land Use Planning Framework, in particular to:	THÀ
		a) Update the population projections, settlement strategies and growth scenarios	
		b) Better address the relationship between infrastructure planning and settlement planning	* The second se
		c) Better acknowledge the critical role that land use planning has in the development and delivery of a diverse range of housing that meets current and future needs of the population.	
			C. A.
P2	Facilitate partnerships with private developers to invest in Circular Head, particularly in Smithton	Work with private developers to identify key development sites and facilitate development, worker housing and investment in the area.	
			* Fren
			₹®₽
			Cz-
D3	Continue the strategic land	Work with other councils to ensure benefits of interdependency are fully realised and ensure coordinated land use growth	****

strategic land use planning partnership with . Waratah-Wynyard Council, and other councils in the Cradle Coast region

are fully realised and ensure coordinated land use growth aspirations.









Wells Rd

KEY

- Non-residential actions, rezoning
- Non-residential actions, infrastructure
- Urban Growth Boundary

Next steps

The strategies and actions will require further consideration to identify the delivery priority or if there are ongoing actions having regard to resourcing.

The investigation sites are for Circular Head Council to consider further as strategic opportunities for the future and may also require amendments to the *Tasmanian Planning Scheme – Circular Head.*

This settlement strategy is to be monitored internally by Council's Planning and Development team and reviewed every five years. Data supporting the settlement strategy, including the population projections and supply and demand analysis, must be kept up to date to support monitoring and future reviews.





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