

Draft Southern Tasmania Regional Land Use Strategy

Background Report

SOUTHERN TASMANIA REGIONAL LAND USE STRATEGY

Tasmanian Government

Publisher:
Department of State Growth, State Planning Office

Date:
17 November 2025

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1. Southern Tasmania regional land use strategy review

1.1. Background

The Premier's Economic and Social Recovery Advisory Council (PESRAC) Final Report, released in January 2021, recommended a comprehensive review of Tasmania's three regional land use strategies (RLUS).

In response, the Tasmanian Government committed $3.45 million to regional and local strategic planning, including the RLUS reviews, and to support the regions through collaboration with State agencies and authorities, data provision and the preparation of background studies to inform the reviews.

In early 2025, a Memorandum of Understanding was entered into between the Tasmanian Government and the southern councils, with approximately $625,000 provided by way of a grant agreement to the City of Hobart (acting on behalf of the 12 southern councils) to undertake the Southern Tasmanian Regional Land Use Strategy (STRLUS) review.

A STRLUS Review Steering Committee (steering committee) was established and a Regional Planning Coordinator appointed to manage the project. The STRLUS Review Working Group (working group) was also established comprising senior council planners and the State Planning Office (SPO), and a State Infrastructure and Services Working Group (SISWG) was convened by the SPO to coordinate input from State agencies and authorities. Consultants Ethos Urban were appointed to assist with delivery of the project, including the preparation of the State of a Play Report (SOP report) and the draft STRLUS.

In May 2025, the steering committee decided to transfer management of the project back to the Tasmanian Government (State Planning Office), including the first draft of the STRLUS for public consultation, to conclude the final stages of the project.

Recognising the agreement reached between the steering committee, working group and Regional Planning Coordinator, changes to the draft STRLUS since its handover to the SPO have largely been limited to operational issues and providing greater consistency with the TPPs. Changes made to the operation of and interaction between the growth management and Activity Centre Regional Strategies, as well as those made to the Vision and Outcomes for Southern Tasmania section, undertaken by the SPO, were subject to further consultation with the working group.

The SPO will now complete the remaining stages of the STRLUS review and provide a final draft to the Minister for consideration by mid-2026.

1.2. Previous consultation

The SoP report was prepared by Ethos Urban with input from the Regional Planning Coordinator, working group, SPO and SISWG. The purpose of the SoP report was to consolidate data and insights on relevant issues affecting Southern Tasmania. Its findings were summarised in the SoP report summary.

The SoP report and the SoP report summary were used in the phase one consultation, which began in September 2024 and concluded in December 2024. Early consultation with

the community and key stakeholders was undertaken to gather feedback to prepare an early draft of the STRLUS. Activities included pop up stalls, conversation toolkits, idea boards, attending regional events, an online survey and formal written submissions.

The feedback received during the consultation was summarised and the results released in the Phase One Consultation Report.

1.3. How to use the STRLUS

The STRLUS is intended to be used primarily to inform local land use planning decisions and to address how land use planning can respond to the issues, opportunities and challenges faced in the region. It includes the following chapters, sections and will include a separate Implementation Plan.

Table 1 – How to Use the STRLUS

Chapter	What	Read this to…
1. Introduction	• States the purpose of RLUSs • Describes the planning system • Defines the Southern Tasmania region • Outlines consultation undertaken	• Understand the purpose and functions of RLUSs within the planning system • Confirm the parts of Tasmania that make up the Southern Tasmania region that the STRLUS applies to • Understand the STRLUS review process so far
2. The Vision and Outcomes for the Southern Tasmania region	• States the Vision for Southern Tasmania • Outlines the STRLUS Statements of Intent and Outcomes that support the Vision and provide direction for the Regional Strategies • Provides an overview of the current state of the region and potential future growth and change	• Learn more about the region, including the land use planning issues, opportunities and challenges addressed by the STRLUS • Understand the intended Outcomes for land use across Southern Tasmania for the next 25 years • Understand the intent of the Regional Strategies in Chapter 3 • Understand the basis for the actions and performance measures in the Implementation Plan
3. Regional Strategies	• Outlines the Regional Strategies that apply the TPPs as relevant to strategic planning in the southern region and are implemented into the TPS through the LPSs.	• Understand what Regional Strategies will be implemented for the region to achieve its Vision and what planning considerations will apply to local planning so that growth and change at the local level is consistent with the Vision and Outcomes for the region
4. Implementation	• Explains governance arrangements and responsibilities for the Regional Strategies and	• Understand how the Vision, Outcomes and Regional Strategies of the STRLUS will be delivered over the short to medium term

Chapter	What	Read this to…
	other related actions of government, councils and the community • Outlines the process, requirements and timeframes for reviewing, amending and updating the STRLUS and the Implementation Plan	• Find out what role each organisation plays in implementing the STRLUS and contributing to achieving the Vision and Outcomes for Southern Tasmania • Understand the process to review and update the STRLUS so that it remains relevant and appropriate to guide growth and change over the short, medium and long term.

1.4. Background Studies

1.4.1. State of Play Report

The SoP report was prepared during the initial research phase of the project to provide an evidence base for the draft STRLUS and to inform the phase one consultation. The SoP report outlined Region Shapers with preliminary directions for the STRLUS. Together the Region Shapers and preliminary directions informed the phase one consultation and preparation of the STRLUS Vision, Statements of Intent and Outcomes.

1.4.2. Southern Tasmania Economic Profile

Consultants were also appointed to prepare the Southern Tasmania Economic Profile that provides the broad picture of how and where change has occurred in the region since the first STRLUS was declared in 2011. Along with a variety of indicators about economic activity, it addressed:

- population
- age structure
- migration
- income, expenditure and socio-economic disadvantage
- youth disengagement
- housing stress and affordability
- dwelling type and approval
- labour-force.

The Southern Tasmania Economic Profile is provided as Background Report 6 to the draft STRLUS.

1.4.3. Residential demand and supply

To support the review of each RLUS, the SPO provided funding to each of the regions to undertake residential demand and supply studies to provide a baseline context for housing supply across the State. The studies addressed:

- trends in housing supply across the Region
- estimates of current and future land supply
- unconstrained forecasts for population and dwellings and
- estimated timelines for current supply to be exhausted.

At the time of preparation, the study for the southern region concluded that there is adequate residential land supply for the medium term across the region. However, notwithstanding this, there is variation at the local government area and local level, and in some areas forecast demand is anticipated to exceed existing supply. The residential demand and supply studies are provided as a Background Report 3 to the draft STRLUS.

1.4.4. Statewide industrial land study

In 2024 the Department of State Growth commissioned SGS Economics and Planning to undertake a statewide industrial land study. The aim of the study was to ensure there is sufficient supply of industrial zoned land across the State to meet future demand, and to guide and inform strategic planning for industrial land at a State, regional and local level.

The Statewide Industrial Land Study is provided as Background Report 7 to the draft STRLUS.

1.5. Data and methodology

1.5.1. Drafting the Regional Strategies

Chapter 3 of the draft STRLUS contains the Regional Strategies relevant to the theme under each section. The Regional Strategies in these sections constitute the statutory components of the STRLUS that give direction to the LPSs in the region.

The Regional Strategies have all been prepared consistent with the policy direction in the TPPs, as well as the State Policies and objectives of Schedule 1 of the Act.

The STRLUS has been drafted to apply the TPPs at a regional scale, and to address issues that are relevant to the southern region. The STRLUS will guide local strategic planning and the amendment of LPSs. When considering a LPS amendment, the Act requires consideration of the TPPs in their entirety and for consistency with the TPPs to be achieved.

Planning at the local level is therefore fundamental to the implementation of the STRLUS Regional Strategies. As with consideration of the TPPs, the Regional Strategies should be read in full, without applying greater weight to one strategy over another.

The draft STRLUS has been prepared to avoid duplication of the TPPs where possible. A guideline explaining the implementation of the TPPs into the RLUSs, SPPs and LPSs is

being prepared by the State Planning Office to clarify the relevance of the TPPs to each of those planning instruments.

1.5.2. Mapping

The draft STRLUS relies on a range of spatial data and information sourced from various Tasmanian Government agencies, the Australian Government and councils within the region.

The draft STRLUS has indicative maps included in figures as part of the text. These do not currently have a statutory role and are included to aid the consultation. Appendix 5 of the draft STRLUS contains scalable versions of the maps provided throughout the document for readability.

Once the final STRLUS is declared by the Minister, it will contain maps that will perform part of the STLRUS' statutory function, as well as descriptive maps to aid its interpretation.

The mapping helps to provide a spatial context to understand information such as where existing urban areas, future growth areas, protected natural areas, environmental hazards and agricultural land is located within the region. It also highlights where further investigations or studies need to be undertaken to apply the TPPs and better articulate spatial features across local government area boundaries that the STRLUS can give direction to.

It is intended that online web-based GIS mapping will accompany the document on the SPO website as well as on the LIST where relevant.

1.5.3. How does the draft STRLUS address impacts from climate change?

Land use planning responses to issues arising from climate change are integrated through all parts of the STRLUS Regional Strategies and are, therefore, not provided as separate, stand-alone strategies. This approach follows that taken in the TPPs. It allows for climate change impacts that need addressing through regional and local strategic planning to do so in a variety of ways across the TPPs' and draft STRLUS themes. The draft STRLUS provides planning responses to climate change as follows:

- The Growth Management Regional Strategies consider the impact of climate change on urban form and the most sustainable way of providing infrastructure. It prioritises consolidation around Activity Centres, public transport routes and interchanges, as well as infill and use of existing land within settlement boundaries in preference to expansion.
- The Environmental Values Regional Strategies seek to protect, improve and connect natural areas and biodiversity and integrate better urban greening outcomes to reduce greenhouse gas emissions.
- The Environmental Hazards Regional Strategies seek to respond to hazards early in the planning process and avoid putting people, property and infrastructure in areas where they would be exposed to intolerable levels of risk.
- The Sustainable Economic Growth Regional Strategies encourage support of renewable energy, the circular economy and compact, activated and economically

viable activity centres to encourage access to local services, such as retail, employment and education.

- The Physical Infrastructure Regional Strategies recognise the need to design and locate infrastructure based on revised climate projections.

1.5.4. Growth Management chapter

The Growth Management chapter has been prepared based on the following inputs:

- residential supply and demand studies
- 30 Year Greater Hobart Plan
- Southern Tasmania Economic Profile
- council Structure Plans and other council strategic planning documents.

Other reports and information relevant to the preparation of the draft STRLUS growth management context and Regional Strategies include:

- Tasmania's Population Policy
- Tasmanian Housing Strategy.

Preparation of the growth strategy also relies on:

- spatial information including land subject to environmental hazards, environmental values, natural resources (such as agricultural land and minerals) and other potential growth constraints
- service and infrastructure plans, spatial data and other inputs outlining provision and capacities for physical infrastructure, services and transport, social infrastructure and services (such as schools, healthcare and community services)
- analysis of location and accessibility of growth areas to employment, retail, commercial offerings.

A number of workshops were run by Ethos Urban with the Regional Planning Coordinator, the working group, the SPO and SISWG to prepare a multi-criteria analysis to determine growth areas.

The Towns and Villages Matrix in Appendix 4 to the draft STRLUS provides an overview of the inputs and analysis informing the growth strategy.

Targets, growth sequencing and coordination

The draft STRLUS provides for a range of growth and liveability targets to assist in delivering the Statement of Intent and Outcomes for growth management, as well as the STRLUS Vision.

For the growth management targets to be achieved, it will be necessary for the Tasmanian Government to implement a housing and residential land supply monitoring system, which is intended to be progressed as part of the SPO regional planning work program to align with the preparation of the reviewed RLUSs.

Achievement of the targets is also dependent on coordinating and sequencing of the release of growth areas through rezoning. Coordinating and integrating growth areas with

infrastructure and service provision is critical to ensure the community has access to necessary services and allows for more cost effective and orderly provision of infrastructure. It eases competition for infrastructure investment between growth areas and local government areas and allows infrastructure and service providers to better plan and invest in future delivery.

It is intended that the STRLUS Implementation Plan will outline the sequencing around and coordination of growth areas, which will be prepared in collaboration with infrastructure and service providers, and the relevant councils, and may include Greenfield Growth Areas, Priority Growth Areas and land zoned Future Urban.

1.5.5. Environmental Values chapter

The Environmental Values chapter has been prepared based on the following:

- State Coastal Policy 1996
- State Policy for Water Quality Management 1997.
- State of the Environment Report.

Also a range of spatial data, including:

- Australian Government and Tasmanian Government reserves, conservation areas and wetlands, including the Tasmanian Wilderness World Heritage Area and Ramsar wetlands
- LPS environmental and landscape protection areas
- waterways and coastal protection areas

The mapped information in the Environmental Values chapter represent areas already protected under Australian Government and Tasmanian Government legislation and are provided for interpretation.

Many biodiversity values are not static, however, and the protection of biodiversity and other values requires consideration on a case-by-case basis in relation to land use change, using the most up-to-date spatial information, reporting or contemporary studies.

The STRLUS Regional Strategies for environmental values require consideration of impacts to natural values when undertaking local strategic planning and LPS amendments. Other spatial information is available on LIST and Natural Values Atlas including digital mapping of Tasmania's vegetation, threatened species and threatened communities that is used for research and monitoring.

The STRLUS Regional Strategies also identify further work that should be undertaken to improve biodiversity outcomes, including identifying and protecting regional biodiversity values and corridors. This work will need to be undertaken by the Tasmanian Government in consultation with councils in the region and relevant stakeholders.

Many of the region's significant landscapes are protected through the Tasmanian Government reserves system. The spatially represented landscape values depicted in the STRLUS environmental values mapping have been derived from LPS zones and overlays applied at the local level. There is scope for further work to be undertaken at the regional level to provide guidelines around the identification of landscape values at both the regional

and local level to better define and identify regional landscape values, as well as to guide landscape assessment consistently at the local level.

It should be noted that in the draft STRLUS, spatial information for the Kingborough local government area will be updated when the Kingborough LPS comes into effect.

1.5.6. Environmental Hazards chapter

The Environmental Hazards chapter encourages the consideration of risks arising from environmental hazards that can impact people, property and infrastructure in the strategic planning phase. This approach allows for consideration of hazards to be captured early on in the planning process to provide more certainty when assessing the likely risk levels of future use and development.

The Tasmanian Government has statewide hazard risk mapping for landslip, coastal inundation and coastal erosion; and statewide strategic flood mapping was also recently released. The mapping used to inform the environmental hazards Regional Strategies and spatial information includes:

- coastal inundation hazard bands
- coastal erosion hazard bands
- landslip planning map – hazard bands
- Tasmanian strategic flood maps
- coastal acid sulfate soils

These spatial layers have informed the preparation of the environmental hazards mapping in the draft STRLUS. However, recognising the importance of early planning responses to contemporary hazard risk information, the Regional Strategies require the most up-to-date hazard risk mapping be used when undertaking local strategic planning or considering LPS amendments.

1.5.7. Sustainable Economic Growth chapter

The Regional Strategies for sustainable economic growth seek to provide opportunities where land use planning can support efficiency and innovation for the region's industries so that the local, regional and State economies prosper and benefit communities within the region.

The key sectors addressed are agriculture, aquaculture, natural resources, industrial, renewable energy, and tourism. The Regional Strategies encourage the identification of land for co-locating complementary activities to generate efficiencies, and supporting infrastructure, services, and transport and freight networks to support industries and economic precincts.

The inputs informing the Sustainable Economic Growth chapter include:

- southern Tasmania economic profile
- statewide industrial land study
- Hobart City Deal
- Tasmanian integrated freight strategy
- Remplan economy database

- Australian Electricity Market Operator's (AEMO) Integrated System Plan (ISP)
- spatial data for employment zones and agricultural land (LPS zones), mining and aquaculture leases.

The Sustainable Economic Development chapter includes mapping depicting a candidate Renewable Energy Zone (REZ) identified by the Australian Electricity Market Operator's Integrated Systems Plan. AEMO's candidate REZs are prospective areas for renewable energy projects. They are not the same as the zones provided for under the TPS and renewables projects within REZs are subject to the same requirements under the planning system as other development proposals.

The Regional Strategies also outline categories for Activity Centres across the region to provide a framework for considering an Activity Centre hierarchy. This allows changes to Activity Centre scale and function to be considered from a regional perspective in relation to the impact on the performance of other Activity Centres, investment in infrastructure and service provision, and Regional Strategies for growth and consolidation.

The draft STRLUS has allocated the categories based on existing Activity Centre characteristics. While there is scope for aspirational growth and change to occur for some of the region's Activity Centres, the preparation of the draft STRLUS has highlighted the need to undertake more detailed Activity Centre analysis to better understand the relationships between Activity Centres and the implications for service and infrastructure investment and growth across Metropolitan Hobart and the region.

1.5.8. Physical Infrastructure chapter

The Physical Infrastructure chapter has been prepared on the following inputs:

- northern suburbs transit corridor growth strategy
- Hobart City Deal
- draft River Derwent Ferry Service Masterplan
- draft Keeping Hobart Moving Plan
- South East Traffic Solution
- Midland Highway Safety Package
- Tasmanian Integrated Freight Strategy
- spatial data including freight and transport routes, high frequency public transport corridors, water and sewer serviced land, and Hydro Tasmania assets.

Information and input regarding infrastructure and services capacity and planning were provided by the SISWG, including the Department of State Growth, TasWater and TasNetworks through workshops and consultation. These inputs were also critical to informing the Growth Management chapter and development of the growth strategy.

1.5.9. Cultural Heritage chapter

Regionally significant natural and built historic cultural heritage sites are mapped and include:

- World Heritage Areas including wilderness areas and sites
- State listed heritage sites

Aboriginal land and cultural heritage sites are not mapped due to the cultural sensitivity of that information; however the STRLUS Regional Strategies encourage engagement with Aboriginal people and organisations early in the strategic planning process so that planning for growth and land use change can protect Aboriginal cultural heritage values prior to the development application process.

Further information in relation to local historic cultural heritage at the local level can be found in the LPS for each local government area.

1.6. Implementing the STRLUS

Section 4 of the draft STRLUS outlines the implementation, monitoring and review of the STRLUS and the associated governance for those arrangements. An Implementation Plan will be prepared by the SPO in consultation with the southern councils, Tasmanian Government agencies, and infrastructure and service providers and will accompany the final declared STRLUS, to support its delivery and provide a basis for monitoring its performance in against the Vision, Statements of Intent and Outcomes.

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