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# Boat Harbour Beach Master Plan

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Final Report

August 2019

The Waratah Wynyard Council engaged ERA Planning & Environment Pty Ltd to lead a multi-disciplinary consultancy team to develop the master plan which comprised:

ERA Planning & Environment  
Principal Consultant & Master Planning

Cumulus Studio  
Architectural & Master Planning

Noa Group  
Stakeholder Engagement

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# Chapter 1

## Introduction

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# 01 Introduction

## About Boat Harbour

Boat Harbour Beach is a small beachside settlement located on the northwest coast of Tasmania – approximately 30km west of Burnie within the Waratah Wynyard municipal area.

The township is predominantly a coastal shack community that has between 20-30 permanent residents and approximately 100 residential dwellings and a number of non-residential uses such as a surf club, café and visitor accommodation. It is part of the larger locality of Boat Harbour that includes services such as a primary school and convenience store that provides fuel adjacent to the Bass Highway.

Boat Harbour Beach has a unique natural landscape setting with aqua blue water and white sandy beaches. It sits at the bottom of a steep escarpment below rich agricultural land and within a dramatic amphitheatre-like location.

Boat Harbour Beach experiences significant seasonal fluctuations in population and visitors to the township that peak in the summer period. The township has developed incrementally over many years and was one of the shack site areas that the government divested themselves of in the early 2000's; with many of these shack sites approved outside the normal planning process.



## Why Master Plan?

Planning, at its heart, is concerned with managing and providing for growth and change in towns, settlements and areas of economic activity.

Master planning is a key tool for Local Government to identify a future holistic vision for a place, based on its context and local conditions, in order to address opportunities and challenges experienced within a community.

In the case of Boat Harbour Beach, there have been particular challenges arising from seasonal fluctuations in visitation and usage.

The Boat Harbour Beach Master Plan provides a unifying vision for the area focusing particularly on the management of public spaces around the beach area and the provision of supporting infrastructure and development. In this context, the Master Plan:

- Identifies the overall values of the place which should be protected;
- Examines the role and function of the Boat Harbour Beach area in the context of North West Tasmania;
- Identifies current opportunities and constraints;
- Aligns the interests of all stakeholders towards common goals and achieves cohesiveness in future actions by those stakeholders;
- Gives clarity to the community, business, investors and government about the future direction for the area; and
- Provides an overarching framework to prioritise investment in the area.

## Aims of the Master Plan

At the commencement of the master planning process the following aims were identified:

- Identify the overall vision for the township based on key directions.
- Develop clear objectives for the future development and character of the town including specific planning scheme requirements that may be required for Boat Harbour Beach to reflect the objectives.
- Consider and detail the key environmental constraints of the township.
- Consider and detail key infrastructure constraints including car parking and access for the township.
- Establish a plan to improve the quality of the areas available for public open space; including pedestrian access, BBQ facilities and play equipment.
- Identify a settlement boundary having regard to key land constraints and values.
- Consider further detailed work that may be necessary to support implementation of the plan such as streetscape design plans or precinct plans.

## Structure of the Report

This report includes the context of the plan, details of the stakeholder engagement to date, and opportunities and constraints together with the strategic directions. The strategic directions are what have guided the preparation of the master plan outlined in Chapter 5.

The background analysis including the planning context is found in Appendix A.

Further refinement of the Master Plan may occur once the public comment period has been completed and all comments received.



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# Chapter 2

## Context

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## 02 Context

### Spatial and Historical Context

Boat Harbour Beach sits between Table Cape and Rocky Cape National Park. It is approximately 5km east of Sisters Beach which is connected to Boat Harbour Beach by a coastal walking trail. The entrance to Boat Harbour Beach is steep, winding down along Port Road from the top of the escarpment to the beach and offering stunning views of the aqua blue water through large eucalyptus trees.

The area has both living and past cultural values for Aboriginal Tasmanians. It is a special place where they can continue to connect with the land, sea and sky, the traditions of their elders and stories of the past.

The current visual character of Boat Harbour Beach originates from the holiday houses which were predominantly constructed in the 1950s and 1960s, with many of these in their original condition. More recently, there has been a number of significant modern, extensions and alterations, particularly on the waterfront.

The township includes a surf club that acts as a kiosk and a restaurant located at the northern end of the beach. The surf club stores equipment on the opposite side of Port Road on Council-owned land at 287 Port Road and has a gymnasium in the public amenities building located between Port Road and Shelter Point.

The township also has self-contained visitor accommodation including a number of buildings located on the old caravan park site and a recently approved caravan and cabin park at 21 Moore Street. The coastal foreshore to the west of the amenities buildings, owned by the Crown, is used regularly by freedom campers. The use has no formal approvals or has formal management.

Traditionally, the township developed as a holiday destination for Tasmanians from the northwest. More recently, however, anecdotally some of the holiday houses are being purchased by people from interstate.

The settlement is severely constrained by the topography and the geology of the area. Geotechnical issues in the eastern area of the town prohibit further development, including extensions to existing dwellings. Additionally, Boat Harbour Beach experiences significant subterranean drainage issues.

A detailed analysis of existing conditions is provided for in Appendix A.

## Planning Context

As a strategic planning document prepared by Waratah Wynyard Council as a Planning Authority, the Boat Harbour Beach Plan sits within the context of the Resource Management and Planning System of Tasmania (RMPS).

The specific policies and actions within the structure plan must therefore:

- Further the objectives of the Resource Management and Planning System (RMPS);
- Be consistent with relevant State Policies (in particular the State Coastal Policy 1996); and
- Be consistent with the objectives and desired outcomes in the Cradle Coast Regional Land Use Strategy 2010 - 2030.

A detailed analysis of the planning context is provided for in Appendix A



*The existing playground near the tennis court. It is separated from the beach by the road and car parking area.*



*Freedom campers on the foreshore*



*Port Road with Azure Accommodation visible on the right hand side of road.*



*Existing boat sheds to the east of the Surf Club building*



*Looking north westerly over the beach area from the Surf Club.*



*Port Road near the kiosk. The width of the road here often provides challenges during summer months with car parks on the side of the road and patrons lined up at the kiosk.*

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# Chapter 3

## Engagement Outcomes

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## 03 Engagement Outcomes

### The Approach

Community engagement has been a critical component of input into the preparation of the Boat Harbour Beach Plan. The process involved the following stages:

- A planning for engagement workshop;
  - A workshop with Council;
  - A community workshop;
  - Online Survey;
  - One-on-one dialogue;
  - Direct mailout to Boat Harbour Beach land owners to determine their position on public camping on the foreshore; and
  - Four week public consultation of Draft Plan inclusive of two information sessions at Boat Harbour Beach.
- public spaces and facilities;
  - infrastructure, movement and access;
  - development;
  - character, look and feel; and
  - the preferred future for Boat Harbour Beach.

An important part of the workshop involved a presentation from a number representatives of the Boat Harbour Beach Primary School (from Prep through to Grade 6). Each of the classes had included the Boat Harbour Beach Plan as part of the curriculum for the preceding few weeks of the workshop. In class they had focussed on the opportunities for Boat Harbour Beach and the desired future for the township. The children attending the workshop presented their respective class ideas to the other participants.

### *Planning for the Engagement Workshop*

A workshop was held between the consultant team, the project steering committee and Council officers. The purpose of the consultation was to map the entire engagement system. The second part of the workshop also identified potential opportunities and constraints for the township from the Council's perspective.

### *Councillor Workshop*

A workshop was held with the Councillors, and the General Manager. This workshop also sought the Councillors' views in relation to opportunities, constraints, issues and challenges for the township and the desired future of the township.

### *Community Workshop*

A community workshop was held on Sunday 11 December 2016 from 10am to 3pm. It was well attended by a mixture of residents, shack owners and members of the surf club.

Attendees were divided into five groups where each group discussed:

### *Online Survey*

An online survey was undertaken for approximately 6 weeks from December 2016 through to January 2017. A total of 45 responses were received (survey attached Appendix A).

### *One on One*

Direct dialogue was also held with two relevant government authorities including Taswater and Mineral Resource Tasmania.

### *Direct Mailout*

The direct mailout resulted in 149 valid votes returned, with 72% supporting camping (either by public camping remaining the same, permitted with a Council by-law upheld or limited in another way). The majority indicated they supported public camping, however wanted it to be limited in terms of location and capacity.

### **Public Consultation of Draft Plan**

There was general support for the Draft Plan, with the overwhelming concern raised during the 4-week period being the need to prohibit free overnight camping in public areas due to the land use conflict it is causing and the negative impact it is having on Boat Harbour Beach being a popular day trip destination for locals. The consultation also resulted in a number of minor changes to the master plan including increased grassed area and a shared pathway linking the Sisters Beach track with the point and public space.

### **Results of Consultation**

A diverse range of views were raised within the community workshop as well as between the community and council workshops.

The key area of agreement among the workshops was around the preferred future for Boat Harbour Beach. Participants in the consultation process wanted the relaxed, informal, organic feel of the township to be retained. There was a desire for any new developments to involve natural materials and a preference for more shading with trees and the provision of intimate public spaces to provide shelter from the wind.

In addition to identifying the preferred future, other key points identified through the engagement process included:

- Access – there were varied opinions in regard to access, with some placing a strong importance on the retention of the dramatic windy access with other participants concerned with the cost of the ongoing maintenance of the road due to it being located in a Proclaimed Landslip Hazard A area and suggesting the need to gain access to the township from Banksia Park Road.
- Parking – there were varied views on parking, with some participants liking the informal nature of the car parking and opining that the existing arrangements are sufficient for 95% of the time; while an alternative view was that the car parking is not adequate for a much longer period (3-5 months of the year). There were a number of suggestions to reclaim some land on the west side of the public amenity building. Notwithstanding these different perspectives, people generally agreed that the car parking could be in a better location to improve the public open space adjacent to the beach. They also agreed the location of the car park is not safe for pedestrians and that there was a need for specific emergency vehicle parking.
- Public open space and facilities – There was general agreement in relation to public open space and facilities, including: the need for more shade (with a preference for tree shading); improved amenities (more toilets required); interest in having the jetty rebuilt on the point; more BBQ areas with improved seating; a better playground for children of all ages; and improved footpaths and trails (including the one linking Boat Harbour Beach with Sisters Beach). The majority of participants were not happy with the lack of opening hours of the restaurant and would like to see more than one restaurant in the township. The results of the online survey featured a concern around the lack of footpaths.
- Surf club – There was a mixture of views in relation to the surf club. Some participants opined that the club makes a significant contribution to the township and others that the club could be more inclusive. Similarly, there was a mixture of views in relation to the layout of the surf club, with some participants of the view that having the restaurant within the surf club was an important asset (providing the opportunity to watch the surf club participants whilst having a meal) with others of the view that the two should be separated.

- Caravan park and freedom campers – A substantial number of participants commented that the ‘feel’ of the township had changed since the caravan park had been replaced by Azure accommodation which demonstrated the adhoc nature of development and lack of vision for Boat Harbour Beach. There was general acceptability of allowing public camping on the foreshore within the community workshop at the beginning of the project, the majority of survey participants (noting that some survey participants identified ceasing the foreshore camping as the top priority) and in the direct mailout. There was however significant opposition to the foreshore public camping proposed received during the public exhibition of a development application that proposed to formalise it as well as overwhelming opposition during the 4-week public exhibition of the Draft Master Plan.
- Infrastructure – the participants were generally satisfied with the sewer and stormwater infrastructure with a mixture of reliance on spring water and tank water also receiving generally positive feedback. There was general consensus for a preference for underground powerlines. Council officers noted that the majority of geotechnical reports received are recommending overhead power in particular areas of Boat Harbour Beach due to underground water geology.
- Development requirements – a number of participants raised concerns in relation to the redevelopment of some of the shacks located on the beach and that they were not in keeping with the understated, coastal character of the township.



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# Chapter 4

## Constraints and Opportunities

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## 04 Constraints and Opportunities

### Constraints

#### *Land Stability*

The major constraint for further development at Boat Harbour Beach is the underlying geology and, in particular, the landslide risk.

This hazard, along with the proximity of shacks to the foreshore and steep escarpment, severely constrains the expansion or further intensification of the township.

It is highlighted that this constraint contributes to ensuring the small coastal character of the township has and will be retained into the future.

Regular monitoring of ongoing landslide risks will assist in the management of this constraint.

#### *Land Availability*

There is currently very limited land supply in Boat Harbour. However, the capacity to provide for further land supply is restricted by the environmental constraints and agricultural activity in adjacent areas. The landslip constraints that generally surround the settlement (refer section 4.6) severely limit the possibility of any expansion of the settlement boundary.

Council owns only a single title within the township, 287 Port Road (refer figure 4). It was previously used as a tennis court and more recently has allowed for the construction of a shed for the surf club for storage purposes. The site also appears to be used for car parking associated with private residences. The remainder of the public land is owned by the Crown to the west of the beach and the Parks and Wildlife Service to the east of the beach.

This constraint on public land ownership limits the opportunity for the provision of car parking, public open space and further expansion of the surf club.

#### *Access*

The steep, windy character of Port Road as it winds down the edge of a hill offers the first glimpses of the aqua blue water and the white sandy beaches of Boat Harbour Beach through large eucalyptus trees. It is visually striking and a unique entrance into the township.

The road is however predominantly located on the Proclaimed Landslip Hazard A, and includes significant groundwater drainage lines, resulting in regular movements and slippage. The road therefore requires continuous, expensive maintenance and repairs. The Coffey report stated that in the 25 years from 2001, Port Road had reportedly dropped 1 metre.

Creating an alternate route from the west side of town is also potentially constrained. It will require the removal of vegetation, is on a steep slope, and will impact on adjoining lots. It may also detract from the landscape setting.

#### *Parking*

The car parking is limited and for peak periods the area available is inadequate.

#### *Surf Club*

The surf club is constrained given the use of the building for a restaurant, kiosk, storage and surf club. The key issue for the surf club is the lack of storage capacity in the building. This has resulted in the development of a storage shed on the only Council-owned site in the township.

Further, it has also been identified during the consultation phase that the surf club can be an intimidating space for some non-club members to enter.

## Opportunities

### *Landscape Setting and Character*

The aqua blue water, sandy white beaches, and the backdrop of rolling hills of agricultural land sitting above the township combine to provide a stunning location for a coastal settlement. Views down to Boat Harbour Beach from Port Road are particularly valued.

Buildings in the township are still predominantly 1-2 storey 1950's/1960's shacks with notable exceptions including a number of houses on the lower side of Port Road adjoining the beach and Azzure Beach Houses on the top side of Port Road.

Minimal fencing and the lack of formal edging to roads further contribute to the informal character of the township.

This character and setting is considered an important feature of the town that needs to be retained.

### *Public Open Space*

The public open space appears to have developed in an ad hoc manner with the main grassed area that contains the BBQ area and playground being divided from the beach, surf club, kiosk and restaurant by the carparks and Port Road. There is a lack of shade and protection from the prevailing winds and a considerable portion of the foreshore is used for freedom camping. There is a significant opportunity to improve the quality, efficiency and connectedness of the public open space.

### *Tourism Activity*

The increase in tourism activity on the North West Coast represents an opportunity for Waratah Wynyard; with Boat Harbour Beach being a destination for both overnight stays or as part of a day trip. The infrastructure and services available will therefore need to be at an appropriate standard.

It was highlighted throughout the workshops that the lack of camping and caravan/motor home sites available within the township since the closure of the caravan park has changed the 'feel' of the settlement and that there is a demand and desire for more opportunities for camping. Sharing the demand for camping and other services with Sisters Beach and Boat Harbour (not Boat Harbour Beach) will be required.

### *The Planning Scheme*

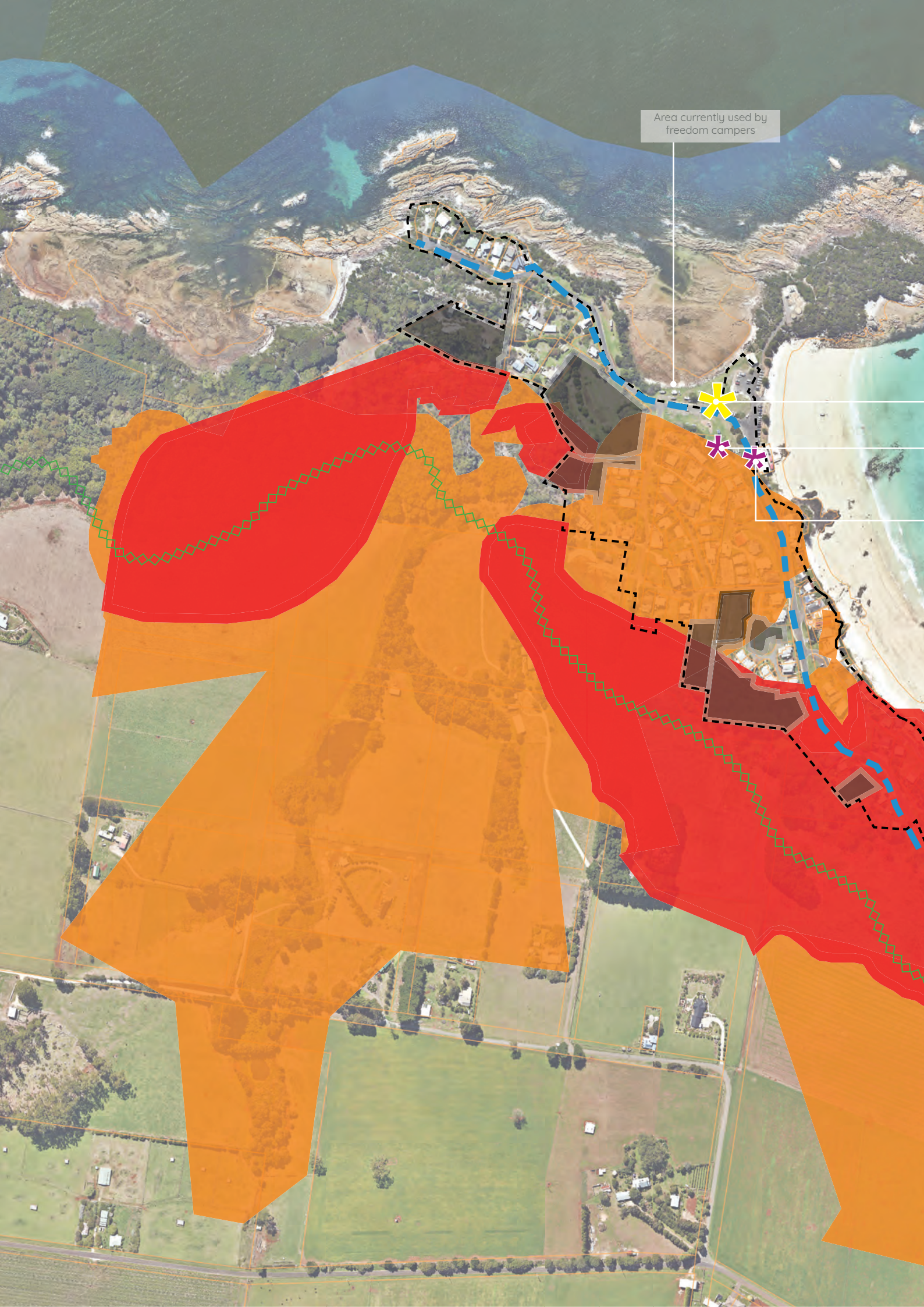
The underlying zoning of Boat Harbour Beach is considered appropriate, however during the preparation of the Local Planning Schedules consideration of the suitability of the requirements for subdivision and dwelling density is important. For example, the management of land stability in the planning scheme is generally controlled through the Hazard Management Code. Boat Harbour does have significant and unique geotechnical issues which may not be adequately addressed through the current regional based provisions.

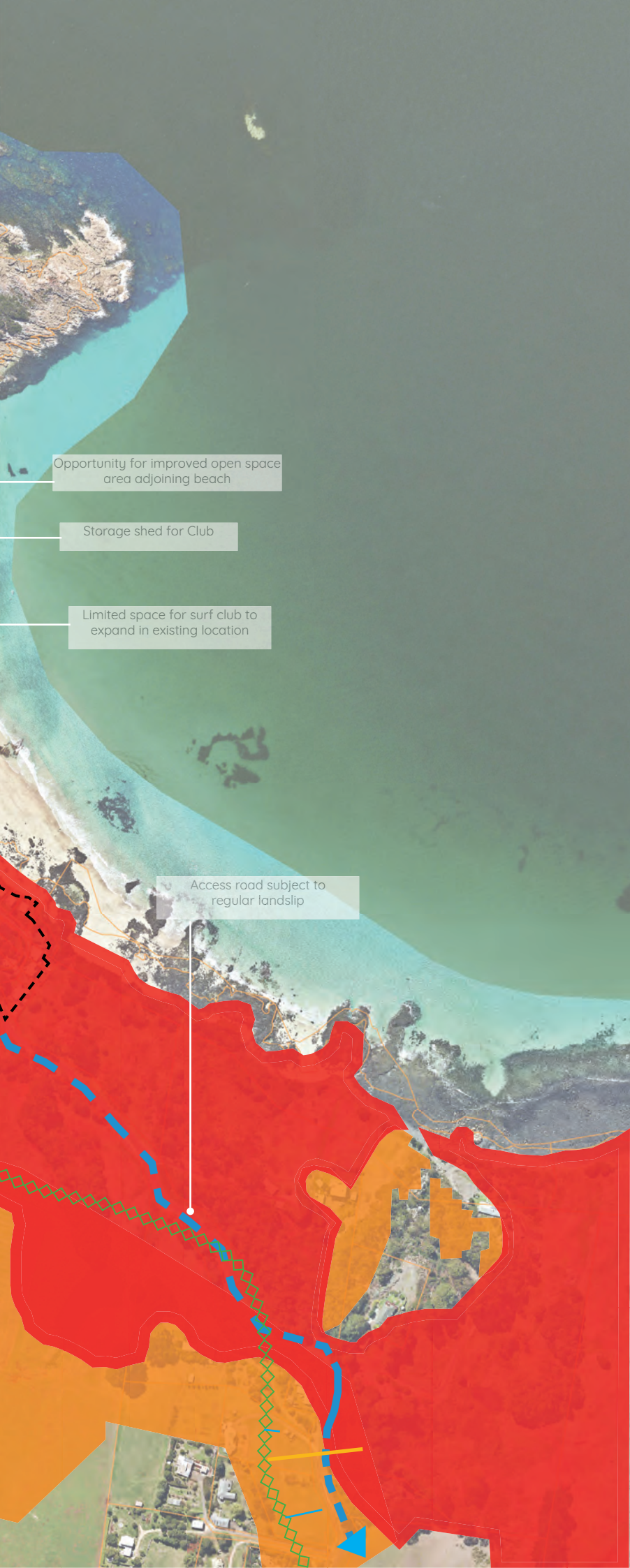
Importantly, the zoning already allows for appropriate non-residential uses including food services, visitor accommodation (including camping and caravan parks) and local shops.

### *Existing Infrastructure*

Given the minimal further development of the township and that the township is predominantly a holiday destination, the existing infrastructure in terms of sewer, stormwater and water is considered adequate to meet the needs of the future.

Area currently used by  
freedom campers





## Legend

- Settlement boundary
- High Landslide Hazard Area
- Medium Landslide Hazard Area
- Vacant Residential Lots
- Public Open Space Opportunity
- Surf Club Usage
- General line of landscape setting
- Access Road

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# Chapter 5

## The Master Plan

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## 05 The Master Plan

### Introduction

The master plan provides a framework for future development and infrastructure investment in Boat Harbour over the next 10 to 15 years.

It provides the basis for preparing the Local Planning Provisions relevant to the area and will guide the long-term growth of the town.

The master plan is comprised of the following elements: The Key Directions, the Concept Plan and the Surf Club and Cafe Design Principles

### The Vision

The vision of the Boat Harbour Beach Plan was developed during the community workshop:

***Boat Harbour Beach is a unique place within a pristine environment.***

***The plan will ensure new development and change will retain its natural beauty, village feel and community spirit.***



### Key Direction 1: Reshape and improve areas of public open space

As a priority the plan should focus on reshaping and improving public areas. This includes opportunities for shade, protection from the prevailing winds, improving shared pathway connections, increasing area of public space adjoining the beach, including improving the facilities such as BBQs and play equipment and considering of rebuilding the jetty. The northern rocky shore is a valued feature of Boat Harbour Beach for the residents and visitors, with the existing rock retaining wall in this area requiring maintenance and repair or replacement.

#### **The Plan Response:**

*The plan reconfigures the access and parking areas, providing for a single integrated open space area that is comprised of both the beach and a larger grassed area.*

*The layout of the new building and open space areas includes a new undercover area for wind and sun protection as well as new bbq facilities, playground and a general grassed area.*

*Direct access to the beach and coastline is maintained for a range of different users. A shared pathway linking the Sisters Beach track to the point and public open space is identified.*

*Rebuilding the jetty is considered unnecessary at this point in time.*





## **Key Direction 2: Improve the management of transport and movement**

A consistent theme during the stakeholder engagement and one recognised by most of the community, is the inadequate transport infrastructure including specific loading bays, emergency vehicle parking, disability parking, bus/trailer parking, the inefficiencies of the parking areas together with subsequent compromise of pedestrian safety.

### ***The Plan Response:***

*The plan provides for additional parking, with the parking and manoeuvring area having capacity for bus/trailer parking, emergency vehicle parking, school bus and loading/unloading areas. To address concerns around the number of designated car parking spaces provided, car parking will be limited for day use only with overnight camping in public areas prohibited. The access road includes traffic calming measures together with its relocation to facilitate direct access to the coastline from open space area as well as designated pedestrian paths.*

*The configured parking, access and manoeuvring areas will be able to accommodate a second town access if this is determined to be a viable option in the future. Although the plan does continue to rely upon the existing road in and out of the settlement, alternative access roads have been*

*investigated through a desktop assessment of eight routes. Whilst it is recognised that there are challenges associated with land instability and maintenance of the current access road, feasible alternatives would likely suffer similar issues. Due to significant costs and difficulty of construction it is considered the more economical option currently is to seek to improve the reliability of the existing access where possible.*



**Key Direction 3:  
Boat Harbour is a place for everyone**

It is important that the township stays accessible, welcoming and enjoyable for all including people such as campers, beach goers, schools, shack owners and permanent residents.

**The Plan Response:**

*The plan provides for a central public open space area that will become the new ‘heart’ of community interaction and life within Boat Harbour, with the beach, grassed areas, public buildings and amenities functioning as a single integrated space.*

*A new centrally located building will provide for the surf club, a café, improved public amenities and undercover public space. The building will be designed to provide visual and physical connections to both the beach and playgroup area as well as provide opportunities for wind and weather protection.*

*Car parking and vehicular access is located around the outside, separating the public open space from moving vehicles.*



**Key Direction 4:  
Future development is compatible with the character of Boat Harbour**

The natural features of Boat Harbour Beach are a key visual element with the townscape responsive to the amphitheatre effect created by the landform. One and two storey dwellings are the dominant building form, with building stepping up with the slope.

Vegetation is the critical element that combines the landform and natural features with the built elements into a harmonious landscape. It gives the settlement it’s informal, coastal character through its use to delineates boundaries between properties and roads. Future development should not change this characteristic of the settlement.

**The Plan Response:**

*The plan intends for the physical extent of the settlement to be maintained with the extent of Low Density Residential defining the settlement boundary. Council’s Local Provisions Schedule should ensure a like for like translation, with particular attention given to the suitability of the subdivision and dwelling density provisions together with the Landslip Hazard Code.*

*The physical improvements and new buildings shown on the concept plan are designed to be consistent with the established character. The concept plans have retained the existing coastline and minimised the use of ‘engineered’ solutions such as land reclamation.*



**Key Direction 5:  
Public buildings within Boat Harbour are  
suitable for the needs of the community**

The surf club currently utilise the surf club building, a new storage shed on Council owned land and a gym in the amenities building on the Crown land. The surf club building also accommodates a restaurant and a kiosk. A balance of how the needs of the surf club can efficiently be met and the restaurant/café and kiosk still be accommodated is required in future decision making.

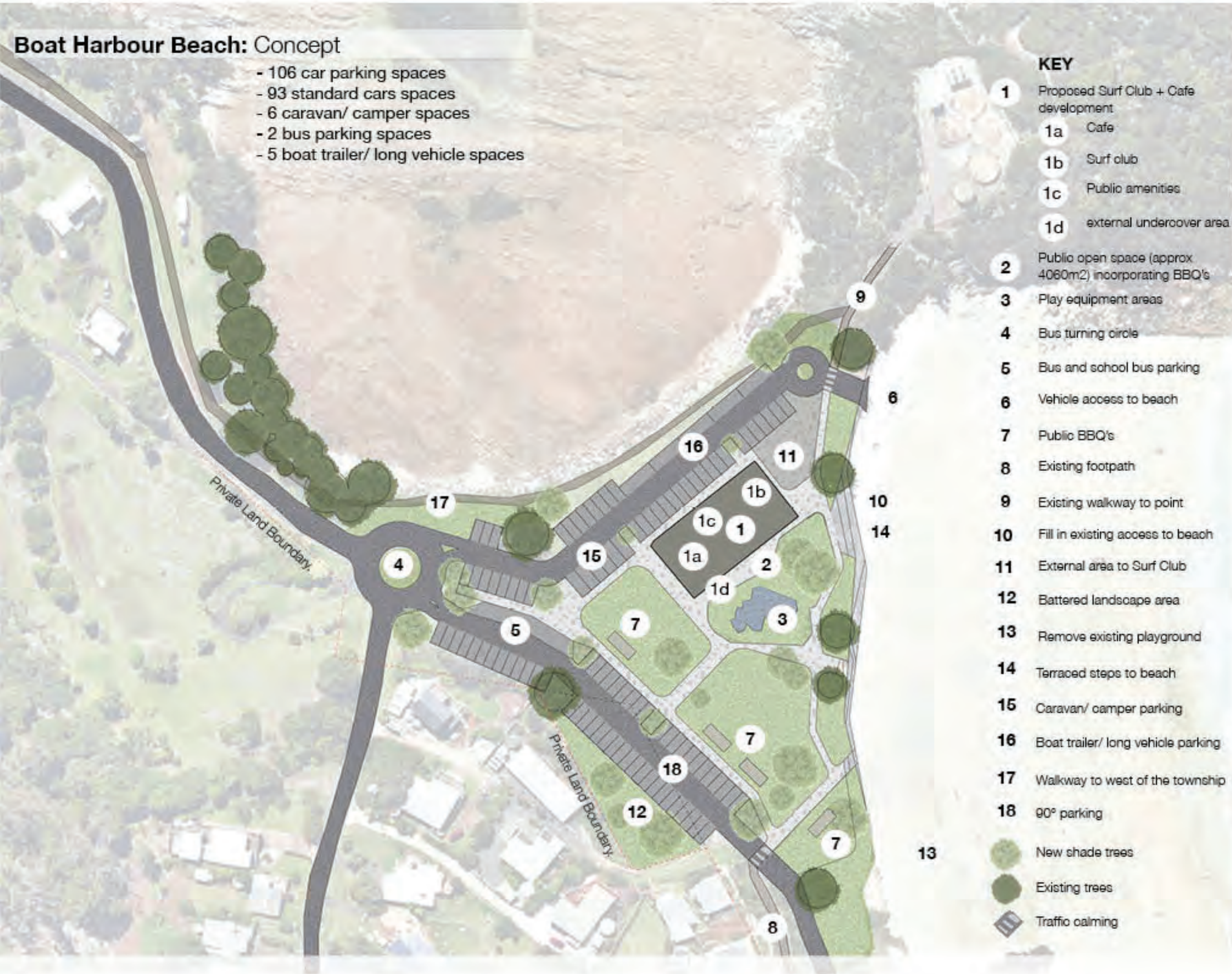
***The Plan Response:***

*The concept plan has adopted a balanced approach to meeting the needs of the surf club and the broader community. Operating and maintenance matters regarding the surf club building is outside of the scope of this development plan.*

# Boat Harbour Beach: Concept

- 106 car parking spaces
- 93 standard cars spaces
- 6 caravan/ camper spaces
- 2 bus parking spaces
- 5 boat trailer/ long vehicle spaces

- KEY**
- 1 Proposed Surf Club + Cafe development
    - 1a Cafe
    - 1b Surf club
    - 1c Public amenities
    - 1d external undercover area
  - 2 Public open space (approx 4060m<sup>2</sup>) incorporating BBQ's
  - 3 Play equipment areas
  - 4 Bus turning circle
  - 5 Bus and school bus parking
  - 6 Vehicle access to beach
  - 7 Public BBQ's
  - 8 Existing footpath
  - 9 Existing walkway to point
  - 10 Fill in existing access to beach
  - 11 External area to Surf Club
  - 12 Battered landscape area
  - 13 Remove existing playground
  - 14 Terraced steps to beach
  - 15 Caravan/ camper parking
  - 16 Boat trailer/ long vehicle parking
  - 17 Walkway to west of the township
  - 18 90° parking
- New shade trees
  - Existing trees
  - Traffic calming



# Boat Harbour Beach: Landscape & Playground Precedents

## KEY

- 2** Public open space (approx 4060m<sup>2</sup>) incorporating BBQ's
- 3** Play equipment areas
- 11** External area to Surf Club
- 12** Battered landscape area
- 14** Terraced steps to beach
- 18** Port Road Parking



# Boat Harbour Beach: Architectural Precedents



- KEY**
- 1** Proposed Surf Club + Cafe
    - 1a Cafe
    - 1b Surf club
    - 1c Public amenities
    - 1d external undercover area
  - 7** Public BBQ's



developing great ideas together

# Boat Harbour Beach: Surf Club and Cafe development design principles

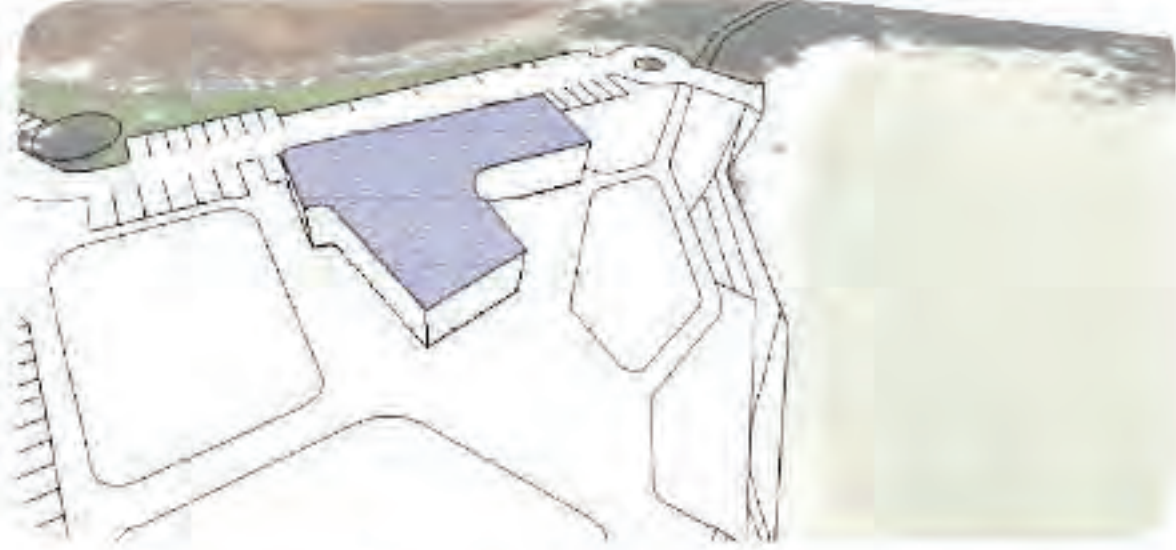
## Anticipated building scale

The proposed Surf Club and Cafe development should possess a civic scale to differentiate it from the surrounding residential buildings while at the same time responding to the sensitivity of its prominent positioning between the two bays. A single storey 'low slung' building (maximum 5-6 metres high including roof) would be suitable to house the Surf Club and Cafe and assist in reducing the visual impact on the site.



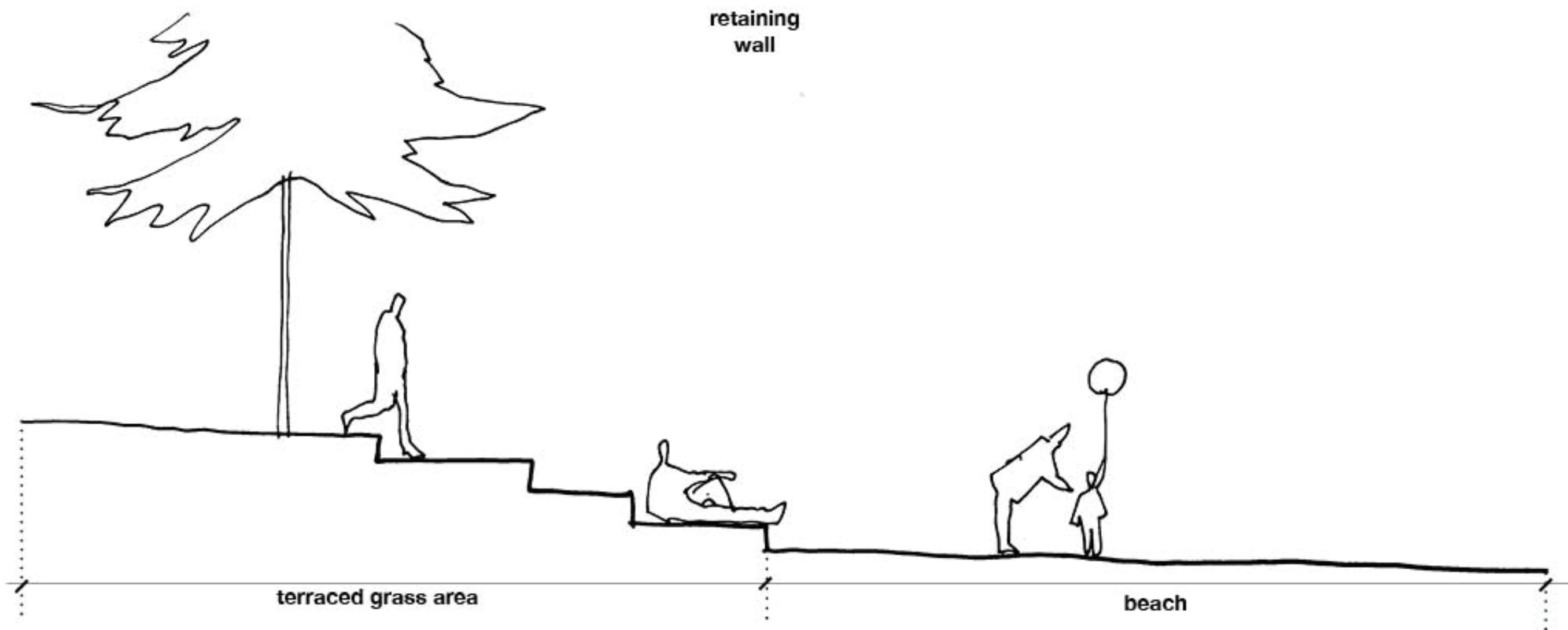
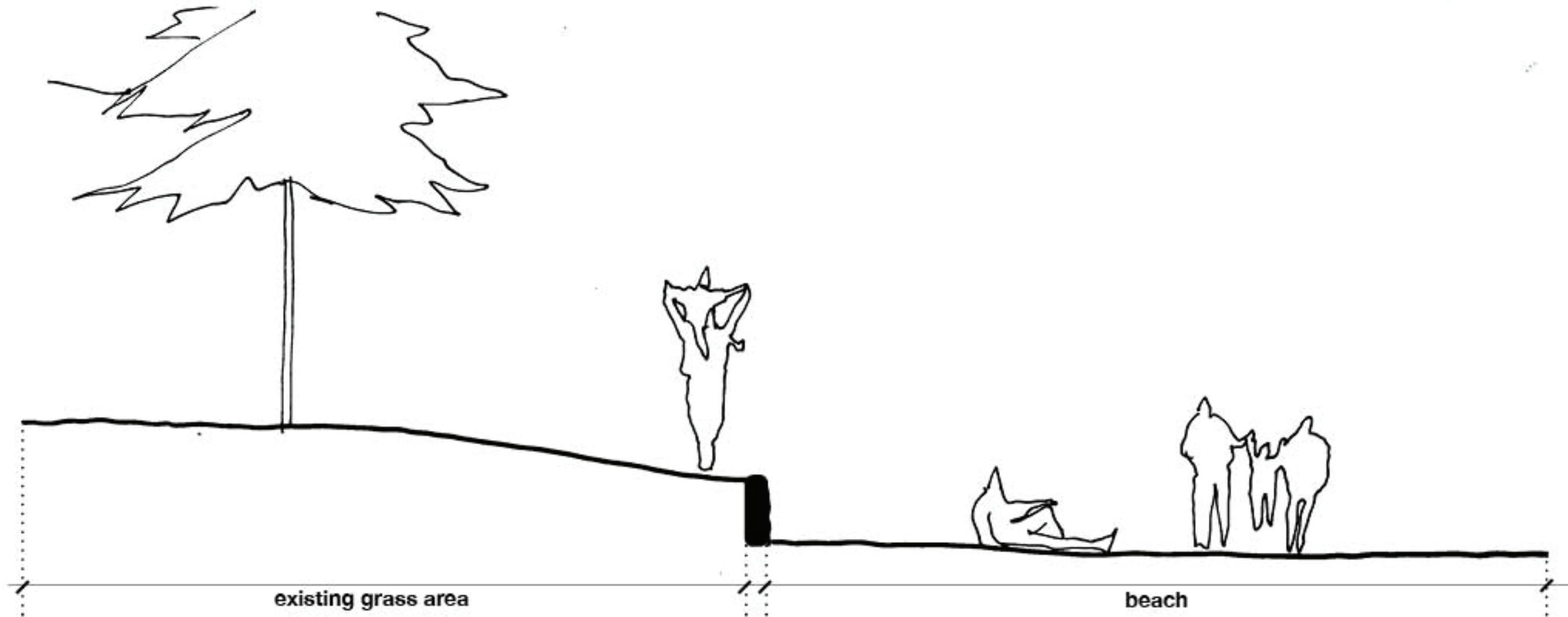
## Anticipated building form

As the building will be predominantly viewed from above by either residents or from visitors travelling down Port Road the roof otherwise known as the '5th Elevation' requires careful consideration. Care should be taken to locate plant and equipment out of site from above and the design approach should explore either a graphic or expressive form to address the '5th Elevation'.



## Potential design strategies to address the '5th Elevation'





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CUMULUS STUDIO



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Appendix A  
Background Analysis

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# 1 Planning Context

As a strategic land use document prepared by Waratah Wynyard Council as a Planning Authority, the Boat Harbour Beach Plan sits within the context of the Resource Management and Planning System of Tasmania (RMPS). The specific policies and actions within the structure plan must therefore:

- Further the objectives of the Resource Management and Planning System (RMPS);
- Be consistent with relevant State Policies (in particular the State Coastal Policy 1996); and
- Be consistent with the objectives and desired outcomes in the Cradle Coast Regional Land Use Strategy 2010 - 2030.

## 1.1 The Objectives of the RMPS

The objectives of the RMPS are outlined in Schedule 1 of the *Land Use Planning and Approvals Act 1993* (the Act) as follows:

Part 1 Objectives of the Resource Management and Planning System of Tasmania

1. *The objectives of the resource management and planning system of Tasmania are -*

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

PART 2 - Objectives of the Planning Process Established by this Act

*The objectives of the planning process established by this Act are, in support of the objectives set out in Part 1 of this Schedule -*

- to require sound strategic planning and co-ordinated action by State and local government; and*
- to establish a system of planning instruments to be the principal way of setting objectives, policies and controls for the use, development and protection of land; and*
- to ensure that the effects on the environment are considered and provide for explicit consideration of social and economic effects when decisions are made about the use and development of land; and*
- to require land use and development planning and policy to be easily integrated with environmental, social, economic, conservation and resource management policies at State, regional and municipal levels; and*
- to provide for the consolidation of approvals for land use or development and related matters, and to co-ordinate planning approvals with related approvals; and*
- to secure a pleasant, efficient and safe working, living and recreational environment for all Tasmanians and visitors to Tasmania; and*

- (g) to conserve those buildings, areas or other places which are of scientific, aesthetic, architectural or historical interest, or otherwise of special cultural value; and*
- (h) to protect public infrastructure and other assets and enable the orderly provision and co-ordination of public utilities and other facilities for the benefit of the community; and*
- (i) to provide a planning framework which fully considers land capability.*

## **1.2 State Policies**

There are three (3) current State Policies existing within the RMPS:

- The *State Coastal Policy 1996*;
- The *State Policy on Water Quality Management 1997*; and
- The *State Policy on the Protection of Agricultural Land 2009*.

Only the State Policy on Water Quality Management 1997 and State Coastal Policy 1996 are relevant to the Boat Harbour Beach Plan.

### **State Coastal Policy 1996**

There are three main principles identified in the State Coastal Policy:

- Natural and cultural values of the coast shall be protected.
- The coast shall be used and developed in a sustainable manner.
- Integrated management and protection of the coastal zone is a shared responsibility.

In particular, the second principle recognises:

*The economic and social values of tourism and recreation in the coastal zone; and*

*The availability of the coastal zone for some activities, uses and development will be limited by the ability of natural and physical resources to meet the foreseeable needs of future generations and by the need to sustain the life-supporting capacity of air, water, soil and ecosystems.*

### **Water Quality Management 1997**

The Water Quality Management Policy includes the following objectives relevant to this plan:

- (a) Focus water quality management on the achievement of water quality objectives which will maintain or enhance water quality and further the objectives of Tasmania's Resource Management and Planning System;*
- (b) Ensure that diffuse source and point source pollution does not prejudice the achievement of water quality objectives and that pollutants discharged to waterways are reduced as far as is reasonable and practical by the use of best practice environmental management;*
- (c) Ensure that efficient and effective water quality monitoring programs are carried out and that the responsibility for monitoring programs are carried out and that the responsibility for monitoring is shared by those who use and benefit from the resource, including polluters, who should bear an appropriate share of the costs arising from their activities, water resource managers and the community;*

- (d) *Facilitate and promote integrated catchment management through the achievement of objectives (a) to (c) above; and*
- (e) *Apply the precautionary principle to Part 4 of this Policy.*

### **1.3 Cradle Coast Regional Land Use Strategy**

The current Cradle Coast Regional Land Use Strategy was declared by the Minister for Planning on 27 October 2011. Under the *Land Use Planning and Approvals Act 1993* (the Act) planning schemes must be consistent with the Regional Land Use Strategy.

In addition to a range of regional planning policies which has been considered in the preparation of the plan, the following strategic outcomes identified under section 4.11 of the land use strategy are of particular relevance:

- *The growth and development of centres is contained to create compact places which optimise use of land and infrastructure services and minimise adverse impact on resources of identified resource, natural and cultural value.*
- *The pattern of settlement provides a network of compact, well connected and separate centres each with its individual character and identity.*
- *Land supply is matched to need.*
- *There is coordinated and equitable access to provision of regional level services.*
- *Each settlement provides an appropriate level of local development and facilities to meet daily requirements in employment, education, health care, retail and social and recreation activity for its resident population.*
- *Each settlement provides a healthy, pleasant and safe place in which to live, work and visit.*
- *There is diversity and choice in affordable and accessible housing.*

It is however important to recognise that the legislation provides for the regular review and update of the Regional Land Use Strategy. Local level strategies and plans such as the Boat Harbour Beach Plan can inform these reviews.

### **1.4 Municipal Strategic Plan**

The Act also requires that planning schemes are to be consistent with the strategic plan in force for the municipal area. There are a number of key objectives identified in the Waratah Wynyard Strategic Plan 2017 – 2027 that the plan will contribute to fulfilling:

- Goal 3: Connected Communities  
*Waratah-Wynyard community members will fill a sense of inclusion, belonging and value within a thriving, innovative and diverse population. They will be actively engaged in developing Council facilities, services and programs, and will be encouraged to provide input to planning for community needs.*
- Goal 4: Community Recreation and Wellbeing

*Waratah-Wynyard will be a healthy community with access to more recreational choices in safe and welcoming environments. The community will enjoy programs and recreational spaces that are inclusive, thriving and energetic, and will have access to high quality facilities, services and equipment.*

- Goal 7: Environment

*Waratah-Wynyard will be an environment where green meets blue; where natural beauty and heritage values are appreciated, and managed through best practice. The natural environment will be shared and enhanced through sustainable development.*

## **1.5 Sustainable Murchison 2040: Community Plan**

The Sustainable Murchison 2040 Community Plan – Regional Framework Plan (Community Plan) 21 November 2016 is an initiative between Waratah Wynyard, Circular Head, West Coast, King Island and Burnie Councils which aims to inform a coordinated approach for municipal planning in the Murchison area over the next 25 years.

Spatial and strategic principles were developed to guide the creation of sustainable and liveable places in Murchison:

### Principle 4: Distinctive, accessible, compact settlements

*Distinctive characteristics of each settlement:*

- *Urban morphology – the layout of the settlement with consideration to topography and legibility.*
- *Natural features in and around the settlement*
- *Urban design*
- *Building vernacular*
- *Activities, events and local customs*

*Accessibility*

- *Connected by private and public transport*
- *Range of transport options connection within and between settlements*
- *Diversity of built forms for all stages of life*
- *Cost for utilities and local infrastructure upgrades/renewal for marginally sustainable settlements is weighed against alternative solutions to provide sustainable benefits.*

*Sustainable urban settlements*

- *Conserve valuable resources for agriculture and mineral extraction*
- *Compliment the region's valuable natural landscapes*
- *Minimise travel time and increase accessibility to key recreational, commercial and industrial destinations*
- *Infill development opportunities within the boundaries of existing urban centres/localities*
- *Greenfield development of lost within 1,000 metres of the current UCL boundary to minimise land use conflicts with agricultural uses*

- *Industrial development priorities close to major highways/arterial roads with adequate buffers from residential development*
- *Cost for utilities and local infrastructure upgrades/renewal for marginally sustainable settlements is weighed against alternative solutions to provide sustainable benefits.*

Principle 6: Natural resource management balances development, production and conservation values

*Balances values to resolve conflicts with:*

- *Capable agricultural land, forestry and aquaculture*
- *Threatened vegetation, flora and fauna*
- *Reserves, such as conservation areas and National Parks*
- *CFEV wetlands, waterbodies and rivers*
- *Water use and water irrigation*
- *Listed and aboriginal heritage and cultural landscapes*
- *Landslip hazards, coastal vulnerability, flood vulnerability and bushfire vulnerability*
- *Climate change, including changes to rainfall, temperature change, pan evaporation and relative humidity*

The Community Plan also identifies a portfolio of investments (both public and private) in Appendix 6. Table 24 of the appendix identifies the development and implementation of the Boat Harbour Beach Plan as a project for Waratah Wynyard Council.

## 2 Existing Conditions

### 2.1 Population Growth

There is no specific data in relation to employment, household composition, income or age for Boat Harbour due to its size. Similarly, there is no population growth scenario specific, for Boat Harbour Beach.

The medium growth scenario in the Regional Land Use Strategy projections for the region is for a net increase of less than 0.5% per year. It notes that the distribution in growth is likely to be uneven. For example, the population growth forecast through to 2032 for Waratah Wynyard Council is a decline in population of 442.

The 2014 Tasmanian Population Projections an alternative source of population statistics, identifies a net increase of 3% for the population of the Waratah Wynyard local government area from 2013 – 2030.

Notwithstanding the differences in projections, any growth is not substantial with a 3% growth amounting to 454 people.

The locality of Boat Harbour has an identified growth scenario as Low and a settlement strategy of stable in the Cradle Coast Regional Land Use Strategy:

*Low – demand is driven largely by internal population change and very low rates of inward migration. Growth relies on existing land supply (including vacant zoned land) and available infrastructure within the designated urban boundary without the need for intensification.*

*Stable- restricts new development to existing land supply within the designated urban boundary without priority for intensification.*

### 2.2 Development Activity

Development activity in Boat Harbour Beach is minimal. Table A1 over page identifies the number of new dwellings or extensions/replacements of existing dwellings from 2006 – 2016 based on the development applications submitted to Council. The figure over page identifies the number of vacant parcels of land.

The character of existing residential development is primarily single detached dwellings. There have been a number of change of use applications more recently (5 in 2014, 2 in 2015 and 4 in 2019) to provide for short term visitor accommodation.

Anecdotally, there are a number of places available for short term visitor accommodation that have not obtained the required planning and building approvals. Lot sizes vary considerably from small residential size lots of less than 400sqm to much larger lots of 4,000sqm. Regardless there are only a minimal number of vacant lots (<5) zoned Low Density Residential, with a similar small number that have potential for further subdivision or development of multiple dwellings.

There are a small number of lots zoned Rural Resource directly adjoining the Low Density Residential Zone that have potential to be developed for residential purposes, visitor accommodation or similar.

Towards the end of 2016 and early 2017 two more substantial developments were proposed as follows:

- 21 Moore Street zoned Rural Resource – Four cabins used for visitor accommodation and 20 camping/caravan park spaces and associated amenities; and
- 293 Port Road and 305-307 Port Road – restaurant, swimming pool, 13 residential dwellings, 18 caravan/motorhome sites and 13 visitor accommodation cabins. The proposal also includes 21 camping bays on Crown Land.

**Table A1:** Approvals statistics for Boat Harbour Beach (Source: Waratah Wynyard Council)

Year	New dwelling	Extension & Alternations
2006	0	1
2007	1	1
2008	2	2
2009	0	3
2010	2	0
2011	1	4
2012	2	1
2013	0	3
2014	0	3
2015	0	2
2016	0	2
<b>TOTAL</b>	<b>8</b>	<b>22</b>

### 2.3 Tourism Activity

There is no specific data for tourism activity at Boat Harbour Beach, due to the township not being identified on the Tasmanian Visitors Survey.

Anecdotally, Boat Harbour Beach is ‘off the beaten track’ and is a holiday or day trip destination for predominantly people of the north and northwest coast of Tasmania.

Notwithstanding, the data provided by the Tasmanian Visitor Survey identifies a steady increase in visitor numbers to the north west and Wynyard with the number of visitors to the north west that visit a place not identified on the survey also increasing in numbers.

It can be extrapolated from this data (refer Table A2 below) that it is likely that the number of people visiting Boat Harbour Beach that do not live in Tasmania is also increasing.

**Table A2:** Places Visited (source: Tasmanian Visitors Survey)

	Total NW	Wynyard	Other NW
Oct 12 – Sep 13	370,406	84,071	61,837
Oct 13 – Sep 14	404,051	76,911	62,922
Oct 14 – Sep 15	455,432	95,676	77,643
Oct 15 – Sep 16	468,505	91,216	77,586

### 2.4 Carparking and Access

A specific traffic study has not been undertaken for Boat Harbour Beach. Again, anecdotally during the peak holiday periods, particularly on warm days which attracts beach goers, the car parking provided is considered insufficient to meet demand.



A traffic counter was located on Port Road entering the township from December 2009 – January 2010 and again for one week in April 2010. At the commencement of this project a traffic counter was again located on Port Road (see Table A3 below).

The data is not exhaustive given the limited times that the traffic was counted, although the following can be inferred from the data

- Sunday experiences the most traffic movements. This is likely a reflection of activity at the surf club and the number of weekend day trippers;
- The summer period is the busiest period;
- The number of traffic movements in one day do not generally exceed 2,000, even in peak periods;
- 90 to 95 per cent of vehicles are class 1 vehicles; and
- There no evidence of increase in vehicle numbers over the past 6 years. Indeed, there is a decrease in the traffic numbers in the same period of 2016 compared with 2010. This difference may be for range of reasons including such as the weather, public holidays and events.

There is also no specific area for loading and loading of goods for the restaurant at the surf club and no specific parking for people with a disability.

Community angst regarding the potential pedestrian – car conflict and no emergency vehicle parking available was evident during the consultation phase. It was explained by participants in the community workshop that on more than one occasion an emergency vehicle was forced to park in the middle of the road due to all car parking available being used.

**Table A3:** Traffic Movements (source: Waratah Wynyard Council)

Date	No of movements
<b>December 2009 – 4 January 2010</b>	
26 Dec	1978
27 Dec	2125
31 Dec	2063
1 Jan	2172
<b>April 2010</b>	
13 April	419
14 April	453
18 April (Sun)	564

Date	No of movements
<b>December 2016 – January 2017</b>	
6 Dec	518
7 Dec	487
11 Dec (Sun)	1041
26 Dec	1318
27 Dec	1109
31 Dec	999
1 Jan	838
10 Jan	1084
11 Jan	841
15 Jan (Sun)	1003
17 Jan	832
18 Jan	840
22 Jan (Sun)	1738

## 2.5 Natural Features

The natural features of Boat Harbour Beach are predominantly the beach, the aqua blue water and the rocky outcrops. These natural features are a key attraction for the people that live there and the people that visit.

Boat Harbour Beach has predominantly been cleared of native vegetation. Small pockets of vegetation on the edge of the community remain with larger tracts to the west towards Rocky Cape National Park. These vegetation communities are *Eucalyptus obliqua* and coastal scrub. Neither are listed as a threatened community under the *Nature Conservation Act 2002*.

## 2.6 Geology

As part of the Shack Site Project assessment at Boat Harbour Beach, DPIPWE and Council engaged Coffey Geosciences to undertake a landslide assessment of the area. The Coffey report included a number of key recommendations as follows:

- No new houses be allowed on the known landslides and steep slopes. These are areas where existing landslides may move again or new landslides may occur in the lifetime of a house.
- Maintain good surface drainage which has the potential to improve the stability of existing landslides and reduce the likelihood of new landslides.
- Undertake ongoing monitoring of surface and subsurface movement in particular areas.

Figure A1 over page identifies landslip hazard areas of high and medium within and on the outskirts of Boat Harbour Beach. As demonstrated the settlement is largely surrounded by Landslide Hazard A to the south, east and west which effectively prohibits any physical expansion of the settlement in these directions.

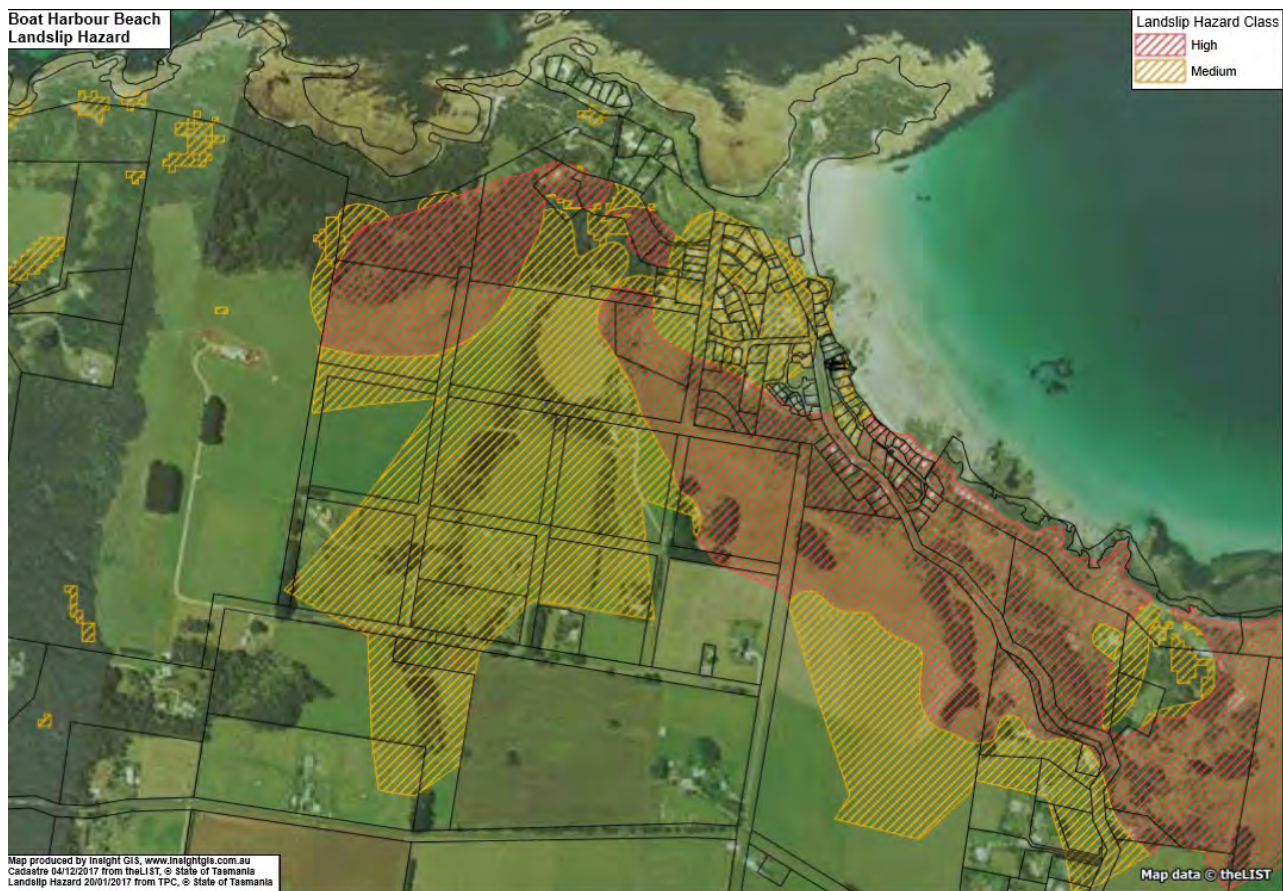


Figure A1: Land at Boat Harbour subject to medium and high landslip hazard (source: Waratah Wynyard Interim Planning Scheme 2013)

## 2.7 Aboriginal Heritage

The area was first used and by Tasmanian Aboriginals, who continue to use the area and surrounding coastal environment, its food, ritual and spiritual values. It is important to recognise that Aboriginal heritage values do not just lie in the artefacts of the past. The landscape and coastal environments are a living landscape, where Tasmanian Aboriginal people can continue to connect to the land, sea and sky, the traditions of their elders and the stories of the past.

Prior to colonisation, the Tasmanian Aboriginals from the North West Coast of Tasmania were known as the *Tommeginar* band of the North West nation who lived and moved from Table Cape to westward of Rocky Cape. Tasmanian

Aboriginal Heritage Tasmania (AHT) have advised that there are Aboriginal heritage sites within or close to Boat Harbour Beach, including shell middens and artefact scatters. AHT further advised that the surrounding landscape, which includes coastline is conducive to past Aboriginal occupation and is likely to contain additional Aboriginal heritage sites.

This advice correlates with an environmental and infrastructure report (Department of Environment and Land Management 1996) that stated there is an open cave of ironstone rock at Boat Harbour Beach which was an Aboriginal ceremonial site. Artefacts were found when Council were undertaking excavation in proximity to the cave.

AHT advised that the future works at and around the surf club, the vehicle parking areas and the foreshore area would require an Aboriginal heritage investigation due to the presence of registered heritage sites and high probability of additional Aboriginal heritage sites within the area. While a previous Aboriginal Heritage Assessment was undertaken in 2001 for some of the coastal area this study may not satisfy current AHT requirements.

## **2.8 European Heritage**

Boat Harbour Beach in the early days of European settlement was used as a harbour for boats, with the ships mainly loading potatoes, timber and general cargo. In the second half of the 1800's a jetty was constructed off the rocky headland from which potatoes and swedes were shipped. The port then went to Wynyard and eventually to Burnie.

The first shack was constructed in 1917, but did not become a holiday destination until the late 1920's.

## **2.9 Character**

The character of Boat Harbour Beach is identified as being integral to the appeal of the settlement and consistently identified as needing protection.

The key element to understanding the character of Boat Harbour Beach is to not only identify the physical features of the settlement but how they interact with each other. In other words, it is the combination of the features that give the settlement its unique coastal character.

The key natural features of Boat Harbour Beach are considered to be the white sandy beach; the rocky outcrops along the coastline; the aqua blue water; and the escarpment sitting above the settlement that contains rich farmland to the east and south and vegetated slopes to the west. Together these form an amphitheatre effect: landform framing the beach.

The key man-made features are the limited boundary fencing (with exception of the front fencing on the lower side of Port Road); the two storey, single detached dwellings with low pitched rooves that are maximising the views of the coastline and step up with the slope of the land; and the limited amount of commercial uses. The boundaries delineating the dwellings are predominantly defined by vegetation on the side and rear boundaries between dwellings as well as the front boundary between the road and dwelling.

The landscaping and vegetation characteristics are the element that combines these two features and gives the settlement it's informal, coastal character; in particular how the landscaping is used to delineate the boundaries and the scale of the buildings in comparison to the natural landscape.

## **2.10 Water**

There are no reticulated water services in Boat Harbour Beach with reliance on tank water or spring water. Reliance on springs generally is from informal historical situation. A number of feasibility studies have been prepared for a reticulated water supply to the township which generally conclude that it is not feasible or only feasible if undertaken in conjunction with Sisters Beach. It is noted that no issues were raised in relation to this during the workshops.

## **2.11 Sewer**

The township has reticulated sewerage infrastructure with the wastewater treatment plant being located on the point west of the beach. Taswater provided the following comments in relation to the infrastructure:

- The wastewater treatment plant is effectively starving due to lack of inflows.
- It is anticipated that localised upgrades would be required to service any additional lots; as a minimum, emergency storage at Taswater's existing pump station would need to be augmented as required.

## **2.12 Stormwater**

There is no reticulated stormwater infrastructure within Boat Harbour Beach. The Stephenson report (2.11.1) stated that while the condition and the quality of the stormwater drainage systems reflects the ad hoc nature of its construction, it is generally only properties below Port Road that experience drainage problems.

The natural springs and semi-permanent creeks that drain through the settled area are similarly adequately controlled with the natural slope of the area generally adequately minimising ponding. More problematic is the ground water where the subterranean stormwater issues contribute to the instability of the hill slope.

## 3 Waratah Wynyard Interim Planning Scheme 2013

### 3.1 Zoning

Boat Harbour Beach is predominately zoned Low Density under the *Waratah Wynyard Planning Scheme 2013*. The purpose of the zone is:

*To provide for residential use or development on larger lots in residential areas where there are infrastructure or environmental constraints that limit development.*

*To provide for non-residential uses that are compatible with residential amenity.*

The zoning includes specific desired future character statements for Boat Harbour Beach:

*Has identity as a small isolated settlement set at the base of a steep coastal escarpment and nestled around the beach and rocky shoreline;*

*Is characterised by steep narrow roads and a general absence of fencing to provide physical delineation between adjoining sites and from the road;*

*Close spaced buildings of various height and form step across the rising landform to enable opportunity for outlook over the beach and coastal landscape.*

In addition to residential uses, the zoning provides for a small number of non-residential uses including a local shop, food services, visitor accommodation and educational and occasional care. Importantly, the planning scheme allows for non-residential uses with appropriate protection of residential amenity; the provision of these non-residential uses such as food services should be for the market to provide.

A number of development standards also apply. These include a 30% site coverage (acceptable solution), private open space of 25sqm and the standard building envelope including a maximum height of 8.5m (acceptable solution).

There is a specific single storey height requirement for building on the lower side of Port Road, although there is no specific height measurement.

The density requirements (for new lots and multiple dwellings) is 500sqm. In comparison, Sisters Beach has a larger permitted density of 800sqm.

Further consideration of the appropriateness of the standard requirements such as the building envelope under the Low Density Residential Zone provision for Boat Harbour Beach needs to be undertaken.

### 3.2 Hazard Management Code

Boat Harbour Beach is subject the hazard management code. Use and development within an area of risk from exposure to a natural hazard as shown on a map requires a hazard risk assessment to demonstrate a tolerable level of risk can be achieved and maintained for the nature and duration of the use and for the type, form, scale and duration to the development.

### 3.3 Water and Waterways Code

This code applies to land within 30m of the highwater mark of a shoreline to an ocean and of a bank of a watercourse. The purpose of the code is to assist protection and conservation of a water body, watercourse, wetland or coastal shoreline area.

### **3.4 Rural Resource Zone**

A number of lots on the outskirts of Boat Harbour Beach, are zoned Rural Resource with lot size more rural residential in character: in the vicinity of 1ha in size.

Residential and visitor accommodation uses are allowable in the zone subject to the meeting of a number of zoning requirements including that the use does not constrain or conflict with a resource development use.

### **3.5 Waratah Wynyard Planning Scheme 2000**

Under the previous planning scheme, specific provisions applied to Boat Harbour Beach including acceptable solutions such as no re-subdivision of existing titles, maximum height of 6m, and no front fences. The scheme also determined specific roof forms, cladding, materials and colours. These provisions were not translated into the Interim Planning Scheme.

It is noted that Azure development was a result of these specific provisions and has attracted criticism within the community for its appearance.



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