WELLMINGTON PARK MANAGEMENT TRUST

PINNACLE ZONE
SITE DEVELOPMENT PLAN

JUNE 2001
Wellington Park Management Trust
Draft Pinnacle Zone Site Development Plan

Executive Summary

The purpose of the Pinnacle Site Development Plan (hereafter, the SDP) is to identify the opportunities and constraints of the Pinnacle Zone as a location for visitor and other facilities in accordance with the Wellington Park Management Plan 1997, and with the specific objectives of providing:

- a strategic approach to the protection of natural and cultural values and development of facilities within the Pinnacle Zone, in accordance with the Wellington Park Act 1993 and the Management Plan;
- information and procedures to assess the appropriateness of any development or facility put forward for the Pinnacle Zone; and
- an on-ground site layout plan for the redevelopment of existing infrastructure to allow the protection of existing natural and cultural values, and the efficient and safe use of the Zone.

The Pinnacle Zone boundary was defined for the purposes of the management plan, however has been proposed for redefinition under the SDP (see attached layout plan). The redefinition allows the transfer of undeveloped areas to the west of the carpark to the Natural Zone, and ensures that all existing developments and facilities will remain within the Pinnacle Zone.

The layout plan that forms part of the SDP proposes a revamp of the existing facilities and infrastructure to ensure: the protection of natural and cultural values, the establishment of safe and efficient vehicle and pedestrian access, the upgrade of visitor facilities, provision for visitor activities, and improving visitor safety.

Natural and Cultural Values

Threats to the natural values of the Zone include trampling of vegetation by visitors, spread of gravel beyond the carpark, and construction of new developments within the area. There is the potential for fire to threaten the area, whilst there is also a need to protect water catchment values from seepage from toilets and stormwater runoff, and sedimentation from the carpark.

Recreational and other social values could be affected for future development, however no detailed historic studies have been undertaken within the Zone. The SDP recommends further investigation of the stone hut located at the Pinnacle.

Access

Currently the carpark is poorly defined and has no provision for bus parking; overflow parking occurs along Pinnacle Road, creating access difficulties. A lack of road signage and markings often leads to driver confusion and impacts upon pedestrian safety.

Pedestrian flow is largely informal, with several major walking tracks terminating in the facility. With the proposed development of the Springs site it is assumed that there shall be a likely increase in the number of visitors to the Pinnacle. The SDP recommends the instigation of a programme of monitoring vehicle movements to assess vehicle numbers and movements to assist in determining future requirements.

Visitor Facilities
Good interpretation facilities currently exist in the Observation Shelter however it is proposed that the panels currently located in the western area of the carpark be replaced with an updated interpretation facility accessed by a boardwalk from the carpark.

The existing toilet facilities provide some concern in terms of effectiveness, condition and location. It is recommended that these facilities be reviewed and that consideration be given to recent trials of composting toilets carried out in high altitude areas by the Parks and Wildlife Service. It is proposed that no rubbish bins be placed in the Zone to encourage visitor removal of rubbish, and that no further seating be provided for extended stays.

Visitor Activities

The Zone is mainly used a short stay area for visitors wishing to view the Greater Hobart and south-west wilderness areas. All four of the major tracks lend themselves to day walks and are rarely used for overnight trips. It is recommended that signage and interpretation be improved on these tracks, particularly in relation to length and grade of the tracks. The SDP also recommends creating formed access to the trig-station which receives substantial interest from visitors to the Zone.

The Trust has approved on a trial basis a submission by the Tasmanian Hang Gliding Association for the construction and use of a set-up deck and launch ramp adjacent to the lower observation deck on the Pinnacle. The approval is subject to conditions to ensure there is minimal impact on the environment and visitors to the area.

Improving Visitor Safety

The exposed nature and altitude of the Zone make visitor safety a particular issue for consideration. The SDP identifies impacts from the nearby transmission towers on vehicle remote locking systems as a major concern, with visitors potentially left exposed and with no means of support. Another concern is the exposure to falling ice from the transmission towers, with large areas of the Pinnacle Zone within the potential impact area. The SDP recommends a systematic survey of risks to visitors and the placement of a public telephone for visitor use.

Controlling and Guiding Future Development

The Management Plan establishes a range of specific policy / actions for visitor services, activities and facilities within the Pinnacle Zone. It allows for the continued use of existing telecommunication facilities and for the development of further visitor information facilities and infrastructure, however prohibits larger scale development such as shops, restaurants and accommodation, and the intrusion of further developments into the skyline.

The SDP describes five potential development types to assist in the development of detailed requirements for the assessment of proposed services, activities or facilities. The SDP also proposes procedures for issuing licences, leases and permits for the above proposals, and methods for determining the scope of assessment according to the designated category of development.
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CHAPTER 1
INTRODUCTION

1.1 BACKGROUND

Mt. Wellington (elevation 1270m) and Wellington Park form a dramatic backdrop to Tasmania’s capital city, Hobart. From its position above Hobart, Wellington Park (hereafter the Park) stretches 25 kilometres to the west covering some 18250 hectares of land (Map 1.1). The Park is an area of significant geodiversity, biodiversity and cultural value which caters for a number of major uses and activities including nature conservation, tourism, recreation, telecommunications and water collection and supply.

Wellington Park was established by the Wellington Park Act 1993 (hereafter, the Act). The Act provides the legislative basis for the “protection, use and management” (pg. 1) of the Park under the authority of the Wellington Park Management Trust (hereafter, the Trust). On-ground management is undertaken by the Hobart and Glenorchy City Councils, the Parks and Wildlife Service, and Hobart Water and the day to day activities of the Trust are coordinated by an Executive Officer.

Management of the Park is carried out in accordance with the objectives and policies contained in the Wellington Park Management Plan 1997 (hereafter, the Management Plan). Fire management within the Park is carried out in accordance with the Wellington Park Fire Management Strategy (AVK, 1999). The Wellington Park Bike Strategy outlines the issues and options for management of bicycle use within the Park (Inspiring Place Pty Ltd 1999).

The Management Plan established overarching goals for management that are consistent with the purposes for which the Park was created and which were seen to be broad performance indicators for Park management. These overarching management goals are to:

- protect the Park’s environment for the long term;
- manage water catchments in the Park as sources of clean water;
- retain the essential cultural characteristics of the Park; and
Map 1.1. The Location of Wellington Park
(Scale 1:250,000) (Source Base Map – DPIWE)
provide for community, tourism and recreational use and enjoyment of the Park consistent with the above goals (WPMT 1997:12).

To achieve these goals, six management zones are defined by the Management Plan to accommodate features and conditions of similar relationships and sensitivities. These zones are:

- The Springs Zone;
- Pinnacle Zone;
- Recreation Zone;
- Natural Zone;
- Remote Zone; and
- Restricted Zone (WPMT 1997:14).

Two key strategies of the Management Plan were to develop and implement site development plans for the Springs Zone and the Pinnacle Zone (WMT 1997:15 and 38). The Springs Site Development Plan (TASQUE 1998) was completed in 1998 and has provided the basis for assessing development in that area of the Park.

1.2 The Pinnacle Zone

The boundaries of the Pinnacle Zone, are shown in the Management Plan (Map 1.2). The Pinnacle Zone encompasses the area to the west of Pinnacle Road at the summit of Mt. Wellington¹ above the Organ Pipes. The Pinnacle Zone lies within the Hobart City Council freehold portion of Wellington Park (known as Mountain Park), in the Hobart City Local Government Area. The Trust has considered it appropriate that development within Wellington Park and thence in the Pinnacle Zone will proceed through normal planning and building approval by the Hobart City Council as well as the requirements of the Wellington Park Act 1993.

Access to the Pinnacle Zone is via Pinnacle Road or by walking tracks such as the Zig Zag and Panorama Tracks. Facilities within the Pinnacle Zone include a large car parking area, public toilets (male and female), two telecommunication facilities, a trigonometric station and minor visitor amenities. Immediately adjacent to, but outside the Zone, are an observation shelter with associated viewing platforms and boardwalks.

¹ Note that “the Pinnacle” is used to denote the geographic location of the highest point – the summit – of Mt. Wellington. The Mountain is used to refer to Mt. Wellington which includes the whole of the massif including the Pinnacle. “The Pinnacle Zone” is used to designate the whole of the area around the Pinnacle as defined by the Management Plan.
The management objectives of the Pinnacle Zone, as described in the Management Plan, are to:

- provide for a range of tourism and recreational opportunities based on sightseeing and appreciation of the alpine environment;
- protect environmental and cultural features and values;
- protect the scenic qualities of the Zone when viewed both from within and from outside the Park and, except for existing and already approved communications facilities, avoid skyline intrusions when the Zone is viewed from municipalities surrounding the Park;
- develop visitor services and facilities in the Zone appropriate to the permitted level and type of use;
- consolidate and contain existing visitor facilities by enhancing or removing them; and
- provide for and manage communications facilities consistent with the above objectives (WPMT 1997:15).

1.3 THE CURRENT STUDY – THE PINNACLE SITE DEVELOPMENT PLAN

The purpose of the Pinnacle Site Development Plan (hereafter, the SDP) is to identify the opportunities and constraints of the Pinnacle Zone as a location for visitor and other facilities in accordance with the Wellington Park Management Plan 1997, and with the specific objectives of providing:

- a strategic approach to the protection of natural and cultural values and development of facilities within the Pinnacle Zone, in accordance with the Act and the Management Plan;
- information and procedures to assess the appropriateness of any development or facility put forward for the Pinnacle Zone; and
- an on-ground site layout plan for the redevelopment of existing infrastructure to allow the protection of existing natural and cultural values, and the efficient and safe use of the Zone.
The Consultant’s Brief also sets out the requirements for the SDP to:

provide a more detailed investigation of the need for facilities and services to cater for a range of tourism, recreation, interpretation, visitor service and park management requirements (and attendant infrastructure) identified in the Management Plan that might reasonably be accommodated on the site;

clearly define the Pinnacle Zone boundaries and if need be, recommend whether these boundaries should be amended or altered to ensure that areas in the immediate vicinity of the Pinnacle which share the same or similar characteristics and issues related to visitor use and infrastructure are included in the Zone; and

determine the development capacities of the site within the framework set out in the Management Plan, whether the location of any proposed development is suitable relative to other facilities and sites within the Zone, and to dictate what conditions apply to ensure compliance with the Management Plan and the Site Development Plan.

1.4 APPROACH TAKEN

The preparation of the SDP involved three stages of work as set out below:

<table>
<thead>
<tr>
<th>Phase</th>
<th>Key Tasks Undertaken</th>
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| Stage 1 | • Briefing with the Trust  
• Review of available reports, information and statistics 
• Undertake site survey investigations to assess site conditions 
• Identify current use levels and expected use requirements 
• Assessment of identified issues and impacts 
• Consultation with identified agencies and key interest groups 
• Prepare draft site development plan and layout concept plan for agency review and comment 
• Presentation of the draft plan to the Trust |
| Stage 2 | • Revise the draft site development plan and layout concept plan based on agency review and comment  
• Trust to release draft Plan for public comment |
| Stage 3 | • Review of public comment and response to the draft site development plan  
• Revise the draft based on the public comment  
• Present the final Plan to the Trust for approval |
Map 1.2 The Pinnacle Zone
1.5 Structure of Plan

The Site Development Plan is in four chapters:

this Chapter 1 which describes the Pinnacle Zone and its objectives and the background to the current study;

a cursory description of natural and cultural values and current uses of the Pinnacle Zone (Chapter 2);

a summary of the key issues arising for the management of the Pinnacle Zone and strategies for addressing these (Chapter 3); and

an Action Plan (Chapter 4) which summarises, prioritises and identifies the responsibility for the strategies described in Chapter 3.

A site plan, which illustrates many of the recommendations made in Chapter 3, is included at the rear of the report.

Throughout the current study, previous studies are referred to in an abbreviated form (Author, date of publication and page number in the publication if works are quoted in full) with references listed in full in the Bibliography.

1.6 Acknowledgements

The consultant’s acknowledge the considerable assistance given to them by the Wellington Park Management Trust and Wellington Park Advisory Committee during the course of preparing the Site Development Plan.
CHAPTER 2
SITE VALUES AND USES

This Chapter provides a brief description of the physical features (Section 2.1), biological values (Section 2.2), cultural values (Section 2.3) and existing uses (Section 2.4) of the Pinnacle Zone. The information in these sections summarises more extensive descriptions of the Pinnacle Zone and the Park generally that are found in the Wellington Park Values, Use and Management Inventory (208 Network, 1995) which was prepared as a resource document to the Wellington Park Management Plan 1997.

2.1 Physical Features

2.1.1 Climate

The Pinnacle rises to 1270m above sea level (ASL), with the bulk of the Pinnacle Zone being over 1250m ASL. Extreme weather conditions are, therefore, experienced at all times of the year. Precipitation is around 1200mm per annum, with highest rainfalls in winter. Frost is frequent (around 200 days/year) and snow falls on around 62 days in all months of the year and may persist for up to a week in winter. Strong winds are common and are predominately from the west. These winds serve to bring moist ocean air from the west contributing to the bulk of the precipitation that occurs in the Zone.

2.1.2 Geology and Geomorphology

The entire Pinnacle Zone is an outcrop of Jurassic dolerite, a feature of many of eastern Tasmania’s mountains. The area is characterised by bare rock and generally thin soils, the latter stems from the highly erosion-resistant nature of the dolerite parent material. Low temperatures and moisture facilitate peri-glacial processes, such as the breaking of rocks by ice crystals, and such processes tend to be more effective soil building processes in a dolerite alpine environment than wind or water erosion, although the latter is a significant contributing factor.

The dolerite landform, which is readily viewed in the Pinnacle Zone, contributes to a powerful alpine landscape imagery of interest to visitors, however, none of the features in the Pinnacle Zone are of particular geoconservation significance.
2.2 Biological Values

2.2.1 Flora

The vegetation of the Pinnacle Zone is low density treeless alpine heath and includes areas dominated by *Ozothamnus ledifolia* heath, *Richea scoparia*-*Orites acicularis* heath and shrub-sized Tasmanian snow gums (*Eucalyptus coccifera*).

The fire dependant *Ozothamnus* community is common due to occasional accidental fires, although as a general rule, alpine plant communities are highly sensitive to fire and regenerate poorly over disturbed ground (Askey-Doran, 1990). Only one plant known to be highly susceptible to fire is found in the Pinnacle Zone, the Mountain plum-pine (*Podocarpus lawrencii*). Several areas of vegetation which have not been burnt since before 1967 occur within the Pinnacle Zone, and these provide an important baseline for studies regarding recovery rates of alpine vegetation (Kirkpatrick 1996).

Alpine vegetation is a feature, which is relatively uncommon in Australia, particularly in such close proximity to a major urban centre and the coast and is of great interest to visitors to the Pinnacle Zone. Mt Wellington is of particular interest as the warmest and driest alpine environment in Australia (Kirkpatrick, pers. comm.)

2.2.2 Fauna

The Mt Wellington Plateau, including the Pinnacle and the Pinnacle Zone, supports a large number of Tasmania’s endemic fauna species, many of which are, in turn, potentially restricted to the Wellington Range. The high level of endemism is primarily due to the dominance of dolerite in the geology and the relatively dry and warm alpine environment (compared to those found on mainland Australia). Two species of skink occur in the upper altitudinal zone. These are the Southern snow skink (*Niveoscincus microlepidotus*) and the metallic skink (*N. metallicus*). The former species occurs in the treeless zone generally above 1000 m where it is usually found in association with rocky outcrops, utilising rock faces as basking sites and rock crevices or surrounding dense vegetation as shelter.

Other faunal species found within the Pinnacle Zone that are unique to the mountain include several species of noctuid moth and the alpine snail (*Roblinella agnewii*).

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2 The transition from alpine vegetation to the coast is in fact quite compressed and is possibly shorter than anywhere else in Australia see de Gryse et al 1998).
The Pinnacle Zone is home to a diverse array of invertebrate fauna including two highly significant species of ancient origin - the rare Tasmanian scorpion fly (*Apteropanorpa tasmanica*) and the ancient bug (*Nymphocoris hilli*) - as well as distinct assemblages of flightless invertebrates.

The Pinnacle Zone also supports the black currawong (*Strepera fuliginosa*) a Tasmanian endemic bird species which is a vital agent in distribution of seeds of many of the Wellington Park flora species.

### 2.3 Cultural Values

Aboriginal people of the South East Tribe who inhabited the region are known to have called Mt. Wellington (assumed to be or to include the Pinnacle area) Unghanyahletta or Poorantattere. No Aboriginal sites are known from the Pinnacle Zone although no systematic search of the area has occurred. The Pinnacle Zone is likely to have lower sensitivity for Aboriginal values than other parts of the Park due to the alpine conditions and the higher suitability of other sites in the Park and nearby as sources of stone artifacts, fresh water, diverse plant resources, game and suitable rock shelters.

The history of use of the site since European settlement in Tasmania is well documented (see for instance de Quincey 1987). Dr George Bass is known to have been the first European to climb the Mountain, and visits to the Pinnacle by other early notables are well recorded including those of Lady Jane Franklin, colonial botanists Robert Brown and Ronald Campbell Gunn and the eminent naturalist Charles Darwin.

No sites within the Pinnacle Zone have been listed on the Tasmanian Heritage Register for their historical value. The stone hut at the Pinnacle, reputed to be built in 1859, is, however, an important reminder of the Park’s past and present history as a recreation area and may yet be found to have heritage importance (see Section 3.2.1).

The aesthetic value of the Mountain (including the Pinnacle Zone) is highly significant due to the scale and the grandeur of its sweeping landform, its diverse vegetation and the temporal changes of lighting, climate and atmospheric effects. The aesthetic value of the area contributes to its highly significant social value, which manifests in an extreme public sensitivity to development in the area.

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3 Kee in a cursory survey of the area in 1991 failed to find any evidence of Aboriginal occupation or use of the area nor have any resource materials known to be of importance been identified within the Pinnacle Zone (Mt. Wellington Group 1992).
The social value of Wellington Park is underscored by:

- its repeated representation in the arts;
- the number of publications and management studies about the area (which contribute to a wide public understanding of the area);
- the ease with which the area is accessed;
- it being a focus for significant community and personal events;
- the spiritual importance which some members of the community place on it; and
- its overall contribution to the ‘sense of place’ of living in Tasmania.

The Wellington Range, including the whole of Wellington Park has been placed on the Interim List of the Register of the National Estate for these values and a variety of other reasons.

2.4 Current Uses of the Pinnacle Zone

A number of important uses are made of the Pinnacle Zone including tourism and recreation, telecommunication, science, research and education and water collection.

2.4.1 Tourism and Recreation

Visitor Numbers and Use

Mt Wellington has consistently ranked as one of the top five destinations in Tasmania for interstate and overseas visitors to the State with Port Arthur Historic Site, Sullivans Cove/Salamanca Place, Cradle Mountain and Cataract Gorge being the other key destinations. In 1998, 27.7% of total interstate and overseas visitors (about 140,000 visitors) included Mt Wellington in their tour itinerary. Whilst there are no reliable statistics on total visitor numbers (that is, interstate, overseas, Tasmanian and local visitors) or the timing of their visits, it is not unrealistic to assume that:

over 250,000 people would go to the Pinnacle Zone in a year;
highest visitation occurs through the summer and autumn months, at Easter and during the mainland school holiday periods; and

extreme peaks in visitation occur at times when there is fresh snow on the ground in combination with otherwise fine weather, particularly when this coincides with weekends or school holiday periods.

The major reason for visiting the Pinnacle Zone is to experience and enjoy the panoramic views of Hobart and southern Tasmania. The main activities undertaken by visitors are sightseeing, nature observation (e.g. alpine vegetation, animal life, etc.), photography, reading of the interpretation panels, bushwalking (short, half and day walks), picnicking, fitness training (e.g. running and bike riding on Pinnacle Road), outdoor education trips, amateur astronomy and various social outings (e.g. viewing of the City nightlights, celestial events, etc.). After snowfalls on the Mountain, many people enjoy the Pinnacle Zone for snow play, tobogganing and skiing.

The Pinnacle Zone is also the starting point for a number of walks including the Zig Zag Track and the South Wellington Track which then connect onto the Ice House Track and back to The Springs. Experienced walkers also depart from the area to reach other parts of the Wellington Range.

At times the Pinnacle Zone has been used for special community events. Historically these included the “Go as You Please Race” (which involved running from Elizabeth Street to the Pinnacle and back) and more recently events such as the Festival of Lights, the Point to Pinnacle Race, the final leg of the Three Peaks Endurance Race and Millennium celebrations.

Visitor Facilities and Infrastructure

There are a limited range of visitor facilities within and immediately adjacent to the Pinnacle Zone including:

the Pinnacle Road, a two lane bitumen road constructed in the 1920s, which provides access to the area;

car parking for over 160 cars, depending on their arrangement, which occurs off the Pinnacle Road on the southern, western and eastern sides of the Pinnacle;

Note that the Wellington Park Bike Strategy prohibits mountain biking in the Pinnacle Zone except for where it occurs on fire trails or public roads (Inspiring Place 1999).
an observation centre shelter, which houses a number of interpretive panels;

a timber boardwalk and two viewing decks overlooking the city;

a male and female composting toilet, the roof water from which is used for hand washing;

an interpretive installation made up of two information panels located in western car park; and

directional and other signage.

2.4.2 Telecommunications

The Pinnacle Zone has a vital role as a location for telecommunications activities that require 'line of sight' transmission/reception. As a result, there are two lease areas within the Pinnacle Zone which have been developed for telecommunications purposes.

Win Television operates the telecommunications facility located on the northern side of the Pinnacle. Their facility includes a tower of open lattice construction and a transmitter building approximately 300 square metres in size. Win Television operates their facility under a 99 year lease from Council (expires 2058) which provides a right of continuance until such time as the tower becomes unserviceable and requires replacement.

The ntl Australia Pty Ltd manage the telecommunications facility on the southern side of the Pinnacle Zone having purchased the National Transmission Network on the 30th April 1999. The facilities are on a 99 year lease with the Council (expire 2058). The facility is within a fenced compound and includes a:

major tower constructed in 1993 to overcome the operating problems associated with an older tower and to accommodate all current broadcasting and radio communication services on Mt. Wellington; and

large building, approximately 900 square metres in size, which includes living quarters (not used), a transmitter hall, a diesel power generator for use in emergencies, a garage and a large basement\(^5\).

\(^5\) Greater detail regarding this facility can be found in the Environmental Impact Assessment which was prepared prior to construction of the new tower (Mt. Wellington Group 1992).
These facilities are designed to accommodate all projected telecommunications requirements for the Pinnacle including the incorporation of the Win TV facilities as required. Ntl Australia Pty Ltd advises that the facilities were designed to provide ongoing telecommunications with a design life of 100 years.

Recently a new conduit between the two telecommunication facilities was laid through the existing car park, and the old and unsightly conduit is being removed.

### 2.4.3 Science and Education

The history of scientific activity within the Park and the Pinnacle area dates from the earliest settlement when naturalists (such as Darwin, the botanists Brown, Gunn, Backhouse, Hooker, Dickenson and von Mueller and the zoologists Thomson, Meyrick, Lea, Le Guillou, Beccari and Lubbock) collected numerous unknown plants and animals from the area which were to become the type specimen for their species.

In addition to the activities of these naturalists, the Park and the Pinnacle area have played an important role in the development of meteorological science. The weather station “200 yards westward of the trig point” established by Clement Wragge in 1895 formed part of the earliest global network of weather stations in the world (de Quincey 1987).

The Pinnacle Zone continues to be used by the School of Geography and Environmental Studies and the School of Plant Science at the University of Tasmania for field excursions and research. It is described as a valuable scientific and educational resource due its proximity to Hobart and existence of many unique and representative environmental features - for example dolerite parent material, endemic species and a particularly mild and dry alpine environment, relative to other alpine areas of Australia. Today, visiting scientists are frequently taken to the Pinnacle to be shown examples of Tasmania’s unique environment.

### 2.4.4 Water Catchment

The importance of the Park for water supply is recognised in the *Wellington Park Management Plan* which sets as one of its major goals to “manage water catchments in the Park as sources of clean water” (pg. 12). The *Management Plan* also sets a number of objectives specifically related to water supply including to:

- manage the collection and supply of water from the Park whilst sustaining ecological systems in the Park;
protect the water catchments within the Park so as to provide for a sustainably safe, adequate and reliable water supply for the community; and

encourage land management practices that will minimise any detrimental effects to water quality within the catchments.

The Pinnacle Zone has no defined watercourses but overland flow from the area including from hardened areas such as the carparks eventually reaches drinking water catchments to the south and east of the Pinnacle.

2.4.5 Other Public Utilities

The Bureau of Meteorology operates an automatic weather station just west of the Win TV telecommunications tower. The instrumentation is comprised of a free standing anemometer, a rain/snow gauge, a pressure gauge and a thermometer. To operate effectively, the facility requires a 30m buffer from any structure likely to affect shadow, wind speed and direction, or precipitation (Bureau of Meteorology pers. comm.).

A trigonometric station is located on the Pinnacle. The station is maintained by the Surveyor General’s office in the Department of Primary Industry Water and Environment.

Electricity for facilities in the Pinnacle Zone is supplied by Aurora via an overhead 11,000 volt transmission line from the Springs via Ferntree. The line parallels Pinnacle Road to a point below Big Bend where it turns perpendicular to the contours rising to Pinnacle Road just below the Win TV tower from where it runs underground to each of the telecommunications facilities.
This Chapter identifies the key management issues with the Pinnacle Zone and recommends strategies for dealing with those issues. The Chapter is divided into seven parts dealing with the:

- boundaries of the Pinnacle Zone (Section 3.1);
- protection of natural and cultural values (Section 3.2);
- establishment of safe and efficient public access (Section 3.3);
- upgrading of visitor facilities (Section 3.4);
- provision for visitor activities (Section 3.5);
- improvement of visitor safety (Section 3.6); and
- setting of appropriate controls and guidelines for future development within the Pinnacle Zone (Section 3.7).

Many of the recommendations made are illustrated in the site concept plan at the rear of this report.

### 3.1 Redefining the Pinnacle Zone’s Boundaries

The existing boundaries of the Pinnacle Zone were shown in Map 1.2. These boundaries are considered inappropriate for management purposes because:

- undeveloped areas to the west of the carpark are more appropriately included in the Natural Zone, which ensures the protection of the features of conservation significance whilst accommodating small scale visitor infrastructure such as the walkways and interpretation panels described below (Section 3.5.2); and
existing developments and visitor facilities at the Pinnacle such as the viewing shelter and associated boardwalk and the proposed site for hang-gliding facilities (see Section 3.5.1) are not included in the Pinnacle Zone but are considered appropriate to this Zone.

In redefining the boundaries of the Pinnacle Zone it is important to consider:

further development at the Pinnacle is discouraged by the Wellington Park Management Plan and it is, therefore, appropriate to define the boundaries around existing features, to reduce potential encroachment into otherwise natural areas; and

the Pinnacle Zone is the only zone in which telecommunications infrastructure is considered consistent with the objectives, therefore, the zone must be defined to include the existing telecommunications towers and leases.

For these reasons, it is recommended that the Pinnacle Zone boundary is altered so as to:

include the observation shelter, walkways and the proposed site for hang-gliding launch deck and ramp (currently within the Natural Zone);

rationalise the Zone around existing features on the western side to include the carpark, the proposed new interpretation node and weather station so that they can more appropriately be included in the Pinnacle Zone (whilst also allowing some area for undertaking roadworks associated with the new car parking arrangement); and

define the boundary in every other area to fall at the edge of the telecommunications leases or at the extent of existing development in the immediate vicinity of the Pinnacle, thereby limiting the scope for future development to a relatively contained area.

It should be noted that the Management Plan recommends the placement of the Win TV facilities on the ACA tower when their existing tower is to be replaced (WPMT 1997:71). Should this occur within the life of the current SDP, the current Win TV area should be rehabilitated and excised from the boundary of the Pinnacle Zone.

**RECOMMENDATION 1**

Amend the boundaries of the Pinnacle Zone as shown on Map 3.1.
Map 3.1: Proposed Boundaries of the Pinnacle Zone
Map 3.1: Proposed Boundaries of the Pinnacle Zone
Chapter 3   Management Issues and Strategies

3.2 Protecting Natural and Cultural Values

Chapter 2 outlined the natural and cultural values of the Pinnacle Zone. The need to protect these values is clearly stated in both the management objectives for Wellington Park and the priorities for the Pinnacle Zone (Chapter 1). Strategies for the protection of specific natural and cultural values are described in the following subsections. Further strategies to control the impact of future development on natural and cultural values are covered in the controls and guidelines for future development in Section 3.7 of this Chapter.

3.2.1 Natural Values

The alpine ecosystems, which occur in the Pinnacle Zone, are particularly sensitive to disturbance for many reasons. These include:

- the slow growth rate and regeneration of many alpine plant species;
- the slow rate of dolerite soil accumulation and the potential for erosion of the thin soils in exposed sites by strong winds and precipitation; and
- particular site conditions such as the freezing of bare ground at low temperatures, which inhibit the regeneration of flora species for much of the year.

All management activity therefore should aim to minimise disturbance to soil and vegetation.

A number of threats to the natural values of the Pinnacle Zone have been identified in the current study. These threats include the trampling of vegetation by visitors, the spread of gravel into vegetation beyond the bounds of the carpark and the potential for erosive and destructive disturbance by construction of new developments within the area.

There is also potential for fire to impact on the natural values of the zone. Although the available biomass is small in comparison to the eucalypt forests of the lower slopes, there is potential for fire to run across the Pinnacle in favourable weather conditions (dry, warm days and high winds). The risk for damage to property is minimal, however, there is potential for impact on alpine plant communities, which because of the factors noted above, are slow to recover from such disturbance. The Wellington Park Fire Management Strategy 1999 indicated that the Pinnacle area was a
relatively low fire risk area and that general maintenance was required to remove any build-up of flammable vegetation and other materials close to the buildings. The Strategy identified potential fire impacts and fire management aims for the Alpine Zone, which is listed in Table 3.1.

<table>
<thead>
<tr>
<th>FIRE MANAGEMENT CLASS</th>
<th>PLANT COMMUNITIES INCLUDED</th>
<th>FIRE IMPACTS AND FIRE MANAGEMENT AIMS</th>
</tr>
</thead>
</table>
| Alpine zone           | Alpine herbfields, heathlands, and fernlands (generally above 1,100 metres) | • Frequent fires may favour one community (*Ozothamnus ledifolius* heath) to the exclusion of others (Kirkpatrick, 1986).  
• Frequent, extensive fires may eliminate fire sensitive species.  
• Exclude all fire.  
• Identify and map communities that are localised and of highest fire sensitivity, and ensure they are protected from fire, whenever possible. |

Table 3.1 Fire Impacts and Fire Management Aims, Pinnacle Zone

The Strategy recommends that there be:

no hazard reduction burning in the Pinnacle area;

all wildfires be actively suppressed; and

suppress wildfires without backburning if possible, if backburning is the only feasible method, then minimise the area burnt.

The protection of water catchment values is another key objective for the Pinnacle Zone. The major potential impacts to these values come from the existing toilet facilities and stormwater run-off and sedimentation from the carpark.

**Recommendation 2**

Seal all roads, carparks and some designated footpaths to stop the spread of gravel into surrounding vegetation (see also Section 3.3).
Recommendation 3

Install footpaths and walkways as shown on accompanying Site Plan to discourage random walking that is currently impacting on natural values, especially around the trig point (see also Section 3.3).

Recommendation 4

Install a series of signs:

- indicating the location of defined paths and the need for people to use them to protect natural values including water quality values (see also Section 3.5.2); and

- asking visitors to remove their rubbish (see also Section 3.4.2).

These signs should integrate with other interpretation about the sensitivity of the alpine environment and interpretation generally (Section 3.4.1).

Recommendation 5

Control of fire in accordance with the Wellington Park Fire Management Strategy (AVK 1999) including active exclusion of fire and extinguishment of any fires which do occur. If possible, no back-burning or fuel reduction burning should occur in the Pinnacle Zone and be managed in keeping with ‘fuel stove only’ principles. The fire protection message should be incorporated within public information provided to visitors.

3.2.2 Cultural Values

The cultural values (e.g. aesthetics or community sense of place) of the Pinnacle Zone could be threatened by poorly site development or over-development of the area. The visibility of developments from outside the zone is of particular issue in considering the protection of aesthetic and community sense of place values.

The Management Plan made several recommendations which would have a beneficial effect on the cultural values of the Pinnacle, these being to:

- remove unnecessary external lighting on buildings and towers;

- move the ACA (now owned by ntl Australia Pty Ltd) transmitter building to a less visually prominent site within its lease area; and
promote the removal of telecommunications facilities from the Pinnacle if or when alternative technological means of transmission becomes possible.\textsuperscript{6} (WPMT 1997:71).

Recreational and other social values could also be eroded by further development, particularly by private leaseholds, which excluded public usage of or access to tracks or facilities within the area.

No detailed historic heritage studies have been undertaken within the Pinnacle Zone. The Wellington Park Values, Use and Management Inventory previously recommended that the historic hut near the trig-point, reputed to have been built in 1858, be “researched, recorded and assessed” (208 Network 1995:B3). Such a study would provide the basis for appropriate recognition and management of this potentially significant historic site.

**RECOMMENDATION 6**

Continue to review the opportunities for implementing the recommended policy/actions of the Management Plan regarding reduction of the visual impact of the telecommunications facilities within the Zone.

**RECOMMENDATION 7**

Undertake a cultural heritage assessment of the stone hut at the Pinnacle, including an account of its history, condition and management requirements. Assessment should follow Kerr (1991) and all management activities should be in accordance with the Burra Charter (see Australia ICOMOS Inc 1999).

### 3.3 Establishing Safe and Efficient Vehicle and Pedestrian Access

Primary vehicle access to the Pinnacle is via Pinnacle Road, which runs from Pillinger Drive at Ferntree to the summit. Although several surveys have been undertaken on usage of the Pinnacle Road, limited traffic data is available for the Pinnacle Zone itself. Peak usage times are known to be on weekends in summer and in winter after good snow falls. Hobart City Council data from favourable conditions in 1989 (a fine day after snowfall) indicates 1700-2000 cars per a day. Anecdotal evidence suggests that there can be up to 1000 cars on the mountain at

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\textsuperscript{6} This might more correctly read ‘practical’ as the means of transmission exist (i.e. satellite transmission, repeater towers, etc.) but are not practical (see Mt. Wellington Group 1992).
one time in such conditions, the majority of which are likely to venture to the Pinnacle. The Council commits labour and equipment to the clearing of snow from the roads and car parking areas and is monitoring options for reducing the icy conditions (e.g. potential to use an additive in road hot-mix to reduce ice freezing).

The carpark at the Pinnacle is poorly defined, leading to haphazard parking and an inefficient use of space. There is no provision for dedicating bus parking and the available space is easily filled at peak times. At such times overflow parking occurs along Pinnacle Road, reducing it to a one-way flow. There is also a lack of signage and road markings at the Pinnacle to control traffic movements often leading to driver confusion and a poor separation of pedestrian and vehicular movements.

At peak times in summer and during times of cruise ship visits or large navy vessels in the Hobart port, up to four or five buses at once may visit the Pinnacle. These are predominantly tour groups which stay for a maximum of 30-40 minutes, or much less in poor weather. The Metro have previously run a service to the Pinnacle for tourists and the general public but they have no plans to resume the service in the near future. An increased visitation by tour buses is expected in the future and problems regarding an appropriate drop-off, pick-up and parking regime for larger vehicles are considered by this Site Development Plan.

Two designated bus parking areas are shown in the attached Site Plan. These spaces are designed to allow buses to park and leave the parking location without the need for reversing (similar to the Hobart bus mall). Although needs may exceed this at peak times, it is considered inappropriate to create more than two exclusive bus parking areas at the expense of car parking for the majority of users to the Pinnacle site. At times of more than two buses at the Pinnacle Zone, overflow parking may continue to occur in the designated car parking areas to the west of the Zone.

Consultation with the Tasmanian Bus Association Ltd indicated that strong wind conditions experienced at the Pinnacle had made it difficult for drivers to close the bus doors and subsequently move the buses. The alignment of the overall car parking areas makes it difficult to resolve this problem given prevailing westerly winds and there will need to be a continuation of existing practices where bus drivers choose to angle park given site conditions. The available bus parking spaces are considered to be suitable for most conditions other than very strong winds from the west. Pick-up of passengers could also occur in the drop-off area in strong wind situations. The exit from the car parking area has been designed to allow buses to turn in either direction onto Pinnacle Road (i.e. to return around the one-way road or to exit the Pinnacle area).

The potential development of tourist facilities at The Springs is likely to lead to an increase in the number of visitors to the Pinnacle. Development at The Springs
combined with a general increase in vehicle numbers at the Pinnacle may necessitate the need for an alternative transport system such as shuttle buses at some time in the future. Whilst such a requirement is not likely to arise in the short term, the situation should be monitored and appropriate investigations undertaken if vehicle numbers at the Pinnacle substantially increase.

Presently, three major walking tracks terminate in the vicinity the Pinnacle: the Zig Zag track, the South Wellington track and the Panorama track (although the latter ends at Pinnacle Rd some 800m from the summit). The majority of pedestrians, however, have arrived by car and have parked at or near the Pinnacle.

Pedestrian flow around the Pinnacle is largely informal. Paths are provided to the toilets and from Pinnacle Road to the observation shelter and lookouts, but in all other areas are undefined. In particular, there is a lack of pedestrian safe zones within the car park and off Pinnacle Road. As a result, safety issues arise especially where there is poor definition of road edges, or where the roadway and carpark are used by pedestrians with concern being greatest at peak visitor times.

**Recommendation 8**

Adopt the accompanying Site Plan (refer to Appendix 1) for the Pinnacle Zone, which shows the proposed car-park layout and traffic flow designed to address the above issues. The key features of this Plan are:

- one-way traffic movement on Pinnacle Road clockwise around the trig point;
- approximately 100 sealed carparks and two bus parking areas, marked by painted lines (see also Section 3.2), accounting for overflow bus parking in the car parking area during peak bus use periods;
- a drop off zone to accommodate three cars or two buses above the observation shelter;
improved signage to indicate traffic flow, speed limits (15 km/hr) and parking restrictions around the drop off zone;

establishment of pathways around the edge of the car park and linkways through it and to key attractions such as the trig-point and interpretation nodes (Section 3.5.2); and

rehabilitation of areas considered surplus to parking needs.

**Recommendation 9**

Instigate a program of monitoring vehicle movements at the Pinnacle to assess vehicle numbers and patterns of usage as a guide to determining future requirements for general management of the area and/or for alternative transport systems.

**Recommendation 10**

Re-route the Panorama track to meet the lower boardwalk adjacent to the viewing shelter to avoid walkers using the road (subject to a risk analysis of ice-fall from the Win TV tower indicating this is an appropriate location, see Section 3.6). This should join a suitable distance away from the proposed hang-gliding facility (Section 3.5.1) to ensure access to the launch deck remains restricted.

### 3.4 Upgrading Visitor Facilities

The observation shelter and its associated boardwalks both meet the current requirements of visitors for a safe, protected and functional viewing area for sightseeing and interpretation. However, a number of other visitor facilities within the Pinnacle Zone require consideration including interpretation outside the observation shelter, public toilets and the provision of other public amenities.

#### 3.4.1 Interpretation

The observation shelter provides good interpretation of the history of Mt Wellington, including text and photographs. Existing interpretation outside the viewing centre is confined to 2 panels northwest of the trig point. These panels are somewhat dated, and in the case of the Aboriginal heritage interpretation panel, are potentially inappropriate to the location (and would be better interpreted at other locations within the Park).
There is potential for further interpretation to be provided outside the observation shelter, particularly focusing on the unique and fragile alpine environment of the Wellington Plateau to the west and south west. The attached plan demonstrates a notional walkway and interpretation node to the west of the carpark. This walkway and interpretation node should replace the existing interpretation on the edge of the carpark and may incorporate some of the stories contained therein. The proposed track should be accessible to the disabled by meeting AS 1428.1-4. Complementing this would be an interpretation node at the beginning of the Zig Zag track (see Section 3.5.2).

RECOMMENDATION 11

Replace the existing interpretation panels to the west of the carpark with a formal walkway and interpretation node incorporating information focussed on the alpine vista to the west and south west, assistance with conservation of the natural values and water catchment management message.

3.4.2 Public Toilets

Presently there is one male and one female public toilet at the Pinnacle and one private toilet at the ACA telecommunications tower facility. The public toilets are dysfunctional composting toilets and are serviced by periodic pumping and removal of sewage when usage exceeds composting ability, while the ntl Australia Pty Ltd toilet is service by septic tank. Usage rates of the public toilets is likely to be fairly low given the short period of stay for most visitors, although there is a recognised need for such amenities, particularly due to the number of elderly visitors and tour groups at the Pinnacle in peak times.

A number of minor maintenance problems have been experienced including snow blowing into the stalls, lack of water supply and vandalism. Complaints have also been registered about smell and the poor composting of the material (Bennett, pers. comm.). Visitors have also complained about the lack of water to wash hands (this can occur due to vandalism of the toilet’s piping system and also from freezing of the water pipes during winter).

There is also some concern about the location of the toilets due to potential for ice-fall off the nearest telecommunications tower although the likelihood of this occurring has not been fully investigated (see Section 3.6). Otherwise, the present

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7 This goes to the recommendation in the Management Plan to include a range of visitor facilities providing disabled access in the Pinnacle Zone (WPMT 1997:39).
location is close to the carpark and proposed bus drop-off area and therefore appropriate for visitor usage.

The HCC Mountain Depot is continually monitoring the management of the toilet system but there appears to be very limited options for improving the functioning of the toilet given the site conditions.

Potential contamination of soils and drinking water by both the public composting toilets and the septic tank was raised during the preparation of the environmental management plan for the newest telecommunications tower. This issue remains to be investigated further.

**Recommendation 12**
Consider alternative sites for toilet location if the risk of ice fall is found to be above a reasonable level (see Section 3.6.2).

**Recommendation 13**
Investigate the condition of both toilet facilities for potential contamination of groundwater and soils.

**Recommendation 14**
Continue to investigate the options for improvement of the composting mechanism used at the public toilets in Australia (in conjunction with recent Parks and Wildlife Service research regarding composting toilets in alpine environments).

### 3.4.3 Other Public Amenities

In line with concerns for public safety and exposure to the elements, no seating is provided at the Pinnacle. People wishing to extend their stay and take in the view, typically do so from the comfort of their vehicles, and as such, no further seating is provided in this Site Plan.

There are several rubbish bins placed around the Zone. These are regularly cleared by Hobart City Council Reserves staff. The bins are generally unsightly, are occasionally vandalised and require regular servicing. Furthermore, experience at other locations shows that those who are likely to litter will do so regardless of whether or not bins are provided. As a result, there is debate as to the value of these bins within the Zone.

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8 This goes with the recommendation in the *Management Plan* to monitor toilet and sewage treatment systems on a regular basis (WPMT 1997:69).
Vandalism of visitor facilities and occasional dumping of stolen cars have been identified as important visitor management issues for the Pinnacle Zone (Bennett, pers. comm.).

**Recommendation 15**

Undertake a 3 month trial period in which all of the rubbish bins are removed from the Pinnacle. The trial should include improved signage directing people to take their rubbish with them when they leave the area (Section 3.2.1).

**Recommendation 16**

Continue to monitor the incidence of vandalism at the Pinnacle and instigate appropriate design, construction and management measures to reduce the likelihood of it occurring.

### 3.5 Providing for Visitor Activities

#### 3.5.1 Hang Gliding

The Wellington Park Management Plan 1997 allows for the possibility of hang gliding launching and landing facilities to be constructed in the Pinnacle Zone, subject to the recommendations of the SDP.

The Tasmanian Hang-gliding Association (THGA) have made a submission to the Hobart City Council requesting permission to construct a hang glider assembly deck and launching in an area adjacent to the end of the boardwalk below the observation shelter. The THGA submission indicated that the Pinnacle is inappropriate for landing of hang-gliders although it has strong potential for a world-class launching site.

Hobart City Council and the Wellington Park Management Trust have recently approved a trial of the THGA’s proposed hang-glider assembly deck and launch ramp. Several conditions were placed on this approval, including a reassessment following the trial if allowed by the Site Development Plan.

A number of issues arise out of the proposal including the:

- potential disturbance of the immediate environment from construction of the ramp and deck;
safety of the users of the facility and those viewing launches;
potential interference to existing users of the Zone;
safety concerns relating to the close proximity to a high power transmission tower with risk from exposure to radiation or causing serious injury;
increase in the number of visitors and traffic to the Pinnacle;
potential for future use of the site for national and international competitions;
need for Civil Aviation Authority approval; and
Trust/Council liability related to approving such a use.

The majority of these issues have been resolved to the satisfaction of this SDP in the initial application to the Trust by the THGA and through site consultation with the proponents. In particular:

parking will occur in the public car park as equipment can be carried to the site for assembling;
the usage of the site is likely to be a maximum of ten flights (2-3 cars) per day at peak times in summer and, therefore, places minimal pressure on amenities and car parking infrastructure;
the inclusion of a freestanding assembly deck ensures that gliders will only be set up on-site, minimising interference with users of the boardwalk;
the deck and ramp are to be largely constructed off-site and then moved into position minimising impact during construction;
there is very little potential interference for airspace given the location and likely flying area of the gliders; and
the site will be restricted to use by intermediate and advanced pilots and is unlikely to operate in winter (when ice-fall off the nearby telecommunication towers may occur), thus improving safety for both users and those viewing.

However ntl Australia Pty Ltd advise of concerns about allowing hang-gliding to occur at the Pinnacle and will seek indemnity from future injury claim.
Additional recommendations are made below concerning the:

- suitability of the location and design of the structure in terms of long term visual and environmental impact;
- potential requirements and impacts of national and international competitions at the site; and
- mechanisms to be employed to ensure non-users are kept off the site.

**Recommendation 17**

Approve the proposal for hang-gliding facilities within the Pinnacle Zone at the site shown in the attached plan, subject to previously agreed conditions of the Trust and the following additional considerations:

- redesign the deck to fit into the flat part of the proposed site without significant modification of the environment (e.g. removal of vegetation or boulders);\(^9\)
- paint or stain the deck and launch ramp with a dark, matte colour suited to the surrounds chosen to minimise visibility from adjacent areas and outside the park;
- construct a retractable bridge with a locked gate to join the assembly deck to the existing viewing deck so that non-users are prevented from using the facility; and
- assess proposals for any competitions, events or similar activities to occur related to this facility subject to the conditions set out in Section 3.7 of this chapter.

### 3.5.2 Walking Tracks

All three of the major tracks at the Pinnacle lend themselves to day walks and are very rarely used for overnight trips. Although information is readily available regarding all tracks on the Mountain, very little interpretation or signage exists at the Pinnacle indicating the nature of the tracks, their destination or length. There is confusion as to where tracks start, what grade and intensity the routes are and how far they go, particularly for those not familiar with the area. In particular, the Management Plan indicates the need to provide information regarding access to the

\(^9\) The THGA have already expressed their willingness to have the deck redesigned. This is likely to involve making the preparation deck smaller and the launch ramp longer.
South Wellington Track and to Smiths Monument from the Pinnacle (WMPT, 1997:31).

The establishment of walker registration facilities at the Pinnacle is discussed in the *Management Plan* (WMPT, 1997:31). However, the area is primarily used for shorter walks or day walks and this SDP does not consider there to be a need for such facilities.

There are presently no formed tracks to the trig-point, despite it being a key focus of interest to visitors. The lack of formed tracks has the positive effects of dissipating impact across a larger area and of providing visitors with an informal experience of ‘climbing the Pinnacle’. Nevertheless, impacts on natural values can also be minimised by confining users to formed tracks and the provision of better access to the trig-point would enhance visitor’s experience of the area. Such a proposal was previously put forward in the *Management Plan* (WPMT 1997:29).

Access to the trig-point could best be provided by a few simple paths leading to a semi-obscured set of steps located to the south west of the trig point where there is presently a large stone bed that acts as an informal route. Improvement of access to the trig-point would necessitate the provision of facilities to ensure visitor safety (e.g. handrails, non-slip surfaces, etc.) (see also Section 3.6.1).

**Recommendation 18**

Improve signage and facilities related to walking tracks at the Pinnacle including:

- installing signage to describe the length, grade, features and catchment management issues of the walks (potentially integrating interpretation panels); and
- creating a formed access to the trig-point as illustrated on attached Site Plan (note that this should be achieved in a manner consistent with the visibility of the trig point for survey purposes).

**3.5.3 Other Recreational Activities**

Other recreational activities in the Pinnacle Zone such as running, cycling and sightseeing are generally non-contentious and sufficiently catered for in the Zone. Occasionally, these activities are associated with commercial operations, however these are generally transitory and have minimal impact on other users of the Zone to date. Commercial recreational activities are addressed in the guidelines for development control described Section 3.7.
3.6 Improving Visitor Safety

Some visitor safety considerations have been discussed with reference to recreation and carparking facilities above (Sections 3.3.2 and 3.5.2). The outstanding safety issues addressed here are:

risks to visitors in adverse weather conditions (high wind and cold);

failure of vehicular remote central locking systems; and

the definition of ice-fall zones around telecommunications towers.

Visitors have experienced problems with vehicle remote central locking systems due to impact of transmission facilities\(^{10}\). The Australian Communications Authority have indicated that this problem can extend anywhere from 500m – 1km and may increase with advent of digital television facilities. Anecdotal evidence suggests that the problem is greatest in the western car parking area closer to start of Zig Zag track, although this has not been fully investigated. Such a malfunction of a vehicle raises concerns for the safety of passengers left exposed to the elements, and without direct means of support.

The provision of a public telephone at the Pinnacle for use in emergency or other situations would improve visitor safety in terms of vehicle breakdown or malfunction and in other regards to other matters, particularly since there are no permanent staff on the site. Concerns have been raised about the potential for vandalism of such a facility (Bennett pers. comm.). Nonetheless, the needs of stranded visitors should be provided for, particularly in adverse weather or when it may be their only means to gain assistance.

Concern was raised about the risk visitor safety from ice falling off the transmission towers at the Pinnacle. The recent upgrading of ntl Australia Pty Ltd facilities has gone some way to reducing the problem on their tower, however, ice accumulation and fall can still occur. The problem is greater on the Win TV tower where the open lattice construction is particularly prone to ice accumulation. It was noted that ice has recently penetrated the roof at the ntl facility and that chunks of ice from the Win TV tower have fallen as far afield as the lower deck of the boardwalk system. These incidences suggest that some facilities within the area may be subject to falling ice. However given the prevailing wind conditions, the public toilets are considered to be a low risk area for receiving ice falls (Bennet pers. comm.).

\(^{10}\)This has included complaints made by tourists to Tourism Tasmania regarding the problem.
No systematic survey of the risk to visitors, however, has been made to guide appropriate management or to suggest the alternative siting of facilities and such a survey is recommended below. Following the outcome of this survey, emphasis should be placed on encouraging owner/operators of facilities to mitigate or minimise the potential for ice-fall from their structures.

**Recommendation 19**

Install an emergency phone at the entry foyer of the observation shelter for the purposes of assisting stranded visitors and to cater for emergency situations. The phone should be sited and designed in such a way so as to limit vandalism.

**Recommendation 20**

Assess the extent and distribution of radiation interference with vehicle remote central locking systems. The research required could potentially involve students from the University of Tasmania. Once determined, trouble areas should be signposted. In the meantime, provide general signage warning of the problem and information packages/brochures for distribution to hire car companies and tour guides.

**Recommendation 21**

Undertake an assessment of the ice fall zones for both the probability and magnitude of the risk involved.

### 3.7 Controlling and Guiding Future Development

#### 3.7.1 General Policy Requirements

The Wellington Park Management Plan describes the role of the Trust as the authority responsible for controlling development within the Park generally (WPMT 1997:47)\(^{11}\) and establishes the broad policies and framework for assessing development within the Park\(^{12}\). In general development approval is required for any proposal which is...
involves development or works as defined in Section 3 of the *Wellington Park Act 1993* (WPMT 1997:53). The Trust has considered it appropriate that development approval be sought from the Hobart City Council under the *Land Use Planning and Approvals Act 1993*.

The *Management Plan* allows consideration of proposals for public and commercial visitor services and activities where they accord with:

- the Management Plan;
- the Site Development Plan; and
- any supplementary standards, guidelines or conditions which the Trust may apply (WPMT 1997:51).

The *Management Plan* identifies a range of generic policy/actions as a guide to achieving the objectives of the *Management Plan* for visitor services, activities and facilities. These include the:

- requirement that all proposals protect Park values by adopting environmental ‘best practice’ methods (WPMT 1997:39); and
- application of the precautionary principle to ensure:
  - minimal environmental impact;
  - protection of water quality;
  - visitor safety; and
  - avoidance of areas of known conservation value (WPMT 1997:40).

Within this broad framework, the *Management Plan* establishes a range of specific policy/actions for visitor services, activities and facilities within the Pinnacle Zone. These agreed policy/actions:

- provide for the continued use of the zone for telecommunications infrastructure (WPMT 1997:15);
- prohibit retail outlets including shops, restaurants, food outlets and accommodation within the Pinnacle Zone (WPMT 1997:42); and
- prohibit the intrusion of further developments into the skyline (WPMT 1997:42); and
allow the development of visitor information facilities, viewing shelters, picnic shelters, toilets, lookouts, walking tracks and interpretation trails, roads and carparking, and telecommunication facilities, subject to appropriate environmental assessment (WPMT 1997:42).

Elsewhere in the Management Plan there are other more general policy/actions that provide guidance for development of visitor services, activities and facilities within the Pinnacle Zone. Amongst a range of such agreed policy/actions are those which:

- permit itinerant vendors when associated with public or commercial events, of no more than seven days duration (WPMT 1997:52);
- only permit concessions for visitor services, activities or facilities when, in the determination of the Trust, they are appropriate and could not be more appropriately provided outside the Park (WPMT 1997:52); and
- encourage integration of services and facilities at concentrated development sites (WPMT 1997:40)

Of importance to the Site Development Plan is the further development of detailed requirements for the assessment of proposed services, activities or facilities and the procedures for issuing licenses, leases or permits for such and the approvals procedures related to these as mooted in the Management Plan (WPMT 1997:50). To assist in developing these detailed requirements the characteristics of five potential development types are described in Figure 3.1 as follows\(^\text{13}\). Note that the examples of types of development are indicative only. Inclusion of an example in the lists does not necessarily imply that these activities/facilities will be approved or are approved of. All development is subject to the mechanisms set out in Sections 3.7.1 to 3.7.3.

Note also that, the recommendations, which follow, are premised on the agreed policy/actions described in the Management Plan including those described above or any others, which might generally apply to the Zone.

**RECOMMENDATION 22**

Prohibit the development of Category 1 developments within the Pinnacle Zone.

\(^{13}\) In addition to these categories of lease, licence or alien tenure, the Trust may also require permits for certain ‘not for profit’ or private activities. Examples include plant, seed or scion collection, etc. related to scientific research (see WPMT 1997:53:Policy/Action 13).
**Category 1: Major Facilities and Services.**

High potential impact, usually involves major capital expenditure by concessionaire. Examples include:
- cable car or skifield infrastructure;
- accommodation, permanent retail, restaurant or food outlets;
- camping areas/caravan parks; and
- major visitor information/interpretation centres.

**Category 2: Minor Facilities and Services.**

High/moderate potential impact, usually minor to intermediate capital expenditure. Examples include:
- recreational transport services;
- coin operated facilities (e.g. barbeques, pay phones); and
- mooring and launching facilities (e.g. hot air balloons, hang-gliders).

**Category 3: Commercial Guided Tours and/or Instruction.**

Moderate potential impact, usually minor capital expenditure by proponent. Examples include:
- tandem hang-gliding;
- bicycling or bushwalking tours;
- camping or rock-climbing expeditions;
- interpretative/cultural activities; and
- commercial nature/historical programmes.

**Category 4A: Major Non-commercial Events.**

High potential impact, capital expenditure by concessionaire varies. Examples include:
- major sporting competitions/events and associated facilities, or events with off-road component (e.g. world or national hang-gliding championships, orienteering or rogaining events of more than 20 competitors), and
- cultural festivals (e.g. festival of lights, musical performances, etc.).

**Category 4B: Minor Non-commercial Events.**

Low to moderate potential impact, capital expenditure by concessionaire varies. Examples include:
- minor sporting competitions or events confined to the road (e.g. Three Peaks Race, running/fitness, cycling road races etc.); and
- public demonstrations; and/or displays.

**Category 5A: Major Alien Tenures.**

High potential impact, capital expenditure by concessionaire usually high, but varies. Examples include:
- broadcasting facilities (e.g. buildings, towers, satellite dishes); and
- roads and access ways for the above or other alien facilities.

**Category 5B: Minor Alien Tenures.**

Low to moderate potential impact, usually low to moderate capital expenditure. Examples include:
- electricity/telephone supply.

*Figure 3.1 Proposed Development Categories to Assist with Assessment of Development Proposals*
3.7.2 Approvals Processes

The Management Plan sets out procedures for development approval (WPMT 1997:53) which have been adapted here as follows:

Stage 1: submission of a Project Proposal Form (PPF) to the Wellington Park Management Trust (all categories of development) (see WPMT 1997:Appendix A).

Stage 2: Trust determines whether the proposal accords with the general principles for development in the Pinnacle Zone set out in Section 3.7.1 and in the Management Plan. (Note that Category1 developments are prohibited in the Pinnacle Zone by the policy requirements in Section 3.7.1).

Stage 3: If the proposal meets the general principles for development in the Pinnacle Zone, the Trust determines the appropriate category of development and whether or not the proposal is of a major or a minor level so that the scope of assessment can be determined as per Table 3.1 (Section 3.7.3);

Stage 4: The proponent prepares the necessary documentation (e.g. Initial Environmental Effects Statement or EIA) for review by the Trust.

Step 5:

For Category 2, 3, 4B and 5B proposals, the Trust approves/refuses the proposal.

For Category 4A and 5A proposals, a 21 day period for public comment is required.

(However it should be noted that the Trust has adopted policy that all proposals may be advertised for public comment at the discretion of the Chairman)

Step 6. For Category 4A and 5A proposals, the Trust considers public comment, publicly reports on its considerations and approves (with or without conditions) or refuses the proposal. There are no rights of appeal beyond this stage.

On receipt of an application at Stage 1, the Trust may, at its discretion and subject to the commercial confidences of the proponent, determine that a call for expressions of interest is appropriate to determine the best possible operator for the type of
development proposed. The selected operator would then be required to pass through the remaining approvals stages as set out above.

The Trust has the discretion to apply conditions to any approval including making determinations about such matters as (amongst other things it might so determine):

- requirements for trial periods prior to final approval;
- assignment of responsibilities for construction, repairs, maintenance, insurances or liability;
- limitations on location, construction methods, materials, performance standards, safety;
- requirements for the provision of supporting infrastructure;
- the duration of the concession;
- requirements for monitoring, operator training;
- restrictions on advertising;
- the level of supervision which the Trust requires over the proposal; and
- the setting of license or lease fees and/or security guarantees.

**Recommendation 23**

Ensure all statutory requirements are complied with and adopt the proposed approvals process described above.

### 3.7.3 Required Assessment Procedures

In addition to the general requirements for the assessment of proposals already set out in the *Management Plan* (e.g. WPMT 1997:50-51:Policy / Actions 1, 2 and 4-6), the assessment requirements set out in Table 3.1 should be considered.

**Recommendation 24**

Adopt the required scope of assessment for various types of development proposals set out below.
### Chapter 3  Management Issues and Strategies

#### Table 3.1  Method for Determining the Scope of Assessment Required by Category of Development

<table>
<thead>
<tr>
<th>Category 2</th>
<th>Category 3</th>
<th>Category 4</th>
<th>Category 5</th>
</tr>
</thead>
</table>
| **Type of Concession** | Lease and licence  
Non-transferable | Licence  
Non-transferable | Approval of Trust  
(Minor). Lease or possibly licence at discretion of Trust | Licence to occupy |
| **Assessment Team** | Management Advisory Committee  
assessment in all cases, but supported by other specialist advice where required. | Management Advisory Committee assessment in all cases, but supported by other specialist advice where required. | Management Advisory Committee assessment for minor alien tenures but supported by other specialist advice where required. |
| **Scope of Assessment** | Minor activities may be approved without assessment at the discretion of the Trust but in most cases would require an Initial Environmental Effects Statement as set out in Appendix A of the Management Plan. | Initial Environmental Effects Statement as set out in Appendix A of the Management Plan. | Major projects require an EIA as set out in the Act and at the developer’s cost. Initial Environmental Effects Statement as set out in Appendix A of the Management Plan. An EIA may be required at the discretion of the Trust for major events |
CHAPTER 4
ACTION PLAN

This section sets out an action plan for implementation of the recommendations made in the current study. Each recommendation is listed along with a suggested priority for works and the responsibility for its implementation. The following abbreviations have been used:

<table>
<thead>
<tr>
<th>Abbreviation</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Trust</td>
<td>Wellington Park Management Trust</td>
</tr>
<tr>
<td>HCC</td>
<td>Hobart City Council Reserves Crew</td>
</tr>
<tr>
<td>PWS</td>
<td>Parks and Wildlife Service</td>
</tr>
<tr>
<td>TFS</td>
<td>Tasmanian Fire Service</td>
</tr>
<tr>
<td>THGA</td>
<td>Tasmanian Hang-Gliding Association</td>
</tr>
</tbody>
</table>

Priority has been assigned according to the following criteria.

High priority strategies include those which:

- are well advanced in their planning or for which funding has been indicated (e.g. hang-gliding launch ramp facilities);
- address vital management or visitor use issues (e.g. rationalisation of carparking, improvement of signage);
- address the mitigation of impacts on unique or important values (e.g. improvements to reduce damage to vegetation and contamination of soils);
- improve visitor safety or address risk management concerns (e.g. pedestrian crossings, emergency telephone, risk management assessment of ice fall); and
- can be undertaken with minimum cost in the short term (e.g. trial removal of rubbish bins).

Medium priority actions include those which:

- improve non-essential visitor amenity (e.g. interpretation facilities, walking track signage);
- require substantial investment of time/money by the Trust (e.g. linking the Panorama Track to the Pinnacle Zone);
Low priority actions include those which:

require investigation as to their necessity (e.g. changes to the Act);

An indication of the cost for each recommendation listed in the Action Plan has been completed and is contained in a separate document.
### 4.1 Action Plan

<table>
<thead>
<tr>
<th>Priority</th>
<th>Rec No.</th>
<th>Section</th>
<th>Summary</th>
<th>Responsibility</th>
</tr>
</thead>
<tbody>
<tr>
<td>H</td>
<td>1</td>
<td>3.1</td>
<td>Redefine boundaries of the Zone.</td>
<td>Trust</td>
</tr>
<tr>
<td>H</td>
<td>2,3,8</td>
<td>3.2.1/3.3</td>
<td>Adopt attached Site Plan and carpark layout, seal all roads, and footsteps and rehabilitate surplus areas.</td>
<td>HCC/Trust</td>
</tr>
<tr>
<td>H</td>
<td>12,21</td>
<td>3.6/3.4.2</td>
<td>Undertake a risk assessment of ice-fall zones around telecommunications towers, investigate alternative locations for facilities within these risk zones.</td>
<td>Trust/HCC</td>
</tr>
<tr>
<td>H</td>
<td>13</td>
<td>3.4.2</td>
<td>Investigate the contamination of soils around public and private toilet facilities.</td>
<td>Trust</td>
</tr>
<tr>
<td>H</td>
<td>17</td>
<td>3.5.1</td>
<td>Approve a redesigned hang-gliding facility and assist its implementation.</td>
<td>Trust</td>
</tr>
<tr>
<td>H</td>
<td>19</td>
<td>3.6</td>
<td>Install an emergency telephone in the foyer of the observation centre.</td>
<td>HCC</td>
</tr>
<tr>
<td>H</td>
<td>20</td>
<td>3.6</td>
<td>Assess and map the extent of radiation interference with vehicle remote central locking systems, install warning signage and provide information through tourist outlets.</td>
<td>HCC</td>
</tr>
<tr>
<td>H</td>
<td>23</td>
<td>3.7.2</td>
<td>Ensure all statutory processes are complied with and adopt the proposed approval process.</td>
<td>Trust</td>
</tr>
<tr>
<td>H</td>
<td>24</td>
<td>3.7.3</td>
<td>Adopt the required scope of assessment for various types of development.</td>
<td>Trust</td>
</tr>
<tr>
<td>H</td>
<td>4</td>
<td>3.2.1</td>
<td>Install signage/interpretation to mitigate impacts from walking on alpine vegetation and litter.</td>
<td>HCC/Trust</td>
</tr>
<tr>
<td>M-H</td>
<td>11</td>
<td>3.4.1</td>
<td>Construct a walkway and viewing deck incorporating interpretation to the west of the carpark as shown on Plan.</td>
<td>Trust/HCC</td>
</tr>
<tr>
<td>M-H</td>
<td>14</td>
<td>3.4.2</td>
<td>Investigate the improvement of composting facility at the public toilet.</td>
<td>Trust</td>
</tr>
<tr>
<td>M</td>
<td>7</td>
<td>3.2.2</td>
<td>Undertake a Heritage assessment of the stone hut.</td>
<td>Trust</td>
</tr>
<tr>
<td>M</td>
<td>9</td>
<td>3.3</td>
<td>Instigate vehicle monitoring to assess movements and patterns of usage.</td>
<td>HCC</td>
</tr>
<tr>
<td>M-L</td>
<td>10</td>
<td>3.3</td>
<td>Re-route the Panorama track to meet lower boardwalk.</td>
<td>Trust</td>
</tr>
<tr>
<td>M-L</td>
<td>15</td>
<td>3.4.3</td>
<td>Remove rubbish bins for a trial period including at least one winter and one summer.</td>
<td>HCC</td>
</tr>
<tr>
<td>M</td>
<td>18</td>
<td>3.5.2</td>
<td>Improve signage and facilities related to walking tracks including an interpretation node at the start of the Zig Zag track, and a formed access to the trig point.</td>
<td>Trust</td>
</tr>
<tr>
<td>ON</td>
<td>5</td>
<td>3.2.1</td>
<td>Exclude fire from the Zone in accordance with Fire Management Strategy.</td>
<td>HCC</td>
</tr>
<tr>
<td>ON</td>
<td>16</td>
<td>3.4.3</td>
<td>Monitor the incidence of vandalism and instigate mitigation measures.</td>
<td>HCC</td>
</tr>
<tr>
<td>ON</td>
<td>6</td>
<td>3.2.2</td>
<td>Continue monitoring the visual impact of the telecommunication facilities</td>
<td>Trust</td>
</tr>
<tr>
<td>ON</td>
<td>22</td>
<td>3.7.1</td>
<td>Prohibit the development of Category 1 developments within the Pinnacle Zone.</td>
<td>Trust</td>
</tr>
</tbody>
</table>

*Table 4.1 Action Plan (H – High priority, M – moderate priority, L – low priority, ON - ongoing).*
BIBLIOGRAPHY


Australia ICOMOS Inc. 1999. The Burra Charter (The Australia ICOMOS Charter for Places of Cultural Significance), Australia ICOMOS Inc, Sydney


