Kentish Council

Acacia Hills/South Spreyton Strategic Plan 2017

Adopted by Council on 21 February 2017
EXECUTIVE SUMMARY

A comprehensive review of land use in Acacia Hills and South Spreyton was undertaken in 2016. The purpose of the review was to assess the adequacy of the current zoning of land within the Study Area and identify areas in which changes to zoning would better reflect the land’s capability, facilitate future development and better serve the residents of the area in the provision of services and amenity.

The review has:

a) recognised the opportunities available to the area;
b) facilitated decision-making in regard to the course of development the Municipality intends to take;
c) identified any obstacles that are likely to present themselves in the pursuit of the options under consideration; and
d) provided solutions to manage growth in a planned and sustainable manner.

The following tasks were addressed:

1) identification of the Study Area;
2) identification of the physical characteristics of the Study Area;
3) a review of the demographic profile of the Study Area;
4) an assessment of trends in development activity in the area;
5) identification of hazard risks - bushfire, flood, landslide;
6) management of waste water;
7) biodiversity impacts;
8) a review of infrastructure with particular regard to provision of access and safety;
9) projections of residential use demand in the area;
10) a review of land supply with particular attention to land suitable for residential use and expansion;
11) a review of the current zoning within the study area;
12) the preparation of a report in relation to this assessment to:
   - identify suitable land uses across the study area,
   - determine specific areas for rezoning if applicable, and
   - inform development of a strategic plan for the area.

A strategic plan for the area is a valuable tool for Council enabling its decision-making to be guided by a strategic focus, (in regard to future land use and development) a forum through which development can occur in a sustainable manner and support possible future amendments to the Kentish Interim Planning Scheme 2013.
The Acacia Hills South Spreyton Strategic Plan 2017 is applicable to the localities of Acacia Hills and South Spreyton in the Kentish Municipality.

The Strategic Plan area was defined with reference to expressions of interest in expanding current residential development opportunities and providing increased connectivity in the area.

The Study Area is located to the west of Latrobe, Tarleton and Railton, south of Spreyton and Aberdeen, north of Nook and east of the Don River as shown in Figure 1.
PURPOSE OF THE ACACIA HILLS SOUTH SREYTON STRATEGIC PLAN 2017

The purpose of the Acacia Hills South Spreyton Strategic Plan 2017 is to guide future use and development in the area. The aim is to:

1. Identify suitable land uses within the Strategic Plan Area;
2. Retain and protect a productive agricultural enclave;
3. Protect extractive industry in the area;
4. Specify areas for rezoning to accommodate anticipated and desired residential expansion;
5. Improve street connectivity and emergency access; and
6. Recognise elements that will require amendment of the Kentish Interim Planning Scheme 2013.

3.1 BACKGROUND CONTEXT

The Kentish Municipality provides a dormitory area to the larger urban centres of Devonport and Ulverstone. Subdivision and building activity in South Spreyton and Acacia Hills provide for a large residential area, which has been very successful in terms of the real estate market and particularly so in comparison to the urban residential land market in the Municipality.

Low density residential development in targeted areas has an important role to play in the development of the Municipality and provided the capabilities and constraints of specific sites are recognised, the undulating landscape provides an attractive environment for rural living development.

South Spreyton and Acacia Hills and their surrounds exhibit a diverse character that includes residential development in a rural setting, areas used for agricultural activities and rural lots used for various uses not directly associated with agriculture. Both Devonport and Latrobe provide for the retail, commercial, entertainment, community services, work and recreational needs of the people that live in South Spreyton and Acacia Hills.

An analysis of the area’s characteristics and use is required to assess the adequacy of the current zoning and the potential for further residential use in the area.

3.2 EXTERNAL POLICY INFLUENCES AND DRIVERS

Land Use Planning and Approvals Act 1993

The preparation of approval of a planning scheme amendment must give regard to the requirements of the Land Use Planning and Approvals Act 1993. It must further the objectives set out in Schedule 1 which reflect the objectives of Tasmania’s Resource Management and Planning System.

State Policies

State Policies provide direction and guidance for the preparation of local strategy. The state policies relevant to the Study Area are:

- The State Policy on the Protection of Agricultural Land 2009 (PAL), which reflects a community obligation to protect and conserve the productive capacity of agricultural land as a growth medium. The Policy seeks to prevent unnecessary and permanent conversion of agricultural land and to minimise unreasonable risk for constraint on agricultural use by other land use, including urban expansion, industry, rural lifestyle living, and infrastructure development;
- The State Policy on Water Quality Management 1997 applies to all surface waters, including coastal waters, and ground waters, other than privately owned waters that
are not accessible to the public and are not connected to, or flow directly into, waters that are accessible to the public or waters in any tank, pipe or cistern.

The purpose of the Policy is to achieve the sustainable management of Tasmania’s surface water and groundwater resources by protecting or enhancing quality, while allowing for sustainable development in accordance with the objectives of Tasmania’s Resource Management and Planning System.

Any amendment to a planning scheme must be in accordance with State Policies.

Regional Land Use Strategy

The Cradle Coast Regional Land Use Planning Framework “Living on the Coast”, known as the Cradle Coast Land Use Strategy (CCRLUS) provides a regional perspective on land use planning issues of significance for all the municipal areas within the Cradle Coast Region. The CCRLUS reveals a specific policy direction in terms of urban settlements in the region. It advocates a sustainable settlement pattern to support inclusive communities where healthy, safe and pleasant places are provided for people to live, work, play and invest. The Strategy recognises that the settlements in the Cradle Coast region are small in size, geographically dispersed and separate, but also physically, economically and socially well-connected and that each settlement has a distinctive identity.

Any amendment to the planning scheme must be, as far as practicable, consistent with the Regional Land Use Planning Framework. From the CCRLUS, the following must guide and direct the vision and strategy for the Study Area:

- Assume a low growth scenario under which demand is driven by internal population change and low rates of inward migration;
- Anticipate to retain a low rate of housing demand through falling occupancy rates and low rates of inward migration;
- Promote established settlement areas as the focus for growth and development;
- Promote optimum use of land capability and the capacity of available and planned infrastructure service;
- Implement structure plans and regulatory instruments for each centre which –
  - Identifies arrangements for intensification through infill, redevelopment and conversion of vacant and under-developed land;
  - Avoids exclusion or restraint on areas significant for natural or cultural value, resource development or utilities in the vicinity of the designated urban boundary;
  - Minimises exposure of people and property to unacceptable levels of risk to health or safety;
- Local settlement management plans should ensure compatibility with local identity and established character and create centres which are functional, attractive and sustainable;
- Each settlement provides an appropriate level of local development and infrastructure facilities to meet locally specific daily requirements in employment, education, health care, retail, and social and recreation activity for its resident population; and
- Facilitate convenient access in each settlement area to food and convenience goods retailers and services.

The CCRLUS makes it clear that there is capacity within the existing urban settlements for the predicted low population growth within the region. The emphasis is on consolidation of
existing urban settlements with urban expansion contiguous with established settlement areas.

The Cradle Coast NRM Strategy 2015

The Cradle Coast NRM Strategy 2015 requires planning to have regard to maintaining the carrying capacity of the region’s natural systems. The cumulative impact of increased settlement and economic activity on the capacity and health of natural systems must be managed to provide sustainable life support for an increased population and demand for resources.

Kentish Council Strategic Plan

Kentish Council’s Strategic Plan “A Strategic Direction 2014-2024” specifies the following objectives relevant to the Study Area:

- provide an appropriate, safe and well-maintained road network that caters for all road users throughout the municipality;
- identify, promote and support economic development opportunities;
- provide a range of quality community facilities and engage and empower our community to participate;
- provide leadership for the community and advocate on its behalf to improve the economic, social and environmental wellbeing of the Kentish Council area;
- effectively manage land use planning and building issues.

The specific planning and development strategy relevant to the Study Area is:

4.1.6 Undertake Strategic Planning Reviews for all towns and villages.

During the Kentish Council Strategic Plan consultation process the Wilmot community identified tourism as the means of achieving economic growth and sustaining retail and community facilities. The community also identified a need for provision of an RV stopover site, small acreage development opportunities, urban residential expansion and a streetscape plan for Wilmot that included extending the avenue of trees to enhance the town, as priorities for land use planning.

Climate Change Adaptation Plan

The Climate Change Adaptation Plan (CCAP) aims to improve the capability of Kentish Council to manage the top priority corporate risks identified as being associated with climate change. The CCAP has implications for Wilmot as it identifies:

- an increase in the frequency and intensity of extreme rain events leading to more frequent and severe flooding;
- increase in the intensity of rainfall leading to the likelihood of exacerbated land slide, which has implications for planning decisions relating to new developments on vulnerable land; and
- an increase in rainfall, temperatures and CO2 levels contributing to vegetation growth results in an increase in bushfire fuel density and vulnerability and the likelihood and severity of bushfire events.

The CCAP states it is to be used as a guide to assist in making informed decisions and establishing priorities.
3.3 CHARACTERISTICS OF THE STUDY AREA

The Study Area takes in the northern and western slopes of Bonneys Tier. It includes the hills, ridges and plains located between the ridge line of Bonneys Tier and Don River. The elevation above sea level ranges from 60m in the north to approximately 170m along Don River in the south west and 440m on the peaks of Bonney Tier at the southeast. The topography of the area is characterised by low flat lands and the steep and gullied slopes of Bonneys Tier.

For analytical purposes the Study Area has been divided into three sub areas, which are based on the predominant existing land use pattern and opportunities or constraints for a change, growth, intensification or consolidation of the land use. These are identified in the map in Figure 2.

The South Spreyton area, which comprises approximately 425ha, is south of Tarleton Road and predominantly south east of Sheffield Road with a small area on the west side of Sheffield Road.

The North Acacia Hills area, which comprises approximately 673ha, takes in the land area west of South Spreyton to the municipal boundary along Don River.

The South Acacia Hills area, which comprises approximately 666ha, takes in Brookland Avenue, Wattle Valley Road and Lakeside Drive. This area is mainly used for residential purposes, with larger lots along Bramich Road and on Barren Hill.

Inclusion of the Brook Road and Roope Road rural living area in the Study Area was initially considered. It has not been included due to its proximity to productive agricultural land and the potential impact from intensification of residential use in the area on existing and future agricultural use.

Figure 2 Study Area with Sub-Areas Identified
The South Spreyton area is characterised by small lot low density residential land use with agricultural activity in the form of 7 titles managed as orchards and 7 titles to the south in natural bush vegetation.

The North Acacia Hills area is predominantly low density residential use on small lots. There are 8 land parcels used for grazing that separate the three areas of residential development and two land parcels remaining in natural bushland to the southeast.

The South Acacia Hills area contains residential use on small lots based around the branch roads of Lakeside Drive, Brookland Avenue and Wattle Valley Road, with larger lots fronting Bramich Road providing a bushland setting. The land on the upper slopes of Bonneys Tier contains natural vegetation or is managed for private timber reserve purposes. Extractive industry characterises the southern portion of the sub area around Barren Hill. Forestry Tasmania also manages land in this area.

3.1 Land Tenure Pattern

The South Spreyton area comprises 239 private titles. There are 232 lots zoned Rural Living. These range in area from 3800m$^2$ to 9.25ha. Seven titles zoned Rural Living that have an aggregate area of 30.7ha are utilised for orcharding. The Rural Living zoned lots that are not used for orcharding include 47 that are vacant and 22 that have an area greater than 2ha. There are 7 titles zoned Rural Resource that range in area from 3000m$^2$ to 44.5ha.

The North Acacia Hills area comprises 216 private titles. There are 201 zoned Rural Living. These range in area from 3500m$^2$ to 38ha and most are less than 1 ha. The Rural Living zoned lots include 30 that are vacant and 46 that have an area greater than 2ha. There are 15 titles zoned Rural Resource that range in area from 1ha to 60ha.

The South Acacia Hills area comprises 104 private titles. There are 75 lots zoned Rural Living. These range in area from 3300m$^2$ to 66ha and most are approximately 1 ha. The Rural Living zoned lots include 9 that are vacant and 11 with an area greater than 2ha. There are 29 titles zoned Rural Resource. 10 of these are less than 10ha and 2 of these have no road frontage.

3.2 Demography

Demographic data for the Study Area is available for the census years 2006-2011. Changes to statistical boundaries do no enable a direct comparison between the collection districts of the two census periods. Although there has been major contraction of the Nook collection district and changes to the South Spreyton/Acacia Hills collection districts between 2006 and 2011, the 2006 South Spreyton district is similar to the combined 2011 South Spreyton and Acacia Hills districts. This enables some basic conclusions to be drawn.

The notable statistics for the South Spreyton/Acacia Hills area are:

- Population growth has been approximately 11% per annum;
- Average household of 3 persons;
- Higher percentage of teenagers;
- Higher percentage of 25-54 year olds;
- Lower percentage of 65 year olds;
- Significantly lower number of households without children with corresponding higher number households with children;
- Nearly 100% of dwellings are separate dwellings;
- Low percentage of dwellings are rented;
• Low percentage of single person households.

Australian Bureau of Statistics figures indicate that 80% of those in employment work outside the Study Area and although the statistics do not identify the destination, anecdotal evidence strongly suggests that many work outside the Kentish Municipality.

3.3 Development Activity

Development activity reflects the high demand for residential use in the Study Area with much of the growth being attributed to the South Spreyton sub area.

A summary of subdivision and new dwelling activity for the previous five - six years is shown in Figures 3 and 4.

![Figure 3 Subdivision Approval Activity 2009-2015](image)

Between 2010 and 2015 there were 12 lots created in the Study Area. This is less than half that of the number created in 2009.

The decreased subdivision activity can be attributed to a number of factors, including the changing economic circumstances caused by the Global financial collapse of 2008, uncertainty in regard to planning requirements after 2012 and the cost of developing land available for subdivision that requires investment in providing roads and other service infrastructure.
Figure 4 Dwelling Approval Activity 2010 - 2015

Approval was granted to 68 new dwellings in the Study Area in the years 2010-2015. Building activity on rural living land has decreased over the last 3 years. However, in terms of dwelling approvals across the Municipality, approximately 33% were built in the Study Area.

3.4 Projections of Residential Use Demand in the Study Area

It has already been acknowledged that low density residential development in targeted areas has a role in the development of the Municipality.

A steady increase in population growth is expected in the Study Area as it continues to develop as a dormitory area for Devonport, Ulverstone and Latrobe, which are only a short commuting distance for employment, recreation and shopping needs. This is aligned with a continuing demand for rural living land.

Based on the population growth between 2006 to 2011 of 11% (82.2 persons) per year, a demand for 280 new dwellings over the next 10 years or 28 new dwellings per year can be expected.

The 68 dwelling approvals for the Study Area between 2010 and 2015 indicate a reduction in population growth of up to 34 persons per year during this period. The trend over the past 3 years indicates a population growth of 21 persons per year, which based on the average household size for the area, calculates to a demand for 7 new dwellings.

The reduction in population growth has not been caused by an inadequate supply of suitable land as there are more vacant lots than new dwelling take-ups during this period. It may be attributed to a slow down in the regional economy and the changing work environment, in which there has been considerable loss of full time work and moderate growth in part-time casual employment. Changes in the work environment have the potential to decrease capacity to enter into major investments and financial commitments.

It is likely that a take-up pattern of at least 10 new dwellings per year will continue. Taking into account the recent reduced growth rate reflected by the dwelling approvals since 2012 and the population projections, a demand of 12 new dwellings per year over the next 10 years (120 in all) is predicted.
4. ISSUES CONSTRAINING DEVELOPMENT

4.1. Supply of land suitable for residential use

There has been continued interest and building activity in the Acacia Hills and South Spreyton areas and care should be taken to ensure the supply of lots in these areas matches the demand.

The Planning scheme has a minimum site area for subdivision and residential development of 2ha in the South Spreyton area and 1ha in the Acacia Hills area.

There are approximately 77 vacant lots zoned Rural Living and 78 lots with an area over 2ha in the Study Area. Approximately 30% of the lots over 2ha are not capable of being further subdivided due to access issues. It is considered that 58 of the lots over 2ha are capable of being further subdivided to create an additional 191 lots. In all there is potential for 268 new dwellings in the Rural Living zoned area of the Study Area.

The South Spreyton sub area contains 34 vacant lots and 21 lots over 2ha that are zoned Rural Living. A map indicating the location of these lots is shown in Figure 5.

Potential exists for a further 12 lots to be created through subdivision. The South Spreyton sub area has the corresponding potential for 46 lots available for new dwellings within the current Rural Living zoned area.

Figure 5 South Spreyton Sub-Area - lots zoned Rural Living vacant and/or greater than 2ha
The North Acacia Hills sub area contains 31 vacant lots and 44 lots over 2ha that are zoned Rural Living. A map indicating the location of these lots is shown in Figure 6.

Potential exists for a further 115 lots to be created through subdivision. The North Acacia Hills sub area has the corresponding potential for 146 lots available for new dwellings within the current Rural Living zoned area.

Figure 6 North Acacia Hills Sub-Area - lots zoned Rural Living vacant and/or greater than 2ha

The South Acacia Hills sub area contains 12 vacant lots and 9 lots over 2ha that are zoned Rural Living. A map indicating the location of these lots is shown in Figure 7.

Potential exists for a further 64 lots to be created through subdivision. The South Acacia Hills sub area has the corresponding potential for 76 lots available for new dwellings within the current Rural Living zoned area.
In the Study Area there are 77 vacant lots zoned Rural Living and capacity to create an additional 191 lots to provide capacity for 268 residential lots for development. With the predicted lot up take of approximately 12 per year, there would appear to be capacity within the existing Rural Living zoned area to meet new dwelling demand for the next 20 years.

Care should be taken that the intensity of residential development allowable in the Rural Living area does not destroy the inherent character that first attracted people to the area, which initially would have been relatively low density residential development in a rural landscape. It may be advisable to restrict lot sizes to a minimum of 2ha in the Acacia Hills area similar to that in the South Spreyton area.

Figure 7 South Acacia Hills Sub-Area - lots zoned Rural Living vacant and/or greater than 2ha
4.2. Zoning
The Study Area comprises land zoned Rural Resource, Rural Living or Environmental Management under the Kentish Interim Planning Scheme 2013.

The current zoning of land in the Study Area is shown on the map in Figure 8.

![Figure 8 Zoning of Study Area under Kentish Interim Planning Scheme 2013](image)

Under the Kentish Interim Planning Scheme 2013 the purpose of the Rural Living zone is to provide for residential use or development on large lots in a rural setting where services are limited and compatible use and development does not adversely impact on residential amenity.

The Rural Living zone provisions for residential use require, as an acceptable solution, lots with a minimum of 1ha, which are able to contain a building area of 1000m² that is setback a minimum of 20m from a frontage and 10m from any other boundary and an area for surface water (stormwater) discharge greater than 5000m² clear of any defined building area, access strip and on site waste water disposal area.

The purpose of the Rural Resource zone is for the sustainable use or development of resources for agriculture, aquaculture, forestry, mining and other primary industries, including opportunities for resource processing and to provide for other use or development that does not constrain or conflict with resource development uses.
4.3. Biodiversity values
A desk top review of species of conservation significance observations in the Study Area indicates there have been recent observations of Central North burrowing crayfish in the South Spreyton sub-area. Other threatened and endangered species observed in the study area is the Tasmanian devil, the Eastern barred bandicoot, swift parrot, grey goshawk, Tasmanian wedge-tailed eagle and giant freshwater crayfish. There are eight fauna species and ten flora species of conservation significance in the Study Area.

The Study Area’s vegetation provides habitat for species of conservation significance and fauna species that are threatened and endangered. A flora and fauna study of any potential rural living areas would be required to reveal the existence and extent of any species of conservation significance on-site or on adjacent lands.

4.4. Natural Hazards

8.4.1 Bushfire
The Tasveg 3 Fire Attributes mapping provides a complex matrix of the vegetation flammability attributes and sensitivity to fire. This mapping identifies the South Spreyton sub area as having medium to high flammability attributes with low sensitivity apart from the elevated ridgelines which have high sensitivity.

The majority of the north Acacia Hills sub area has medium flammability attributes with low sensitivity and some areas have high flammability attributes of low sensitivity.

The majority of the south Acacia Hills area has medium flammability with medium to low sensitivity and the southern portion has areas of high flammability with low sensitivity and areas of low to no flammability and low to no sensitivity.

Bushfire hazard management requirements generally require fire fuel reduction and hazard management areas to be located within the boundaries of the property. This informs a minimum site area for development or a limitation/restriction on the form of development that can occur.

The Climate Change Adaptation Plan identified an increased likelihood and severity of bushfire due to increased rainfall, temperatures and CO₂ levels contributing to vegetation growth adding to fire fuel density and vulnerability.

The provisions of the Bushfire Prone Areas Code in the planning scheme and the Building Code are adequate to address any bushfire hazard issues in the Study Area.

8.4.2 Landslide
There are considerable areas subject to landslip hazard within the Study Area as can be seen in the map in Figure 9. Those areas coloured white have negligible risk, those coloured yellow are low risk and those coloured brown are medium risk.

The areas of land slip are not sufficient in area to require any specific zoning delineation as development in these areas can be adequately accounted for through the provisions in the planning scheme given the low density of development currently allowed by the planning scheme.

The Climate Change Adaptation Plan identified an increased likelihood of landslide risk due to the increased intensity of rainfall for developments on vulnerable land.
8.4.3 Flood

The Study Area is generally not subject to inundation. Minor flash flooding along water courses occurs, particularly Don River. Flash flooding occurrences may increase due to increased impervious surface areas. In general flooding is a localised event highly influenced by individual property drainage management.

The Climate Change Adaptation Plan identified an increased frequency and intensity of extreme rain events leading to more frequent and severe flooding.
4.5. Agricultural Land Capability
According to the Department of Primary Industry and Fisheries Land Capability Survey of Tasmania, the Study Area contains no prime agricultural land. The land capability map for the Study Area is shown in Figure 10.

The classification of land comprises Class 4 agricultural land, which is defined as land well suited to grazing but limited to a restricted range of crops, Class 5 agricultural land, which is defined as land unsuited to cropping with slight to moderate limitations on pasture and Class 6 agricultural land which is defined as land marginally suitable for grazing because of severe limitations.
4.6. Statutory Attenuation Distances

The statutory attenuation distances required between sensitive land uses and primary industry activity has quarantined many small isolated areas from being developed for rural living purposes where they are adjacent to primary industry activity.

In the Study Area there are three areas of note, where primary industry attenuation requirements impact on the availability of land for rural living expansion or intensification. These are:

1) Orcharding activity in the South Spreyton sub area where a 200m attenuation distance is the acceptable solution for the location of new residential development;

2) Extractive industry in the vicinity of Barren Hill where a 500m attenuation distance is the acceptable solution for the location of new residential development; and

3) Production forestry on the upper slopes of Bonneys Tier where a 100m attenuation distance is the acceptable solution for the location of new residential development.

The provisions of the proposed Tasmanian Planning Scheme require a minimum attention distance of 1,000m for new residential development from extractive industry that includes blasting activity. The map in Figure 11 shows the location of mining lease in the south Acacia Hills sub area and the extent of the required 1,000m attenuation buffer.

Figure 11 Location of Mining Leases and extent of 1000m attenuation buffer
5. INFRASTRUCTURE AND SERVICE PROVISION

5.1. Water Infrastructure
TasWater currently provides reticulated water connections to only 2 properties in the Study Area. These are located in the South Spreyton sub area.

On site storage of water for potable domestic use and fire fighting purposes is required for the remainder of properties in the Study Area.

5.2. Waste Water Infrastructure
TasWater has no reticulated sewerage treatment system in the Study Area. On site waste water management is required for all residential development.

Soils in the Study Area are generally suitable for the management of wastewater provided the lots are of adequate size for the systems used to operate. Residential intensification could be restricted in locations due to site specific limitations.

Where land is within an area identified as having potential for landslide hazard, larger lots would be required to reduce the land area being used for waste water management via transpiration beds.

5.3. Drainage
There is no reticulated stormwater drainage system in the Study Area. Stormwater disposal is primarily required on site with some properties able to discharge to a water course.

The Study Area is for the most part comprised of a highly contoured land form containing well defined minor watercourses and associated valley and gully formations. There is a chance that localised flash flooding can occur. This is more an individual site management issue than a broad planning issue.

5.4. Road Infrastructure
The road network serving the Study Area comprises a series of branches off trunk roads which include Sheffield, Tarleton and Nook Roads. Each branch has the potential to compromise the integrity and service level of a trunk road. Access to the Study Area is from Sheffield Road, which is a State managed road and Nook and Tarleton Roads, which are owned and maintained by council. All internal roads are owned and maintained by council.

Existing road intersections with Sheffield Road are deemed adequate for the current Rural living zone capacity.

The Department of State Growth’s State Roads Division has provided comment in relation to potential issues and facilitated impacts that might arise on the State Road network as a result of any rural residential expansion in the Study Area as follows:

- It appears that there are existing significant areas of low density (rural Living) development already in the municipality and in adjacent municipalities of Latrobe (Tarleton/Spreyton) and Devonport (Aberdeen). It will be important to undertake sound land use and demand analysis to confirm the need for further rural residential expansion. Such analysis would encompass assessment of broader and facilitated traffic impacts on the region.

- Expanded residential subdivision will generate significant additional vehicle movements, which will increase the demand on existing State Road intersections. It would be expected that upgrades to the Sheffield Main Road intersections could be required to facilitate such developments.

- Specific advice relating to required upgrade treatments for affected intersections can only be provided when Council develops a strategic plan outlining likely transport corridors and lot numbers. Definitive advice cannot be provided without an indication of the
number of additional lots and subsequent vehicular movements. One can assume that rural residential expansion would result in significant traffic generating developments for this area.

- State Growth would expect that a detailed Traffic Impact Assessment (TIA) would be provided to consider traffic impacts on this basis and advice would be provided when the impacts on the State Road network are fully understood.
- Department of State Growth’s preference is to minimise the number of new accesses and junctions onto Sheffield Road.

For Council managed roads, road maintenance is an ongoing concern in regard to aging infrastructure and the expense associated with maintenance.

Tarleton Road is a link road between Mersey Main Road and Sheffield Road and has a high volume of through traffic particularly trucks. The road lacks width and there are potential intersection issues with Sheffield Road.

Nook Road is an alternative route to Sheffield. It carries high traffic volumes, particularly trucks associated with the extractive industry in the south of the Study Area. The road lacks width and has potential intersection issues with Sheffield Road and each branch road. Nook Road in its current configuration does not have capacity for significantly increased traffic movements. Council has a preference to reduce traffic volumes (specifically heavy vehicles) on Nook Road to reduce maintenance costs and any need to upgrade.

Cornwall Road, Knox Drive, Camborne Drive, Coles Road and James Road all have in excess of 150 vehicle movements per day and poor or inadequate intersections with Sheffield Road. Brookland Avenue, Wattle Valley Road and Bramich Road all have below par intersections with Nook Road. These roads, while of adequate width for moderate increases in traffic have inadequate intersections with Sheffield Road or Nook Road for traffic associated with residential expansion.

Future rural living expansion needs to provide internal road links that will allow alternative access points to the Sheffield and Nook trunk and branch road system. The construction of these would be driven by development of rural living expansion areas.

Any expansion of the rural living area would need to consider detailed Traffic Impact Assessment (TIA) that analyse the impacts of additional traffic generated by the total foreseeable rural living expansion area on existing and proposed intersections with trunk roads, rather than for any individual rezoning package. The level of service Sheffield and Nook Roads provide should be improved rather than compromised.

There are road standards that must be complied with to ensure adequate ingress and egress to bushfire prone areas. These standards increase the cost of land release and have the potential to constrain subdivision of those lots that require inclusion of access roads.

Any rural living expansion would need to be of sufficient size to fund any new roads and intersection upgrades required.

5.5. Electricity & Gas Corridors
The Study Area is impacted by TasNetworks’ electricity transmission lines and the Tasmanian gas pipeline. A map showing the location of these corridors is shown in Figure 12.
TasNetworks is the owner and operator of the regulated electricity network in Tasmania. TasNetworks transmission lines cross public and private land. Wherever there are transmission lines, there are easements. Transmission line easements impact on property use and development. Within transmission line easements the following is prohibited:

- Construction of houses, buildings or other substantial structures or parts of structures;
- Installation of fixed equipment, such as galvanised sheds or swimming pools;
- The planting and cultivation of trees or shrubs that grow to more than three (3) metres in height; and
- The placement of obstructions of any type within 15 metres of a transmission tower.

The Devonport/Sheffield electricity transmission corridor consists of three 110,000 volt transmission lines, which pass through the Study Area from the south to the north. The associated easement has a minimum width of 25 metres on either side of the centre point of the transmission tower, a total width of 50 metres.

The Tasmanian Gas Pipeline is the only pipeline supplying natural gas to Northwest Tasmania. It transports natural gas from Victoria via Bell Bay to Port Latta. The pipeline passes through the Acacia Hills area. An easement with a width of 20.00m exists over the pipeline to enable the managers of the Tasmanian Gas Pipeline to control activity that could influence the integrity of the pipeline and to restrict sensitive land uses from establishing too close to it.
5.6. Connectivity

Connectivity has become an important consideration in bushfire prone areas to allow safe access and egress for residents, firefighters and emergency service personnel particularly for evacuation. Connectivity is also important in providing improved traffic management. Good connectivity can be best achieved with an integrated approach to the location of residential expansion areas and subsequent subdivision design.

The Department of State Growth’s Transport Infrastructure Services Division has provided the following comments in regard to access and connectivity considerations in the Study Area:

- Need to consider the provision of active travel corridors, within and outside the areas being considered for expansion, and how these locations link or could link to existing transport and active travel corridors between Devonport, Latrobe and Sheffield.
- Spreyton is serviced by public transport (Mersey Link) via Mersey Main Road, with a reasonable level of frequency for a rural area. None of the identified areas are within walking distance of an existing bus route.
- Expansion of the Rural Living zone in the Study Area will result in highly dispersed settlement pattern, where the private car is the only form of transport available. It is not viable to service these areas with public transport as the density is too low. The areas are not within easy walking or cycling distance of essential services such as schools, shops or employment, which means the private car is the only alternative.
- High levels of car dependency are a problem because those without a car (youth, aged, people with a disability) are likely to experience difficulties accessing work, education and essential services. This affects an individual's quality of life and the productivity and vibrancy of our communities.
- Sheffield Road and Nook Road are serviced by existing school bus services, travelling to or through Spreyton from areas further out. Only 2 bus services terminate at Spreyton Primary School, with the majority in this area passing through Spreyton to schools and colleges in Devonport. Increasing the school bus network will result in longer travel times for students living further out.
- Creating a larger network of lower category roads to serve low density development in multiple locations does not create an efficient public transport or school bus network and leads to longer travel times for passengers. It is not desirable (and often not possible) to provide school bus services to these areas (even if the road is designed to fit a bus and has a turning circle), with the likelihood being that residents need to walk (or be dropped by car, if the distance is too great) to an existing bus service on the higher category roads.
- It would be expected that a strategic plan outlining capacity of existing and proposed transport corridors to accommodate school buses (width and turning circles) and associated bus stops would be developed.

There are no public parks or reserves in the Study Area where residents and visitors can undertake passive or active recreation pursuits. There are no public footpath or bikeway facilities in the Study Area.

Except for Sheffield Road and Nook Road, the road network provides ample space for pedestrian movements within the Study Area, although confined to the immediate location roads.
6. OPPORTUNITIES FOR GROWTH

6.1. Residential Development

The Study Area is conveniently located to Devonport and Latrobe for residential purposes and has appeal for rural living. The topography of the area, with its continual undulations provides extensive views from the more elevated lands and perceived privacy due to the closed vistas of the lower sloped lands. The topography coupled with the settlement pattern are major constraints to agricultural activity.

The Study Area is a sought after rural living location and has maintained a constant high growth rate over the years. Based on past residential activity and population growth trends in the Study Area the projected demand for new dwellings over the next 10 years (2016-2015) is 12 per year or 120 in total.

Previous discussions have indicated there is potential within the existing Rural Living zoned area for the provision of 256 residential lots. The reality is that not every property owner with capacity to subdivide, will subdivide. Those that will take the opportunity to subdivide will do so within their own time frame, not to the 10 year supply and demand time frame of this study.

As a result of this, there is only certainty of 77 vacant lots to meet demand for at least the next 6 years in the Study Area. The actual supply and growth opportunities are further examined by each sub-area below.

6.1.1 South Spreyton sub area

This area currently has capacity within the Rural Living zone for 46 new dwellings as there are 34 vacant lots and potential to create up to 12 lots by subdivision.

There are 8 lots zoned Rural Living, which are utilised for significant orchard activity. The residential development potential of these titles should be removed and the current activity and agricultural production protected. Rezoning these lots to Rural Resource is a sound solution. It would remove 8 existing and 11 potential lots from the Rural Living land supply.

The area currently zoned Rural Resource consists of 8 titles, which range from 3000m² to 44.5ha. The agricultural activity on these lots comprises grazing, with the majority of the area remaining in natural vegetation. Six titles are accessed off Grandview Avenue by four access strips, two of which are over 800m long. One title has access off Hillside Court where two other access strips exist and the south eastern title is accessed from Coal Hill Road, which is in the Latrobe Municipal area. The steep terrain and limited access have rendered these titles a low priority for expansion. Expansion of the rural living area onto any of these titles is reliant on the cooperation of many other land owners to achieve adequate access. Appropriate development to the south west needs to occur in order for these titles to be given greater priority for rural living expansion.

The South Spreyton sub area has capacity for 26 new dwellings with potential for one additional lot to be created in the Rural Living zoned area.

There is no short (5 years) or medium (10 years) term capacity to expand the area zoned Rural Living in the South Spreyton area.

6.1.2 North Acacia Hills sub area

This area currently has capacity within the Rural Living zone for up to 146 new dwellings as there are 31 vacant lots and 44 lots with an area over 2ha, which have potential to be further subdivided to create up to 115 lots. There are 4 larger lots greater than 5ha suited to subdivision at a scale adequate to ensure appropriate access and connectivity is achieved. Subdivision of these lots has potential to create at least 60 lots.
This area currently has capacity sufficient for residential development for nearly 8 years. There is no need in the short term (5 years) to expand the area zoned Rural Living.

Looking beyond 5 years, there is a need to prepare for an additional supply of lots. The area contains suitable land for expansion of the Rural Living zone. Any expansion should be considered in light of improving connectivity within and for the existing Rural Living zone while ensuring the service level of Sheffield Road is not further reduced.

The area contains 15 titles zoned Rural Resource that range in area between 1ha and 60ha. Two land parcels are considered suitable to provide additional rural living opportunities and improved connectivity within the existing areas of Camborne Drive and Knox Drive without conversion of any significant agricultural land. A map indicating the areas proposed for expansion of the current Rural Living zone in north Acacia Hills sub area is shown in Figure 13.

They are as follows:

- **21 Coles Road - PID 7558875 (CT 30027/1)**
  
  This lot comprises 14.4ha (excluding access strip), has frontage to Coles Road (via a 610m long access strip, with a width of 6.28m) and Gleadow Lane. This land parcel comprises Class 6 agricultural land with a band of Class 5 agricultural land along the south and east. Apart from three small clearances along the ridgeline the site is covered by native vegetation.

  Zoning this land to Rural Living to facilitate development of this lot has the potential to achieve a road link between Gleadow Lane (Camborne Drive) and Truro Place (Coles Road) that will provide better connectivity to the Camborne Drive area by provision of an additional access point onto Sheffield Road. The provision of the road link would be dependent on subdivision of Lot 4 Truro Place – PID 3252203 and 21 Coles Road - PID 7558875, while containing steep slopes with negligible landslide hazard areas within them.
100 Atkins Drive - PID 2283892 (CT 132931/1)

This lot comprises 55.2ha (excluding access strip) and has frontage to Eagle Ridge Road and Atkins Drive via access strips no less than 15m wide. This land parcel comprises Class 6 agricultural land with a 1,200m² area of Class 5 agricultural land along the southwest boundary. The land primarily contains native vegetation with a small area as rough grazing pasture. Most of the lot area northeast of the ridgeline is of medium landslide hazard. Should residential subdivision development occur in the medium landslide hazard area, lots would need to be of generous size to ensure on-site wastewater disposal and surface water disposal is not a cause of land movement.

The proposed street connections can be seen in Figure 14

![Figure 14 Desired Street Connections in north Acacia Hills sub area](image)

The rezoning of this lot to Rural Living and its development should be preceded by development of adjoining land parcels PID 2034642 and PID 6481394, which are already zoned Rural Living, to provide additional connectivity opportunities and greater opportunities to tailor staging to meet supply and demand.

The remaining area zoned Rural Resource to the west of Sheffield Road is not favoured for future rural living expansion in the short to medium term as it would require additional junctions onto Sheffield Road and the existing 6 medium sized lots restrict capacity for appropriate smaller lots to be created with adequate connectivity.

The vacant land parcel north of the Camborne Drive estate and southwest of Jowetts Hill should not be considered for rural living expansion prior to achievement of an alternative access to Camborne Drive.

The 3 large titles in the southeast of the North Acacia Hills sub-area are reliant on the prior development of other land to achieve an acceptable level of connectivity and are therefore not considered to provide any short or medium term opportunities for rural living expansion.
Whilst there is no immediate need to expand the rural living area in the north Acacia Hills sub area, there will be a shortfall in supply beyond 2025. Through expanding the existing rural living area by including two titles, greater connectivity could be achieved for two areas where access is currently inadequate and alternative access will facilitate future development.

6.1.3 South Acacia Hills sub area

The South Acacia Hills sub area has capacity within the existing Rural Living zone for up to 76 new dwellings as there are 12 vacant lots and 9 lots with an area over 2ha with the potential to create up to 64 lots.

There is one large parcel zoned Rural Living with area sufficient for creation of over 55 lots. There has been a recent (2016) subdivision approval for 7 lots on this land. The lots have not been included in the vacant lot count as at the time of writing, subdivision construction has not begun.

The south Acacia Hills sub area has existing capacity for residential development sufficient for nearly 6 years. There is no need in the short (5 years) to medium (10 years) term to expand the area zoned Rural Living.

In the long term there will be a need for expansion of the rural living area. An expansion area west of Nook Road and north of Lakeside Drive was explored. It included two titles CT 32549/1 and CT 144700/1. This land has an area of approximately 75.5ha and frontage to Sheffield Road, Nook Road and via an 11.6m wide access strip to Lakeside Drive.

This land includes a flood plain area associated with Don River and areas of low landslide hazard risk along the southern boundary that extends south to where medium hazard is more prevalent. Following heavy rainfalls in the winter of 2016 it is acknowledged that this land is potentially flood prone and not suited to future residential development.

Development of two land parcel further south, CT 142448/1 and CT 120168/1 for future residential use has the potential to provide superior views and a street connection between Lakeside Drive and Brookland Avenue, which are both currently no through roads.

These lots are very steep and heavily vegetated. They are identified on the planning scheme maps as having low and medium risk of landslip.

Expansion of rural living further south of the current zoned area has the potential to constrain existing and potential extractive industry activity in the area. Residential expansion to the south is hindered by the attenuation requirements of extractive industry.

Expansion to east or north east of Wattle Valley Road is considered a low priority due to plantation forests in the area and the associated attenuation distances required.

There is no short or medium term need to expand the rural living area in south Acacia Hills sub area. In the long term the shortfall in supply beyond 2025 would be best addressed through expanding the rural living area onto land east of Nook Road located between Lakeside Drive and Sheffield Rd, being titles CT CT 142448/1 and CT 120168/1, subject to a geotechnical assessment and development of a bushfire hazard management plan for the area.

A map indicating the areas proposed for expansion of the current Rural Living zone in south Acacia Hills sub area is shown in Figure 15.
Figure 15 Preferred locations for Rural Living Zone Expansion in south Acacia Hills sub area

A map indicating potential and desired street connections is shown in Figure 16.

Figure 16 Desired Street Connections in south Acacia Hills sub area
6.2. Agricultural / Primary Industry Development

There are 49 titles zoned Rural Resource in the study area of which 20 are primarily managed for resource development purposes, including grazing, orcharding, production forestry and extractive industry. Orcharding takes place on 8 titles that are currently zoned Rural Living.

Agricultural use is categorised as Resource Development under the planning scheme. No permit is required for Resource Development in the Rural Living zone if for grazing purposes or bee-keeping and the use has permitted status if for crop production compatible with residential use.

The current orcharding activity has existing use rights under the Land Use Planning and Approvals Act 1993.

There have been instances where gaining finance is negatively impacted by the value of land zone Rural Resource. This may have the potential to negatively impact business activity in this area. In light of this, it is recommended the current zoning be retained in the short term.

7. CONCLUSIONS

A wide range of issues have been summarised in this paper, many of which are common knowledge. It is important to acknowledge these issues as a precursor to deciding to initiate any changes to the current zoning. In this manner a strategic decision platform is formed, one that can be referred to in decision-making in order to achieve sustainable land use development.

Development in the Study Area is continuing to occur at a steady rate despite the recent decline in the number of new houses and economic uncertainties. There remains a market preference for rural living in the Study Area and this is predicted to continue.

There is no need to expand the Rural Living zoned area before 2026. With 69 vacant lots and a realistic capacity to create an additional 125 lots within the existing Rural Living zoned area to provide a total of 194 lots, there is sufficient land currently zoned for the predicted demand of 120 new dwellings for the next ten years.

There is capacity to expand the Rural Living zone to satisfy the predicted demand till beyond this period through zoning the three identified areas to Rural Living. These areas include 4 titles (CT 30027/1, CT 132931/1, CT 142448/1 and CT 120168/1). They provide opportunity for residential expansion consolidated with the adjacent, existing rural living areas and improved connectivity within a high amenity environment to satisfy the projected demand beyond 2026.

In the context of a Strategic Plan for the Study Area and consistent with Council’s strategic direction to effectively manage land use planning and building issues, the opportunities for rural living expansion are constrained in the short term with a need to provide better connectivity with any future expansion.

8. RECOMMENDATIONS

1. No expansion of the current Rural Living zone in the short to medium term. In the short term (next 5 years), the low demand for rural living land is able to be met by the land available in the Study Area.

2. In the longer term and given the timeframes involved in doing a detailed site analysis, land contained in Certificates of Title 30027/1, 132931/1, 142448/1 and 120168/1 should be rezoned to Rural Living. In order to manage growth this should be staged by restricting the initial zoning to Certificates of Title 30027/1 and CT 132931/1.
3. Require development of land contained in Certificate of Title 166244/4 before rezoning Certificate of Title 30027/1.

4. Require lots created in the medium landslide hazard area to be a minimum of 2ha to ensure on-site wastewater management and surface water disposal are not a cause of land movement.

5. To achieve desired street connectivity, incorporate the identified means of providing connectivity within proposed areas for future rural living expansion as a Specific Area Plan into the planning scheme.

9. COUNCIL’S ADDITIONAL RECOMMENDATION – 21 FEBRUARY 2017

1. Include Certificates of Title 52561/1 and 50682/1 with Certificates of Title 30027/1 and CT 132931/1 for rezoning from Rural Resource to Rural Living.
ACACIA HILLS SOUTH SPREYTON LAND USE STRATEGY 2017

KEY FACTORS –

- Identification of suitable land uses within the Strategic Plan Area;
- Develop an efficient and effective settlement pattern;
- Retain and protect a productive agricultural enclave;
- Protect extractive industry in the area;
- Specification of areas for rezoning to accommodate anticipated and desired residential expansion;
- Improve street connectivity and emergency access.

HOW TO BE ACHIEVED

1) No expansion of the current Rural Living zone in the short to medium term. In the short term (next 5 years), the low demand for rural living land is able to be met by the land available in the Study Area.

2) In the longer term and given the timeframes involved in doing a detailed site analysis, land contained in Certificates of Title 30027/1, 132931/1, 142448/1, 120168/1, 52561/1 and 50682/1 should be rezoned to Rural Living. In order to manage growth this should be staged by restricting the initial zoning to Certificates of Title 30027/1, 132931/1, 52561/1 and 50682/1.

3) Require development of land contained in Certificate of Title 166244/4 to provide the identified road link before rezoning Certificate of Title 30027/1.

4) Require lots created in the medium landslide hazard area to be a minimum of 2ha to ensure on-site wastewater management and surface water disposal are not a cause of land movement.

5) To achieve desired street connectivity, incorporate the identified means of providing connectivity within proposed areas for future rural living expansion as a Specific Area Plan into the planning scheme.

6) Amend the provisions of the planning scheme through insertion of site specific qualifications as a Specific Area Plan for the area to ensure the capacity to achieve the desired future road links.