

38A FAULKNER ROAD, RAVENSWOOD



38A FAULKNER ROAD, RAVENSWOOD

Planning Scheme Amendment

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1. BACKGROUND

Ireneinc Planning & Urban Design has been engaged by Carlton Dixon to prepare a Planning Scheme Amendment to provide scope for the rezoning of the land at 38a Faulkner Road, Ravenswood. The aim of the proposed rezoning is to provide for a large scale Rural Residential development, consisting of approximately 35, 1ha residential lots. The development aims to encourage an increase in the current demographic of Ravenswood, to provide further residential property options for Tasmanians and Interstate buyers looking for a rural/residential living options.

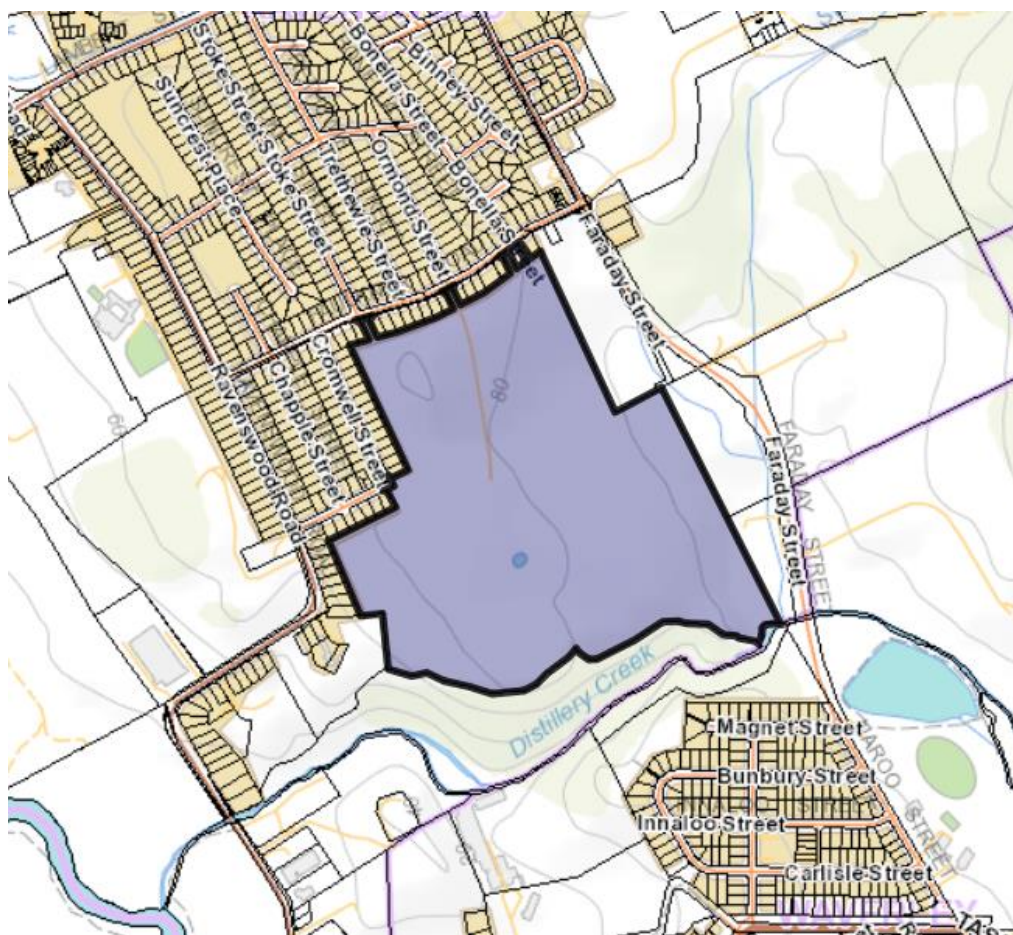


Figure 1: Location Plan (source: The LIST)

A similar rezoning application was recently submitted to Launceston City Council and was approved under delegation at the Tasmanian Planning Commission. The application was for the rezoning of approximately 25ha of existing Rural Resource land to Rural Living. The site of this rezoning is located within 2.6km of the site at the centre of this application at 38a Faulkner Road,

Ravenswood. It must be said that this similar application was for the subdivision for 4 lots, all with varying lots sizes from a minimum of 2.5ha to a maximum of 16.1ha.

The site has been identified as having a land capability rating of Class 5 & 6 - meaning the site is generally unsuitable for horticultural cropping purposes, with only limited grazing potential. Such a classification identified that the land is not considered prime agricultural land, and therefore any development on the site would be unlikely to fetter or constrain agricultural use.

The site at Waverley was considered to possess a land capability of class 4 according to the land capability mapping, however following site-specific studies, the land was in fact classified as Class 6. The site at Ravenswood has been determined to have a similar land capability and would therefore be more likely to receive a similar rezoning decision.

This report forms part of a request for an amendment to the *Launceston Interim Planning Scheme 2015* (the Scheme) under section S8C and the Savings and Transitional Provisions of Schedule 6 of the *Land Use Planning and Approval Act 1993 (LUPAA)*, which requires amendments to interim planning schemes to be considered in accordance with the former requirements of LUPAA.

The proposed amendment has been prepared with reference to the *Northern Tasmanian Regional Land Use Strategy 2013 (NTRLUS)*, the provisions of the *Launceston Interim Planning Scheme 2015 (LIPS)*, the *Tasmanian Planning Scheme: State Planning Provisions (SPP)*, the *Launceston Residential Strategy 2009-2029 (LRS)*, the *Greater Launceston Plan (GLP)* and other applicable provisions of national, state, regional and local policies.

2. STRATEGIC ANALYSIS

2.1 PLANNING POLICY FRAMEWORK

The following section reviews the strategic land use planning policies as they relate to demographics, community liveability and residential land use, contained within the following relevant documents:

- *Northern Tasmania Regional Land Use Strategy 2016*
- *Launceston Residential Strategy 2009-2029.*
- *City of Launceston Strategic Plan 2014-2024*
- *Greater Launceston Plan 2014-2029*

The policies and objectives of the current Interim Planning Scheme and State Planning Provisions have also been considered, as well as a number of other relevant documents that may impact the strategic framework.

2.2 BACKGROUND

2.2.1 Demographics

The Tasmanian Government has a policy to increase the state's population to 650,000 by 2050 by encouraging and facilitating interstate and overseas migration and encouraging expats to return to Tasmania¹. However, Tasmania's population has continued to positively increase since around 2012. Overall, Tasmania's population is estimated to have increased by 3,289 people from June 2016 to June 2017 at a growth rate of 0.64%, which is lower than the Australian average of 1.6%².

According to the most recent Regional Population Growth Estimates (ABS Cat No 3218.0) the Launceston LGA, which includes Ravenswood, was identified as having the largest population in the state as at 30 June, 2017, accounting for approximately 12.9 per cent of Tasmania's total population.³

In terms of the population of Ravenswood, the Census data indicates populations for the following years 2016 (3,625 people), 2011 (3,974 people) and 2006 (4,147 people) based on State Suburbs data. As can be seen in the figure below, the MapData provided on the ABS the geographical boundary for Ravenswood varied between 2006 and 2011.

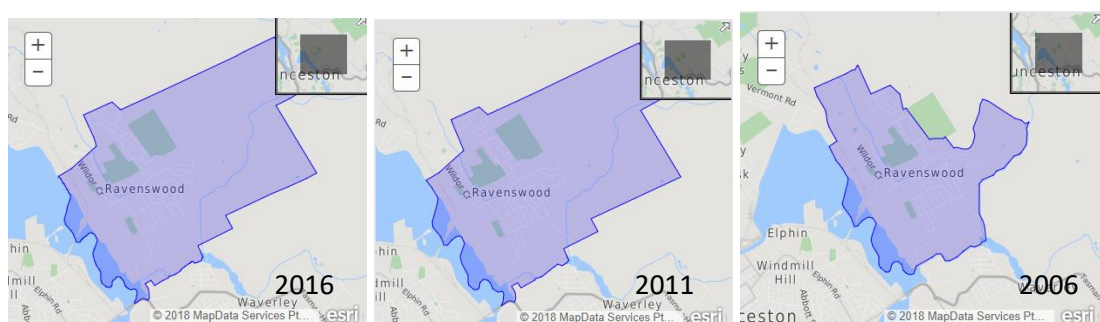


Figure 2: Ravenswood State Suburbs Geographic boundary (Source: ABS)

¹ https://www.stategrowth.tas.gov.au/policies_and_strategies/populationstrategy

² Tasmanian Government, Release date 14 December 2017, *Population (ABS Cat No 31010.0)*.

³ Tasmanian Government, Release Date 24 April 2018, *Regional Population Growth (ABS Cat No 3218.0)*.

The above statistical data demonstrates a small decline in the population of Ravenswood over the last 11 years. According to the most recent Census data (ABS, 2016), this reduction in population numbers can be directly related to the decrease in children aged 0-14, coupled with a continually ageing population. This age group represented 25.3% of the demographic in 2011, however by 2016 this number had reduced to 20.8%, a 5.2% reduction over 5 years. The median age of people in Ravenswood also increased from 32 in 2006 to 33 in 2011 and 38 as of 2016. Although this increase in median age is a fairly common trend in many LGAs across Tasmania, the highest percentage of the population in Ravenswood was individuals between the age of 20-24, which represents 7.7% of the total population of the area.

In regard to employment and occupation, 24.2 per cent of the population identified as labourers, with only 5.2% registering as having a Professional occupation. This statistic also influences the rates of home ownership in Ravenswood, and the percentage of rental properties. According to the most recent ABS Census, 48.4% of homes in Ravenswood were rental properties, followed by homes with a mortgage at 25.8%. This is reflected by the income statistics, which indicate that approximately 42% of the weekly median household income was less than \$650.

According to the Northern Regional Land Use Strategy, there has been a marked decline in household size in Northern Tasmania, with smaller families and an increase of single person households. This is compounded by a continuously ageing population across Tasmania and the NTRLUS identifies an additional projected requirement of 10,000 homes by 2032 across Northern Tasmania to meet increasing demand. To provide for this increase the NTRLUS provides settlement pattern principals that promote:

- *Infill in existing centres;*
- *Redeveloping 'infrastructure rich' areas; and*
- *Maximising residential yield in major new residential developments.*⁴

Considering the proximity of Ravenswood to the Launceston CBD, and other major areas such as the University of Tasmania's Newnham Campus, increased residential development in this area would provide additional lifestyle options and an increase in housing to help meet projected demand.

2.2.2 Land Supply

Rezoning of the site would allow for further infill residential development within the Ravenswood area, and would result in a consistent pattern of development through to Waverley to the south-east and join with existing higher density generally residential development to the north-east. The following diagrams illustrate the extent of developed land within the wider Launceston LGA, illustrating settled sites within proximity to Ravenswood.

⁴ Northern Tasmania Regional Land Use Strategy (2016, p: 53).

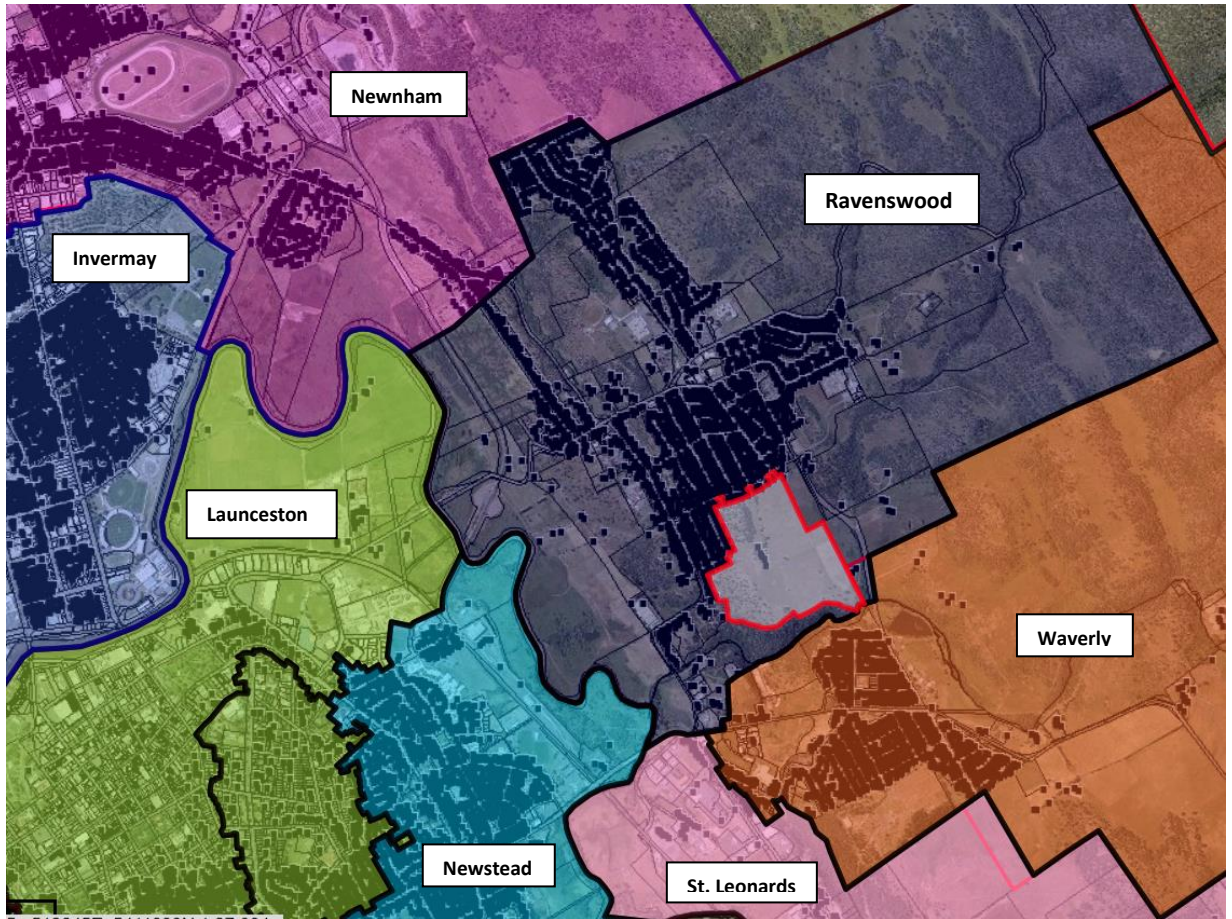


Figure 3: An overlay of building points and locality boundaries illustrates the extent of vacant land within the existing settled land in Ravenswood (Source: The LIST)

The LIPS 2015, does not currently provide lot sizes for subdivision in the existing Rural Resource Zone. Under the SPP this remains effectively the same, with residential development and subdivision generally discouraged in favour of resource and agricultural use and development.

Under the Rural Living Zone, in the LIPS 2015, lots sizes should ideally be no less than 4ha, however the performance criteria does provide scope for a minimum lot size of no less than 1ha.

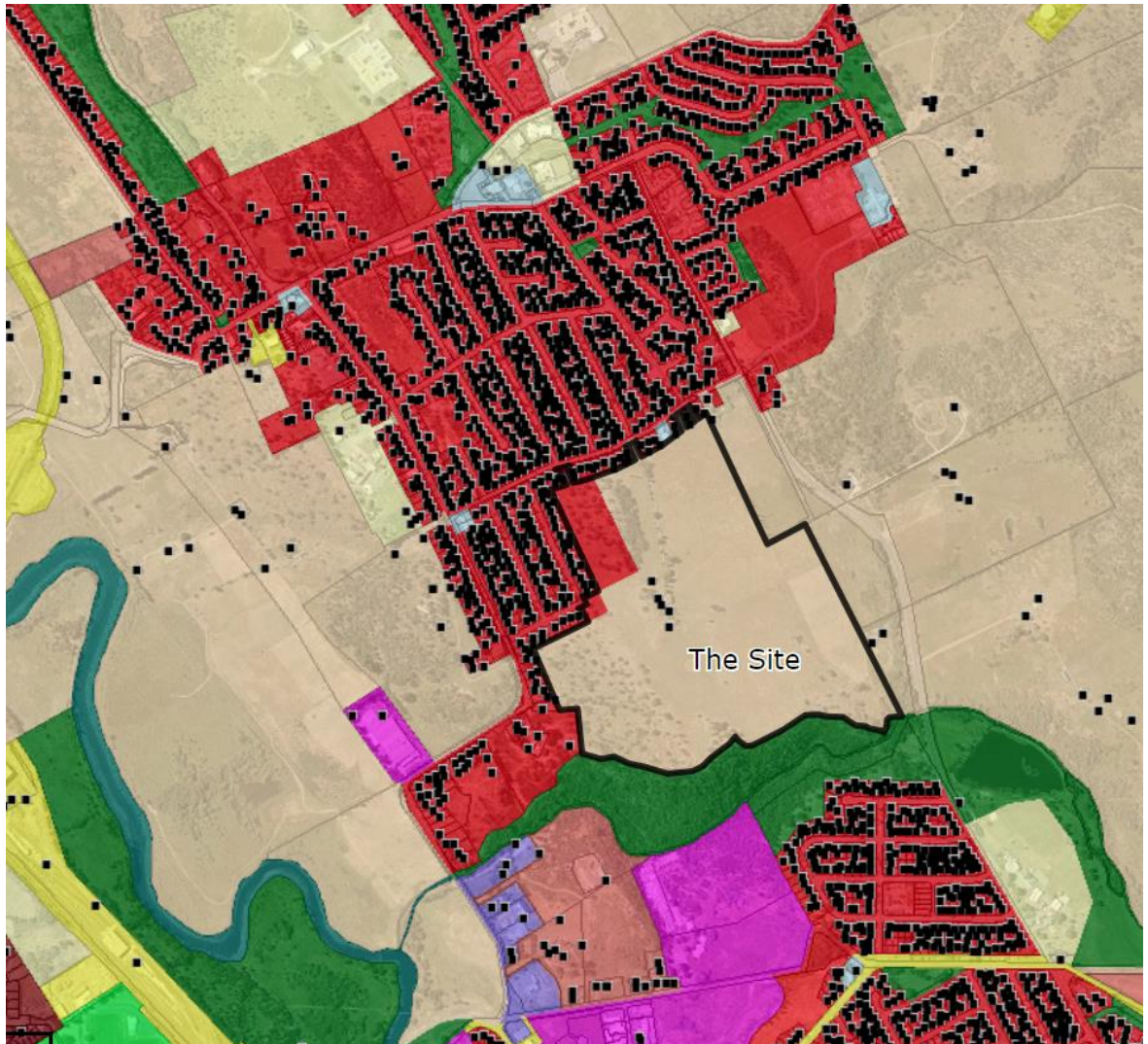


Figure 4: An overlay of building points and zoning illustrates the extent of vacant land within the existing settled land in Ravenswood (Source: The LIST)

2.3 NORTHERN TASMANIA REGIONAL LAND USE STRATEGY

The NTRLUS, 2016 has been developed to provide a strategic framework, along with strategies and policies to manage growth, change and development within Northern Tasmania over the next 30 years.⁵ The Strategy provides numerous policies and directions to guide planning and development in Northern Tasmania, particularly strategies to address liveability and community as well as managing the spread of residential development within the greater Launceston area.

2.3.1 Liveability and Community

The proposed rezoning of the land at 38a Faulkner Street, Ravenswood will need to be prepared in consideration of the existing characteristics and likely growth of the residential population of Ravenswood. The NTRLUS outlines the importance of liveability and retention of people within suburban municipalities.

The NTRLUS includes the following Strategic direction:

⁵ Northern Tasmania Regional Land Use Strategy (2016, p: 8).

Goal 2:

...Enhancing community and social development through liveability measures to create healthy, strong and vibrant urban and rural settlements in accordance with the regional land use categories and related regional planning policies.

To be achieved by:

- *Encourage well designed communities that are accessible, healthy and safe to improve resilience;*
- *Acknowledge and reinforce the distinct land use and visual amenities characteristic of municipal areas and Northern Tasmania collectively; and*
- *Ensure the community has access to a range of quality open space and recreational opportunities.⁶*

The proposed rezoning would certainly increase the liveability of Ravenswood and provide new housing options within the suburb that would entice Tasmanian and Interstate buyers. According to the NTRLUS, there is a direct correlation between providing a variety of 'lifestyle' options and population retention, in that areas with improved liveability can strengthen various communities and enhance levels of community pride and inclusion. This is bolstered by the conclusion that combining land use policies and investment decisions can lead to enhanced liveability, and is a key objective of the NTRLUS, to improve and strengthen communities and long term economic performance.⁷

2.3.2 Urban Growth Boundary Areas

The purpose of the UGB is to define the extent of urban development to 2032, in the case of the NTRLUS. The UGB areas are not mapped to include existing low-density residential areas, including Rural Living areas, and are controlled separately under the NTRLUS. Despite this, the site at 38a Faulkner Road currently falls within mapped UGB areas, as per figure 5 below. The site is currently zoned Rural Resource, and the regional planning principals indicate that UGB areas are designed to manage, rather than accommodate regional urban growth.⁸ The strategies identified to achieve this include providing opportunities for increasing the capacity of existing UGB areas, and should be given priority, rather than expanding the UGB areas.

Considering that the site falls within existing UGB mapping, indicates that the site has been considered appropriate for future urban development, against the following general criteria:

- *be physically suitable;*
- *exclude areas with an unacceptable risk of natural hazards including predicted impacts of climate change;*
- *exclude areas with significant biodiversity values and be appropriately separated from incompatible land uses;*
- *be either a logical expansion of an existing urban area, or of sufficient size to support the efficient provision of social and economic infrastructure.⁹*

Although the site is currently zoned Rural Resource, the site is considered consistent with this criteria. Rural Living lots on the site would serve as a logical expansion of the existing Ravenswood

⁶ Northern Tasmania Regional Land Use Strategy (2016, p: 23).

⁷ Northern Tasmania Regional Land Use Strategy (2016, p: 12).

⁸ Northern Tasmania Regional Land Use Strategy (2016, p: 31).

⁹ Northern Tasmania Regional Land Use Strategy (2016, p: 31).

locality to revitalise and support the existing demographic, and provide new small scale lifestyle living opportunities in close proximity to the Launceston CBD and primary activity centres.

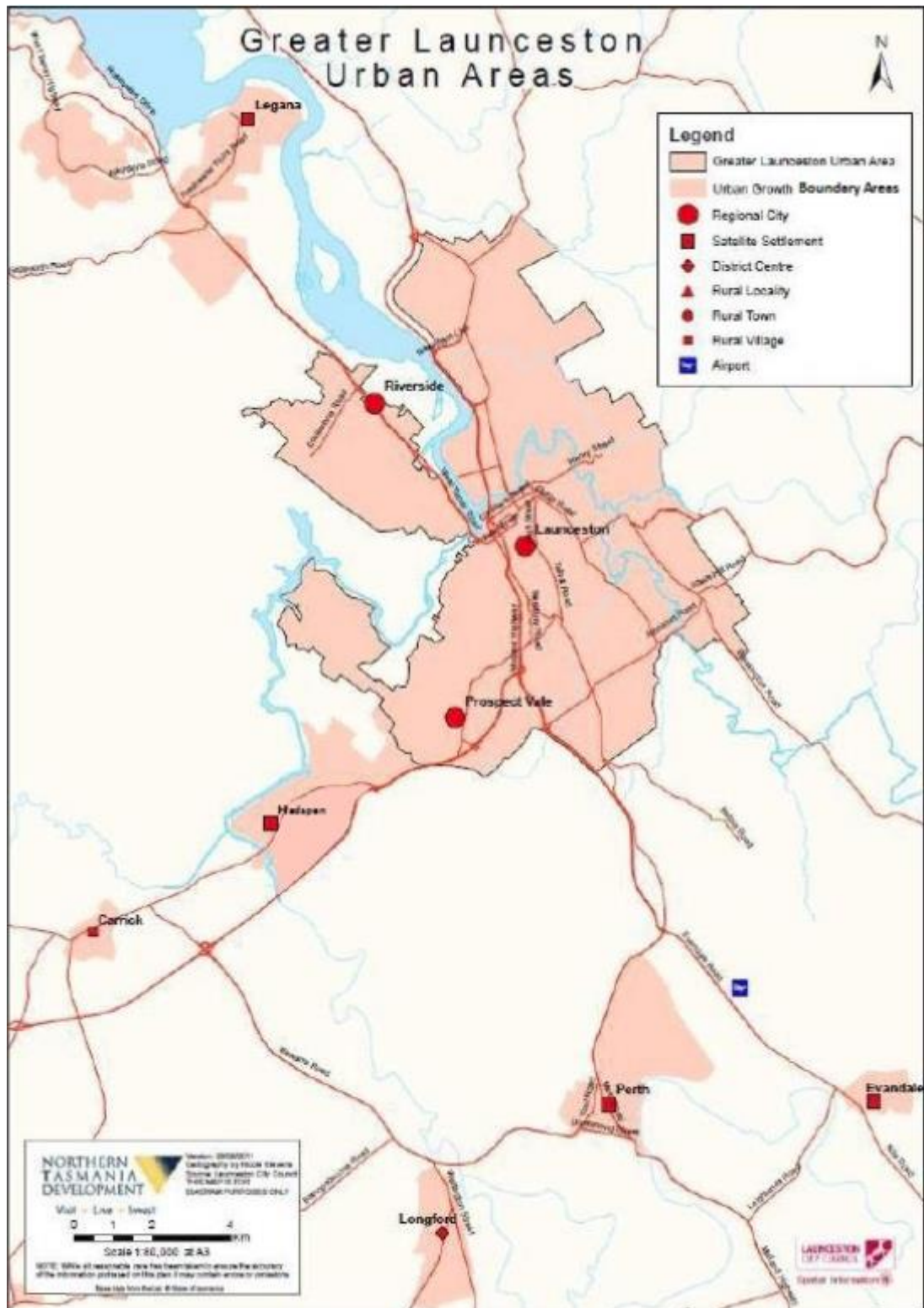


Figure 5: Mapped UGB areas (source: NTRLUS, 2016)

The NTRLUS acknowledges that Rural Living Areas can be provided to support opportunities for residential use on larger allotments. This sentiment is also adopted in the Launceston Residential Strategy 2009-2029, which states further that sites not explicitly identified as future rural living

areas may be rezoned to provide for rural living options. This will be detailed further under section 2.4 of this report.

The NTRLUS describes Rural Residential areas as:

Land that has no real potential for efficient or practical agricultural or rural resource use on a commercial basis where the land use pattern is characterised by:

- *Predominately residential land use i.e. lifestyle blocks, hobby farms or low density residential subdivisions; and*
- *Fragmentation of the cadastral base and property ownership; and may also include*
- *Topographical constraint resulting in physical impediments to rural resource use or connectivity, which may include bio-diversity protection and/or conservation.*¹⁰

Considering the above, the site is within close proximity to existing General Residential areas, and there is currently no buffer between Residential zoning and the existing Rural Resource zoning on the site. A Rural Living Zone in this area would provide a more appropriate buffer between existing Rural Resource use and Residential Use by providing larger 'lifestyle' lots.

The NTRLUS provides Regional Planning Principals and strategies in regard to the provision of Rural Living Areas, the following of which is relevant to the proposal:

2. Support Rural and Environmental Living areas in appropriately located areas where it does not fragment productive rural land.

*4. Provide and maintain appropriate levels of infrastructure and services to Rural and Environmental Living areas.*¹¹

The accompanying Agricultural Assessment has determined that the site does not contain productive rural land. In addition to this, rezoning the site would allow for a reasonable transition between existing higher density general residential development and potential rural resource use on adjacent properties. This is also supported by the following statement outlined in the NTRLUS, which relates to transitions between existing regional rural, natural productive resources and rural living areas and areas identified within the UGB:

*The transition from this land use area to that of the Urban Growth Boundary Area and natural environmental area should consist of a graduation of land uses and activities to reflect a scale of development that allows for adequate buffering and separation distances to protect the integrity and intent of the land use area and to manage/mitigate any potential land use conflicts.*¹²

The rezoning of the property to Rural Living A under the SPP and subsequent LPP would ensure an adequate buffer between high density general residential land and existing rural resource land, thus preventing potential land use conflicts. This issue will be addressed under section 6.2 of this report.

This statement leads directly into the following section regarding Rural and Environmental Living Development.

2.3.3 Rural and Environmental Living Development

According to the NTRLUS, the provision of new Rural Living/Rural Residential areas should demonstrate that such areas are a preferable alternative to existing undeveloped rural residential areas and can comply with objectives for sustainability under the Land Use Planning and Approval

¹⁰ Northern Tasmania Regional Land Use Strategy (2016, p: 33).

¹¹ Northern Tasmania Regional Land Use Strategy, (2016, p: 34)

¹² Northern Tasmania Regional Land Use Strategy, (2016, p: 32).

Act. An analysis of the proposed rezoning will be undertaken against the relevant sustainability provisions of LUPAA under section 7 of this report.

The NTRLUS provides specific policies and actions with regard to development involving Rural and Environmental Living.

The policies relevant to the proposal are detailed below, along with the corresponding actions:

Rural and Environmental Living Development	
Policy	Actions
<p>RSN-P21 - Rural and environmental lifestyle opportunities will be provided outside urban areas.</p> <p>RSN-P22 - Rural and environmental lifestyle opportunities will reflect established rural residential areas.</p> <p>RSN-P23 - Growth opportunities will be provided in strategically preferred locations for rural living and environmental living based on sustainability criteria and will limit further fragmentation of rural lands.</p> <p>RSN-P24 - Growth opportunities for rural living and environmental living will maximise the efficiency of existing services and infrastructure.</p>	<p>RSN-A19 - Rural living land use patterns will be identified based on a predominance of residential use on large lots in rural settings with limited service capacity that are outside urban areas.</p> <p>RSN-A20 - Planning schemes should prioritise the consolidation of established rural residential areas over the creation of new rural residential areas.</p> <p>RSN-A21 - Target growth to preferred areas based on local strategy and consolidation of existing land use patterns.</p> <p>RSN-A22 - Planning scheme provisions must specifically enable subdivision opportunity to preferred areas by setting minimum lot sizes based on locality.</p> <p>RSN-A23 - Ensure future locations of the Rural Living zone will not require extension of the Urban Growth Boundary Areas, compromise productivity of agricultural lands and natural productive resources.</p> <p>RSN-A24 - Ensure future locations of the Environmental Living zone do not compromise environmental values</p> <p>RSN-A25 - Consolidation and growth of rural living and environmental living areas is to be directed to areas identified in local strategy, that align with the following criteria (where relevant):</p> <ul style="list-style-type: none"> • Proximity to existing settlements containing social services; • Access to road infrastructure with capacity; • Onsite waste water system suitability; • Consideration of the impact on natural values or the potential land use

	<p>limitations as a result of natural values;</p> <ul style="list-style-type: none"> • Minimising impacts on agricultural land and land conversion; • Minimising impacts on water supply required for agricultural and environmental purposes; • Consideration of natural hazard management; • Existing supply within the region; • Potential for future requirement for the land for urban purposes; and • The ability to achieve positive environmental outcomes through the rezoning.
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Table 1: Rural and Environmental Living policies and actions (source: NTRLUS, 2016, p: 61-62).

Of particular relevance to the proposed rural living rezoning and subdivision, is the criteria outlined in RSN-A25, which details requirements to be considered when assessing consolidation and growth of rural living areas. The site at 38a Faulkner Road, Ravenswood can comply with all of the aforementioned criteria, in that the site is in proximity to the existing Ravenswood settlement and is located within 3km of East Launceston, where social services are available.

The site also has multiple access points to Faulkner Road and Faraday Street if required. Both roads are sealed and of a high standard to accommodate additional vehicle movements that would likely be generated by the proposed subdivision. The accompanying Agricultural Assessment has provided detailed land capability mapping for the site, which is discussed in further detail under section 3.3 of this report. The report does not detail the soil types on-site, and therefore a soil assessment may be required to determine the predominant soils on site and whether these would be appropriate for on-site waste water disposal.

The site is relatively clear of vegetation, except for sparsely vegetated areas on the western and south-western aspect of the site. A site assessment may be required to determine that these areas do not contain any important natural values.

The accompanying Agricultural Report has concluded that the site contains predominately Class 5 and 6 land, which is generally unsuitable for horticultural or significant agricultural activities. Therefore, the site would not result in the fettering of any potential agricultural use on adjacent sites.

The Ravenswood area, and wider residential areas (e.g. Waverly, Mayfield and St Leonards) would not be considered to be densely populated, and there are significant areas that could provide for additional Rural Living ‘lifestyle’ options and provide a more consolidated residential area. The pattern of existing development can be seen in figures 8 and 9 of this report (page 13 & 14).

2.3.4 Activity Centres and Economic Development

The following figure identifies the current activity centres in the wider Launceston area. Although Ravenswood is not identified on these maps, the site is in close proximity to several activity centres, particularly Launceston CBD which is identified as a principal activity centre. Ravenswood is also in close proximity to several other local suburbs such as St. Leonards to the south-west.

These areas provide essential community services, and are with 3.5km of Ravenswood. The NTRLUS provides policies and actions to ensure continued social and economic progress in lower order activity centres, to revitalise and strengthen local communities and improve existing conditions to sustain a viable population base in these areas and support the development of new neighbourhoods and local centres.¹³

As outlined previously in this report under section 2.2.1, Census data over the last 3 Census periods (2006, 2011, 2016) has demonstrated a decline in the population of Ravenswood over the last 11 years. The Census data indicates the population number for the following years 2016 (3,625 people), 2011 (3,974 people) and 2006 (4,147 people) based on State Suburbs data. Considering this, a new residential development in the locality providing a new option in lifestyle living would likely provide a much-needed boost to a currently stagnated area, and provide further opportunities for community growth in the area.

¹³ Northern Regional Land Use Strategy (2016, p: 73).



Figure 6: Activity Centre Network (source: NTRLUS)

2.3.5 Natural Hazards

There are a significant number of natural hazards that currently impact upon development in the greater Launceston area. Of these hazards, risks associated with bushfire and riverine inundation are of the highest risk to users and development within the Launceston area. As recently as 2016, Launceston has been subject to significant flood events, which have resulted in significant damage to numerous tourist destinations and industry areas. The NTRLUS provides policies and actions to guide planning and development in areas subject to these risks. Of these policies and actions, the ones relevant to the site at Ravenswood are detailed below:

Natural Hazards	
Policy	Actions
NH-P02 - Ensure that future land use and development minimises risk to people and property resulting from flooding.	NH-A04 - Include controls in planning schemes based on current best practice to manage risk to persons and property resulting from inundation.
NH-P03 - Ensure that future land use and development minimises risk to people and property resulting from bushfire hazard.	<p>NH-A05 - Include controls in planning schemes based on current best practice to minimise risk to persons and property resulting from bushfire hazard.</p> <p>NH-A06 - Ensure subdivision design responds to bushfire hazard risks by providing for alternative access, building setbacks and buffer distances based on current best practice.</p>

The site would be considered bushfire prone, and there is a densely vegetated area to the south of the site, contained within the Open Space Zone. A bushfire risk assessment may be required to ascertain whether this natural hazard warrants bushfire hazard reduction measures such as additional setbacks from the southern boundary of the site.

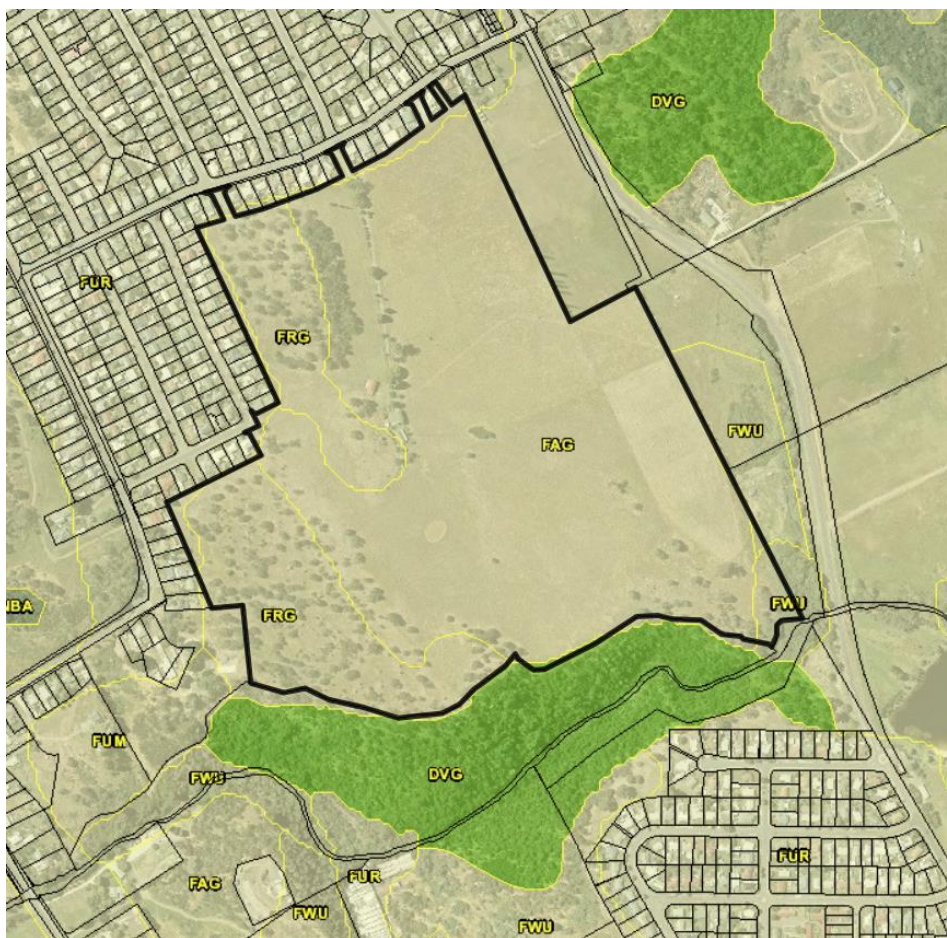


Figure 7: TASVEG 3.0 communities on and around the site (source: LISTMap)

As per figure 7, TASVEG 3.0 Mapping identifies the site has having predominately Agricultural, Urban and Exotic vegetation communities, as per the following:

FRG: Regenerating cleared land;

FAG: Agricultural Land.

The area to the south of the site, within the Open Space Zone, contains Eucalyptus viminalis grassy forest and woodland (DVG).

In terms of inundation risk, the site is located approximately 800m from the North Esk River and is unlikely to be subject to flood or inundation. Any such event may result in limited access to the site from Ravenswood Road, however there are two other roads that provide access to Ravenswood from the north and west.

2.4 LAUNCESTON RESIDENTIAL STRATEGY 2009-2029

This strategy was developed to guide housing provision in the Launceston area for the next 20 years and beyond. The following figure identifies current zoning areas within the Launceston LGA and provides an insight into the current spread and allocation of Rural Residential land (categorised as Rural Living and Environmental Living).

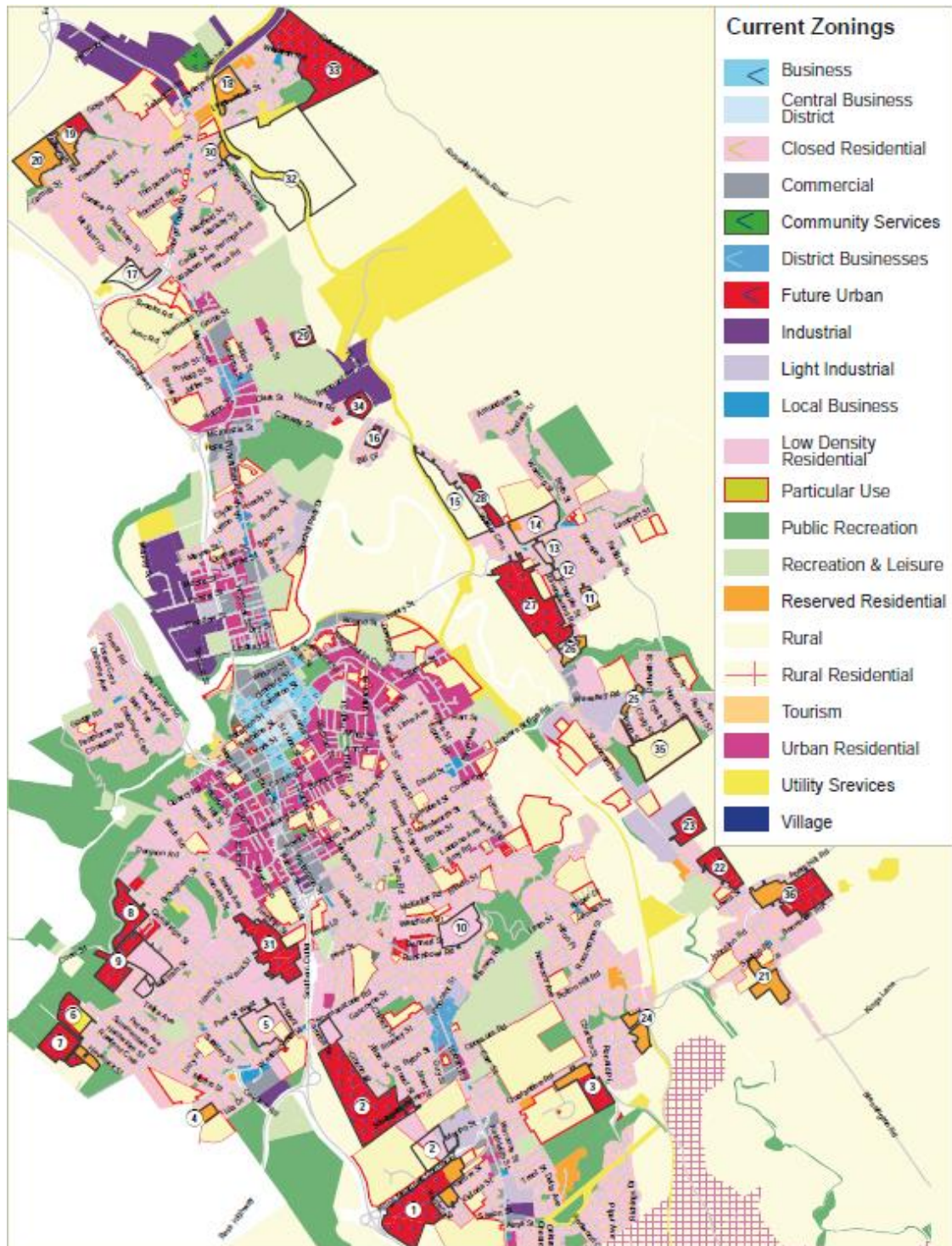


Figure 8: Current zoning and candidate areas for residential subdivision (source: LCC)

The purpose of the Strategy is not to allocate land to accommodate the entire expected demand for Rural Residential development, over the next 10 years. The reason for this is as follows (emphasis added):

1. *The proposed strategy is to not oversupply the market or encourage unfocused demand in the early years of the scheme; the strategy would thereby possibly increase the viability of individual developments.*
2. *Under the proposed strategy Council would retain flexibility and be able to respond to new proposals into the future without being constrained by an overly prescriptive strategy.*
3. *Council would be able to continually monitor and review the success of the strategy. Demand may not reach forecasts and as such additional land may not be necessary; alternatively, infrastructure may become available in an area currently deficient, and this approach would reserve capacity to respond.*
4. *The approach allows some role for the market. Rather than Council choosing all areas it would allow the flexibility to assess proposals by landowners there is considerably more land shown by Councils analysis as suitable for Rural Residential development that could sustainably be zoned.¹⁴*

A recent decision at the Tasmanian Planning Commission has provided the go-ahead for a similar piece of land at 30 Boomer Road, Waverley, located approximately 2.5km south-east of the proposed site at 38a Faulkner Road, Ravenswood. The approval was given for a significantly smaller site, however the Launceston Residential Strategy recognises that Rural Residential development diverts demand from rural areas, thereby minimising potential impacts on agricultural uses, and safeguards land with agricultural or rural resource potential. The Launceston Residential Strategy also identifies a considerable shortfall in Rural Residential Living options and that there is some justification for zoning, or rezoning additional land for Rural Living/Rural Residential living in the coming years, as demand increases for more ‘lifestyle’ oriented residential subdivisions.¹⁵

The NTRLUS recognises that the provision of a greater mixture of residential densities is required to provide people with a greater variety of housing choice, particularly as sustainable forms of living become increasingly popular. The NTRLUS provides a guide to dwelling densities in and around Launceston and provides general urban design outcomes for Rural Living areas, which includes:

large lot subdivision that consists of predominately detached housing set within a rural landscape setting that forms a transition to the Rural Resource Zone areas.¹⁶

2.5 GREATER LAUNCESTON PLAN - 2014 - 2029

The GLP has been developed as a community vision designed to guide sustainable development of Launceston and its suburbs and localities over the next 20 years and beyond. The plan provides a high level strategic policy framework which has been informed by the NTRLUS and supporting national, state and regional policy documents. The theme of Liveability and Amenity has been discussed in detail in accompanying strategic documents referenced as part of this report.

The GLP also provides an analysis of likely residential demand, in terms of land requirements over a 23 year period from 2013 to 2036. According to the GLP, residential land (including conventional and low density) accounts for approximately 91 per cent of the likely total urban land requirements

¹⁴ Launceston Residential Strategy 2009-2029, *Launceston City Council* (2009, p: 59)

¹⁵ Launceston Residential Strategy 2009-2029, *Launceston City Council* (2009, p:51)

¹⁶ Northern Tasmania Regional Land Use Strategy, (2016, p: 56)

over the 23 year period. The overall forecast for residential land requirements over this period, in terms of lots required, is approximately 12,210 lots.¹⁷ These estimates further support a need for new residential subdivisions in proximity to the Launceston CBD and adjoining activity centres.

In addition to this, the GLP provides attributes for Tier 5: Rural residential development:

- *Within 500m of reticulated water*
- *Sealed road frontage*
- *On current garbage collection route*
- *Not in Scenic Protection Special Area*
- *Not containing TASVEG native forest*
- *Continuous with existing rural residential zones.*¹⁸

The site at 38a Faulkner Road complies with 5 of the 6 positive attributes, as the site is within 500m of reticulated water, has sealed road frontage, is on a current garbage collection route, is not within a Scenic Protection Special Area and does not contain TASVEG native forest.

The site contains sparse TASVEG 3.0 vegetation communities, these areas are identified in figure 7 (page 19), however TASVEG 3.0 Mapping identifies these areas as predominately Agricultural, Urban and Exotic vegetation communities, as per the following and are not considered native forest:

FRG: Regenerating cleared land;

FAG: Agricultural Land.

2.6 CITY OF LAUNCESTON STRATEGIC PLAN 2014-2024

The purpose of the plan is to provide focus on the delivery of outcomes and significant projects identified in the Greater Launceston Plan (GLP). The Strategic Plan has been developed to provide actions and strategies that the City of Launceston will pursue to deliver on the objectives and actions of the GLP.

2.7 INFRASTRUCTURE

Infrastructure covers numerous areas including physical services such as water, sewerage, telecommunications and stormwater. According to the NTRLUS, the wider Launceston area is relatively well serviced, however due to an absence of broader strategic planning framework, some areas have been left with ageing infrastructure. Of the four key regional goals identified in the NTRLUS, Goal 1 aims to:

Facilitate economic development through competitiveness and innovation strategies (productivity) by integrating land use and infrastructure planning (inclusive of transport) that achieves leverage and value from the return of investment into infrastructure provision.

This regional goal is supported by strategic directions to guide planning and decision making, of these directions, Strategic Direction 2 identifies the following with regard to infrastructure:

SD2 - Adopt an integrated and coordinated approach to all of government infrastructure, transport and land use planning by achieving the following strategy objectives:

¹⁷ Greater Launceston Plan, *Renaissance Planning*, (2014, p: 33).

¹⁸ Greater Launceston Plan, *Renaissance Planning*, (2014)

- a. *Coordinate the provision of necessary transport, energy, communications and other infrastructure services with appropriate zoned and located land for development that can add value to the level and return of investment.*
- b. ...
- c. ...
- d. *Coordinate land use, future sewerage and water provision promoting effective and efficient use of existing service infrastructure.*
- e. ...¹⁹

The site at Ravenswood falls within existing transport network, with bus services and ample road access provided within the area. Direct links to activity centres at St Leonards and East Launceston are provided from Faraday Street (to St Leonards) and Ravenswood Road and Henry Street (to East Launceston). Vermont Road also provides direct access to northern-eastern suburbs of Mowbray, Newnham and Mayfield. Details regarding existing water, sewerage and stormwater services will be addressed in further detail under section 3.4 of this report.

¹⁹ Northern Tasmania Regional Land Use Strategy, (2016, p: 22).

3. SITE ANALYSIS

The following section provides specific detail about the features of the land and an assessment of the various constraints and opportunities from the site has been undertaken to inform the options for subdivision and development on the site.

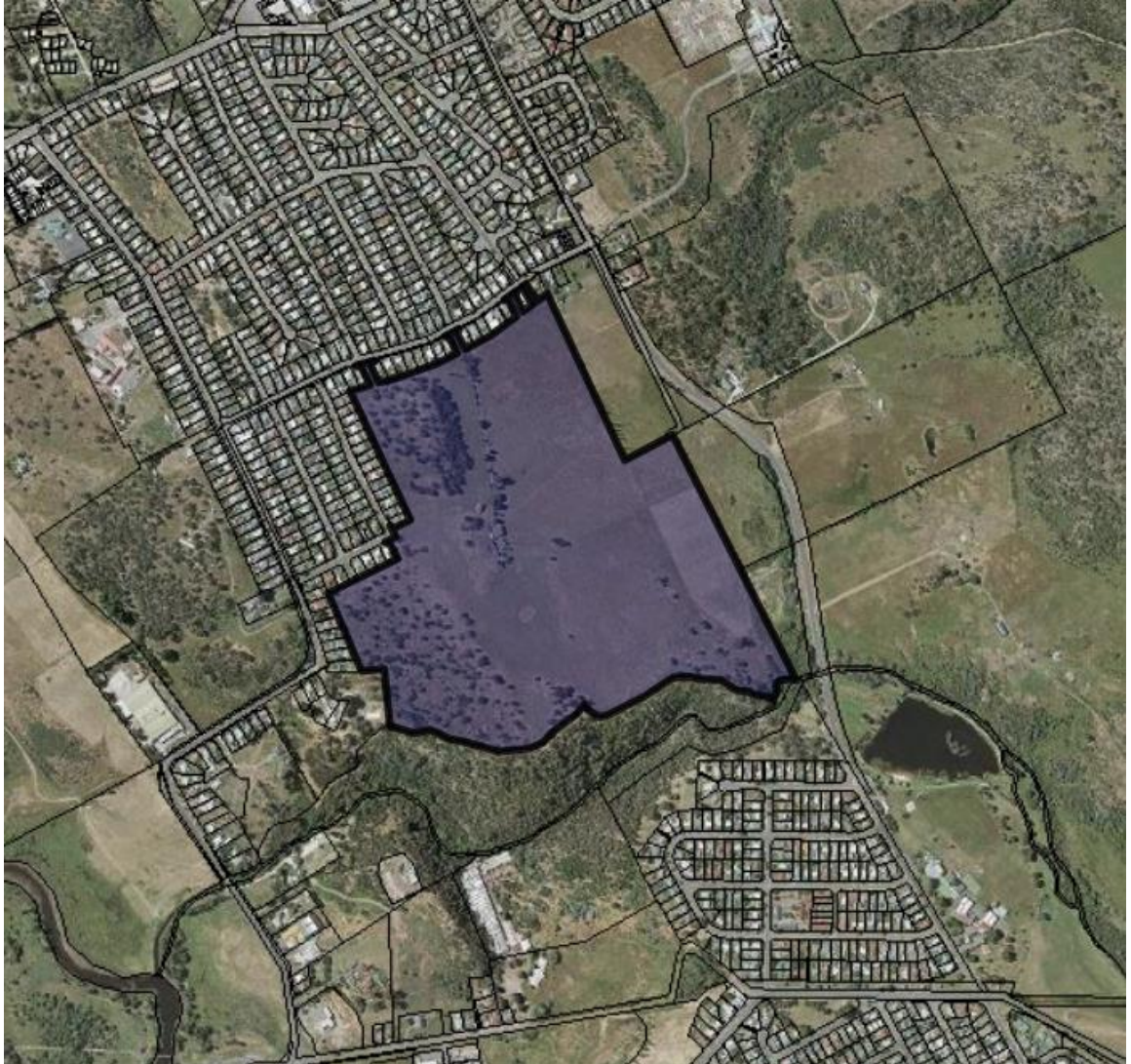


Figure 9: Aerial Photo (source: LISTMap)

3.1 SUBJECT LAND

The land that is the subject of this application is located within the greater Launceston Area. The subject land for this application comprises approximately 39ha and is currently utilised for hobby scale farming and grazing purposes. The site is relatively clear of native vegetation, with loosely vegetated areas along the western and north-western boundaries of the site. The site borders an area zoned Open Space to the south of the property, which is far more densely vegetated predominately consisting of dry Eucalyptus forest and woodland. This area may pose a significant bushfire risk, and setbacks from the southern boundary may need to take into account any potential bushfire hazard reduction measures.

3.2 EXISTING DEVELOPMENT

There are a number of existing buildings on the site predominantly in the centre of the site. These buildings form part of the existing 'Tara Hill Farm' which currently occupies the site. There are several existing access points to the site along Faulkner Road, however only one of these is currently used.



Figure 10: Extent of existing development on the site (source: LISTMap)

3.3 LAND CAPABILITY

An Agricultural Report has been undertaken by AK Consultants to provide a detailed analysis of the subject site and satisfy the requirements of the *Launceston Interim Planning Scheme*, and to enable assessment against the *State Policy on The Protection of Agricultural Land 2009*.

According to the report, the site has been identified as possessing predominately class 5 land, which is considered to be land unsuited to cropping and with slight to moderate limitations to pastoral use. An area of approximately 21ha has been identified as class 5 land, whilst 2ha has been classed as Class 5 & 6 land and 16ha of Class 6 land. Class 6 land is considered to be land marginally suited to grazing due to severe limitations. This is consistent with existing use on the property, primarily for grazing purposes and small scale 'hobby farm'. According to the report, recent mapping undertaken by the Department of Justice as part of the *Agricultural Land Mapping Project (ALMP)*, has considered the site to be 'unconstrained' and within the Agricultural Zone. This mapping was undertaken to guide local councils with segregating existing Rural Resource and Significant Agricultural Zones to the new Rural Zones and Agricultural Zones, under the SPP. According to AK Consultants, this mapping was not intended to provide a comprehensive analysis

of potential agricultural land, and is designed to provide a broad-scale analysis of land capability to guide more in-depth area specific land capability studies.

Therefore, the Agricultural Report has determined that there is scope to consider alternative zoning on the site, particularly as the Land Capability Assessment conducted as part of the report indicates that the site has limited potential for agricultural use, considering the apparent land classifications of Class 5 and 6 land. As such, the report finds that the rezoning of the land at 38a Faulkner Road to Rural Living would not result in a loss of land to the agricultural productivity of the Launceston area, and would not constrain nearby agricultural uses.

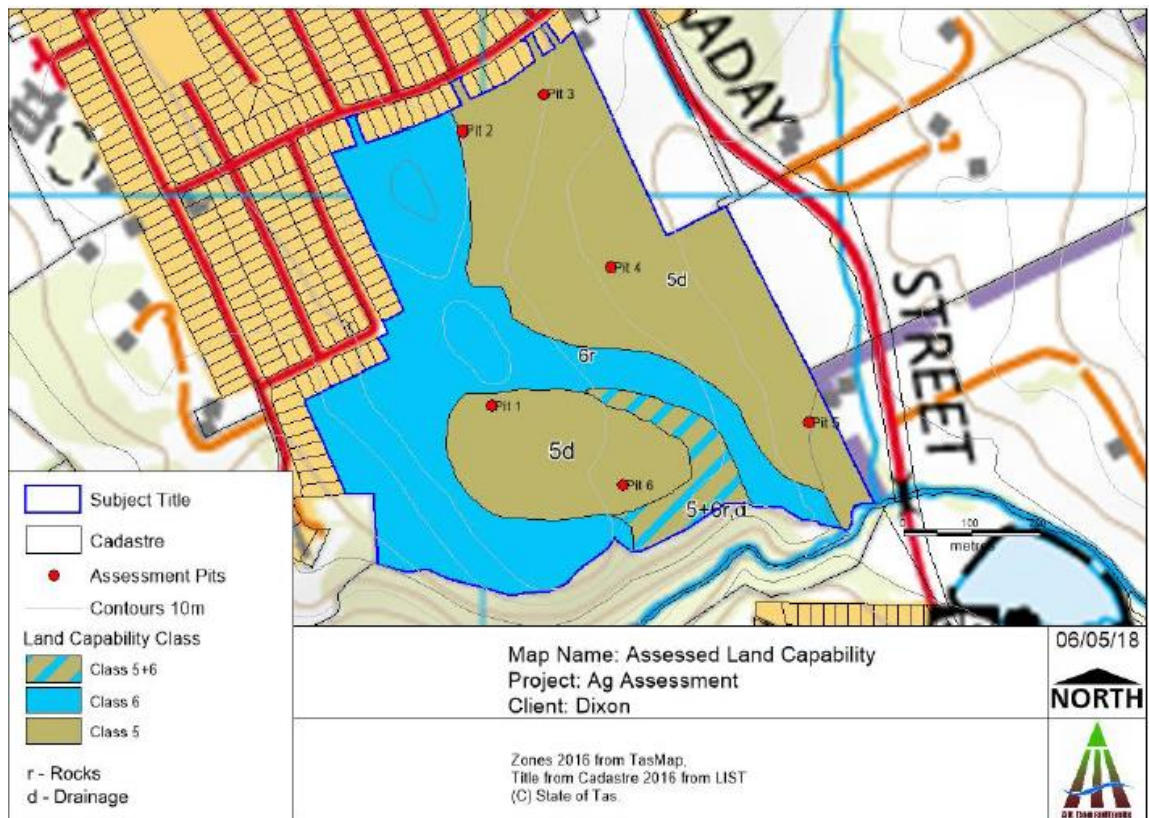


Figure 11: Mapped Land Capability on the site (source: AK Consultants)

3.4 INFRASTRUCTURE

3.4.1 Water

As illustrated in the figure below, the site is serviced by reticulated water infrastructure. However, recent conversations with the client and Council have determined that although the site can be serviced, the cost associated with providing service connections to the subdivision would be significant, and may not be economically viable to provide service to each proposed lot.

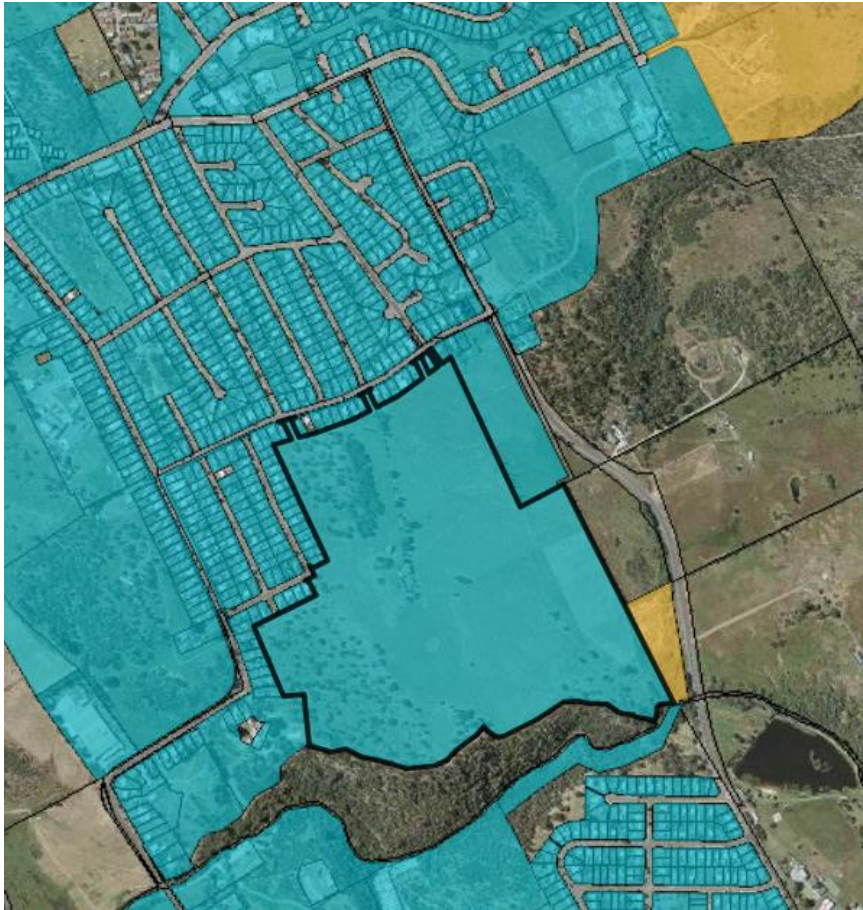


Figure 12: Water serviced land yellow = limited service, cyan = full service (source: LISTMap)

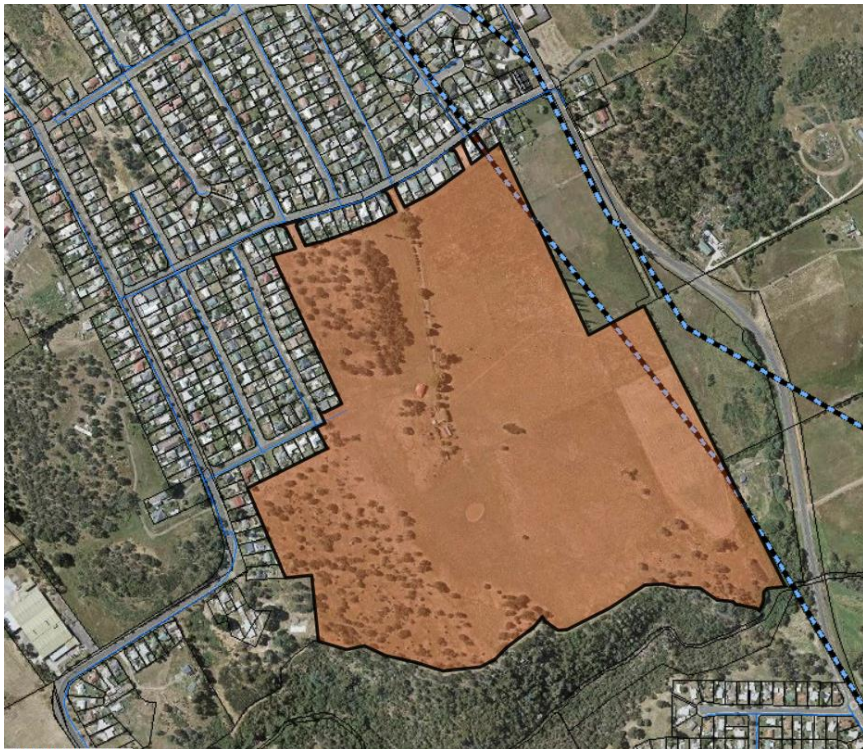


Figure 13: Water mains (blue lines) and the site (orange) (source: LISTMap)

3.4.2 Sewer

The site is serviced by reticulated sewerage mains and is capable of connecting via gravity feed. The likelihood of piping being provided to each proposed lot within the subdivision may be problematic, as the client has identified that such an undertaking would be extremely costly, considering the consistency of earth on site. Therefore, some sections of the site may include on-site waste-water treatment systems, which is considered fairly standard practice for Rural Living lots, particularly in un-serviced areas. Further investigations would need to be undertaken into the feasibility and capacity of surrounding land to provide sewerage facilities. The figure below demonstrates the areas currently serviced by sewerage infrastructure, including the location of existing sewage mains in the vicinity of the site.

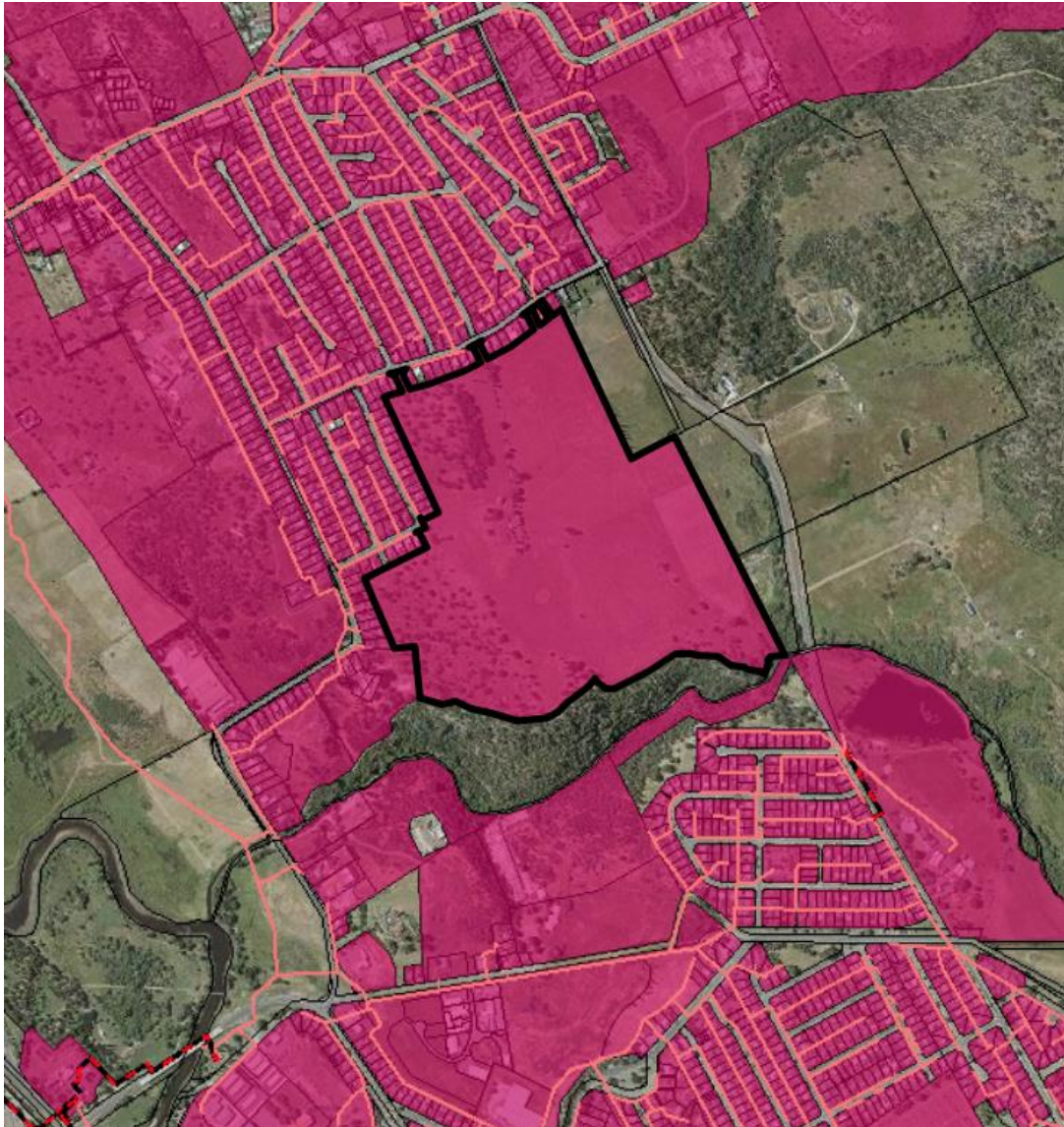


Figure 14: Sewer serviced land (Source: LISTMap)

3.4.3 Stormwater

According to overlay maps, the site is not serviced by reticulated stormwater infrastructure. However, Faulkner Road does have public drains that run along either side of residential roads, therefore advice from TasWater may be required to ascertain whether the current mapping is out-of-date. However, as mentioned previously, the cost of providing water, sewerage and stormwater infrastructure on the site would be costly, and therefore some proposed lots may require on-site

management of waste-water and stormwater. Therefore, future use and development would need to be designed for the harvesting, storage and reuse of any stormwater from impervious surfaces, which would assist with the shortfall in water infrastructure on site. Outflows would need to be designed with respect to Water Sensitive Urban Design Principles and to meet Water Quality targets.

4. PLANNING SCHEME PROVISIONS

The *Launceston Interim Planning Scheme 2015* applies to the site. The following is a consideration of the proposed development against the scheme provisions, highlighting areas of concern or further investigation.

4.2 ZONING

The following figure illustrates the zoning of the subject land and its surrounds.

The site is currently zoned Rural Resource under the LIPS, 2015. The proposed amendment is to rezone the property to Rural Living, including the small portion of the site zoned General Residential. The Rural Living Zone is an existing zoning under the LIPS and will be retained under the SPP.

The site adjoins the General Residential Zone to the north and west, including a small portion of land within the site, and Open Space Zone to the south of the site.

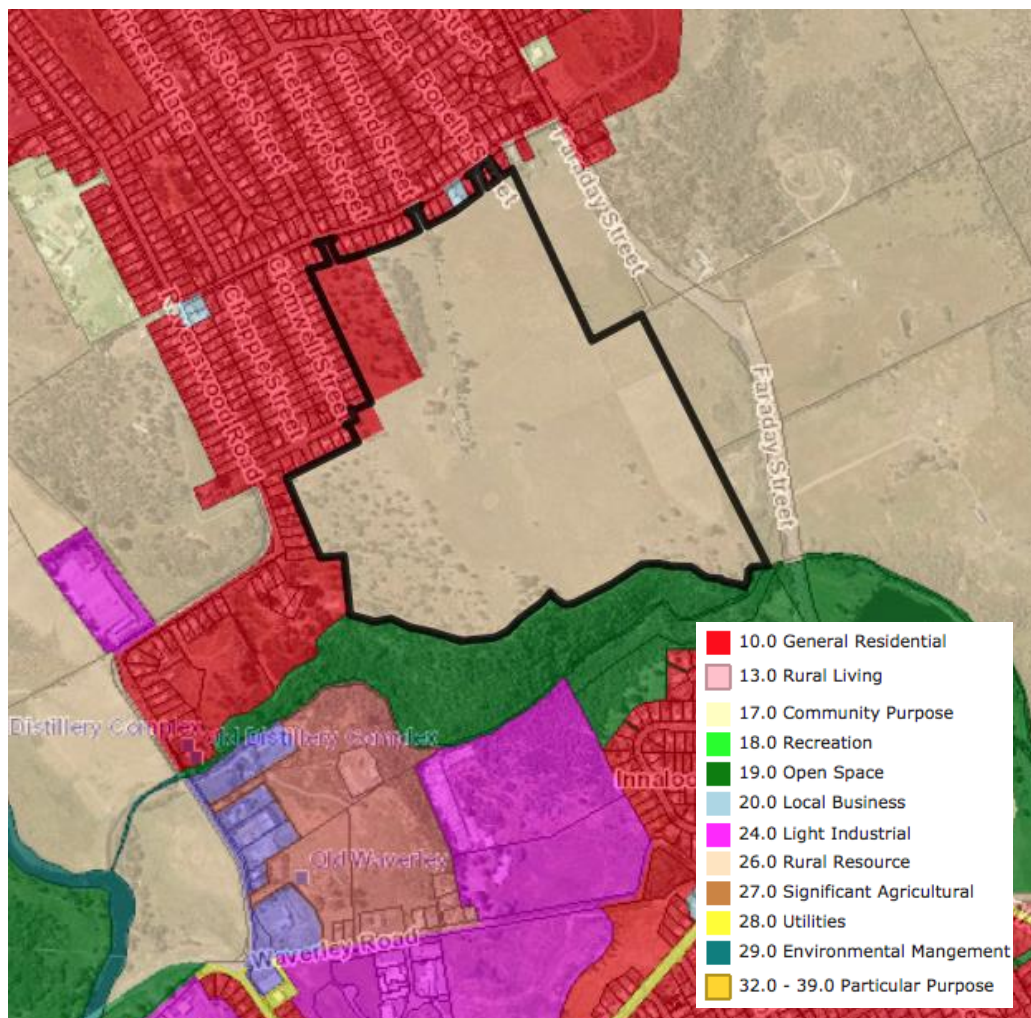


Figure 15: Zoning Plan (Source: LIPS)

4.3 PROPOSED DEVELOPMENT & USE CLASSIFICATIONS

The proposed development is for the construction of 1ha residential lots on the site to provide unique rural living options in close proximity to the Launceston CBD and surrounds. This development would be considered primarily under the following use class.

Residential Subdivision

Under the current Rural Resource Zoning, Residential use is restricted to extensions to existing buildings, single dwellings and/or home-based businesses. Under the LIPS, Residential Use is defined as:

Residential - use of land for self contained or shared living accommodation. Examples include an ancillary dwelling, boarding house, communal residence, home-based business, hostel, residential aged care home, residential college, respite centre, retirement village and single or multiple dwellings.

4.4 RURAL RESOURCE ZONE (EXISTING CONDITION)

26.1.1 Zone Purpose Statements

26.1.1.1 - *To provide for the sustainable use or development of resources for agriculture, aquaculture, forestry, mining and other primary industries, including opportunities for resource processing.*

26.1.1.2 - *To provide for other use or development that does not constrain or conflict with resource development uses.*

26.1.1.3 - *To provide for uses that add value to primary industries.*

26.1.1.4 - *To provide for uses that support or service rural communities.*

It is anticipated that land within the Rural Resource Zone will be considered within the Rural Zone under the SPP.

4.4.1 Use Standards

The LIPS 2015 has a number of use standards that are primarily concerned with preventing fettering of agricultural activities within the Rural Resource zone and adjoining land uses. These controls are consistent with the requirements of the Protection of Agricultural Land Policy. The existing scheme also provides specific standards for the development of dwellings within the Rural Resource Zone. These use standards provide opportunities for residential dwellings, provided that they are primarily ancillary or subservient to existing resource development, or agricultural use where the land has been identified as having a low capability for resource and agricultural production. The standards have been altered somewhat within the SPP, which deals specifically with Discretionary use.

4.4.2 Development and Subdivision standards

The development standards from the LIPS vary from the SPP, particularly with respect to setbacks. Permitted building heights are higher, at 12m as opposed to 8m for residential dwellings and substantial boundary setbacks are required in the current scheme, whereas the SPP specifies significantly lower setbacks. Residential use is considered a sensitive use under the current scheme as well as under the SPP, which specifies significant setbacks from Agricultural Zones. These zones are identified as Significant Agricultural Zone under the current scheme, however the site is not in proximity to any current Significant Agricultural Zones. It is unlikely that any of the land that borders the site at 38a Faulkner Road would be rezoned as Agricultural under the SPP. However, this cannot be confirmed until the LPP are declared.

There are also standards that relate to wastewater management and frontage and access requirements, however these provisions are relatively standard.

The current standards for subdivision in the Rural Resource Zone do not identify specific lot sizes, rather, the provisions relate specifically to lot sizes that are sufficient for resource development.

Residential use is not specifically addressed as it is considered a discretionary use within the zone, and only if for a single dwelling that is subservient to existing or proposed agricultural or resource development uses. The current scheme provides performance criteria that are designed to prevent the fragmentation and fettering of rural land. Likewise, the SPP have controls to prevent fragmentation.

Minor changes for boundary adjustments, if necessary, are dealt with in the special provisions of the scheme (clause 9.3). However, substantial boundary adjustments is unlikely.

4.5 RURAL LIVING ZONE

13.1.1 Zone Purpose Statements

13.1.1.1 - To provide for residential use or development on large lots in a rural setting where services are limited.

13.1.1.2 - To provide for compatible use and development that does not adversely impact on residential amenity.

13.1.1.3 - To provide for use and development that is compatible with local natural values.

The Rural Living Zone will be retained within the SPP, however each area zoned as such will be divided into 4 sub-categories as follows:

Rural Living Zone A = 1ha

Rural Living Zone B = 2ha

Rural Living Zone C = 5ha

Rural Living Zone D = 10ha

Where these zones will be applied will be detailed once local Councils finalise their LPPs, which will detail changes to existing zoning and new zoning areas. A recent application to the Launceston City Council for a similar rezoning of Rural Resource land to Rural Living was approved under delegation at the Tasmanian Planning Commission.

4.5.1 Use Standards

Under the current LIPS, residential use for single dwellings or home-based businesses, understandably, do not require a permit. As mentioned previously, under the SPP this zoning will remain, as will the existing use standards. The current LIPS provides discretionary use standards for a number of resource processing and other commercial uses, however this will be limited under the SPP, along with the addition of use standards for visitor accommodation.

As the proposed rezoning is to allow residential use on the site, the existing use standards and proposed standards under the SPP do not apply.

4.5.2 Development and Subdivision Standards

Under the LIPS, the development standards provide a maximum site coverage of no greater than 5% of the total size of the site. This standard would apply to each lot after the subdivision process. Any development resulting in a site coverage over 5% would be considered discretionary, and must have regard to topographical constraints, the capacity of the site to absorb runoff, the size and shape of each lot, any need to remove vegetation and have regard to the character of the surrounding area.

The development standards also provide provisions for building height and setback, where the permitted building height is 8m, with performance criteria to assess any proposed development exceeding 8m. The permitted setback from the frontage within the Rural Living Zone, under the LIPS, is 20m, as are required setbacks from side and rear boundaries. A reduction in this setback can be achieved through compliance with the performance criteria, which takes into account similar topographical constraints as mentioned previously, as well as height and bulk of any proposed buildings and solar access to private open space and habitable rooms.

All habitable buildings, including residential buildings are required to be setback no less than 200m from land zoned Rural Resource. Discretion can be sought for this setback requirement, provided that the proposed development can ensure that it will not constrain any adjoining primary industry uses, again having regard to the topography of the site, prevailing setbacks of existing buildings, the type and intensity of the use, any existing natural buffers and the character of the surrounding area and any potential emissions from primary industry use. Under the SPP the permitted setbacks from frontage and side and rear boundaries area significantly reduced.

Under the current LIPS zoning, rural residential lots must have a minimum lot size of 4ha and provide frontage to a road with no less than 4m. Discretion can be achieved to provide a lot size of no less than 1ha. Under the SPP, Rural Living zones will be divided into 4 separate zones, each allowing minimum lot sizes of 1ha to a maximum of 10ha. This will be discussed further in section 5.2.

In the case of water and stormwater management, the site is not serviced by public stormwater infrastructure, therefore any subdivision would need to ensure that stormwater can be collected and discharged from the site without causing undue environmental impacts. In terms of water services, the site is capable of being serviced by water mains, however the topography and consistency of the earth on-site may result in significant costs associated with providing such infrastructure to the entire site. In this instance, some properties may be required to provide on-site wastewater management, and water tanks may be required.

4.6 BUSHFIRE PRONE AREAS CODE

Much, if not all of the site would fall within the definition of a Bushfire Prone Area. The provisions of the code apply where an application is to be made for subdivision, or for a vulnerable use. A vulnerable use is defined as follows in the code:

means a use that is within one of the following Use Classes:

- (a) *Custodial Facility;*
- (b) *Educational and Occasional Care;*
- (c) *Hospital Services;*
- (d) *Residential if for respite centre, residential aged care home, retirement home, and group home.*

Single or Multiple dwellings are not considered vulnerable uses under the code, however the code does apply to subdivision.

Subdivision in a bushfire prone area is required to provide hazard reduction measures, unless the Tasmania Fire Service, or an accredited person certifies that the risk from bushfire is insufficient to warrant hazard management areas. Bushfire Prone Areas have not yet been mapped within the Launceston LGA, therefore where no mapping is evident, bushfire prone areas constitute any area at or greater than 1ha that consists of contiguous vegetation. The following definitions are provided from the LIPS, 2015.

Bushfire-prone area:

means:

- (a) land that is within the boundary of a bushfire-prone area shown on an overlay on a planning scheme map; or
- (b) where there is no overlay on a planning scheme map, land that is within 100m of an area of bushfire-prone vegetation equal to or greater than 1ha.

Bushfire-prone vegetation:

means contiguous vegetation including grasses and shrubs but not including maintained lawns, parks and gardens, nature strips, plant nurseries, golf courses, vineyards, orchards or vegetation on land that is used for horticultural purposes.

The site is within 100m of areas that may be considered bushfire prone, as there is also a large area vegetation to the south of the site, which is currently zoned open space, and identified as a Scenic Management Area. Therefore, a risk assessment may be required to determine if hazard management measures are required. Along with the above, subdivision in bushfire prone areas, or in proximity of bushfire prone areas must provide adequate emergency vehicle access to the site. The Bushfire Prone Areas Code provides several standards for the construction of roads and property access, as well as fire trails if required.

In addition to the above, a subdivision may also be required to provide on-site water tanks for firefighting purposes in areas not serviced by reticulated water mains. It is not currently known whether the site will be serviced by water mains.

Any development would need to be designed with careful consideration of the risk in order to satisfy further building requirements at building application stage. Planning for hazard management areas, fire fighting access, water supply, and BAL rating will need to be integrated with flora and fauna and traffic considerations prior to making a permit application.

4.7 POTENTIALLY CONTAMINATED LAND CODE

Considering the current use of the site as a small scale hobby farm, it is unlikely that the site would possess contaminated soils.

4.8 ROAD AND RAILWAY ASSETS CODE, & PARKING AND ACCESS CODE

There are currently 4 separate access points to the site, with only one currently being used for primary access to the existing dwelling. The provisions of the code relate specifically to the number of accesses provided, the safety and efficiency of those access points and the likely number of vehicles utilising these accesses.

It is likely that any subdivision of the property would significantly add to the number and frequency of traffic utilising these access points , however preliminary subdivision designs have indicated that the primary access utilised by the previous owners will remain as the primary access to the site. This may present issues in regard to accessibility, particularly for emergency vehicles, however provided the access road is designed appropriately, access should not pose any significant issues.

In regard to parking, all dwellings would require at least 1 car parking space and would need to be designed in accordance with Australian Standards. These standards do not differ significantly under the SPP.

4.9 SCENIC MANAGEMENT CODE

A portion of the southern aspect of the site is identified within a Scenic Management Area on the planning scheme overlays. This area is classed as part of the North Esk Flood Plain Precinct, however the development standards under the code do not identify any risks to inundation or flooding. Subdivision within a Scenic Management Area must adhere to the following performance criteria, unless the subdivision is in accordance with a Specific Area Plan.

P2

Development that involves only the clearance or removal of vegetation must have regard to:

- (a) the scenic management precinct existing character statement and management objectives in clause E7.6.3;*
- (b) the physical characteristics of the site;*
- (c) the location of existing buildings;*
- (d) the type and condition of the existing vegetation;*
- (e) any proposed revegetation; and*
- (f) the options for management of the vegetation.*

Clearance of a small area of vegetation on the south-west corner of the site would be required, which falls within the Scenic Management Area. A natural values assessment may be required to determine that no significant natural values are present within this area.

P3

Subdivision must have regard to:

- (a) the scenic management precinct existing character statement and management objectives in clause E7.6.3;*
- (b) the size, shape and orientation of the lot;*
- (c) the density of potential development on lots created;*
- (d) the need for the clearance or retention of vegetation;*
- (e) the need to retain existing vegetation;*
- (f) the requirements for any hazard management;*
- (g) the need for infrastructure services;*
- (h) the specific requirements of the subdivision;*
- (i) the extent of works required for roads or to gain access to sites, including any cut and fill;*
- (j) the physical characteristics of the site and locality;*
- (k) the existing landscape character;*
- (l) the scenic qualities of the site; and*
- (m) any agreement under s.71 of the Act affecting the land.*

These standards will be refined under the SPP, and will be outlined under section 5.2.3 of this report.

Under the current LIPS, Local Scenic Management Areas are identified within the Scenic Management Code, including the North-Esk Flood Plain Precinct. This precinct provides the following management objectives:

The precinct is significant for its scenic and landscape values, being that it forms a significant part of the vista along many major roads on the eastern side of the city, particularly Blessington Road, the major tourist road to the Ben Lomond Ski Fields. It is also significant for its historic, geological, botanical and recreational values.

Management Objectives

- (a) *Development within the Precinct must either complement existing historic development located nearby, or be designed to minimise the visual impact within the landscape, particularly when viewed from major public thoroughfares and viewpoints. Where possible, visually prominent development should be avoided, particularly in the vicinity of the North Esk River.*
- (b) *Subdivision must only take place where it does not adversely affect the existing character of the Precinct.*
- (c) *Landscaping should be consistent with the character of its immediate setting. Along the agricultural sections of the flood plain, the retention of open pasture lands, with a mix of evergreen and deciduous trees, is encouraged.*
- (d) *Weed removal should be encouraged where infestations exist within the precinct, and more suitable replacement vegetation encouraged that is consistent with the prevailing character of its immediate setting.*
- (e) *Native vegetation maintenance and enhancement is encouraged in areas of the Precinct where tracts of native vegetation exist. Removal of native vegetation should only occur when it is unavoidable, and replacement species should include a mix of species that can support native wildlife.*

These management objectives are taken into account within the current code provisions. Under the SPP, the provisions relating to the North-Esk Flood Plain Precinct will be contained within the Flood Prone Area Hazard Code. It is likely that the management objective for this area will be retained, however LPP have not yet been released, and therefore the extent of these areas may be subject to change.

Considering the topography of the site, it is likely that the site would achieve a level of tolerable risk.



Figure 16: Scenic Management Area (North-Esk Flood Plain Precinct) (source: LISTMap)

4.10 BIODIVERSITY CODE

Under the LIPS, the Biodiversity Code applies to development within the Rural Living zone. The standards relate to clearance and disturbance of priority habitat. According to the current LIPS priority habitat overlay, the site does not contain any priority habitat areas, however a site survey and/or natural values assessment may be required to determine that the areas of sparse vegetation on the southern and south-western aspect of the site do not contain priority vegetation.

4.11 WATER QUALITY CODE

This code applies to development within 30m of wetland or watercourse, or where development will result in discharge or stormwater or wastewater to land within 30m of watercourse or wetland. The nearest watercourse is Distillery Creek, which is approximately 65m from the boundary of the site at the shortest point. Therefore, the provisions of the code would not apply to the proposed subdivision. Care will need to be taken when designing on-site wastewater systems if and where they are implemented, and where overflow stormwater will be directed.

4.12 ENVIRONMENTAL IMPACTS AND ATTENUATION CODE

The site is not within proximity to any identified attenuation areas on the LIST Map. Therefore, the provisions of the code do not apply.

4.13 FURTHER CODES

The following codes either do not apply to the proposed rezoning and subdivision or will not result in any significant impacts on development:

- Landslide Code
- Flood Prone Areas Code
- Biodiversity Code
- Open Space Code
- Environmental Impacts and Attenuation Code
- Airports Impact Management Code
- Local Historic Heritage Code
- Coastal Code
- Telecommunications Code
- Invermay/Inveresk Flood Inundation Area Code
- Cataract Gorge Management Area Code
- Signs Code
- Development Plan Code

5. PROPOSED AMENDMENT

5.2 INTENT OF THE AMENDMENT

It is intended to amend the current *Launceston Interim Planning Scheme 2015* to provide scope for the subdivision of the site for Rural Living opportunities, and to reinvigorate the Ravenswood area by increasing residential amenity and increased services where possible.

The primary intent of the amendment is to rezone the site to facilitate future development of the land to improve the capacity and options for Residential use within the region, by providing rural 'lifestyle' lots to entice prospective local and interstate buyers with an option for sustainable rural living lifestyles and provide an appropriate transition between current General Residential lots and Rural Resource land. Such a development is anticipated to reinvigorate the existing Ravenswood locality and improve economic and employment opportunities for current and future residents.

5.2.1 Zoning

It is proposed to rezone the existing land (approximately 39ha) from Rural Resource to Rural Living under the current Interim Planning Scheme, or Rural Living A under the SPP, to provide opportunities for rural 'lifestyle' Residential development. A small portion of land on the north-western aspect of the property was previously rezoned to General Residential. This area has remained undeveloped, and it is proposed to also rezone this area to Rural Living.

Rural Living Zones have been retained within the SPP, however these zones will be will be divided into 4 sub-categories, with corresponding lot sizes, as follows:

Rural Living Zone A = 1ha

Rural Living Zone B = 2ha

Rural Living Zone C = 5ha

Rural Living Zone D = 10ha

The proposed subdivision will result in approximately 35 1ha Rural Living lots, including a new road that will run through the property to provide access to the lots from Faulkner Road.

Under the current LIPS the Rural Living Zone does provide a desired lot size of 4ha per lot, however these requirements have expanded under the SPP, as detailed above, to provide additional lot design options. As per above, areas requiring lot sizes of 1ha, would be classified under the Rural Living Zone A.

5.2.2 Use

The site is proposed to be utilised for Rural Residential 'lifestyle' living, consisting of 1ha lots. Under the current zoning (Rural Resource) residential use is discretionary and only if for a single dwelling. Under the SPP, Rural Living Zones have been provided under 4 subcategories, Rural Residential A, B, C and D with lots sizes ranging from 1ha to 10ha. The proposed rezoning will fall under the Rural Living Zone, which has been retained from the existing LIPS. Under the Rural Living Zone residential use is a permitted use, and will remain so under the Rural Living Zone under the SPP.

5.2.3 Development and Subdivision Standards

The proposed amendment does not require any changes to existing development and subdivision standards, nor any changes to the SPP. Pending the outcome of this amendment, the proposed subdivision will be undertaken in accordance with the requirements outlined in the existing LIPS, or under the SPP and LPP, depending on the timing of the decision for this amendment.

5.3 FORMAT OF THE AMENDMENT

The proposed amendment is to amend the *Launceston Interim Planning Scheme 2015* as outlined to provide opportunity for new Rural Living 'lifestyle' lots to revitalise Ravenswood and provide enticing options for local and interstate buyers with low maintenance rural 'lifestyle' living on 1ha lots.

5.3.1 Mapping

Zoning

Amend the Zoning mapping as follows:

- Rezone CT 127363/1 from Rural Resource and General Residential to Rural Living A, as illustrated below in figure 15 & 16.

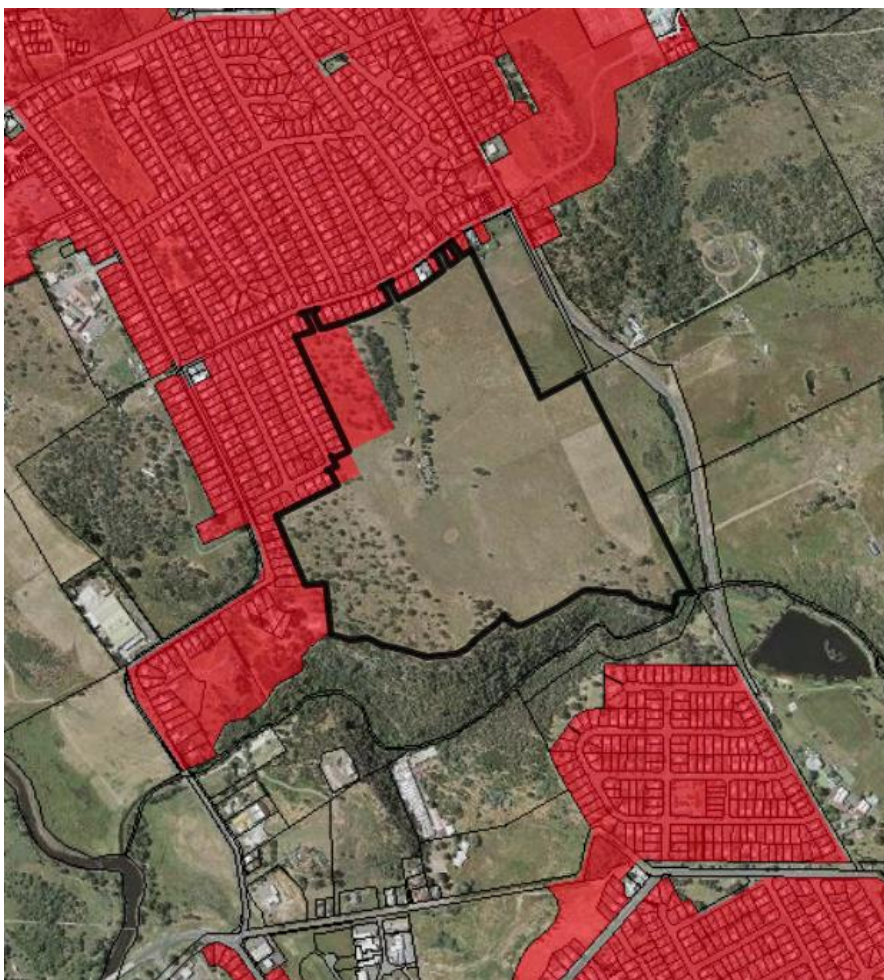


Figure 17: Extent of existing General Residential Zoning (source: LISTMap)



Figure 18: Extent of existing Rural Resource Zoning (source: LISTMap)

6. ASSESSMENT UNDER THE LAND USE PLANNING AND APPROVALS ACT

Section 32 of the *Land Use Planning and Approvals Act 1993* (The Act) requires amendments to planning schemes meet and be considered against the following:

(1) *A draft amendment of a planning scheme, and an amendment of a planning scheme, in the opinion of the relevant decision-maker within the meaning of section 20(2A) -*

(a)

(b)

(c)

(d)

(e) *must, as far as practicable, avoid the potential for land use conflicts with use and development permissible under the planning scheme applying to the adjacent area; and*

(ea) *must not conflict with the requirements of section 300 ; and*

(f) *must have regard to the impact that the use and development permissible under the amendment will have on the use and development of the region as an entity in environmental, economic and social terms.*

(2) *The provisions of section 20 (2) , (3) , (4) , (5) , (6) , (7) , (8) and (9) apply to the amendment of a planning scheme in the same manner as they apply to planning schemes.*

Section 20 also includes the following:

(a) *seek to further the objectives set out in Schedule 1 within the area covered by the scheme; and*

(b) *prepare the scheme in accordance with State Policies made under section 11 of the State Policies and Projects Act 1993 ; and*

(c)

The above provisions are considered in the following sections.

6.2 LAND USE CONFLICTS WITH ADJACENT USES - 32.1.E

The following is an assessment of the various zones that adjoin the proposed amendment area.

Rural Resource Zone

The site is currently zoned Rural Resource and a large portion of land borders the site to the north-east, all of which is contained within the Rural Resource Zone. No permit required uses in this zone include Natural and cultural values management, passive recreation, resource development, and utilities; and permitted uses are home-based child care, or business and professional services. It is not anticipated that the proposed rezoning would impact on any future or existing adjacent rural resource use and would provide a transition between the existing higher density general residential zone, and adjacent rural resource use.

General Residential

Land to the north and north-west of the site is currently zoned General Residential, including a small portion of the site which was previously rezoned General Residential. The proposed rezoning

would provide a more appropriate transition between existing General Residential development and potential Rural Resource uses on adjoining properties.

Open Space

The site is bordered to the south by Distillery Creek, which runs along a small valley where it then drains into the North-Esk River. This area is identified within the Open Space Zone, and no development is proposed within this zone.

6.3 REQUIREMENTS OF SECTION 30(O)

Section 30(O) provides as follows:

30(O). Amendments under Divisions 2 and 2A of interim planning schemes

(1) An amendment may only be made under Division 2 or 2A to a local provision of a planning scheme, or to insert a local provision into, or remove a local provision from, such a scheme, if the amendment is, as far as is, in the opinion of the relevant decision-maker within the meaning of section 20(2A), practicable, consistent with the regional land use strategy, if any, for the regional area in which is situated the land to which the scheme applies.

(2) An amendment, of a planning scheme, that would amend a local provision of the scheme or insert a new provision into the scheme may only be made under Division 2 or 2A if -

(a) the amendment is not such that the local provision as amended or inserted would be directly or indirectly inconsistent with the common provisions, except in accordance with section 30EA, or an overriding local provision; and

(b) the amendment does not revoke or amend an overriding local provision; and

(c) the amendment is not to the effect that a conflicting local provision would, after the amendment, be contained in the scheme.

(3) Subject to section 30EA, an amendment may be made to a local provision if -

(a) the amendment is to the effect that a common provision is not to apply to an area of land; and

(b) a planning directive allows the planning scheme to specify that some or all of the common provisions are not to apply to such an area of land.

(4) An amendment may not be made under Division 2 or 2A to a common provision of a planning scheme unless the common provision, as so amended, would not be inconsistent with a planning directive that requires or permits the provision to be contained in the planning scheme.

(5) Subject to section 30EA, an amendment of a planning scheme may be made under Division 2 or 2A if the amendment consists of -

(a) taking an optional common provision out of the scheme; or

(b) taking the provision out of the scheme and replacing it with another optional common provision.

The amendment proposed is a rezoning to encompass the site, and is a local provision, which can be amended under Division 2 or 2A.

6.3.1 Recent Amendments to the Launceston Interim Planning Scheme, 2015

A recent amendment to the Launceston Interim Planning Scheme, 2015 was submitted for a similar rezoning of land at Waverly, approximately 2km from the subject site at 38a Faulkner Road. This application was to rezone approximately 25ha of Rural Resource land to Rural Living, providing 4 separate lots, all with varying lot sizes. This amendment was approved by the Tasmanian Planning Commission, and the Launceston City Council on the 24th of April, 2018.

The site at Waverley was identified as having class 6 land, similar to that found on the site at Ravenswood. The site at Waverly is not within the Greater Launceston Urban Area and was considered as a 'transitional area' rather than rural. The Commissioners consideration took into account the locality of the site and that purpose to provide rural 'lifestyle' lots that reflect established rural residential areas.

The merits of the proposed amendment at 38a Faulkner Road are considered to be similar to those considered at the TPC for the Waverley amendment, and the considerations are of a similar nature.

6.4 REGIONAL IMPACT

The *Northern Tasmanian Land Use Strategy 2010-2035* (NTRLUS) is the most recent regional strategic document that is relevant to this amendment application.

The proposed amendment is consistent with the following strategic directions of the NTRLUS:

Goal 2: *Enhance community and social development through liveability measure to create health, strong and vibrant urban and rural settlements in accordance with the regional land use categories and related regional planning policies.*

SD5 - Respond to socio-demographic changes by achieving the following strategy objectives:

b. Plan and encourage a diverse range of dwelling types such as small lot housing and multiple dwellings, specifically in more highly accessible locations to match changing household sizes and composition.

The proposed amendment will provide for 1ha Rural Living lots within close proximity to existing residential areas, activities centres (East Launceston, St. Leonards) and provide a unique 'lifestyle' living opportunity for local and interstate buyers. The proposal responds to the population decline in Ravenswood by proposing a more diverse range of dwelling types, and providing a buffer between existing higher density development and broadscale rural resource land to the north-east. As detailed in section 2.2 of this report, Ravenswood has seen a steady decline in population over the last three census periods conducted from 2006, 2011 and 2016. The proposal for approximately 35 Rural Living lots will aid in increasing the population numbers in Ravenswood, providing a necessary boost the existing demographic in the area, and encouraging further development of services and infrastructure in the area. In this regard, the proposed rezoning would respond to socio-demographic change and provide a range of dwelling types not normally available so close to existing activity centres.

SD7 - Enhance social inclusion by achieving the following strategy objectives:

c. Provide for mixed land uses such as the integration of residential and service uses.

The proposed rezoning will provide an integrated buffer between existing general residential use and rural resource use on adjacent land to the north-east. Providing a lower density residential area, between existing rural resource land and general residential land ensures that future uses on rural resource land would have a lesser potential impact on existing residential development in Ravenswood.

Goal 3: *Adopt and maximise sustainability measures for new development and develop stronger community resilience to social and environmental change, such as threats of climate change, changing socio-economic demographics and prevailing economic development conditions.*

SD8 - *Recognise and respond to the Region’s unique environment by achieving the following strategy objectives:*

b. Manage impacts of natural hazards including salinity, areas of land instability, acid sulphate soils, bushfire prone areas, flood-prone areas and contaminated sites;

h. Preserve and protect areas of natural environmental significance, particularly:

i. areas of biodiversity value, particularly important flora and fauna communities including threatened species;

iii. regionally significant open space, visual (scenic) landscape amenity areas and outdoor recreation reserves.

Initial desktop surveys have not encountered any threatened flora or fauna communities or species on site, however detailed mapping may be required as part of the development application process. The most likely location for any biodiversity values would be within the Open Space zone to the south of the site, which contains an active waterway and comprises of predominately eucalyptus forest and woodland, according to TASVEG 3.0 mapping.

This area may increase the risk of bushfire on the site, and as such Council may request a bushfire hazard management plan.

SD9 - *Develop planning scheme provisions to advance sustainability development, adapt to and mitigate the impacts of climate change and reduce energy emissions by achieving the following objectives.*

Environmental Management (Air and Water)

b. Encourage reduced water consumption and use (conservation measures and practices) and promoting innovative water collection practices, reuse and/or recycling measures;

Due to the constrains of the site, and potential costs of providing water and sewerage services across the site - stormwater and sewerage on some lots may require on-site collection and management. This would reduce the load on existing public infrastructure and provide additional options for water management.

6.5 SCHEDULE 1 OBJECTIVES OF LUPAA

The objectives of The Act are considered in the following table:

PART 1 - OBJECTIVES	AMENDMENT RESPONSE
<i>(a) to promote the sustainable development of natural and physical resources and the maintenance of ecological processes and genetic diversity; and</i>	An Initial desktop review has not identified any natural or physical resources on site. The area of land to the south of the site contains reasonably dense vegetation and contains an active waterway that flows into the North Esk River. This area falls outside the site area and will not be impacted by the development. Aside from this area, the site is relatively clear of standing vegetation, with spares areas of vegetation on the south-western aspect of the site.

(b) to provide for the fair, orderly and sustainable use and development of air, land and water: and The proposed amendment facilitates development and use that is respectful of the features of the site and is situated where it can consolidate and improve the existing amenity of Ravenswood. The provision of 1ha lots, also minimises impacts on potential future land use, and provides a buffer between existing higher density residential development.

(c) to encourage public involvement in resources management and planning; and The planning process provides for public involvement.

(d) to facilitate economic development in accordance with the objectives set out in paragraphs (a), (b) and (c): and The amendment will facilitate future use and development of the site for residential dwellings and is consistent with the land use strategy and relevant state and local strategies.

(e) to promote the sharing of responsibility for resource management and planning between the different spheres of Government, the community and industry in the State. The planning process ensures shared responsibility of resource management and planning and allows for comprehensive public and community consultation.

PART 2 - OBJECTIVES	AMENDMENT RESPONSE
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(a) to require sound strategic planning and co-ordinated action by State and local government; and The amendment has been prepared based on the policies of the Northern Tasmanian Regional Land Use Strategy at a regional level and the Greater Launceston Plan and Launceston Residential Strategy at a local level. Strategic documents that have been referenced have been endorsed through a community consultation processes and by relevant tiers of government.

(b) to establish a system of planning instruments to be the principle way of setting objectives, policies and controls for the use, development and protection of land; The proposal is seeking to amend the planning scheme to rezone existing land in accordance with zoning under the SPP. This report has been prepared with respect to the existing provisions and those of the State Planning Provisions, to achieve the strategic intents consistent with relevant objectives and policies.

(c) to ensure that the effects on the environment are considered and provide for explicit consideration of social and economic effects when decisions are made about the use and development of land; Investigations may need to be made to ensure any environmental values of the land have capacity to accommodate the anticipated development.

(d) to require land use and development planning and policy to be easily integrated with environmental, social, economic, conservation and resource management policies at State, regional and municipal levels; The Land Use Planning and Approvals Act, along with relevant state policies, local planning schemes and regional strategic documents ensures that land use and development is directly tied with environmental, social and economic conservation and resource management where applicable. This amendment has been prepared in accordance with the above.

(e) to provide for the consolidation of approvals for land use and development and The LUPAA process provides statutory framework for approving land use and

<i>related matters, and to co-ordinate planning approvals with related approvals;</i>	development, and guides state and local government planning processes. As per LUPAA this amendment will be subject to all regulatory processes.
<i>(f) to secure a pleasant, efficient and safe working environment for all Tasmanians and visitors to Tasmania;</i>	The proposed amendment will aid in revitalising Ravenswood, and improving liveability and community in the area, and ensure a safer and more economically vibrant locality.
<i>(g) to conserve those buildings and areas or other places which are of scientific, aesthetic, architectural or historical interest, or otherwise of special cultural value;</i>	The amendment does not involve any places of scientific, architectural or historical interest.
<i>(h) to protect public infrastructure and other assets and enable the orderly provision and co-ordination of public utilities and other facilities for the benefit of the community;</i>	The proposed amendment will provide access to existing public services where feasible. Future development will need to comply with relevant standards at the development stage of the application.
<i>(i) to provide a planning framework which fully considers land capability.</i>	The agricultural assessment undertaken as part of the amendment into the land capability of the site improves knowledge of the capability of the subject land. Amendments proposed consolidate the existing planning framework for the protection of agricultural land.

7. STATE POLICIES

7.1 THE STATE POLICY ON WATER QUALITY MANAGEMENT 1997

The purpose of this Policy is:

To achieve the sustainable management of Tasmania's surface water and groundwater resources by protecting or enhancing their qualities while allowing for sustainable development in accordance with the objectives of Tasmania's Resource Management and Planning System.

The Policy applies to:

all surface waters, including coastal waters, and groundwaters, other than:

- (i) 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*
- (ii) waters in any tank, pipe or cistern.*

The proposal is required to be considered against the relevant objectives of the Policy and consider the sustainable management of surface and ground water resources.

The objectives of this policy are to:

- (a) focus water quality management on the achievement of water quality objectives which will maintain or enhance water quality and further the objectives of Tasmania's Resource Management and Planning System;*
- (b) ensure that diffuse source and point source pollution does not prejudice the achievement of water quality objectives and that pollutants discharged to waterways are reduced as far as is reasonable and practical by the use of best practice environmental management;*
- (c) ensure that efficient and effective water quality monitoring programs are carried out and that the responsibility for monitoring is shared by those who use and benefit from the resource, including polluters, who should bear an appropriate share of the costs arising from their activities, water resource managers and the community;*
- (d) facilitate and promote integrated catchment management through the achievement of objectives (a) to (c) above; and*
- (e) apply the precautionary principle to Part 4 of this Policy.*

The subject site of this amendment is located within the vicinity of Distillery Creek, which runs through the adjacent Open Space zone to the south of the property. Any stormwater discharge to this area should be ideally be discouraged, however the site is not serviced by existing stormwater infrastructure. Therefore, individual stormwater capture, reuse and disposal systems will be required to ensure that water quality targets can be met, and the rezoning and subsequent subdivision will not result in detrimental effects on Distillery Creek.

7.2 THE STATE POLICY ON THE PROTECTION OF AGRICULTURAL LAND 2009

The purpose of this Policy is:

To conserve and protect agricultural land so that it remains available for the sustainable development of agriculture, recognising the particular importance of prime agricultural land.

The Objectives of the Policy are:

To enable the sustainable development of agriculture by minimising:

(a) conflict with or interference from other land uses; and

(b) non-agricultural use or development on agricultural land that precludes the return of that land to agricultural use.

The policy refers in many areas to Prime agricultural land. Prime agricultural land is defined as being agricultural land classified as Class 1, 2 or 3 land based on the class definitions and methodology from the *Land Capability Handbook, Second Edition*, C J Grose, 1999, Department of Primary Industries, Water and Environment, Tasmania.

A detailed assessment of the capability of the land on site has been undertaken by AK Consulting, and is summarised under section 3.3 of this report. The report has determined that the site contains primarily Class 5 and 6 land, and rezoning of the property would not result in a loss to the agricultural productivity of the Launceston area.

Notwithstanding the above, existing rural resource land to the north-east of the site has been mapped as class 4, 5 & 6, none of which fall within the definition of prime agricultural land.

Non-agricultural uses proposed will need to be prepared in accordance with the objectives of the Policy. The principles of the State Policy on the protection of Agricultural Land 2009 which apply to non-prime agricultural land are considered below:

POLICY	RESPONSE
<p><i>1. Agricultural land is a valuable resource and its use for the sustainable development of agriculture should not be unreasonably confined or restrained by non-agricultural use or development.</i></p>	<p>The subject amendment has been prepared with respect to the agricultural capability of the land, as well as other planning considerations including natural assets and bushfire risk.</p> <p>The proposed amendment will not impact on agricultural land to the east and north-east, and aims to provide a transition in dwelling density from General Residential to Rural Living 'lifestyle' lots. The accompanying Agricultural Assessment has indicated that rezoning of the site would not impact on nearby agricultural uses, and recommends a 50m buffer between any potential residential lots and adjoining rural resource land to the north-east and east, to ensure that the proposal will not impact on any future agricultural use on adjoining land.</p>
<p><i>5. Residential use of agricultural land is consistent with this Policy where it is required as part of an agricultural use or where it does not unreasonably convert agricultural land and does not confine or restrain agricultural use on or in the vicinity of that land.</i></p>	<p>The accompanying Agricultural Assessment has indicated that rezoning of the site would not result in a detrimental impact, or place any additional constraints on nearby Rural Resource land. These findings, along with the capability mapping of class 5 and 6 land, indicates that the proposed rezoning would comply with this policy.</p>
<p><i>7. The protection of non-prime agricultural land from conversion to non-agricultural use will be determined through consideration of the local and</i></p>	<p>The accompanying Agricultural Assessment undertaken by AK Consulting has concluded that the site does not</p>

<i>regional significance of that land for agricultural use.</i>	possess land suitable for commercial agricultural use, and rezoning of the site for non-agricultural use would be of no loss to the agricultural productivity of the Launceston area. The land is not currently identified within the regional strategy as significant agricultural land and the limitations created by the soil classification suggest that significant agricultural use at a commercial scale would not be feasible.
<i>8. Provision must be made for the appropriate protection of agricultural land within irrigation districts proclaimed under Part 9 of the Water Management Act 1999 and may be made for the protection of other areas that may benefit from broad-scale irrigation development.</i>	The site is not located within an identified irrigation district.
<i>9. Planning schemes must not prohibit or require a discretionary permit for an agricultural use on land zoned for rural purposes where that use depends on the soil as the growth medium, except as prescribed in Principles 10 and 11.</i>	The amendment does not propose agricultural use, and does not depend on soil as a growth medium.
<i>10. New plantation forestry must not be established on prime agricultural land unless a planning scheme reviewed in accordance with this Policy provides otherwise...</i>	No plantation forestry is proposed.
<i>11. Planning schemes may require a discretionary permit for plantation forestry where it is necessary to protect, maintain and develop existing agricultural uses that are the recognised fundamental and critical components of the economy of the entire municipal area, and are essential to maintaining the sustainability of that economy.</i>	No plantation forestry is proposed.

7.3 TASMANIAN STATE COASTAL POLICY 1996

The *Tasmanian State Coastal Policy 1996* applies to all land within 1km of the high-water mark. The North Esk River is subject to flooding but is a significant distance from the coast, and is therefore not considered to have a 'coastal edge' in vicinity of the site. The site also falls outside of mapped flood inundation areas. Therefore, the site is not considered to be within the 'Coastal Zone'.

7.4 NATIONAL ENVIRONMENT PROTECTION MEASURES (NEPMS)

NEPMS are also taken to be State Policies in Tasmania. NEPMS are made under Commonwealth legislation, and given effect in Tasmania through the State Policies and Projects Act.

The current NEPMS are:

- Air Toxics
- Ambient Air Quality
- Assessment of Site Contamination

- Diesel Vehicle Emissions
- Movement of Controlled Waster
- National Pollutant Inventory
- Used Packaging

The Codes within the Scheme deal in detail with the relevant matters (noise and air quality) and the assessment of the submitted application can be undertaken against the appropriate Use and Development Standards. The proposed amendment is not considered to be affected by the other NEPMS.

8. SUMMARY

This amendment report has been undertaken to facilitate the rezoning of the land at 38a Faulkner Road, Ravenswood from Rural Resource, to Rural Living A. The amendment has been prepared in accordance with relevant provisions and schedules of the *Land Use Planning and Approvals Act, 1993*.

The proposal is considered to be consistent with the relevant Goals and Strategic Directions of the Northern Tasmania Regional Land Use Strategy, revision 5 (2016) and with the relevant State Policies, as detailed in this report. The only impediments to the site would be the delivery of services, depending on the costs associated with this, and the risk of bushfire from the north-east and south. Adequate setbacks may need to be provided from these boundaries and to provide setbacks from any potential agricultural use on adjacent properties. The accompanying Agricultural Assessment suggests 50m setbacks from the northern boundary to further ensure that any potential impacts on future agricultural use on adjoining properties is minimal.

The amendment would provide a reasonable buffer or transition between existing higher density general residential development and existing, and or future rural resource or agricultural use on adjoining properties to the north-east.

The accompanying Agricultural Assessment undertaken by AK Consultants has identified that site is not generally suitable for agricultural purposes, with an identified land capability class of 5 & 6. Considering the land capability mapping and surrounding development and use, the agricultural report concludes that rezoning the property at 38a Faulkner Road to Rural Residential, would not result in a loss to Launceston's agricultural productivity.

Any proposed subdivision will need to comply with requirements set out under the Scenic Management Code, which is retained under the SPP, along with all other relevant planning scheme provisions and code requirements.

APPENDIX A - TITLES
