PLANNING REPORT

FOR JULIE RICHARDS AND LADO PROPERTY HOLDINGS PTY LTD

52 Richardsons Road, Sandford

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Executive Summary

This report has been prepared in support of a proposed amendment to the Urban Growth Boundary that would enable the potential development of land at 52 Richardsons Road, Sandford ('the subject site'). The amendment would allow for a subsequent planning scheme amendment and Planning Permit application for a residential subdivision on the site.

The Urban Growth Boundary is spatially defined in the *Southern Tasmanian Regional Land Use Strategy 2010-2035* (STRLUS) and was primarily established for the purpose of setting a physical extent for the 20-year supply of residential land in the metropolitan area. Although amendments to regional land use strategies are intended to occur as part of periodic reviews conducted by the Minister for Planning, reviews can be requested outside of normal review periods.

For the reasons outlined in this report, the Minister for Planning is requested to review the Urban Growth Boundary within the STRLUS outside of the normal review period. Evidence is documented to support the request for the amendment and justification is provided for the need to adjust the Urban Growth Boundary.

The report has been prepared in accordance with information requirements specified by the Department of Justice's Planning Policy Unit within the document, *Reviewing and Amending the Regional Land Use Strategies*. The information requirements state that a request to amend the Urban Growth Boundary be underpinned by sound rationale, including how the amendment would further strategic objectives of relevant legislation. Therefore, contemporary data sources, including current residential land supply and demand, population growth projections from the Department of Treasury and Finance, and analysis of potential dwelling yield and land consumption, have been assessed.

The findings form a sound evidence base as outlined in this report for consideration by the Minister for Planning in consultation with the Tasmanian Planning Commission, Clarence City Council, TasWater, and the relevant State Government Agencies and Authorities such as the Department of State Growth to amend the Urban Growth Boundary in this instance.

The report demonstrates that the rezoning proposal is consistent with the objectives of the *Land Use Planning and Approvals Act 1993* and the *State Policies and Projects Act 1993*. The report also demonstrates that the proposal is in accordance with the Strategic Directions and Regional Policies identified within the STRLUS. It is also demonstrated via a detailed consideration of the supply and demand of housing in the region that the proposal is consistent with the Regional Settlement Strategy identified in the STRLUS.

1. Introduction

The proposed amendment to the Urban Growth Boundary of Greater Hobart is to enable the potential development of land at 52 Richardsons Road, Sandford. The amendment would allow for a subsequent planning scheme amendment and Planning Permit application to protect a large significant habitat within public open space and allow both residential and rural residential housing to occur on the site.

The potential development of the site presents an opportunity to improve the liveability, amenity, and sustainability of the surrounding area, encompassing Lauderdale and the South Arm Peninsula, through the supply of housing and other forms of development that contribute to the aspirations and needs of the region. To provide preliminary context, details of the subject site and the surrounding locality are outlined below.

1.1 Background

The Urban Growth Boundary (UGB) is spatially defined in the Southern Tasmanian Regional Land Use Strategy 2010-2035 (STRLUS) and was primarily established for the purpose of setting a physical extent for the 20-year supply of residential land in the greater metropolitan area. Additionally, the purpose of the UGB is to include land for other urban functions (i.e. commercial and industrial development) as well as pockets of open space and recreational land that assist in providing urban amenity.

The STRLUS is one of three regional land use strategies for Tasmania, providing strategic direction for the southern area of the state which encompasses twelve local government municipalities, including Clarence (the locality of the subject site). The purpose of the Strategy is to provide a linkage between the objectives of Tasmania's Resource Management and Planning System as outlined in Schedule 1 of the *Land Use Planning and Approvals Act 1993* (LUPAA); the State Policies established under the *State Policies and Projects Act 1993*; and Tasmanian Planning Policies within the current interim and future Tasmanian planning schemes.

Accordingly, the objectives and relevant policies of each of the above instruments have been given due consideration in this report with supporting evidence as to how adjustment of the Urban Growth Boundary to include a specific area within the subject site has potential to further strategic objectives for the region and the State.

The aim of the STRLUS is to deliver sustainable settlements integrated with services and infrastructure, that are complemented by built and open space environments. The STRLUS and all other regional land use strategies are currently implemented in the land use planning system through statutory zoning and planning provisions in interim planning schemes. The regional land use strategies are given legal effect through Section 5A of LUPAA.

1.2 The Subject Site and Surrounding Locality

The Subject Site

The Subject site is located at 52 Richardsons Road, Sandford (CT 158742/9) (Figure 1). The site is located immediately south of the perimeter of the Urban Growth Boundary which encompasses the existing urban settlement in Lauderdale. It is an entry point to the South Arm Peninsula, north of smaller settlements outside of the Urban Growth Boundary such as Cremorne and Clifton Beach. The subject site has an area of approximately 73 ha.



Figure 1: Subject site (source: LIST map).

The site benefits from proximity to existing services and infrastructure within the settlement of Lauderdale, immediately to the north, as well as proximity to adjoining local centres to the north west at Rokeby and Howrah. The site is within a commutable distance to central Hobart and other major employment locations on Hobart's eastern shore. The site is currently within the Environmental Living Zone and the Rural Resource Zone of the *Clarence Interim Planning Scheme 2015* (the Planning Scheme).

Title information is included as Appendix A.

The Local Area

The surrounding area comprises a diverse mix of peri-urban and rural land uses and development. The site's western side wraps around a parcel of land zoned for 'Utilities' which is occupied by broadcasting transmission services. More broadly, south of the site are swathes of 'Rural Resource' and 'Rural Living' land. 'Rural Living' lots are predominantly occupied with a single dwelling and associated outbuilding structures, enclosed by relatively high levels of tree canopy cover. 'Rural Resource' land is largely cleared of vegetation and appears to be used for grazing. Both immediately and further north of the subject site are areas of residentially zoned land, both 'General Residential' and 'Rural Living'. Interspersed with these zones are small pockets of land zoned for 'Community Purpose', 'Recreation', 'Local Business' and 'General Business'. These pockets in the immediately surrounding area to the subject site provide a range of local services and amenities including childcare, fuel, a local grocer, café, newsagency, and doctor's surgery to service the residential areas.

North west of the site, a significant amount of land is zoned as 'Open Space' as shown below in Figure 4. This open space area is known as the Lauderdale Saltmarsh Reserve and is of

environmental significance due to being one of the largest saltmarsh communities in the Derwent estuary. The reserve has significant fauna value and international recognition as a crucial migratory shorebird habitat, fish nursery, and location for rare moths, butterflies, and other invertebrates. The reserve also has easy walking access and connection to the Tangara Trail.

There is a recognised need for improved environmental management of the reserve as the saltmarsh is expected to migrate further south east as the climate changes. The predicted migration pathway has been identified in the 2019 (Draft) *Lauderdale Saltmarsh Reserve Activity Plan 2020-2030* commissioned by Clarence City Council. The saltmarsh is predicted to migrate into a significant area of the subject site (please refer to Figure 4). The proposed amendment to the UGB will effectively future proof the migration pathway of the saltmarsh via a proposed 35Ha dedicated area of public open space. Therefore, the subject site has potential to provide significant net environmental benefits for the surrounding area by allowing for this potential migration in future climate scenarios and through facilitating the improved management of trail and bike connections and other necessary features within the proposed public open space.

In addition to net environmental benefits the proposal also has the potential to provide significant recreational benefits for the community through the provision of 35Ha of public open space. The subject site borders the Saltmarsh Track which forms part of the Tangara Trail. In addition, the more than two km of existing trail network on the proposed POS of the subject site provides the potential to link the Tangara Trail with other trails to the south notably the coastal track to Mays and Clifton Beaches. As can be seen from the Concept Plan there is a proposed dedicated pedestrian link that runs between lots 17 and 18. This link would provide the opportunity for a continuous trail joining the coastal track and Tangara Trail via the track network within the proposed public open space area. These benefits are consistent with vision and strategies for trail linkages contained in both the *Tangara Trail Management Plan 2012* and *Clarence Tracks & Trails Strategy 2012*.

Key social infrastructure servicing the area includes Lauderdale Primary School, Child Care and Early Learning Centres, Lauderdale Football and Sports Club including an indoor pool, 'Roches Beach Living' Retirement Village, Bayview Park (public open space) as well as Lauderdale Beach and Mays Beach (both accessible to the public). Sandford is situated within the Clarence City Council municipality with a population of approximately 1,883 residents[1]. Lauderdale has a population of 2,411 residents[2].

[1] ABS 2016 Census Quick Stats (accessed via the internet on 7 May 2020).

[2] ABS 2016 Census Quick Stats (accessed via the internet on 2 June 2020).



Figure 2: Subject site surrounding locality (source: LISTmap, accessed on 7 May 2020).



Figure 3: Site Context and Surrounding Facilities (source: LISTmap).



Figure 4: Subject site (shaded in blue) and existing saltmarsh (shaded in red) on the western boundary, overlaid with predicted saltmarsh migration pathway (source: LISTmap aerial image accessed 11/6/2020, saltmarsh migration pathway extracted from (Draft) *Lauderdale Saltmarsh Reserve Activity Plan 2020-2030*).

The proposed adjustment to the Urban Growth Boundary would allow for inclusion of a portion of the subject site within the area currently allocated for the 20-year supply of residential land in the metropolitan area, as well as provision of other urban functions. As shown above in Figure 3, the site is within close proximity to local services and facilities.

Communities south of the site would also benefit from the open space proposed on the site, including the settlements at Cremorne, Honeywood Drive, and Clifton Beach as shown below in Figure 5.



Figure 5: Settlements south of the Subject site, including by distance and population.

1.3 Social Services and Facilities

General Social Infrastructure

The STRLUS defines 'social infrastructure' as *…all services, facilities and structures that are intended to support the well-being and amenity of the community. This includes not only educational and health facilities, but social housing and other community facilities (such as online access centres).*[3]

The social infrastructure of Sandford is dependent on nearby activity centres and networks that form part of the regional landscape. The *Southern Tasmania Regional Land Use Strategy* defines different activity centres based on their size and function. Although Sandford does not fall within any of the activity centre definitions, as its size and functions are not of a scale to warrant such categorisation, the nearest activity centre is Lauderdale. Lauderdale is defined as a minor satellite of Greater Hobart but has services similar to those provided by a 'Local Centre' (see Figure 6 below).

[3] The *Southern Tasmanian Regional Land Use Strategy*, Page 46.

LOCAL CENTRE		
Role	To provide a focus for day-to-day life within an urban community.	
Commercial including retail	Offer at least one grovery/convenience store and a range of small specialty shops (i.e. newsagents, pharmacy, gift store) or small-scale easting establishments.	
Government Services & Community infrastructure	Local community services, including Child Health Centre.	
Residential	Some residential may be interspersed.	To be determined at the local level
Entertainment	May have some dining in the evening or local bar, but residential amenity should be preserved.	
Access	Should be highly accessible by cycling or walking from surrounding area to enhance local access. In an urban context should be serviced by existing public transport.	
Catchment	Locality.	

Figure 6: Definition of a Local Centre (source: Page 78, *Southern Tasmania Regional Land Use Strategy 2010-2035*, accessed on 25 May 2020).

Directly adjoining existing residential development at Lauderdale, the site is within close proximity to community services and facilities, ensuring good support for the potential future community of the subject site. The site is within 300m of local beaches and 1km from recreational areas and local businesses, including cafes and grocers; and 3km from Lauderdale Primary School and an early learning centre. A little further away is Rokeby Primary School, Bayview Secondary College, and Emmanuel Christian School, 7km north west of the site. These facilities are a maximum of 10 minutes' drive and are accessible via the public transport route along South Arm Road. Principal employment areas are located within a 30-minute commute from the subject site, including Rosny Park, Cambridge, and the Hobart CBD.

The infrastructure and services north of the site are able to support any additional population accommodated on the subject site should it be included within the Urban Growth Boundary. Any additional population accommodated on the subject site would also provide further support and value to the broader locality.

Sports and Recreation

Developing the subject site for residential purposes has the potential to significantly strengthen sporting and recreational linkages through provision of open space corridors with trails that would connect the rural living areas of Sandford to the township of Lauderdale. By linking the rural living areas of Sandford with the township of Lauderdale, the proposal offers the potential for increased use of existing spaces such as Mays Beach (300m east of the site) and a multi-use trail that runs along the north western boundary of the subject site. The trail would provide a link between the site and the several accessible public open space assets and recreation opportunities provided within Lauderdale.

Council's *Public Open Space Policy* (amended December 2019) sets out criteria for an open space networks across the local government area that provides for a range of active and passive recreation opportunities. The planning scheme is to be developed/amended to include provisions consistent with this Policy. The Policy sets out a range of considerations that public open space needs to account for in the context of neighbourhood, regional, and city-wide recreational needs. These considerations include improved connectivity, convenience, supporting a diversity of recreational activities, and protection of locally significant natural or cultural values.

The proposed adjustment of the Urban Growth Boundary and introduction of the proposed 35Ha of public open space would support the policy by enhancing natural values, improving public access to bushland areas, while addressing informal trails and dirt bike tracks that are currently degrading the natural values of the land.

As demonstrated in Figure 7 below, the proposal would provide connectivity between the existing section of the Tangara Trail and the existing residential area of Lauderdale. The proposal would allow for the formalisation of existing trails on the subject site that already provide an informal link between the trail and the current end of Bayview Road. These trails would be contained within the proposed area of public open space and could be upgraded to provide formal multi-use tracks in consultation with environmental advice and Council. The proposal would also allow for connections between the proposed residential area to the south and the proposed public open space via the provision of footways between the lots. Further connections would be provided to the proposed road network by other trails within the proposed public open space.

In addition, the proposed concept plan includes a public picnic/BBQ area toward the top of Richardsons Hill (as shown on the Concept Plan). This elevated position would provide commanding views and would potentially be a destination point for hikers and bicycle riders as well as the general community.

Public Transport

The site is serviced by three bus routes. Two bus routes travelling to Rosny Park and Hobart City are on the south west side of the site, with two bus stops on South Arm Road, 144 m from the closest part of the site. Another bus route travelling to Hobart City is 210m north of the site's northern most extent adjoining the existing General Residential Zone within Lauderdale.

Whilst it is likely that the development will eventually trigger the need for an extension to the existing bus route, it is likely there will be an increased demand for peak time services to the Hobart CBD and neighbouring employment areas in Mornington and Rosny Park in the intervening period. The proposed road design will enable buses to turn if required, or continue to the Highway.

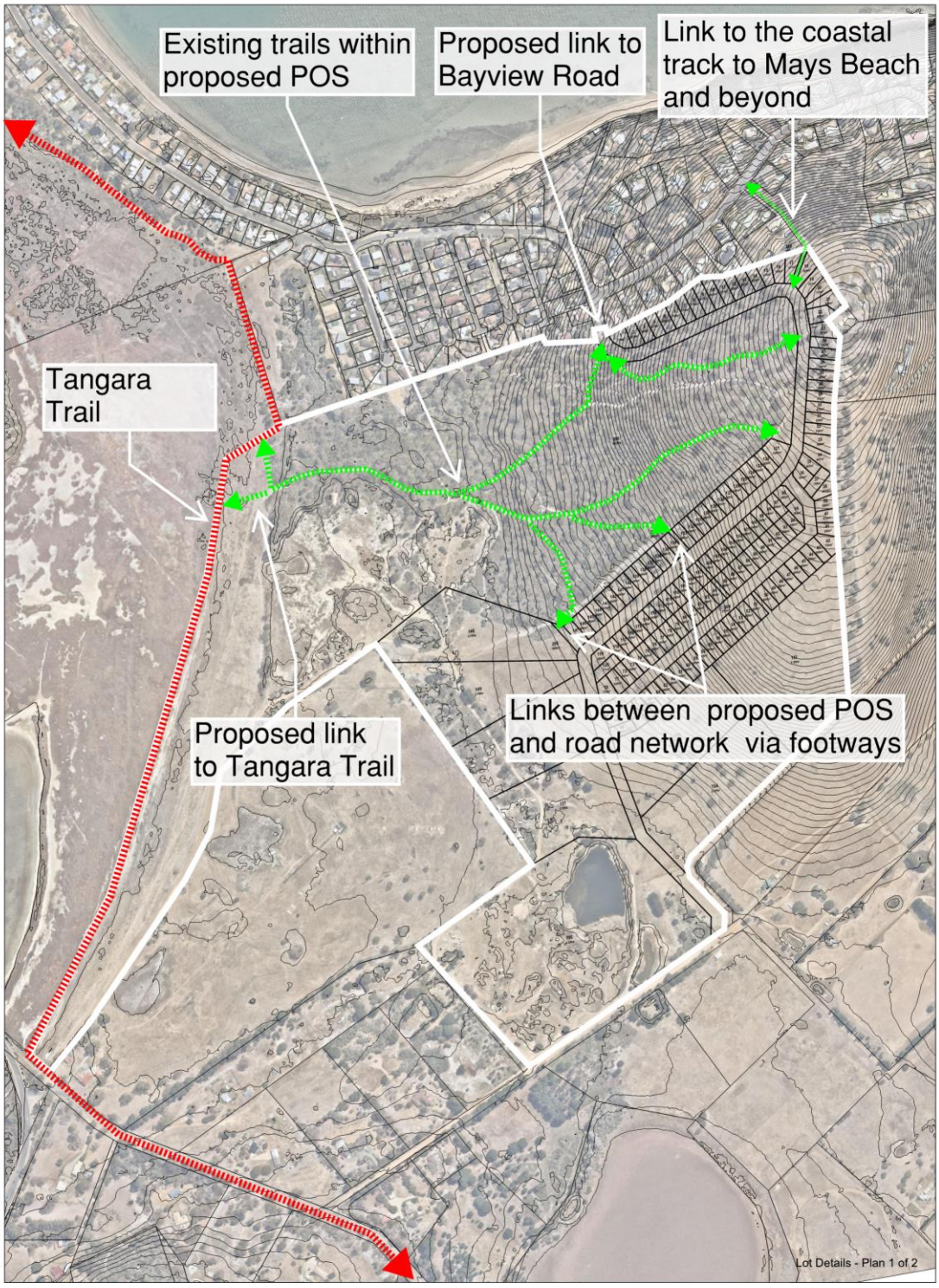


Figure 7: Overall concept plan overlaid with position of existing section of the Tangara Trail (in red) and existing trails within what will become public open space upon the site (in green).

2. The Proposal

The proposal is to amend the Urban Growth Boundary established by the STRLUS so that it incorporates part of the subject site. This amendment would then allow for a subsequent planning scheme amendment that would be combined with an application for a Planning Permit for subdivision of the site. The subdivision envisaged would generally be in accordance with the attached concept plan (Appendix B). The advice from the Department of Justice's Planning Policy Unit (PPU) is that any request for an amendment to the UGB must be first considered by the relevant planning authority before final determination by the Minister for Planning. In this case, the relevant planning authority is Clarence City Council. Council has advised that it may consider a request to alter the UGB as it applies within its municipal area separately from a planning scheme amendment.

2.1 Proposed Amendment to the Urban Growth Boundary

The proposed amendment to the STRLUS involves extending the southern perimeter of the Urban Growth Boundary to encompass part of the subject site. The existing Urban Growth Boundary is shown below in Figure 8.

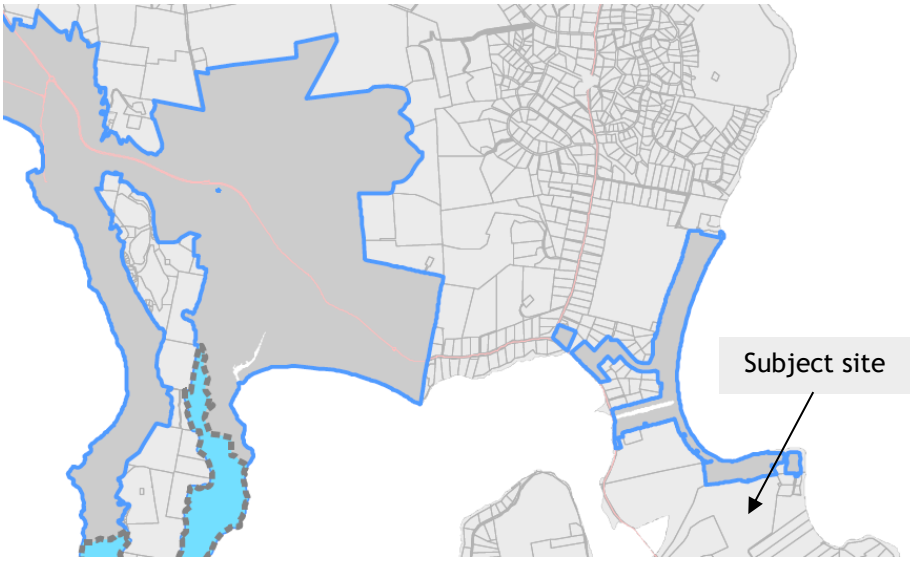


Figure 8: Existing Urban Growth Boundary within the STRLUS.

The proposed Urban Growth Boundary is shown below in Figure.

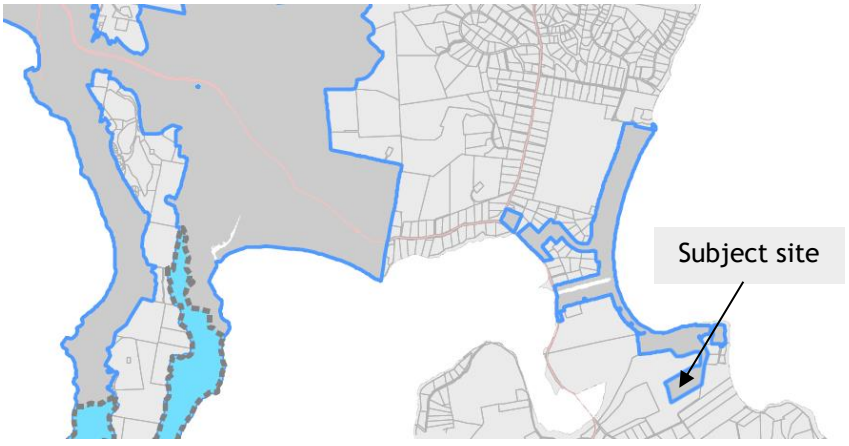


Figure 9: Proposed Urban Growth Boundary within the STRLUS.

2.2 Proposed Planning Scheme Amendment

Should the request for the Urban Growth Boundary amendment be approved, a planning scheme amendment combined with an application for a Planning Permit for subdivision of the site would be lodged with Clarence City Council. The amendment would seek to rezone the land included within the residential lots shown on the attached Concept Plan (i.e. lots 1 to 147) within the General Residential Zone of the *Clarence Interim Planning Scheme 2015*. The larger proposed residential lots shown on the plan (lots 148 to 155) would be within the Planning Scheme's Rural Living Zone. The substantial area of public open space proposed would be within the Open Space Zone. This area would be over 35ha of mostly bushland but includes a number of currently informal walking trails that would be further developed in liaison with Council. As can be seen on the Concept Plan, the proposed public open space would include nearly all of the existing bushland on the site with the proposed residential area occupying land nearly all of which is currently cleared of native vegetation. The existing and proposed zoning of the site is shown below in Figures 10 and 11.



Figure 10: aerial image of site and surrounding land overlaid with existing planning scheme zoning (source: LISTmap accessed 30/6/2020).

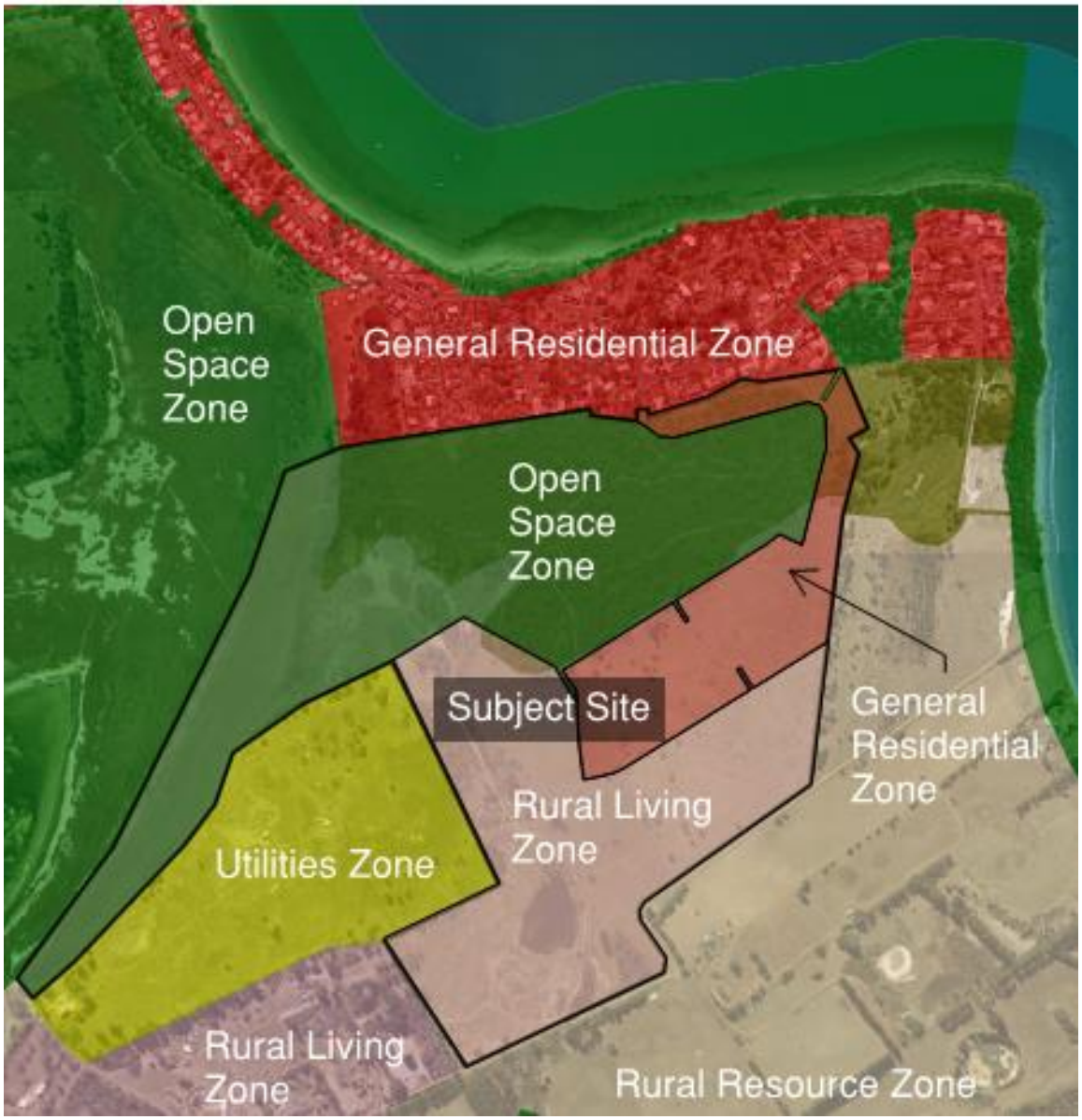


Figure 11: aerial image of site and surrounding land overlaid with proposed planning scheme zoning (source for base image: LISTmap accessed 30/6/2020).

A Specific Area Plan (SAP) would also be created to provide a cohesive structure to the development of the site for residential purposes and to ensure the optimum physical layout of development upon it. The proposed SAP would include standards for infrastructure and the layout of roads and public open space. This approach is consistent with that advocated in the STRLUS and adopted for other development areas within the *Clarence Interim Planning Scheme 2015* (the Planning Scheme) area.

The proposed SAP would be inserted into the Planning Scheme as section F17.0. The SAP would follow the approach adopted for other sites within the Clarence municipal area where subdivision and subsequent residential development of a Greenfields site has occurred, such as at 74 Sugarloaf Road for example. The proposed SAP would include the following provisions:

F17.1 Purpose of the 52 Richardsons Road Specific Area Plan

The purpose of this Plan is to:

(a) provide a cohesive structure to the development of residential land between the existing residential area of Lauderdale and the rural areas of Sandford;

(b) provide for the optimum physical layout, combining accessible urban form with opportunities for the community's desired range of activities and facilities, the protection of natural and human values;

(c) Provide for open space that includes:

(i) Recreation and social activities.

(ii) Parkland to enhance the residential environment.

(iii) Preservation of significant natural and heritage values of the site.

(v) Connectivity to Lauderdale and Sandford.

(vi) Walking trails consistent with the Tangara Trail Management Plan 2012 and *Clarence Tracks & Trails Strategy 2012.*

(d) to provide the integrating planning framework to guide the development of land in different ownerships.

F17.2 Application of the 52 Richardsons Road Specific Area Plan

This Plan applies to the area of land designated as F17.0 on the Planning Scheme Maps.

F17.3 Definition of Terms

There are no specifically defined terms in this Specific Area Plan.

F17.4 Development Exempt from this SAP

The following use and development is exempt from requiring a permit under this Specific Area Plan:

(a) Change of Use; and

(b) All development, construction and works other than subdivision.

F17.5 Application Requirements of the 52 Richardsons Road Specific Area Plan

In addition to any other application requirements, the planning authority may require an application for subdivision be accompanied by a submission demonstrating how the proposal meets any applicable Performance Criteria.

F17.6 Use Standards

There are no Use Standards applicable for this Specific Area Plan.

F17.7 Development Standards for Building and Works

There are no Development Standards for Buildings and Works applicable for this Specific Area Plan.

F17.8 Development Standards for Subdivision

F6.8.1 Infrastructure

Objective:	
To ensure an integrated infrastructure layout.	
Acceptable Solutions	***Performance Criteria***
A1 *The subdivision:* *(a) is minor boundary adjustment that maintains the minimum lot size and dimensions of each lot; or* *(b) does not involve the creation of new road lots and would not prevent the implementation of the Road Layout Plan in Schedule 1 of this Plan; or* *(c) generally accords with the Road Layout Plan in Schedule 1 of this Plan.*	***P1*** *The proposed road layout:* *(a) provides street and pedestrian connectivity into adjoining lots, and* *(b) minimises access points onto Sugarloaf Road, and* *(c) maximises street frontages to lots created, and* *(d) maximises the number of north-south or east-west orientated lots.*
A2 *Subdivision is not staged.*	***P2*** *(a) Staging provides for the efficient installation and delivery of services.* *(b) Staging provides for the early transfer of Public Open Space lots.*

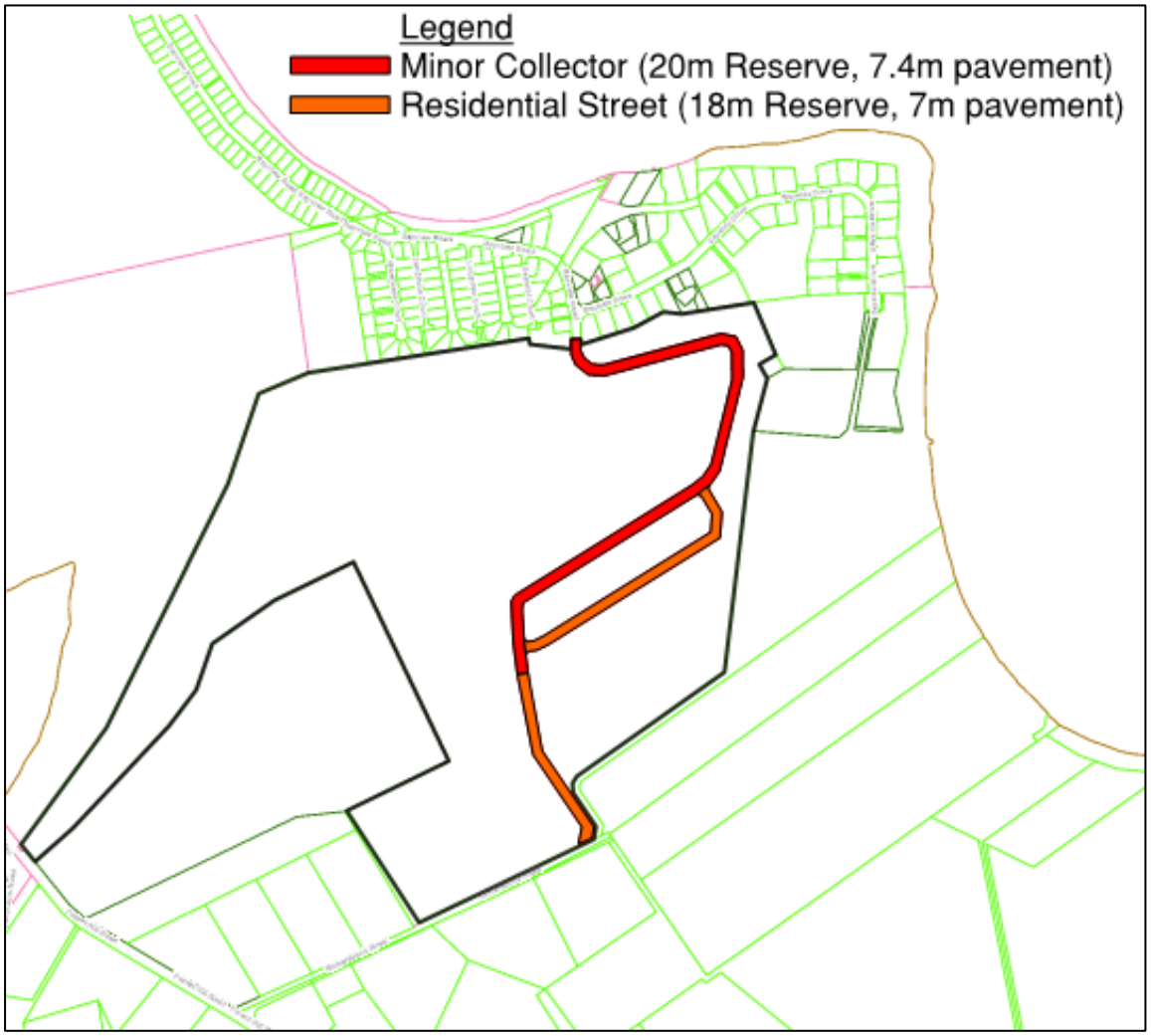


Figure 12: Proposed Road Layout Plan (source for base image: LISTmap accessed 30/6/2020).

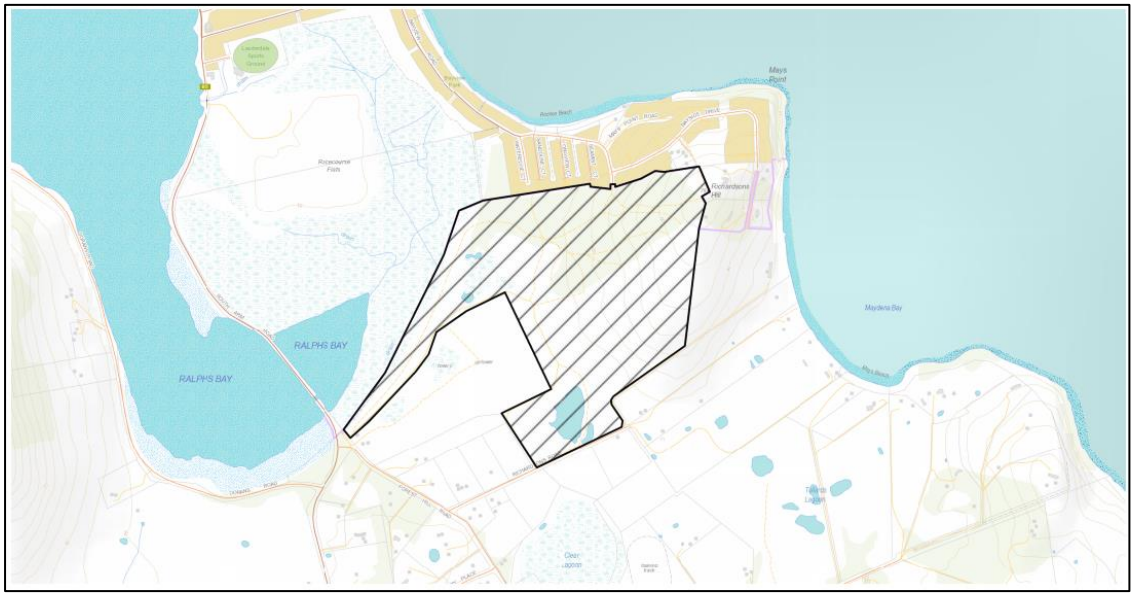


Figure 13: Proposed Map F17.0, 52 Richardsons Road Specific Area Plan (source for base image: LISTmap accessed 13/7/2020).

The proposed Planning Scheme amendment would be subject to further assessment by both Council and the Tasmanian Planning Commission. However, the proposal is considered to be consistent with the purpose statements provided for each of the relevant Zones. The proposal is consistent with the purpose of the General Residential Zone as it would allow for residential use and development at a suburban density in a location where full infrastructure services are available or can be provided, thereby ensuring the efficient utilisation of these services.

The proposal is considered to be consistent with the purpose of the Rural Living Zone as it would provide for residential use and development on larger lots in a rural setting. The proposal would also facilitate passive recreational opportunities that enhance pedestrian, cycling and horse trail linkages via the provision of the substantial area of public open space proposed. The proposed Rural Living lots would also provide a buffer between the rural land to the south and the proposed smaller General Residential lots, thereby avoiding land use conflict with adjacent Rural Resource zoned land.

The proposal is also in accordance with the purpose of the Open Space Zone as it would include 35 Ha or 49% of the subject site as land dedicated for public open space. As documented above this area contains significant environmental and recreational attributes and would provide opportunities for passive recreation and a high level of natural and landscape amenity. The recreation and environmental protections and benefits as a result of the concept plan have been generally supported by the Lauderdale Coast Care group and formally supported by Dr Vishnu Prahalad, Lecturer in Physical Geography at the University of Tasmania (Appendix K).

The SAP has also been prepared in accordance with the relevant Code provisions of the Planning Scheme. The proposal is supported by a Bushfire Hazard Report (Appendix H) that addresses the relevant requirements of the Bushfire Prone Areas Code (Code E1.0). The site is not considered to include potentially contaminated land, so the Potentially Contaminated Land Code (Code E2.0) is not considered relevant. While fill has been placed on an area within the southern part of the site, this is understood to have been clean fill only. The attached Geo-technical Assessment demonstrates that the landslide risk posed on the site is low, thereby addressing the requirements of the Landslide Code (Code E3.0).

The attached Traffic Impact Assessment and Concept Services Report address the relevant requirements of the Road and Railway Assets Code (Code E5.0) and the Parking and Access Code (Code E6.0). The Concept Services Report also addresses the Stormwater Management Code (Code E7.0). While the layout of roads and stormwater infrastructure would be subject to further design, the proposal is considered to demonstrate that the proposed development would be provided with appropriate and adequate infrastructure.

The Natural Values Assessment (NVA) provided in support of the proposal demonstrates that the proposal would avoid impacts upon natural values within the part of the site that is mapped within the Waterway and Coastal Protection Area. The NVA therefore addresses the Waterway and Coastal Protection Code (Code E11.0). The site is not listed as a heritage place nor is it within a heritage precinct, so the Historic Heritage Code (Code E13.0) is not relevant.

Areas within the western part of the site are within the Coastal Inundation Hazard Area. These areas would be predominantly contained within the proposed public open space. However, some areas along the western boundaries of the Rural Living lots proposed within this part of the site are also within this hazard area. Building areas within these lots would be sited clear of the hazard area. While much of the proposed balance lot is within the above hazard area, partly due to excavation that has occurred in the past associated with previous sand mining activities, there is an area within the eastern part of this lot that would be clear of the hazard area. The proposed road that would provide access to the site from Richardsons Road would be within the hazard area, however, it would only be within a Low Inundation Hazard Area. The proposal would therefore satisfy the relevant standards for subdivision within the Inundation Prone Areas Code (Code E15.0).

Of the remaining Codes within the Planning Scheme, only the Natural Assets Code (Code E27.0) is considered relevant to the proposal. This Code is addressed in the Natural Values Assessment (NVA) provided in support of the proposal. The relevant provisions of the Code are considered to be satisfied as the NVA concludes that the impact of the proposal upon natural values would

be minor, and that any impact would be offset by the generous area of public open space that would be provided.

2.3 State and Regional Policy Assessment

The requirements of the Planning Policy Unit are such that strategic objectives within a range of legislative and policy documents must be considered in order for the proposed amendment to the STRLUS and UGB to be approved. Each of these objectives is outlined in further detail below.

Land Use Planning and Approvals Act 1993

Schedule 1 of the *Land Use Planning and Approvals Act 1993* (LUPAA) outlines the objectives of the Resource Management and Planning System of Tasmania as well as the Objectives of the Planning Process established by this Act. The subject of this proposal is assessed against each in Table 1 and Table 2 below.

Table 1: Schedule 1, Part 1 Objectives of LUPAA.

Part 1	Amendment Response
(a) To promote the sustainable development of natural and physical resources and the maintenance of ecological processes and genetic diversity; and	The proposal is considered to constitute sustainable development as it would provide economic, environmental, and social benefits to the local area and the wider community. The proposal would make best use of the natural and physical resources of the site. The proposal would take what is currently neglected and under-used land and transform it into a vibrant new homes area centred around a regionally significant area of public open space. The proposal would minimise impacts upon high biodiversity values through a subdivision design which integrates bushfire hazard management into the proposed road and lot layout. Any impact upon such values would be offset via the provision of a substantial area of public open space. This approach would protect and conserve the remainder of the currently unprotected values on the site. The proposal would have only a minor impact upon ecological processes on the site and, as noted in the attached Natural Values Assessment, would halt the current process of degradation that is eroding natural values on the site. The proposal would enhance genetic diversity by conserving and protecting areas of threatened vegetation that are currently unprotected.
(b) To provide for the fair, orderly and sustainable use and development of air, land and water; and	The proposal is considered to be an orderly extension of an existing residential area that takes into account the significant natural values present on the site – i.e. while at face value, it may appear orderly for the existing residential area of Lauderdale to be extended southward in a more direct fashion than is proposed, this approach would have a significant impact upon natural values. Therefore, an approach which respects and protects these values has been adopted. The proposed extension to the existing residential area will largely follow the existing tree line at the eastern edge of the vegetation on the site, before flowing into the existing cleared area to the south. Under the proposed layout the majority of new dwellings would only be seen from south west of the site and be hidden from the north by the proposed forested POS (as is evidenced by the photomontages at Appendix G). The proposed layout includes a residential street which provides a strong connection to the existing Lauderdale residential community, whilst maintaining important natural values.

Part 1	Amendment Response
	It should also be noted that a previous feasibility study[4] into the potential for the Lauderdale residential area to be expanded by approximately 583 residential properties found that *"the project based on a 10% Hurdle Rate, a median sales price of $150,000 per lot, a median acquisition price of $525,000 and a fill supply cost of $20 per cubic metre returns a negative NPV value of -$8,085,282 and thus is not feasible"*. The study found the principle restriction to development was that the vast majority of the existing residential zoned land within Lauderdale is within a Coastal Inundation Hazard Area, as identified by the Planning Scheme's Inundation Prone Areas Code (see Figure 10). By providing residential zoned land that is outside of this hazard area, the proposal would allow for the orderly retreat and abandonment of land that is susceptible to future inundation – i.e. the proposal would ensure the future viability of the Lauderdale settlement by ensuring that sufficient residential land is available should existing residential areas be affected by inundation and other climate change related impacts. At a broader level, the proposal would create housing opportunities within the Lauderdale area by providing coastal living residential lots that are generally not available elsewhere within the Clarence Municipal Area. The proposal should therefore be seen as allowing for the orderly provision of housing at the higher end of the market in an area relatively close to the Hobart CBD. This issue is expanded upon in the Supply and Demand analysis provided below. As noted above, the proposal is considered to provide for the sustainable use of the land within the site by largely confining development to existing cleared areas. The proposal would also rely upon extensions to existing services rather than require new services to be provided. Similarly, the proposal would provide links within the existing local road network rather than require an extension of this network. Specifically, Bayview Road extends to the boundary of the subject site and this link has been used as the feeder road to the proposed development from the Lauderdale side. The proposed road layout would create a continuous and logical connection between the proposed residential area and the existing Lauderdale community.
(c) to encourage public involvement in resource management and planning; and	The public will be involved in this process at various stages, including when the proposed planning scheme amendment is placed upon public exhibition. The proponent has also consulted widely with various interest groups including Clarence City Council's Tracks and Trails Committee, Coast Care Lauderdale, and the local community.
(d) both to facilitate economic development in accordance with the objectives set out in paragraphs (a), (b) *and* (c)*; and*	The proposal would facilitate short-term, medium-term, and long-term economic development in the local area and the surrounding region. In the short-term, the construction of the proposed subdivision would provide employment and generate revenue for associated suppliers. The presence of a workforce on the site would have positive benefits for nearby businesses. A subdivision involving the creation of over 150 residential lots and associated infrastructure such as roads and services staged over

[4] Lauderdale Urban Expansion, JMG, 2016.

Part 1	Amendment Response
	a number of years would generate significant activity in the local civil construction and design industries. In the medium term, the construction of houses upon the proposed lots would create economic activity that would continue beyond construction of the proposed subdivision. This activity would sustain employment and generate revenue in the construction industry and associated trades. Similarly, the proposal would greatly assist in the economic recovery of Tasmania post the COVID-19 economic contraction. In addition to assisting general economic recovery the supply of over 150 new residential lots staged over a number of years will significantly contribute to addressing the existing housing shortfall in the Greater Hobart area. In the longer term, the increase in housing allowed for by the proposal would ensure that there is a critical mass to the Lauderdale population. This critical mass would in turn ensure that current and planned services, such as schools, an upgrade to South Arm Road, and other community facilities are supported. As noted earlier in the report, Lauderdale currently offers a range of both public and commercial services. Any increase in the local population would only increase the viability of these services. As noted above, in response to *Objective (b)*, the proposal would also ensure that the population of Lauderdale can be maintained if the predicted effects of climate change become apparent in existing residential areas within the settlement.
(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 proponent has consulted extensively with Clarence City Council and advice regarding the proposal has been sought from the Department of State Growth, TasWater, and the Tasmanian Planning Commission. As noted above, the proponent has also consulted with the local community and is active member within the local development industry.

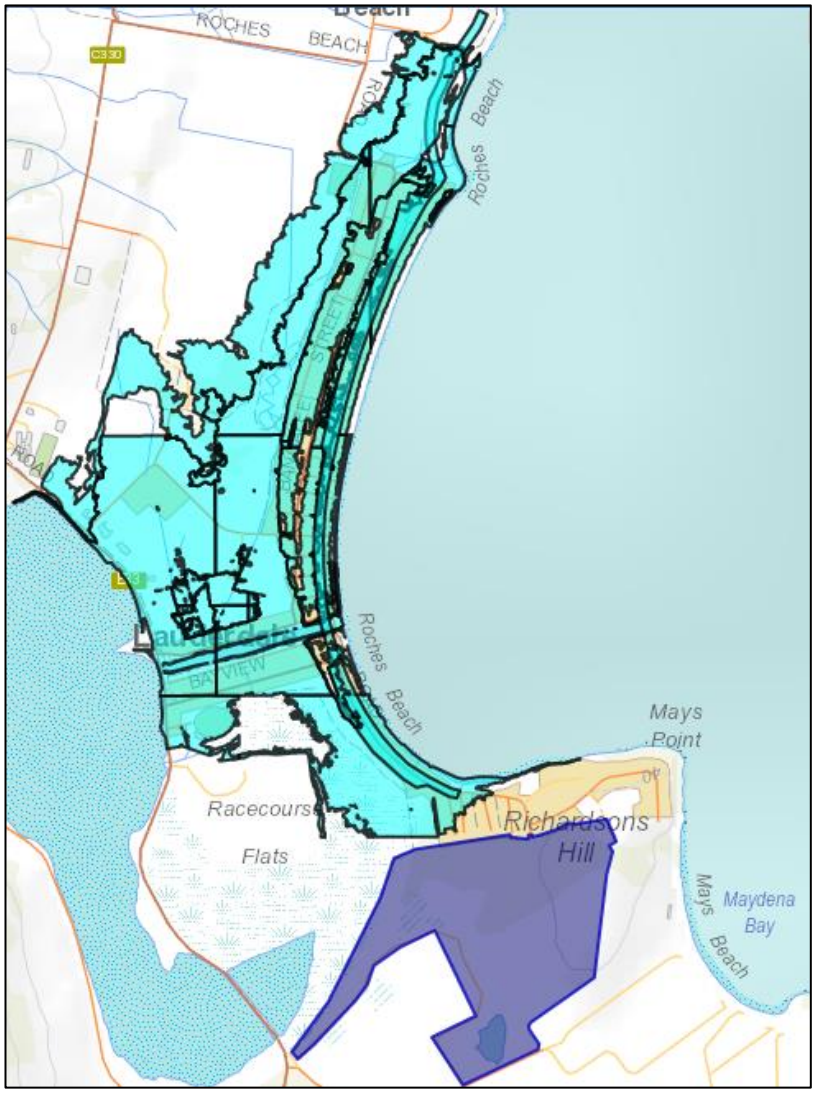


Figure 14: Coastal Inundation Hazard Areas (shaded in light blue) to the north of the site (shaded in dark blue), source: LISTmap accessed 27/5/2020.

Table 2: Schedule 1, Part 2 Objectives of LUPAA.

Part 2	Amendment Response
(a) to require sound strategic planning and coordinated action by State and local government; and	The proposal has been considered against the *Southern Tasmanian Regional Land Use Strategy 2010-2035* as well as relevant ABS data sets and analysis of supply and demand in the Clarence municipality. While the site is located outside the defined Urban Growth Boundary, its proximity to existing services, the demand for housing in the area (specifically in the upper market segment), and the opportunity for additional land in a coastal location close to Lauderdale give merit to the proposal.
(b) to establish a system of planning instruments to be the principal way of setting objectives, policies and controls for the use, development and protection of land; and	The amendment will modify the instrument of the Urban Growth Boundary within the *Southern Tasmanian Regional Land Use Strategy 2010-2035* (STRLUS) which sets the extent of residential land supply for the next twenty years. The way in which the proposed amendment accords with overall directions of the STRLUS is addressed below and the rationale for extending the Urban Growth Boundary to include the subject site is addressed in further detail in Section 3.
(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; and	The proposal would have an overall positive effect upon the environment. By securing approximately 35Ha of bushland and wetland that comprises nearly half of the area of the site as public open space, the proposal would ensure the ongoing conservation and protection of the high biodiversity values contained within the site. The proposal would also address the current situation in which uncontrolled use of informal tracks within the bushland is leading to degradation of environmental values. The proposal would allow for these tracks to be actively managed, for inappropriate routes to be closed, and for properly formed tracks to be created that do not degrade the surrounding environment. The site has been subject to a Natural Values Assessment which found that the proposal would have only a minor impact upon any threatened native vegetation communities and conversely that the proposed 35Ha of public reserve would protect significant threatened communities of both flora and fauna. This assessment is addressed in further detail in Section 3.2 under "Impacts on natural values". The proposal would provide social benefits by supporting the viability of local businesses and community functions. In the short term the development of the site will create jobs and will stimulate the local economy. In the long term, the increase in the immediate area's population is expected to have a positive economic effect on local service providers and businesses. The proposal is considered likely to have positive economic and social impacts with minimal environmental impacts.
(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; and	The proposed amendment is consistent with the relevant State Policies, the directions of the STRLUS (see below), local by-laws and management plans such as the Tangara Trail Management Plan 2012-2017. The amendment will not conflict with neighbouring municipalities or regional areas.

Part 2	Amendment Response
(e) to provide for the consolidation of approvals for land use or development and related matters, and to co-ordinate planning approvals with related approvals; and	The proposed amendment would enable future rezoning and further development to occur on the subject site, which would be carried out via Section 43a of the *Land Use Planning and Approvals Act 1993*. This consolidated approach allows for a co-ordinated approach to be taken in the consideration of relevant issues, such potential impact upon natural values and natural hazard management.
(f) to promote the health and wellbeing of all Tasmanians and visitors to Tasmania by ensuring a pleasant, efficient and safe environment for working, living and recreation; and	The development of the site will contribute to the viability and expansion of community facilities, open space, and more diverse housing options within the Lauderdale and South Arm locality. The proposal would significantly contribute to the existing surrounding open space network while improving and future proofing high value environmental assets.
(g) to conserve those buildings, areas or other places which are of scientific, aesthetic, architectural or historical interest, or otherwise of special cultural value; and	The site is not listed as having any European historic value and a detailed Aboriginal Heritage Assessment has been carried out which confirms that the site does not contain Aboriginal Heritage sites. Therefore, no buildings, areas, or other place of historic and heritage value will be affected by the proposed development. Furthermore, wetland and waterway values found within the western part of the site which are of scientific value will remain protected by a large area of open space on that portion of the site. Detail of these matters is addressed further in Section 3.2.
(h) to protect public infrastructure and other assets and enable the orderly provision and co-ordination of public utilities and other facilities for the benefit of the community; and	Section 1.2 identifies existing social infrastructure within the locality and how it could support the proposal. Furthermore, the proposal would contribute additional public assets in the form of public open space which would benefit the surrounding community. Consultation with TasWater has confirmed that the proposed development can be provided with appropriate public utilities without any expansion in the capacity of existing infrastructure. Development upon the site is feasible compared to other potential residential expansion areas within Lauderdale. Due to the elevated position this proposal would require no fill to address inundation issues, the proposal would not rely upon existing public stormwater infrastructure, and the proposed lots would be serviced by an existing water supply. While the proposed extension of the pressurised sewer network and road connections would come at a cost, this would be met by the developer.
(i) to provide a planning framework which fully considers land capability.	The site's agricultural potential has been considered in the Land Capability Classification System (via Listmap on 2 June 2020). The majority of the site is classified as 'Class 5' which identifies land unsuited to cropping and with slight to moderate limitations to pastoral use. Two small portions towards the subject site's western boundary are classified as 'Class 6' which is land marginally suited to grazing due to severe limitations. On this basis, the subject site is considered to have only limited agricultural potential and is therefore suitable for alternative development. The site is considered capable of accommodating the proposed development. As demonstrated in the attached assessments, the site is not significantly constrained by natural hazards. Where

Part 2	Amendment Response
	these hazards exist, they can and will be adequately mitigated and managed.

State Policy on the Protection of Agricultural Land 2009

The purpose of the above policy is to:

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 policy is intended to achieve its purpose through the following objectives:

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.

Of the eleven principles contained within the above policy, the following are considered relevant to the proposal:

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.	The proposal is considered to be consistent with principle 1, as sustainable agricultural development would not be unreasonably confined or restrained by non-agricultural use or development. As noted in the attached Land Capability Assessment, while the site includes cleared areas that may have previously been used for some agricultural activities, it is considered to have limited agricultural potential given its land classification. Therefore, while the proposal would convert these areas to non-agricultural use and development, it would not unreasonably confine or restrain sustainable agricultural development, as the potential for this development to occur on the site is limited.
2. Use or development of prime agricultural land should not result in unnecessary conversion to non-agricultural use or agricultural use not dependent on the soil as the growth medium.	As confirmed in the attached Land Capability Assessment, the land within the site is not considered to be prime agricultural land. Therefore, the proposal does not involve the conversion of such land to non-agricultural use.
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.	The proposed residential use of the land within the site is considered to be consistent with the policy as it would not unreasonably convert agricultural land and would not confine or restrain agricultural use in the vicinity. As noted above, the agricultural capability of the site is limited, therefore, it is not considered unreasonable for part of the site to be converted to residential use.

	No agricultural activity occurs to the north and west of the site, nor does it appear possible given the zoning and existing land found in these directions. What agricultural activity does occur in the vicinity occurs only to the south and east of the site. This activity appears to be limited to low intensity grazing associated with rural residential use. While the adjoining property to the east at 76 Richardsons Road is within the planning scheme's Rural Resource Zone, it is already fettered by the existing residential development to the north. The vegetation upon this property and the topography of the land is also considered to provide separation between any agricultural activity that occurs upon it and the proposed residential use of the site. The proposed rural living lots would provide separation between the proposed residential lots and any agricultural activity to the south of the site. These lots would have sufficient area in order to provide sufficient buffers between the residential lots and the Rural Resource Zone land found in this direction. The rural living lots would also provide separation between the southernmost residential lots and the property to the east discussed above.
7. The protection of non-prime agricultural land from conversion to non-agricultural use will be determined through consideration of the local and regional significance of that land for agricultural use.	As noted in the attached Land Capability Assessment, the site is not considered to contain prime agricultural land. Therefore, as the conversion of non-prime agricultural land to non-agricultural use is proposed, a consideration of the local and regional significance of the site for agricultural use is required. As noted in the Land Capability Assessment, there is no evidence that the site could be classified as having local or regional agricultural significance. The site appears to have only supported low-intensity grazing in the past which is unlikely to have formed a significant part of a local or regional agricultural supply chain. This activity is also unlikely to have generated significant demand for local or regional services. The site does not occupy a strategic position within the local or regional context. The site is at the periphery of an area that although zoned for rural resource use, includes substantial areas that are unsuitable for agricultural use, such as lagoons and forested areas. This area is also fettered by residential

	development and fragmented by past subdivision.

The proposal is considered to be consistent with the State Policy on the Protection of Agricultural Land.

Tasmanian State Coastal Policy 1996

The policy applies to all of the site as it is within 1km of high-water mark. The principles of the policy are:

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

The above principles guide the following outcomes that the policy seeks to achieve. The outcomes considered relevant to the proposal are considered below.

1) *Protection of Natural and Cultural Values of the Coastal Zone*

1.1. NATURAL RESOURCES AND ECOSYSTEMS	
1.1.1. The coastal zone will be managed to ensure sustainability of major ecosystems and natural processes.	The proposal would ensure the sustainability of ecosystems on the site by protecting and conserving areas with natural values. The proposed 35Ha reserve would protect regionally significant natural ecosystems and would future proof natural processes such as the predicted migration of the Lauderdale saltmarsh and the impacts of sea level rise as a result of climate change.
1.1.2. The coastal zone will be managed to protect ecological, geomorphological and geological coastal features and aquatic environments of conservation value.	The proposal would allow for the ongoing management of ecological coastal features on the site by transferring the areas where these features occur into public ownership. It is understood that there are no geomorphological or geological features on the site and the proposal would not affect the aquatic environment.
1.1.3. The coastal zone will be managed to conserve the diversity of all native flora and fauna and their habitats, including seagrass and seaweed beds, spawning and breeding areas. Appropriate conservation measures will be adopted for the protection of migratory species and the protection and recovery of rare, vulnerable and endangered species in accordance with this Policy and other relevant Acts and policies.	The proposal would conserve the diversity of native flora and fauna on the site by securing the areas of bushland it contains as public open space. The transfer of this land into public ownership is considered to be an appropriate and valuable conservation measure that would provide for the protection and recovery of a variety vulnerable flora and fauna species. Similarly including the low lying wetland areas of the site within the proposed public open space will ensure habitats and communities within the regionally significant Lauderdale saltmarsh are protected from

	impacts of any future potential grazing or other damaging activities upon the subject site.
1.1.4. Exotic weeds within the coastal zone will be managed and controlled, where possible, and the use of native flora encouraged.	The proposal would allow for improved weed control upon the site by transferring an area of degraded bushland into public ownership. This area is currently being degraded by activities that are likely to introduce weeds. The proposed change in ownership would allow for these activities to be controlled and for weed management to occur. The proposal would retain the vast majority of native flora on the site.
1.1.5. Water quality in the coastal zone will be improved, protected and enhanced to maintain coastal and marine ecosystems, and to support other values and uses, such as contact recreation, fishing and aquaculture in designated areas.	The proposal would protect water quality by appropriately managing stormwater from the proposed development. While the exact layout of the stormwater infrastructure required by the development would be determined at a later stage, the concept plan allows for the required stormwater detention and treatment to be accommodated within the site. In addition the proposed public reserve would prevent any future ad hoc grazing within the lower lying areas of the site adjacent to the Lauderdale Saltmarsh. Coastal water quality will be enhanced by preventing any future contamination and impacts from any potential grazing activities.
1.1.6. Appropriate monitoring programs and environmental studies will be conducted to improve knowledge, ensure guidelines and standards are met, deal with contaminants or introduced species and generally ensure sustainability of coastal ecosystems and processes and ensure that human health is not threatened.	Not applicable.
1.1.7. Representative ecosystems and areas of special conservation value or special aesthetic quality will be identified and protected as appropriate.	The attached Natural Values Assessment has identified vegetation upon the site as having special conservation value. This vegetation would be protected upon being transferred into public ownership. The bushland upon the site is also considered to have an aesthetic value and community benefit that would be also be protected by its transfer into public hands. The Saltmarsh ecosystem is considered a regionally significant conservation area. In developing the proposal this ecosystem was specifically identified for protection and included in the concept plan. Stakeholders involved in the protection of the Saltmarsh

	have been broadly involved in the development of the proposal.
1.1.8. An effective system of marine reserves will continue to be established to protect marine ecosystems and fish nursery areas.	Not applicable.
1.1.9. Important coastal wetlands will be identified, protected, repaired and managed so that their full potential for nature conservation and public benefit is realised. Some wetlands will be managed for multiple use, such as recreation and aquaculture, provided conservation values are not compromised.	The proposal would allow for the protection and management of the Lauderdale Saltmarsh, which is recognised as an important coastal wetland. This protection and management would include allowing for the future migration of the saltmarsh, as noted above.
1.1.10. The design and siting of buildings, engineering works and other infrastructure, including access routes in the coastal zone, will be subject to planning controls to ensure compatibility with natural landscapes.	The proposed development would be subject to a Specific Area Plan which would ensure that it is consistent with the attached concept plan.
1.1.11. Fire management, for whatever purpose, shall be carried out in a manner which will maintain ecological processes, geomorphological processes and genetic diversity of the natural resources located within the coastal zone.	The proposal would allow for improved fire management of the immediate area by providing a road between the existing residential development to the north and the bushland within the north-eastern corner of the site. The proposal would also allow for fire management to be carried out within the proposed bushland reserve by providing a fire trail between the reserve and the residential lots proposed to the south.
1.2. CULTURAL AND HISTORIC RESOURCES	
1.2.1. Areas within which Aboriginal sites and relics are identified will be legally protected and conserved where appropriate.	An Aboriginal Heritage Assessment has been provided for the site which confirms that it does not contain Aboriginal sites or relics.
1.2.2. All Aboriginal sites and relics in the coastal zone are protected and will be identified and managed in consultation with Tasmanian Aboriginal people in accordance with relevant State and Commonwealth legislation.	Not applicable.
1.3. CULTURAL HERITAGE	
1.3.1. Places and items of cultural heritage will be identified, legally protected, managed and conserved where appropriate.	The site is not listed as a heritage place or otherwise recognised as having particular European heritage significance.
1.4. COASTAL HAZARDS	

1.4.1. Areas subject to significant risk from natural coastal processes and hazards such as flooding, storms, erosion, landslip, littoral drift, dune mobility and sea-level rise will be identified and managed to minimise the need for engineering or remediation works to protect land, property and human life.	The proposal responds to the coastal inundation risk posed to parts of the site by locating building envelopes clear of the planning scheme's Coastal Inundation Hazard Areas. The Geo-Technical Assessment provided for the proposal confirms that the site is not susceptible to erosion or landslip.
1.4.2. Development on actively mobile landforms such as frontal dunes will not be permitted except for works consistent with Outcome 1.4.1.	Not applicable as the site does not contain an actively mobile landform.
1.4.3. Policies will be developed to respond to the potential effects of climate change (including sea-level rise) on use and development in the coastal zone.	While this outcome is not directly relevant to the proposal, it is considered to be consistent with any policy that responds to the potential effects of climate change by allowing for a planned retreat from potentially affected residential areas within Lauderdale.

2) Sustainable Development of Coastal Areas and Resources

2.1. COASTAL USES AND DEVELOPMENT	
2.1.1. The coastal zone shall be used and developed in a sustainable manner subject to the objectives, principles and outcomes of this Policy. It is acknowledged that there are conservation reserves and other areas within the coastal zone which will not be available for development.	The proposal is considered to be for sustainable development as it would minimise the loss of native vegetation and largely rely upon existing infrastructure. The proposal would lead to improved conservation outcomes within the proposed bushland and wetland reserve.
2.1.2. Development proposals will be subject to environmental impact assessment as and where required by State legislation including the Environmental Management and Pollution Control Act 1994.	The proposal is supported by a Natural Values Assessment which considers the environmental impact of the proposed development. This assessment concludes that there would no impact upon threatened flora and insignificant impact upon threatened fauna as a result of the proposal. The assessment also finds that there would be only limited impact upon high conservation value vegetation and that this would be offset by the significant area of bushland reserve included in the proposal.
2.1.3. Siting, design, construction and maintenance of buildings, engineering works and other infrastructure, including access routes within the coastal zone will be sensitive to the natural and aesthetic qualities of the coastal environment.	The need to avoid and minimise impacts upon natural values on the site was a key driver in the development of the concept plan. Access routes and building areas have been sited to avoid and minimise impacts upon these values. As a result, the potential impact of the proposal upon aesthetic values would also be minimised as the vast majority

	of vegetation on the site would be retained, ensuring that buildings and other infrastructure is generally viewed against the existing wooded skyline on the site.
2.1.4. Competing demands for use and development in the coastal zone will be resolved by relevant statutory bodies and processes, in particular the Land Use Planning Review Panel, the Resource Management and Planning Appeal Tribunal and the Marine Farming Planning Review Panel. Planning schemes, marine farming development plans and other statutory plans will provide guidance for resource allocation and development in accordance with this Policy.	The proposal will be assessed by the relevant statutory bodies, including the Tasmanian Planning Commission and Clarence City Council.
2.1.5. The precautionary principle will be applied to development which may pose serious or irreversible environmental damage to ensure that environmental degradation can be avoided, remedied or mitigated. Development proposals shall include strategies to avoid or mitigate potential adverse environmental effects.	The proposal is considered unlikely to cause environmental damage. Care has been taken to ensure that environmental degradation would be avoided where possible. The proposal would allow for the remedy and mitigation of existing degradation within the proposed bushland reserve by transferring this land into public ownership. The proposal includes strategies to avoid or mitigate potential adverse environmental effects, including the siting of development generally within existing cleared areas. The proposal also includes a mitigation strategy that would see any loss of native vegetation mitigated by the provision of a generous offset in the form of the proposed bushland reserve.
2.1.6. In determining decisions on use and development in the coastal zone, priority will be given to those which are dependent on a coastal location for spatial, social, economic, cultural or environmental reasons.	While the proposed development is not necessarily dependent upon a coastal location, it would clearly benefit from its position close to the coast and would not adversely affect use and development that is dependent upon a coastal location.
2.1.7. New industrial developments will be encouraged to locate in specified industrial zones.	Not applicable as a new industrial development is not proposed.
2.1.8. Extraction of construction materials, mineral, oil, and natural gas deposits in the coastal zone will be allowed provided access to areas is allowed under the provisions of the Mining Act 1929.	Not applicable.
2.1.9 Exploration will be conducted in accordance with environmental standards under relevant legislation and the Mineral	Not applicable.

Exploration Code of Practice. Adequate rehabilitation shall be carried out.	
2.1.10. Extraction will be subject to the Quarry Code of Practice and environmental assessment as required by State legislation including the Environmental Management and Pollution Control Act 1994. Adequate rehabilitation shall be carried out.	Not applicable.
2.1.11. Extraction of sand will be provided for by zoning of appropriate areas in planning schemes	Not applicable.
2.1.12. Timber harvesting and reforestation in the coastal zone will be conducted in accordance with the Forest Practices Code and have regard to this Policy.	Not applicable.
2.1.13. Whole farm planning and sustainable farming activities will be encouraged on agricultural land in the coastal zone and in coastal catchments in order to minimise problems such as erosion, sedimentation and pollution of coastal waters including surface and ground waters.	Not applicable.
2.1.14. Management arrangements for commercial and recreational fisheries will be further developed in accordance with the objectives, principles and outcomes of this Policy, through a management planning framework designed to maintain sustainability and diversity of fish resources and their habitats and promote economic efficiency under the Living Marine Resources Management Act 1995.	Not applicable.
2.1.15. Harvesting of marine plants shall be conducted in a sustainable manner in accordance with relevant State legislation and this Policy.	Not applicable.
2.1.16. Water quality in the coastal zone and in ground water aquifers will accord with the requirements and guidelines established by the Environmental Management and Pollution Control Act 1994 or the Environment Protection (Sea Dumping) Act 1987 (as appropriate) and any other relevant State and Commonwealth Policies and statutes.	As noted above, the proposal would protect water quality by appropriately managing stormwater from the proposed development.
2.1.17. Waste discharge into the coastal zone, including offshore waters, or likely to affect groundwater aquifers, must comply with provisions of the Environmental	Not applicable.

Management and Pollution Control Act 1994 or the Environment Protection (Sea Dumping) Act 1987 (as appropriate) and any relevant State and Commonwealth Policies.	
2.1.18. Where oil pollution occurs in the coastal zone, and, or, offshore areas, the National Plan to combat Pollution of the Sea by Oil, Tasmanian Supplement, will apply. Efforts to prevent or mitigate maritime accidents and pollution shall be based upon relevant ANZECC and other guidelines.	Not applicable.
2.1.19. Every effort will be made to prevent the introduction of foreign marine organisms and species. Relevant Commonwealth provisions for quarantine and ballast water or other ship discharges shall apply.	Not applicable.
2.2. MARINE FARMING	
The outcomes for marine farming are not relevant as this activity is not proposed.	
2.3. TOURISM	
The outcomes for tourism are not relevant as this activity is not proposed.	
2.4. URBAN AND RESIDENTIAL DEVELOPMENT	
2.4.1. Care will be taken to minimise, or where possible totally avoid, any impact on environmentally sensitive areas from the expansion of urban and residential areas, including the provision of infrastructure for urban and residential areas.	Care has been taken in the development of the concept plan to ensure that the proposal would minimise and where possible avoid impacts upon environmentally sensitive areas. The proposed subdivision road and residential lots have been sited to ensure that the loss of native vegetation is minimal. Environmentally sensitive areas such as the areas within the western part of the site which contain threatened vegetation would be located within the proposed public open space, which would allow for their protection and management. The proposed development would largely depend upon existing infrastructure and any new infrastructure required would not encroach upon environmentally sensitive areas.
2.4.2. Urban and residential development in the coastal zone will be based on existing towns and townships. Compact and contained planned urban and residential development will be encouraged in order to avoid ribbon development and unrelated cluster developments along the coast.	The proposed residential development would be based upon the existing Lauderdale township. The development would be connected to the existing residential area to the north via a road connection to Bayview Road, as well as a pedestrian link to existing public open space within the area. While the majority of the proposed residential lots would be separated from the existing residential area by the proposed bushland

	reserve, this is necessary in order to avoid impacts upon natural and aesthetic values. The majority of the lots would be directly linked to the existing community via a single row of residential lots. This concept was intentionally developed to ensure the proposed residential lots were inextricably linked to the existing community. The proposed residential development would be compact as the majority of the residential lots would be grouped together within the central part of the site. The proposal is therefore not considered to be ribbon development or to include an unrelated cluster of development.
2.4.3. Any urban and residential development in the coastal zone, future and existing, will be identified through designation of areas in planning schemes consistent with the objectives, principles and outcomes of this Policy.	The proposed change to the Urban Growth Boundary and subsequent rezoning would identify the site for future residential development. The proposal is considered to be consistent with the objectives of the policy as natural and cultural values would be protected, sustainable development is proposed, and it would allow for integrated management and protection of the coastal zone.
2.5. TRANSPORT	
2.5.1. All transport infrastructure and associated services will be planned, developed and maintained consistent with the State Coastal Policy.	The proposed transport infrastructure is considered to be consistent with the policy as it has been routed to avoid and minimise impacts upon natural values, and to avoid the creation of ribbon development.
2.5.2. Significant scenic coastal transport routes and associated facilities will be identified, planned and managed to ensure sustainable benefits for tourism and recreation value and amenity.	While the proposed roads are not intended to form part of a specific scenic coastal transport route, they would provide recreation and amenity benefits by providing access to the proposed bushland reserve and trail network.
2.5.3. New coast hugging roads will be avoided where possible with vehicular access to the coast being provided by spur roads planned, developed and maintained consistent with the State Coastal Policy.	Not applicable as a new coast hugging road is not proposed.
2.5.4. Marine structures will be designed, sited, constructed and managed in accordance with best practice environmental management and subject to environmental impact assessment having regard to statutory requirements.	Not applicable.

2.5.5. The multiple use of port areas will be encouraged but priority will be given to efficient port operations and safety requirements subject to cultural, natural and aesthetic values not being compromised.	Not applicable.
2.6. PUBLIC ACCESS AND SAFETY	
2.6.1. The public's common right of access to and along the coast, from both land and water, will be maintained and enhanced where it does not conflict with the protection of natural and cultural coastal values, health and safety and security requirements.	The proposal would enhance public access to and along the coast by providing improved linkages between existing residential areas and the Tangara Trail and other walking tracks.
2.6.2. Public access to and along the coast will be directed to identified access points. Uncontrolled access which has the potential to cause significant damage to the fragile coastal environment and is inconsistent with this Policy will be prevented.	The proposal would allow for public access to the coast to be directed to identified access points by transferring the proposed bushland reserve into public ownership. This transfer would also halt the existing uncontrolled access that currently causes damage within the bushland.
2.6.3. Agreements between landowners, landholders and councils or State Government to grant public access to the coast, and Aborigines access to Aboriginal sites and relics in the coastal zone over private and public land will be encouraged and shall be considered when preparing plans or approving development proposals.	Given that the proposed bushland reserve would provide public access to the coast, an agreement to allow for such access between the landowner and Council or State Government is not necessary.
2.6.4. Public facilities such as life saving facilities and essential emergency services, parking facilities, toilet blocks, picnic sites, rubbish disposal containers, boat ramps and jetties will be provided at appropriate locations consistent with the objectives, principles and outcomes of this Policy to facilitate access to and enjoyment of the recreational amenity of the coast and estuarine foreshores.	The extensive area of the proposed bushland reserve would allow opportunities for the provision of public facilities, such as parking facilities, toilet blocks, and picnic sites. For example, a picnic area is envisioned close to the top of the hill upon the site. A possible playground is indicated at the south-eastern corner of the proposed reserve, adjacent to lot 121. Given the relative openness of parts of the bushland on the site, public facilities could be provided within it without significantly affecting natural values – i.e. the vegetation removal required to provide such facilities would be limited.
2.6.5. Councils will ensure that there will be a coastal safety assessment for any new coastal development likely to attract people to the coast to indicate the level and type of lifesaving facilities and personnel required.	Not applicable.
2.6.6. Developer contributions will be encouraged in respect to the costs of	Not applicable.

providing public access and safety services for the community.	
2.7. PUBLIC LAND	
The outcomes for public land are not relevant as development upon this land is not proposed.	
2.8. RECREATION	
2.8.1. Recreational use of the coastal zone will be encouraged where activities can be conducted in a safe and environmentally responsible manner.	The proposal would provide for improved recreational use of the bushland on the site via the creation of a public reserve. By allowing for the transfer of this bushland into public ownership, the proposal would facilitate recreational use of the bushland in a safe and environmentally responsible manner.
2.8.2. Suitable recreation opportunities will be identified through strategic planning and may be provided in appropriate locations where they do not adversely affect sensitive coastal ecosystems and landforms or in designated areas where such effects can be remedied or mitigated.	The proposed bushland reserve would provide suitable recreation opportunities without affecting sensitive coastal ecosystems. The proposed transfer of the bushland on the site would allow for existing tracks that may currently adversely affect areas with high natural value on the site to be closed, or formalised in order to reduce or eliminate existing adverse impacts upon these areas.
2.8.3. Special recreational vehicle areas may be established as an environmental protection measure and as a means of limiting unauthorised motor vehicle activity in environmentally sensitive areas.	Not applicable as the site is considered unlikely to be suitably for use as a special recreational vehicle area.

The proposal is considered to be consistent with the objectives and outcomes of the *Tasmanian State Coastal Policy 1996*.

The Southern Tasmanian Regional Land Use Strategy 2010-2035 (STRLUS)

The Tasmanian Planning Provisions provide an overarching strategic framework for the State's planning system, consisting of the Tasmanian Planning Scheme (expected to come into effect in the next 12 to 24 months) and the regional land use strategies. The relevant component of the Tasmanian Planning Scheme is the State Planning Policies, though these have not yet come into effect so are not considered in this proposal. The relevant regional land use strategy is the *Southern Tasmanian Regional Land Use Strategy 2010-2025* (STRLUS).

The STRLUS has a number of components relevant to the proposed adjustment of the Urban Growth Boundary, including a number of directions within the Strategic Framework (chapter 4). Furthermore, of the fifteen regional policy directives, the regional policy areas of 'Land Use and Transport Integration' and 'Settlement and Residential Development' are particularly relevant. Each of these areas have been addressed below.

Regional Policies

There are two regional policy directives of the STRLUS of particular relevance to the proposal, namely 'Land Use and Transport Integration' and 'Settlement and Residential Development'.

The 'Land Use and Transport Integration' policy directive highlights the relative location of different land uses (for example where people live in relationship to places for employment and shopping) as a significant determinant of transport demand, cost and modal choice. It seeks to improve integration of transport and land use planning to enable the development of urban areas that are efficient, liveable, and environmentally sustainable in the face of a changing climate. This objective is achieved through a broad range of clauses which include:

a) maintaining and improving existing key public transport corridors to facilitate reliable, frequent public transport services,
b) improving walking and cycling infrastructure and linkages, particularly for local trips, and
c) consolidating residential development in rural areas into key settlements where daily and weekly needs of residents are met.

There are a number of goals identified in sub-clauses that the proposal would meet in order to further the objectives of the regional policy, namely:

- LUTI 1.6 - *Maximising road connections between existing and potential future roads with new roads proposed as part of the design and layout of subdivision*;
- LUTI 1.11 *Encourage walking and cycling as alternative modes of transport through the provision of suitable infrastructure and developing safe, attractive and convenient walking and cycling environments*.

The 'Settlement and Residential Development' policy directive highlights why the location, form, type, and density of residential development is a significant land use planning issue. The reasons why this issue is significant include:

a) the economic and environmental sustainability of the overall urban form;
b) demands upon the transport system;
c) location, capacity and demand for social and physical infrastructure;
d) impacts upon the natural environment;
e) and the capacity to accommodate a growing and ageing population.

The above policy highlights that within Southern Tasmania, a significant proportion of residential development to meet the community's housing needs is located within the Greater Hobart area, which is also the location for over 90% of the region's employment. However, there are still many people outside of Greater Hobart who travel daily into the metropolitan area and there is evidence of 'commuter' communities who have taken advantage of the coastal, rural, and bushland lifestyle opportunities presented in those locations with the benefit of relatively short travel times (in comparison to mainland circumstances).

Notwithstanding the above, residential growth is primarily managed through an Urban Growth Boundary that sets the physical extent for a 20-year supply of residential land for the metropolitan area as well as including land for other urban purposes (i.e. commercial and industrial development) as well as pockets of open space and recreational land that assist in providing urban amenity. To include the subject site within the Urban Growth Boundary would unlock further open space and recreational opportunity not otherwise available in the locality, as well as improving connectivity with the surrounding area and environmental management opportunities of the Lauderdale Saltmarsh Reserve.

There are a number of goals identified in other sub-clauses that the proposal would meet in order to further the objectives of the regional policy, namely:

- *SRD2 Manage residential growth for Greater Hobart on a whole of settlement basis and in a manner that balances the needs for greater sustainability, housing choice and affordability;*
  - *SRD2.4 Recognise that the Urban Growth Boundary includes vacant land suitable for land release as greenfield development through residential rezoning as well as land suitable for other urban purposes including commercial, industrial, public parks, sporting and recreational facilities, hospitals, schools, major infrastructure, etc;*

- *SRD 2.8 Aim for the residential zone in planning schemes to encompass a 10 to 15-year supply of greenfield residential land when calculated on a whole of settlement basis for Greater Hobart;*
- *SRD2.9 Encourage a greater mix of residential dwelling types across the area with a particular focus on dwelling types that will provide for demographic change including an ageing population;*
- *SRD2.11 Increase the supply of affordable housing.*

Further to the relevant components of the STRLUS highlighted above, the way in which the proposal meets the ten strategic directions of the STRLUS is addressed in Section 3.2 which provides a rationale for the development of Greenfield land.

3. Strategic justification for the proposal

3.1 Rationale for the Urban Growth Boundary amendment

The Regional Settlement Strategy

Lauderdale is part of the Greater Hobart Area and therefore the main control over residential growth within the area is the Urban Growth Boundary. The Urban Growth Boundary, which is spatially defined in the *Southern Tasmanian Regional Land Use Strategy 2010-2035* (STRLUS), has been primarily established for the purpose of setting a physical extent for the 20-year supply of residential land in the metropolitan area from 2010 until 2030. Additionally, its purpose is to include land for other urban functions (i.e. commercial and industrial development) as well as pockets of open space and recreational land that assist in providing urban amenity. The rationale for including the subject site within the Urban Growth Boundary is outlined in further detail below.

Supply and Demand

Current Population Trends – Hobart and Clarence

The STRLUS and the Urban Growth Boundary were based upon the ABS data available at the time that the strategy was prepared in 2010. The strategy was based upon a total population increase within the Greater Hobart area between 2001 and 2008 of 12,536 persons or 6.2%. This increase was based upon data drawn from the *ABS Estimated Residential Population 2009*. The background report which established the regional profile states that a medium growth scenario was envisaged and that "population growth rate, based on projecting past trends, is expected to decrease over time for most areas"[5].

In recent years, Greater Hobart has experienced higher than predicted population growth. In 2012, the ABS' (3222.0 Population Projections 2012-2061) most aggressive population prediction for the following 50 years was an average increase of 2,440 people per annum. Based upon the census data from 2016, the population of Greater Hobart was predicted to grow from 212,085 to 236,136 persons in the decade from 2009 to 2019[6], a total increase of 24,051 persons, 11.35%, or 2,405 people per annum. From a figure of 229,088 at 30 June 2017, Hobart's population is now projected to increase to between 300,333 and 406,752 in 2066[7]. The higher end of the current projection equates to an average population increase of 3,553 people per annum over a 50-year period. This projected growth rate has increased by 1,113 people per annum or 45% since the 2012 most aggressive projections.

The above statistics show that the current population and projected population growth rates are significantly higher than those envisaged when the STRLUS was drafted. While the strategy was based on a medium population growth rate scenario, subsequent actual and predicted population growth has exceeded even the most aggressive models of predicted population growth rates in 2010. This situation has resulted in a well-recognised housing shortage within the Greater Hobart area as development of housing options within certain sectors has not kept pace with demand. The proposed amendment to the UGB would enable the supply of over 150 residential lots in the

[5] SGS Economics, Southern Tasmanian Regional Land Use Strategy Background Report No.2: The Regional Profile, 2020.

[6] ABS, 3218.0 - Regional Population Growth, Australia, 2018-19 (ERP by SA2 and above [ASGS 2016], 2001 onwards)

[7] ABS, 3222.0 - Population Projections, Australia, 2017 (base) to 2066

short to medium term to assist to accommodate the demand for new housing options.

Of all six local government areas that make up the Greater Hobart region, Clarence has the highest population. In 2017, this population was 56,148 people (25% of the total population for Greater Hobart at that point in time)[8]. This high percentage of the overall population is reflected in the municipality having both the highest number of building approvals and the highest value of residential building, which were 235 (14.9% of the Greater Hobart average)[9] and $90 million (14.7% of the Greater Hobart average)[10] respectively in the most recent year for which data is available (2017).

Further to the above, the Department of Treasury and Finance ('DTF') released updated population projections for Tasmania in 2019, which provide information on expected growth for both the Clarence municipality and Greater Hobart. Under a 'medium series' growth scenario from 2017 to 2042, Clarence is expected to grow by 10,495 persons (0.73 percent). Of the six municipalities that make up Greater Hobart, this is the third highest growth rate. The DTF predicts that the population of Clarence will grow to 66,245 in 2042 if growth continues at the medium rate of 0.73%. If growth is high (1.2%) the predicted population for Clarence is 71,212, and 63,098 if growth is low (12.4%). Given these projections, Clarence can be expected to grow by 6,950-15,064 people from 2017 to 2042, depending on the growth rate.

ABS Census data from 2018[11] demonstrates that Clarence is currently estimated to have a population of 56,945 persons, which is a 1.4% increase from 2017. This increase means population growth is currently tracking slightly above the high growth scenario. The Census data also recorded an average of 2.4 persons per household. Based on the predictions outlined above, the population of Clarence is also predicted to continue growing at a medium to high growth rate.

Housing stock by sale price and household income

Even with the largest population, highest number of building approvals, and the highest value of residential building in 2017, Clarence is still relatively affordable. Recent data sources for the area calculate that the median sale price for houses in Greater Hobart was $486,000 as of May 2020[12]. In Clarence this was only slightly higher at $530,000 with similar averages for data of the previous two years. Equally, median house prices were matched by other indicators of relative affordability. Median household incomes of the municipality were only 6% above the average of $792 per week for Greater Hobart (a 0.47% increase from 2011) at $830 per week in 2016 (a 0.47% increase from 2011)[13].

There are also relatively high rates of home ownership within the Clarence area (both outright and via mortgage arrangements). In the most recent data obtained from 2016, outright home ownership was at 36.4% (4% above the average for Greater Hobart, only exceeded by the Kingborough municipality)[14] and home ownership with a mortgage was at 37% (though less than

[8] ABS, Regional Statistics by LGA 2017 (Total females and total males)

[9] ABS, Regional Statistics by LGA 2017 (Building approvals – Year ended 30 June, Private sector houses [no.])

[10] ABS, Regional Statistics by LGA 2017 (Building approvals – Year ended 30 June, Value of residential building [$m])

[11] ABS, Regional Statistics by LGA 2018

[12] CoreLogic, Suburb Statistics Report, 16 June 2020

[13] ABS, Regional Statistics by LGA 2017 (Median equivalised total household income (weekly)($))

[14] ABS, Regional Statistics by LGA 2017, Tenure Type – Occupied private dwellings – census (Owned outright (%))

mortgage rates for three other local government municipalities within Greater Hobart)[15]. Rates of renting were much lower at 22.6% (5% below the average for Greater Hobart)[16]. Across both home ownership and rental tenures, most occupants made mortgage repayments or rent payments that were less than 30% of their household income[17].

Suitability of housing stock for Clarence households

The ABS data analysed above demonstrates that to rent or enter home ownership in Clarence is relatively affordable. However, there is some demonstrated need for stock that more appropriately meets the aspirations and needs of households within the area, as demonstrated by a number of ABS indicators. An analysis of dwellings across the six municipalities of Greater Hobart in 2016 found that Clarence had 10% more dwellings that had extra bedrooms than the average for the Greater Hobart region[18]. In 2016, family households made up 70% of the area's total households and group households only made up 2.4%[19]. Dwelling types most suitable for these cohorts are separate houses and semi-detached row or terrace houses or townhouses which comprise 72.6% of the municipality's total housing stock. Analysis of the data sets for housing stock and household types respectively has found that for every family or group household in Clarence, 1.35 separate houses and semi-detached row or terrace houses or townhouses are available. Moreover, it has been found that less than 1 flat or apartment is available for every lone person household. This data highlights the need for a broader range of housing stock within the Clarence area.

The Property Market and Diversification of Segments

In addition to the requirements for a broader range of housing stock, an analysis of Greenfield and Urban Infill land in Greater Hobart has been undertaken by reviewing *Background Report No.13 – Dwelling Yield Analysis* ('the Report') (which supported the *Southern Tasmanian Regional Land Use Strategy 2010-2035*). The Report found that the greatest potential for growth is land located in the middle lower market segment outside of the inner suburbs and towards the urban fringe. The market segments are determined by the median price for the suburb relative to the median sale price of other suburbs in the study area.

However, the suburb of Lauderdale was identified in the above report as unique amongst suburbs on the urban fringe in that it is within the middle to top market segment and had a median sale value of $349,000 in 2009[20]. The median value has increased to $590,000 in 2020 including a 50.9% increase over the previous five years. Few other fringe areas of Greater Hobart are within this market segment. Within the Clarence area, only Lauderdale and Seven Mile Beach are on the fringe and within this market segment. Given that Lauderdale and Seven Mile Beach have little greenfield land supply left that is zoned for residential purposes, extending the Urban Growth Boundary to include the subject site would provide supply for a segment of the market that is not currently catered for within the area. The level of unmet demand for new housing in the

[15] ABS, Regional Statistics by LGA 2017, Tenure Type – Occupied private dwellings – census (Owned with a mortgage (%))

[16] ABS, Regional Statistics by LGA 2017, Tenure Type – Occupied private dwellings – census (Rented (%))

[17] ABS, Regional Statistics by LGA 2017, Household stress – census (Households where mortgage repayments are less than 30% of household income (%)) and (Households where rent payments are less than 30% of household income (%))

[18] ABS, Regional Statistics by LGA 2017, Dwellings that require extra bedrooms

[19] ABS, Regional Statistics by LGA 2017, Aggregated data for lone person households, group households, family households, and total households

[20] Southern Tasmania Regional Land Use Framework, Background Report No. 13: Dwelling Yield Analysis, Prepared by GHD Ltd (March 2010)

area was recently demonstrated when a small development of eight vacant lots was advertised at Single Hill overlooking Seven Mile Beach. It was reported that within seven days of advertisement agents had received over 80 applications and all lots were sold to local buyers at prices significantly above asking price[21].

Due to its views and proximity to beaches and the coast, the subject site is considered particularly favourable for the middle to top market segment. Furthermore, with sea level rise and much of Lauderdale being within a Coastal Inundation Hazard Area, alternate locations for residential living opportunities will need to be found. Providing additional housing stock to cater for this unfulfilled demand would free up supply for each level of aspirational homeowners to improve their investment and ultimately create a supply of opportunities for renters and others to access more affordable housing options within Clarence.

On a broader scale, the property market in Greater Hobart has been relatively rapidly increasing in value over recent years. In the current housing market, housing experts agree there is a significant supply shortage of housing given the level of demand[22].

In addition to recent growth in net migration to Greater Hobart the housing shortage has been further exacerbated by the relatively recent and significant take up of property owners offering their properties as short term rentals to satisfy tourism demand. This undersupply has resulted in Greater Hobart median property prices continuing to experience significant increases as well as rental vacancy rates and rental yields being some of the lowest and highest in Australia respectively.

While the STRLUS deals with long term goals for sustainable development, the existing housing stock would not appear to meet the current and thus future demand. The dwelling yield analysis methodology that supported the STRLUS states that due to random sampling, the sampling may over select parcels which cannot be developed further or under select parcels which can be developed further. In determining the dwelling yield capacity of existing zoned land, the methodology recommended further work be completed to better understand additional factors, including subdivision and take up patterns, character and demographics of the suburb and zones, access to services, demographic trends, and potential for multiple dwellings. The current significant undersupply of both new greenfield and infill housing options in certain market segments suggests specific, appropriate amendments to the Urban Growth Boundary such as that proposed would assist in meeting sustainable development growth that contributes to meeting high levels of unfulfilled demand.

Greenfield precincts

A desktop review was undertaken of all Greenfield land within the Clarence municipality zoned for future residential development via LISTmap (dated 1 June 2020). An estimated total of 535 hectares was identified across the suburbs of Rokeby, Geilston Bay, Risdon Vale, Lauderdale, Oakdowns, Tranmere, Howrah, Mornington, Clarendon Vale and Lindisfarne. 59% of this land was zoned General Residential (317 hectares) and 44% was zoned Particular Purpose Zone 1 – Urban Growth Zone (218 hectares). Of the General Residential zoned land, approximately 14% (44 hectares) has development approval for subdivision and the remainder is undeveloped. All land zoned Particular Purpose Zone 1 – Urban Growth Zone (218 hectares) is essentially deferred urban development land as it is earmarked for future residential subdivision, but further rezoning and development approval for subdivision is still to occur.

Of the total 535 hectares of Greenfield land identified across ten suburbs, the majority is within suburbs in lower market segments, with 60.5% (316 hectares) being in Rokeby, followed by 13%

[21] The Mercury Newspaper, 16/6/20.

[22] https://www.realestate.com.au/news/hobart-housing-price-growth-forecast-to-lead-australia-in-2018/

in Risdon Vale (68 hectares) and 10% (54 hectares) in Clarendon Vale. Conversely, only a small amount of Greenfield land is available in suburbs within the medium to upper market segments, with 0.98% (5.1 hectares) at Lauderdale and 3.17% (16.6 hectares) at Tranmere. The land in Lauderdale that is potentially available within these segments is the low-lying inundation prone land that has been discounted as suitable for future residential development by a previous feasibility study[23]. These figures demonstrate that there is a need for additional Greenfield land supply within these areas to cater for demand in the middle to top market segment. By amending the Urban Growth Boundary to include the proposed area for General Residential zoning on the subject site, an appropriate level of additional supply would be available to the market in the short to medium term.

Summary

The ABS and other sourced data analysed above demonstrates that Clarence is well placed to deliver additional land supply for residential development. This situation is due to the municipality's population being the highest population of all local government areas, the third highest projected growth rate to 2042, and its growth between 2016 and 2017 tracking above the medium growth scenario that the STRLUS is based upon.

While there is a supply of residential zoned land within Clarence that could provide additional supply to the market, this land is predominantly in locations within the lower to middle lower market segments. There is little supply in fringe areas where there is demand in the middle to top market segment, as demonstrated by the above Greenfield analysis. Extending the Urban Growth Boundary to include the subject site would assist in addressing this gap in housing supply.

[23] Lauderdale Urban Expansion, JMG, 2016.

3.2 Rationale for development of Greenfield land

Given that the site includes former agricultural and undeveloped natural land and is on the periphery of the Lauderdale township, it is considered to be greenfield land as defined by the Planning Policy Unit (PPU). The PPU therefore requires the following matters to be addressed:

1. How the amendment accords with the other strategic directions and policies in the relevant regional land use strategy.

2. Impacts on natural values, such as threatened native vegetation communities, threatened flora and fauna species, wetland and waterway values, and coastal values.

3. Impacts on cultural values, such as historic heritage values, Aboriginal heritage values and scenic values.

4. The potential loss of agricultural land from Tasmania's agricultural estate (including but not limited to prime agricultural land and land within irrigation districts) or land for other resource-based industries (e.g. extractive industries).

5. The potential for land use conflicts with adjoining land, such as agricultural land and nearby agricultural activities, other resource-based industries (e.g. forestry and extractive industries) and industrial land taking into account future demand for this land.

6. Risks from natural hazards, such as bushfire, flooding, coastal erosion and coastal inundation, and landslip hazards.

7. Risks associated with potential land contamination.

8. The potential for impacts on the efficiency of the State and local road networks (including potential impacts/compatibility with public transport and linkages with pedestrian and cycle ways), and the rail network (where applicable).

How the proposal meets the relevant overarching strategic directions and related policies in the relevant regional land use strategy (i.e. the STRLUS) was considered earlier in the report. A demonstration of how the proposal meets the other strategic directions and policies in the strategy, as required by the above point 1. is provided below.

SD1: Adopting a more Integrated Approach to Planning and Infrastructure

By considering the proposed amendment in a regional context, the proposal allows for a more integrated approach to be taken in land use planning and infrastructure planning than has previously occurred. This report considers the proposal in this context and confirms that it is an appropriate response to the STRLUS requirement for an integrated approach to planning in the region.

SD2: Holistically Managing Residential Growth

The proposal is considered to be consistent with a sustainable pattern of residential development and land release. The proposal would provide a logical and orderly land release within the Lauderdale area that would satisfy a demand that cannot be satisfied elsewhere within the township or immediately surrounding areas. The proposal would also satisfy demand for residential land within the higher segments of the market in which there is only limited supply within the Clarence Municipal Area specifically, and within the wider region more generally. The proposal would have no effect upon productive resources given that the land in question is currently unproductive.

As detailed in the accompanying Natural Values Assessment, the proposal would have only a minor impact upon the natural values present on the site. The proposal would provide an

overwhelmingly positive net environmental benefit by preserving a significant area of bushland and wetland (including threatened species) and giving this over to public ownership. The future migration path of the Lauderdale saltmarsh would also be protected and future proofed.

The proposal is unlikely to have any impact upon cultural values. As described in the attached Aboriginal Heritage Assessment, no Aboriginal Heritage Sites have been identified on the land and it is considered unlikely that such sites will be encountered. The site is not a listed European cultural heritage place.

Consultation with TasWater has confirmed that the proposed development could be serviced by existing infrastructure. The proposal would therefore assist to maximise existing infrastructure systems. The proposal would ensure the sustainability of community access to services within the surrounding area by ensuring that the population of Lauderdale has sufficient mass to justify and support the provision of planned services, both private and public.

The proposal should be seen as a direct response to potential climate change impacts. As noted above, most of the existing Lauderdale residential area has been identified as potentially susceptible to coastal inundation. The proposed amendment would ensure that there is a viable option available should a planned retreat from these areas be considered necessary.

The proposal responds to the issue of affordability by providing opportunities in the middle to top market segments, thereby reducing pressure in other areas within lower segments of the market. The proposal would ensure that Lauderdale continues to offer residential land supply in a sought-after location.

SD3: Creating a Network of Vibrant and Attractive Activity Centres

As noted above, the proposal would ensure the ongoing sustainability of the Lauderdale settlement by ensuring that its population retains sufficient mass to support services, both public and private. The proposal would support the existing network of activity centres by providing a vibrant and attractive new homes area, centred around a regionally significant area of public open space. The proposal is likely to generate increased investment in the area which would provide a strong basis for economic growth and for a more efficient and balanced concentration of goods and services within the Lauderdale township. This economic growth is likely to see an increase in synergies amongst local business and concomitant job creation. The proposal would solidify Lauderdale as the focus for the South Arm peninsula and other adjacent areas.

The substantial area of public open space proposed would provide a focus for the local community, thereby increasing opportunities for social interaction. By providing clear physical links between the existing residential area of Lauderdale and the rural land to the south, the proposal would encourage interaction between these areas.

The proposal would leverage existing community investment in physical and social infrastructure by making greater use of existing services and networks. For example, the area of public open space proposed would enable links to the existing Tangara Trail and other track and trail networks. Services would be provided to the proposed development via extensions to existing reticulated networks. Access would be provided to the development via an extension to the existing road network that would increase use of existing infrastructure. The proposal would also add to the stock of social infrastructure by creating a focal point for the community, in the form of a regionally significant area of public open space.

As noted earlier in the report, the proposal is likely to generate increased demand for public transport in the area. The proposed development would closely integrate with the existing walking track network provided by the Tangara Trail and would provide additional opportunity for walking and cycling within the extensive area of public open space proposed.

SD4: Improving our Economic Infrastructure

The proposal would not affect existing economic infrastructure such as the state's ports and airports. The development would benefit from any expansion of the National Broadband Network as this may allow increased opportunity for residents on the site to Work-from-Home as part of employment in the "new-economy".

SD5: Supporting our Productive Resources

As noted earlier, the subject land is currently not used for agriculture and has only limited agricultural capability, as stated in the attached Land Capability Assessment. The proposed use and development is therefore considered to be the best productive use of the land. Lauderdale is not noted as a rural centre that is dependent upon agriculture for economic activity. The proposal would therefore not affect the vitality of the town by reducing the availability of productive land upon which resource activity depends.

SD6: Increasing Responsiveness to our Natural Environment

Key drivers in planning the proposed development have been the significant natural values evident within the bushland on the site and the associated bushfire hazard risk this poses. As a result of this careful planning, the proposal would have only a minor impact on the natural values evident on the site. The proposed residential lots have generally been located in existing cleared areas around the periphery of the bushland in the northern and eastern parts of the site and within the large cleared area to the south of the bushland.

Lots are proposed upon only one side of the subdivision road within the northern and eastern parts of the development. As well as limiting any impact to existing bushland this approach is intended to reduce the environmental impact associated with providing sufficient bushfire hazard management areas for the proposed lots, by allowing for the proposed road to be included in these areas. This proposed design would also reduce the bushfire risk posed to existing dwellings on the topside of Bayside drive. As demonstrated in the attached Bushfire Hazard Report, the proposed lots would be provided with Hazard Management Areas necessary to mitigate bushfire risk in accordance with current best practice. The integrated approach taken in developing the attached concept plan has resulted in strong risk management arrangements being built into the proposal.

While the western part of the site is susceptible to coastal inundation, the proposed rural living lots have been designed to provide building areas that would be clear of this hazard. The site is not susceptible to other natural hazards. The attached Geotechnical Assessment demonstrates that the site not susceptible to landslide hazard and there no other natural hazards identified on the site.

As noted earlier, the proposal is a response to the natural hazard posed elsewhere in the Lauderdale area – i.e. the coastal inundation hazard posed to much of the existing residential area of the town.

SD7: Improving Management of our Water Resources

The proposed development would have access to TasWater's existing reticulated water network. This use of existing infrastructure would lead to efficient and cost-effective distribution of what is a vital resource in the economy and the community.

SD8: Supporting Strong and Healthy Communities

The proposed development would be centred around an area of 35Ha of public open space. This proposed integration of land use and social infrastructure would create opportunities to improve the long-term health of the community and provide equal opportunity to access high quality open spaces and recreational facilities.

SD9: Making the Region Nationally and Internationally Competitive

The proposal is considered to capitalise upon the region's comparative advantages, by drawing upon its landscape values and the aesthetics of the coastline and surrounding marine environment.

SD10: Creating Liveable Communities

The proposal would create a residential area that would have exceptional liveability. The proposal would create residential land that would support a high quality of life, health, and well-being for residents as well as visitors to what would be a regionally significant area of public open space and linked trail network. This area would provide an attractive bushland setting for the development. All of the proposed lots would also have views either toward Mount Wellington/Kunanyi and/or of Frederick Henry Bay. While the design of facilities within the proposed area of public open space is subject to further consideration, the size of the area and the significant natural values it contains would ensure that it provides ample recreational opportunities for both existing and future residents.

A priority of the development of the Concept Plan was to ensure future residents as well as the broader community have easy access to the significant area of public open space proposed. As can be seen on the Concept Plan there are proposed dedicated pedestrian walkways toward the middle of the main residential area that would provide easy access to the open space for residents. Similarly, toward the top hill area of the Concept Plan there is a triangular area set aside that could serve as a picnic/BBQ area for the community to take advantage of the expansive views from the top of Richardsons Hill.

Regional Policy 19: Settlement and Residential Development [SRD 1.3 (c)]

The proposal would support SRD1.3 as although the land is not currently zoned for rural living or environmental living, it meets a number of criteria under sub-clause (c), namely:

i) it shares a boundary with a substantial Environmental Living zone area to the north;
ii) the amount is not a significant increase being 24.09ha of the 1745ha Rural Living area that extends from the southern end of Ralphs Bay to Watsons Bay/Goats Bluff or approximately 1% of the total area (as shown below in Figure 7);
iii) the purpose of the rural living lots is to ensure there is not conflict between the proposed General Residential zone and the Rural Resource zone;
iv) the area is connected by pedestrian pathways via the created public open space into the Tangara Trail and foreshore trail network;
v) the land is not zoned for Significant Agriculture;
vi) the land is not adjacent to the Urban Growth Boundary or identified for urban growth; and
vii) the management of risks and values on the site are considered and are acceptable.

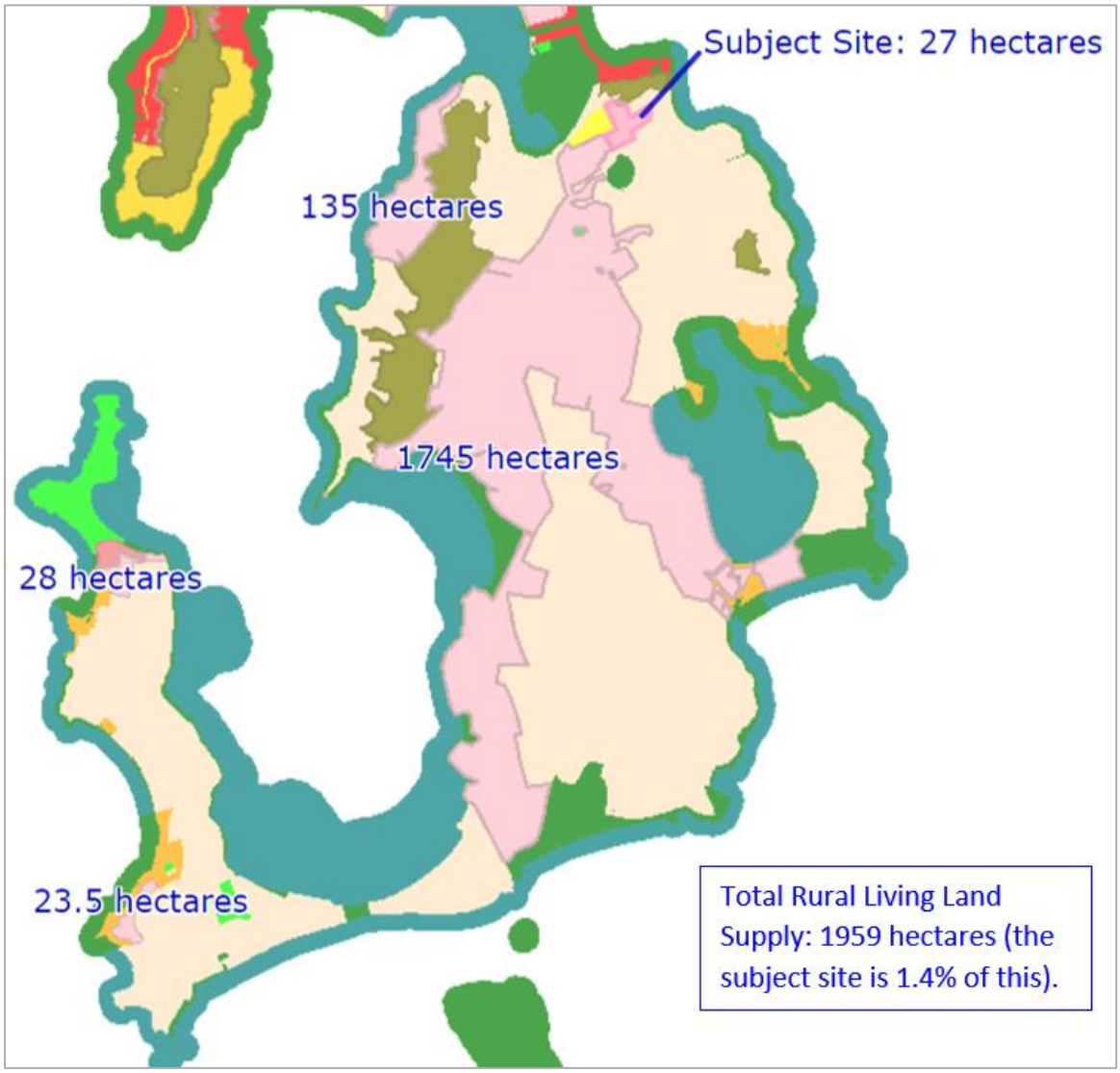


Figure 7: Rural Living Land Supply on the South Arm Peninsula.

Impacts on natural values

Impacts on natural values, such as threatened native vegetation communities, threatened flora and fauna species, wetland and waterway values, and coastal values, have been given due consideration as demonstrated in the attached Natural Values Assessment (refer Appendix E). The assessment shows that the proposal would have only minor impact upon threatened native vegetation communities as it would minimise impacts and include significant offsets. Furthermore, the assessment states that the proposal would have no impact upon the threatened flora identified on the site and an insignificant impact upon threatened fauna habitat possibly found on the site. The proposal would avoid impact upon the wetland and waterway values found within the western part of the site, adjacent to the Racecourse Flats saltmarsh. The proposal would be consistent with the management plan for the saltmarsh as it would give over land to public ownership that the saltmarsh may potentially encroach upon in the future, should predicted climate change impacts eventuate. The proposal has been formally supported by Dr Vishnu Prahalad, Lecturer in Physical Geology at the University of Tasmania (Appendix K). Dr Prahalad has been closely involved in the *Draft Saltmarsh Reserve Activity Plan 2020-2030*.

Impacts on cultural values

Potential impacts on cultural values, such as historic heritage values, Aboriginal heritage values and scenic values, as a result of the proposal are considered unlikely. As noted above, the site is not listed as having any European historic value. Given the site's limited history of occupation since settlement, it is unlikely to contain items of European heritage value. A detailed Aboriginal Heritage Assessment has been carried out which confirms that the site does not contain Aboriginal Heritage sites and that such sites are unlikely to be encountered should the proposed development proceed (refer Appendix C). An Unanticipated Discovery Plan would be enacted in the unlikely event that Aboriginal artifacts are discovered during construction of the proposed development.

As shown in the attached photomontages (refer Appendix G), the proposal would have only limited overall impact upon scenic values. The future development envisaged for the site is unlikely to be visible from the majority of the existing residential areas of Lauderdale. Therefore, photomontages have not been provided to show the potential visual impact of the development when viewed from these areas.

Some vegetation removal associated with future development on the lots may be perceptible from places along Bayview Road, but the development itself is likely to only be visible from close by, such as at the end of this road and from Bayside Drive. Even from these locations, the backdrop to the residential areas provided by the existing vegetation upon Richardsons Hill would be maintained, as the vegetation removal required to carry out development on the site would be limited. Vegetation removal is not proposed on the top of the hill or the ridgeline, so the wooded skyline seen from the north of the site would be maintained. It is also noted that existing residential development in the area is orientated toward the views and solar access available generally to the north and away from the site, rather than to the south and toward the site.

The attached photomontages provided demonstrate how the proposed development would appear when viewed from the south-west (at point on the Tangara Trail) and from the south (from the existing entrance to the site from Richardsons Road). The photomontages are considered to demonstrate that the proposed development would nestle into the landscape. While future development upon the proposed lots would be visible from the above vantage points, its visual impact is not considered to be excessive or otherwise unreasonable in a landscape that already includes residential and other development.

It should also be noted that there are only limited points from which the development would be visible. Future development upon the proposed lots would generally not be visible from the east, as there is a ridgeline and a band of vegetation on an adjoining property that provides visual separation between the site and the rural residential development in this direction. Where future development would be visible predominantly from the south west, it would be seen against the existing backdrop provided by the bushland covering Richardsons Hill.

Potential loss of agricultural land

Impacts on agricultural land from Tasmania's agricultural estate (including, but not limited to prime agricultural land and land within irrigation districts) or land for other resource-based industries (e.g. extractive industries) have been considered as part of this proposal. While the proposal would convert land that has been used for limited agricultural activities in the past to residential land, this would not be a significant loss to Tasmania's agricultural estate. As stated in the attached Land Capability Assessment, the site has only limited agricultural capability.

The site is currently not used for agriculture and appears to have little potential for viable agricultural use beyond low-intensity grazing. The site is fettered to an extent by surrounding residential development and the most suitable land for agriculture upon it is poor quality, south facing pasture. The site is not within an irrigation district nor is it likely to be included in such a

district given the limited suitable land available for agriculture in the surrounding area. While part of the site was previously used for an extractive industry (namely, sand mining) it is currently being rehabilitated and is now a site for the disposal of fill.

Potential for land use conflicts

As noted in the Land Capability Assessment, the larger Rural Living lots proposed would provide a significant buffer between the proposed residential lots and any agricultural activity to the south of the site. While the same buffers would not be provided to the east of the site, the agricultural potential of the land in this direction appears limited. There are no other land uses upon land close to the site that would potentially lead to land use conflict with the proposed residential use. This use is consistent with the residential use that occurs to the north of the site and the Rural Living Lots would also provide sufficient buffers between the residential lots and the environmental values found to the west.

Risks from natural hazards

As stated throughout the report, the need to reduce the potential natural hazards posed to the proposed residential development was a key driver in the Concept Plan. The proposed road network has been routed to ensure that it provides separation between the residential lots proposed within the northern and eastern parts of the site and the bushland that would be retained within the proposed area of public open space. Building envelopes upon the Rural Living lots proposed within the western part of the site would be sited to avoid areas that are identified as subject to inundation and/or coastal erosion. There are no other natural hazards evident on the site that pose a potential risk to the proposed development.

Risks associated with potential land contamination

The majority of the site is not considered to be potentially contaminated. The only potentially contaminated area on the site is within the southern part of the property where fill has been placed over the years. While only clean fill is understood to have been placed on the site and it has not been used for the disposal of controlled waste, there is some potential for contamination to have occurred. However, the building envelope within the Rural Living lot which would contain this area would be sited so that it is clear of the area where fill has been placed. Therefore, given that the potential for contamination is considered to be low, associated risks are considered to be acceptable.

Potential for impacts on State and local road networks

The attached Traffic Impact Assessment considers the impact of the proposal upon State and local road networks. The assessment demonstrates that the proposal would not significantly increase traffic volumes at the relevant intersections within the local road network once the proposed subdivision is fully developed. The assessment details what upgrades may need to be considered to the relevant roads within the network to ensure that they may accommodate the increase in traffic caused by the proposal and other factors in the medium to long term.

4. Conclusion

This report has considered a proposed amendment to the Urban Growth Boundary that would enable the potential development of land at 52 Richardsons Road, Sandford. For the reasons outlined throughout the report, the Minister for Planning is requested to review the Urban Growth Boundary within the STRLUS outside of the normal review period.

Evidence and justification has been provided to support the request for the amendment. The report has been prepared in accordance with information requirements specified by the Planning Policy Unit. The request to amend the Urban Growth Boundary is underpinned by sound rationale and demonstrates how it would further the strategic objectives of relevant legislation and the STRLUS. Contemporary data sources have been provided to support the case for the amendment.

The report demonstrates that the proposal is consistent with the objectives of the *Land Use Planning and Approvals Act 1993* and the *State Policies and Projects Act 1993*. The report also demonstrates that the proposal is in accordance with the Strategic Directions and Regional Policies identified within the STRLUS. It has also been demonstrated, via a detailed consideration of the supply and demand of housing in the region, that the proposal is consistent with the Regional Settlement Strategy identified in the STRLUS. This supply and demand analysis shows that there is a lack of housing supply within the middle to top of the market within the fringe areas of the region that would be addressed by the proposal.

The proposal would create a new homes area that would ensure the long-term viability of the Lauderdale population. The proposal would provide for residential development within the area that would not be affected by future climate change impacts as might some of the lower lying existing residential areas within the town. Further potential effects of climate change would also be accommodated by incorporating an area identified as predicted saltmarsh migration within the extensive area of public open space proposed. This open space would include 35Ha and 49% of the subject site and would provide recreational opportunities for both nearby residents and visitors to the site in its own right. The proposed open space containing existing trails as well as proposed pedestrian access points would provide linkages to the existing Tangara Trail as well as other track and trail networks south of the site. The proposal is supported by key stakeholders in terms of the proposed environmental protections as well as the proposed additions to the community's recreational opportunities.

The proposal would have a minor impact upon natural values and would ensure the ongoing protection of threatened vegetation communities that are currently unprotected on the subject site. The development envisaged for the site has been planned in an integrated way to ensure that natural values would be protected to the greatest extent possible. The proposal is supported by expert reports which demonstrate that the natural hazards evident on the site would be avoided or adequately managed in the proposal.

The development envisaged for the site would be serviced by extensions to existing reticulated networks and would not require any expansion of existing infrastructure capacity. Similarly, access to the development would be provided by a connection between existing roads, rather than an extension to the road network. The proposal would therefore make efficient use of existing infrastructure and services.

The proposed development would provide a significant opportunity for the local construction industry and supporting businesses. In addition to assisting the general economy the supply of over 150 new residential lots would significantly contribute to addressing the existing critical housing shortfall within the Greater Hobart area.

Given the evidence detailed above and throughout the report, the proposed amendment to the Urban Growth Boundary is recommended for approval by both Clarence City Council and the Minister for Planning.