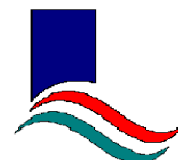


# TARLETON, SPREYTON AND COAL HILL ROAD



**STRATEGIC PLAN**  
**2016**



## EXECUTIVE SUMMARY

Latrobe Council's land use strategy for the Latrobe township and its immediate surrounds, the *Latrobe Township and Environs Strategic Plan* 2009, was adopted by Council on 14 September 2009.

Section 8.6 of this Plan discusses rural residential (rural living) use and includes a recommendation that a further assessment of the Tarleton/Spreyton area should be undertaken in relation to the effectiveness of the current zoning and the potential for further residential use in that area.

A comprehensive review of land use in this area and the adjacent Coal Hill Road area has been undertaken. The purpose of the review was to assess the adequacy of the current zoning of land within the Study Area and identify areas in which changes to zoning would better reflect the land's capability, facilitate future development and better serve the residents of the area in the provision of services and amenity.

The review has:

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

The following tasks were addressed:

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

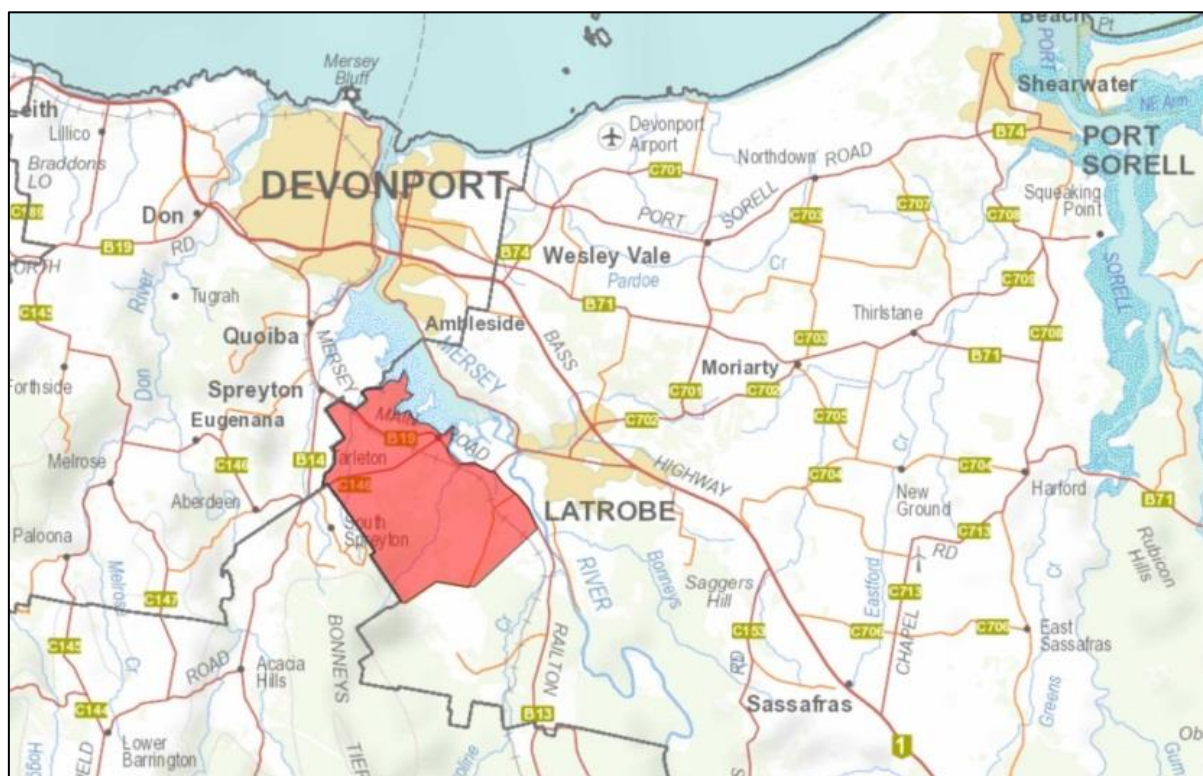
A strategic plan for the area is a valuable tool for Council enabling its decision-making to be guided by a strategic focus, (in regard to future land use and development) a forum through which development can occur in a sustainable manner and support possible future amendments to the Latrobe Interim Planning Scheme 2013

## TARTLETON, SPREYTON AND COAL HILL ROAD STRATEGIC PLAN 2016

The Tarleton, Spreyton and Coal Hill Road Strategic Plan 2016 is applicable to the localities of Tarleton, Spreyton and Coal Hill Road in the Latrobe Municipality.

The Strategic Plan area was defined with reference to expressions of interest in expanding the current rural living opportunities and resolution of potential land use conflicts in the area.

The Study Area is located west of Mersey River and east of the municipal boundary with Devonport City Council and to Kentish Council, as shown in Figure 1.



**Figure 1 Location of Study Area**

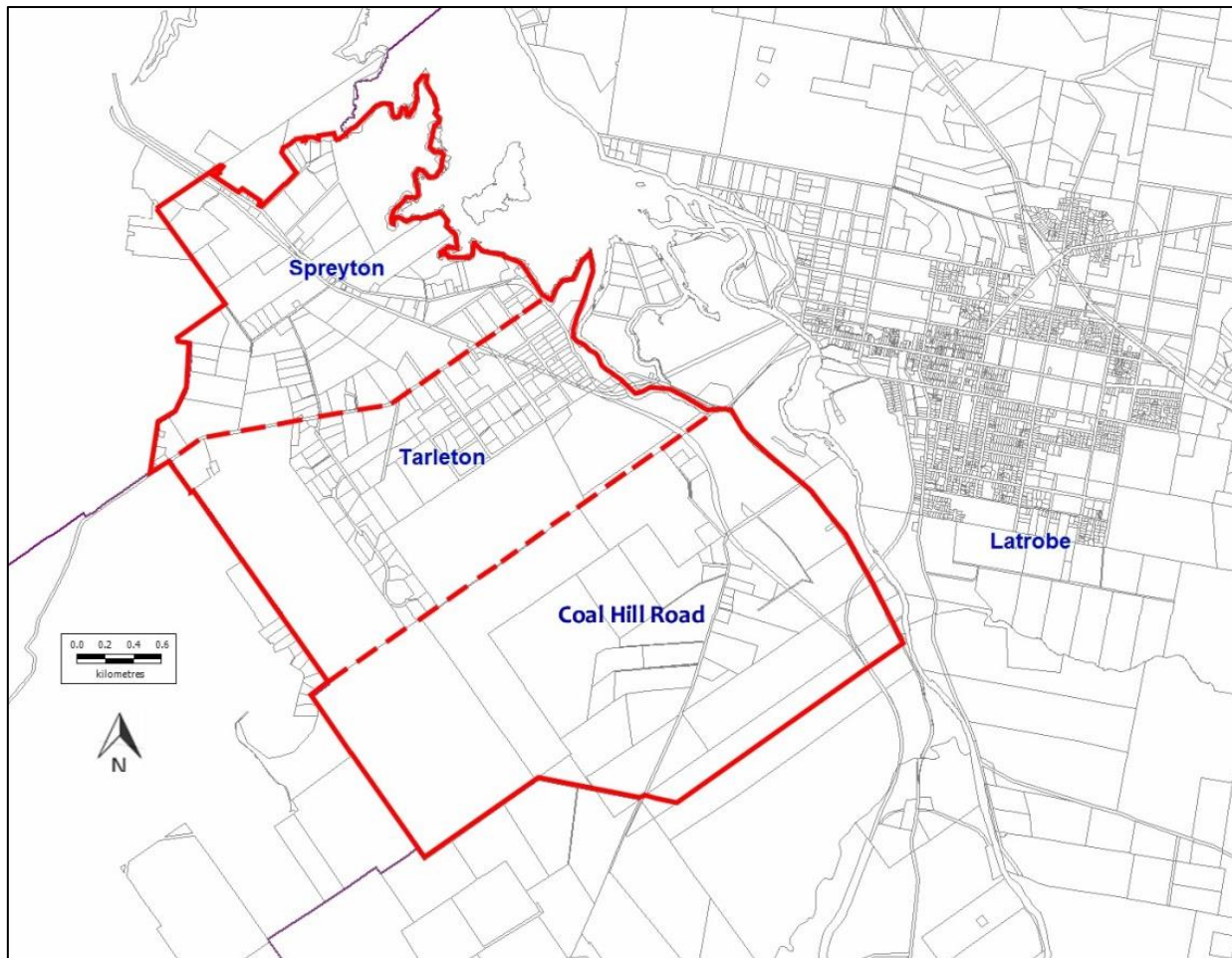
The study area has been divided into three sub areas based on the predominant existing land use pattern and opportunities or constraints for a change, growth, intensification or consolidation of the land use in the sub areas.

The Spreyton Sub Area, of approximately 378ha, is north of Tarleton Road taking in East Spreyton and contains a mix of commercial, residential and agricultural activity.

The Tarleton Sub Area, of approximately 457ha, is south of Tarleton Road and is predominantly residential with agricultural activity to the west and south.

The Coal Hill Road Sub Area, of approximately 666ha, is south of the Tarleton sub-area and is largely in agricultural use, with a strip of rural living along Coal Hill Road.





**Figure 2 Study Area with sub-areas delineated**

## **Purpose of the Tarleton, Spreyton and Coal Hill Road Strategic Plan 2016**

The purpose of the Tarleton, Spreyton and Coal Hill Road Strategic Plan 2016 is to guide future use and development in the area. The aim is to:

1. Identify suitable land uses within the Strategic Plan Area;
2. Retain and protect a productive agricultural enclave specialising in orchard and horticultural activities;
3. Specify areas for rezoning to accommodate anticipated residential expansion;
4. Align the supply of rural living land with demand to achieve greater integrated development;
5. Develop an efficient and effective settlement pattern;
6. Improve street connectivity and emergency access;
7. Provide space for hobby farming and equestrian activities;
8. Maintain visual separation between the urban areas of Devonport and Latrobe through low density rural oriented development along Mersey Main Road and
9. Recognise elements that will require amendment of the Latrobe Planning Scheme

## 1. BACKGROUND CONTEXT

The Tarleton, Spreyton and Coal Hill Road areas exhibit a diverse character that includes low density residential areas and rural areas used for agricultural activities and rural service industries. Devonport and Latrobe provide retail, commercial, entertainment, community services, work and recreational needs. The surrounding rural land provides agricultural employment and rural living areas within the natural environment adjacent to the Latrobe township to give a balance to the unique character of the area.

Council has been the recipient of approaches from land owners / developers in regard to rezoning additional land to Rural Living in the area.

## 2. EXTERNAL POLICY INFLUENCES AND DRIVERS

Under the *Land Use Planning and Approvals Act 1993* a council in preparing or giving approval to planning scheme amendment, is required to seek too further the objectives set out in Schedule 1 which contains the Objectives of the Resource Management and Planning System of Tasmania. All the objectives are applicable to land use in the Study Area.

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

- The **State Policy on Protection of Agricultural Land 2009** (PAL) reflects a community concern to protect and conserve the productive capacity of agricultural land as a growth medium.

The Policy seeks to prevent unnecessary and permanent conversion of agricultural land and to minimise unreasonable risk for constraint on agricultural use by other land use, including urban expansion, industry, rural lifestyle living, and infrastructure development.

- The **Tasmanian State Coastal Policy 1996** applies to the coastal zone which is taken as a reference to State waters and to all land to a distance of one kilometre inland from the high-water mark.

The three main principles of the Tasmanian State Coastal 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 **State Policy on Water Quality Management 1997** applies to all surface waters, including coastal waters, and ground waters, other than privately owned waters that are not accessible to the public and are not connected to, or flow directly into, waters that are accessible to the public or waters in any tank, pipe or cistern.

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

**The Cradle Coast Regional Land Use Planning Framework “Living on the Coast”** provides a regional perspective in regard to issues of significance for land use planning for all the municipal areas within the Cradle Coast Region. Any amendment to a Cradle Coast planning scheme needs to be as far as practicable consistent with the Regional Land Use Planning Framework.

The strategic foundations of the Regional Land Use Planning Framework with particular relevance to the Tarleton, Spreyton and Coal Hill Road areas are:

- Land supply should be matched to need with the ability to accommodate forecast housing demand for a minimum future period of 10 years;

- Rural residential (rural living) is a legitimate housing option and should be located without creation or increase in demand for infrastructure and service provision;

The Regional Land Use Planning Framework also has the following observations that guide / direct the vision and strategy development of the study area:

- All existing agricultural land is significant to the Region;
- Make primary production the priority purpose through limiting use or development that does not have a need or reason to be located on rural land;
- Require housing land to be separated from and buffered against adverse effect from existing and potential adjacent non-residential use;
- Restrict rural living use or development likely to interfere or conflict with a rural resource use;
- Provide opportunity for rural living use or development where there is no restraint on options for settlement expansion or provision of employment land;
- Population data does not indicate substantial or rapid change in population or demand for settlement land;
- Latrobe municipality is anticipated to experience growth in excess of 2,000 by 2030;
- Internal demographic change is anticipated to retain a low rate of housing demand through falling occupancy rates and low rates of inward migration;
- Current settlement has created a number of issues such as encroachment into areas of natural and resource significance, fragmentation and dispersal of employment land;
- A number of both internal and external factors support a settlement pattern featuring containment of existing towns over expansion and creation of new centres;
- There are large quantities of land zoned or identified for residential and urban purpose within the Region;
- Policies are required to provide a more structured approach to legitimise rural settlement development as a housing option and lifestyle choice in accordance with the Framework principles for settlement;
- Enable more active and inclusive lifestyles through ready access to recreation, leisure and well being opportunities that are integrated with settlement activity and do not always require a discrete land allocation, such as urban trails and walkways;
- Provide a pattern of settlement which maintains separated towns, villages and communities with visual and functional transitional space between each individual centre; and absence of linear development or expansion aligned to coastline, ridgeline, or river or road frontage;
- Minimise exposure of people and property to unacceptable levels of risk to health or safety;
- Restrict use or development in locations where provision or upgrade in capacity or function of infrastructure services and utilities cannot be economically or sustainably provided.

**The Cradle Coast NRM Strategy 2005** requires planning to have regard to maintaining the carrying capacity of the Region's natural systems. It must manage the cumulative impact of increased settlement and economic activity on the capacity and health of natural systems to provide sustainable life support for an increased population and demand for resources.

**The Latrobe Council's Strategic Plan** *Our Place, Our Plan: A Strategic Direction 2012-2017* contains the following vision statements relevant to the study area recognising:

- The high quality of life that is enjoyed by our residents and visitors within an attractive built environment including the historic town of Latrobe.

- The preservation of the rural character and rich soils of the area which have secured the rural economy as an essential part of the wider economic base.
- The well-managed, responsive and adaptive local government which provides strong, visionary and consultative leadership.

Council's strategic plan contains objectives and strategies in regard to the following that are relevant to the Tarleton, Spreyton and Coal Hill Road areas:

#### **Infrastructure**

*Our population growth is supported through public infrastructure, land use and development strategies that create a connected sustainable and accessible community.*

#### **Economic and Community Development**

*A strong local economy improves local employment opportunities and provides a broader range of services, facilities and infrastructure to the benefit of both the business and residential sectors*

#### **Planning and Development**

*The council will aim for long term planning and development that is guided by a balance between economic, social and environmental objectives.*

### **3. CHARACTERISTICS OF THE STRATEGIC PLAN AREA**

#### **3.1. Topography**

The Tarleton, Spreyton and Coal Hill Road areas take in the riparian plain of the Mersey River estuary and extends inland to include the hills and ridges that delineate the estuarine plain. The elevation above sea level ranges from sea level along the estuary edge to approximately 30m in the northwest and 190m in the southeast. The area's topography is characterised by gently sloping hills and ridges and minor watercourses flowing through broad valley floors.

#### **3.2. Land Use Pattern**

Spreyton Sub-Area is an area of orchard and horticultural pursuits interspersed with properties developed for equestrian purposes. Along Mersey Main Road there is a cluster of residential and commercial activity. Large industrial form sheds reflect past and present agricultural and commercial use with single dwellings on small lots. Residential use along Cornicks Road has a more hobby farm character than rural living. There is no uniform lot size for agricultural, equestrian or residential purposes in this area

Tarleton Sub-Area is predominantly residential being composed of small lots with single dwellings. An agricultural grazing property and orchard property delineate the west side of this area, with another two agricultural pastoral properties defining the southeast and eastern sections of the area.

Coal Hill Road Sub-Area is largely in agricultural pastoral use with some properties utilised for equestrian purposes and other rural activities such as wood yard. The residential use is single dwellings mostly on larger lots fronting Coal Hill Road. There are 5 residential lots along Ballahoo Road.

#### **3.3. Land Tenure Pattern**

Spreyton Sub-Area has 127 private titles. Many of these properties are used predominantly for residential purposes. A few keep and work horses and there are two working orchards, one of 4.372ha and the other 15.28ha. There is also one other larger sized landholding of 10.23ha used for grazing purposes. There are 22 lots zoned Rural Living of which 2 are vacant. Three lots zoned Rural Living have an area greater than 2ha.

Fonterra / United Milk own 6 parcels of land zoned Rural Resource which are used for attenuation purposes. There are two multiple title holders involved in horticultural activities. The size of land parcels in the Rural Resource zone range from 792m<sup>2</sup> to 45.16ha, with parcels generally being in the range of 3-6ha.

Tarleton Sub-Area has 136 private titles. There are 124 zoned Rural Living ranging from less than 1ha through to 15.28ha of which 16 are vacant. Seventeen lots zoned Rural Living have an area greater than 2ha. There are 12 titles zoned Rural Resource with 3 of these being greater than 35ha in area and one less than 5000m<sup>2</sup>. There is no dominant multi lot land owner although it is noted the 3 large Rural Resource holdings do form a dominant land area.

Coal Hill Road Sub-Area has 46 private titles. There are 20 lots zoned Rural Living ranging from 2.311ha to 8.898ha, of which 2 are vacant. Ten lots zoned Rural Living have an area greater than 2ha. Of the 26 titles zoned Rural Resource 8 are less than 10ha with two less than 5000m<sup>2</sup>. There is no notable multi lot holding in this area although 215ha of the western portion of the area is owned by members of the same family.

Although it appears that the development in this area is predominately rural living, some properties have a significant area and are grazing livestock. The land in this area has some agricultural potential.

### **3.4. Demography**

Demographic data in relation to the Study Area is only available at present from the 2006 -2011 Census as changes to statistical boundaries do not enable inclusion of prior census data for the Tarleton locality and the Coal Hill Road area is a small part of a larger statistical area.

The Spreyton and Tarleton localities are within the ABS Tarleton statistical area (Code SSC60366 (SSC)). Coal Hill Road locality is within the ABS Latrobe statistical area (Code 604021087 (SA2)) of which the Coal Hill locality is less than 10% of the Latrobe statistical area. It has not been possible to delineate the actual Coal Hill Road area statistics from the broader statistical area.

The notable statistics for Tarleton in comparison to Tasmania are:

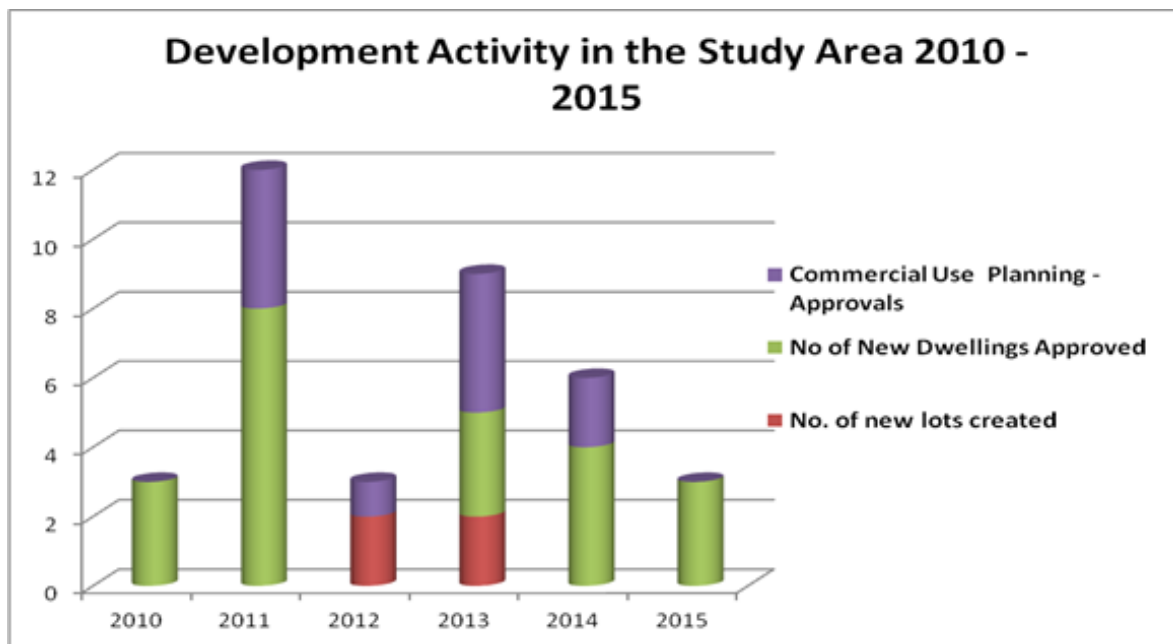
- Higher percentage of teenagers;
- Low percentage of persons 20-35 years old;
- Higher percentage of 35-45 & 50-60 year olds;
- Lower percentage of 60 plus age group;
- Significantly higher % of separate dwellings with corresponding lower number of attached /semi-detached dwellings;
- Low % of dwellings rented;
- Population growth has been 2 - 2.8% (13.2 persons) per annum representing 4 to 6 new households per year.

### **3.5. Development Activity**

With much of the growth being attributed to the Tarleton sub area the overall development activity reflects the low demand for residential use in the Strategic Plan Area.

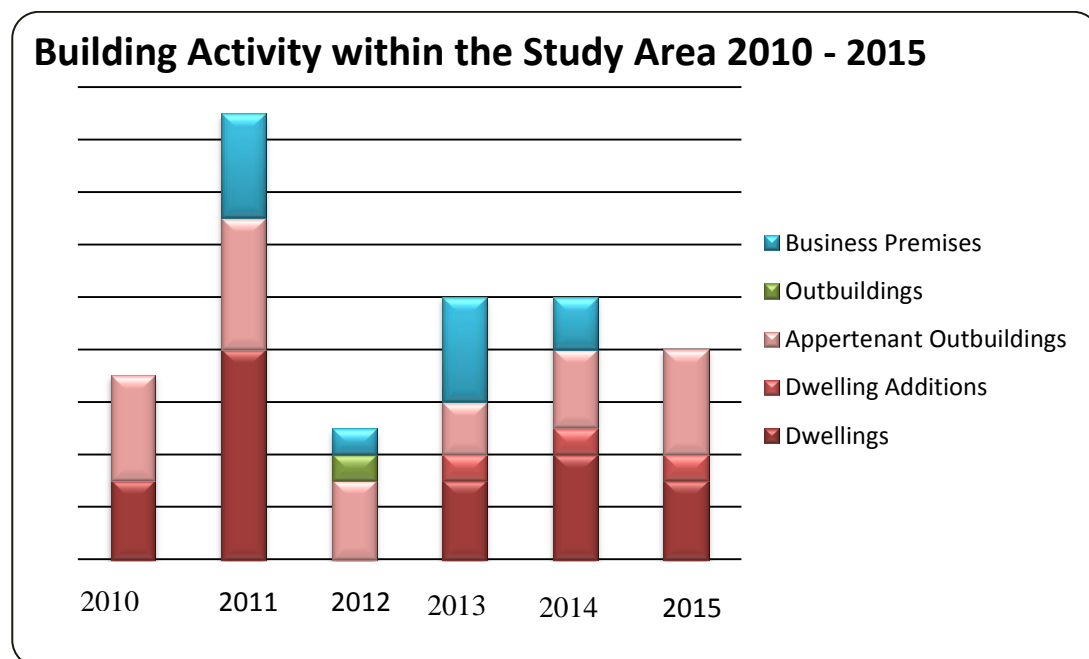
A summary of development activity for the previous six years is demonstrated in Figures 3 to 5.





**Figure 3 Development Activity within the Study Area - 2010 - 2015**

Figure 4 indicates a consistent growth in the Tarleton, Spreyton and Coal Hill areas of 3 new dwellings, with the exception being 8 new dwellings in 2011 and 4 new dwellings in 2014.



**Figure 4 Building Activity by Type 2010-2015**

Figure 5 demonstrates the predominance of the Tarleton sub-area for building activity for residential development. The Spreyton sub-area had non-residential building activity at a par with the residential. Coal Hill Road sub-area, while having a dominance of residential development, overall has a low take up of land for residential purposes.

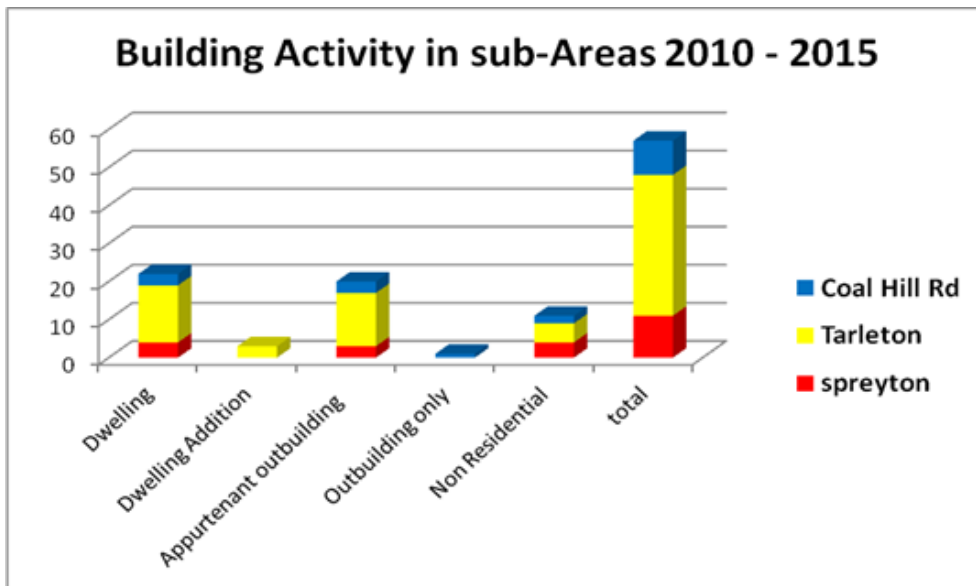


Figure 5 Building Activity in the Sub-Areas 2010-2015

### 3.6. Projections of Residential Demand in the Study Area

Based on the activity for the past 6 years the projected housing demand for the Tarleton, Spreyton and Coal Hill areas is a maximum of 30 dwellings over the next 5 years. Population growth from 2006 to 2011 was less than 2.8% (13.2 persons) per annum, which represents 4 to 6 new households per year based on an occupancy rate of 2.2 – 3 per household.

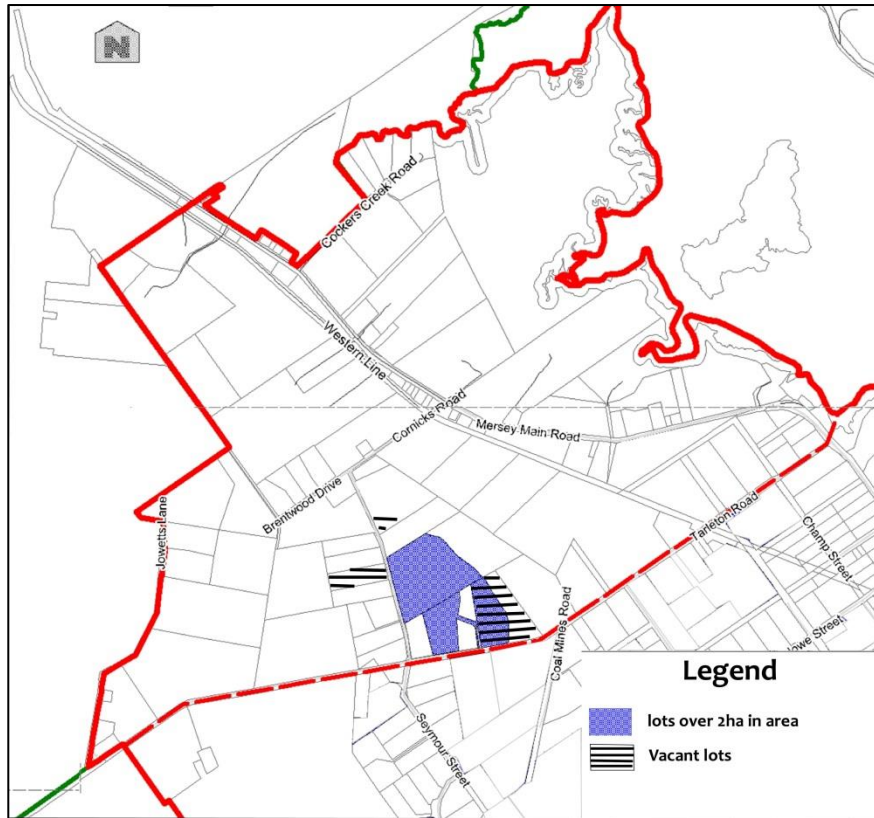
A maximum demand of 6 new dwellings per year is predicted over the next 5 years, requiring 30 lots.

## 4. LAND AVAILABILITY ISSUES

### 4.1. Supply of land suitable for residential use

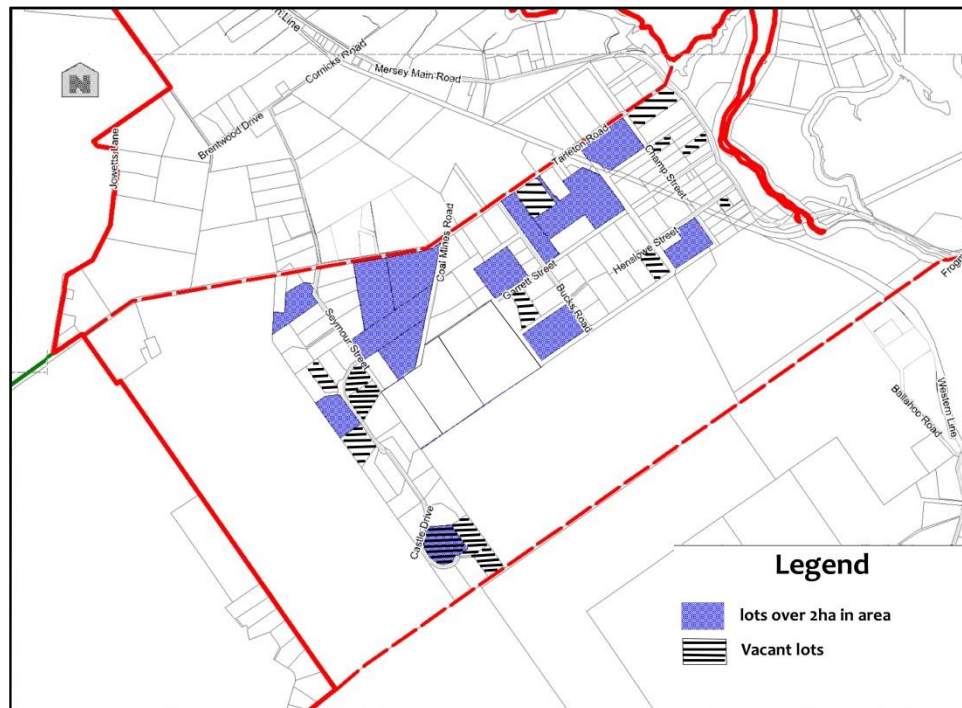
Spreyton sub-area has 3 vacant lots and 3 lots over 2ha that are zoned Rural Living as shown in the map in Figure 6. There is capacity for the lots over 2ha to be further subdivided to create up to 4 additional lots provided the proposed lots can provide for sustainable on-site waste water management.

There is currently capacity for 7 new dwellings in the Rural Living zone area of Spreyton sub-area.



**Figure 6 Spreyton Sub-Area - lots vacant and or greater than 2ha zoned Rural Living**

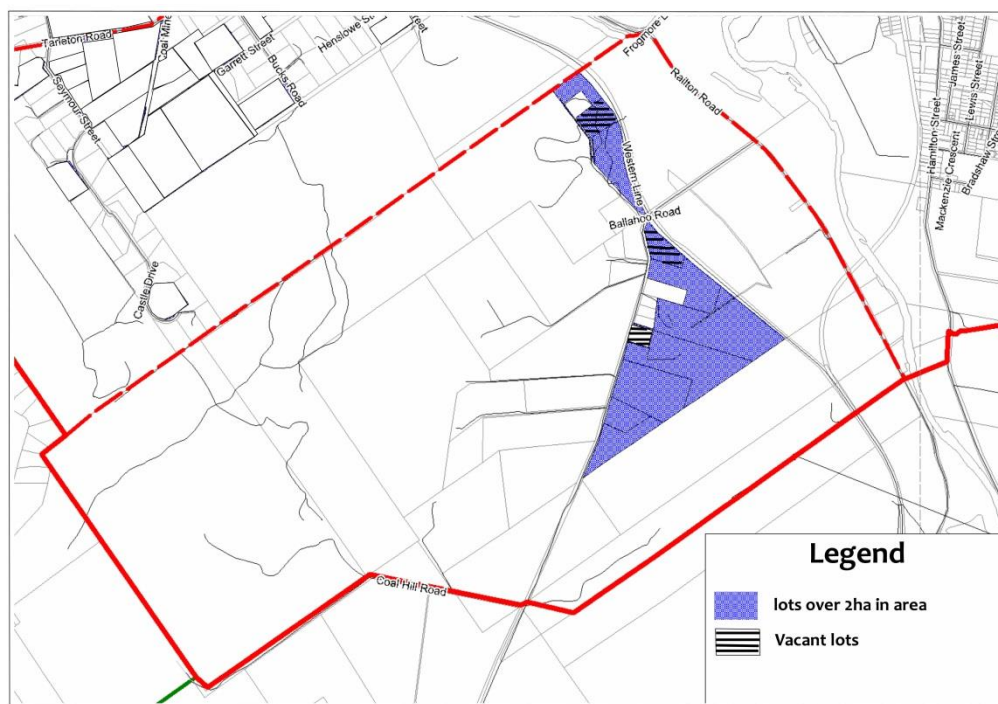
In the Tarleton sub-area there are 16 vacant parcels of land and 13 lots over 2ha zoned Rural Living as shown in the map in Figure 7. The lots over 2ha in area provide opportunity for a further 19 lots to be created generating a total supply of 35 lots in the Tarleton sub-area provided the proposed lots can provide for sustainable on-site waste water management.



**Figure 7 Tarleton Sub-Area - lots vacant and or greater than 2ha zoned Rural Living**

The Coal Hill Road sub-area has 2 vacant lots and ten lots over 2ha in area that are zoned Rural Living as shown in the map in Figure 8. The existing lot layout provides opportunity to create a further 6 lots within the Rural Living zoned area provided the proposed lots can provide for sustainable on-site waste water management.

It should be noted that the largest land parcel zoned Rural Living has only a 6m access strip, which prohibits further subdivision.



**Figure 8 Coal Hill Road Sub-Area - lots vacant and or greater than 2ha zoned Rural Living**

In the Tarleton, Spreyton and Coal Hill area there are 20 vacant lots zoned Rural Living that have the capacity to create an additional 29 lots, providing a total of 49 dwelling sites provided the proposed sites can provide for sustainable on-site waste water management.

#### 4.2. Zoning

Land within the Tarleton, Spreyton and Coal Hill areas is predominately zoned Rural Resource or Rural Living under the Latrobe Interim Planning Scheme 2013. Land parcels abutting the Mersey Estuary are zoned Environmental Management and the Western Line rail reserve is zoned Utilities.

The current zone allocation for these areas is shown in Figure 9.

The purpose of the Rural Living zone is for residential use or development on large lots in a rural setting where services are limited. The zone also provides for compatible use and development that does not adversely impact on residential amenity.

The provisions of the Rural Living zone include, as the Acceptable Solution, a requirement for lots with an minimum area of 1ha, a building area of 1000m<sup>2</sup>, a minimum frontage width of 6.0m, a minimum building setback of 20m from a frontage and 10m from other boundaries, and an area for surface water (stormwater) discharge of at least 5000m<sup>2</sup> clear of any defined building area, access strip or on site waste water disposal area.

The purpose of the Rural Resource zone is for the sustainable use and development of resources for agriculture, aquaculture, forestry, mining and other primary industries, including opportunities for resource processing and to provide for other use or development that does not constrain or conflict with resource development uses.

The provisions for Rural Resource zone allow for residential use that does not result in the permanent loss of land for resource development or an extractive industry or interfere with or constrain existing or potential use of land for primary industry use. As an Acceptable Solution, the Planning Scheme requires an attenuation distance for a dwelling of 100m from land designated for forestry production, 200m from agricultural land and 500m from extractive industry or intensive animal husbandry.

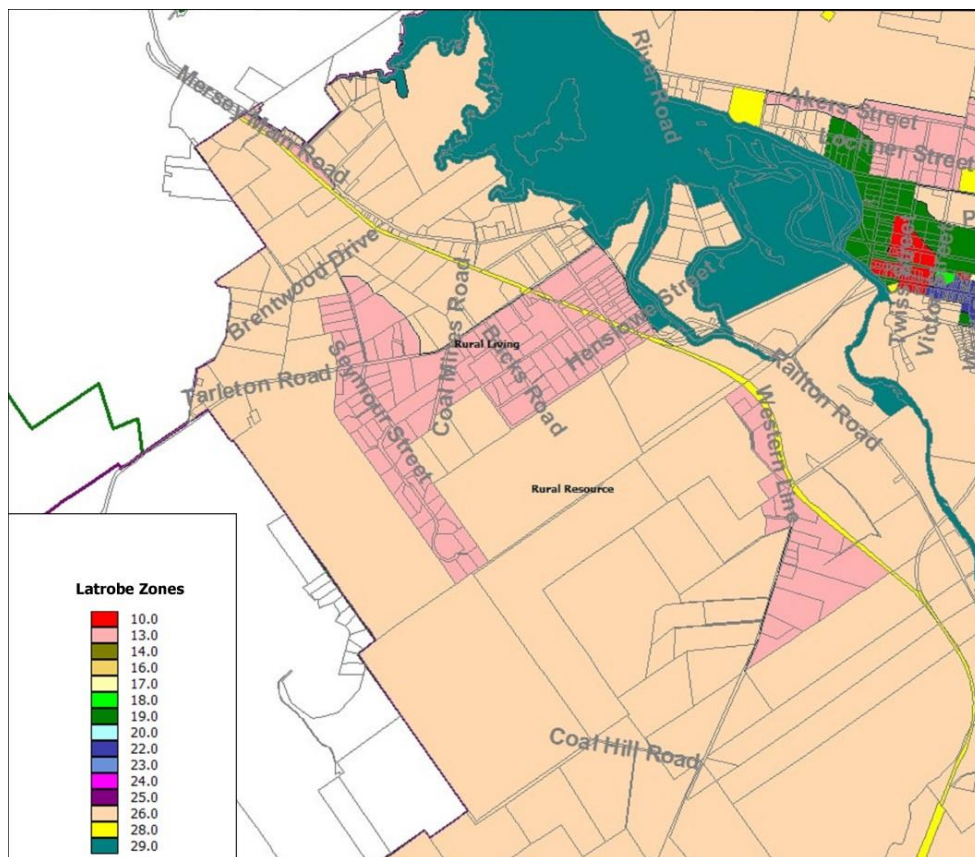


Figure 9 Zoning Map

#### 4.3. Biodiversity values

A desk top review of species of conservation significance in the Study Area indicates recent observations of the Central North Burrowing Crayfish, which is listed as an endangered species under the *Threatened Species Protection Act 1995*, in the Spreyton sub-area. This species tends to gravitate towards wet areas, including roadside drains.

Other threatened or endangered fauna species observed in the study area include the Tasmanian Devil in the Spreyton and Tarleton sub-areas and the Eastern Barred Bandicoot in the Tarleton and Coal Hill Rd sub-areas.

A desk top review has revealed nine flora species with conservation significance in the Study Area. Within the study area there are areas of eucalypt forest and two plantation areas, one hardwood plantation in the Tarleton sub-area and a softwood plantation in Coal Hill Road sub-area. The eucalypt forests are not private timber reserves under the *Forest Practices Act 1985*.

A flora and fauna study would be required for any potential rural living areas to reveal the existence and extent of any species of conservation significance should rezoning be pursued.



#### **4.4. Natural Hazards**

##### **4.4.1. Bushfire**

The Tasveg 3 Fire Attribute's mapping provides a complex matrix of vegetation flammability and sensitivity to fire. It indicates that generally the Spreyton sub-area has medium flammability attributes with low sensitivity, with orchard areas having high flammability attributes with low sensitivity. The majority of the Tarleton sub-area has medium flammability attributes with low sensitivity. There are considerable areas of land zoned Rural Living that have high flammability attributes with low sensitivity and small areas of medium flammability attributes with high sensitivity. The Coal Hill Rd sub-area is characterised by medium flammability attributes with medium to low sensitivity for the area zoned Rural Resource. The area zoned Rural Living has high flammability attributes with low sensitivity and adjacent pockets with very high flammability attributes.

Bushfire hazard management comprises generally of a requirement for fire fuel reduction and hazard management areas, located within the boundaries of the property. This prescribes a minimum site area for development or a limitation/restriction on the form of development that can occur. As a broad generalisation, small lots could mean additional requirements for hazard mitigation.

The current Bushfire Prone Areas Code provisions for subdivision in the planning scheme and the building regulations are adequate to address any bushfire hazard issues in the study area.

##### **4.4.2. Landslip**

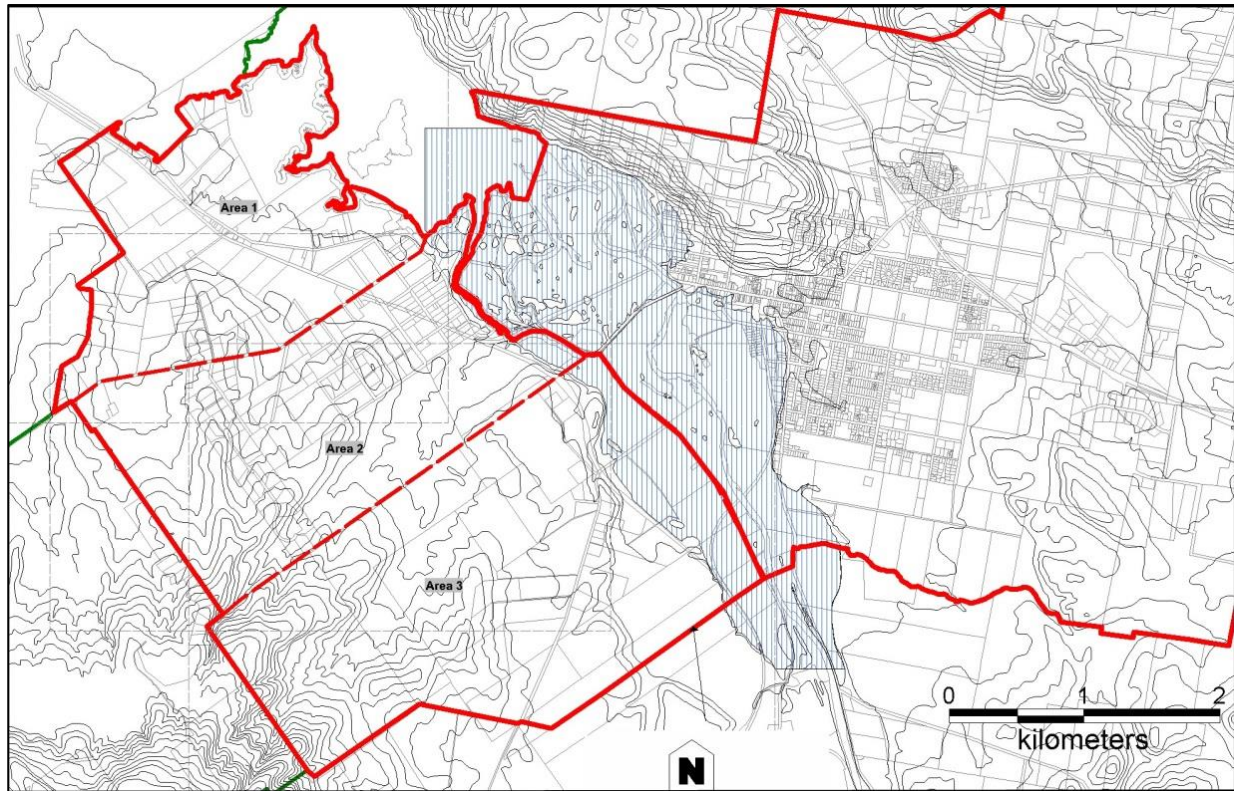
There are no mapped landslip hazard areas in the Spreyton sub-area. There are some very small areas of medium hazard in the southwest of the Tarleton sub-area (south of Castle Drive). There are scattered areas of medium hazard in the southwest of the Coal Hill Road sub-area and medium hazard areas north of the Western Line in the Coal Hill Road area. There is a history of old mine shafts that have caused some sinkholes in the Tarleton sub-area.

In general the small scattered areas of land slip are not sufficient in area to require any specific zoning delineation as development in these areas can be adequately controlled by the current provisions in the planning scheme.

##### **4.4.3. Flood**

The study area is subject to flooding where the land is below 10m above sea level in the north and north east as can be seen in Figure 10.





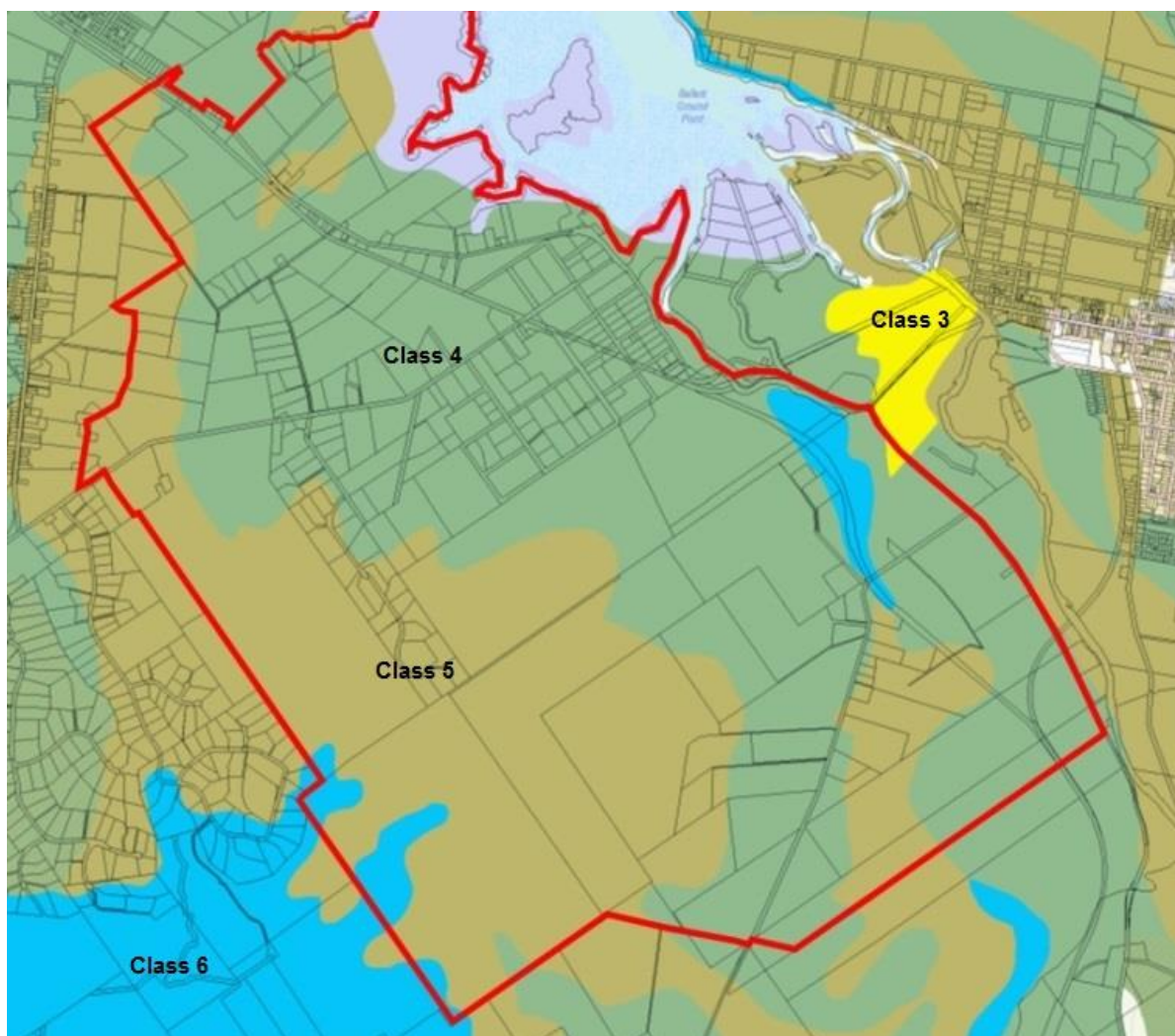
**Figure 10 Location of land subject to flood inundation**

Coal Hill Road, north of the railway line, was historically subject to flooding.

As per the projection mapping by DPAC for 80cm sea level rise by 2050, the same areas are also subject to sea level rise and storm tide events. Land parcels adjacent to the road are subject to be impacted by rising water levels during rainfall and storm tide events.

#### 4.4.4. Agricultural Land Capability

According to the Land Capability Survey of Tasmania conducted by the Department of Primary Industry and Fisheries, the Study Area does not contain any prime agricultural land. As per Figure 11, land within the Study Area comprises Class 4 land, which is well suited to grazing but limited to a restricted range of crops, Class 5 land, which is unsuited to cropping with slight to moderate limitations on pasture or Class 6 land, which is marginally suitable for grazing with severe limitations.



**Figure 11 Land Classification Map**

## **5. INFRASTRUCTURE AND SERVICE PROVISION**

### **5.1. Water Infrastructure**

TasWater currently provides a reticulated water supply to most properties in the Spreyton and Tarleton sub-areas and one property in the Coal Hill Road sub-area. A map showing the water mains in the Strategic Plan Area can be seen in Figure 12.

TasWater have advised that the reticulated supply has inadequate pressure for domestic use and fire fighting purposes on properties with an elevation greater than 46m AHD. The area that is serviced ranges from approximately 30m AHD to 130m AHD. Fire hydrants fail in the Tarleton sub-area on Arnold Street and Champ Street, at 68 Cornicks Rd and along Castle Drive in the Cornicks Road booster pump station area.

Over the past year TasWater has been developing a water model for the area to determine its exact capacity and what further work may be required. The modelling demonstrates that water supply in this area is currently at capacity. TasWater has confirmed that at present it does not appear to have capacity in their system to service any areas of rural living expansion.

In line with their Customer Connections Policy, TasWater will allow connection to their reticulated water supply system for any existing land parcel provided the owner is being billed a fixed service charge and a water main is available for a standard connection. Properties that are not being levied may be allowed to connect, with an individual assessment required for each proposal.



TasWater are currently preparing a Network Asset Strategy/Management Plan for Latrobe, including that includes the Tarleton and Spreyton sub-areas. This plan will develop infrastructure requirements for planned growth areas, which may cater for any proposed future residential areas to have sufficient domestic water supply.

On site storage of water for fire fighting purposes is necessary and where there is connection to reticulated water supply, storage of a dedicated fire fighting water supply will be required.

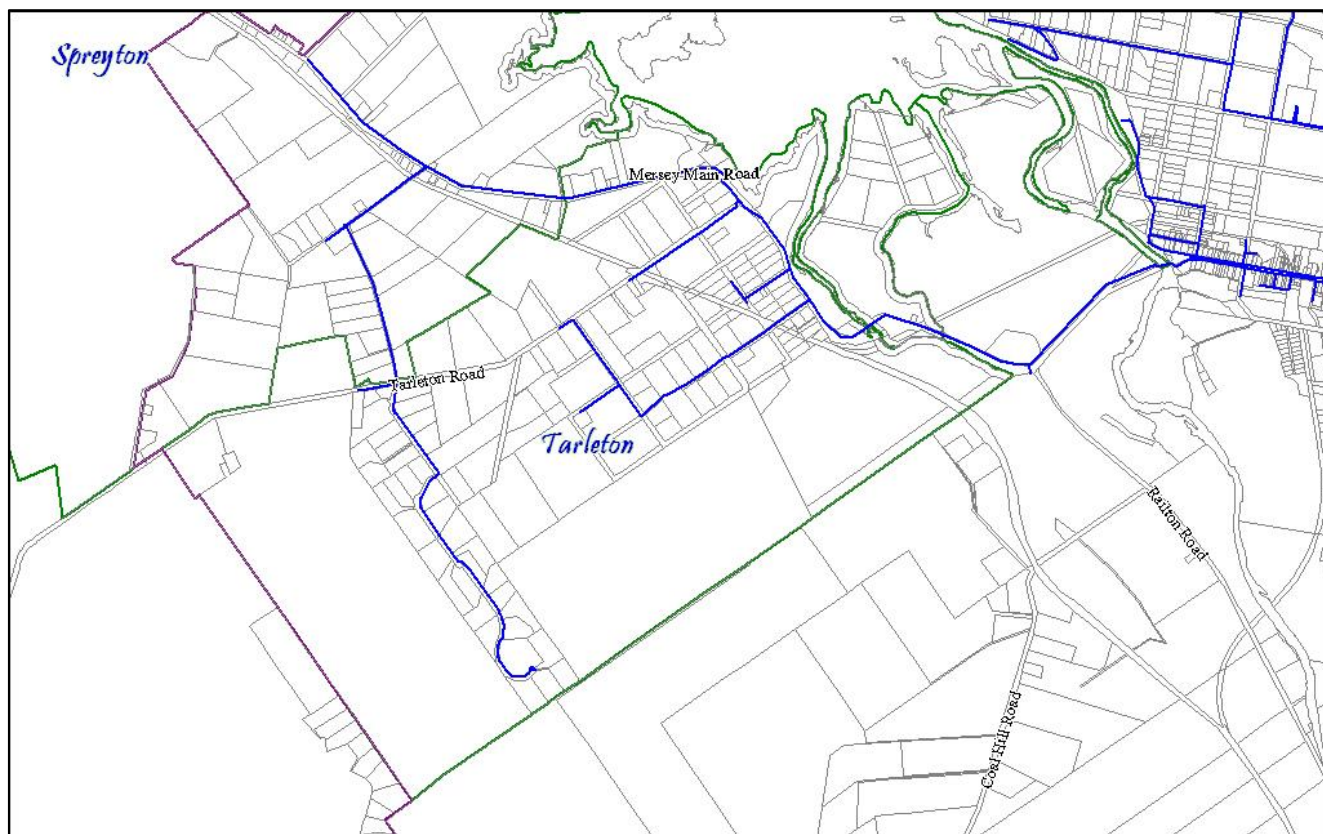


Figure 12 Location of Water Mains in Study Area

## 5.2. Waste Water Infrastructure

TasWater has no reticulated sewerage treatment system in the Strategic Plan Area. It has indicated that at this point in time there are no plans for sewer extensions in this area.

There are problems with achieving sustainable on site waste water management in the Study Area due to ground water infiltration associated with imperfectly drained soil. In the Tarleton sub-area it has been observed that on the relatively flat sites the subsoil water table has a tendency to rise after substantial rain events causing ponding on the surface.

In general the capacity to dispose of wastewater on small lots in the Spreyton and Tarleton sub-areas is not ideal, with a number of existing systems having failed to function adequately during wet periods. Residential intensification may be limited due to the soil category being in the range of 4 and 5 (AS/NZS-157:2012). The current larger sites in the Coal Hill Road sub-area do not seem to have waste water disposal issues. There is insufficient information to understand any implications of smaller lots in the Coal Hill Road sub-area.

## 5.3. Drainage

Stormwater disposal is primarily required on site with some properties able to discharge to a water course. In the Tarleton sub-area there is a reticulated stormwater system serving properties north of the railway line. The Strategic Plan Area is, for the most part, on a flat, clayey base at the bottom of a valley. Absorbency is an issue. Inundation is frequent and there are impacts upon the

area's waste water disposal systems. Much of the problem has been caused by landowners infilling the natural drainage system in the pursuit of agricultural activities or access.

#### **5.4. Road Infrastructure**

Access to the Strategic Plan Area is from the Mersey Main Road and Railton Road, which are State owned roads. Council owned roads, Tarleton Road and Coal Hill Road, are the main internal distributors.

The Department of State Growth's Traffic Engineering Branch has advised that expanded residential subdivision will generate significant additional vehicle movements, which will increase the demand on existing State Road intersections. It can be expected that upgrades to the Sheffield Road, Mersey Main Road and Railton Road intersections may be required to facilitate any proposed significant developments.

Maintenance of Council owned roads is an ongoing concern with regard to ageing infrastructure and the associated expense. In the Study Area there are a number of unmade road reservations that would require construction should expansion of the existing Rural Living area occur. The construction of these would be driven by such development.

Tarleton Road, being the link road between Mersey Main Road and Sheffield Road, has a high volume of through traffic, including trucks. The road lacks width and has potential intersection issues at the Sheffield Road and Mersey Main Road intersections. The intersection of Seymour Street and Cornicks Road with Tarleton Road does not have capacity for significant increased traffic movements in its current configuration.

The Cornicks Road level crossing and intersection with Mersey Main Road are not suited for increased traffic volumes.

The internal road intersections with Mersey Main Road are adequate for the current Rural Living zone capacity.

Coal Hill Road, while of adequate width for moderate increased traffic from residential growth, has an inadequate intersection with Railton Road and a poor level crossing over the Western Line railway. Any residential expansion would need to be considered in the light of any potential upgrades required.

There are roading standards to be complied with in regards to ensuring adequate access to and egress from bushfire prone areas. As these standards increase the cost of land release they become a constraint on subdivision of those lots that require inclusion of access roads.

Any significant expansion of the Rural Living zone would need to be supported by a detailed traffic impact assessment that gives regard to the impact of the additional traffic an expansion of the current zoning would generate.

#### **5.5. Connectivity**

Connectivity has become an important consideration in bushfire prone areas to allow safe access and egress for residents, firefighters and other emergency service personnel and particularly for evacuation.

Connectivity is also important in providing access to community facilities and services as well as providing a sense of place. Good connectivity can be achieved through an integrated approach to locating residential expansion and subsequent subdivision layout.

The Department of State Growth Transport Infrastructure Services Division provided the following comments in regards to Tarleton access and connectivity considerations.

- Need to consider the provision of active travel corridors, within and outside the areas proposed for rezoning, giving consideration to how these locations link or could link to existing transport and active travel corridors between Devonport and Latrobe.

- Tarleton is serviced by public transport (Mersey Link) via Mersey Main Road, with a reasonable level of frequency for a rural area. However only a small area is within an acceptable walking distance (800m) of Mersey Main Road. Properties in the remainder of the Study Area is not within walking distance of an existing bus route.
- The expansion of Rural Living zones in this area will result in highly dispersed settlement pattern, where the private car is the only form of transport available. It is not viable to service these areas with public transport as the density is too low.
- High levels of car dependency are a problem because those without a car (youth, the aged, and people with a disability) are likely to experience access difficulties. This affects each individual's quality of life and the productivity and vibrancy of our communities.
- Tarleton is serviced by a number of school bus services travelling through Tarleton via Mersey Main Road from areas further afar.
- Creating a larger network of lower category roads which serve low density development in multiple locations does not create an efficient public transport or school bus network and leads to longer travel times for passengers. It is not desirable to provide school bus services to these areas.

## **6. OPPORTUNITIES FOR GROWTH**

### **6.1. Residential Development**

There is a desire for properties in Rural Living areas. Although the Study Area is conveniently located to Devonport and Latrobe, much of the residential expansion beyond the municipal area of Devonport has occurred at Port Sorell or the South Spreyton/Acacia Hills area. In general, the Study Area does not have the appeal or the more desirable attributes of the rural living areas of Aberdeen, Eugena, Tugrah or South Spreyton/Acacia Hills, which contain undulating hills that provide for a more aesthetically pleasing amenity and extensive views from elevated areas. Castle Drive is the exception in the Study Area. Other possible deterrents of the Tarleton area may be less privacy due to the more open nature of the area.

Despite the Study Area not being a particularly sought after rural living location; it has maintained a constant low growth rate over the years. Based on past residential activity in the area it is predicted there may be a maximum demand for 6 new dwellings per year over the next 5 years (30 in all) in the Study Area.

#### **6.1.1 Spreyton Sub-Area**

Spreyton sub-area currently has capacity within the Rural Living zone for 7 new dwellings, there being 3 vacant lots and 3 lots with an area over 2ha capable of subdivision to create an additional 4 lots provided the proposed lots can provide for sustainable on-site waste water management.

Agricultural activity in the Spreyton sub-area is productive, with large areas currently being used for orcharding and viticulture. The land also has the potential to grow berry crops. Should this area be developed for residential use, the land would be permanently lost to agriculture and any expansion of the Rural Living zone will increase the constraints and restrictions on existing agricultural activity.

Between Mersey Main Road and the Western Line rail track there are 6 lots zoned Rural Living and 17 lots zoned Rural Resource that are predominately developed for residential use. These lots range in size from 770m<sup>2</sup> to over 2ha. Most have comparatively small areas and as such rezoning to Rural Living could be considered.

With two vacant lots and only one lot with potential for subdivision (should it be zoned Rural Living) there does not seem to be a great advantage in having these lots zoned Rural Living as a single dwelling can be achieved under the current zone provisions.

The limitations on road access, road and rail noise attenuation and wastewater management that this area exhibits suggests that Rural Living zoning would not enhance the land's residential attributes. The best use of these lands may be industrial, which the current zone provision allow for provided there is a primary industry focus. This area already exhibits some of these characteristics.

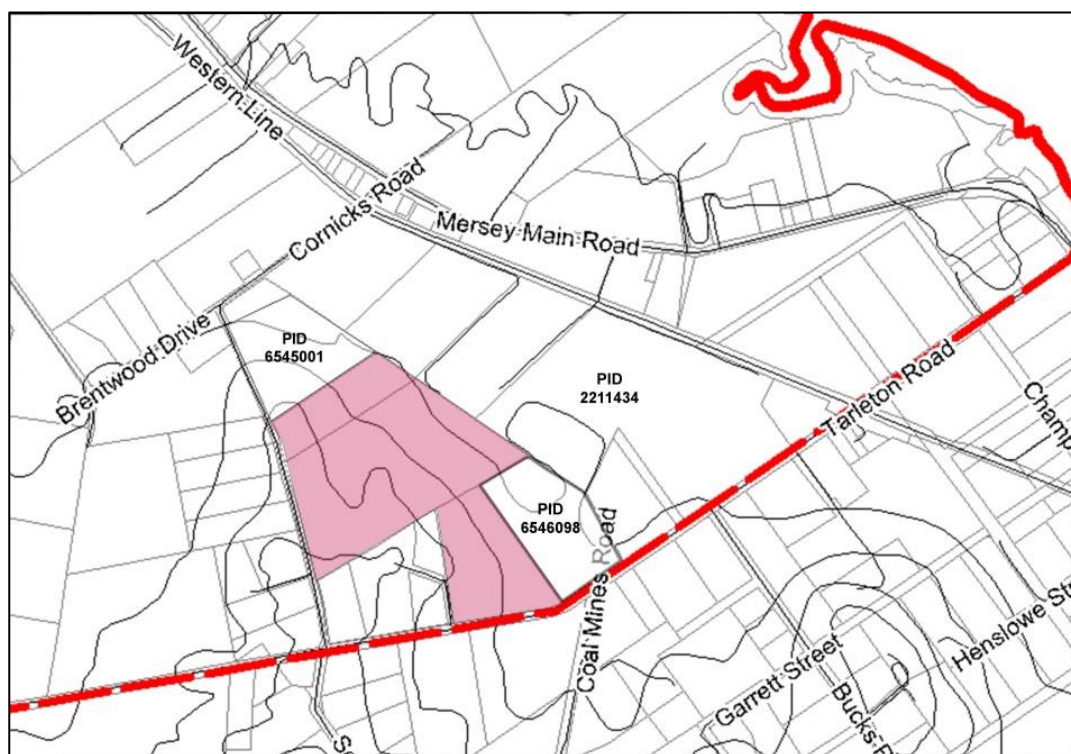
The Rural Living boundary in the Spreyton sub-area dissects 4 lots along a contour line as indicated in Figure 13. On three of these titles, the area zoned Rural Living is over 50% of the lot area. It would be advantageous for the Rural Living zone boundary to be aligned to the title boundary rather than the contour. This could provide for an additional 5 dwelling sites. It would however remove the buffer between the current Rural Living zoned land and productive agricultural land to the north.

Including land contained in PID 6546098 would enable a further 2 lots without diminishing the current agricultural land, however it would have the potential to restrict and constrain agricultural (orchard) activity on land contained in PID 2211434. Including property PID 6546098 would enable additional residential use in close proximity to the RSPCA dog home. The RSPCA facility already results in noise complaints from nearby residents.

Introducing additional development standards or defining building areas on titles could replace the current buffer between the Rural Living zoned land and productive agricultural land in other ownership but this would only achieve a buffer that is already adequately provided. The current Rural Living zone boundary should remain aligned to the contour rather than be adjusted to the title boundary alignment.

Consideration could be given to removing the 1.168ha area of Rural Living zoning currently over the south east portion of land contained in PID 6545001, to have the whole site zoned Rural Resource, as the land is currently available for agricultural activity. The rezoning of this land to Rural Resource would reduce the residential capacity of the area by only one. Residential development exists on the adjacent lot to the south-east in close proximity to the shared title boundary.

There appears to be little justification to expand the Rural Living zone or make any changes to the Rural Resource zone in the Spreyton sub-area.



**Figure 13 Lots dissected by a zone boundary**



### 6.1.2 Tarleton Sub-Area

The Tarleton sub-area has been the primary focus for residential development in the Study Area.

It currently has the capacity for 35 dwelling sites as there are 16 vacant lots and 13 lots over 2ha that provide opportunity for a further 19 lots to be created, provided the proposed lots can provide for sustainable on-site waste water management, that area zoned Rural Living.

The current residential development capacity is sufficient for over 5 years so there is no immediate need to expand the area zoned Rural Living in this area

Looking beyond 5 years the Tarleton sub-area contains suitable land for expansion of the Rural Living zone. It contains 12 titles zoned Rural Resource, with three of these being greater than 35ha and one less than 5000m<sup>2</sup>. There is no dominant multi lot land owner although it is noted the three largest Rural Resource holdings do form a dominant agricultural land area.

Should the need to expand the Rural Living materialise in 5-10 years, the expansion should be to the east of the area currently zoned Rural Living. Access can be readily and easily achieved via Bucks Road and Coal Mine Road and would result in improved connectivity in the current Rural Living zoned area.

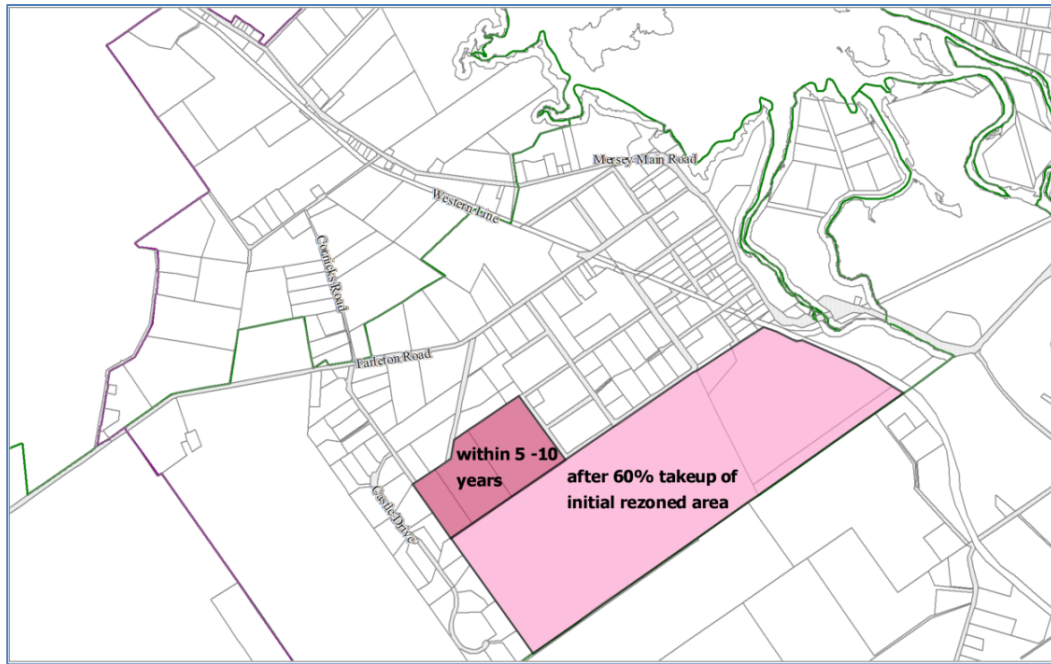
There are three titles (PIDs 6545765, 6545773, 1580086) zoned Rural Resource with a total area of 21.94ha bounded by Rural living on three sides with access from Garret Street, Coal Mines Road and Seymour Street that provide opportunity for residential expansion to satisfy the projected demand till 2026. These can be seen coloured in dark pink in Figure 14.

At present these three titles largely contain native vegetation, with some small areas cleared. This large area of bushfire prone vegetation is adjacent to existing residential development. Rezoning this land to allow for residential development would improve bushfire hazard management in the greater area.

In light of the poor drainage of some of the land in this area, subdivided lots would need to be of an adequate size to achieve sustainable on-site wastewater management when rural living subdivision development occurs. Future Rural Living subdivision within the area identified for expansion will facilitate greater connectivity for the existing zoned area and connectivity to the new areas of residential expansion.

The area to the north, which is accessed off Tarleton Road is not favoured for future residential expansion as it would remove an area of land suitable for agriculture with potential for redevelopment as an orchard or other horticultural activity. This land has been cultivated in the past as an orchard and is currently used for extensive grazing activity. Any residential use on this land would also result in an existing orchard between 2 areas of residential development with the consequence of constraining and restricting the orchard activity.

Expanding the rural living area to the south would also result in another area of Rural Living with limited access and connectivity in an area with potential bushfire hazard. The existing rural living areas to the east and west do not provide adequate or appropriate access, egress or connectivity.



**Figure 14 Proposed Rural Living expansion areas**

### **6.1.3 Coal Hill Road Sub-Area**

The Coal Hill Road sub-area has capacity for 6 dwelling sites through the current 2 vacant lots and ten lots over 2ha in area zoned Rural Living.

Although there are only to 2 vacant lots zoned Rural Living, development statistics for the area reveal considerable underutilisation of Rural Living zoned land for residential use. It should be noted that the largest land parcel zoned Rural Living has only a 6m access strip, which prohibits further subdivision.

The Rural Resource zoned area of Coal Hill Road area offers a range of lot sizes utilised for a variety of hobby agricultural pursuits. This area provides for hobby farms for agricultural, equestrian and other rural activity on lots greater in size than those associated with rural living.

Land parcels zoned Rural Resource in this area have through past subdivision configuration, largely compromised potential for appropriate future subdivision for residential use. Land north of the railway line is or may be subject to flooding and inundation and should be avoided for residential development.

Should expansion of the Rural Living area be pursued in the future, upgrading of the existing Railton Road intersection and railway level crossing and the creation of an alternative (secondary) access/egress to the area for possible flood and fire incidents should be considered.

The low demand for residential lots indicates no expansion of the Rural Living zone is required. The low take up of lots and access issues suggest that in the short to medium term (5-10 years) there is insufficient demand to drive any development outcomes in respect of provision of road and intersection upgrades, connectivity and service facility provision that would be required by additional residential use in the area.

## 6.2. Agricultural / Primary Industry Development

Of the 127 private titles properties in the Spreyton sub-area approximately 30 (approximately 160ha) are used for agricultural purposes.

The agricultural activity in the Spreyton sub-area is very productive and is strategically located in close proximity to transport ports and urban areas that can provide housing for a seasonal workforce with easy access.

The sub-area has the scars of transformation from the demise of orchards in the 1960's when agricultural diversification and a variety of non-agricultural activities, including residential use, occurred.

More recent orchard and horticultural activity, while re-invigorating the value of agricultural activity in the sub-area, has the potential to be hampered by the presence of non-agricultural activity, particularly residential use, in the area. Residential use would permanently remove land from the range of agricultural activities identified as being suitable for the Class 4 land found in this area.

There are several properties currently utilised for equestrian or for low agricultural productive purposes. By retaining the current Rural Living zone boundary, any constraints and restrictions on agricultural activity will not be increased and the value of agriculture in the area may be strengthened.

Tarleton Sub-Area has 136 private titles of which 12 are zoned Rural Resource, with three of these being greater than 35ha in area and one less than 5000m<sup>2</sup>. There is no dominant multi lot land owner although it is noted the three large rural resource holdings do form a dominant land area.

The area to the north of Tarleton Road is an area of land providing potential for greater agricultural productivity as an orchard or other horticultural activity. Currently 5.5ha of this land is an orchard with the balance area having been cultivated in the past as an orchard and currently used for grazing purposes, with a small area in hardwood plantation to the south. This area is best left zoned Rural Resource given the current adequate supply of Rural Living zoned land and the implications that additional residential activity could have on productive agricultural land in this area.

The land to the south east of the Rural Living zone comprises two titles over 35ha and four titles ranging in area from of approximately 1ha to 10ha. The smaller titles largely contain native vegetation with small areas cleared. The larger titles comprise pasture bounded by areas of native vegetation. Agricultural activity is undertaken on the larger lots in the form of grazing but no intensive fodder cropping. The smaller titles provide opportunity for rural living expansion in the medium term as there would be no conversion of agricultural land. The larger lots are considered appropriate for rural living expansion in the long term as the grazing qualities of the land seem less significant to the region than the land further east of the current rural living area and west of Coal Hill Road.

The larger lot sizes in Coal Hill Road facilitate extensive livestock grazing to occur. This land also demonstrates agricultural potential. Land east of Coal Hill Road displays greater limitations than the land to the west. Land north of the railway line is the most valuable agricultural land despite being subject to flooding and inundation.

The Rural Resource zoned area of Coal Hill Road sub-area offers a variety of lot sizes ranging from 3ha to over 10ha. Many contain dwellings. The larger land parcels are utilised for agricultural productivity with the small parcels used for a variety of hobby agricultural activities.

The Rural Resource zoned land bested suited for future rural living use has, through past subdivision configuration, largely had its potential for further residential subdivision compromised. The Coal Hill Rd sub-area would seem to be suited to provide for hobby farms with agricultural and other rural activities on lots greater in size than those associated with rural living.

### 6.3. Commercial / Industrial Development

There appears to be a small demand for rural service industry commercial sites in the Study Area. Some businesses are operating on land parcels between Mersey Main Road and the Western Line railway track, where there are 6 lots zoned Rural Living and 17 lots zoned Rural Resource.

A map showing these lots can be seen in Figure 15. Currently 15 lots are developed for residential purposes and at least 4 have associated commercial activity. There are 4 lots used commercial/service industry purposes, 3 vacant lots and 1 lot used to provide access to internal land parcels. The lots range in area from 770m<sup>2</sup> to under 2ha. The comparatively small lot sizes and the current Rural Resource zoning are not conducive to residential development given the location between a main connector road and the railway line. These lots would also have issues with wastewater management if developed for residential use.

The area increasingly provides for the needs of small businesses that seek largish non-urban lots with convenient access. A zoning that allowed for residential, commercial and service industry activity could be appropriate in serving the current land use characteristics.

The State planning scheme template includes the potential to use a Urban Mixed Use zone. This allows for a mix of residential, retail, community services and commercial activities in urban locations. The State planning scheme template does not provide a suitable mixed use zone for rural areas.

Zoning the land between Mersey Main Road and the Western Line railway Urban Mixed Use will provide opportunities for a greater density of use and development. This has the potential to erode the visual and functional transitional space between the urban centres of Latrobe and Devonport. Currently along Mersey Main Road the built environment is broken up visually. This area does not exhibit the characteristics of the continuous built environment that can be found in an urban area.

The Regional land use framework seeks to provide a pattern of settlement which maintains separated towns, villages and communities with visual and functional transitional space between each individual centre; and absence of linear development or expansion aligned to road frontage.

The current Rural Resource and Rural Living zoning has limited the density of use and development to maintain some semblance of visual and functional transitional space between urban Spreyton (Devonport) and Latrobe.

It is not possible or desirable to apply the Urban Mixed Use zone to the land between Mersey Main Road and the Western Line railway, which is semi-rural in character. A Particular Purpose zone could be tailored to fit the circumstances and desirable outcomes for use and development in the area. However, a review of the Rural Resource and Rural Living zone Use Tables indicates a reasonable mix of land use can be achieved under the present zoning.

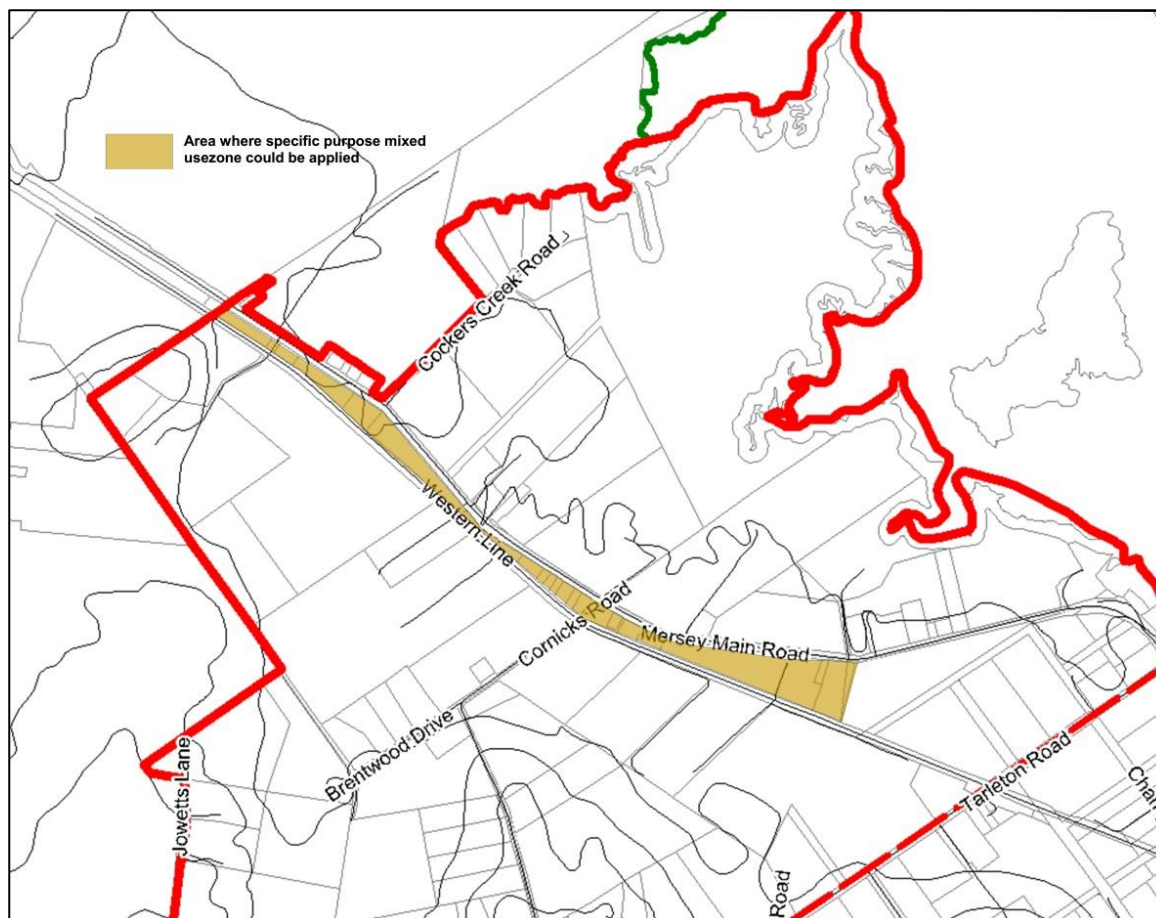
The Rural Resource zone allows for a range of uses that can service primary industry use or are related to primary industry use and also other uses that do not have to be related or associated with primary industry. The broad spectrum of uses that could be established will generally retain a rural ambience. Uses considered undesirable such as community meeting and entertainment, recycling and waste disposal, vehicle fuel sales have discretionary status and are unlikely to establish in the area due to drainage and access constraints.

Both the Rural Resource and Rural Living zones have subdivision standards that do not enable further subdivision of the land between Mersey Main Road and the Western Line railway.

There is no need to change the zoning in this area as the current small land parcels coupled with the on-site drainage, road access and noise attenuation requirements provide sufficient discouragement to the establishment of undesirable land uses.

The Department of State Growth's Traffic Engineering Branch is of the view that any expansion of service and industry and commercial development in this vicinity would require a traffic impact

assessment to inform of the impacts on the State Road network and full understanding of the implications.



**Figure 15 Possible Specific Purpose Mixed Use Area**

## 7. CONCLUSIONS

Development in the Strategic Plan Area is occurring at a low rate despite the limited opportunities in the adjoining municipality of Devonport. There is a market preference for other locations to the south-west and west in the neighbouring municipal areas of Kentish and Devonport, with continued low growth predicted to continue.

There is no need to expand the Rural Living zoned area over the next 5 years. With 20 vacant lots and the capacity to create an additional 29 lots within the existing Rural Living zoned area to provide a total of 49 lots, there is sufficient land currently zoned for the predicted demand of 30 new dwellings by 2021 and adequate provision for some 3 years beyond this, based on the predicted demand for new dwellings in the Strategic Plan Area.

Beyond 5 years there is capacity to expand the rural living land capacity to satisfy the predicted demand until 2025 through rezoning the three titles (PIDs 6545765, 6545773, 1580086 ) that are currently zoned Rural Resource. These have a total area of 21.94ha and are bounded by land zoned Rural Living on three sides. Access can be facilitated from Garret Street, Coal Mines Road and Seymour Street to service opportunity for residential expansion. Land further east can then be made available to meet demand beyond 2025.

Between Mersey Main Road and the Western Line railway track there are 6 lots zoned Rural Living and 17 lots zoned Rural Resource. The land use in this area resembles a mixed use zone with an absence of agricultural activity due to the small lot sizes. The lots range in area from 770m<sup>2</sup> to under 3ha, with most having comparatively small areas.

The current State planning scheme template does not provide a suitable mixed use zone for rural properties. The Urban Mixed Use zone of the State planning scheme template provides for a mix of residential, retail, community services and commercial activities in urban locations.

A Particular Purpose zone could provide for a targeted mix of residential, service industry and commercial activities at a low density, with exclusion of land uses that would generate unacceptable impacts. However, the current zoning allows for a wide range of land uses similar to those existing. The size of the lots coupled with site constraints, such as access and waste water management will discourage undesirable land uses.

## **8. RECOMMENDATIONS**

1. Retain the current Rural Living zone boundaries in the Strategic Plan Area in the short term (next 5 years). The low demand for rural living land can currently be met by the land already zoned Rural Living.
2. In the longer term, land described in PIDs 6545765, 6545773, 1580086 should be rezoned to Rural Living
3. Facilitate future expansion of the rural living area in the Tarleton sub-area through identifying desirable development outcomes and prepare development criteria as required to incorporate into the planning scheme, either as additional zone development standards or as a Specific Area Plan, by initiating investigations that include but are not exclusive to:
  - i. the most appropriate means of providing connectivity within new areas of Rural living and appropriate means of incorporating the requirement into the planning scheme.
  - ii. sustainable development density in view of drainage and wastewater management issues for which this the area has a history.



# TARLETON SPREYTON/COAL HILL ROAD LAND USE STRATEGY 2016

## KEY FACTORS –

- ▣ Retention of a productive agricultural enclave specialising in orchard and horticultural activities;
- ▣ Developing an efficient and effective settlement pattern;
- ▣ Improving street connectivity and emergency access;
- ▣ Providing space for hobby farming and equestrian activities;
- ▣ Aligning the supply of rural living land with demand to achieve greater integrated development;
- ▣ Maintenance of visual separation between the urban areas of Devonport and Latrobe through low density rural oriented development along Mersey Main Road.

## HOW TO BE ACHEIVED

1. Retain the current Rural Living zoning boundaries in the Study Area in the short term (next 5 years). The low demand for rural living land can be met by the land currently available in the Study Area.
2. In the medium term, expansion of the Rural Living zoned area should take in PIDs 6545765, 6545773, 1580086.
3. Upon 60% take up of lots created by subdivision of the medium term expansion area, extend the Rural Living zone over PIDs 6544623, 6544631 and 6545730.
4. Expansion of the rural living area should proceed in a manner that facilitates connectivity through recognition of the future road links that include:
  - ▣ Bucks Road extension;
  - ▣ Coal Mines Road extension;
  - ▣ Tram Road/Champ Street extension;
  - ▣ East/west road link between Coal Mines Road and Champ Street extension;
  - ▣ Future connectivity between Tarleton area to Coal Hill Road area.

