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Authorised by: …………………………………………………… Date: 29 July 2015
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Revision History

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1. **Introduction**

The purpose of this report is to support a development application for a tourism and recreation development on a large agricultural property known as Quoin, north of Killiecrankie on the west coast of Flinders Island.

Quoin is a traditional, large grazing property with direct coastal access. Until recently grazing took place right up to the coast line. A change in management practice has seen the grazing within the dunes cease and this area has been allowed to regenerate.

The proposal will enable the property to diversify its income and as a result the development will be used as a vehicle to promote local produce – adding further to the Island’s economic prosperity.

![Figure 1: Looking towards the site from Killiecrankie](image)

2. **Proposal**

The proposal consists of the following elements:

- Central facility, resident lounge, wellness centre – two therapy rooms, spa, plunge pool, lounge room, dining area, kitchen and back of house areas. Marked Area 1 on the site plan
- Visitor cabins over a number of stages giving a total 29 units – the sites have been selected to maximise privacy and respect the landscape. Within each site there is between 2 and 5 units. The units are a combination of 1 and 2 bedroom facilities. Marked 2 – 7 on the site plan
- Maintenance Shed – for storage of equipment. Marked 8 on the site plan.
- Manager’s House and employee house (two sites indicated) – a two bedroom dwelling setback into the site (away from the visitor accommodation). Marked 9 and 10 on the site plan.
• New house for Owner – located within the farming area of the site so as to control both the farming and visitor operations. Marked 11 on the site plan.
• Retain current owner’s house. Marked 12 on the site plan.
• Refurbishment outbuildings – 3 bedroom bunkhouse. Marked 13 on site plan.
• Storage Shed – for farming based equipment. Marked 14 on the site plan.
• Internal Road network
• All related servicing facilities – watertanks; wastewater systems and the like

A full set of plans are attached as Appendix A.

3. Site and Titles

The Quoin property is made up of a number of titles:

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The development will take place on part of CT170037/1/2/3/6, CT242997/1, CT170038/1 and CT112854/1 – 3951 Palana Road, Killiecrankie. Impacted titles are attached at Appendix B.

This is a large grazing property with frontage to Palana Road and running through to the west Coast of the Island. The topography of the site is such that the land is relatively flat from Palana Road heading west until the vegetation changes from grazing to coastal scrub. The land then is formed into a series of valleys and rises and then drop off to the shoreline.

Expert studies have been commissioned to consider the matters of flora and fauna; coastal impact and indigenous heritage.
The extent of the property holding is graphically illustrated below.

A comprehensive communication plan has been developed and implemented for the proposal. This plan has been implemented over a number of months leading up to the finalisation of this report and the development application. Activities have included stakeholder engagement with Flinders Council Officers; a presentation to elected members; discussion with Emergency Services; presentation to Flinders Island Aboriginal Association and open sessions with the Killiecrankie residents. On-going communication in regard to this project will be through a website specific to Quoin.

4. Planning Scheme

The Planning Instrument covering this site is the Flinders Planning Scheme 1994 (Updated 2000)

4.1 Defined Uses

Uses are defined within the Planning Scheme in General Classifications and then each use is expanded to give specific examples of the types of use. In this instance the uses proposed fall into the Classification of Tourism – Guest house, Holiday cabin, Holiday flat and tourist operation and Recreation – Active Recreation (walking tracks and other activities).

4.2 Zoning and Overlays

The whole Quoin property is zoned Rural under the Planning Scheme. Two Planning Scheme overlays apply to the property (or parts of the property), they are the Visual Sensitive and Shoreline Waterbody overlays.
Figure 3: Zoning Map - theLIST

Key – Purple = Rural Zone; Red Hatch = Visually Sensitive; Red Line = Shoreline Water Bodies and Watercourses

4.2.1 Use Table for Development

Within the table of uses which relates to the Rural zone both Tourism and Recreation are discretionary uses.

4.3 Zoning

4.3.1 Intent of Rural Zone

(a) The Rural Zone on Flinders Island is intended to maintain the existing rural character of the island which is typified by a pattern of areas of open farmland, typically with shelter belts of remnant vegetation, interspersed with irregular areas of native vegetation and substantial unspoiled landform. On other islands within the Planning Area the zone is intended to preserve the existing character which displays minimal signs of European occupation.

(b) Use and development in the Rural Zone is intended to accommodate agricultural uses and development predominantly, with some compatible non-agricultural uses and development in appropriate circumstances, including tourist operation and rural industries. Forest plantations may be appropriate where they do not adversely affect the character of an area or detract from important views.

The proposal aligns well with the intent of the zone. The location of the individual tourist cabins has been selected to minimise the visual and environmental impact of the development on the coastline, the Quoin property and when viewed from Killiecrankie. The zone envisages the integration of tourist operations and rural pursuits in line with the proposal under consideration.
4.3.2 Desired Zone Character and Zone Guidelines

(a) The use or development of small existing rural lots for the purpose of residential living shall only be approved where such use or development is compatible with any existing or potential agricultural use of that land or surrounding lands.

(b) Use or development should enhance the rural character of the zone. Buildings should be substantial distances from the road frontage and apart, unless inappropriate for operational or topographical reasons. Where land clearance is undertaken it should be visually sympathetic; important trees (or stands of trees) should be retained, important hilltop locations should not be cleared and location of trees and shrubs along fence lines, property boundaries, watercourses and at property entrances is encouraged. Buildings and structures for aquaculture should be sited with regard to the protection of coastal scenery and compatibility with recreational use of the coastline.

(c) Land use or development and management practices shall be environmentally appropriate and shall avoid contamination or despoliation of the land, ground water, water courses, shorelines, lagoons and marshes. Sand-dunes and coastal vegetation and ecologically important areas shall be protected from degradation.

(d) Forestry activities in the zone shall be in accordance with the Forest Practices Code.

The proposal aligns well with the Zone Character and Zone Guideline statements. No small lots will be created as a result of this proposal. The proposed buildings are located well back from the road frontages of the subject lands. Land clearing will be minimised to the building footprints and access tracks. There will be no contamination or despoliation of land as a result of this development. The proposed use will not generate any pollution – waste water will be addressed through a suitable on-site system designed by experts in this field.

A coastal impact study has been commissioned for this development which shows the proposal will have minimal impact on the dune area and other important ecological coastal areas. Specifically, the development will not degrade the dune area. The study is attached at Appendix C.

During public consultation the community expressed the opinion that the view from the beach was highly important and as a result no development will be evident when viewed from the beach due to topography and screening. The development will not be totally screened from the Killiecrankie settlement. The distance from the settlement; the recessive nature of the colourings of the buildings and the location within the landscape means the development will have no visual impact when viewed from the settlement.

No forestry activities are proposed with this development.

4.3.3 Subdivision Standards

No subdivision is proposed with this development.

4.3.4 Development Standards

(a) The maximum height of buildings is 8.0 metres unless it can be satisfactorily demonstrated that a higher structure is required for operational, topographic or other justified purposes.

(b) Habitable buildings should be sited and designed to achieve the best solar gain or orientation that the site can provide. Where such design or orientation is not feasible other energy efficient practices, such as insulation, heat pumps or double glazing, should be considered.
(c) Buildings shall be setback a minimum distance of 20 metres from all boundaries.

(d) Regardless of the foregoing minimum setbacks, buildings shall be set back not less than a horizontal distance of 100m from high water mark and 40 m from a perennial watercourse.

(e) Council may relax the setback requirement of the above clause pursuant to the provisions of Clause 3.5 of this Scheme and after giving consideration to:
   i. The particular size, shape, contours or slope of the land and the adjoining land;
   ii. The adjoining land and uses and zones
   iii. The position of existing buildings and setbacks in the immediate area;
   iv. Consideration of any representations received as a result of the notification under Section 57 of the Act.

(f) The external walls, roof, paving and other large surface areas of buildings shall be finished with non-reflective materials and colours that harmonise with the natural landscape or shall be substantially screened by landscaping.

(g) A house on any lot which contains only class 4, 5, 6 or 7 land is discretionary and may only be approved if any existing or potential development and use of agricultural land in the vicinity is likely to receive no impact, or only minor impact from the establishment of the residence taking into account:
   (a) The topography of the land;
   (b) The location of water catchments;
   (c) The location of neighbouring agricultural pursuits;
   (d) Buffers created by natural features;
   (e) Resource sustainability given the objective of the State Protection of Agricultural Land Policy.

The buildings have been located to create a sense of isolation and to minimise the visual impact when viewed from outside the site. The buildings are set back more than 20m from a boundary; more than 100m from high water mark and more than 40m from a perennial watercourse. The buildings will be finished in natural colourings using non-reflective materials to blend into the landscape. No buildings will be more than 8m in height. The materials selected for construction will be energy efficient. One of the principles of this development is to create a product that is sustainable into the future in terms of energy use.

The land is class 6 and 7 and has no agricultural potential – the land has no agricultural potential.

4.4 Matters to Consider in Regard to Use

4.4.1 Use

(a) Use or development shall not unreasonably impact on any existing or intended use of development of neighbouring land.

(b) Subdivision of land shall be carried out in accordance with the subdivision provisions for the zone within which the land is located or where that is not appropriate in accordance with:
   (i) the requirements of the intended use, and
   (ii) the Zone Intent, or alternatively by
   (iii) an approved Development Plan that has been adopted by Council and inserted as a provision in the Scheme.
(c) Residential Zones shall be protected from encroachment by incompatible use or development.

(d) Rural Industrial operations shall be appropriately located and designed to avoid any detrimental effects on neighbouring land use or development, particularly in respect of atmospheric emissions, solid waste disposal and water pollution, soil erosion, noise or visual quality.

(e) Mining and quarrying operations shall be located and carried out in a form which does not conflict with surrounding land use or development, scenic values and the environment.

The applicants own all lands to the north, south and east of the subject site – the two titles covered by this application. The impact on this land will be negligible. Indeed a positive aspect of this development will be the diversification of farming practice to open up new product in line with an overall farm plan. The scale of the development, the materials of finish and the specific location of the development have been selected to reduce any impact on more distant neighbouring properties.

The proposal will assist in farm diversification – spreading income and risk across a number of different sectors. As a result the farming operation will be more sustainable in the long term.

Matters listed (b)-(e) do not apply in this instance.

4.4.2 Character

(a) Use and development shall adequately respect the character of, and future intentions for the area in which it is to be located.

(b) Subdivision layout, particularly roads, shall take adequate account of land contours and the need to avoid visual scarring.

(c) Use or development (including public facilities and services) should adequately respect the surrounding streetscape and neighbouring use or development, particularly in relation to scale, setbacks, form (including roof shape), landscaping, materials, colours and fencing.

(d) Landscaping of use or development shall be of a type, form, variety(s) and character which is suited to the intention of the zone, the area and the nature of the use or development.

(e) Where trees are an important element in the character of an area they should be retained.

(f) Signs shall be consistent in type, scale and location, with the intention of the zone, the streetscape and the building or structure on which they are positioned or to which they otherwise relate.

(g) Forestry use or development, particularly plantations, shall be appropriately sited and planned to protect the visual quality and character of the countryside generally, and from important viewing locations in particular.

Great care has been taken with the location of the tourist cabins to respect the character of the area in which the elements are located. As no subdivision is proposed clause (b) does not apply. The development will not be visible from any public street therefore the impact on streetscape is not relevant. The impact on this land will be negligible. The positive aspect of this development will be the diversification of farming practice to open up new product in line with an overall farm plan. The scale of the development, the materials of finish and the specific location of the development have been selected to reduce any impact on more distant neighbouring properties. It is not proposed to introduce any landscape elements at this stage. The development will be low impact construction. The most
disturbance will come from bushfire risk assessment requirements. This impact will be reduced by relying on evacuation and site management plans rather than on-site clearing. Once the development is established the disturbed areas will be allowed to naturally regenerate.

Clause (d) does not apply as the development does not relate to forestry operations.

4.4.3 Amenity

(a) Adequate public open space shall be provided in areas of new subdivision, to meet the recreational and open space requirements of the community generally and particularly the new owners of the lots created by subdivision.

(b) Use or development shall accord all existing and/or future occupiers with adequate and reasonable levels of amenity, especially in relation to privacy, sunlight, aspect, views and noise disturbance.

(c) Dwellings shall provide an adequate amount and appropriate type of private open space, to meet the expected lifestyle requirements of occupants. Such private open space shall provide adequate privacy, be exposed to reasonable levels of sunshine and directly accessible from the dwelling to which it belongs.

As the proposal does not involve new subdivision the provision of Public Open Space does not apply. Whilst the focus on section (b) above is directed towards occupiers of dwellings, care has been taken in the location of the tourist cabins to protect the general amenity of the area; to provide good aspect and to minimise the visual impact from outside the site. Other clauses relevant to dwellings have no application in this instance.

4.4.4 Environment

(a) Use or development shall not be allowed to detrimentally affect the environment. All areas, and sensitive ecological and/or visual areas in particular, shall be developed in a manner and to an extent which is consistent with the protection of the values of the area.

(b) Use or Development and land management practices shall be directed towards achieving environmental sustainability, biodiversity and ecological balance, and avoiding environmental damage such as soil erosion, coastal dune erosion, loss of important animal and plant species and increases in vermin populations.

(c) Use or Development shall not be located in areas of unacceptable risk (eg. from fire, flood or landslip). In situations where risk may exist, use and development shall be appropriately sited and designed to provide an acceptable level of protection and safety for future users. In particular:

1. Lands subject to flood risk are those subject to a greater than one in a 100 year flood interval (1% probability), and land, the natural surface level of which is below 3 metres Australian Height Datum (AHD); and
2. Land which comprises soils of known or suspected instability, has a slope greater than 1 in 4, or is filled or reclaimed land, are deemed to constitute an unstable land hazard; and
3. Use and development in bushfire prone areas will comply with the provisions of Schedule 7 Development in Bushfire Prone Areas or some other provisions acceptable to Council and the Tasmania Fire Service.

(d) Potentially incompatible Uses or Developments shall be adequately and appropriately located, sited and designed to avoid conflict. Level 2 activities or sources of pollution shall be sited in accordance with the following:
i. Use or Development for a use of land that is a Level 2 activity under the provisions of the Environment Management and Pollution Control Act 1994 shall not be allowed within the lesser distance from a residential zone than that recommended by the Director of Environmental Management.

ii. Use or Development of land that is not a Level 2 activity, but which Council nonetheless considers will or has the potential for environmental harm, shall not be allowed within a lesser distance from a residential zone than that determined by Council after taking into account the advice from the Director of Environmental Management.

iii. A dwelling unit shall not be erected within a lesser distance of any established Level 2 activity or other use of land which Council considers a source of pollution, than that determined by Council taking into account the advice from the Director of Environmental Management.

(e) Activities involving extensive site works, such as quarrying, shall be suitably sited, screened, and rehabilitated where appropriate, to protect the ecological and visual qualities of the area.

(f) Use or development shall be of a suitable form and siting to avoid any adverse impact on any watercourse and vice versa. Use or development (including the siting of effluent disposal systems) shall be setback a minimum of 40 metres, or such distance as is required, from a watercourse to avoid degradation of water quality.

(g) Use of land in the vicinity of those watercourses identified in Schedule 3 shall provide Riparian Reserves in an appropriate location and form.

The development has been placed so as to minimise any visual impact from Killiecrankie Beach – a feature which was deemed to be important to the local community (during community consultation). A full coastal report has been commissioned to support the application. The report concludes:

- The design setback of 100m from high water mark is appropriate to accommodate a combination of recession due to sea level processes and storm erosion and incorporating an allowance for climate change induced sea level rise.
- The zone is considered to represent an area which may be affected by short duration 1% annual exceedance probability storm events and longer term processes to the end of this century.
- Hard infrastructure be sited a minimum 100m from the high water mark.
- For development proposed close to the indicated erosion setback allowance it is recommended that specific detailed geotechnical assessment of foundation stability be investigated to ensure appropriate foundation structures.

Consultation has taken place with the Regional Manager SES, Police and the local Fire Brigade Captain – all parties are supportive of the proposal and the direction of developing an emergency plan for the site based on evacuation. The proposal is not a Level 2 activity and as such the references to Level 2 activities have no application in this instance.

No works like quarrying is proposed with this application as a result there will be no extensive site works as described in the Planning Scheme. Of the watercourses listed in Schedule 3 Killiecrankie, Eden’s and Stoney Creek are in close proximity to the site. None of the mentioned creeks will be impacted by the development due to separation distance, on-site management of stormwater to minimise erosion and construction management practices.
4.4.5 Heritage

(a) Use or Development shall be undertaken in areas and in a manner which conserves items, sites, areas and customs of historic and cultural value.

(b) Any Use or Development carried out on or in the vicinity of an item, site, area, feature or customary activity (including Aboriginal sites and shipwrecks) or conservation value, shall adequately respect its historic and cultural integrity.

(c) The protection and conservation of items, sites, areas, features and customary activities of historic and cultural importance applies to those previously identified and listed in the Scheme, and those which subsequently become known to Council.

(d) Where an item, site, area, feature or customary activity has or may have historic or cultural importance, Council may require a Statement of Cultural Significance to be prepared.

(e) Use or development shall be carried out in accordance with the principles and practices of the Burra Charter.

(f) Use or Development involving any historic building or group of buildings shall adequately respect the design and construction elements of the building(s) and particularly the relationship of spaces, orientation, form, mass, scale, fenestration, detailing, style, materials and colour.

(g) Areas of identified conservation value, including National Parks and Nature Reserves, shall be protected from inappropriate use or development and detrimental land management practices including land clearance, within such areas and adjacent areas outside them.

There are no Heritage listed properties within the subject site titles. This matter has no application in this instance. An indigenous heritage study has been carried out for this development. This study found no artefacts within the subject site titles. The study identified artefacts within Crown Land outside the control of the applicants. Protocols will be established to cease works on the subject site if any remnants are found and the appropriate authorities notified. A copy of this study is attached at Appendix D.

4.4.6 Access and Parking

(a) All new lots must be provided with satisfactory pedestrian and vehicular access to a public street.

(b) All Use or Development shall provide satisfactory pedestrian and vehicular access which is suited to the volume and needs of future users.

(c) Buildings and spaces intended for public access shall provide for satisfactory use and access by the disabled; the requirements of the Building Regulations in relation to AS1428.1-1988 shall be met.

(d) Road widths shall be appropriate to the road function, expected traffic type and volume, and future subdivision potential of the subject and surrounding land.

(e) Footpaths shall normally be required in areas of new subdivision except where low vehicle traffic volumes are anticipated, in which case a footpath one side only or no footpath may be appropriate.

(f) Road intersections shall be kept to a minimum with the use of existing roads, service roads and/or shared driveways being encouraged where appropriate.
(g) Intersections of roads, footpaths and foot crossings and driveways shall provide adequate safety for all users and shall satisfy the relevant requirements of Schedule 4.

(h) New Use or Development shall provide a suitably constructed driveway of a width to provide for the safe ingress and egress of the anticipated volume of traffic associated with the Use or Development.

(i) New Use or Development shall provide adequate car parking to provide for the demand it generates and shall be capable of being safely accessed.

(j) On site turning shall be provided for development involving significant traffic volumes, heavy vehicle types and/or on roads which carry significant amounts of traffic.

(k) New Use or Development in Bushfire Prone Areas will require access that complies with the provisions of Schedule 7, Development in Bushfire Prone Areas.

Access to the accommodation will be from the current access way off Killiecrankie Road adjacent to the airstrip.

The track will be upgraded in terms of surface, alignment and sight distance to provide a two wheel drive, all weather access way. The access from Killiecrankie Road will link up with internal access roads to form an alternative access/egress route should there be any form of emergency.

The road widths will be 6 metres wide for the main access road and the lower order network of roads will be 5 metres wide. The 5 metre wide sections will be developed with an extra 1 metre wide section 20 metres long at 90 metre intervals to meet the access requirements of the Guidelines for Development in Bushfire Prone Areas in Tasmania. The road network will provide access for fire-fighting appliances and appropriate hard stand areas will be located adjacent to tanks with fire water supply.

The quality sandy subgrade means an allowance of 200mm for pavement road base is a recommendation that will provide suitable all weather access.

The intersection with Killiecrankie Road provides good sight lines as shown in the photos below.
It is not anticipated that there will be any need for heavy vehicles to service this development once operational. Any deliveries to the site will be via small utes or vans. Internally, movements around the development site will be via utes, or electric buggy type vehicles.

A car park for 40 vehicles will be provided near the restaurant/wellness centre. A parking space per unit will be provided at each unit – total of 29 spaces for the visitor accommodation. Two car parking spaces will be provided at the owners dwelling. Two car spaces at each of the managers/employee dwellings and three spaces at the bunkhouse conversion will be provided to service these developments.

4.4.7 Services

(a) Use or Development shall be provided with adequate and appropriate services which are suited to the lifestyle requirements of people, the nature of the location, and the ability of the community to provide.

(b) Lot size and arrangement shall be adequate and appropriate to ensure an acceptable level of servicing, particularly in relation to waste disposal.

(c) In areas not serviced with water use or development shall provide adequate water supply and effluent disposal systems. Each dwelling shall provide a potable water storage facility (minimum capacity of 40kl) to provide for the anticipated number of occupants, and a wastewater disposal system approved by the Council’s Environmental Health Officer.

(d) Use or Development in the bushfire prone areas will provide fire protection features and water supplies which comply with Schedule 7.

(e) Use or Development shall be appropriately sited, designed and constructed to avoid conflict with service mains (including telephone, power, sewer, water and irrigation channels/pipelines). Buildings shall not be erected over any service main or within any easement providing for same whether utilised or not.

(f) Servicing systems shall use adequate and appropriate design methods and materials to ensure an acceptable life span and allow for adequate maintenance requirements.

(g) Use or Development shall optimise efficiency in the use of energy and resources. In particular, land should be subdivided on a generally sequential basis (ie. one area is substantially developed before the next is subdivided), common trenching should be used for different services where appropriate, and solar access maximised.
COMMENT – Water supply will be via tanks. The water for human consumption will be treated via UV filters. Each set of accommodation units will be serviced by a waste water system designed and located by an appropriately qualified person.

A typical layout of a waste water system is shown below:

![Figure 7: Indicative Waste Water system – Engineering Edge 2015](image)

A servicing report/plans are attached at Appendix E.

### 4.4.8 Social Interest

1. **Use or Development should demonstrate how it suits the community interest.**

2. **Use or Development shall have adequate and appropriate types and levels of access to social facilities and services (eg. shops, government agencies, telecommunication, health services and educational facilities).**

The development has been presented knowing that one of the main areas of community interest is any disturbance of view from the beach. The development also opens up opportunities for employment in the area. The first employment strategy is to use existing local services and strengthen those (rather than develop site specific services).

The next tier of employment strategy is to present opportunities to Island based businesses to open up new ventures – or to present new ventures to off-Island persons/companies. The final strategy is to employ people within Quoin and take up the new ventures. Implementing the last part of the strategy will create 10 FTE positions when the complex is fully developed. Research suggests that there will be a multiplier effect off-site with these jobs.

There will be around twenty jobs created in construction with each stage of the development. Most of these trades people will have to come from off-island – spreading the spend on services outside of the development itself.
The central facility/wellness centre will be open to local residents. The centre will provide a whole range of relaxation and treatment services not currently enjoyed on the Island.

The lodging of this Development Application has been preceded by a very comprehensive communication strategy involving Council and Government agencies; business and tourism leaders; community groups; resident groups and individual stakeholders. The communication will be on going with the establishment of a Quoin webpage so interested parties can track the development process.

4.4.9 Administration

(a) In considering subdivision and/or rezoning proposals, an appropriate balance shall be maintained between current demand and stock available for use or development, and the number of new lots that would be created.

(b) Use or Development proposals should only be approved where the cost to the public of providing and maintaining services is not exceeded by the economic benefit of the use or development to the community.

(c) In considering any proposal, Council shall obtain the advice and opinion of other relevant group(s), individual(s) or organisation(s) with direct interest in the proposal.

(d) A Development Plan for an integrated development may be prepared and adopted by Council for any area in this Scheme, A Development Plan shall include:

i. The intended use for the land for which the Development Plan has been created;
ii. The reason(s) for selection of the area;
iii. A map showing clearly the area subject to the Development Plan showing principal physical features, including existing use or development, hills/slopes, trees, watercourses and existing services buildings and improvements;
iv. The nature, form and capacity of proposed services including water, sewerage disposal, power, telephone, roads, footways and reserves;
v. A plan of subdivision with proposed staging showing lot sizes and layouts, building envelopes where appropriate, and physical features intended to be conserved;
vi. Any special provisions to be used to control land use and development in the area (eg. height, form, character, materials, colours etc.);
vii. Any other provisions intended to secure the intention of the Plan.

A Development Plan shall be incorporated into the Scheme by way of a Scheme amendment in accordance with the Act.
The proposal will not upset the supply and demand balance on the Island. Whilst the thrust of this section is directed towards subdivision and lot creation, there is some application to other developments. The tourism market is very seasonal at present with peak season seeing very high demand for accommodation (and maybe lost opportunities as a result). The intent of the proposal is to spread the tourism season on the Island via a targeted marketing strategy into major capital cities, appealing to markets which currently don’t exist on Flinders. This proposal has been developed following a comprehensive market research study and market positioning study of likely users of the facility.

The development will not create a burden on Council or community services – every effort will be made to make the development sustainable in terms of the services it consumes.

The ability of the Council to develop and adopt a Development Plan for a site/area is noted. In effect the Master Plan produced for this development (and forming part of this application) takes on the role of a Site Development Plan. At this stage there is no intention or benefit to be gained by incorporating this Master Plan into the Planning Scheme.

4.5 Special Area Provisions

Within the Planning Scheme there are a series of Overlays or Special Areas.

A Special Area delineated on the Plan is land of special interest, value or sensitivity. Within Special Areas the provisions of the Scheme may be varied, added to or substituted, to ensure that use or development is appropriate to and compatible with its qualities and values.

There are two Overlays/Special Areas impacting on this site/development:

1. Visually Sensitive Areas
2. Shorelines, Water Bodies and Watercourses

4.5.1 Visually Sensitive Areas

These areas have been identified in recognition of their contribution to the landscape character and scenic values of the Planning Area.

Important elements in their selection are:
(a) Visual prominence when seen from public roads, foreshores and coastal waters;
(b) Undisturbed landforms and natural vegetation;
(c) Minimal visible evidence of human activity in the form of buildings, structures or works.

The objectives of the Visually Significant Areas are:

(a) To retain the natural appearance of each Area;
(b) To minimise the visual impact of Use or Development;
(c) To retain and restore where possible the natural vegetation cover.

Notwithstanding any other provision in this Scheme, within the Visually Sensitive Areas any application for Use or Development (other than those prohibited within the Zone) shall be considered as a discretionary Use or Development in accordance with Clause 3.5.

In considering an application for Use or development within the Visually Sensitive areas and whether to impose conditions Council shall consider the following matters:
(a) The objectives listed in Clause 7.2.2
(b) The siting, orientation, setbacks, bulk, form, height, scale and external finishes of buildings and structures
(c) The visual impact of buildings, clearing, excavation, access, construction, fences, firebreaks or the deposition of fill;
(d) The adequacy of proposed landscaping and whether any special works or practices are required to protect the scenic values of the site;
(e) Whether development is proposed to be located on skylines or ridgelines.

The development has been designed so as not to be visible from the beach by establishing a generous setback from the coast and the topography of the site. The architectural style is modern, recessive (buildings receding into landscape) with a colour palette to match. Clearing for bushfire has been minimised by a reliance on evacuation and on-site risk management rather than whole scale clearing. The buildings are not located on skylines or ridges. Generally, the visual impact of buildings will be low when viewed from Killiecrankie settlement and not visible from the beach.

4.5.2 Shorelines, Water Bodies and Watercourses

The shorelines, water bodies and watercourses identified in Schedule 3 shall be sustainably managed for the protection of water quality, the conservation of aquatic and shoreline habitat and the enhancement of recreational opportunities.

Development (other than that prohibited within the zone) which pertains to a Shoreline, Water Body or watercourse listed in Schedule 3 shall be considered as a discretionary use or development in accordance with Clause 3.5.

Before considering an application pursuant to Clause 7.5.2 council may require additional information, prepared and submitted for Council’s consideration by a suitably qualified person(s) to ensure that the proposal is adequately in terms of:
(a) Contours and levels of the natural surfaces in relation to the range of water levels likely to occur in the vicinity of the propose use or Development
(b) Existing water quality, including seasonal variations;
(c) Quantities and qualities of water that are proposed to be abstracted from or discharged to the sea, a water body or a watercourse listed in Schedule 3;
(d) The likely impact of the proposed use or development on the quality of waters by reason of off-site effects such as erosion, siltation, salination, chemical spray drift, nutrient seepage, seed disposal or other emissions;
(e) The natural, ecological, cultural, recreational and aesthetic qualities of the site.

In considering an application for Use or Development in Shorelines, Water Bodies and Watercourses and whether to impose conditions Council shall consider the following matters:
(a) The siting, orientation, setback, bulk, form, height, scale, materials and external finishes of buildings and structures
(b) The impact upon water quality, foreshore or streamside vegetation and wildlife habitat of building, clearing, excavation, effluent disposal, access construction, fences, firebreaks or the deposition of fill;
(c) Whether land should be acquired by Council as a condition of subdivision or otherwise, to protect the items listed in Schedule 3;
(d) Whether additional fencing or any other special works or practices are required to protect the items listed in Schedule 3;
(e) The design, content and location of signage and interpretative displays.
A full ecological report relative to the site has been carried out by ECOTas. The summary of this report notes:

- No plant species listed as threatened on the Commonwealth Environment Protection and Biodiversity Conservation Act 1999 were detected, or are known from database records, from the assessment area.
- Seven plant species listed as threatened, all as “rare” (Schedule 5), on the Tasmanian Threatened Species Protection Act 1995 were detected from the assessment area. **NOTE – the assessment area is the whole coastal area and not just the subject titles.**
- Of the seven species, only sites supporting Cynoglossum australe, Acacia uncifolia and Zygophyllum billardierei may be affected by the proposed works, with all other species located at sites away from areas likely to be disturbed.
- No special management is recommended for Cynoglossum australe, which has been recommended for removals from the Act
- Where practical, avoiding mature plants of Acacia uncifolia is recommended but where this is not feasible, the local population that will remain unaffected is suggested as adequate to allow removal of a small number of individuals from other sites while still retaining the viability of the local population.
- It is likely to be impractical to avoid disturbance to Zygophyllum billardierei but this disturbance-loving species will not require special management prescriptions to maintain its local viability (likely to be benefited by any disturbance).
- Two fauna species listed as threatened on the Commonwealth Environment Protection and Biodiversity Conservation Act 1999 were detected from the fringe of the assessment area (Killiecrankie Beach) or are known from a database record from the same area; but not detected on the subject site.
- No fauna species listed as threatened on the Tasmanian Threatened Species Protection Act 1995 were detected from the assessment area.
- Recommendations are provided in relation to the management of potential habitat of the swift parrot (minimise loss of Eucalyptus globulus).
- The Flinders Island wombat is unlikely to be deleteriously affected by the proposal – some discussion on the management of this species is provided.
- Some suggestions on the management of the minimising increased disturbance to the hooded plover along Killiecrankie Beach are provided for consideration. **NOTE – not on the subject land. Outside the control of the applicant.**
- No special management actions are recommended in relation to the green and gold frog (unlikely to be present based on distribution).

The report makes recommendations in regard to flora and fauna management; weed control and preserving areas which show signs of supporting threatened fauna. Management of movement to and from the beach will be channelled into specific location so as to minimise disturbance to dunes and the hooded plover. The sites for the cabins have been selected to avoid any threatened species. The loss of *Eucalyptus globulus* will be minimised to preserve potential habitat of the swift parrot.

A copy of this report is attached at Appendix F.

### 4.6 Other Planning Scheme Matters

#### 4.6.1 Traffic Impact

All visitors will arrive by plane – either by scheduled flight into Whitemark or charter flight into either Whitemark or Killiecrankie (by arrangement with the owner).

Once on the Island the visitors will reach Quoin either using an existing hire car service or by pre-arranged pick up from Quoin management.
The travel to Quoin will then follow existing Council maintained roadways – Palana Road; Killiecrankie Road and then on to private property.

The intersections at Palana/Killiecrankie Roads give good sight distance in both directions (see below) and will not need any improvement as a result of this development. Sight distance at Palana/Killiecrankie Road is 320m to the right and 240m to the left when viewed 2m back from the edge of the carriageway.

The intersection with Killiecrankie Road provides good sight lines as shown in the photos below:

Discussions with SES and Police indicate that the crash statistics for the Island are very low. Of a total number of SES callouts over a five year period 8 of the total of 20 related to Road Crash Rescues.

For comparison the same data is reproduced for the whole northern region (relevant line highlighted):

<table>
<thead>
<tr>
<th>Incident Type</th>
<th>Number of Incidents</th>
<th>Members Attending</th>
<th>Total Hours</th>
</tr>
</thead>
<tbody>
<tr>
<td>Communications</td>
<td>4</td>
<td>15</td>
<td>102</td>
</tr>
<tr>
<td>Flood Operations</td>
<td>61</td>
<td>242</td>
<td>1210</td>
</tr>
<tr>
<td>General Rescue</td>
<td>14</td>
<td>56</td>
<td>240</td>
</tr>
<tr>
<td>Misc Ops</td>
<td>71</td>
<td>246</td>
<td>877</td>
</tr>
</tbody>
</table>
The road crash data for Flinders represents around 1% of the total incidents for the northern region and as such is statistically insignificant. Of the 8 incidents – 7 were single vehicle incidents – 1 involved 2 vehicles in an urban location. Of the 7 single vehicle incidents 6 involved animals (either avoiding or hitting) and 1 was put down as fatigue.

Whilst not adding to the vehicle load on the Island the development may skew the distribution of traffic on the Island – increasing traffic around Palana and Killiecrankie. Given the limited road network on the Island anyway it is hard to predict the percentage of existing hire vehicles which will be skewed to new routes.

In discussion with Tasmania Police it is recognised that the greatest single risk relative to traffic will be urban drivers driving on gravel roads – this is not a Planning matter. It is more to do with education and raising awareness of rural road conditions – it is equally applicable to the current visitor cohort arriving on the Island. Quoin will as a matter of course make visitors aware of driving conditions on the Island and raise the awareness of the different driving conditions associated with gravel roads.

Car parking for the development will be contained on site – around each unit or in a purpose built car park associated with the wellness centre. On site there will be a total of 73 car parking spaces. The spaces will be drained and the surface will be unsealed. This will assist with water run off.

### 4.6.2 Bushfire Considerations

Schedule 7 of the Planning Scheme relates to Development in Bushfire Prone areas. In effect the Schedule relates to subdivision only. As there is no subdivision involved in this development the Schedule strictly does not apply. Notwithstanding that a bushfire assessment has been commissioned and is enclosed as Appendix G to support the development.

### 4.6.3 Signage

No signs are proposed with this Development Application. A full signage scheme will be presented at a later date.

### 5. State Policies

#### 5.1 Protection of Agricultural Land Policy

The proposal does not impact on productive agricultural land. There is currently no Land Classification data for Flinders. Survey work has been done on a sporadic basis across the Island. Quoin was one of the properties used to ground truth the other findings.
In discussion with those from State Government who undertook this research they advice that the dune area would be given the rating of Class 6/7 land – not suitable for agricultural production, with the site generally described as poorly drained grazing land. There would be areas of the main farming property where Class 5 land is evident.¹

The intention of this whole project is to isolate the non-productive land from the more productive land and to develop a whole of farm plan which sees capital generated from non-agricultural activity used to increase the capacity of the remaining farm land.

5.2 State Coastal Policy

The State Coastal Policy is a policy created under the State Policies and Projects Act 1993. State Policies, also known as Tasmanian Sustainable Development Policies, are a new policy mechanism created under the Tasmanian Resource Management and Planning System and they apply across the State.

The central objective of any State Policy is sustainable development. This means that it must address the use, development and protection of natural and physical resources together with the objectives relating to public involvement and the sharing of responsibility in resource management and planning as well as those relating to economic development.

In proposing a development which is within the Coastal Zone the following matters need to be considered and the appropriate responses confined to the topics within the Policy:

<table>
<thead>
<tr>
<th>Policy Area</th>
<th>Principles</th>
<th>Response</th>
</tr>
</thead>
<tbody>
<tr>
<td>Natural and Cultural Values</td>
<td>Natural and Cultural Values of the Coast be Protected</td>
<td>Coastal use and Development</td>
</tr>
<tr>
<td>of the Coast be Protected</td>
<td>The coast shall be used and developed in a sustainable manner</td>
<td>- The development has been designed to be a sensitive response to its</td>
</tr>
<tr>
<td></td>
<td></td>
<td>coastal setting as well as creating a sense of isolation from within each</td>
</tr>
<tr>
<td></td>
<td></td>
<td>of the cabins</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- The clustering of the cabins has resulted in a minimal disturbance of</td>
</tr>
<tr>
<td></td>
<td></td>
<td>existing ground conditions; minimal loss of vegetation and respect for</td>
</tr>
<tr>
<td></td>
<td></td>
<td>any cultural values expressed in this area.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Tourism</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- The Planning Scheme for Flinders anticipates Tourism type developments</td>
</tr>
<tr>
<td></td>
<td></td>
<td>in the rural/coastal area. The development has been sensitively located</td>
</tr>
<tr>
<td></td>
<td></td>
<td>to minimise impacts on the rural landscape, natural values, cultural</td>
</tr>
<tr>
<td></td>
<td></td>
<td>values, and the coast.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- The proposed levels of development and activities proposed do not</td>
</tr>
<tr>
<td></td>
<td></td>
<td>raise any issues associated with water safety and lifesaving facilities.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Any water based activity associated with the development will be sourced</td>
</tr>
<tr>
<td></td>
<td></td>
<td>form existing suppliers who will come with their own</td>
</tr>
</tbody>
</table>

¹ Robert Moreton – DPI/PWE – Land Classification Project Flinders Island – on going research
risk management model.
- With a declining population and a changing economic base Flinders has to look to farm diversification in order to survive in a sustainable manner.
- Developments like Quoin, bring a new level of economic activity to the area whilst at the same time respecting the coastal values of the location.

Public Access and Safety
- The proposal will have no negative impact on public access to the coastal area.
- The development will encourage walkers and mountain bikers to access currently informal trails by recognising public access through easements and rights of way.

Public Land
- The development is solely on private land.

Recreation
- The development will not impede the use of the coast for recreational purposes. Indeed the proposal will enhance recreational opportunities by sourcing activities from established providers or setting up the environment for a commercial venture to fill gaps in the recreational market. The only recreational activities which will be entertained will be low impact developments/uses.

Shared Management
- The management of the subject site and the surrounding land is very clear. The private land is managed by the applicant (where they are the owners) and the public foreshore reserve is managed by the State. Where there is an overlap is the area of walking trails which currently pass through the private property on an informal basis. The applicant does not intend to restrict public access through their land to gain access to features like Mt Killiecrankie.

Public Participation
- The proponent has engaged the Flinders community early in the development of plans for Quoin. Ideas and aspirations raised during community consultation have been considered and where appropriate incorporated into the development. An on-going consultative process has been established via a web site and feedback system.
5.3 Water Quality Management

The State Policy on Water Quality Management (1997), also known as the Water Quality Policy, provides a framework for the development of ambient water quality objectives and the management and regulation of point and diffuse sources of emissions to surface waters (including coastal waters) and groundwater.

The environmental values to be protected under the Water Quality Policy include:

- Protection of aquatic ecosystems
- Recreational water quality and aesthetics
- Raw water for town drinking water supply
- Agricultural water uses
- Industrial water supply

The Policy also sets sub-values to these broader values.

Water quality objectives may be set for individual surface water and groundwater bodies by first determining which protected environmental values (PEVs) will apply to each body of water.

PEVs for the Flinders Municipal Area were set in 2001/02 following research and public input. The PEV’s are based on land tenure.

In this instance the most relevant land tenure is Private Land. The only issues which could impact on the PEV’s (hence water quality) are erosion during and after construction and management of waste water.

<table>
<thead>
<tr>
<th>Land Tenure</th>
<th>Protected Environmental Values</th>
</tr>
</thead>
<tbody>
<tr>
<td>Surface Waters flowing through</td>
<td>A: Protection of Aquatic Ecosystems</td>
</tr>
<tr>
<td><strong>Private Land</strong></td>
<td>(ii) Protection of modified (not pristine) ecosystems</td>
</tr>
<tr>
<td>(including forest on private land)</td>
<td>a. from which edible fish are harvested</td>
</tr>
<tr>
<td></td>
<td>B: Recreational Water Quality &amp; Aesthetics</td>
</tr>
<tr>
<td></td>
<td>(i) Primary contact water quality (Rooks River, North East River, Patriarchs Inlet, Pats River at the mouth, Samphire River at the mouth)</td>
</tr>
<tr>
<td></td>
<td>(ii) Secondary contact water quality</td>
</tr>
<tr>
<td></td>
<td>(iii) Aesthetic water quality</td>
</tr>
<tr>
<td></td>
<td>C: Raw Water for Drinking Water Supply (Pats River offtake, Pats River Storage Dam</td>
</tr>
<tr>
<td></td>
<td>and between the offtake and the Dam and Cape Barren Island Offtake)</td>
</tr>
<tr>
<td></td>
<td>(ii) Subject to coarse screening plus disinfection</td>
</tr>
<tr>
<td></td>
<td>D: Agricultural Water Uses</td>
</tr>
<tr>
<td></td>
<td>(i) Irrigation</td>
</tr>
<tr>
<td></td>
<td>(ii) Stock watering</td>
</tr>
</tbody>
</table>
That is, as a minimum, water quality management strategies should seek to provide water of a physical and chemical nature to support a healthy, but modified aquatic ecosystem from which edible fish may be harvested; that is acceptable for town drinking water at the Pats River offtake, Pats River Storage Dam and between the offtake and the dam (subject to coarse screening plus disinfection); that is acceptable for irrigation and stock watering purposes; and which will allow people to safely engage in primary contact recreation activities such as swimming at Rooks River, North East River, Patriarchs Inlet, Pats River at the mouth, Samphire River at the mouth and secondary contact recreation activities such as paddling or fishing in aesthetically pleasing waters.  

During construction effective erosion barriers will be placed between the disturbed areas of the construction site and the relevant watercourses to prevent silt entering the water system. On completion of the construction disturbed surfaces will be re-vegetated to reduce on-going erosion of soils into watercourses.

Waste water will be via on-site waste water treatment systems. Each group of buildings will be connected with sewer pipes and treated in a suitably sized septic tank and disposed of in absorption trenches. Any restaurant on site will require a triple interceptor as a pre-treatment to remove grease prior to passing through the septic system.

The systems will be over 100m from the shoreline and as a result will have no impact on the coast.

By taking the measures above into account the development will not have any negative impact on the PEVs for this area and the proposal will thus comply with this State Policy.

6. Conclusion

This is a sound proposal which has been extensively researched and developed well before the matter reached the planning application stage. Extensive community and stakeholder consultation took place prior to lodgement of the development application. Sites have been selected to have minimal disturbance on the landscape, vegetation and community values (views from the beach).

The development will be good for the local economy, creating 10 FTE positions when fully developed. The tourism venture will assist in supporting and developing existing local businesses and opening up new opportunities to support the wellness centre.

2 Protected Environmental Values – Flinders Municipal Area Catchments – DPIWE 2002
Appendix A

Plans
Appendix B

Title
Appendix C

Coastal Study
Appendix D

Aboriginal Heritage Study
Appendix E

Servicing Report/Plans
Appendix F

Ecological Report
Appendix G

Bushfire Report