



Discussion Paper

Local Provisions Schedule

Identifying potential lot and dwelling yields

January 2021

Prepared by:



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Abbreviations:

Act	Land Use Planning and Approvals Act 1993
Council	Flinders Council, Flinders Council in its role as a Planning Authority under <i>Land Use Planning and Approvals Act 1993</i>
Commission	Tasmanian Planning Commission
LPS	Local Provisions Schedule
SPP	Tasmanian Planning Provisions, State Planning Provisions
Supporting Report 2019	Flinders Council, Local Provisions Schedule Supporting Report, April 2019
2000 Scheme	Flinders Planning Scheme 2000

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Introduction

The purpose of this paper is to understand the potential lot and dwelling yield from rezoning of land for residential and lifestyle purposes proposed under the Flinders Local Provisions Schedule (LPS).

Yield projections were requested by the Tasmanian Planning Commission (Commission) to support implementation of local strategic documents required under the Northern Tasmania Regional Land Use Strategy.

This was completed through the examination of the subject titles to identify subdivision potential based on a range of typical factors: overall size, road frontage, service availability, impact of hazards known through the planning scheme process, impediments to subdivision (such as awkward size or shape, poor road frontage etc), the potential benefits of desirable locations and a review of selected recent subdivisions to inform lot delivery against the minimum requirements of the planning scheme.

This review identified that the likely yields are approximately 58% of the potentials provided by the State Planning Provisions (SPP),

Based on the projected population statistics prepared in a separate report, the initial zoning proposals of the LPS is expected to provide approximately 75% of the projected requirements.

General observations

Much of the land made available for subdivision through the LPS is subject to typical limitations for most land across the Flinders municipality.

Practically all of Flinders is subject to the Bushfire overlay, in addition to which the values of the land itself impact potential development through overlays that deal with natural hazards, priority vegetation and scenic values.

Advice from Council suggests that minimum lot sizes are traditional optimistic and tend not to be realized through the subdivision process for a range of reasons:

- difficulty in achieving wastewater system designs for the proposed lots due to soil and elevation;
- conflict between minimum SPP lot sizes and the ability to accommodate demands of the Flinders lifestyle; and
- limitations resulting from natural hazards over the subject lands.

These limitations will impact the potential yield from subdivision of land.

Underlying assumptions

It is well known yet rarely documented within the Tasmanian context that the potential for subdivision does not automatically result in subdivision and then development of lots to the available potential.

Reasons for this are myriad. They include the desire to maintain a larger land area, lack of infrastructure including reticulated services, roads, emergency access; finance limitations for

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development and also purchase of lands; long term planning for personal, familial and business reasons. All of these limitations are known to be present on Flinders, with finance limitations receiving particular attention through the Structure Plan.

On Flinders Islands, these limitations also include the lifestyle documented in the Strategic and Structure Plans that resulted in controls under the LPS.

More recently, identification and mapping of natural and other hazards is understood to impact the subdivision of lands, along with the increasing requirements within planning schemes to accommodate those hazards and other natural values and biodiversity factors. The latter is expected to have a significant impact on Flinders, based on the transition from a general consideration of such issues under the 2000 Scheme to the detailed investigation, reporting and impacts assessment that the SPP's and LPS represent.

The ultimate yield represents a theoretical maximum of lots that is possible assuming no other limitations. In reality, even the simplest and unconstrained subdivisions rarely deliver the ultimate yield. Flinders based reasons for a lower yield are also documented within the Strategic and Structure Plans, commonly described by the terms Island or Flinders lifestyle.

The case study provided under Area 1, Bluff Road Low Density Residential precinct, provides a good demonstration of the arguments on realistic lot yields provided through the Supporting Report, and supported by the Strategic and Structure Plans. Lot sizes were between 50 and 94% larger than the 4,000 m² minimum under the zone, with an average of 65%.

For the purposes of this assessment, the delivery of lots within the strategic planning period within these areas is assumed to equate to 80% of the ultimate yield.

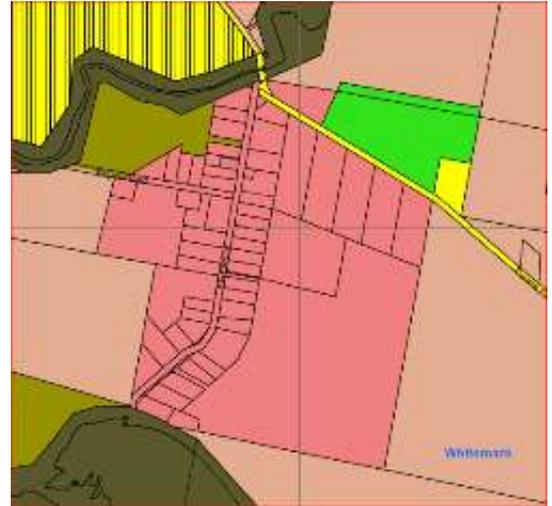
Overlays under the LPS affect all titles for development, through the Bushfire overlay. Many areas of Flinders are subject to multiple overlays that limit development opportunity from land. Common examples include coastal lands that are subject to overlays for natural values (coastal refugia, coastal erosion, inundation and/or flooding, priority vegetation) or other values (scenic protection, airport overlays). For the purposes of this analysis, each area will have an assumed risk factor based on overlays and properties of the titles that will determine the likely yield.

Lands subject to more than four such overlays and other significant impediments such as lack of road frontage, steep topography are generally considered to not be available for further subdivision unless attached to other lands that are unaffected by such limitations.

Detailed area analysis

1. Whitemark - Bluff Road

Current zoning:	Low Density Residential
Current overlays:	Part Airport Buffer
LPS zoning:	Low Density Residential 1600 m ² min lot size, 1200 m ² on PC, assumed 1350 m ² average
LPS overlays:	Limited patches under Waterway & coastal Protection code Coastal Inundation hazard investigation area (approx. 10 ha).
LPS SAP's	Safeguarding Airports overlay. Coastal Settlement SAP – minimum lot sizes 4,000m ² on AS and 2,500 m ² on PC. Assumed average 3,250m ² on higher land, 4,000 m ² on lower land (B2).
Likely risk category	High to coastal inundation overlay and lower lands for onsite wastewater,
Efficiency Loss:	15% LDRZ
RMCG Outcome	supports Low Density Residential zoning
Conclusion:	Retain without change



Ref	Area	Potential yield	Discussion
A1	3 ha	LDRZ 16 - 21 lots SAP 6 – 10 lots	These lots fronting Palana Road result from a recent subdivision and demonstrate lots at multiples of the minimum lot requirements. Option to provide Rural Living zone that does not allow further subdivision, B category would suit. May suit scenic values to Palana Road as major access route by preventing further subdivision. Recent evidence of re-subdivision of lots, suggesting that future planning needs to deal with suitable road connections and insisting on layouts consistent with this approach.
A2	2.8 ha	LDRZ 15 - 20 lots SAP 6 - 9 lots	
A3	2.7 ha	LDRZ 14 - 19 lots SAP 4 - 9 lots	
A4	2.5 ha	LDRZ 13 – 17 lots SAP 4 - 8 lots	
A5	2.3 ha	LDRZ 12 - 16 lots SAP 4 - 7 lots	
B1	5.3 ha	LDRZ 28 - 38 lots SAP 11 – 18 lots	Insufficient access for road access, which will prevent further subdivision unless developed with adjoining lands, presumed B2 given common access point. There are multiple options to address this problem, which suggests that it is not a critical problem. Adjoins smaller lots to Bluff Road, average 4,170 m ² .
B2	33.2 ha	LDRZ 131-174 lots SAP 71-91 Lots	Rear of B2 subject to Coastal Inundation hazard <i>investigation</i> area (approx. 10 ha) along eastern boundary. Low portion of lot along southern side, approx. 9 ha. Total 19 ha. South western corner subject to obstacle limitation contours of Airports overlay. LDRZ 53 - 70 lots SAP 40 lots at assumed density 4,000m ² .

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			Balance of land above 5m contour, adjoins smaller lots to Bluff Road, average 5,880m ² and larger rural zoned lots east. LDRZ 78 - 104 lots SAP 31 – 50 lots.
C	5.8 ha	LDRZ 30- 40 lots SAP 12 – 19 lots	South western corner subject to obstacle limitation contours of Airports overlay. Adjoins smaller lots, average 5,200m ² . Proposed LPS regime consistent with existing pattern.
C2	2.9 ha	LDRZ 15 - 20 lots SAP 6 – 9 lots	South western corner subject to obstacle limitation contours of Airports overlay. Adjoins smaller lots, average 5,300m ² . Proposed LPS regime consistent with existing pattern.
Total		LDRZ 274 – 345 lots SAP 124 – 180 lots	

The land is within the Low Density zone of the current planning scheme, which theoretically allows subdivision down to the same levels as proposed with the local provisions under the LPS. That this has not been done over the life of the document suggests that the potential lot yield is unlikely to be achieved.

Case study 1 – low density lot sizes

Area A1-A5 was subdivided within the last 5 years to lots between 2.3 and 3 hectares, despite the minimum lot size under the current planning scheme being 4,000 m². Recent applications to Council provided for re-subdivision of two of those lots into 8 new house and land packages with areas between 6,053 and 7,792 m² (average 6,608m²).

This provides a clear demonstration that arguments in the original supporting report for the LPS were correct - that demand in this area is for lots that provide a lifestyle outcome not possible under the zoning regime of the SPP's. That understanding resulted in Council supporting FLI-S1.0 Coastal Settlement Specific Area Plan

Advice from Councils Environmental Health Officer identified that the area for further subdivision becomes increasingly wetter as it heads south to the coast. This provides restrictions on the design of onsite waste water systems and suggests that the minimum SPP lot size for a large portion of this land is not appropriate.

While the land could be transferred to the Rural Living zone to require larger lot sizes, the area is an established low density residential precinct and does not display a rural setting, as required under the zone purpose statements of the SPP's, within the Flinders context. As a direct result of this land use pattern, the policy supporting the SPP Rural Living zone is not suitable to the Bluff Road Area and the proposed SAP provides the only suitable mechanism within the structure of the SPP's.

The SAP remains a necessary tool to provide for implementation of the Strategic and Structure Plans, policy statements within the SPP's and the objectives at Schedule 1 of the RMPS.

Recommendation: retain Low Density Residential zone with Coastal Settlement Specific Area Plan.

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3. Palana - Palana Road FR 44146/1

Current zoning: Rural
 Current overlays: Visually Sensitive
 LPS zoning: Rural Living B
 LPS overlays: Priority Vegetation and Landslip overlays to NW corner, 3.367 ha
 Bushfire overlay
 LPS SAP's NA.
 Likely risk category High to Priority vegetation and landslip overlays,
 Efficiency loss 16% overlays, 10% other
 RMCG: supports Rural living zoning
 Conclusion: Retain without change



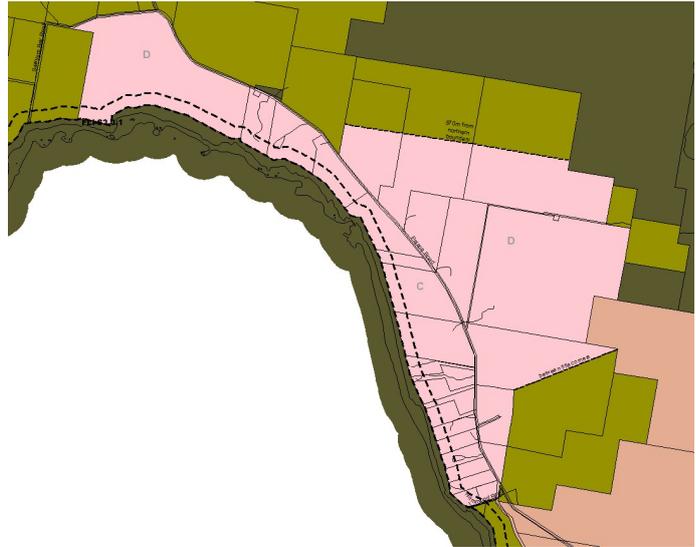
Ref	Area	Potential yield	Comments
A1	20.78 ha	SPP 10 lots @ 2 ha 12 lots on PC More realistically: 7 – 9 Lots	As noted in the Supporting Report, the land is largely cleared and the existing Palana settlement is subject to environmental and topographical limitations. Priority vegetation and landslip overlays cover approximately 3.3 ha on the north western corner, impacting subdivision potential, leaving 17.42 ha relatively unrestricted for subdivision. Constraints for this section considered high, resulting in no additional lots for this portion of the site. Subdivision can accommodate this land within other lots. Bushfire covers the entire site. Internal road infrastructure considered unlikely given road frontage. Title has unrestricted area of 17.38ha. Assuming a 10% efficiency loss, this suggests potential yield of 7 lots under AS or 9 on PC, absent specialist investigations.

Recommendation: retain Rural Living B zone.

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4. Emita/Blue Rocks - Palana Road

Current zoning: Rural
 Current overlays: Visually Sensitive
 LPS zoning: Rural Living C / D
 LPS overlays: Priority Vegetation,
 Coastal inundation,
 coastal erosion,
 coastal refugia,
 waterway and
 Coastal protection,
 Bushfire, Scenic
 Protection
 LPS SAP's Coastal Areas SAP.
 Likely risk category High to coastal and
 inland areas with
 multiple overlays,



Efficiency loss: varies across area
 RMCG: Supports Rural Living zone
 Conclusion: Retain without change

Ref	Area	Potential yield	Ref	Area	Potential yield
Relatively unconstrained lands			C11	108,616	18 lots, 22 on PC 2 lots
D1	884,508	8 lots, 11 on PC	C12	157,176	3 lots 2 – 3
D2	212,893	2 lots	C13	112,778	2 lots 1
D3	339,994	3 lots, 4 on PC	C14	132,459	2 lots, 3 on PC 1-2
D4	541,311	5 lots, 6 on PC	C15	42,856	1 lot
D5	158,707	1 lot	C16	202,541	4 lots, 5 on PC 2 – 3
D6	264,075	2 lots, 3 on PC	C17	205,003	4 lots, 5 on PC 2 - 3
D7	1,122,093	11 lots, 14 on PC	C18	45,182	1 lot
	3,523,581	32 – 41 lots	C19	52,478	1 lot
			C20	52,851	1 lot
Highly Constrained Lands			C21	40,164	1 lot
D8	381,155	3 lots, 4 on PC	C22	45,575	1 lot
D9	128,643	1 lot	C23	41,335	1 lot
D10	38,507	1 lot	C24	41,345	1 lot
	548,305	yield	C25	41,506	1 lot
		Ultimate 5 – 6 lots	C26	41,182	1 lot
		Adjusted 2-3	C27	41,526	1 lot
			C28	21,545	1 lot
D totals		34 - 44	C29	22,012	1 lot
				6,324,238	26 @AS, 33 @PC

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Ref	Area	Potential yield	Ref	Area	Potential yield
			Risk	High - 20%	24 - 27
Totals	Ultimate yield	63 lots on AS 80 lots on PC			
	Adjusted yield	58 lots on AS 69 lots on PC			

The area was supported for rural lifestyle lots through the RMCG Review.

The area is also subject to an extensive range of hazards that affect subdivision yield, particularly on the western side of Palana Road.

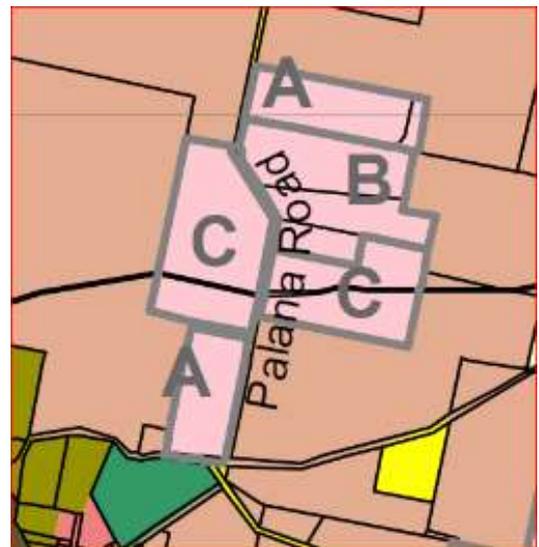
While the D category has significant areas subject to multiple overlays and hazards, the 10 ha minimum lot size allows hazards and risks to be better accommodated within lesser impacts on the lot yield. A higher efficiency was allocated to the constrained lands on that basis.

Land to the west of Palana Road is subject to multiple hazard overlays and is therefore expected suffer a reduced yield. The coastal location suggests a very high desirability for this area, affording a 20% yield based on the preliminary discussion.

Recommendation: retain Rural Living zone.

5. Whitemark - Palana Road

Current zoning:	Rural
Current overlays:	Visually Sensitive
LPS zoning:	Rural Living A, B, C
LPS overlays:	parts Priority Vegetation, Coastal inundation, coastal erosion & coastal refugia adjoining coastal reserve, waterway and coastal protection, Bushfire,
LPS SAP's	Whitemark Rural Living SAP.
Likely risk category	High within Inundation area, Low otherwise
Efficiency loss:	varies across area
RMCG:	Rural zone recommended, based on agricultural assessment only and not considering other strategic documents.
Conclusion:	Retain without change



Ref	Area	Potential yield	Comments
A1	81,826	8 @ AS, 10 @ PC 7 @AS, 9 @PC	Efficiency likely high given ample road frontage, inundation affects yield. Unfettered lands 7 ha. Expected yield 7 lots @ AS, 9 @ PC
C1	179,500	3 @ AS, 4 @ PC	Efficiency likely high given road frontage, inundation and waterway overlays expected to affect yield. Unfettered lands 8.08 ha.

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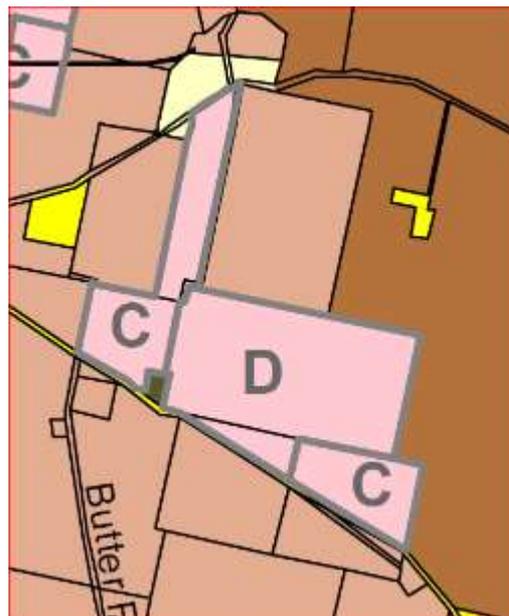
Ref	Area	Potential yield	Comments
			Expected yield unaltered given shape of lot and relationship to unrestricted lands
C2	132,712	2 @AS, 3 @PC 2 @AS, 2@PC	Poor layout likely given short road frontage and long depth of lands. Waterway overlay not expected to affect lot yield, Bushfire overlay may. PC considered unlikely given lot shape.
B1	29,091	1 lot @ 2 ha	No subdivision potential absent consideration with adjoining lands. PC assessment not possible.
B2	67,408	3 @AS, 4 @PC 3@AS, 3@PC	Poor layout likely given short road frontage and long depth of lands. Bushfire overlay likely to affect yield. Subdivision difficult absent development with adjoining lands. Expected yield likely to comply with AS.
B3	102,447	5 @AS, 6 @PC	Extensive road frontage suggests high yield. Bushfire overlay likely to affect yield. Expected yield unaltered.
A2 FLI	91,620	9 @AS, 11 @PC	Ample road frontage and lack of overlays suggests high yield.
A3	8,843	1 @AS, 1 @PC	Small area of title prevents further subdivision.
Total		32 lots / 41 lots on PC 31 @AS, 36 @PC	

As noted in the response to the RMCG report, this area forms part of the strategic delivery of land for residential expansion near Whitemark. A detailed response was provided to support the zoning of this area in that response. The Rural Living zone remains supported for this area.

Recommendation: retain Rural Living zone with Whitemark Rural Living Specific Area Plan.

6. Whitemark - Lady Barron Road and Thule Road

Current zoning:	Rural
Current overlays:	Visually Sensitive
LPS zoning:	Rural Living C / D
LPS overlays:	parts Priority Vegetation, Coastal inundation, coastal erosion & coastal refugia adjoining coastal reserve, waterway and Coastal protection, Bushfire, Whitemark Rural Living SAP
LPS SAP's	
Likely risk category	High within waterway areas and priority vegetation overlays, medium otherwise due to bushfire
Efficiency loss:	varies across area
RMCG:	Rural zone supported. Conversion to residential zone not supported, based on agricultural assessment only and not considering other strategic documents.
Conclusion:	Retain without change



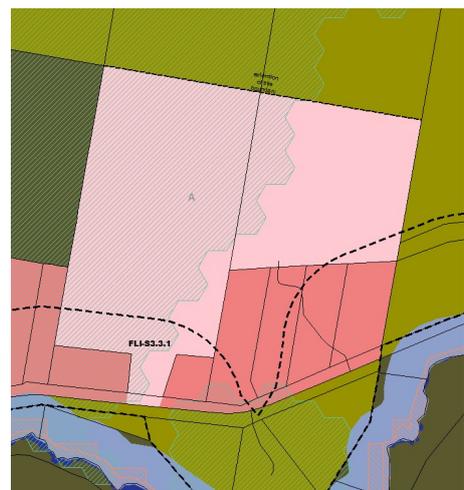
Ref	Area	Potential yield	Comment
C1 (educ)	110,252	2 @AS, 2@PC	C1 (educ) Title already has multiple dwellings with education houses. If more teacher housing is required, then existing use could be a SSQ for the title while retaining CPZ zone. Road access exceptionally difficult, unlikely to result in productive subdivision outcomes.
C2	108,431	2 @ AS, 2 @ PC	C2 Part of adjoining D. 4 lots more likely with provision of road access to adjoining D lands in same ownership
C3	122,896	2 @ AS, 3 @PC	C3 Odd title shape may affect yield. Retain rural living but consider C category to minimize potential fragmentation adjoining agricultural zone, would limit to 2 lots and one owner with adjoining agricultural zone
D1	552,511	5 @ AS, 6 @PC	Low risk expected due to size of existing and proposed lots. Bushfire presents most likely impact to yield.
D2	38,859	1 @ AS, 1 @PC	D2 Same ownership as C3. No further subdivision potential due to minimal size.
Total	343,539	12 @AS, 14 @PC	

As noted in the response to the RMCG report, this area forms part of the strategic delivery of land for residential expansion near Whitemark. A detailed response was provided to support the zoning of this area in that response. The Rural Living zone remains supported for this area.

Recommendation: retain Rural Living zone with Whitemark Rural Living Specific Area Plan.

7. Lady Barron - 57 Franklin Parade FR 250865/1 and Lot 1 Pot Boil Road FR 156090/1

Current zoning:	Rural
Current overlays:	Visually Sensitive
LPS zoning:	Rural Living
LPS overlays:	parts Priority Vegetation, Bushfire, Coastal Areas SAP.
LPS SAP's	
Likely risk category	High due to priority vegetation overlays, lack of road frontage and bushfire
Efficiency loss:	varies across area
RMCG Outcome	N/A.
Conclusion:	Retain without change



Ref	Area	Potential yield	Comments
A1	2.7 ha	2 @AS	Title lacks frontage to a Council maintained road and is effectively land locked. Road access for subdivision purposes exceptionally difficult, unless Council carries costs. Yield assumes subdivision in conjunction with adjoining lands. Loss of land to infrastructure (15%) determines PC not applicable.
A2	4.53 ha	3 @AS, 4 @ PC	Loss of land to infrastructure and bushfire reduces yield. The location suggests that a higher yield is likely.
Comb	7.23 Ha	6 @AS 7 @ PC	Ultimate yield of 6-9 lots highly unlikely due to title and hazard constraints.
Total	7.23 ha	5 @AS, 6 @PC	Separate yield considered more likely given ownership.

The existing lots are subject to multiple limitations with natural values and for the smaller lot, through lack of frontage to a Council maintained road. Subdivision of A1 expected to be problematic unless road frontage is obtained through subdivision of A2, as road construction costs across existing reservations are significant/

Recommendation: retain Rural Living zone.

Summary

Examination of the subject areas identified that the academic or ultimate lot yield, based on lot size available under the SPP's, is highly unlikely to be achieved. While theoretical, initial assessment of potential yield identified 55% of the ultimate potential for acceptable solutions, and 62% of the ultimate for performance criteria. These are summarized in Table 1.

Ref	Area / zone	Ultimate Yield SPP		Likely Yield LPS	
		AS	PC	AS	PC
1	Whitemark - Bluff Road Low Density Res + SAP	274	345	124	180
3	Palana - Palana Road Rural Living zone B	10	12	7	9
4	Emita/Blue Rocks - Palana Road Rural Living zone C, D	63	80	58	69
5	Whitemark - Palana Road Rural Living Zone, A, B, C	32	41	31	36
6	Lady Barron/Thule Roads, Whitemark Rural Living C, D	12	14	12	14
7	Lady Barron Rural Living A	6	7	5	6
	Totals	397	499	237	314

Table 1 - Lot yield summary

It is noted that area 1 Whitemark is subject to the SAP that varies the minimum lot size of the SPP Low Density Residential zone, which has a significant impact on the likely lot yield. This measure is justified through other documents and considered essential to reflect the nature of

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low density style living, existing land use patterns, limitations of the natural values of the land and to maintain the Flinders lifestyle.

While this study required consideration of the impact of risks and market on potential lot yield, it is noted that the potential yield from the initial zoning proposals is markedly less than the 516 dwellings projected in the separate demand analysis.

Even if all possible lots will be created over the life of the planning scheme, there remains a shortfall of some 202 lots from the demand identified in the projections. It is more likely that lots will be realized at a lower rate over the life of the Scheme and that not all subdivisions will pursue the maximum possible yield under performance assessment.

Noting that the assessed yield already takes some account of the impact that hazards and other factors will have on subdivisions, it is more likely that approximately 75 to 80% of potential will be realized over the life of the Scheme. This produces a likely yield to 257 lots.

Likely dwelling projections

As noted in the Dwelling Demand Projections, ABS data suggests that multiple dwellings will comprise approximately 20% of new dwelling creations, where allowed under the zoning regime.

Ref	Area / zone	Potential Lot Yield		Likely lots @ 80%	Likely dwellings
		AS	PC		
1	Whitemark – Bluff Road	124	180	144	172
3	Palana – Palana Road	7	9	7	7
4	Emita/Blue Rocks – Palana Road	58	69	58	58
5	Whitemark – Palana Road	31	36	31	47
6	Lady Barron/Thule Roads, Whitemark	12	14	12	18
7	Lady Barron	5	6	5	5
8	Cann's Hill – Rural Living A, B, C	64	82	66	80
9	Lady Barron crown land titles***	12	12	12	12
	Totals	313	408	335	399**

** This projection allows for a 20% allocation for multiple dwellings, consistent with existing approvals data and the projections in Table 2. Dwelling creations have the potential to increase if more multiple dwellings were developed.

*** Existing titles with no additional subdivision potential.

Table 3 provides a summary of dwelling creation projections, based on the previously identified potential lot yields. Areas suitable for multiple dwellings are marked as *.

Ref	Area / zone	Potential Lot Yield		Likely lots @ 80%	Likely dwellings
		AS	PC		
1	Whitemark – Bluff Road Low Density Res + SAP *	124	180	144	172
3	Palana – Palana Road Rural Living zone B	7	9	7	7

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4	Emita/Blue Rocks – Palana Road Rural Living zone C, D	58	69	58	58
5	Whitemark – Palana Road Rural Living Zone, A, B, C*	31	36	31	47
6	Lady Barron/Thule Roads, Whitemark Rural Living C, D*	12	14	12	18
7	Lady Barron Rural Living A	5	6	5	5
	Totals	237	314	257	307

* Dwelling creation rates calculated on approximately 20% of lots in zones that accommodate multiple dwellings being used for that purpose, based on the 2,500 m² site area requirement of the Low Density Residential zone and FLI-S2 Whitemark Rural Living Specific Area Plan.

Table 2 - Dwelling Creation Projections

As identified in Table 2, 307 dwellings are likely to be created from the lot yield, which will generate a shortfall of 209 dwellings or 40% of the projected demand.

Additional land will be required to deliver the expected requirements for the life of the planning scheme.

Addressing the shortfall

The assessment identified that the zoning regime of the LPS is expected to deliver a shortfall of some 209 dwellings over the life of the LPS.

The nature of the use controls in the Rural and Agriculture zones of the SPP's require residential use to either have minimize the conversion of agricultural lands, or be linked to agricultural use. This is consistent with the requirements of clause 5.8 of the Flinders Planning Scheme 2000 (2000 Scheme). Impacts from the rural enterprise initiatives were addressed in dwelling projections on a reasonable basis. As a result of the similarity in controls, the Rural and Agriculture zones cannot be considered for delivery of a significant component of the projected dwelling demands.

Additional lands must therefore be identified for the provision of housing.

Cann's Hill precinct

The Structure Plan provides some guidance and identifies that the submitted zoning regime is largely consistent with the detailed planning for the Whitemark area, has merit and should be retained.

Additional areas were identified for small holdings north of the existing settlement, heading along the coastline. The subject area is subject to the Landscape Conservation zone and a range of natural hazards under the identified LPS codes. Review of the Supporting Report for this area identifies that the proposed zoning has merit.

As a result, this area is not considered for further residential expansion.

The detailed Whitemark Structure Plan identifies a wider area for residential development around the Palana/Lady Barron Road precincts, as shown on Figure 1. The Supporting Report does not clarify why those areas were not included in the LPS

zoning, although it is noted that the western portion of the land to Lady Barron Road is identified as subject to Coastal Inundation Hazards under the relevant code.

The education/energy hub precinct is identified for future expansion, which is consistent with the existing Palana Road zoning boundary. While the education/energy hub concept was not developed under the Structure Plan, the apparent merits of the concept support its retention through zoning for the LPS.

The Council identified an interest in pursuing an increased Rural Living zone surrounding the Cann's Hill area during discussions about options for rural lifestyle areas on the island. This is consistent with the detailed planning for Whitemark Structure Plan identified in Figure 1, which shows additional lands for residential development east of Vireaux Road.

The area has a range of matters that support its strategic conversion for residential and lifestyle purposes, much like area 5 Palana Road and summarized as follows:

- there are limited hazards generally in the area;
- it has existing road, telecommunications and reticulated water services;
- it is in close proximity to Whitemark; and
- it adjoins area 5 and consolidates the precinct.
- which supports its consideration for further residential use.

The Cann's Hill precinct builds upon the residential precincts identified in the Structure Plan, providing opportunity to allow for further rural lifestyle development in close proximity to Whitemark.

Based on the previous discussion, an expanded area is available and comprises a range of separate freehold titles in differing ownership, with an area of approximately 122 hectares. It runs south from Cemetery Road to the rear of the Palana Road precinct. Current boundaries

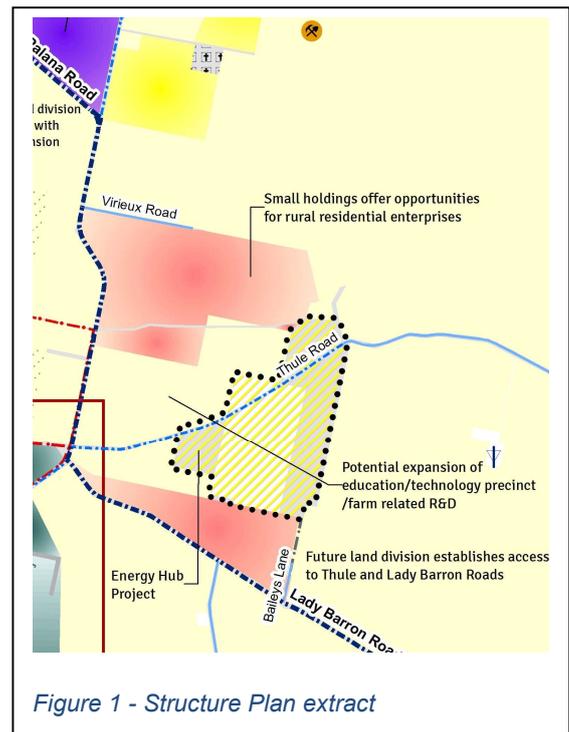


Figure 1 - Structure Plan extract

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include the buffer to the Canns Hill Quarry, which is understood to be disused and likely be discharged within five years. The suggested area is shown in Figures 2 and 3.

For context, The Structure Plan identified parts of the wider area for rural lifestyle and small landholding uses. The area that was identified in Figure 1 is included within the expanded area and shown with a red boundary in Figure 2 and against the LPS zoning regime in Figure 3.

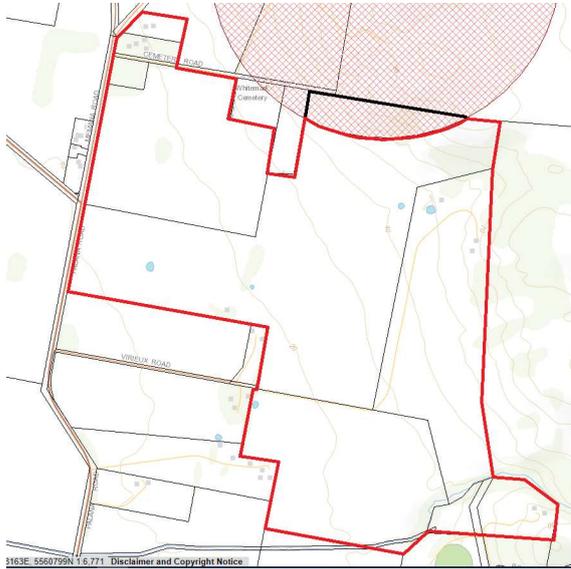


Figure 2 - Cann's Hill area

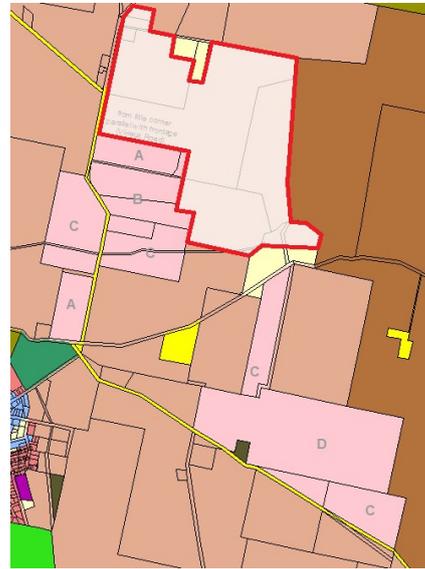


Figure 3 - Expanded area against LPS zoning

Subdivision densities will need to be structured to provide a buffer to the nearby agricultural and rural zones. It is expected that the existing range of lot sizes (1, 2 and 5 ha) would be used across the area.

In addition to the proximity to Whitemark, the expanded area makes use of existing road and service infrastructure. The School site to the south west provides an existing buffer to adjoining rural and agricultural land uses.

The precinct includes 8 titles, which includes three main parcels for subdivision (two owned by Council), one other title that may be suitable for subdivision and four existing houses on smaller lots (in private ownership).

Approximately 4 hectares of land is available for inclusion within the precinct within the quarry buffer, shown within the black boundary on Figure 2. **Error! Reference source not found.** This land would have very limited development potential until the quarry is decommissioned and rehabilitated. This is expected to occur in approximately 5 to 10 years time.

Inclusion of this area also provides opportunity for the expansion of Vireaux Road and provision of road access to land to the rear of the Palana Road area, which is expected to improve subdivision outcomes and viability.

Detailed work would be required to develop a subdivision layout that provided an appropriate road network that met bushfire requirements. Larger lots (C category, 5 ha) will provide a buffer to rural uses to the east and north east, while smaller lots (A and B categories, 1 & 2 ha) to the western side will balance numbers of dwellings with the rural setting.

Identifying potential lot yield for Flinders LPS

Option 1

A suggested zoning layout is shown at Figure 4 with boundaries between categories located to reflect defined title boundaries, and therefore comply with the requirements of section 2.4 of Practice Note 7.

This layout provides the majority of the area for 2 hectare lots, on assumed market demand.

This option was assessed as potentially delivering 52-65 lots to the market for additional housing.

Option 2

An alternative zoning layout is shown at Figure 5 with boundaries between categories taking the landform into account.

Category A (1 ha lots) is generally below the 25 metre contour, so that the higher elevations require larger lots (2 ha).

The buffer to the adjoining quarry and agriculture zone is maintained through larger Category C (5ha) lot sizes.

Option 2 was assessed as delivering 64-82 lots for additional housing on Flinders.

Appendix 1 provides a detailed assessment of the potential lot yields for options 1 and 2

Lady Barron

State advised that vacant, crown owned lands within the Residential zone of the 2000 Scheme were planned on being sold for development. The subject lands are identified within the red outlines on Figure 6, are within the Residential zone of the 2000 and were initially proposed for Environmental Management zone under the LPS on the basis of ownership.

The lots exist as separate titles, as identified by the cadastral information from LISTmap. Areas vary from approximately 980 1340 m², which is consistent with the current Residential zoning of the land.

The zoning translation process identified during preparation of the LPS supports use of the Low Density Residential zone over these lands, if they are to be sold for private ownership. This would deliver an additional 12 lots for residential development within the existing settlement of Lady Barron. Given lot sizes, it is unlikely that they would sustain multiple dwellings.

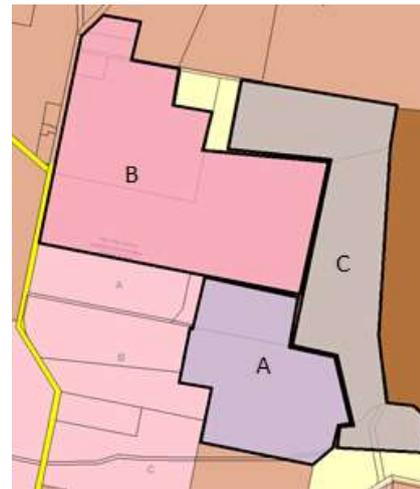


Figure 4 - Rural Living zoning Option 1

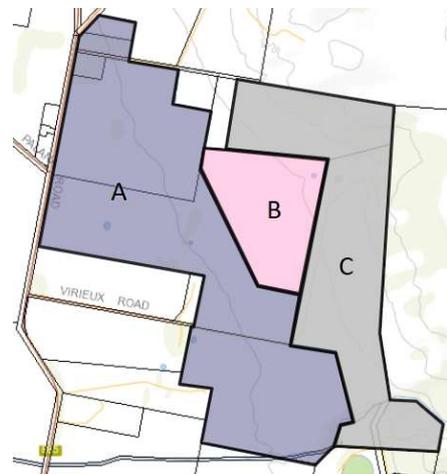


Figure 5 - Rural Living zoning Option 2



Figure 6 - Crown land parcels at Lady Barron

Revised dwelling projections

Table 3 reflects the likely dwelling creations resulting from the Canns Hill and Lady Barron areas, based on the previously identified potential lot yields. Cann's Hill is expected to accommodate multiple dwellings through expansion of the Whitemark Rural Living Specific Area Plan.

Ref	Area / zone	Potential Lot Yield		Likely lots @ 80%	Likely dwellings
		AS	PC		
1	Whitemark – Bluff Road	124	180	144	172
3	Palana – Palana Road	7	9	7	7
4	Emita/Blue Rocks – Palana Road	58	69	58	58
5	Whitemark – Palana Road	31	36	31	47
6	Lady Barron/Thule Roads, Whitemark	12	14	12	18
7	Lady Barron	5	6	5	5
8	Cann's Hill – Rural Living A, B, C	64	82	66	80
9	Lady Barron crown land titles***	12	12	12	12
	Totals	313	408	335	399**

** This projection allows for a 20% allocation for multiple dwellings, consistent with existing approvals data and the projections in Table 2. Dwelling creations have the potential to increase if more multiple dwellings were developed.

*** Existing titles with no additional subdivision potential.

Table 3 – Revised Dwelling Creation Projections

The revised dwelling yield suggests that this zoning regime will provide just over 10 years or 75% of the identified requirements, based on the assumptions within the Dwelling Demand Paper. That is considered appropriate given the nature of the current exercise.

Even if this projection is found to be incorrect and more than 80% of potential lots are created, there is sufficient buffer between the projected supply and demands that oversupply is unlikely to become a significant problem under the LPS.

This provision will allow for completion of other State Government reforms for planning policies, review of the Regional Land Use Strategies and the subsequent review of the Flinders Local Provisions Schedule under the five year statutory requirement to be completed in due course without providing undue restriction on development during the intervening period.

The 10 year timeframe will also allow for future of the the education/energy hub concept to be determined. If this concept does not proceed, its land may be available for increased residential development.

Conclusions

The initial LPS zoning review was determined to provide a significant shortfall to the projected dwelling demands over the life of the LPS. Expansion of the Rural Living zone at Cann's Hill and Low Density Residential zone at Lady Barron was identified as an initial response to provide additional dwelling demands for the medium term.

As a result, the revised zoning regime is expected to provide for approximately 75% of the projected demand for the Flinders area through the life of the LPS, with opportunity for review at the 5 year statutory review to determine how the allocation are matching to growth on the Island.

This is considered an appropriate response to reasonably provide for the expected demand while also noting the nature of the strategic documents that underpin the LPS.

Appendix 1 - Lot yield Assessments for additional area

Option 1

Ref	Option A yield	Option B yield	Comments
A1	19.6 ha 16 - 20	19.6 ha 16-20	Title lacks frontage to a Council maintained road and is effectively land locked. Road access required for subdivision purposes. Loss of land to infrastructure (15%) determines PC not applicable.
A2	6.18 ha 5 – 7	45.22 ha 36-45	Loss of land to infrastructure and bushfire reduces yield. Low loss to roading, given nature of land, likely to deliver 5.8 ha for subdivision based on extension of Vireaux Road and construction of one new road access into the area. The location suggests that a higher yield is likely.
B1	3.1 ha 3	3.1 ha 3	Assessed together as the three small titles are not expected to have any further subdivision potential, given location. 3.1 ha
B2	50.8 ha in 2 titles 22 - 27	14 ha 7-10	Assessed across two titles given common Council ownership. Road along boundary, opportunity exists to build on existing adjoining road networks.
C1	12 ha 2 – 3	12 ha 2-3	Road frontage will be required to enable subdivision. Multiple overlays and affect the quarry buffer the section of land, limiting subdivision.
C2	21.3 ha 3 – 4	21.3 ha 3-4	Road frontage will be required to enable subdivision.
C3	4.4 ha 1	4.4 ha 1	No subdivision potential given size of land and proximity to Agriculture zone.
Total	52 – 65	64 - 82	