



SORELL PLANNING AUTHORITY (SPA) **AGENDA**

10 February 2026

COUNCIL CHAMBERS
COMMUNITY ADMINISTRATION
CENTRE (CAC)

NOTICE OF MEETING

Notice is hereby given that the next meeting of the Sorell Planning Authority (SPA) will be held at the Community Administration Centre (CAC), 47 Cole Street, Sorell on Tuesday, 10 February 2026 commencing at 4:30 pm.

C E R T I F I C A T I O N

I, Robert Higgins, General Manager of the Sorell Council, hereby certify that in accordance with Section 65 of the *Local Government Act 1993*, the reports in this Agenda have been prepared by persons who have the qualifications and experience necessary to give such advice. Information and recommendations or such advice was obtained and taken into account in providing general advice contained within the Agenda.

ROBERT HIGGINS
CHIEF EXECUTIVE OFFICER
5 FEBRUARY 2026



AGENDA

FOR THE SORELL PLANNING AUTHORITY (SPA) MEETING TO BE
HELD AT THE COMMUNITY ADMINISTRATION CENTRE (CAC), 47
COLE STREET, SORELL ON TUESDAY 10 FEBRUARY 2026

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AUDIO-VISUAL RECORDING OF MEETINGS

I would like to advise that an audio-visual recording is being made of this meeting. I also remind everyone present to be respectful and considerate towards others attending the meeting. Language or behaviour that could be perceived as offensive, defamatory, or threatening to any person attending the meeting, or to those listening to the recording, will not be tolerated.

1.0 ATTENDANCE

^

Chairperson Mayor Gatehouse
Deputy Mayor M Larkins
Councillor B Nichols
Councillor S Campbell
Councillor B Shaw
Councillor M Miro Quesada Le Roux
Councillor M Reed
Councillor N Reynolds
Councillor C Torenus
Robert Higgins, CEO

2.0 APOLOGIES

3.0 CONFIRMATION OF THE MINUTES OF 9 DECEMBER 2025

RECOMMENDATION

"That the Minutes of the Sorell Planning Authority (SPA) Meeting held on 9 December 2025 be confirmed."

4.0 DECLARATIONS OF INTEREST



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In considering the following land use planning matters the Sorell Planning Authority intends to act as a planning authority under the *Land Use Planning and Approvals Act 1993*.

5.0 LAND USE PLANNING

5.1 5.2025.321.1 - COMMUNITY MEETING AND ENTERTAINMENT (SORELL MEN'S SHED)

Applicant:	Loci Architecture and Planning
Proposal:	Community Meeting and Entertainment (Sorell Men's Shed)
Site Address:	274 Shark Point Road, Penna (CT29865/9 & 152190/1)
Planning Scheme:	<i>Tasmanian Planning Scheme (Sorell LPS)</i>
Application Status	Discretionary
Relevant Legislation:	Section 57 of the <i>Land Use Planning and Approvals Act 1993 (LUPAA)</i>
Reason for SPA meeting:	Council project >\$250,000

Relevant Zone:	28.0 Recreation
Proposed Use:	Community Meeting and Entertainment (Other)
Applicable Overlay(s):	Bushfire-prone Areas, Airport obstacle limitation area
Applicable Codes(s):	C2.0 Parking and Sustainable Transport Code, C3.0 Road and Railway Assets Code, C9.0 Attenuation Code
Valid Application Date:	24 November 2025
Decision Due:	17 February 2026
Discretion(s):	1 28.1 Discretionary Use
	2 C2.5.1 Car parking numbers
	3 C2.5.2 Bicycle parking numbers
	4 C2.6.1 Construction of parking areas
	5 C2.6.5 Pedestrian access
	6 C9.5.1 Activities with potential to cause emissions
Representation(s):	Nil



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RECOMMENDATION

That pursuant to Section 57 of the *Land Use Planning and Approvals Act 1993* Council resolve that Planning Application 5.2025.321.1 for a Community Meeting and Entertainment (Sorell Men's Shed) at 274 Shark Point Road, Penna be approved, subject to the following conditions:

1. Except where modified by a condition of this permit, the use and development must be substantially in accordance with the endorsed plans and documents:
 - a. P2 (response to further information request), dated 09 December 2025, received 09 December 2025
 - b. P2 (building designs, dated 18 December 2025, received 18 December 2025
2. The hours of operation of the use must only be undertaken between 8.00am and 4.00pm Monday to Sunday inclusive.

No materials associated with the use are to be stored outside, including vehicles being serviced, unless within a dedicated parking space.

Development Engineering

3. The internal driveway including areas set aside for vehicle parking and manoeuvring must:
 - a. be fully complete within six months of first use;
 - b. be drained to a legal point of discharge or retain runoff onsite such that stormwater is not concentrated onto adjoining properties;
 - c. have durable all weather pavement constructed in accordance with engineer's specification; and
 - d. have all stormwater drainage infrastructure located in the parking area (e.g., grated pit and channel) constructed to a trafficable standard.
4. Prior first use, at least fourteen (14) car parking spaces must be provided on site and must be available for car parking at all times. Any external space used for parking must:
 - a. be at least 5.4m long and 2.6 m wide with an additional 0.3m clearance from any nearby wall, fence or other obstruction; and

- b. have a maximum gradient of 1 in 20 (5%) measured parallel to the angle of parking and 1 in 16 (6.25%) in any other direction.
- 5. Prior to first occupation or commencement of use (whichever occurs first), at least One (1) off-streetcar parking space for people with disabilities shall be provided. The provision must ensure:
 - a. spaces are constructed in accordance with AS/NZS 2890.1:2006 including provision of a shared area and bollard;
 - b. appropriate signposting or marking is installed to provide reservation to parking spaces for people with disabilities; and
 - c. spaces are delineated with line marking or other clear means, as required.
- 6. Plans submitted with the building permit documentation must include a revised parking plan which includes a minimum 1m wide pedestrian path to the main entrance of the building with a suitable surface treatment for the convenient use of persons with a disability.

The design must be to the satisfaction of Council's General Manager and will form a part of this permit once endorsed.

- 7. All works determined as required by this permit, shall be performed and completed to a standard that is to the absolute satisfaction of Council's General Manager.

Environmental Health

- 8. Sufficient sound insulation must be positioned around all mechanical plant and the walls and ceiling of the building, to ensure that noise emissions do not create a nuisance to neighbouring residential properties.
- 9. A suitably qualified person must design the proposed sound insulation works to demonstrate compliance with condition 10.
- 10. No vehicle servicing, detailing or use of pneumatic tools associated with vehicle servicing may be undertaken outside of the building, unless otherwise approved by the Manager Health and Compliance.

11. No grinding or cutting of metal, or cutting of timber with powered saws for any purpose may be undertaken, outside of the building unless otherwise approved by the Manager of Health and Compliance.
12. The air extraction unit shall be designed, located and operated to prevent odour/dust emissions creating a nuisance to neighbouring residential properties.
13. External lighting, shall be designed in accordance with AS4282-1997 – Control of the obtrusive effects of outdoor lighting and operated so that light does not spill onto neighbouring properties and create an environmental nuisance
14. All civil and building work associated with the construction of the building must be within the following hours:
 - a. 7.00. a.m. to 7.00. p.m. from Monday to Friday;
 - b. 8.00 a.m. to 6.00 p.m on Saturdays; and
 - c. No works are permitted on Sundays or public holidays.

Approval must be obtained from the Manager Health & Compliance for any works outside of these hours.

Taswater

15. All requirements of TasWater Submission to Planning Authority Notice Reference TWDA 2025/01442-SOR and dated 28 January 2026

NOTE: THE FOLLOWING ADVICE APPLIES TO THIS PERMIT

Legal

- The permit does not take effect until 15 days after the date that this permit was served on you as the applicant and each representor provided that no appeal is lodged as provided by s53 of the Land Use Planning and Approvals Act 1993.
- This planning approval shall lapse at the expiration of two (2) years from the date on which this permit became valid, if the permit is not substantially commenced. At the discretion of the Planning Authority, the expiration date may be extended for a further two (2) years on two separate occasions for a total of six (6) years. Once lapsed, a new application will be required.



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Asset Protection

- In accordance with the *Local Highway Bylaw 2 of 2015*, the owner is required to repair any damage to any Council infrastructure caused during construction.
- Council recommends contacting Dial-Before-You-Dig (phone 1100 or www.1100.com.au) before undertaking any works.

Other Approvals

- All stormwater management measures and designs on the endorsed plans and documents, together with any related permit condition, constitutes General Managers consent under section 14 of the *Urban Drainage Act 2013*.
- This permit does not imply that any other approval required under any other by-law or legislation has been granted.
- Separate building and plumbing approval may be required prior to the commencement of the development/use.

You may appeal against the above conditions, any such appeal must be lodged within fourteen (14) days of service of this notice to TASCAT, 38 Barrack Street Hobart 7000 Ph: (03) 6165 6790 or email resourceplanning@tascat.tas.gov.au

Executive Summary

Application is made for a Men's Shed to be built at 274 Shark Point Road, Penna (CT29865/9 and 152190/1). This property is zoned Recreation. Though subject to overlays relating to Bushfire and the Airport obstacle limitation surface, there are no applicable standards for the related codes.

The proposal is, however, for an attenuating activity by reason of metal fabrication and joinery, though it is recognised these activities are at the lower scale of what is anticipated by the Attenuation Code.

The key planning considerations relate to the design of the building, the nature of the activities to be undertaken with respect to noise and other emissions, and the works for provision of parking and circulation areas.

The application is considered to comply with each applicable standard of the *Tasmanian Planning Scheme (Sorell LPS)* and is recommended for conditional approval.

Relevance to Council Plans & Policies

Strategic Plan 2019-2029	Objective 1: To Facilitate Regional Growth Objective 2: Responsible Stewardship and a Sustainable Organisation Objective 3: To Ensure a Liveable and Inclusive Community
Asset Management Strategy 2018	The proposal has no significant implications for asset management.
Risk Management Strategy 2018	In its capacity as a Planning Authority, Council must determine this application. Due diligence has been exercised in preparing this report and there are no predicted risks from a determination of this application.
Financial Implications	No financial implications are anticipated unless the decision is appealed to TASCAT. In such instances, legal counsel is typically required.
Open Space Strategy 2020 and Public Open Space Policy	The proposal is for a public use (community facility) on public land, zoned for that purpose.
Enforcement Policy	Not applicable.
Environmental Sustainability Policy	There are no environmental implications associated with the proposal.

Legislation

- This report details the reasons for the officer recommendation.
- Broadly, the planning authority can either adopt or change the recommendation by adding, modifying or removing conditions or replacing an approval with a refusal (or vice versa). Any alternative decision requires a full statement of reasons to comply with the *Judicial Review Act 2000* and the *Local Government (Meeting Procedures) Regulations 2015*.
- The planning authority has a specific role in LUPAA. As noted by the Tribunal:



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The role of the Council in relation to planning matters is, in very broad terms, to uphold its planning scheme. In that context it is in a sense, blind to everything but the terms of the Scheme. It cannot put economic advantage or perceived community benefits over the terms of the Scheme. And in the context of enforcement proceedings unless expressly authorised to do so, it may not take any approach which is inconsistent with the terms of its Scheme.

Planning Scheme Operation – for Zones, Codes and site specific provisions

- Clause 5.6.1 requires that each applicable standard is complied with if an application is to be approved.
- Clause 5.6.2, in turn, outlines that an applicable standard is any standard that deals with a matter that could affect, or could be affected by, the proposal.
- A standard can be met by either complying with an acceptable solution or satisfying the performance criteria, which are equally valid ways to comply with the standard.
- An acceptable solution will specify a measurable outcome. Performance criteria require judgement as to whether or not the proposal reasonably satisfies the criteria.
- Clause 6.10 outlines the matters that must be considered by a planning authority in determining applications. Clause 6.11 outlines the type of conditions and restrictions that can be specified in a conditional approval.

Referrals

Agency / Dept.	Referred?	Response?	Conditions?	Comments
Development Engineering	Yes	Yes	Yes	Conditions related to the number, type and design of carparking areas are recommended to be imposed.
Environmental Health	Yes	Yes	Yes	Conditions related to noise attenuation are recommended to be imposed.



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Plumbing	No			
NRM	No			
TasWater	Yes	Yes	Yes	Taswater's conditions relate to the probability of providing a water connection to the site, noting the water main is not within Shark Point Road.
TasNetworks	Yes	Yes	No	Nil
State Growth	No			

Report

Description of Proposal

The proposal is for the development of a Men's Shed (See figure 1).

Use

A Men's Shed is a community facility, which is to be categorised in the Community Meeting and Entertainment Use Class. This is a discretionary use within the Recreation Zone.

Development

The development consists of a 465m² single storey building to house a woodworking area (200m²), metal working area with vehicle hoist (185m²) and meeting room with kitchenette, bathroom facilities and office (80m²).

The building has a maximum height of 6m, though this height is apparent at the east and north elevations most prominently. The roof falls toward the south and western boundaries (where the setback to adjoining properties is less).

The application is supported and more fully described by:

- The building designs, and
- The response to the further information request received 09 December 2025.

Description of Site

The site is comprised of two parcels totalling approximately 2ha, predominately set behind the dwelling at 280 Shark Point Road, and adjoining the Penna Heritage Park at 270 Shark Point Road. The site is owned and managed by the Sorell Council.

The site is relatively flat, cleared with native vegetation in a garden setting, and encompassed at the north and west by a substantial windbreak of exotic trees which separate the site from the adjoining property at 312 Shark Point Road, where an orchard is located.

The site is in close proximity to the Penna Recycled Water Scheme facility, and a rural residential estate to the north east of Shark Point and Penna Road, bound by Frogmore Creek.

The site is unserviced, and gains access to Shark Point Road via an existing unsealed access over CT 152190/1.



Figure 1. Subject site, 274 Shark Point Road.

Planning Assessment

Zone

Recreation Zone

The proposal requires consideration of the use and development standards of the Zone, as both a discretionary use, and a proposal which includes development.

In addition to the applicable standards, as a discretionary use regard is to be had for the purpose of the zone, which can be established by the purpose statements.

The proposal as a small community facility for an organised recreation use is considered to fulfil the purpose of the zone. It is noted that the nature of the use may tend to noise making activities unlike typical recreation, though conditions are recommended to be imposed to mitigate offsite impacts.

Applicable zone standards		
Clause	Matter	Complies with acceptable solution?
28.3.1 (A1) Sports and Recreation and Discretionary uses	Hours of Operation	Yes, proposed hours are 8am to 4pm, compliant with A1(b).
28.4.1 (A1) Building height, setback and siting	Height	Complies at 6m maximum height.
" " (A3)	Setback	Complies at 5m setback from the southern and western boundaries
(A4)	Air extraction separation	Complies, no nearby listed zones.
28.4.2 Outdoor Storage Areas (A1)	Visibility of areas from a road or public open space	The proposal does not include any outdoor storage areas, it is a recommended condition of approval that the storage of materials associated with the use must be done within the building.

The proposal complies with the Acceptable Solution of each of the applicable standards of the Recreation Zone.

Codes

C2.0 Parking and Sustainable Transport Code

The Parking and Sustainable Transport Code applies to all use and development.

Applicable Code standards		
Clause	Matter	Complies with acceptable solution?
C2.5.1 Car parking numbers A1	Number of spaces	No – See Performance Criteria Assessment.
C2.5.2 Bicycle parking numbers	Number of spaces	No – See Performance Criteria Assessment.
C2.5.3 Motorcycle parking numbers	Number of spaces	Yes.
C2.6.1 Construction of parking areas A1	Surfacing and drainage	No – See Performance Criteria Assessment.
C2.6.2 Design and layout of parking areas	Gradient and dimensions	Yes.
C2.6.3 Number of accesses for Vehicles	Number of accesses for Vehicles	Yes per A1 (b)
C2.6.5 Pedestrian access	Location and design of pedestrian facilities	No - See Performance Criteria Assessment.

Performance Criteria Assessment 1 – clause C2.5.1 P1 Car Parking Numbers

A Community Meeting and Entertainment use which is not otherwise listed in Table C2.1, requires one carparking space for every 15m² of floor area. The floor area of the proposal is 465m² and so 31 car parking spaces would be required to comply with the Acceptable Solution. The proposal is therefore reliant on the Performance Criteria which require:

The number of on-site car parking spaces for uses, excluding dwellings, must meet the reasonable needs of the use, having regard to:

- (a) *the availability of off-street public car parking spaces within reasonable walking distance of the site;*
- (b) *the ability of multiple users to share spaces because of:*
 - (i) *variations in car parking demand over time; or*
 - (ii) *efficiencies gained by consolidation of car parking spaces;*
- (c) *the availability and frequency of public transport within reasonable walking distance of the site;*
- (d) *the availability and frequency of other transport alternatives;*
- (e) *any site constraints such as existing buildings, slope, drainage, vegetation and landscaping;*
- (f) *the availability, accessibility and safety of on-street parking, having regard to the nature of the roads, traffic management and other uses in the vicinity;*
- (g) *the effect on streetscape; and*
- (h) *any assessment by a suitably qualified person of the actual car parking demand determined having regard to the scale and nature of the use and development.*

The proposal is despite its floor area, for a use which is not expected to generate a demand of parking beyond the fourteen supplied. Unlike many other community meeting and entertainment use classes, a Men's Shed requires larger floor areas for the housing of materials, tools and machinery rather than seated patrons.

Though there is limited opportunity for the use of public transport, on street parking, or sharing of parking with other uses in the vicinity; the number as proposed is not intended to be supplemented by other means of transport.

Finally, overflow onto the road network is unlikely, noting the nature of open spaces to the north of the parking area. Should specific events call for more parking on an infrequent basis, overflow parking is perfectly feasible.

The proposal is considered to comply.

Performance Criteria Assessment 2 – clause C2.5.2 P1 Bicycle Parking Numbers

The proposal does not include any bicycle parking. As such the proposal is reliant on the Performance Criteria which require:

Bicycle parking spaces must be provided to meet the reasonable needs of the use, having regard to:

- (a) *the likely number of users of the site and their opportunities and likely need to travel by bicycle; and*
- (b) *the availability and accessibility of existing and any planned parking facilities for bicycles in the surrounding area.*

It is considered that owed to the nature of the use and the location relative to activity centres, bicycle parking is not anticipated to be required for the use and so the absence of dedicated spaces is reasonable.

The proposal is considered to comply.

Performance Criteria Assessment 3 – clause C2.6.1 P1 Construction of parking areas

The proposal is for parking and circulation areas to be surfaced with red gravel on a base of crushed rock. As the base is not to be compacted, it is not considered to comply with The Acceptable Solution. Notably, within the Recreation Zone, driveway surfaces are not required to be sealed. The proposal is reliant on the Performance Criteria which require:

All parking, access ways, manoeuvring and circulation spaces must be readily identifiable and constructed so that they are useable in all weather conditions, having regard to:

- (a) *the nature of the use;*
- (b) *the topography of the land;*
- (c) *the drainage system available;*

- (d) *the likelihood of transporting sediment or debris from the site onto a road or public place;*
- (e) *the likelihood of generating dust; and*
- (f) *the nature of the proposed surfacing.*

The proposal has been referred to Council's Development Engineer who has considered the surface treatment and provided recommended conditions of approval.

Subject to recommended conditions of approval the proposal is considered to comply.

Performance Criteria Assessment 4 – clause C2.6.5 P1 Pedestrian Access

The proposal neither provides a footpath in accordance with A1.1, nor does it provide a footpath in accordance with A1.2, being for use of persons with a disability. As such, the proposal is reliant on the Performance Criteria which require:

Safe and convenient pedestrian access must be provided within parking areas, having regard to:

- (a) *the characteristics of the site;*
- (b) *the nature of the use;*
- (c) *the number of parking spaces;*
- (d) *the frequency of vehicle movements;*
- (e) *the needs of persons with a disability;*
- (f) *the location and number of footpath crossings;*
- (g) *vehicle and pedestrian traffic safety;*
- (h) *the location of any access ways or parking aisles; and*
- (i) *any protective devices proposed for pedestrian safety.*

As a community facility, the site can be expected to be used by a number of persons at any given time. The number of parking space too anticipates a likely chance of user conflict between pedestrians and vehicles across the breadth of the car park. It is acknowledged the design is a single row and this assists with visibility. Particularly though, the likelihood of the use of the facility by persons with a disability is high enough to warrant dedicated pedestrian paths within the site of a suitable surface treatment for persons with mobility issues.

Council's Development Engineer has reviewed the proposal and a condition is recommended that plans submitted with the building permit documentation must provide a revised parking plan which

includes a dedicated pedestrian path for use of persons with a disability.

Subject to recommended conditions of approval, the proposal is considered to comply.

C3.0 Road and Railway Assets Code

The C3.0 Road and Railway Assets Code applies to all uses which will increase the number of vehicle movements over an existing vehicle crossing. The proposal has been referred to Council's Development Engineer who has considered the nature of the use and the suitability of the access.

The proposal is considered to comply with the relevant Acceptable Solution.

Applicable Code standards		
Clause	Matter	Complies with acceptable solution?
C3.5.1 A1.4 Traffic generation at a vehicle crossing, level crossing or new junction	Increase in vehicle movements for an existing crossing	Yes – the proposal is not anticipated to generate an additional 40 vehicle movements per day (AADT) over the course of a year.

C9.0 Attenuation Code

The proposal is for a Men's Shed, which though a community facility, provides for activities which are listed within the Table C9.1. Specifically, the building will provide for a woodworking area, a metalworking area, and a vehicle hoist for servicing of vehicles.

Of these, woodworking and metalworking are functions of a Joinery activity and involve Metal Fabrication. Joinery is listed in the Table C9.1 as having an attenuation distance of 200m, and Metal Fabrication has an attenuation distance of 500m (see figure 2).

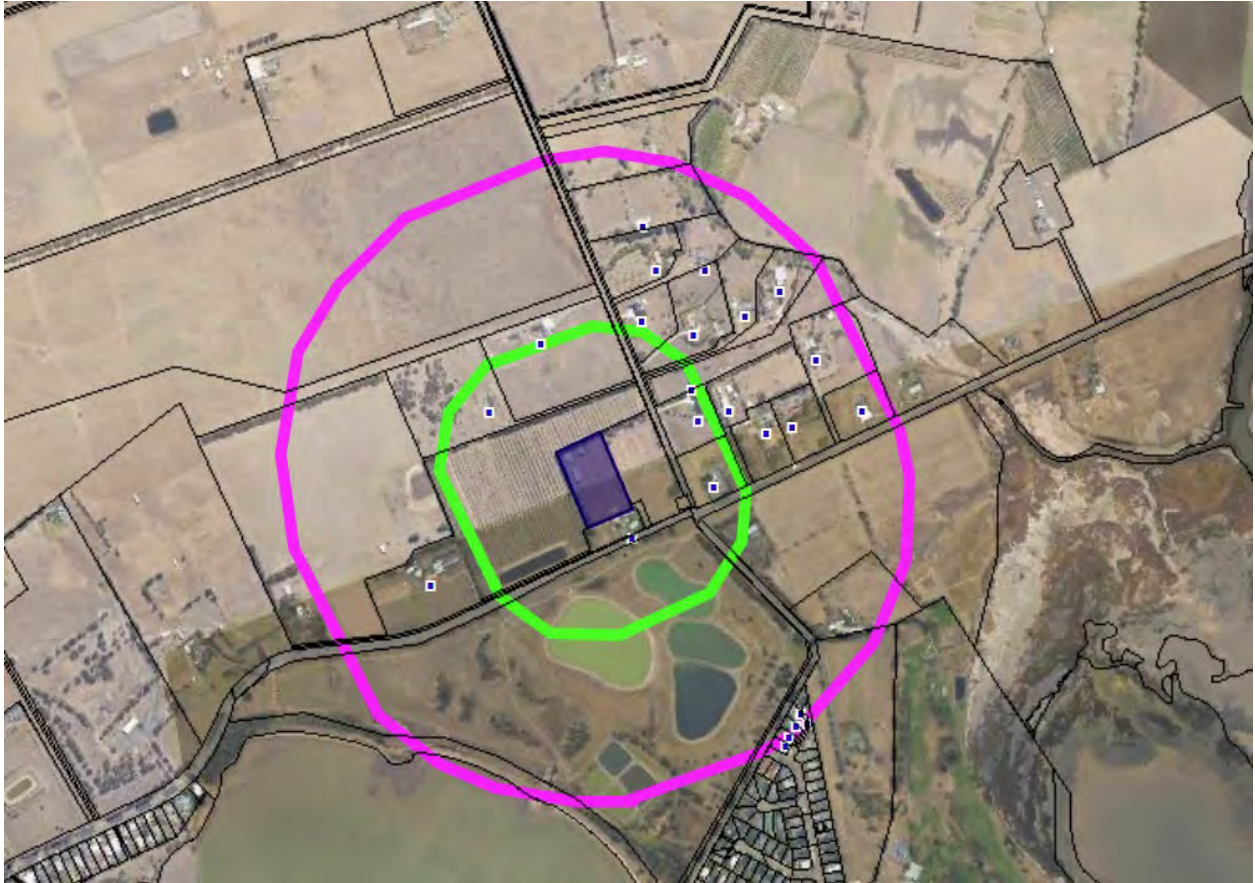


Figure 2. graphic identifying dwellings with the attenuation buffers established by Metal Fabrication (500m shown as purple) and Joinery (200m shown as green).

It is recognised that the activities as associated with the Men's Shed are not tied to industry and are understood to be of a low scale. Instances of cutting steel may be highly infrequent, but this does not discount the application of the code.

Applicable Code standards		
Clause	Matter	Complies with acceptable solution?
C9.5.1 Activities with potential to cause emissions	New attenuating activities	No – See Performance Criteria Assessment.

Performance Criteria Assessment 5 – clause C9.5.1 Activities with potential to cause emissions.

As a use which includes activities with attenuation distances that encompass sensitive uses, the proposal cannot meet the

Acceptable Solution and is reliant on the Performance Criteria which require:

An activity listed in Tables C9.1 or C9.2 must not cause:

- (a) *an unreasonable loss of amenity or unreasonable impacts on health and safety of a sensitive use which is existing, or has a planning permit; or*
- (b) *unreasonable impacts on land within the relevant attenuation area that is in the General Residential Zone, Inner Residential Zone, Low Density Residential Zone, Rural Living Zone A, Rural Living Zone B, Village Zone or Urban Mixed Use Zone, having regard to:*
 - (i) *operational characteristics of the activity;*
 - (ii) *scale and intensity of the activity;*
 - (iii) *degree of hazard or pollution that may be emitted from the activity;*
 - (iv) *hours of operation of the activity;*
 - (v) *nature of likely emissions such as noise, odour, gases, dust, particulates, radiation, vibrations or waste;*
 - (vi) *existing emissions such as noise, odour, gases, dust, particulates, radiation, vibrations or waste; and*
 - (vii) *measures to eliminate, mitigate or manage emissions from the activity.*

In considering the Performance Criteria, the scale of the use is relevant. The nature of the activities in association with a Men's Shed are akin to a hobby, rather than of a commercial scale. Through the purpose built nature of the building to provide for these activities does tend to the opportunity for noise or other emissions equivalent to the impact of a small joiner's workshop or metal fabricator's to occur, unless sufficiently managed.

The nature of sensitive uses in the vicinity is such that some are within the Rural Zone, and so they are considered under part (a) of the Performance Criteria, whereas others are within the Rural Living Zone, and so are relevant for part (b) of the Performance Criteria. The outcome to be achieved for both parts (a) and (b) is one and the same though, that there should be no unreasonable impact to a sensitive use within an attenuation area established through the introduction of a listed activity.

The applicant has in their proposal committed to constructing the building inclusive of insulation. It is a recommended condition that

the specific rating of this insulation, and its use across the building is to be informed by a suitably qualified person. Rockwool type insulation batts within walls and ceilings are a proprietary solution to noise generating activities, and their efficacy is accepted. Further, it is a recommended condition of approval that the use of powered tools be limited to inside the building, taking advantage of the noise mitigating solution of insulation.

The scale, combined with the hours of operation and the nature of emissions is on balance of the mitigating effect of recommended conditions of approval not considered such that an unreasonable loss of amenity will be experienced by nearby residents. The hours of operation are generous, but it is not expected that machinery will be in constant use like a commercial workshop may.

The proposal has been referred to Council's Manager Health and Compliance, who is satisfied the recommended conditions of approval will sufficiently manage the potential for impact. Subject to these conditions the proposal is considered to comply.

C13.0 Bushfire prone areas code

As the proposal is not a vulnerable or hazardous use (as defined by the Code), the provisions of the Code do not apply.

C16.0 Safeguarding of Airports Code

The proposal is within an airport obstacle limitation area, though does not exceed 129mAHD, being the lower limit. The proposal is therefore exempt.

Representations

Nil

Conclusion

The application is considered to comply with each applicable standard of the *Tasmanian Planning Scheme (Sorell LPS)* and is recommended for conditional approval.

Peter Coney
Planning Consultant

From: [Anthony Walters](#)
To: [Sorell Council](#)
Cc: [Jonathan Blood](#); [Shane Wells](#)
Subject: RE: 5.2025.321.1 - Request For Information - 274 Shark Point Road, Penna
Date: Tuesday, 9 December 2025 11:30:31 AM
Attachments: [image007.png](#)
[image008.png](#)
[image009.png](#)
[image010.png](#)
[image011.png](#)
[image012.png](#)
[image013.png](#)
[image014.png](#)
[image015.png](#)
[image016.png](#)

Hi,

Responses to the RFI's below.

Cheers,

General:

1. Please provide detail on the way in which the proposed carpark will connect to the existing internal driveway and confirm if any use or development will be required over the land at CT 211270/1.

The proposed driveway will branch of as shown in green below.



2. Please provide detail on the proposed hours of operation for the use.

The operating hours will be from 8am – 4pm

3. Please confirm or provide detail on any outdoor storage areas proposed.

No outdoor storage required.

Engineering:

4. Please specify the proposed material for the construction of internal driveway and the carparking spaces – C 2.6.1 and method of stormwater disposal for car parking.

The car park will be constructed with :

- **A34 Bidim**
- **40/60mm spalls**
- **20mm FCR**
- **Red gravel wearing surface**

The SW will be fed to a pit near the new driveway connection and fed to the existing swale drain in Shark Point Rd.

Note: A performance solution for onsite stormwater management will likely be required for any future plumbing application.

Environmental Health:

5. Provide details of the proposed onsite wastewater management system to be used on the property including the location of the wastewater land application area.

TBC - Peter Hofto has been engaged to do the soil tests and the wastewater treatment system design.

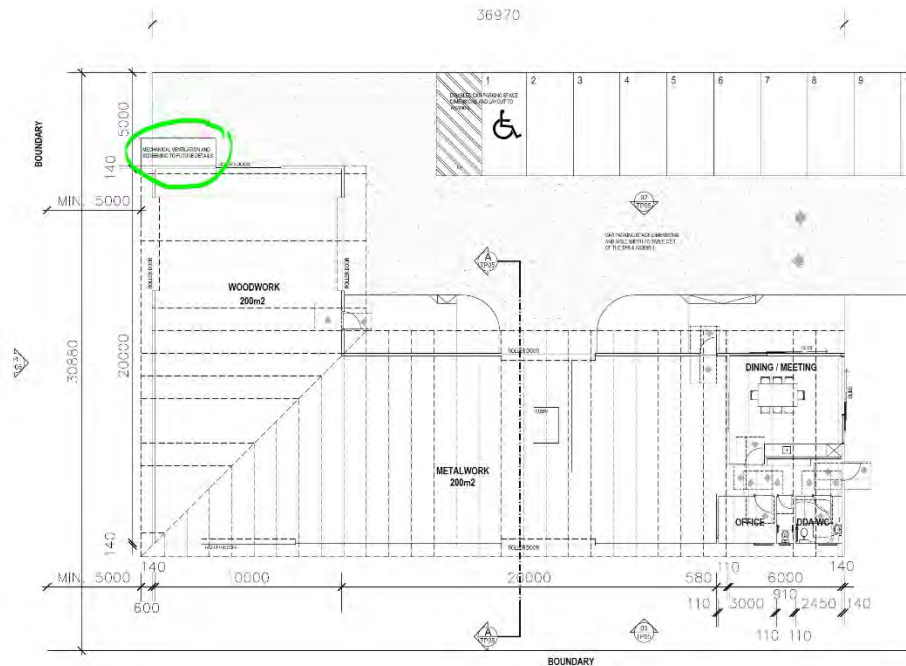
6. Provide details of the equipment that will be installed in the shed and the likely noise, dust and odour emissions from the building and whether they are likely to create a nuisance to any nearby residence and if so, what mitigation measures are proposed.

The proposed building is in the Recreation Zone. The Clause pertaining to setbacks for plant is 28.4.1 A4, which states:

Air extraction, pumping, refrigeration systems, compressors or generators must be separated a distance of not less than 10m from a General Residential Zone, Inner Residential Zone or Low Density Residential Zone.

The position of the air extraction unit is currently 15.9m from the south-east boundary and over 19m from the south-west boundary.

The extraction unit will be positioned on the northern side of the shed – please see below



Anthony Walters
Project Engineer

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Screenshot 2025-04-15 142119.png

Sorell Council would like to pay respect to the traditional and original owners of this land the Murrirrimina people, to pay respect to those that have passed before us and to acknowledge today's Tasmanian Aboriginal community who are custodians of this land.

From: Jonathan Blood <loci.hobart@gmail.com>

Sent: Friday, 28 November 2025 1:18 PM



**PRELIMINARY
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CONSTRUCTION**

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PO BOX 705 NORTH HOBART 7002
Accreditation # CC3364 H RAIA # 48053

SORELL MEN'S SHED
274 Shark Point Rd, Penna, TAS 7171

Sorell Council
47 Cole Street, Sorell, TAS 7172

LOCATION

At the time of the accident, the driver had been driving for 7.1 hours and was
 tired. The driver had been driving for 7.1 hours and was tired. The driver had been driving for 7.1 hours and was tired.

DATE OF BIRTH	19.12.26	DATE OF BIRTH	19.12.26
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TP01

CHECK ALL DIMENSIONS ON SITE PRIOR TO COMMENCEMENT - IF IN DOUBT, ASK!



AGENDA

SORELL PLANNING AUTHORITY (SPA) MEETING
10 FEBRUARY 2026



01 SITE PLAN
TP01 SCALE 1:100

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SORELL MEN'S SHED
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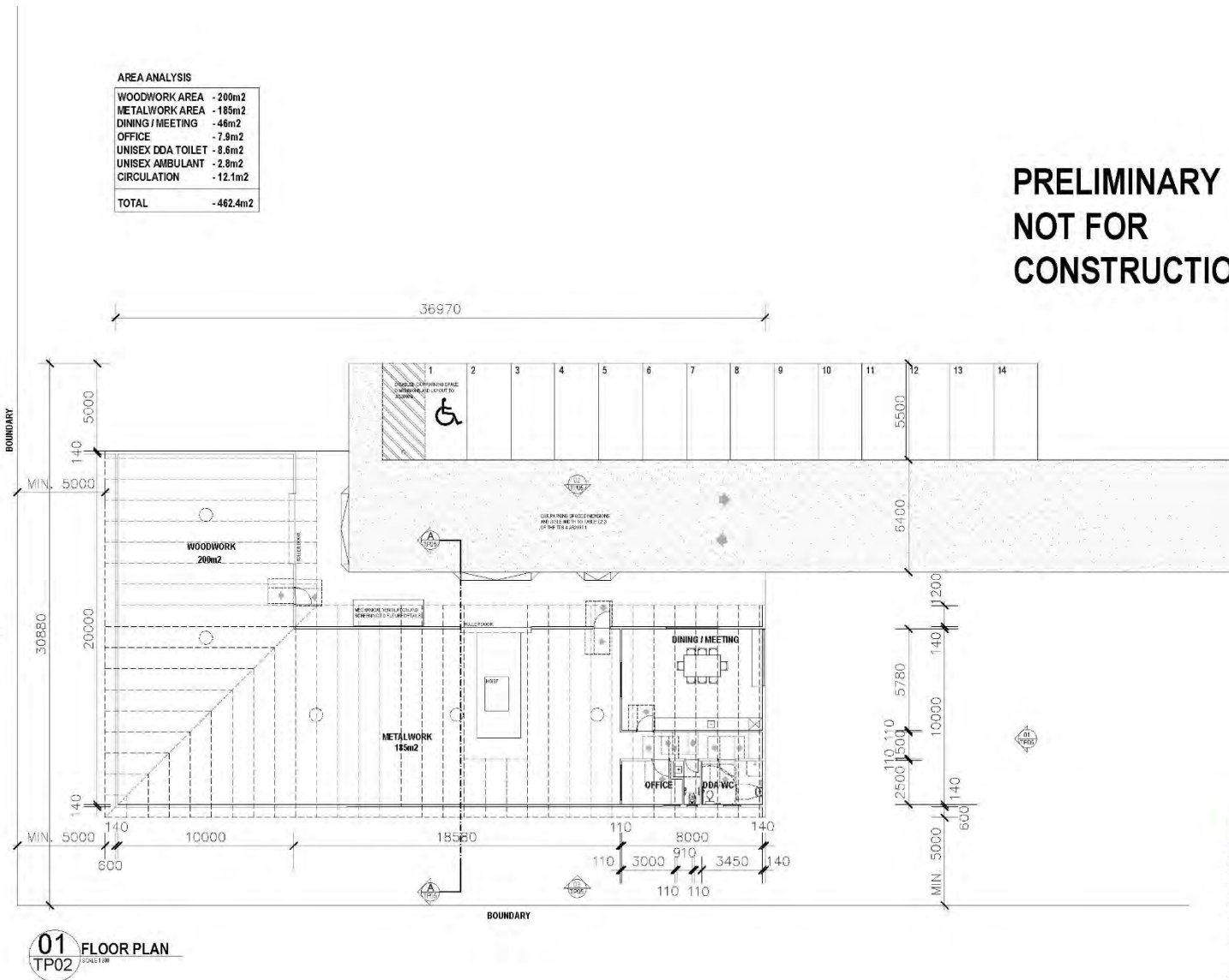
SITE PLAN

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DATE: 14-12-25
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CHECKED BY: D



AGENDA
SORELL PLANNING AUTHORITY (SPA) MEETING
10 FEBRUARY 2026



CHECK ALL DIMENSIONS ON SITE PRIOR TO COMMENCEMENT - IF IN DOUBT, ASK!

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Sorell Council
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PROPOSED FLOOR PLAN

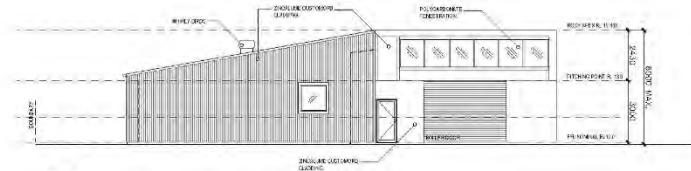
As shown and submitted to the owner, if the above drawings, typical floor plans, and other documents are used for any purpose other than that for which they were prepared, the user assumes all liability for any errors or omissions. The user agrees to indemnify and hold the architect harmless from all claims, damages, costs and expenses, including reasonable legal fees, arising from such use.

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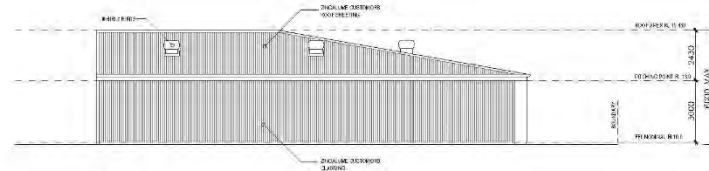
TP04



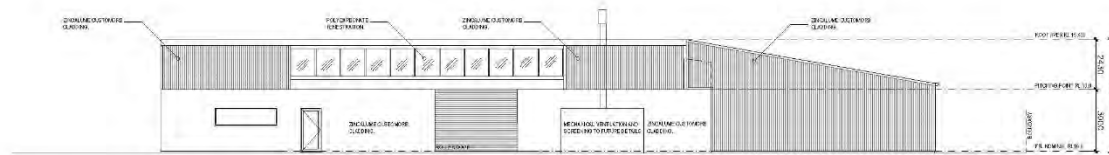
AGENDA
 SORELL PLANNING AUTHORITY (SPA) MEETING
 10 FEBRUARY 2026



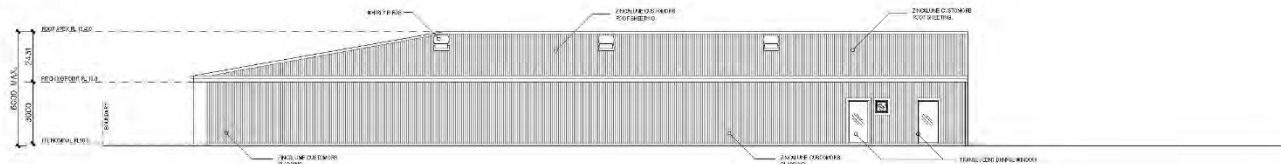
01 EAST ELEVATION
TP04



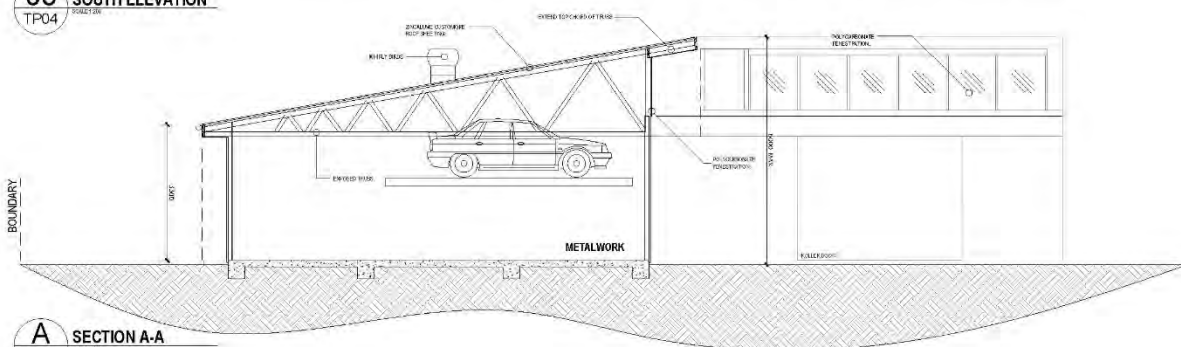
04 WEST ELEVATION
TP04



02 NORTH ELEVATION
TP04



03 SOUTH ELEVATION
TP04



A SECTION A-A
TP04

CHECK ALL DIMENSIONS ON SITE PRIOR TO COMMENCEMENT - IF IN DOUBT, ASK!

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SORELL MEN'S SHED
 274 Shark Point Rd, Penna, TAS 7171

Drawn: **Sorell Council**
 47 Cole Street, Sorell, TAS 7172

Scale: **PROPOSED ELEVATIONS & SECTION**

DATE: 25/11/2017
 DRAWN: TP05
 CHECKED: D



AGENDA
 SORELL PLANNING AUTHORITY (SPA) MEETING
 10 FEBRUARY 2026

5.2 DRAFT REGIONAL LAND USE STRATEGY

RECOMMENDATION

"That Council resolves to make a submission on the draft Southern Tasmanian Regional Land Use Strategy as outlined in the officer report."

Introduction

The purpose of this report is to consider whether to provide a submission on the draft Regional Land Use Strategy (RLUS) and what any submission should address.

Background

Nil.

Strategic plan

Key strategic plan matters are:

Objective 1 – To Facilitate Regional Growth

Outcome 1: Provision of necessary infrastructure and management of assets.

Outcome 3: Increased employment opportunities, with local jobs for local people.

Outcome 4: A regional centre for quality education with improved educational capacity and training outcomes.

Outcome 5: A contemporary planning model that facilitates diversified growth.

Direction 1 – Advocate for and support the delivery of the government's south-east transport plan.

Direction 2 – Increase the capacity for irrigation opportunities and associated agricultural expansion and processing.

Direction 3 – Advocate for improvement to water and sewer infrastructure for the Southern Beaches and upgrade capacity to serviced areas.

Direction 4 – Grow and measure business investment in agriculture, aquaculture, retail, service industry and social service sectors.

Direction 7 – Support the revision of the Southern Tasmanian Regional Land Use Strategy.

Objective 2 – Responsible Stewardship and a Sustainable Organisation

Outcome 3: Sound Natural Resource Management.

Outcome 6: Delivering the services our community requires.

Direction 2 – Strategic increase in the supply of commercial and industrial rated land consistent with Sorell Land Supply Strategy.

Direction 4 – Give consideration to the potential impacts of growth and developments.

Objective 3 – To Ensure a Liveable and Inclusive Community

Outcome 3: Improved access to regional services.

Outcome 4: Increased connectivity within and between townships.

Outcome 5: A more convenient and effective public transport system.

Direction 3 – Advocate for effective regional service delivery that meets current and future population and demographic projections.

Annual plan

1.7 Continue engagement and advocacy with State Government to achieve timely delivery of the revised Southern Tasmania Regional Land Use Strategy (completion was originally Dec 2024 revised to July 2026).

Community consultation and finalisation of the review of the Sorell Urban Master Plan

4.2 Commence development of a Southern Beaches Structure Plan utilising completed on-site wastewater and on-site stormwater plan.

Policy implications

The following Council Policies are applicable:

- Land Supply Strategy 2019
- Sorell Urban Township Master Plan

Environmental implications

Nil.

Asset management implications

Nil.

Risk management implications

Nil.

Community implications

Regional land use strategies inform how land use is regulated. This includes informing ongoing reviews of the State Planning Provisions, structure planning work by Council and how land should be zoned, including rezonings.

Statutory implications

Nil. Any submission is optional.

Options

(1) Nil submission; (2) endorse submission proposed by officers; (3) modified submission.

Report

The following report is structured as follows:

1. Process to Prepare the Draft RLUS
2. Overview of the Draft RLUS
3. Key Strategy and Policy Changes
4. Key LGA strategy and policy changes

1.0 Process to Prepare the Draft RLUS

Initially, the RLUS project was coordinated by local government with a regional planning coordinator co-funded with the State Government. Council's General Manager was appointed to a steering committee and became chair during the process.

Ethos Urban were engaged as lead consultants and produced the State of Play report and associated consultation process ending in December 2024. A draft RLUS was completed by Ethos however progress stalled awaiting State agency input, data and review. In 2025, the project was handed to the State Planning Office to complete.

The current RLUS includes a detailed implementation plan intended to be actioned over time. A lack of resources and governance has meant that effectively zero progress has been made on the implementation plan. This also resulted in the RLUS review being conceived as a project

rather than an ongoing program. Moreover, the State had not put into place necessary foundational work for the project to be successful such as data, mapping or infrastructure plans.

All future reviews are likely to be coordinated by the State Planning Office.

2.0 Overview of the Draft RLUS

The draft RLUS has six themes: Growth Management, Environmental Values, Environmental Hazards, Sustainable Economic Growth, Physical Infrastructure and Cultural Heritage. These themes match those of the Tasmanian Planning Policies (TPPs).

The draft RLUS must be consistent with the TPPs, the State Policies and *Land Use Planning and Approvals Act 1993* (LUPAA) objectives. Consistency means the draft RLUS must not contradict these higher order requirements in how it sets out land use planning outcomes at a regional scale.

The time horizon of the draft RLUS appears to be 25 years. This is stated at clause 3.1.3.

2.1 Growth Management

The growth management section establishes:

- the Metropolitan Urban Boundary (i.e., the urban growth boundary)
- outcomes for urban growth, urban consolidation around priority growth areas, Hobart CBD and high frequency transport networks, and
- that future implementation plans will set out sequencing and timing.

Outside the Metropolitan Urban Boundary:

- roles and functions for towns are established
- growth boundaries are established and mapped for some towns
- for towns without a growth boundary, the urban boundary defaults to existing zoned areas
- growth outside a boundary is prioritised in adjoining rural living areas
- tourist towns must consider permanent and seasonal needs, and
- future implementation plans will establish sequencing and timing.

2.2 Environmental Values

This theme establishes outcomes for:

- regional biodiversity values, use of biodiversity offsets and consideration of climate-induced changes

- protection of natural waterways
- mitigating urban heat island impacts
- identify and protect regionally significant scenic vistas, and
- protection of coastal values.

2.3 Environmental Hazards

This theme addresses bushfire, coastal hazards, landslip, flooding, contamination and potential for future retreat due to climate change impacts.

2.4 Sustainable Economic Growth

This theme addresses agriculture and aquaculture, natural resources, tourism, renewable energy, industry, freight and logistics, activity centre and innovation and research.

On agriculture, the concept of significant agricultural land is reintroduced although not defined or mapped.

There is support for improved freight connectivity between regionally significant industrial land at Glenorchy, Prince of Wales Bay, Cambridge Park and the Brighton Hub.

2.5 Physical Infrastructure

This theme covers water, wastewater and waste, energy, roads, passenger transport and ports.

2.6 Cultural Heritage

This theme addresses Aboriginal cultural heritage protection and collaboration at a landscape and site scale. Historic cultural heritage is to be protected, including from impacts due to climate change.

3.0 Key Strategy and Policy Changes

The following outlines key strategy and policy changes proposed. Specific changes relevant to the LGA are further detailed in later sections.

3.1 Context

The new RLUS must be consistent with the Tasmanian Planning Policies (TPPs). The current RLUS was prepared without TPPs but did have the State Policies and legislative requirements. The current RLUS "is a broad

policy document that will facilitate and manage change, growth, and development within Southern Tasmania over the next 25 years".

The draft RLUS has the aspiration of applying the TPPs "as relevant to strategic planning in the Southern Tasmanian region". The emphasis here is on the draft RLUS being a regulatory tool, downplaying the role of regional planning in facilitating change and growth.

3.2 Structure

The structure of the draft RLUS matches the TPPs with six key areas: growth management, environmental values, environmental hazards, sustainable economic growth and physical infrastructure. The TPPs have a seventh theme, planning processes, which is not addressed by the draft RLUS.

The current RLUS has 15 key areas: biodiversity and geodiversity, water resources, the coast, managing risks and hazards, cultural values, recreation and open space, social infrastructure, physical infrastructure, land use and transport integration, tourism, strategic economic opportunities, productive resources, industrial activity, activity centres and settlement and residential development.

3.3 Vision & Principles

The current RLUS has ten principles: integrated planning, holistic growth management, activity centre, economic infrastructure, productive resources, natural environment, water resources, healthy communities, competitiveness and liveability. The draft RLUS lacks principles but does retain a vision statement.

Earlier versions of the draft RLUS included seven principles (referred to as region shapers): culturally grounded, respectful to nature, resilient, inclusive and equitable, supported, accessible and connected, and economically strong. These region shapers are not included in the draft.

3.4 Defining Metropolitan Hobart

The draft RLUS defines Metropolitan Hobart as areas of Hobart City, Glenorchy City, Clarence City, Sorell, Brighton and Kingborough councils that contain urban land uses that are functionally connected to the metropolitan area and includes reserves and waterways that contribute to the urban area. The Metropolitan Urban Boundary is defined as the Urban Growth Boundary. Figure 5 implies that the Southern Beaches is not part of this area.

The current RLUS defined a Greater Hobart Area by reference to Australian Bureau of Statistics statistical local area boundaries. In this, all of the Southern Beaches was included in the Greater Hobart Area.

3.5 Growth Boundaries for Regionally Significant Towns

Growth boundaries are mapped for several towns which, on page 28, are described as regionally significant. Of the 18 town boundaries, eight include non-urban land within the boundary while ten have boundaries that reflect the status quo without growth.

Growth outside of Metropolitan Hobart is prioritised within growth boundaries.

The document states that growth may occur in towns that do not have a mapped boundary via structure planning processes "that consider equity, accessibility, housing need, infrastructure availability, capacity and cost and strengthens the role of town centres."

The original RLUS provided growth strategies of very low (nil), low (less than 10%), moderate (10-20%) or high (20-30%) growth which became interpreted as fixed ceilings on growth.

3.6 Activity Centre Categorisation

The draft RLUS has an eight-tiered activity centre hierarchy: Hobart CBD, Principal Centre, District Centre, Service Hub, Neighbourhood Centre, Rural Centre, Local Centre and Specialist Centre.

The original RLUS had a seven-tiered activity centre hierarchy albeit with different labels of: Primary Activity Centre, Principal Activity Centre, Major Activity Centre, Rural Services Centre, Minor or Neighbourhood Centre, Local Centre and Specialist Centre.

The draft RLUS does not include the requirement to provide a sufficient forward supply of appropriate zoning for activity centres (ie town centres) or encourage structure planning within activity centres.

3.7 Sequencing of residential land release

The draft RLUS provides at 3.1.2.2 that any rezoning of land for residential growth is to be consistent with any sequencing or timeframes outlined in an implementation plan. An implementation plan does not currently exist.

3.8 Roles and Functions of Towns and villages

The draft RLUS classifies towns and villages as either a hamlet, village or town and may allocate each to one or more of four roles and functions that are a service hub, satellite, tourist destination or transforming.

The original RLUS classified towns as either a dormitory suburb, major district centre, district town, township, village or other small settlements. Further consideration of roles and functions was limited to those towns or villages with seasonal populations.

3.9 Aboriginal Cultural Heritage

The draft RLUS has a greater emphasis on collaboration with Aboriginal people to understand Country and respond appropriately and to support embedding cultural practices. The original RLUS focused on protection of Aboriginal heritage values through support for legislative review, improved knowledge and predictive modelling, all of which are omitted from the draft RLUS.

4.0 Key LGA strategy and policy changes

4.1 Midway Point & Sorell

4.1.1 Extent of urban growth

In 2025, the current RLUS was amended to include additional land in the urban growth boundary, providing a significant strategic change.

The draft RLUS includes a further amendment to include the Ingham's site at 82 Main Road, Sorell in what is to be referred to as the Metropolitan Urban Boundary.

The draft RLUS prescribes that Sorell township is a Priority Growth Area and that the south-east growth area is a Greenfield Growth Area.

A Priority Growth Area is an area where "growth and consolidation, including increased net residential density, should be prioritised". Priority Growth Areas have growth management targets which vary by the activity centre designation (discussed later). In the case of Sorell township, a net density target of 25 dwellings per hectare applies within 400m of the centre of the General Business Zone. If Cole St/Gordon St intersection is taken as an arbitrary centre, little General Residential Zone land is subject to this net density target emphasising infill shop-top housing in the General Business Zone.

The draft RLUS defines as Greenfield Growth Area by reference to the TPPs however the TPPs do not define that term. Typically, greenfield areas describe rural land that will change to urban land. In greenfield areas the draft RLUS maintains a 15 dwellings per hectare (net) density target.

Within the Metropolitan Urban Boundary, urban growth is to achieve efficient use of land and infrastructure, meet the growth management targets and ensure residential land supply meets demand. There is an additional requirement for “prioritising the use of existing infrastructure capacity through consolidation, infill and renewal, particularly growth in Priority Growth Areas that respect heritage and urban character”.

The future rezonings of the new areas within the Metropolitan Urban Boundary must demonstrate that the zoning proposed is able to deliver housing diversity, that there is convenient access to education, health and other social infrastructure and that there is capacity in transport networks.

All urban growth must be contained within the Metropolitan Urban Boundary. Urban growth is defined as the “... expansion or consolidation of urban built form, residential, commercial, industrial, community and recreational land uses, and infrastructure and economic activity in cities, towns or villages”. Urban zoning is defined and includes the Inner Residential Zone, General Residential Zone, all business zones, all industrial zones, Community Purpose Zone, Village Zone, Urban Mixed Use Zone and Port and Marine Zone. These urban zones are also listed in the definition of an urban area.

The TPPs require at least 15 years regional supply of land urban land uses. While clause 4.6.3.1 of the TPPs requires at least 15 years supply of industrial land that is within urban growth boundaries.

4.1.2 Activity Centres

The current RLUS categorises Sorell has a Rural Services centre, which is placed at the fourth tier of a seven tier activity centre network classification. Brighton, Huonville, New Norfolk and Oatlands are also Rural Service centres. In this hierarchy, the Hobart CBD is tier one, Glenorchy, Rosny Park and Kingston are tier two and Moonah and Bridgewater are tier three.

The draft RLUS has an eight level activity centre hierarchy:

	Activity Centre Category	Location
1	Hobart CBD	Hobart CBD
2	Principle Centre	Glenorchy, Rosny Park, Kingston
3	District Centre	Moonah, Bridgewater, Sorell, North Hobart, New Town, Sandy Bay
4	Service Hub	Huonville, New Norfolk
5	Neighbourhood Centre	Determined locally
6	Rural Centre	Determined locally
7	Local Centre	Determined locally
8	Specialist Centre	Determined locally

A District Centre and a Service Hub are similar and largely distinguished by whether they are within the Metropolitan Urban Boundary.

During the process there was significant consideration given to whether Sorell should be categorised as a Principle Centre given its role in the south-east sub-region and how that will expand over time.

4.2 Southern Beaches

4.2.1 Background

The *Sorell Planning Scheme 1993* included the equivalent of a future urban zone at Lewisham, Dodges Ferry-Carlton and Primrose Sands. These areas are now within the Rural Living (D) Zone and shown below.

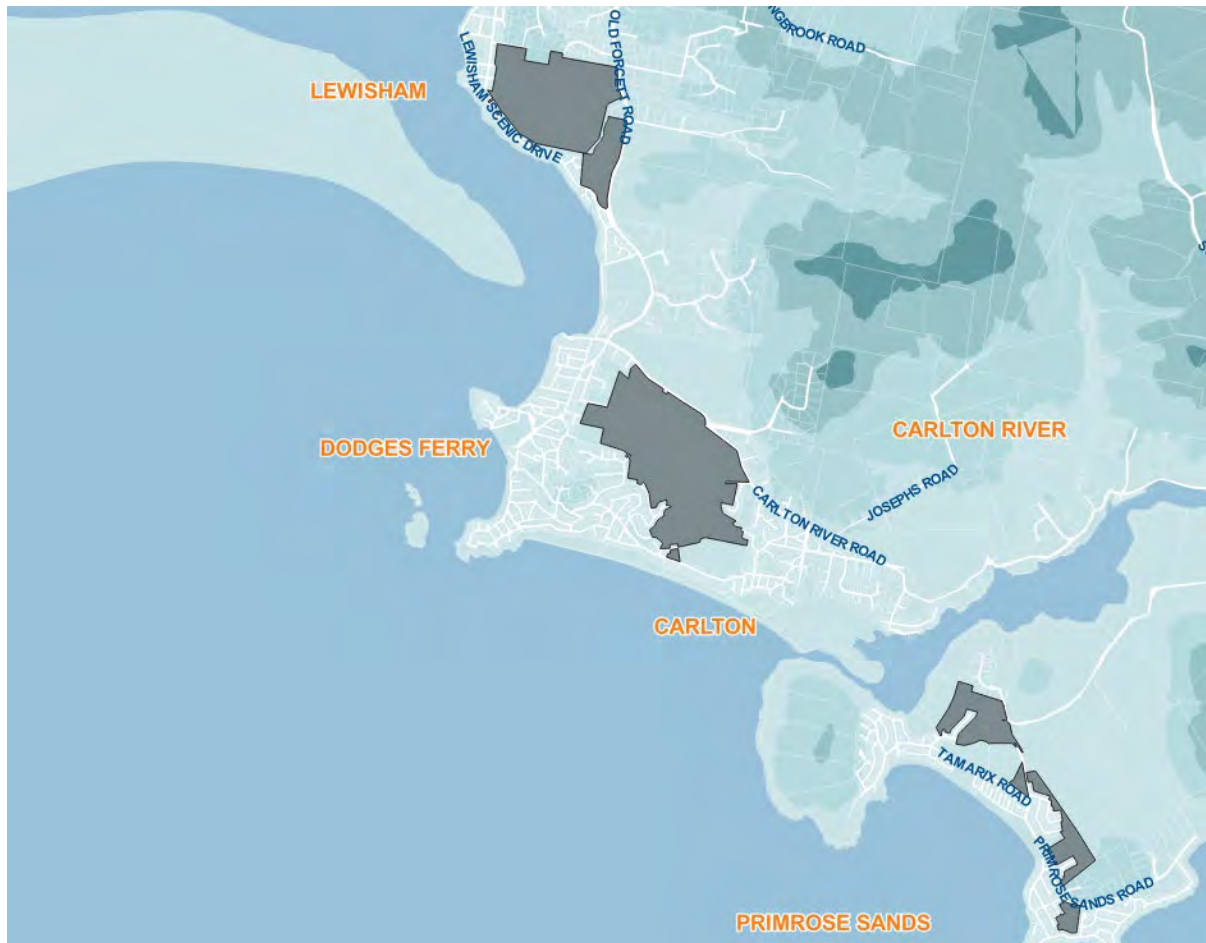


Figure 1. Future urban areas identified in the 1993 planning scheme.

The current RLUS prescribes that nil growth will occur in Carlton Beach, Lewisham and Primrose Sands and low (less than 10% increase) growth in Dodges Ferry. Carlton was omitted in error.

4.2.2 Draft RLUS

4.2.2.1 Roles and Functions

The roles and functions along with definitions are described below.

	Hamlet	Village	Town	Service Hub	Satellite	Tourist Destination	Transforming
Lewisham		X			X		
Dodges Ferry			X		X	X	X
Carlton	Omitted						
Carlton Beach		X			X	X	X
Primrose Sands		X				X	X
Hamlet	Means a small, usually residential, cluster with little to no services or commercial activity.						

Town	Means a centre characterised by a main/high street of local shops and services that primarily supports the surrounding agricultural communities. Predominately residential, a rural town will often rely on the nearest rural services hubs for additional services.
Village	Means a centre predominately residential with a small centre or some small-scale retail and commercial activity, and a limited range of social services and infrastructure, such as a community hall or school.
Satellite Hub	Means a town or village outside of Hobarts Metropolitan Urban Boundary that is located approximately 45 minutes or less drive from the Hobart CBD during low peak time.
Tourist Destination	Not defined.
Transforming	Means a town or village that's role or function is transforming due to shifting land uses, economic role, population demographics, visitor numbers or other drivers of change.

The full array of transforming towns also include Cygnet, Maydena, New Norfolk and Nubeena.

In the activity centre network, the three areas of Local Business Zoning in Dodges Ferry and the one in Primrose Sands would likely be classified as Local Centres.

4.2.2.2 Boundaries

Lewisham, Dodges Ferry, Carlton and a part of Carlton River are towns and villages with a nominated boundary. That boundary includes the Rural Living (D) Zone at Lewisham thus representing future growth in this location.

Primrose Sands is not within a boundary. The boundary therefore defaults to the existing zoned area.

The area in Lewisham is comprised of the southern side of Boathouse Hill and both sides of China Creek and is bounded on three sides by residential areas and Old Forcett Road to the east. Other than China Creek, it is an area essentially free of natural values and hazards. Future development would allow the extension and completion of Pendell Drive, Boathouse Rise, Mary Street, Elizabeth Street, has five road connection points to Lewisham Scenic Drive and extensive frontage to Old Forcett Road that could facilitate an internal road network that does not presently exist.

The draft RLUS prioritises growth outside the Metropolitan Urban Boundary on towns with a nominated boundary. If no boundary is given, such growth is prioritised on existing zoned land (by infill and densification). Any rezoning outside the Metropolitan Urban Boundary (within a boundary or not) must consider housing demand due to workforce

requirements and demographic change and facilitate housing diversity. Any rezoning outside a nominated boundary must also avoid impact to growth targets for locations within a nominated boundary (including the Metropolitan Urban Boundary) and should be prioritised within existing and adjoining rural living areas.



Figure 2. Proposed boundaries from the draft RLUS.

4.3 Rural Living

The draft RLUS is largely silent on the issue of rural living. The TPPs avoid rural living zone increases unless the increase is a small increase of an existing area, is not within a town boundary or growth area and avoids land use conflict or impact to natural values.

4.4 Rural Areas

The draft RLUS seeks to protect significant agricultural land from conversion, fettering and conflict. It does not include any strategy directly related to housing or subdivision in agricultural or rural areas or how conversion, fettering and conflict should be considered. There is support for value-adding industry, processing, retail and tourist related uses that support sustainability on the regions agricultural economy as well as support for shore-based aquaculture facilities. There is consideration of renewable energy but only in Renewable Energy Zones

(REZs). In short, the draft RLUS does not expand upon or add detail to provisions in the TPPs.

The current RLUS introduced the concept of significant agricultural land which was identified and zoned as such in the interim planning schemes. The State Planning Provisions did, however, replace the significant agriculture zone with an agriculture zone along with new methods and mapping to determine where the agriculture zone applied.

The draft RLUS maintains the concept of significant agricultural land. The TPPs require land within the higher classes of agricultural capability to be protected while also affording the highest (or higher?) level of protection to significant agricultural land. This would appear to lead to a scenario where there is a rural zone for the lower classes of agricultural capability, an agricultural zone for the higher classes of agricultural capability and a significant agricultural zone for the highest class of agricultural capability.

The current RLUS recognises that significant agricultural land differs across five sub-regions. For the LGA, one sub-region contains the south-east irrigation scheme while a second sub-region extends along Tasmania's east coast from Bicheno to Tasman Peninsula.

The Agriculture Zone is much broader than the significant agriculture zone used in the interim scheme, as shown in the following image.



Figure 3. Comparison of current Agriculture Zone to ex-Significant Agriculture Zone (hatched)

The issue here is that multiple regulatory approaches have been rolled out by the State over a short period of time and it would appear that Council's will be heading towards a further comprehensive change in how agricultural land is zoned.

Proposed Submission

Dear Minister

Council welcomes the progress made towards the review of the Southern Tasmanian Regional Land Use Strategy. As you know, Council is a strong advocate for a sound and current regional land use plan as a key component of a responsive planning system. It is Council's view that the draft regional land use strategy is a positive step forward for the local government area, the south-east sub-region and for Southern Tasmania.

The following submission draws your attention to some matters that may require further work or modification.

Vision

There is a missed opportunity to set out an aspirational, appealing and attainable long-term vision for the region and to use the RLUS as one means to promote that vision and engage with the residents and businesses that will determine the region's future. The document is technocratic and without visual appeal. While a vision statement is given, this is not expanded upon or explained through principles or descriptions of what we hope the region to be in 25 years time. The images in Figure 4 and 5 showing the region and Metropolitan Hobart in 2050 show a region that looks very much like it does today. While background documents exist, the strategy has no context of drivers of change or key land use challenges.

Recommendation

The draft RLUS be modified to:

- stylistically appear as a continuation of the State of Play report
- incorporate the State of Play region shapers
- link strategies to priorities, an example of this is the Wide Bay Burnett Regional Plan 2023 or the Hume Regional Growth Plan, and
- incorporate key implementation measures in the RLUS, again similar to the Wide Bay Burnett Regional Plan 2023.

Time Horizon of the RLUS

The planning horizon of the RLUS is not entirely clear. Section 1.1 states that it provides "directions over the short, medium and longer-term (up to 25 years)" without clarifying if the RLUS in its entirety has a 25 year planning horizon or just parts of. Section 1.3 states that there is a "... Vision, Statement of Intent and Outcomes for land use in the region over the next 25 years", however, the Statement of Intent and Outcomes (in Table 1) are separate to the strategy statements. Within the strategy statements, clause 3.1.3 clearly states that the roles and functions of towns and villages are prescribed for the "next 25 years". At 3.1.1 there is discussion of demographic change over the next 25 years and the vision statement is expressed for the next 25 years.

Recommendation

The draft RLUS be modified to clearly state that the document in its entirety has a 25 year planning horizon. Alternatively, if some strategies have a shorter planning horizon then that is clearly expressed.

Deferral to an Implementation Plan

Key strategy positions in the draft RLUS empower an as-of-yet unseen implementation plan to establish sequencing and timeframes of urban land releases. This is concerning for a number of reasons, including:

- transparency in that key strategic outcomes remain unresolved
- procedural fairness in that there is no indication of who will prepare such plan, who will approve such plan, who will be consulted in such plan or what recourse may be provided
- what method or criteria will be used to establish sequencing
- a lack of any effective governance arrangements or legislative basis to effectively coordinate infrastructure providers to provide upgrades (if required)
- the absence of any prior experience in the State concerning such high level intervention over market forces
- that outcomes, particularly without due process, will be politicised potentially leading to either overly restricted or loosen supply; and
- how rezonings are managed in the event of delay to an implementation plan.

Recommendation

The draft RLUS be modified to:

- provide appropriate criteria by which to assess the appropriateness of rezonings; or
- specify which growth areas have priority; or
- incorporate the implementation plan.

Growth Management in Towns and Villages

Council work

Council has commenced the preparation of a structure plan for the Southern Beaches area. The area continues to see rates of population growth of between 2-3% per annum that are well above the Tasmanian average and are projected to continue. The structure plan will need to consider longer-term growth options. To this end, the inclusion of additional land at Lewisham in the draft RLUS is welcome. This area is enclosed by existing residential land use, has limited environmental hazards or values and its development would allow for the completion of road and open space networks creating a more liveable village.

The area at Lewisham included in the boundary was historically zoned for future urban purposes. There are areas of Dodges Ferry, Carlton and Primrose Sands that were similarly zoned for future urban purposes and that also have similar characteristics of being enclosed by existing residential land use patterns. There are multiple owners in each of these locations who wish to be able to develop their land while Council would like to see these urban areas completed.

Council has held-off pursuing structure plans for the Southern Beaches in light of no-growth provisions in the current RLUS. It is welcomed that some growth is to be accommodated and we wish to reiterate that any growth will be progressive and only in accordance with sound master planning that maximises pedestrian connectivity and sound environmental management.

Determining impact on growth management across the region

The draft RLUS clearly establishes that growth is prioritised within the Metropolitan Urban Boundary and boundaries of certain towns and villages. The draft RLUS also establishes that growth outside of boundaries could be considered if there is no adverse effect on growth within boundaries.

The draft RLUS is narrower than the TPPs. Clause 1.1.3.8 of the TPPs considers growth outside boundaries across a broader range of criteria that include local population growth and both regional and local land supply and demand.

Fundamentally, it is unclear if 3.1.2.2 (g) overrides the TPPs or supports its application. This question is unclear as 1.1.3.8 (g) of the TPPs also address the impact of growth strategies within boundaries.

More relevantly, what methodology can be used to assess the impact of growth outside a boundary on the realisation of growth targets within boundaries. There is no supply and demand monitoring framework, no central and authoritative data on housing activity across the region and no consistent data collection. There is no method established and no criteria or guidance in place to assist in the application of the proposed provisions. How will situations be avoided where small-scale growth can occur in one satellite but not another. Is it reasonable to set criteria that manage a towns growth by regional growth targets that are not monitored?

The broader question here is why the draft RLUS considers housing in towns and villages as comparable to housing in Metropolitan Hobart. They are not apples vs apples. Individuals do not substitute housing in

Hobart for housing in Primrose Sands. They are in different markets with different lifestyle factors behind consumer choice.

Rural living adjoining towns and villages

The current RLUS has problematic strategies regarding rural living land and towns and villages. Firstly, by enabling some rural living growth, the current RLUS has created false expectations among owners leading to a number of rezoning proposals refused either by the Commission or Council. Secondly, supporting rural living growth adjacent to villages such as Lewisham while precluding any settlement based infill risks hollowing out towns and villages.

The above is important as it appears that the draft RLUS may continue with problematic rural living strategies.

3.1.2.2 (g) states that any residential growth outside a town or village boundary is prioritised within existing rural residential land.

If 3.1.2.2 (g) means that any growth should focus infill and upzoning of existing rural living areas before considering rural or agricultural land the clause would be supported.

However, if 3.1.2.2 (g) means growth should be prioritised through the rural living zone then this is problematic. Whilst the clause uses 'existing' the TPPs enable expansion of existing rural residential areas such that 3.1.2.2 (g) would imply growth in rural residential areas as there is no other clause that limits this to consolidation only.

3.1.2.2 (c) should be clarified so that a town without a nominated boundary has a default boundary that is the existing zoned area as opposed to stating "that growth is prioritise on land already zoned". Without this it is not clear if 3.1.2.2 (g) applies to all towns or villages or just those with nominated boundaries.

The document states that growth may occur in towns that do not have a mapped boundary via structure planning processes "that consider equity, accessibility, housing need, infrastructure availability, capacity and cost and strengthens the role of town centres". This statement is consistent with the TPPs but not fully reflected in 3.1.2.2.

Recommendation

The draft RLUS be modified to:

- delete 3.1.2.2 (g) as the issue is adequately covered by TPP 1.1.3.8;
- or
- replace (3.1.2.2 (g) (i)) with:

Growth outside a Town or Village Boundary:

- *is considered if there is limited capacity for infill or consolidation; and*
- *prioritises upzoning of adjacent rural residential land.*
- *replace 3.1.2.2 (c) with “where no growth boundary is nominated, the boundary is the extent of existing residential zoning”.*

Town Roles and Functions

The locality of Carlton needs to be included in Table 2 and Appendix 4 as Village that is a Satellite, Tourist Destination and Transforming.

We note that Lewisham is not categorised as a Tourist Destination or Transforming in the same manner as Dodges Ferry, Carlton River and Primrose Sands. We also note that Primrose Sands is not categorised as a Satellite despite being less than a 45-minute drive, which is the defining element of that categorisation.

It is Council's view that the Southern Beaches (Lewisham, Dodges Ferry, Carlton, Carlton River and Primrose Sands) is one urban area, particularly the low density and rural living land within those locality boundaries. We do not see distinction other than the fact that Dodges Ferry has small commercial areas and that Primrose Sands is physically separate. This one urban area also extends into Forcett at the northern end of Lewisham. We also note the provision for future growth at Lewisham through the settlement boundary indicative of future transformation.

Recommendation

The draft RLUS be modified to:

- include Carlton in Table 2 and Appendix 4 as a Village
- specify that Lewisham, Dodges Ferry, Carlton, Carlton River and Primrose Sands are Satellites, Tourist Destinations and Transforming.

Activity Centre

Council has issue with how much emphasis is placed on the activity centre network in the State Planning Provisions. Carthew-Wakefield v Sorell Council (No 2) [2024] TASCAT 188 (10 October 2024) determined a case whereby Council sought to refuse a ground-level single dwelling on one of three local business zoned lots in Primrose Sands. Council's concern that a dwelling on the only vacant lot would prevent future retail or other non-commercial use. The case showed that there is no effective control over discretionary uses in the local business zone as the test is whether an application would “compromise or distort the activity centre hierarchy”. It is doubtful that Southern Tasmania has, or ever will, see a

single development that is so large that it will elevate activity centres up tiers in the hierarchy. The activity centre categorises has some strategic role but is inappropriate for development control.

With respect to the draft RLUS, there is a need to retain current RLUS provisions regarding maintaining adequate land for activity centres.

Agricultural land

The provisions relating to significant agricultural land are unclear as the terms are not defined and no mapping is provided. Does the draft RLUS, and the TPPs, mean to shift from the strategic and statutory positions established by the Agriculture Zone and Rural Zone in the State Planning Provisions and the Tasmanian Agricultural Estate mapping project?

The Agricultural Zone was a significant issue during the exhibition of the local provisions schedule. Many changes to the zone were made through the hearing process such that the zone application is inconsistent across the LGA. In other words, farmers who engaged in the process often secured a rural zoning while owners of much poorer land who did not engage in the process were left with the agricultural zoning.

There is a case to review how the Agriculture Zone is applied and whether it is best regulating agricultural land. The concern however is two-fold; that the question of how to zone Agricultural land is not settled and further changes will lead to uncertainty and concern and that the TPPs and RLUS seem to foreshadow future changes ahead of any due process.

Given the State Policy on the Protection of Agricultural Land (PAL Policy) remains, the TPPs should be limited to a policy of regulating agricultural land to protect agricultural land whilst also supporting current and future agricultural enterprises through diversification. The RLUS should continue to recognise the distinct agricultural districts in the region and the importance of tourism and value-adding to the agricultural sector and the towns within these areas.

There is little if any consideration of Tasmanian Irrigation (TI). The key infrastructure provided by TI has significant effects on land use through greater economic activity and output. The greater agricultural output resulting shows the importance of protection agricultural land. The draft RLUS emphasis existing irrigation districts but not potential or expanded irrigation districts.

Recommendation

The draft RLUS be modified to:

- provide for sub-regional variation in the significance of agricultural land
- include discussion and strategic positions outlining the importance of Tasmanian Irrigation infrastructure
- require consideration of potential irrigation expansion in the identification and zoning of agricultural land (or significant agricultural land).

Rural Living

Given that the TPPs set out a position that some increase in Rural Living can occur and that is desired by the market, the RLUS should actively address this matter. It would be appropriate to support demand and supply work (including analysis of infill opportunities) to fully understand current supply relative to demand and establish a clear regional policy position.

Minor Matters

- Greenfield Growth Areas require a definition
- Outcome 2.2 on page 23 clarify what type of impact is being reduced (i.e., is it seeking to mitigate impacts to climate through lower emissions or seeking to minimise the impact of climate change or natural values or human health).

Shane Wells

Manager Planning

Separate Attachments:

draft RLUS