



# **Kentish Council**

## **Sheffield**

### **Strategic Plan 2018**



**Adopted by Council on 16 October 2018**

## Executive Summary

A comprehensive review of land use in Sheffield was undertaken in 2016. The purpose of the review was to assess the adequacy of the current zoning of land within the Study Area and identify areas in which changes to zoning would better reflect the land's capability, facilitate future development and better serve the residents of the area in the provision of services and amenity.

The review:

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

The following tasks were completed as part of the review:

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

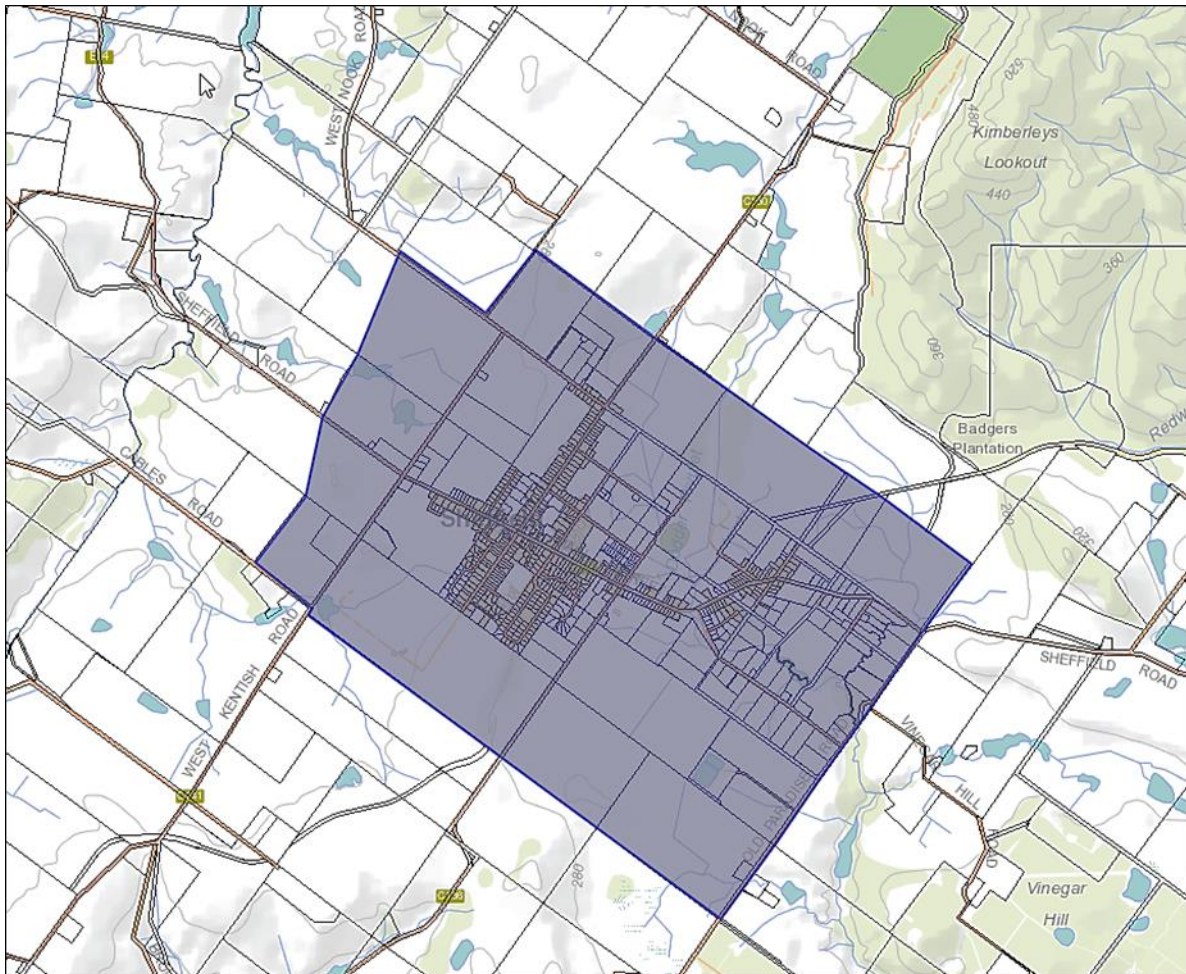
A strategic plan for the area is a valuable tool for Council; enabling its decision-making to be guided by a strategic focus (in regard to future land use and development). It is a mechanism through which development can occur in a sustainable manner, will inform the preparation of the Local Provisions Schedule for the Tasmanian Planning Scheme and support possible future amendments to the Kentish Interim Planning Scheme 2013.

## Sheffield Strategic Plan 2018

The Sheffield Strategic Plan 2018 is applicable to the township of Sheffield in the Kentish Municipality.

The Strategic Plan area was defined with reference to expressions of interest in expanding current residential, industrial and business development opportunities and providing increased connectivity in the area.

The Strategic Plan Area takes in the township of Sheffield delineated on the State's land information system (The LIST). It also includes the urban areas northwest and south southeast of High Street, the areas already developed for residential purposes to the southwest of Formby Street and sufficient surrounding rural land to enable adequate understanding of the factors influencing use and development on the edges of the urban area, as shown in Figure 1.



**Figure 1 Strategic Plan Area**

## Purpose of the Sheffield Strategic Plan 2018

The purpose of the Sheffield Strategic Plan 2018 is to guide future use and development in the area. The aim is to:

- a) Identify suitable land uses within the Strategic Plan Area;
- b) Recognise the opportunities available in the area;
- c) Provide solutions that will manage growth in a planned and sustainable manner;



- d) Specify areas for rezoning to accommodate anticipated and desired residential, industrial and business expansion;
- e) Improve street connectivity and emergency access; and
- f) Recognise elements that will require amendment of the Kentish Interim Planning Scheme 2013; and
- g) Facilitate decision-making in regard to the desired outcomes for the area

In this manner development activity within the area will be guided by a strategic focus in regard to land use management.

## 1. Background Context

Sheffield is the major town of the Kentish Municipality. It was originally located on the east banks of the Dodder Rivulet with the settlement of Kentish located on the ridge line to the west. By 1899 the two settlements were considered as a single town and gazetted as taking in all land east of High Street to Kermode Street, with Tarleton Street being the northern boundary and the southern boundary defined by the school farm and Formby Street.

Sheffield developed as the service centre for farming operations in the municipality and has since grown to be a thriving tourism area. Attractions include the numerous murals depicting the pioneer history of the area and the people of Kentish, cafes, galleries, museums, specialty shops and artisans at work in their studios.

An analysis of the area's characteristics and use was required to assess the adequacy of the current zoning and the potential for further residential, industrial and business use in the area. Other factors identified were street connectivity and the need to provide for additional tourist opportunities and support services.

## 2. External Policy Influences and Drivers

### 4.1 Land Use Planning and Approvals Act 1993

The preparation and approval of a planning scheme, or any amendment to a planning scheme, must give regard to the requirements of the *Land Use Planning and Approvals Act 1993*, including the objectives set out in Schedule 1 which reflect the objectives of Tasmania's Resource Management and Planning System.

### 4.2 State Policies

State Policies provide direction and guidance for the preparation of a local strategy. The state policies relevant to the Strategic Plan Area are:

- The State Policy on the Protection of Agricultural Land 2009 (PAL), which reflects a community obligation to protect and conserve the productive capacity of agricultural land as a growth medium. The Policy seeks to prevent unnecessary and permanent conversion of agricultural land and to minimise unreasonable risk for constraint on agricultural use by other land use, including urban expansion, industry, rural lifestyle living, and infrastructure development;
- The State Policy on Water Quality Management 1997 applies to all surface waters, including coastal waters, and ground waters other than privately owned waters that are not accessible to the public and are not connected to, or flow directly into, waters that are accessible to the public or waters in any tank, pipe or cistern.

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

Any planning scheme, or amendment to a planning scheme, must be in accordance with State Policies.

### 4.3 Regional Land Use Strategy

The Cradle Coast Regional Land Use Planning Framework “Living on the Coast”, known as the Cradle Coast Regional Land Use Strategy (CCRLUS), provides a regional perspective on land use planning issues that are of significance for all the municipal areas within the Cradle Coast Region. The CCRLUS has a specific policy direction in terms of urban settlements in the region. It advocates a sustainable settlement pattern to support inclusive communities where healthy, safe and pleasant places are provided for people to live, work, play and invest. The CCRLUS recognises that the settlements in the Cradle Coast region are small in size, geographically dispersed and separate but also physically, economically and socially well-connected, and that each settlement has a distinctive identity.

Any planning scheme, or amendment to a planning scheme, must be, as far as practicable, consistent with the Regional Land Use Planning Framework. From the CCRLUS, the following must guide and direct the vision and strategy for the Strategic Plan Area:

- Assume a low growth scenario under which demand is driven by internal population change and low rates of inward migration;
- Anticipate retaining a low rate of housing demand through falling occupancy rates and low rates of inward migration;
- Promote established settlement areas as the focus for growth and development;
- Promote optimum use of land capability and the capacity of available and planned infrastructure service;
- Implement structure plans and regulatory instruments for each centre which –
  - Identify arrangements for intensification through infill, redevelopment and conversion of vacant and under-developed land;
  - Avoid exclusion or restraint on areas significant for natural or cultural value, resource development or utilities in the vicinity of the designated urban boundary;
  - Minimise exposure of people and property to unacceptable levels of risk to health or safety;
- Local settlement management plans should ensure compatibility with local identity and established character and create centres which are functional, attractive and sustainable;
- Each settlement provides an appropriate level of local development and infrastructure facilities to meet locally specific daily requirements in employment, education, health care, retail, and social and recreation activity for its resident population; and
- Facilitate convenient access in each settlement area to food and convenience goods retailers and services.

The CCRLUS makes it clear that there is capacity within the existing urban settlements for the predicted low population growth within the region. The emphasis is on consolidation of existing urban settlements with urban expansion contiguous with established settlement areas.

### 4.4 The Cradle Coast NRM Strategy 2015

The Cradle Coast NRM Strategy 2015 requires planning to have regard to maintaining the carrying capacity of the region's natural systems. The cumulative impact of increased settlement and economic activity on the capacity and health of natural systems must be

managed to provide sustainable life support for an increased population and demand for resources.

#### 4.5 Kentish Council Strategic Plan

Kentish Council's Strategic Plan "A Strategic Direction 2014-2024" specifies the following objectives relevant to the Strategic Plan Area:

- provide an appropriate, safe and well-maintained road network that caters for all road users throughout the municipality;
- identify, promote and support economic development opportunities;
- provide a range of quality community facilities and engage and empower our community to participate;
- provide leadership for the community and advocate on its behalf to improve the economic, social and environmental wellbeing of the Kentish Council area;
- effectively manage land use planning and building issues.

The specific planning and development strategies relevant to the Strategic Plan Area is:

*4.1.1 To administer and update the Planning Scheme to manage development and land use*

*4.1.6 Undertake Strategic Planning Reviews for all towns and villages.*

Through the Kentish Council Strategic Direction consultation process, the Sheffield community identified tourism as the means of achieving economic growth and encouraging retail and other commercial services.

#### 4.6 Climate Change Adaptation Plan

The Climate Change Adaptation Plan (CCAP) aims to improve the capability of Kentish Council to manage the top priority corporate risks identified as being associated with climate change. The CCAP has implications for Sheffield as it identifies:

- an increase in the frequency and intensity of extreme rain events leading to more frequent and severe flooding;
- increase in the intensity of rainfall leading to the likelihood of exacerbated land slide, which has implications for planning decisions relating to new developments on vulnerable land; and
- an increase in rainfall, temperatures and CO2 levels contributing to vegetation growth resulting in an increase in bushfire fuel density and vulnerability and the likelihood and severity of bushfire events.

The CCAP states it is to be used as a guide to assist in making informed decisions and establishing priorities

#### 4.7 "Sheffield Refresh" - Sheffield Township Enhancement Project: Town Entries, Tourist Opportunities, Commercial and Light Industrial Area Extension and Urban Design Review

The purpose of this project was to prepare a township enhancement blueprint for future growth and activity in Sheffield, together with identification of key early actions and investments for Council. It also investigated the overall street network to identify potential locations for improved connectivity and provided information to inform a structure plan for the town.

## 4.8 Mt Roland Blueprint for Development prepared by URBIS

The purpose of this document was to increase tourism opportunities in and around the Mount Roland Precinct through the attraction of additional public and private investment. The primary focus of this document is to highlight opportunities for business investment in the Mount Roland precinct, envisioned to become the “wilderness playground”. The short and medium term strategies include an Adventure Tourism Hub at Sheffield.

## 4. Characteristics of the Study Area

### 4.1 Demography

The Sheffield Strategic Plan Area is slightly larger than the Sheffield Urban Centres and Localities collector district. The population of the collector district and Strategic Plan Area are nearly the same due to the Strategic Plan Area being only larger through the inclusion of farm land. There was no change in the area of the Sheffield Urban Centres and Localities collector district between 2001 and 2016, which allows for direct comparison to enable some conclusions to be drawn.

Demographic data in relation to Sheffield is available for the census years 2001, 2006, 2011 and 2016.

The notable 2016 statistics for the Strategic Plan Area are:

- Population growth has been approximately 1% per annum;
- 2.2 persons per average household;
- Approximately 46 percentage of population over 55 years old;
- Higher number of households without children with corresponding lower number households with children;
- High percentage of dwellings owned outright;
- Low percentage of dwellings rented;
- Low percentage of single person households.

### 4.2 Land Tenure

The Sheffield Strategic Plan Area contains 719 lots excluding the road lots.

There are 587 lots used for residential purposes, 23 lots utilised for community purposes and 75 lots zoned General Business.

There are two industrial areas, one at Spring Street and the waste transfer station site off East Victoria Street at the rear of the Sheffield Recreation Ground.

South east of the urban zoned area there are 50 lots that have been created for residential purposes and are zoned Rural Living. Dwellings have been constructed many of these lots.

### 4.3 Zoning

The current zone allocation for the Strategic Plan Area under the Kentish Interim Planning Scheme 2013 is shown in Figure 2. The zones are shown as follows:

- General Residential (red),
- Rural Living (light pink),
- Recreation (green),
- General Business (blue),
- Community Purpose (beige),

- Light Industrial (magenta),
- Rural Resource (peach), and
- Utilities (yellow).

The purpose of the General Residential zone is to provide for residential use or development that accommodates a range of dwelling types at suburban densities, where full infrastructure services are available or can be provided and to provide for compatible non-residential uses that primarily serve the local community. There are 536 lots zoned General Residential in the Strategic Plan Area.

The purpose of the Recreation zone is to provide for a range of active and organised recreational use or development and complementary uses that do not impact adversely on the recreational use of the land. There are 3 lots zoned Recreation in the Strategic Plan Area.

The purpose of the General Business zone is to provide for business, community, food, professional and retail facilities serving a town or group of suburbs. There are 69 lots zoned General Business in the Strategic Plan Area.

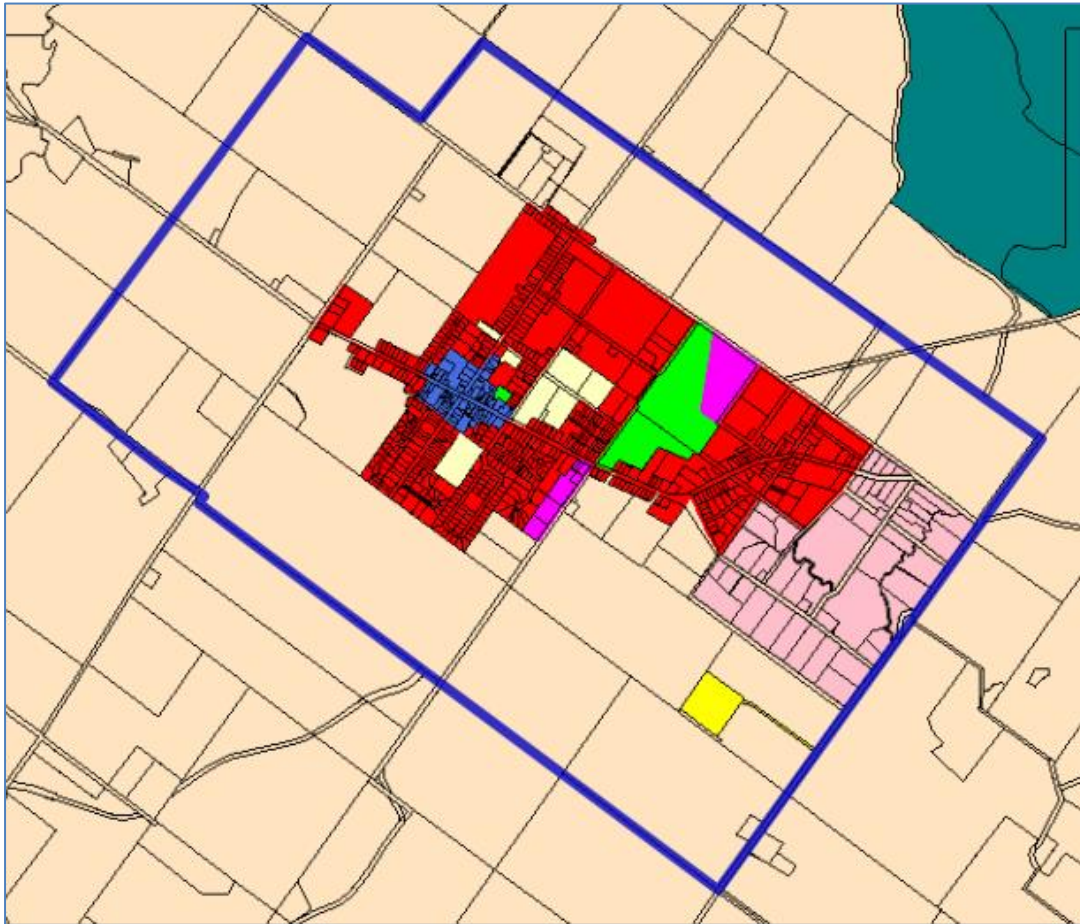
The purpose of the Community Purpose zone is to provide for key community facilities and services where those facilities and services are not appropriate for inclusion as an associated activity within another zone. There are 8 lots zoned Community Purpose in the Strategic Plan Area.

The purpose of the Light Industrial zone is to provide for manufacturing, processing, repair, storage and distribution of goods and materials where off-site impacts are minimal or can be managed to minimise conflict or impact on the amenity of any other uses. There are 8 lots zoned Light Industrial in the Strategic Plan Area.

The purpose of the Rural Resource zone is to provide for the sustainable use or development of resources for agriculture, aquaculture, forestry, mining and other primary industries, including opportunities for resource processing; and provide for other use or development that does not constrain or conflict with resource development uses. There are 44 lots zoned Rural Resource in the Strategic Plan Area.

The purpose of the Utilities zone is to provide land for major utility installations and corridors and to provide for other compatible uses where they do not adversely impact on the utility. There is one lot zoned Utilities in the Strategic Plan Area. It contains the Sheffield Wastewater Management facility, which is owned by TasWater.



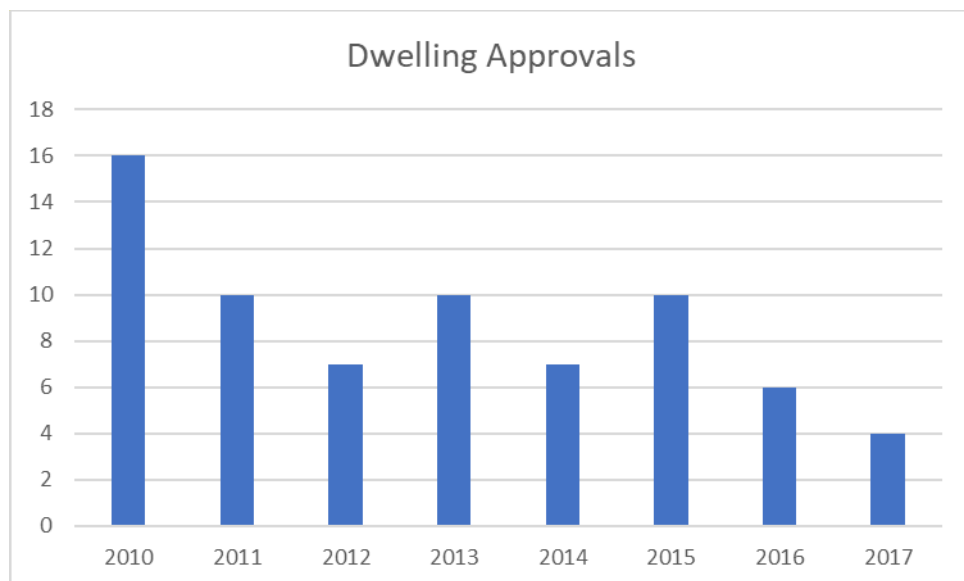


**Figure 2 Zoning Map**

#### 4.4 Development Activity

An assessment of development activity between 2010 and 2017 indicates relatively consistent residential activity in the Strategic Plan Area but not in large numbers.

A summary of the building approvals issued for the previous eight years can be viewed in the chart in Figure 3. Between 2010 and 2017 there were 70 building approvals for new dwellings, an average of approximately 9 new dwellings per year.



**Figure 3 Building Approvals issued 2010 - 2017**

## 4.5 Landscape and Heritage Values

There are very few buildings listed on the State Heritage Register in Sheffield. Those listed are detailed in the table below.

Place ID	Name	Location
3606	Sheffield Hotel	38-40 Main Street Sheffield
3607	Anglican Rectory	6 Nightingale Avenue, Sheffield
3608	Town Hall	66 High Street Sheffield
3609	River Don Trading Company	59 Main Street Sheffield
3611	Hall	109 Main Street Sheffield
3612	House	112 Main Street Sheffield
8304	King George V Park	Albert Street Sheffield
9832	Drill Hall	2 Albert Street Sheffield
10785	Tanglewood (formerly Natone)	25 High Street Sheffield

There has never been a Heritage or Conservation Study undertaken in Sheffield.

In respect to Natural Heritage, a desk top review of species of conservation significance observations in the Strategic Plan Area indicates there are several observations of threatened species and/or species of conservation significance. The observations are predominately within private gardens.

## 4.6 Economic Activity

Sheffield is a service centre for the surrounding rural area. It also provides substantial tourism opportunities. Attractions include the numerous murals depicting the pioneer history and the people of Kentish, cafes, galleries, museums, specialty shops and artisans at work in their studios.

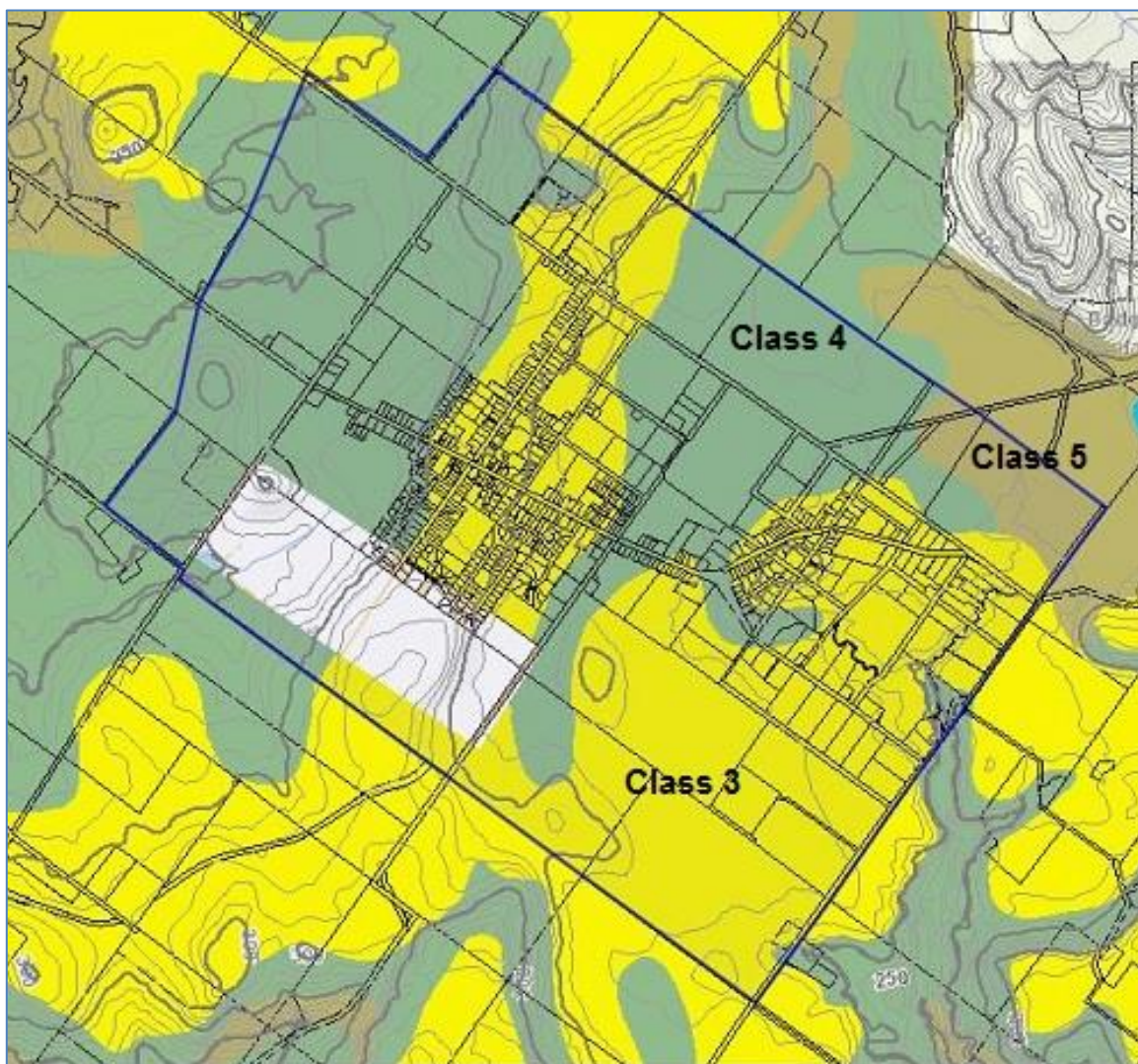
## 4.7 Urban Amenity

Sheffield presents as a typical rural town, containing a mix of new and older residential development surrounding the commercial centre and interspersed with public, recreational and educational facilities. Views are dominated by Mount Roland to the south west.

## 4.8 Land Capability

According to the Department of Primary Industry and Fisheries Land Capability Survey of Tasmania, the Strategic Plan Area contains significant areas of prime agricultural land, much of which has historically been developed or zoned for urban purposes. The land classification map for the Strategic Plan Area is shown in Figure 4.

Sheffield mainly comprises Class 3 agricultural land, which is defined as land suited to cropping and intensive grazing with moderate limitations to use. There is some Class 4 agricultural land, which is defined as land well suited to grazing but limited to a restricted range of crops and a minimal area of Class 5 agricultural land to the north east, which is defined as land unsuited to cropping with slight to moderate limitations on pasture.



**Figure 4 Land Classification Map**

## 4.9 Natural hazards

### 4.9.1. Bushfire Hazard

The Tasveg 3 Fire Attributes mapping provides a complex matrix of the vegetation flammability attributes and sensitivity to fire. This mapping identifies the Strategic Plan Area as having medium flammability attributes with low sensitivity due to the surrounding pastoral lands.

Bushfire hazard management requirements generally require fire fuel reduction and hazard management areas located within the boundaries of the property. This informs a minimum site area for development or a limitation/restriction on the form of development that can occur.

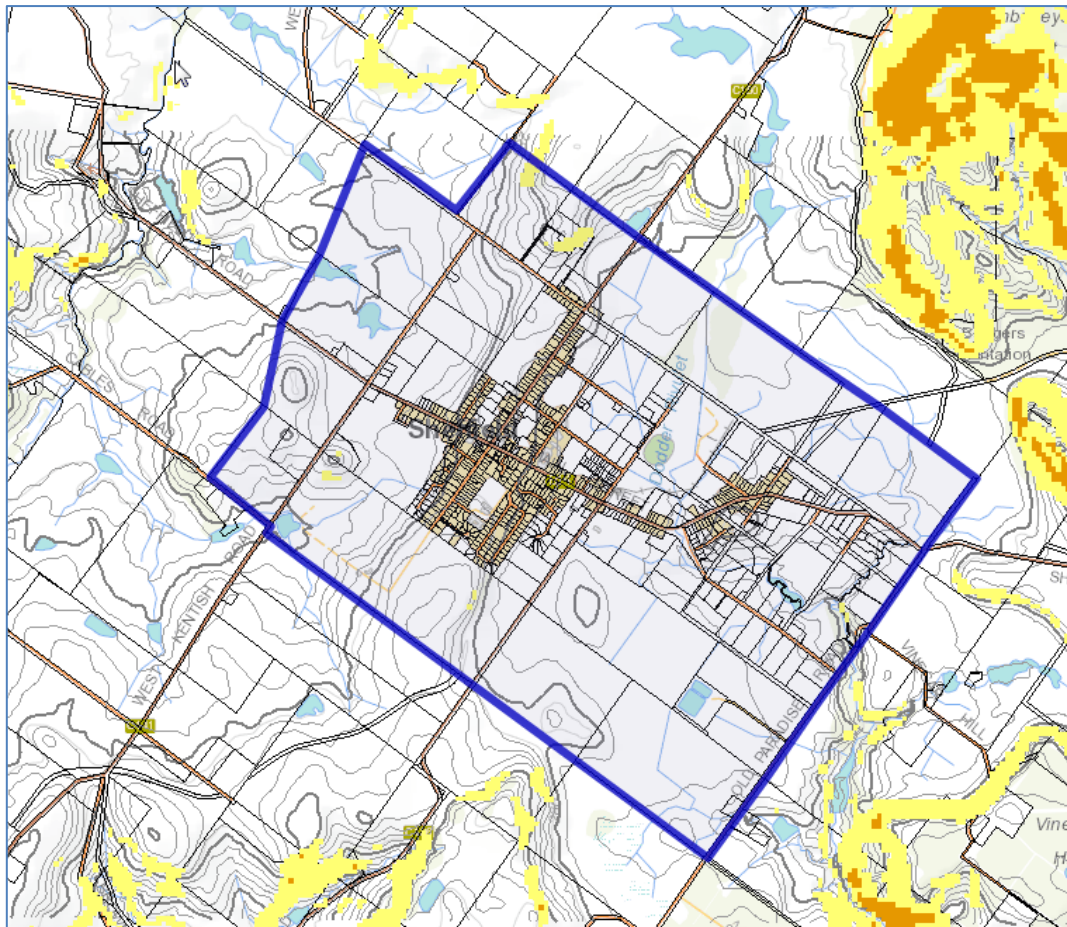
The Climate Change Adaptation Plan identified an increased likelihood and severity of bushfire due to increased rainfall, temperatures and CO<sub>2</sub> levels contributing to vegetation growth, adding to fire fuel density and vulnerability.

The provisions of the Bushfire Prone Areas Code in the Kentish Interim Planning Scheme 2013 and the National Construction Code are adequate to address any bushfire hazard issues in the Study Area.



#### 4.9.2.Landslide Hazard

There are very few areas identified as having landslip hazard within the Strategic Plan Area. Those identified can be seen in the map in Figure 5. The areas coloured white have negligible risk, those coloured yellow are low risk and those coloured brown are medium risk.



**Figure 5 Landslide Risk Areas Map**

The Climate Change Adaptation Plan identifies increased likelihood of landslide risk due to the increased intensity of rainfall on vulnerable land.

Those areas of identified land slip hazard are not sufficient in area to require any specific zoning delineation as development in these areas can be adequately managed with the provisions contained in the planning scheme.

#### 4.10 Community facilities

The Strategic Plan Area is well serviced with community facilities. These include:

District school	Fire Station	Police Station
Post office	War Memorial	Various churches
Town Hall	Recreation Ground	King George V Park
Tennis courts	Bowls Club	Municipal Offices
Service Tasmania	Library	Community Rooms
Skate Park	Senior Citizens Club	Health Centre & Apex Park
RSL Club		

## 4.11 Services

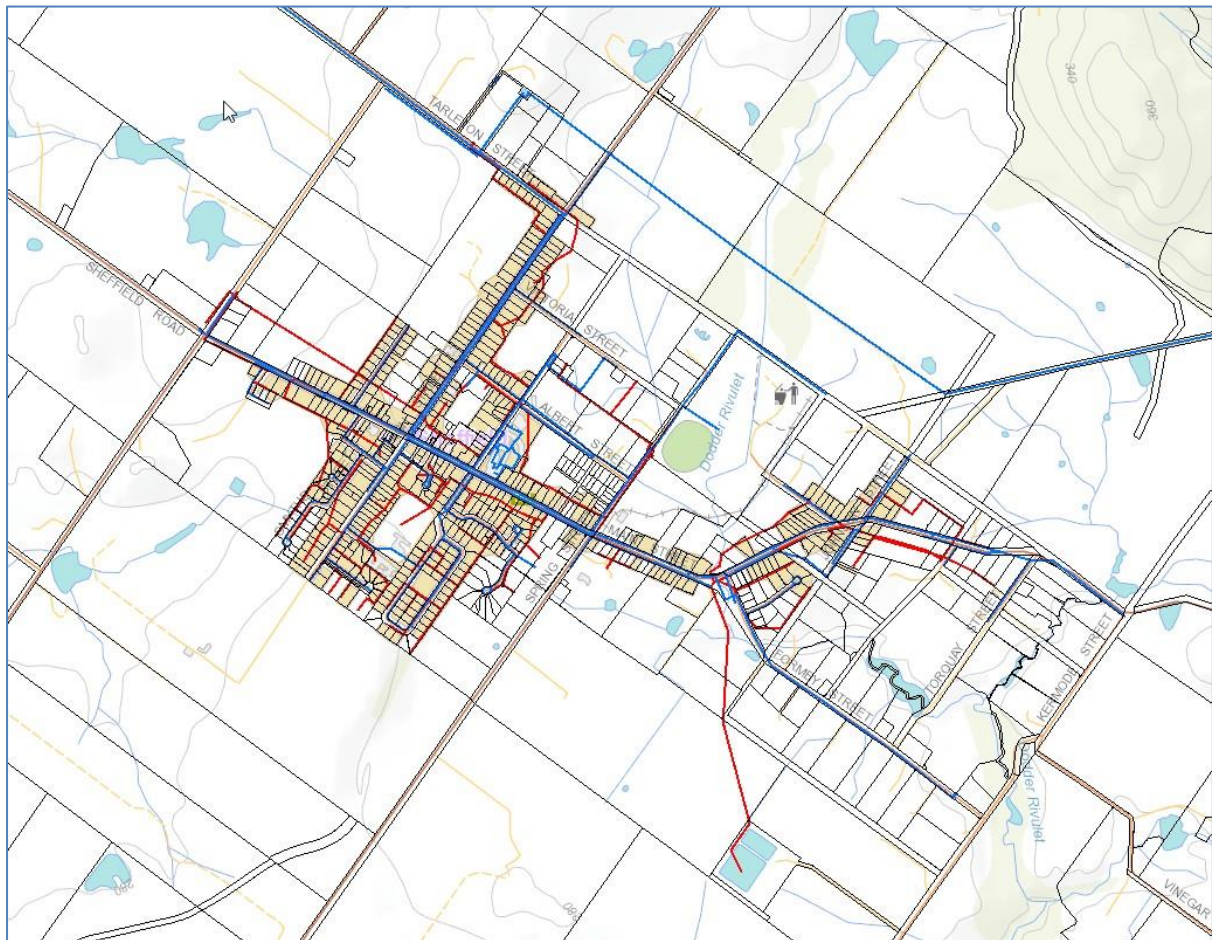
### 4.11.1 Drainage

Council has a reticulated stormwater drainage system that serves the urban zoned area.

Dodder Rivulet traverses through the urban area east of the recreation ground with a large portion of the Strategic Plan Area in its catchment. It is prone to flash flooding to the extent of some residential properties having rear yards inundated and the recreation ground becoming a temporary lake.

### 4.11.2 Water & Sewerage Infrastructure

Those areas zoned for residential and business purposes in the Strategic Plan Area can be serviced by TasWater's reticulated water and sewerage infrastructure. The location of water (blue lines) and sewerage (red lines) mains can be seen in the map in Figure 6.



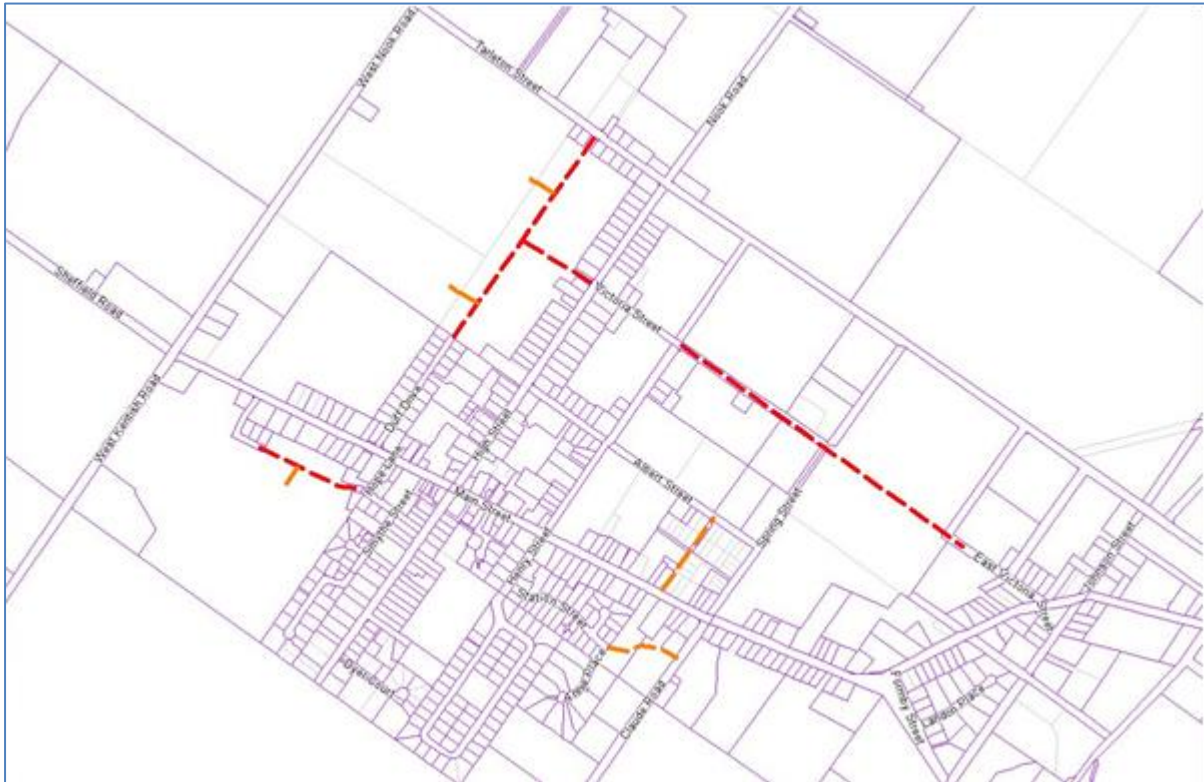
**Figure 6 Location of Reticulated Water and Sewerage Infrastructure**

### 4.11.3 Road Infrastructure

Although there is some grid structure to the street layout in the Strategic Plan Area, limitations are caused to connectivity by cul-de-sac development, dislocation by existing development and the closure of Albert Street between Henry and Victoria Streets to ensure security for the Sheffield District School.

This issue was explored in detail in the Sheffield Township Enhancement Project and through public consultation. A number of desired street linkages have been identified. A map showing these street linkages is shown in Figure 7.





**Figure 7 Map of Sheffield showing key street links required**

## 5. Opportunities for Growth

The predicted population by 2026 in the Strategic Plan Area is 1400 persons, which is an increase of 159. Based on a 1% annual growth rate and an average dwelling occupancy of 2.2 persons per dwelling this will require 70 additional dwellings. It should be noted that if Sheffield develops as proposed as a hub of adventure tourism there could be a demand for up to an additional 10 dwellings plus accommodation for seasonal staff.

Commercial activity is predicted to expand by at least 1 new business premise per year and should the adventure tourism hub develop, there may be the need for over 20 new business sites by 2026. There is anecdotal advice that 4-6 new retail sites may be required in the foreseeable future.

Based on enquiries received by Council, industrial activity is predicted to require at least 6 new sites by 2026.

## 6. Supply of Land

### 6.1. General Residential

In July 2016 there was 27.57ha of vacant land zoned General Residential held in 70 vacant lots. In addition to this there are 9 vacant lots that are zoned Rural Resource, which appear to have been created for residential use to the south-east of the existing urban area. Of the vacant lots zoned General Residential four lots have an area greater than 1ha, two of which are greater than 7ha.

There is the potential for over 330 residential lots to be created by subdivision of the larger vacant lots, allowing the potential for 400 residential development sites in the General Residential zoned area.

There is sufficient land zoned for residential purposes for the predicted demand of 70 new dwellings by 2026.

## 6.2. General Business

There is potential for twelve (12) sites zoned General Business currently used for residential purposes to be converted to commercial purposes over time. This may never occur.

With a predicted demand for more than 10 new business premises by 2026 and potentially more than 20, there is a shortfall of sites for new businesses.

## 6.3. Light Industrial

In the Light Industrial zoned area there are no vacant lots. There is a shortage of land zoned for industrial purposes.

It is recommended that further study be undertaken to determine the suitability of some land parcels in close proximity to the existing industrial estate for future industrial use and development. These land parcels include the properties known as 46 and 56 Claude Road and a strip of land at the front of the property known as 43 Claude Road. They comprise an area of approximately 8ha, which is more than double the area of the existing industrial estate in that location.

This area provides easy access to arterial transport routes and removes impact on roads primarily built for residential use.

If deemed suitable, these land parcels will be adequate to fulfil the needs for industrial use and development to service the town.

## 6.4. Community Purpose

Given the ability for civic purposes to be located in the General Residential and General Business zones, it appears there is adequate land for civic purposes to service the Sheffield community.

# 7. Assessment of Need for Zone Changes

## 7.1. General Residential

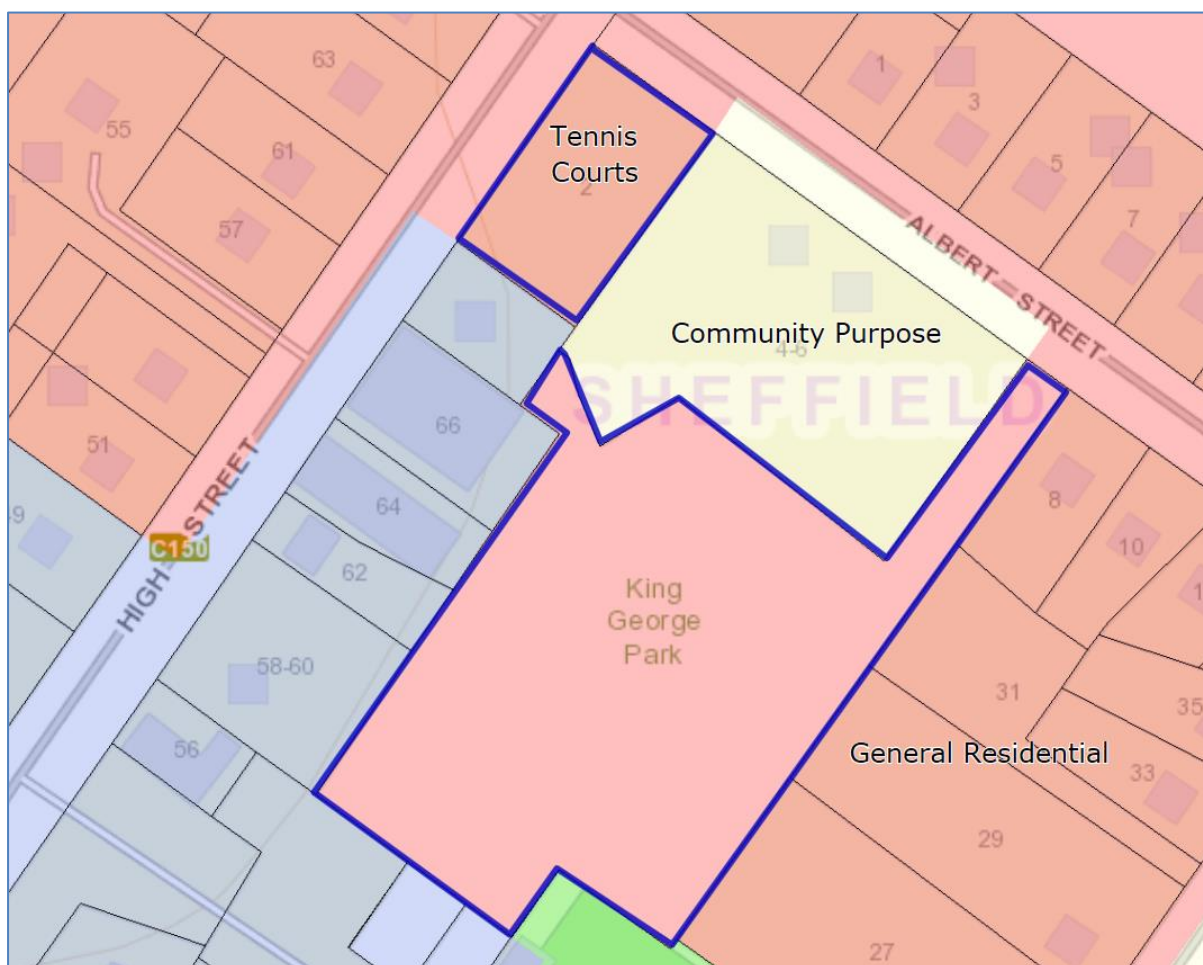
The amount of land zoned General Residential appears to be in excess of current needs and also the potential need for the next ten years.

Anecdotal advice suggests that the reason these large lots do not attract developer interest is that current land prices in Sheffield are not high enough to cover the costs of subdivision development.

Rezoning land identified for new businesses and tourism and industrial purposes will reduce the amount of residential land available for development by approximately 50 lots.

Residential development should be encouraged in those areas where it will facilitate the desired street connectivity and urban form outcomes within the urban area of Sheffield.

One of the land parcels that contains King George V Park and another on the corner of High and Albert Streets that contains the tennis courts are zoned General Residential. These land parcels can be seen in the zoning map in Figure 8. Although the park and tennis courts have existing use rights in the General Residential zone, application of the Open Space zone would better reflect the existing and likely potential future use of the sites.



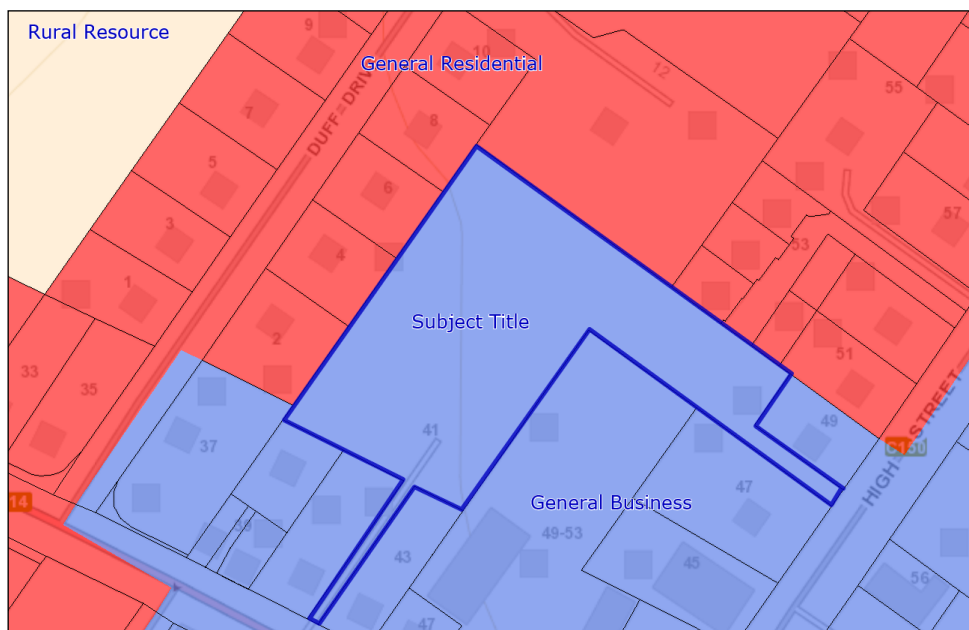
**Figure 8 Community Purpose areas inappropriately zoned General Residential**

The Sheffield Township Enhancement Project report adopted by Council suggests expanding the General Residential zone south of the area developed for residential use on the southern side of Main Street to facilitate a street connection between Hope Street and Caythorpe Road. This would result in the potential for an additional 22 residential lots and also facilitate an alternative road link south of Main Street.

Within the General Business zone there is a large internal land parcel, with an area of approximately 7540m<sup>2</sup>, located behind the title containing the Sheffield Motor Inn as can be seen in the zoning map in Figure 9.

This lot has two points of access, one with a width of 3.6m onto Main Street and one with a width of 6.0m onto High Street. The likelihood of this lot being developed for business purposes other than visitor accommodation is minimal given the width of both frontages.

In light of this and the nature of use and development on the adjoining titles to the north east and north west, which contain single dwellings or unit development, it is recommended that it be rezoned to General Residential.



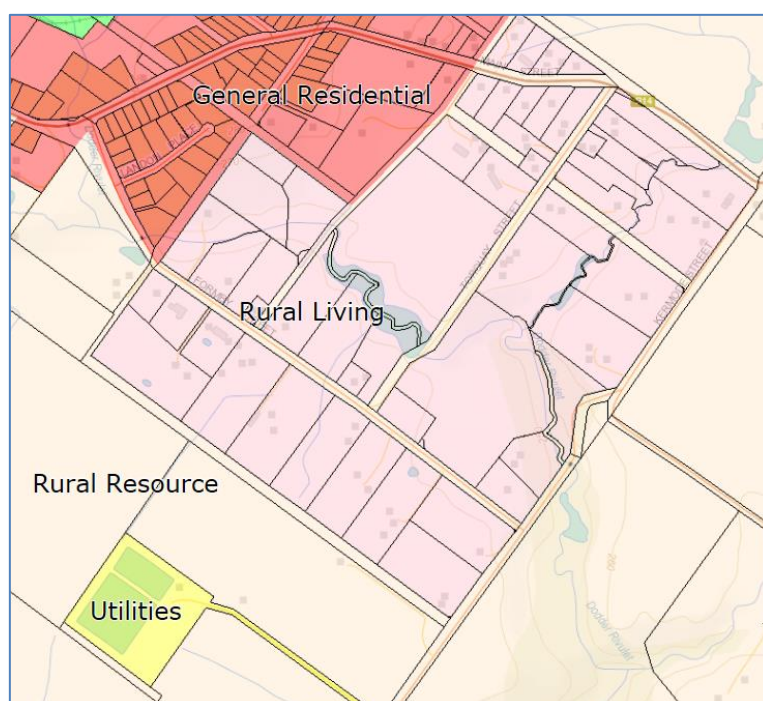
**Figure 9 Zoning of CT 144609/1 and surrounding area**

## 7.2. Rural Living

A rural lifestyle estate is located to the east of the existing urban area between Elizabeth and Kermode Street, including the properties that front Formby Street east of Johnson Street. . It has largely been developed for residential purposes, with only 11 vacant lots remaining. The two (2) larger vacant lots carry a valid permit for subdivision to create residential lots.

Until recently this area was zoned Rural Resource. Following submission from Council during the public exhibition of the Kentish Interim Planning Scheme 2013, the Tasmanian Planning Commission recommended a change of zone to Rural Living, which has now been approved.

The area of land referred to can be seen in the zoning map in Figure 10.



**Figure 10 Lots which have been rezoned from Rural Resource to Rural Living**



The change of zone will not significantly increase the number of lots available for residential development, but it does provide for a rural living lifestyle in close proximity to the town and the opportunity to develop a dwelling on a lot with a permitted permit pathway.

### 7.3. General Business

The General Business zoned area largely comprises buildings constructed for retail and commercial activity or for residential purposes. There is a need to provide for more retail and commercial floor space.

Additional retail and commercial opportunities could be provided through redevelopment of current sites or through expansion of the current zone. Both the redevelopment and expansion pathways have the potential to alter the character of the streetscape.

The two (2) properties known as 51 and 53 High Street are currently zoned General Residential and are adjacent to the General Business zone. Rezoning of these properties to General Business would recognise the use to which one of the properties is currently being used and use on the other side of High Street in this area.

It will however provide for only two (2) additional business development opportunities. The current business centre is currently fully occupied except for the land to the rear of the Commonwealth Bank and that to the rear of Sheffield Hotel. There is little or no opportunity for expansion of the current area in a manner that provides an active road frontage for a new business.

It is recommended that the General Business zone be extended along the western side of High Street up the title that contains the Council office. This includes the properties known as 57, 61, 63 and 65 High Street as shown in Figure 10.

Additional business opportunities will be provided through the establishment of a Particular Purpose zone to land with frontage onto Main Street between Henry Street and Claude Road to allow for retail and business activity that support tourism operations in the area. This land is to the south east of the current business area and already houses some business activities.

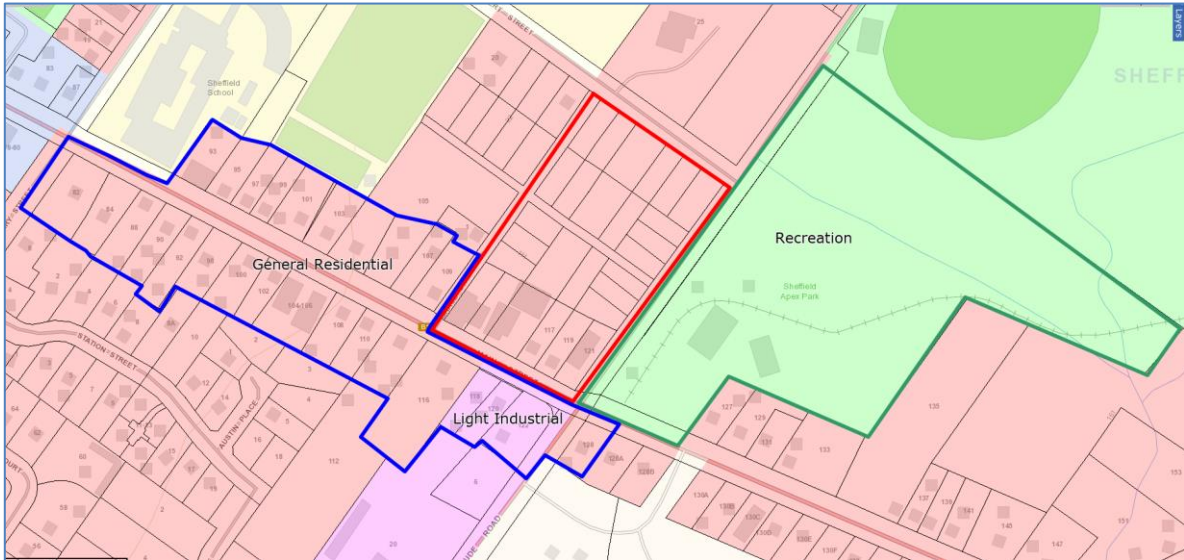
Sheffield District School, which is located on the corner of Main and Henry Streets, is a disruption to the continuity of the current retail area to the west of Henry Street from the remainder of Main Street to the east.

### 7.4. Tourism Activity Centre

There is potential for a variety of new businesses associated with tourist activity to locate in the eastern part of Main Street between Henry and Spring Streets. This is an opportunity to strengthen the currently widely spaced attractions in this area of the town.

The current zoning of this area is principally General Residential with 3 lots zoned Light Industrial on the southern side of Main Street to the west of the Main Street and Claude Road intersection and the area used by the Sheffield Steam and Heritage Centre to the east of the Main Street and Spring Street intersection zoned Recreation. This zoning is not reflective of any existing tourist attractions or any potential new tourism activities in this area. A map showing the area referred to outlined in blue and the current zoning is shown in Figure 11.



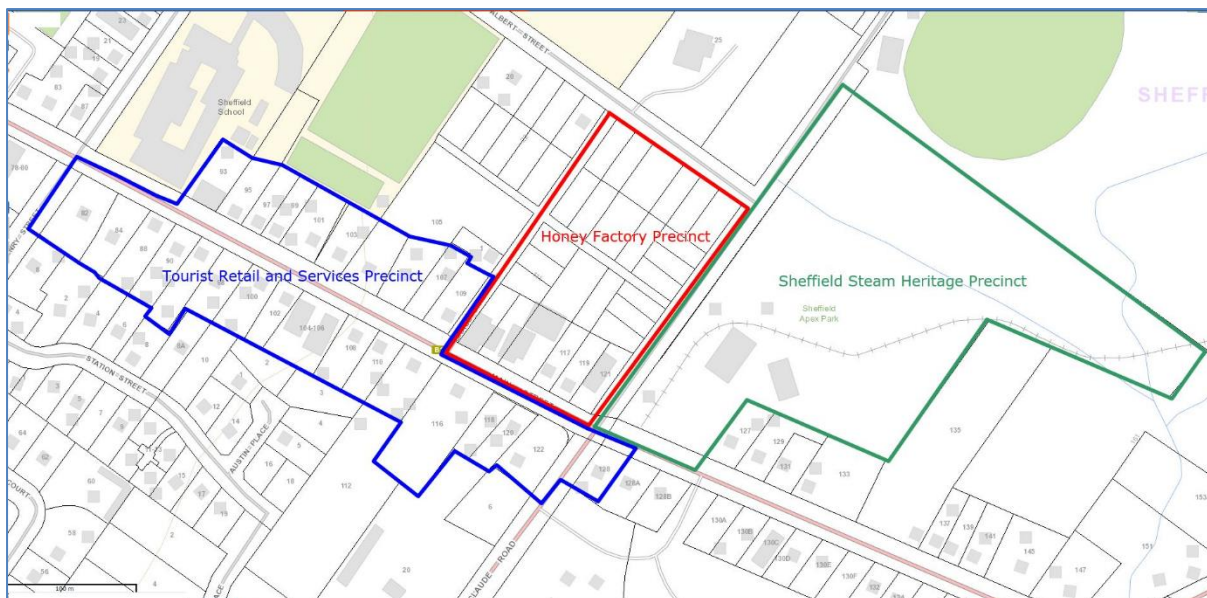


**Figure 11 Areas proposed as a Particular Purpose zone for tourist related activity**

Use of a Particular Purpose zone is a means of providing effective development opportunities for a tourist centre in this area. The Particular Purpose zone can be tailor made to facilitate targeted land use opportunities that the current zoning may prohibit.

A Particular Purpose zone will not only delineate an area for tourism operations and ancillary use and development but also announce a focal point for tourist oriented activities. The zone provisions should include the identification of precincts to provide use and development standards that target identified land use outcomes for this area.

Three precincts are recommended. One for the area used by the Sheffield Steam and Heritage Centre, another for the land owned by the proprietors of the Sheffield Honey Farm and the third for the remainder of the titles, which have potential to provide retail, commercial and visitor accommodation opportunities. A map showing the location of the three recommended precincts can be seen in Figure 12.



**Figure 12 Delineation of Recommended Precincts**

The Tourism Particular Purpose Zone will replace the existing zoning of the area that comprises:

- General Residential for those properties that front Main Street and those owned by the proprietors of the Sheffield Honey Farm north of Main Street. between Henry and Spring Streets,
- Recreation for land used by the Sheffield Steam and Heritage Centre, and
- Light Industrial for the three titles that front Main Street immediately east of its intersection with Spring Street.

The current zoning of the Sheffield Steam Heritage Precinct limits the capacity for expansion of the current operations on the site to cater for the growing demand for visitor interaction with historic rural and transport machinery items of interest.

The current zoning of the properties owned by the proprietors of the Sheffield Honey Farm prohibits their plans for expansion of their existing operations and provision of tourist related activity.

The current zoning of the properties suggested for future tourist attraction and support facilities constrains the opportunity for tourist activity including visitor attractions, retail and accommodation activity and other ancillary use and development.

### 7.5. Community Purpose

The two land parcels, known as 66 High Street, that contain Sheffield Town Hall and the associated car park are currently zoned General Business. These are shown in the zoning map in Figure 13. Given the existing and potential future use of this lot, it is recommended that they be rezoned to Community Purpose.

The reduction of the General Business zone area by rezoning of these titles will not reduce the potential commercial development in the town as they are already used for community purposes.

The parcel of land that contains the Working Arts Space building in King George V Park is zoned Community Purpose. The footprint of this building is not large and is contained within the larger public open space area that comprises King George V Park.

Given the existing prevalent and potential future use of this lot, it is recommended that it be rezoned to Open Space. A change of zone will not impact the operations of the Arts Centre as the development has existing use rights.

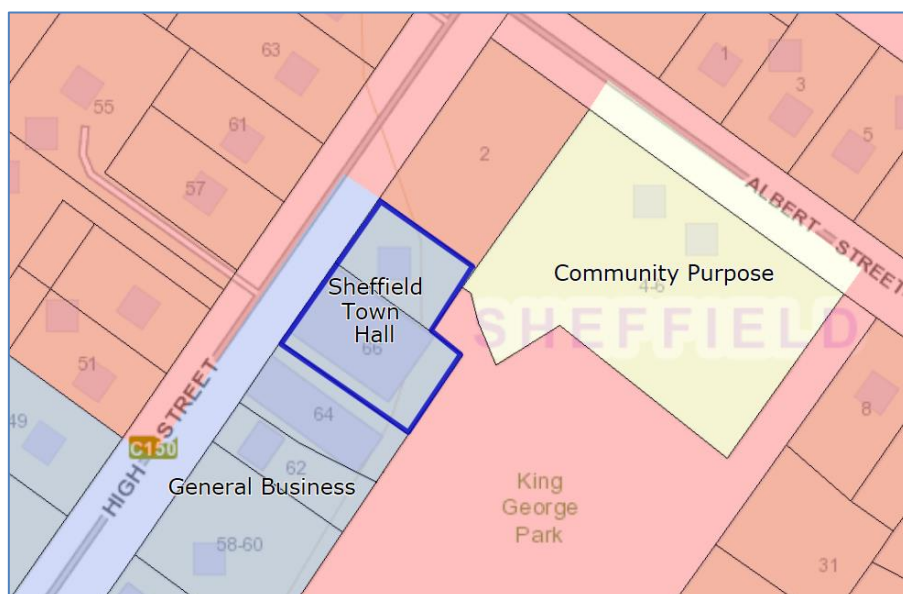


Figure 13 Community Purpose areas inappropriately zoned General Business

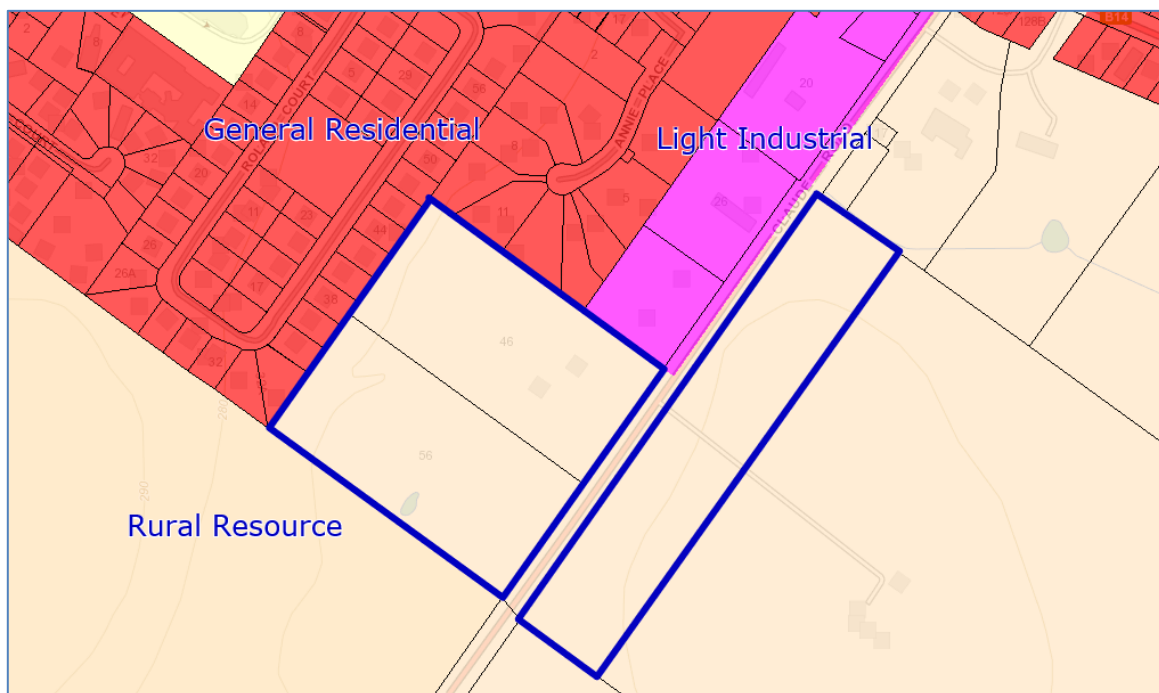
## 7.6. Light Industrial

The prediction is for a minimum of 6 new light industrial development sites with an area greater than 2000m<sup>2</sup>. A total area, greater than 1.5ha, should to be zoned Light Industrial to meet the predicted demand.

The Light industrial zone can be applied where off-site impacts are minimal or can be managed to minimise conflict or impact on the amenity of any other uses. The planning scheme requires a separation distance of only 4.0m for light industrial use from a sensitive use as the expectation is of minimal emissions.

The current industrial area in Claude Road area could be expanded to the south where there are two lots with total area of 5ha (2.5ha each). These lots are known as 46 and 56 Claude Road and are currently zoned Rural Resource. They adjoin land zoned for residential purposes to the north and the Sheffield School farm to the west. One of these lots contains a dwelling and the other is vacant. Another site in the area that may be suitable is a strip of land along the front of the property known as 43 Claude Road. This land faces the current industrial area and well as 46 and 56 Claude Road being on the opposite side of the road. It is currently zoned Rural Resource and is adjoined by land used for growing blueberries and containing an existing telecommunications tower to the north and land used for grazing purposes to the south. The balance of the title if used for agricultural activities including both cropping and grazing. The potential for conflict between industrial and agricultural activity is unlikely and the dwelling on the property is more than 200m from Claude Road.

The three land parcels with potential for future light industrial use are identified in the map in Figure 14.



**Figure 14 Lots Proposed for Future Light Industrial Development (Claude Road)**

The lot known as 46 Claude Road is within the area able to be serviced by Taswater's reticulated sewerage system but the lots known as 43 and 56 Claude Road are not. Taswater's reticulated water supply does not extend to any of the lots. The Department of State Growth's transport infrastructure services has indicated that whilst Claude Road is not a Limited Access Road, any new access will need to be designed in accordance with a Traffic Impact Assessment. The Department of State Growth has a preference for a single access to any new site rather than multiple accesses off Claude Road.

These issues with servicing, access and drainage require further investigation.



## 7.7. Future Urban

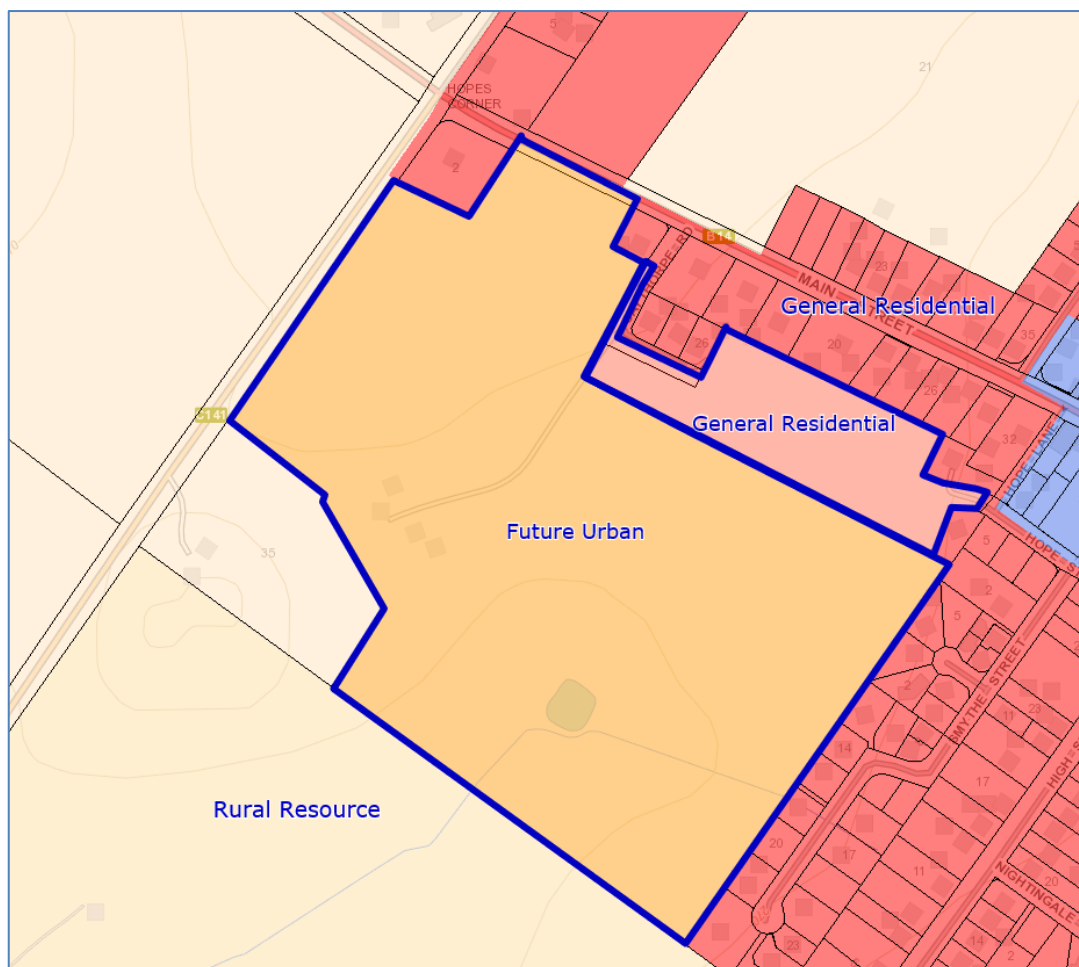
It has been brought to Council's attention that Sheffield presents as a desirable development opportunity for a retirement village, an independent gated community and higher end accommodation opportunities similar to Tall Timbers or Cradle Mountain Lodge. This type of development requires large areas of available land and this was investigated through the Sheffield Town Enhancement Project, which found the property at 8 Main Street, Sheffield to be suitable. The north eastern corner of this property has already been proposed for a change of zone from Rural Resource to General Residential to facilitate development of an alternative road link south of Main Street between Hope Street and Caythorpe Road.

The State Planning Provisions (Tasmanian Planning Scheme template) includes a new zone, the Future Urban zone. The purpose of this zone is to:

- Identify land intended for future urban use and development;
- Ensure that development does not compromise the potential for future urban use and development;
- Support the planned rezoning of land for urban use and development in sequence with the planned expansion of infrastructure.

It is appropriate to identify land with future urban development potential and ensure that this potential is not compromised by undesired development in the interim.

It is recommended that the balance of Certificate of Title 129416/1 at 8 Main Street be rezoned to Future Urban in the Kentish Local Provisions Schedule in the Tasmanian Planning Scheme as per the map in Figure 15.



**Figure 15 Areas proposed for future General Residential and Future Urban Zoning at 8 Main Street**

## 8. Street Connectivity

East west movement through Sheffield is currently solely reliant on Main Street. Should the street be closed at critical intersections, or east of Henry Street, movement through or around the town is curtailed until Main Street is reopened. There is a need to achieve better connectivity for the town.

The following street links have been identified by the Sheffield Township Enhancement Project:

- Victoria Street constructed from Henry Street through to Spring Street, with a gravel road continuing on through the Sheffield Recreation Ground north of the oval to East Victoria Street;
- Station Street extended south east through Council's Depot to Claude Road;
- Hope Street extended westward through to Caythorpe Road;
- Duff Drive extended northeast through to Tarleton Street and east to High Street utilising the existing access to the lot opposite the western end of Victoria Street;
- A route from Henry Street through the back of the Medical Centre land to Nightingale Avenue.

In light of the characteristics of the site and the nature of activity in the area, the connection from Henry Street to Nightingale Avenue already exists and will be maintained as an emergency access only.

A map showing the proposed links is shown in Figure 15. The ones marked in red have priority status and those marked in orange have secondary status. It is recommended that this diagram be inserted into the Planning Scheme as a Specific Area Plan with a requirement for development of impacted titles to include construction of these links.



**Figure 8 Street Connectivity Plan**



## 9. Conclusions

Sheffield is a service centre catering to the needs of a large rural hinterland that has developed its own tourist brand as the “murals” town.

There is adequate land zoned for residential use for the next 30 years. Additional residential development should be focussed to provide greater connectivity through construction of new roads, to minimise reliance on Main Street for movement around and through the town.

Residential diversity is provided for through provision of suburban density lots and a rural living area to the east of the urban area.

There is a shortage of land available for new tourist and business related activity and no sites available for industrial activity.

Within the existing urban footprint it is possible to provide opportunities for expanded industrial, tourism and business activity.

## 10. Recommendations

1. Extend the General Residential zone to include land between Hope Street and Caythorpe Road contained in Certificate of Title 129416/1 at 8 Main Street to facilitate development of a row of residential lots to the south of the desired road link.
2. Identify the balance of Certificate of Title 129416/1 at 8 Main Street as being zoned Future Urban in the Kentish Local Provisions Schedule in the Tasmanian Planning Scheme.
3. Extend the General Business zone to include Certificates of Title 172089/6, 28277/5, 21076/2, 27076/1, 44324/1 and 28390/1 (51, 53, 57, 61, 63 & 65 High Street).
4. Rezone Certificate of Title 173540/2 from General Business to General Residential.
5. Rezone Certificate of Title 155078/1 (King George V Park,) Certificate of Title 48880/1 at 2 Albert Street (tennis courts) and Certificate of Title 141583/1 at 4 – 6 Albert Street from General Residential and Community Purpose to Open Space.
6. Rezone Certificates of Title 207650/1 & 212211/6 at 66 High Street (Sheffield Town Hall) from General Business to Community Purpose.
7. Rezone the unused strip of land to the south east of the Bowls Club on Certificate of Title 170379/1 from Recreation to General Residential.
8. Rezone Certificates of Title 203730/1 (93 Main Street), 200238/1 (95 Main Street), 62466/2 (97 Main Street), 62466/3 (99 Main Street), 134444/1 (101 Main Street), 218897/1 (103 Main Street), 161498/1 (105 Main Street), southern portion of 161498/2 (105 Main Street), 220283/4 (107 Main Street), 118756/5 (109 Main Street), 152527/1 (82 Main Street), 229852/1 (84 Main Street), 245535/1 (88 Main Street), 245534/1 (90 Main Street), 68894/1 (92 Main Street), 130712/1 (98 Main Street), 34976/1 (100 Main Street), 242819/1 (102 Main Street), 23425081 (104-106 Main Street), 237086/1 (108 Main Street), 21670/1 (110 Main Street), eastern portion of 217748/1 (112 Main Street), 234754/1 (116 Main Street), 168161/1 (118 Main Street), 237053/2 (120 Main Street), 155423/2 (122 Main Street), 92544/1 (128 Main Street), 166552/1 (Sheffield Steam and Heritage Centre), 220303/4 (117 Main Street), 220302/5 (119 Main Street), 201145/11 (121 Main Street), 91774/3, 91774/2, 91774/1, 91774/14, 91774/13, 91774/12 and 91774/1 (111 Main Street), 160367/1, 160367/2, 160367/3, 160367/4, 91776/1, 91776/2, 91776/3, 91776/4, 91776/5, 91776/6, 91776/7, 91776/8, 91776/9, 91776/10, 91776/11, 91776/12 & 91776/13 (Off Spring Street) from General Residential, Recreation and Light Industrial to Particular Purpose to provide for tourist operations and support activities.

9. Divide the Particular Purpose zone into three precincts as follows:

- a. Sheffield Steam Heritage Precinct;
- b. Honey Factory Precinct;
- c. Tourist Retail and Services Precinct;

and appropriately allocate all of the identified land parcels to one of those precincts within the zone.

10. Investigate the suitability of Certificates of Title 105782/3 (46 Claude Road) and 105782/2 (56 Claude Road) and the front of Certificate of Title 84768/1 (43 Claude Road) for light industrial use and development and extend the light industrial zone to include these land parcels if they are deemed suitable.

11. Insert the Street Connectivity Plan into the Planning Scheme as a Specific Area Plan with a requirement to facilitate the connections upon development of any lot over which a connection is identified.

# Sheffield Land Use Strategy 2018

## Key Factors:

- ▣ Identification of suitable land uses within the Strategic Plan Area;
- ▣ Development of an efficient and effective settlement pattern;
- ▣ Retain and protect a productive agricultural enclave;
- ▣ Opportunities for tourism activities and supporting services
- ▣ Specification of areas for rezoning to accommodate anticipated and desired business and industrial expansion;
- ▣ Improve street connectivity and emergency access.

## How to be achieved:

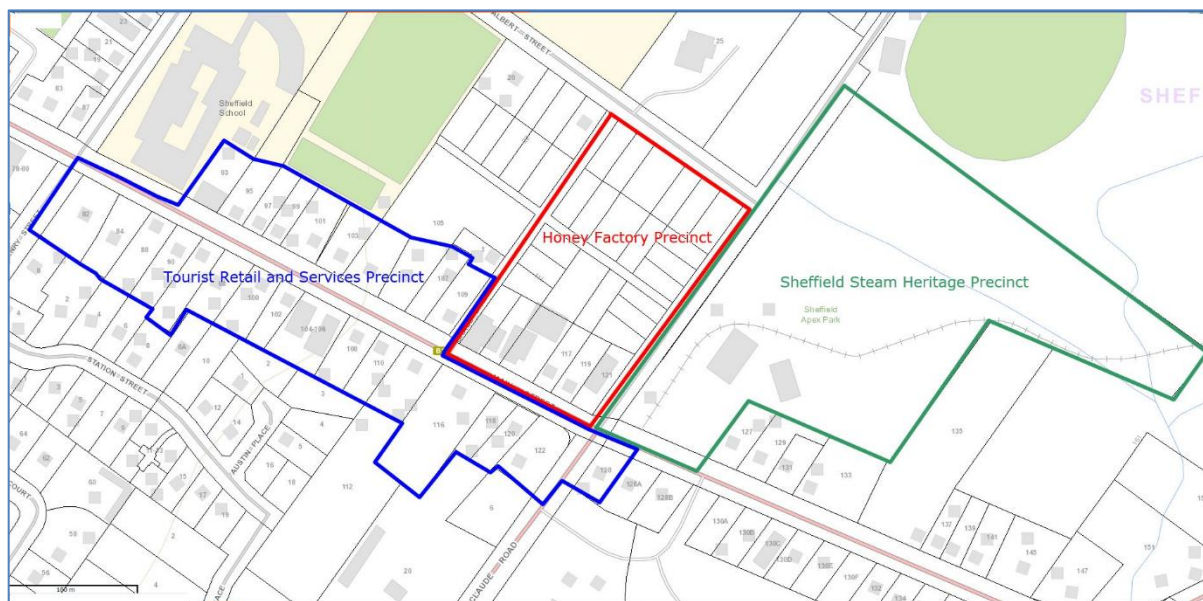
1. Rezone vacant land south east of the Bowls Club on Certificate of Title 170379/1 from Recreation to General Residential to allow consolidation with adjoining residential use.
2. Rezone land between Hope Street and Caythorpe Road contained in Certificate of Title 129416/1 to facilitate development of a row of residential lots to the south of the desired road link.
3. Identify the balance of Certificate of Title 129416/1 at 8 Main Street as being zoned Future Urban in the Kentish Local Provisions Schedule in the Tasmanian Planning Scheme.
4. Rezone Certificate of Title 173540/2 from General Business to General Residential.
5. Rezone Certificates of Title 155078/1, 141583/1 and 48880/1, which contain King George V Park and the adjoining tennis courts from General Residential and Community Purpose to Open Space.
6. Rezone Certificates of Title 207650/1 & 212211/6 from General Business to Community Purpose.
7. Rezone Certificates of Title 172089/6, 28277/5, 21076/2, 27076/1, 44324/1 and 28390/1 from General Residential to General Business.
8. Rezone Certificates of Title 203730/1 (93 Main Street), 200238/1 (95 Main Street), 62466/2 (97 Main Street), 62466/3 (99 Main Street), 134444/1 (101 Main Street), 218897/1 (103 Main Street), 161498/1 (105 Main Street), southern portion of 161498/2 (105 Main Street), 220283/4 (107 Main Street), 118756/5 (109 Main Street), 152527/1 (82 Main Street), 229852/1 (84 Main Street), 245535/1 (88 Main Street), 245534/1 (90 Main Street), 68894/1 (92 Main Street), 130712/1 (98 Main Street), 34976/1 (100 Main Street), 242819/1 (102 Main Street), 23425081 (104-106 Main Street), 237086/1 (108 Main Street), 21670/1 (110 Main Street), eastern portion of 217748/1 (112 Main Street), 234754/1 (116 Main Street), 168161/1 (118 Main Street), 237053/2 (120 Main Street), 155423/2 (122 Main Street), 92544/1 (128 Main Street), 166552/1 (Sheffield Steam and Heritage Centre), 220303/4 (117 Main Street), 220302/5 (119 Main Street), 201145/11 (121 Main Street), 91774/3, 91774/2, 91774/1, 91774/14, 91774/13, 91774/12 and 91774/1 (111 Main Street), 160367/1, 160367/2, 160367/3, 160367/4, 91776/1, 91776/2, 91776/3, 91776/4, 91776/5, 91776/6, 91776/7, 91776/8, 91776/9, 91776/10, 91776/11, 91776/12 & 91776/13

(Off Spring Street) from General Residential, Recreation and Light Industrial to Particular Purpose to provide for tourist operations and support activities.

9. Divide the Particular Purpose zone into three precincts as follows:

- a. Sheffield Steam Heritage Precinct;
- b. Honey Factory Precinct;
- c. Tourist Retail and Services Precinct; and

and appropriately allocate the identified land parcels to one of those precincts within the zone as per the diagram below.



10. Conduct a detailed site analysis of land contained in Certificates of Title Certificates of Title 105782/3 and 105782/2 and the front of Certificate of Title 84768/1 for light industrial use. Subject to a favourable outcome rezone them to Light Industrial.

11. Insert the Street Connectivity Plan, as per the diagram below, into the Planning Scheme as a Specific Area Plan with a requirement to facilitate the connections upon development of any lot over which a connection is identified.

