Prior to the commencement of the meeting, the Mayor will make the following declaration:

"I acknowledge the Tasmanian Aboriginal Community as the traditional custodians of the land on which we meet today, and pay respect to elders, past and present".

The Mayor also to advise the Meeting and members of the public that Council Meetings, not including Closed Meeting, are audio-visually recorded and published to Council's website.

CLARENCE CITY COUNCIL (PLANNING AUTHORITY) MEETING MONDAY 15 APRIL 2019

TABLE OF CONTENTS

ITEM	SUBJECT	PAGE
1.	APOLOGIES	3
2.	DECLARATIONS OF INTERESTS OF ALDERMAN OR CLOSE ASSOCIATE	3
3.	REPORTS OF OFFICERS	3
3.1	DEVELOPMENT APPLICATION D-2019/75 - 18 WENTWORTH STREET, BELLERIVE (INCLU WIRKSWORTH HOUSE AND ASSOCIATED GROUNDS) - RESIDENTIAL AGED CARE FACILI (INCLUDING RESPITE CENTRE AND INDEPENDENT LIVING UNITS), DEMOLITION OF GAR	TY RAGE, D
	Trees	4

BUSINESS TO BE CONDUCTED AT THIS MEETING IS TO BE CONDUCTED IN THE ORDER IN WHICH IT IS SET OUT IN THIS AGENDA UNLESS THE COUNCIL BY ABSOLUTE MAJORITY DETERMINES OTHERWISE

COUNCIL MEETINGS, NOT INCLUDING CLOSED MEETING, ARE AUDIO-VISUALLY RECORDED AND PUBLISHED TO COUNCIL'S WEBSITE

1. APOLOGIES

2. DECLARATIONS OF INTERESTS OF ALDERMAN OR CLOSE ASSOCIATE (File No 10-03-09)

In accordance with Regulation 8 of the Local Government (Meeting Procedures) Regulations 2015 and Council's adopted Code of Conduct, the Mayor requests Aldermen to indicate whether they have, or are likely to have a pecuniary interest (any pecuniary benefits or pecuniary detriment) or conflict of interest in any item on the Agenda.

3. REPORTS OF OFFICERS

NB: Requests for Deputations will be finalised on the Friday prior to the Meeting

3.1 DEVELOPMENT APPLICATION D-2019/75 - 18 WENTWORTH STREET, BELLERIVE (INCLUDING WIRKSWORTH HOUSE AND ASSOCIATED GROUNDS) - RESIDENTIAL AGED CARE FACILITY (INCLUDING RESPITE CENTRE AND INDEPENDENT LIVING UNITS), DEMOLITION OF GARAGE, USE OF HERITAGE LISTED BUILDINGS AS OFFICES AND REMOVAL OF HERITAGE LISTED TREES

EXECUTIVE SUMMARY

PURPOSE

(File No D-2019/75)

The purpose of this report is to consider the application made for a residential aged care facility (including respite centre and independent living units), demolition of garage, use of heritage listed buildings as offices and removal of heritage listed trees at 18 Wentworth Street, Bellerive (including Wirksworth House and associated grounds).

RELATION TO PLANNING PROVISIONS

The land is zoned Community Purpose and is subject to the Potentially Contaminated Land Code, Road and Rail Assets Code, Parking and Access Code, Stormwater Management Code, Historic Heritage Code and Inundation Prone Areas Code under the Clarence Interim Planning Scheme 2015 (the Scheme). In accordance with the Scheme the proposal is a Discretionary development.

LEGISLATIVE REQUIREMENTS

The report on this item details the basis and reasons for the recommendation. Any alternative decision by Council will require a full statement of reasons in order to maintain the integrity of the Planning approval process and to comply with the requirements of the *Judicial Review Act* and the *Local Government (Meeting Procedures) Regulations 2015.*

Note: References to provisions of the Land Use Planning and Approvals Act 1993 (the Act) are references to the former provisions of the Act as defined in Schedule 6 – Savings and transitional provisions of the Land Use Planning and Approvals Amendment (Tasmanian Planning Scheme Act) 2015. The former provisions apply to an interim planning scheme that was in force prior to the commencement day of the Land Use Planning and Approvals Amendment (Tasmanian Planning Scheme Act) 2015. The commencement day was 17 December 2015.

Council is required to exercise a discretion within the statutory 42 day period which expires on 17 April 2019 as agreed with the applicant.

CONSULTATION

The proposal was advertised in accordance with statutory requirements and 88 representations were received. Of the 88 representations, 7 were in support of the proposal. The representations have raised the following issues:

- support application;
- incorrect advertising description;
- potentially Contaminated Land Code;
- compliance with the National Environment Protection (Assessment of Site Contamination) Measure 1999;
- developer details unknown;

- lack of public consultation;
- loss of heritage values;
- overlooking and loss of privacy;
- future use of site and further expansion;
- absence of shadow diagrams;
- impacts on groundwater;
- adequacy of reticulated sewer system to cater for proposed development;
- stormwater management;
- impact of fill upon surface water run-off;
- density of development;
- compliance with Discretionary Use Standard;
- compliance with previous permits;
- compliance with Heritage Works Guidelines;
- non-compliance with recommendations of Heritage and Landscape Reports;
- lack of supporting Heritage Reports;
- creation of wind tunnel effect;
- access for fire fighting vehicles;
- impact on natural values;
- location of development;
- loss of public land;
- anti-social behaviour of occupants;
- lack of parking and impact upon surrounding traffic network;
- safe intersecting sight distance;
- loss of property values;
- suggested alternative uses for the site;
- lack of transparency;
- lack of provision for emergency vehicles;
- inappropriate use of Wirksworth House;
- noise impact upon surrounding residences;
- concern over facility provider;
- eviction of Department of Education;
- tree safety concerns;
- proximity to Bottle Shop and High School;
- future access from South Street;
- lack of bicycle facilities; and
- up-keep of Wirksworth House.

RECOMMENDATION:

- A. That the Development Application for a residential aged care facility (including respite centre and independent living units), demolition of garage, use of heritage listed buildings as offices and removal of heritage listed trees at 18 Wentworth Street, Bellerive (including Wirksworth House and associated grounds) (Cl Ref D-2019/75) be approved subject to the following conditions and advice.
 - 1. GEN AP1 ENDORSED PLANS.

- 2. The "Residential" use (Residential aged care, respite centre and independent living units) must only occur in conjunction with the "Business and professional services" (Offices for community-based organisations) use conducted within "Wirksworth House" unless otherwise permitted by the Planning Scheme.
- 3. GEN AM1 NUISANCE.
- 4. All external surfaces must be finished in non-reflective, muted, earthy colours. Prior to the issue of a building permit or a certificate of likely compliance (CLC) for building works a schedule of colours must be submitted and approved by Council's Manager City Planning.
- 5. GEN M14 STORAGE AREAS.
- 6. GEN AM7 OUTDOOR LIGHTING.
- 7. All new side boundary fencing located within 4.5m of a road frontage must not exceed 1.5m in height and the section of fencing above 1.2m in height must be at least 50% transparent.
- 8. GEN S1 SIGN CONSENT.
- 9. A tree replanting plan for the trees identified for removal and staged replacement as shown on the Tree Management Plan Drawing No 1746_02 prepared by HBV Architects and dated February 2019, must be submitted to and approved by Council's Manager City Planning prior to the removal of any trees on the property. The replanting plan must provide for the staged replacement of those trees identified for removal with advanced species in accordance with the recommendations made within the Wirksworth Estate Landscape Report prepared by P Barwick and dated August 2018. Replanting must occur in accordance with the approved tree replanting plan.
- 10. No trees are to be removed from the site other than those stipulated on the Tree Management Plan Drawing No 1746_02 prepared by HBV Architects and dated February 2019, unless exempt by the planning scheme.
- 11. A Landscape Plan must be submitted to and approved by Council's Manager City Planning prior to the issue of a building permit or a certificate of likely compliance (CLC) for building works. The plan must be to scale and show:
 - a north point;
 - proposed driveways, paths, buildings, car parking, retaining walls and fencing;
 - any proposed rearrangement of ground levels;
 - the landscaping of the car parking and circulation areas to an amount of no less than 5% of the area of the carparks;

- details of proposed plantings including botanical names and the height and spread of canopy at maturity; and
- estimated cost of the landscaping works.

All landscaping works must be completed and verified as being completed by Council prior to the commencement of the use.

All landscape works must be maintained:

- in perpetuity by the existing and future owners/occupiers of the property;
- in a healthy state; and
- in accordance with the approved landscape plan.

If any of the vegetation comprising the landscaping dies or is removed, it is to be replaced with vegetation of the same species and, to the greatest extent practicable, the same maturity, as the vegetation which died or which was removed.

- 12. LAND 3 LANDSCAPE BOND (COMMERCIAL).
- 13. Prior to the commencement of the development, a Construction Management Plan must be submitted and approved by Council's Group Manager Engineering Services. The Construction Management Plan must include the following:
 - public safety, amenity and site security;
 - air and dust management;
 - operating hours, noise and vibration controls;
 - stormwater and sediment control;
 - the management of waste collection;
 - car parking and traffic management during the construction stage;
 - measures to protect trees to be retained as part of the landscaping; and
 - measures to minimise the impact of construction vehicles arriving and departing from the site.
- 14. The design of bicycle parking spaces must be to the class specified in table 1.1 of AS2890.3-1993 Parking facilities Part 3: Bicycle parking facilities in compliance with Section 2 "Design of Parking Facilities" and Clauses 3.1 "Security" and 3.3 "Ease of Use" of the same Standard and be located within 30m of the main building entrance. Plans demonstrating compliance with this condition must be submitted to and approved by Council's Group Manager Engineering Services prior to the issue of a building permit or a certificate of likely compliance (CLC) for building works.
- 15. ENG A1 NEW CROSSOVER [TSD-R09 (Urban) 6m wide].
- 16. ENG A5 SEALED CAR PARKING.

- 17. ENG A7 REDUNDANT CROSSOVER.
- 18. ENG S1 INFRASTRUCTURE REPAIR.
- 19. ENG M1 DESIGNS DA [Access, car parking and driveways in accordance with AS/NZS 2890.1:2004 Parking Facilities Part 1: Offstreet car parking, service upgrades or relocations and carpark lighting in accordance with AS/NZS 1158.3.1:2005 Lighting for roads and public spaces Part 3.1: Pedestrian area (Category P) lighting].
- 20. ENG M5 EROSION CONTROL.
- 21. On-site stormwater detention facilities must be included as part of the engineering design drawings required by Condition 21 that provides for a reduction in the instantaneous stormwater runoff from the development. This must include hydraulic design calculations demonstrating the appropriateness and efficiency of the proposed onsite stormwater detention facilities. The on-site stormwater detention facilities may include rain water tanks, WSUD areas and underground storage in oversized stormwater pipes.
- 22. All stormwater runoff from impervious surfaces within the site must be treated and discharged from site using Water Sensitive Urban Design principles to achieve stormwater quality and quantity targets in accordance with the State Stormwater Strategy 2010. Detailed engineering designs accompanied with a report on all stormwater design parameters and assumptions (or the MUSIC model) must be submitted to Council's Group Manager Engineering Services for approval prior to the issue of a building or plumbing permit. This report is to include the maintenance management regime/replacement requirements for the treatment facility.
- 23. The development must meet all required Conditions of Approval specified by TasWater notice dated 25 February 2019 (TWDA 2019/00171-CCC).
- 24. The development must meet all required Conditions of Approval specified by the Tasmanian Heritage Council Notice of Decision dated 8 April 2019 (THC Works Reference: 5854).

ADVICE 17 – ABORIGINAL RELICS ADVICE.

B. That the details and conclusions included in the Associated Report be recorded as the reasons for Council's decision in respect of this matter.

DEVELOPMENT APPLICATION D-2019/75 - 18 WENTWORTH STREET, BELLERIVE (INCLUDING WIRKSWORTH HOUSE AND ASSOCIATED GROUNDS) - RESIDENTIAL AGED CARE FACILITY (INCLUDING RESPITE CENTRE AND INDEPENDENT LIVING UNITS), DEMOLITION OF GARAGE, USE OF HERITAGE LISTED BUILDINGS AS OFFICES AND REMOVAL OF HERITAGE LISTED TREES /contd...

ASSOCIATED REPORT

1. BACKGROUND

The site is developed with a 2 storey sandstone Victorian Italianate house constructed in 1888 known as "Wirksworth House". Two outbuildings associated with Wirksworth House originally containing services, stables and a coach house are located to the rear of the building.

The property was occupied by various families until 1939 when the State Government purchased the property for community use purposes. The property was used for school camps and ancillary uses which ceased in May 2006. The property was listed on the Tasmanian Heritage Register in 1995.

The following permit history relates to the site:

- D-2006/192: permit issued for restoration work.
- D-2006/418: permit issued for demolition of shed, new garage and storage building, redevelopment of carpark, landscaping and renovations to the heritage listed outbuildings.
- D-2016/430 / A-2006/16: combined planning scheme amendment and planning permit enabling Wirksworth House to be used for State Government offices.
- D-2016/127: permit issued for the conversion of Wirksworth House from Government offices to general offices for non-government organisations.

2. STATUTORY IMPLICATIONS

- **2.1.** The land is zoned Community Purpose under the Scheme.
- **2.2.** The proposal is discretionary because it does not meet the Acceptable Solutions under the Scheme relating to use, hours of operation, stormwater management, heritage and inundation. The proposal also forms a Discretionary use in the Community Purpose Zone.
- **2.3.** The relevant parts of the Planning Scheme are:
 - Section 8.10 Determining Applications;
 - Section 17.0 Community Purpose Zone;
 - Section E2.0 Potentially Contaminated Land Code;
 - Section E5.0 Road and Rail Assets Code;
 - Section E6.0 Parking and Access Code;
 - Section E7.0 Stormwater Management Code;
 - Section E13.0 Historic Heritage Code; and
 - Section E15.0 Inundation Prone Areas Code.
- **2.4.** In relation to the Potentially Contaminated Land Code, the site may have been used for potentially contaminating activities in the past including a gas works, wastewater treatment, a concrete batching plant and for landfill in a former quarry used to cut sandstone for the construction of Wirksworth House.

The contaminating activities are identified in the Conservation Plan (1996) and repeated in Section 3 of the Historic Heritage Assessment (HHA). The HHA asserts that these activities were associated with the original construction and use of the site for a residential house.

Council's Heritage Advisor and the Environmental Protection Authority (EPA) have advised that the known contaminating activities were associated with the former residential use of the property.

Accordingly, the activities discussed above would not meet the definition of a potentially contaminated activity under Clause E2.3 of the Potentially Contaminated Land Code because the activities were carried out as part of a residential use.

2.5. Council's assessment of this proposal should also consider the issues raised in any representations received, the outcomes of the State Policies and the objectives of Schedule 1 of the *Land Use Planning and Approvals Act*, 1993 (LUPAA).

3. PROPOSAL IN DETAIL

3.1. The Site

The subject site is a 3.44ha irregularly shaped lot fronting the northern side of Alexandra Esplanade, the southern side of South Street and the western side of Wentworth Street. The site is generally flat with the heritage listed "Wirksworth House" located in the north-eastern corner of the site. "Wirksworth House" is currently used as offices for the Department of Education. Two outbuildings associated with "Wirksworth House" originally containing services, stables and a carriage house are located to the rear of the building. A contemporary garage and 2 timber bunkhouse buildings were established during the education department period and are located to the rear of the main heritage building.

The remaining buildings include a former caretaker's cottage fronting Alexandra Esplanade, cabins and a storage building directly south of the former stables. The former caretaker's cottage is not connected to the original "Wirksworth House" building and is not heritage listed.

"Wirksworth House" is located within an extensive grassed setting containing mature plantings many of which are established on linear alignments. The trees and collective landscape have been found to have historical, aesthetic and social values as identified with the HHA. The plantings are a major component of the park-like planting across the site that occurred as part of the Victorian mansion and education department periods.

3.2. The Proposal

The proposal is for an integrated residential aged care, respite centre and independent living units and includes housing and support services for the elderly. The applicant describes the proposal as "... a specific response to the diverse and varied need for services that provide specialised housing support, personal care, social support and health care for the disadvantaged in our community".

The proposal involves the reuse of "Wirksworth House" for housing support and outreach services run by community based organisations and would include administration offices, consulting and meeting rooms, offices for in home care and counselling services. The offices would be accommodated over the 2 levels totalling a floor area of 472m². The laundry building to the rear is proposed to be used as a training/meeting facility directly in association with the office based activities. The stable building and existing cabins would be used for storage also directly in association with the office based activities. No physical works are proposed to the Wirksworth House building.

Hours of operation for Wirksworth House would be from 7.30am to 5pm. The residential aged care facility would operate 24 hours, 7 days a week; however it is intended to be staffed between 7.00am and 10.00pm, 7 days a week. Delivery vehicle movements associated with the residential aged care and office based activities would occur between 7.00am to 5.00pm Monday to Friday.

It is proposed to develop the western half of the site with a residential aged care facility and day respite facility. The new buildings would include:

- 16 high care residential rooms with communal dining room located on the south-western area of the site:
- 24 general residential care rooms with communal dining rooms located on the north-western area of the site;

- 10 one bedroom independent living units located on the southern area of the site;
- café/kitchen/dining/lounge/laundry building located centrally on the site;
- resident recreation and respite facilities/staff facility building located centrally on the site;
- general office, dispensary and consultation building located centrally on the site; and
- associated infrastructure, access roads civil works and landscaping.

The buildings would be designed to provide as follows:

- With the exception of the proposed administration building, which includes a small first floor, all buildings would be single storey.
- The administration building including café, communal dining room, recreation and respite facilities and general offices would be accommodated within 3 linked buildings located centrally within the residential facility and would have a maximum height of 7.65m above natural ground level with a total floor area of 2,958m².
- The independent living units, high care and general care residential units would have a total floor area of 480m², maximum height of 6.8m above natural ground level. The buildings would be setback in excess of 3m from the southern, western and northern side boundaries.
- External materials would include brick masonry; oil finished and painted timber cladding with "Colorbond" roofing.

A total of 67 on-site car parking spaces would be provided including 42 spaces in the existing carpark adjacent to Wirksworth House and an additional 25 spaces around the residential facility.

It is also proposed to demolish the modern garage attached to the historical stables and coach house to improve the heritage values of the site.

It is proposed to remove a total of 65 mature trees across the site as identified in Drawing No 1746_02 (Tree Management Plan). The tree management plan shows those trees to be retained and managed in accordance with the Landscape Report, along with the existing trees to be subject to staged replacement in accordance with the recommendations made within the Landscape Report. A Landscape Concept Plan has also been provided for the site providing for the landscape management arrangements across the whole site.

The site would be owned and developed by the Crown and managed under lease by an approved community-based support and aged care provider. The development is not proposed to be staged.

A Traffic Impact Assessment (TIA) has been prepared by Midson Traffic and dated August 2018. Vehicle access to the residential facility is proposed via a new 5.5m wide sealed vehicle access crossover from Alexandra Esplanade. The existing vehicle crossover on Alexandra Esplanade would be removed. The existing access from Wentworth Street and associated carpark would be retained to service the office based uses within Wirksworth House. The TIA concludes that traffic generated by the proposed development would not have any significant impact upon the safety or efficiency of the road network and that adequate on-site car parking is provided to satisfy the Scheme requirement.

A Site Servicing Report (SSR) has been prepared by JMG dated August 2018. It is proposed to divert an existing stormwater main within the site around the northern side of the proposed development. Overland flow from the eastern side of the site would be managed clear of the proposed development through the road way and carpark area into Alexandra Esplanade.

4. PLANNING ASSESSMENT

4.1. Determining Applications [Section 8.10]

authority must, in addition to the matters required by s51(2) of the Act, take into consideration:

"8.10.1 In determining an application for any permit the planning

- (a) all applicable standards and requirements in this planning scheme; and
- (b) any representations received pursuant to and in conformity with ss57(5) of the Act;

but in the case of the exercise of discretion, only insofar as each such matter is relevant to the particular discretion being exercised".

Reference to these principles is contained in the discussion below.

4.2. Compliance with Zone and Codes

The use of the land for "Residential" purposes is a discretionary use in the Community Purpose Zone on the qualification it provides for "residential aged care, a respite centre or retirement village, or multiple dwellings for the aged or community housing". The proposed residential component would provide for residential aged care, a respite centre and multiple dwellings for the aged therefore, satisfies the use qualification.

The proposal meets the Scheme's relevant Acceptable Solutions of the Community Purpose Zone, Road and Rail Assets Code, Parking and Access Code, Stormwater Management Code, Historic Heritage Code and Inundation Prone Ares Code with the exception of the following.

Community Purpose Zone

Clause	Standard	Acceptable Solution	Proposed
17.3.1	Hours of	Hours of operation of a use	Does not comply - hours
A1	Operation	within 50m of a residential	of operation for
		zone must be within:	Wirksworth House (office
			based use) would be from
		(a) 8.00am to 8.00pm	7.30am to 5.00pm Monday
		Mondays to Fridays	to Friday.
		inclusive;	
		(b) 9.00am to 6.00pm	
		Saturdays;	

(c) 1	0.00am	to	5.00pm	The residential aged care
5	Sundays	and	Public	facility, respite centre and
I	Holidays;			multiple dwellings for the
	•			aged would operate 24
excep	t for	office	and	hours, 7 days a week.
admir	nistrative t	asks.		

The proposed variation must be considered pursuant to the Performance Criteria (P1) of the Clause 17.3.1 as follows.

Performance Criteria	Proposal
"P1 - Hours of operation of a use within	The residential aged care facility would
50m of a residential zone must not have	be located within 50m of General
an unreasonable impact upon the	Residential zoned properties located to
residential amenity of land in a residential zone through commercial	the north, west and south.
vehicle movements, noise or other	The residential occupation of the new
emissions that are unreasonable in their	buildings would be consistent with the
timing, duration or extent".	prevailing land use context which is
	primarily single, multiple dwelling and
	multi-storey flats interspersed with
	education and recreation uses.
	The communal elements of the design
	have been located centrally within the
	development site away from surrounding
	residential properties. This will ensure noise and commercial vehicle
	movements associated with the
	communal, respite and administrative
	functions do not cause an unreasonable
	loss of residential amenity to the
	surrounding residential properties.

Clause	Standard	Acceptable Solution	Proposed
17.3.5 A1	Discretionary Use	No Acceptable Solution.	Does not comply - Residential use for residential aged care, respite centre and multiple dwellings for the aged fall within the "Residential" use class.
			The use satisfies the residential uses qualification for the zone and is discretionary under the Use Table 17.2.

The proposed variation must be considered pursuant to the Performance Criteria (P1) of the Clause 17.3.5 as follows.

Performance Criteria	Proposal
"P1 - Discretionary use must	The proposed use would provide for the
complement and enhance the use of the	continuation of the use of the land for
land for community purposes by	community purposes. The introduction
providing for facilities and services that	of a residential use will contribute and
augment and support Permitted use or	improve the community use of the land
No Permit Required use".	through the provision of social housing
	infrastructure reliant upon the adjacent
	community support uses. The proposal
	would provide facilities and services that
	respond to the identified housing need
	consistent with Tasmania's Affordable
	Housing Strategy. The proposed
	discretionary use would augment and
	support the permitted uses as residents
	will be able to access the housing and
	community support services provided
	within Wirksworth House. For the
	above reasons, the proposed
	development would satisfy the tests
	provided under Clause 17.3.5 P1.

Stormwater Management Code

Clause	Standard	Acceptable Solution	Proposed
E7.7.1 A2	Stormwater Drainage	A stormwater system for a new development must	Does not comply - the size of new impervious areas
A2	and	incorporate water sensitive	would exceed 600m ² and
	Disposal	urban design principles R1 for the treatment and disposal	new car parking is provided for more than 6
		of stormwater if any of the	cars.
		following apply:	It is not proposed to treat
		(a) the size of new impervious area is more than 600m ² ;	run-off from roof areas however, stormwater run- off from roadways and
		(b) new car parking is provided for more than 6 cars;	carparks is proposed to be treated prior to entering the public stormwater
		(c) a subdivision is for more than 5 lots.	infrastructure. The treatment method would
			consist of water sensitive urban designed bio-
			retention swales.

The proposed variation must be considered pursuant to the Performance Criteria (P2) of the Clause E7.7.1 as follows.

Performance Criteria	Proposal
"P2 - A stormwater system for a new development must incorporate a stormwater drainage system of a size and design sufficient to achieve the stormwater quality and quantity targets in accordance with the State Stormwater Strategy 2010, as detailed in Table E7.1 unless it is not feasible to do so".	Council's Development Engineer has considered the proposal and has considered that stormwater run-off from roadways and carparks will be required to undergo quality treatment prior to discharge into Council's stormwater system.
	Run-off from roof areas will not require such treatment as roof run-off is not subject to the same degree of contaminants. Stormwater run-off from the roadways and carparks is proposed to be treated with water sensitive urban designed bio-retention swales. Limited forms of on-site detention are proposed in the form of rain water tanks, oversized stormwater pipes and roadside swales.
	The SSR provides sufficient information to demonstrate that the proposed roadway and car park run-off to open swales will achieve well in excess of the stormwater quality targets outlined under Table E7.1 of the Code.

Historic Heritage Code

Clause	Standard	Acceptable Solution	Proposed
E13.7.1	Demolition	No Acceptable Solution.	Does not comply - it is
A1			proposed to demolish a
			modern "Colorbond"
			garage attached to the
			historic stables and coach
			house building located to
			the rear of "Wirksworth
			House".

The proposed variation must be considered pursuant to the Performance Criteria (P1) of the Clause E13.7.1 as follows.

Performance Criteria	Proposal
"P1 - Demolition must not result in the loss of significant fabric, form, items, outbuildings or landscape elements that contribute to the historic cultural heritage significance of the place unless all of the following are satisfied;	See below assessment.
(a) there are, environmental, social, economic or safety reasons of greater value to the community than the historic cultural heritage values of the place;	The garage proposed for removal is not of heritage value and is considered to diminish the interpretation of significant heritage forms and fabric.
(b) there are no prudent and feasible alternatives;	Although the removal of the garage is not required to facilitate the proposed development, its removal is sought to improve the heritage value of the site through removal of unsympathetic modern elements from the cluster of heritage listed buildings confined to the northern end of the site.
(c) important structural or façade elements that can feasibly be retained and reused in a new structure, are to be retained;	The garage is currently attached to the historic stables and coach house. To ensure the historically significant façade elements of the heritage building fabric remains intact, the Tasmanian Heritage Council (THC) have recommended that where the garage structure is disconnected from heritage fabric, that it is made good using materials that are compatible with existing sandstone masonry. The Tasmanian Heritage Notice of Decision includes a condition to this effect. Council's Heritage Advisor supports this condition.
(d) significant fabric is documented before demolition".	No significant heritage fabric is expected to be impacted by the proposed garage removal. The condition referred to above will ensure the sandstone heritage fabric of the existing attached buildings is made good should it be disturbed.

Clause	Standard	Acceptable Solution	Proposed
E13.7.2	Buildings	No Acceptable Solution.	Does not comply - the
A1	and Works		proposal is for a new
	other than		residential aged care
	Demolition		facility, tree removal and
			landscaping. Given there
			is no Acceptable Solution,
			consideration is required
			against the Performance
			Criteria.

The proposed variation must be considered pursuant to the Performance Criteria (P1) of the Clause E13.7.2 as follows.

Performance Criteria	Proposal
"P1 - Development must not result in	See below assessment.
any of the following:	
(a) loss of historic cultural heritage significance to the place through incompatible design, including in height, scale, bulk, form, fenestration, siting, materials, colours and finishes;	The proposal has been assessed by Council's Heritage Advisor who considers the proposed new works (residential aged care buildings) would be clearly distinguishable from the heritage building ("Wirksworth House" and associated outbuildings). The proposed new buildings would also be considerably distanced from significant heritage buildings and screened by existing and supplementary vegetation as previously discussed.
	In relation to the heritage significance of the place (ie Wirksworth Grounds), Council's Heritage Advisor has advised that the proposed design appears to resonate with the eclectic domestic-scaled forms that currently surround the subject site. Appropriate articulation of the development as a whole appears to assist with its integration into the predominant scenery within the vicinity of heritage buildings and environs.
	The THC have recommended that the front fence be constructed from non-reflective materials in a neutral colour in mid-dark tone to ensure this element is visually recessive so as to not intrude on the setting of the heritage place. Council's Heritage Advisor supports this condition.

(b) substantial diminution of the historic cultural heritage significance of the place through loss of significant streetscape elements including plants, trees, fences, walls, paths, outbuildings and other items that contribute to the significance of the place".

The HHA, Tasmanian Heritage Council (THC) Data Sheet and Historic Heritage Code identify that the historical values of the site relate to "Wirksworth House", outbuildings and surrounding setting. The western portion of the site was not incorporated into Wirksworth until the mid-twentieth century. The HHA identifies that 2 key phases of plantings have occurred on the site, a number of pines planted in c.1915 and younger trees planted in 1945. Several trees were established by 1946 and are considered to date from the c.1915 period.

A number of identified significant trees and hedgerows are proposed to be removed as part of the development. However, the 3 main hedgerows lining Alexandra Esplanade, Wentworth Street and centrally within the development site are proposed to be subject to staged replacement in accordance with the recommendations made within the Wirksworth Estate Landscape Report as these hedgerows are nearing the end of their lifespan. development of a replanting schedule for the trees to be removed is recommended by Council's Heritage Advisor to ensure the hedgerows continue to ensure the landscape contribution of these trees is maintained.

The THC have also included conditions dealing with tree protection measures to protect several significant trees (trees 32, 33, 34 and 35 identified on drawing no 1746_02 by HBV). Council's Heritage Advisor supports the recommendations of the THC relating to tree protection measures.

Clause	Standard	Acceptable Solution	Proposed
E13.7.2	Buildings	No Acceptable Solution.	Does not comply - the
A2	and Works		proposal is for a new
	other than		residential aged care
	Demolition		facility, tree removal and
			landscaping. Given there
			is no Acceptable Solution,
			consideration is required
			against the Performance
			Criteria.

The proposed variation must be considered pursuant to the Performance Criteria (P2) of the Clause E13.7.2 as follows.

Performance Criteria	Proposal
"P2 - Development must be designed to	See below assessment.
be subservient and complementary to the place through characteristics including:	
(a) scale and bulk, materials, built form and fenestration;	Council's Heritage Advisor has advised that the proposed design would be consistent with the domestic-scaled forms that prevail within the surrounding area. Appropriate articulation of the development as a whole appears to diffuse the scale of the development which, in turn, assists with its visual integration into the lesser prominent portions of the site.
(b) setback from frontage;	The majority of proposed development is set well back within internal portions of the subject site. Development within proximity to Alexandra Street (the frontage) is of similar proportion to adjoining properties and would not significantly impact upon street vistas or dominate views to or from the site.
(c) siting with respect to buildings, structures and listed elements;	Council's Heritage Advisor has advised that the location of the development within internal portions of the subject site affords appropriate distance from heritage listed structures and significant streetscape/landscape elements.

(d) using less dominant materials and	Council's Heritage Advisor has advised
colours".	that the proposed building forms and
	construction elements appear to be
	appropriately articulated and reflect
	those that exist within adjoining
	properties. Inclusion of key conditions
	for muted earthy colour schemes will
	assist with less visual dominance and
	subservient appearance within the
	heritage place. A condition has been
	included requiring the production of a
	colour schedule.

Clause	Standard	Acceptable Solution	Proposed
E13.7.2	Buildings	No Acceptable Solution.	Does not comply - the
A3	and Works		proposal is for a new
	other than		residential aged care
	Demolition		facility, tree removal and
			landscaping. Given there
			is no Acceptable Solution,
			consideration is required
			against the Performance
			Criteria.

The proposed variation must be considered pursuant to the Performance Criteria (P3) of the Clause E13.7.2 as follows.

Performance Criteria	Proposal
"P3 - Materials, built form and fenestration must respond to the dominant heritage characteristics of the place, but any new fabric should be readily identifiable as such".	Council's Heritage Advisor has advised that the proposed building forms, fenestration and construction elements
	Inclusion of a condition requiring the use of muted earthy colours for all external surfaces will assist with less visual dominance and subservient appearance within the heritage place.
	Given the developments distance from existing heritage building stock, it would be inappropriate to enforce reference to a predominant architectural style.

The landscape setting of the place,
however, warrants inclusion of key
conditions for muted earthy colour
schemes that will assist with less visual
dominance and subservient appearance
within the heritage place.

Inundation Prone Areas Code

Clause	Standard	Acceptable Solution	Proposed
E15.7.5	Riverine	For landfill, or solid walls	Does not comply - the
A1	Inundation	greater than 5m in length and	proposal includes solid
	Hazard	0.5m in height, there is no	walls exceeding 5m in
	Areas	acceptable solution.	length within the identified
			riverine inundation hazard
			area.

The proposed variation must be considered pursuant to the Performance Criteria (P1) of the Clause E15.7.5 as follows.

Performance Criteria	Proposal
"P1 - Landfill, or solid walls greater	See below assessment.
than 5 m in length and 0.5m in height,	
must satisfy all of the following:	
(a) no adverse effect on flood flow over	Council's Development Engineer has
other property through	advised that as a result of the diversion
displacement of overland flows;	of the existing overland flow path into 2,
	flood flows would be reduced and
	accordingly would not have any adverse
	impact on flood flow to the site or
	adjacent properties.
(b) the rate of stormwater discharge	The SSR indicates that the rate of
from the property must not	stormwater discharge would be
increase;	decreased as a result of the overland
	flow path channelisation and diversion.
(c) stormwater quality must not be	The SSR demonstrate that stormwater
reduced from pre-development levels".	quality post-development would be
leveis .	significantly reduced when compared
	with pre-development levels and achieve compliance with the acceptable
	compliance with the acceptable stormwater quality targets provided in
	Table E7.1 of the Stormwater
	Management Code. Council's
	Development Engineer supports the
	findings within the SSR in this respect.
	mangs within the box in this respect.

Clause	Standard	Acceptable Solution	Proposed
E15.7.5 A2	Riverine Inundation Hazard Areas	No Acceptable Solution.	Does not comply – given there is no acceptable solution to satisfy, consideration is required under the corresponding
			performance criteria.

The proposed variation must be considered pursuant to the Performance Criteria (P2) of the Clause E15.7.5 as follows.

Performance Criteria	Proposal
"P2 - Mitigation measures, if required,	See below assessment.
must satisfy all of the following:	
(a) be sufficient to ensure habitable rooms will be protected from flooding and will be able to adapt as sea levels rise;	The finished floor levels for all habitable buildings have been designed to be 300mm above the 1% AEP event peak flood levels as identified in Council's flood mapping. The architectural drawings include finished floor level details demonstrating compliance with Clause E15.7.4 A1 with respect to finished floor level requirements.
(b) not have a significant effect on flood flow".	Section 13.8 of the Local Government Authorities Subdivision Guidelines requires open drains or open channels to be designed so that flood flow based on a 1% AEP event shall be no more than 1.5 (Velocity relative to depth). The Site Servicing Report includes a channel flow analysis indicating that the maximum flow rate through both stormwater channels would be no greater than 0.41 therefore, complies with best practice guidelines for flow rates.

5. REPRESENTATION ISSUES

The proposal was advertised in accordance with statutory requirements and 88 representations were received. The following issues were raised by the representors.

5.1. Support Application

A total of 8 representations were received in favour of the development. Of those in support, the comments are founded on the site forming an appropriate location for an aged care facility given its proximity to services and facilities.

• Comment

Comments noted.

5.2. Incorrect Advertising Description

A representor has raised concern that the description of the property address is misleading as it makes reference to "Wentworth Park".

• Comment

The application was originally advertised on 6 March 2019 with the location description referencing "18 Wentworth Street, Bellerive (including Wirksworth House and Wentworth Park)'. Early in the advertising process it was identified that the original advertisement incorrectly referred to Wentworth Park and was accordingly readvertised on 16 March 2019 to remove reference to this park and instead referred to "Wirksworth House and associated grounds".

5.3. Potentially Contaminated Land Code

Concern is raised that an Environmental Site Assessment (ESA) has not been undertaken as required by the Potentially Contaminated Land Code. The representor suggests the Code applies as fill material has been witnessed being deposited on the eastern half of the site over several years circa 1990 before being covered with further imported soil and on-site cut and fill material. It is alleged that the fill material may contain asbestos. It is further alleged that more fill was imported to full subsidence holes in the area of the proposed development.

Comment

The identified contaminating activities that occurred as part of the use of the residential use of Wirksworth House have been discussed previously under Section 2.4 of this report, which explains why the Potentially Contaminated Land Code does not apply to the assessment of this application.

5.4. Compliance with the National Environment Protection (Assessment of Site Contamination) Measure 1999

Concern is raised that the proposal fails to comply with the requirements of the National Environment Protection (Assessment of Site Contamination) Measure 1999 (NEPM) which forms a State Policy. The representor suggests that an ESA will be required to determine the proposal against this State Policy.

Comment

The NEPM sets out a framework for assessment of contamination and the risk to human health and the environment, and the methods for managing contamination. The NEPM has effect as a State Policy in Tasmania under Section 12A of the State Policies and Projects Act 1993. The LUPAA requires a planning scheme to be prepared in accordance with State Policies. In this case, the Potentially Contaminated Land Code developed in consultation with the EPA has been developed to accord with the NEPM. There is no requirement for an ESA as the proposed development is exempt from the Potentially Contaminated Land Code.

However, where a planning authority considers an application in relation to known or potentially contaminated land, the applicant may be required to refer to the proposal to the EPA for a third party review. The EPA has confirmed that no contaminating activities are known to have occurred at the site.

5.5. Developer Details Unknown

Several representors have queried the lack of reference in the application as to who will be responsible for developing the site.

• Comment

The applicant for the application is Crown Land Services. A letter accompanying the application was also signed by Crown Land Services providing land owner consent to make the application in accordance with the requirements of Section 52(1B) of the Act.

The Act does not require any reference to be made in the application as to who will be responsible for the ultimate development of the site. However, the applicant's planning report advises that the site would be developed by the Crown (Department of Health and Human Services) which is responsible for the provision of affordable and secure housing within Tasmania for low income earners or people with special needs. However, this has no determining weight.

5.6. Lack of Public Consultation

Representors have raised concern over the lack of public consultation regarding the proposed development and inconsistency in the information provided by the State Government in terms of the number of units to occupy the site and location of such a facility. The selection of the site over other sites such as Huntingfield or Kingston has also been queried.

Comment

The application has been publicly exhibited in accordance with the Act and the Land Use Planning Regulations 2014. Whilst Council has no power to require additional consultation, the applicant has advised they have undertaken significant consultation with the local community.

5.7. Loss of Heritage Values

A key concern raised is that the proposed development will compromise the heritage values of the site specifically in relation to loss of trees.

Comment

As discussed previously, Council's Heritage Advisor and the Tasmanian Heritage Council consider that there will be no significant impact upon the heritage values of the site as a result of the removal of trees, especially in recognition that many of the trees identified for removal are near the end of their lifespan.

5.8. Overlooking and Loss of Privacy

Concern is raised that the proposed development will cause overlooking and loss of privacy for residences adjoining the development site to the north, west and south.

Comment

The design of the high care, residential care and independent living units located along the western, southern and northern boundaries of the site would be single storey with a maximum height of 6.83m above natural ground level. The height and setback of the buildings comply with the Acceptable Solutions for building height and setback within the Community Purpose Zone. The Scheme therefore provides no mechanism to consider overlooking impact.

Notwithstanding the above, all windows facing adjoining residential properties would be located at ground level thereby minimising overlooking potential. The only 2 storey element would involve a small section of the central administrative building which is located 43m from the western boundary and is separated by the residential buildings and extensive landscaping.

The Landscape Concept Plan also includes a landscape buffer along the northern, western and southern boundaries consisting of small screening trees, shrubs and ground covers which will act as an effective screening element.

5.9. Future use of Site and Further Expansion

Representors raised concerns that an approval to this application will allow for further expansion on the site. Concern is also raised that the application includes future development totalling 66 beds as opposed to the 50 shown in the proposal plans.

• Comment

While there has been no indication by the applicant of future growth, the Council must consider the application before it as lodged. Consideration of future use and expansion of the site is speculative with any such future use and/or development required to be considered under the provisions of the Scheme that apply at that time.

The development before Council provides a total of 50 beds. The proposal plans and supporting reports make no mention of the number of beds totalling 66. The application has been assessed on this basis.

5.10. Absence of Shadow Diagrams

A representor has raised concern that the proposal does not contain shadow diagrams therefore making it difficult to determine the overshadowing impact upon adjoining residential properties.

Comment

The proposed development complies with Acceptable Solutions at Clause 17.4.1 and 17.4.2 of the Scheme in relation to building height and setbacks. Where an acceptable solution is satisfied, consideration of the matters listed within the Performance Criteria, including overshadowing impact, cannot be considered. On this basis, overshadowing diagrams were not required to be provided with the application.

5.11. Impacts on Groundwater

Concern is raised that the proposed tree removal will impact upon groundwater recharge and discharge and may lead to salinity issues and surface expression of other contamination. It is suggested that an ESA and groundwater survey be undertaken to ensure the proposed development does not cause an environmental nuisance or harm.

Comment

There is no evidence to suspect the development would impact groundwater. Nevertheless, the replanting of trees will assist in elevating impacts upon groundwater. Accordingly, this issue cannot have determining weight.

5.12. Adequacy of Reticulated Sewer System to Cater for Proposed Development

A representor has raised concern in relation to the adequacy of the existing sewer infrastructure to meet the hydraulic demand generated by the proposed development. Specifically, concern is raised that the flat topography of the site, combined with significantly increased sewer flows, has the potential to result in blockages and restricted outflows from 50, 54 and 56 Alexandra Esplanade. It is suggested that the developer devise a solution whereby the proposed connection "D" is upgraded and designed to take all sewer flows from the development site directly into TasWater's infrastructure in Alexandra Esplanade.

Comment

TasWater is the regulatory authority for sewer and water infrastructure therefore this is not a matter Council can consider. TasWater have advised that they have hydraulically modelled the effect that the additional sewerage flows will have on the existing reticulated sewer network and have determined that there is sufficient capacity within the existing reticulated network to accommodate the development. TasWater's permit conditions require the developer to utilise a suitably sized sewerage system and connection to service the proposed development. It is expected that the development will utilise and upgrade the existing sewer connection servicing the existing dwelling at 62 Alexandra Esplanade. TasWater support the proposed development subject to conditions included in TasWater's Submission to Planning Authority Notice TWDA 2018/00171-CCC (Condition 24 of this permit).

5.13. Stormwater Management

A representor has raised concern in relation to stormwater management. The representor suggests stormwater from the development be managed and diverted within the development site to Alexandra Esplanade and South Street and that the stormwater pipe running through 56 Alexandra Esplanade should be made redundant. Concern is raised that the proposed stormwater management solutions and landfill will cause flooding of nearby residences.

• Comment

The proposed site levelling and associated fill would be for construction and landscaping purposes. It is proposed to re-align and upsize Council's stormwater infrastructure within the development site. The upsizing of the stormwater infrastructure within the site will facilitate various forms of on-site detention including the installation of rainwater tanks as detention facilities throughout the site from roof water. Additional detention will also be provided within the site associated with the inclusion of stormwater swales to capture runoff from the proposed internal roadway.

Council's Development Engineer has advised that the stormwater management and detention solutions will be sufficient to ensure that neighbouring properties will not be subject to stormwater impacts. Engineering conditions have been recommended requiring detailed design for the stormwater management arrangements to ensure the requirements of the Stormwater Management Code are satisfied and nearby properties are not affected by stormwater run-off.

5.14. Impact of Fill Upon Surface Water Run-off

Representors have raised concern that the introduction of fill on the property will adversely impact on other properties and result in flooding of adjoining properties through displacement. The representor suggests that the relocation of the stormwater drainage lines will cause stormwater to be diverted across adjoining properties resulting in flooding impacts.

Comment

Council's Development Engineer has advised that overland flooding will be reduced as a result of the proposed development and the proposed overland flow path diversion.

5.15. Density of Development

Representors are concerned that the density of the proposed development is too intensive for the site and is inconsistent with the surrounding residential densities.

Comment

Unlike the General Residential Zone, the Community Purpose Zone does not include a density standard. Rather, the scale of development is controlled through height, setback and design standards which the development complies with. Further design considerations also apply to the site under the Historic Heritage Code given its heritage listing.

It is noted that the overall density would be 1 dwelling per 688m² over the whole site which is consistent with the low to medium density developments located within the established residential areas to the north, west and south of the subject site.

5.16. Compliance with Discretionary Use Standard

Concern is raised that the proposal fails to comply with Clause 17.5.3 P1 of the Scheme (Discretionary use standard) in that the proposed residential aged care facility would not have any direct relationship to the housing support and outreach services proposed to be provided within Wirksworth House. Representors have indicated that the office based uses within Wirksworth House would rather form a subservient use to the residential aged care facility and accordingly ought to be categorised in the "Residential" use class applied to the residential aged care facility. In doing so, this results in the proposal being incapable of supporting the Permitted (Office) use within "Wirksworth House" and would therefore form a prohibited use.

• Comment

The proposals compliance with Clause 17.3.5 P1 has been considered earlier within this report.

Several representors commented that the proposal is contrary to Clause 17.3.5 P1 of the Scheme in that the development is not dependent upon the Community Purpose Zone, as it could be delivered across various other zones. This view relates to Clause 7.5.4 of the Scheme which provides that the planning authority may consider the relevant objective in an applicable standard to help determine whether a use or development complies with the performance criteria for that standard. The Objective for this clause provides that the introduction of new discretionary uses must not result in the commercialisation or privatisation of public land. Clause 17.3.5 P1 does not require dependency upon the zoning but rather demonstration that the proposed discretionary use will augment and support uses listed as Permitted or No Permit Required in the zone.

5.17. Compliance with Previous Permits

Concern is raised that the tree removal works undertaken to date have not occurred in accordance with the Tasmanian Heritage Decision 3697 relating to a previous permit (D-2010/171) for tree removal works across the site.

Comment

Compliance with previous permit conditions is not relevant to the consideration of the application before Council. It is, however, noted that the proposal includes tree removal which will effectively supersede the previous approvals.

5.18. Compliance with Heritage Works Guidelines

Concern is raised that the proposed development would not accord with the Tasmanian Heritage Council's Works Guidelines.

Comment

The Works Guidelines form a statutory document with the Heritage Council required to apply the guidelines when assessing an application. The THC has considered the proposal against the Works Guidelines in their Notice of Decision and support the development proposal.

5.19. Non-compliance with Recommendations of Heritage and Landscape Reports

Concern is raised that the proposed tree removal is inconsistent with the recommendations made within the HHA and Landscape Report as both of these reports recommend the retention of all mature trees.

Comment

The HHA and Landscape Report provide independent recommendations to the Council and the Tasmanian Heritage Council. These reports do not form statutory compliance reports therefore the Council or the Tasmanian Heritage Council are not bound by the recommendations made within the reports. Both statutory authorities are required to undertaken an independent assessment having regard to legislative requirements. The reports recommend the retention of trees; however, this is founded on social and amenity reasons as opposed to historic heritage value.

5.20. Lack of Supporting Heritage Reports

Concern is raised that the application is lacking in supporting reports including a Heritage Impact Statement, revised Conservation Plan or Statement of Significance.

Comment

Council's Heritage Advisor and the Tasmanian Heritage Council have advised that no further reports are required to properly assess the proposal.

5.21. Creation of Wind Tunnel Effect

Concern is raised in relation to the removal of mature trees and the resulting impact upon nearby residential properties through the creation of a wind tunnel effect.

Comment

There is no evidence to support such a claim. Nevertheless, this is not a relevant planning consideration and therefore does not have determining weight.

5.22. Access for Fire Fighting Vehicles

Concern is raised that the absence of a perimeter vehicle access will prevent access for firefighting vehicles to prevent the spread of a fire from within the development site to adjoining properties.

Comment

Council's Building Department have advised that hydraulic drawings will be required to be provided with a future building permit application to determine the appropriate position of fire hydrants within the development site. In any event, this is not a relevant planning consideration.

5.23. Impact on Natural Values

Representors raised concerns in relation to the impact upon bird species including the masked owl and swift parrot as a result of trees to be removed for the construction of buildings and access road. Both the swift parrot and masked owl are listed as an endangered species under State and Federal environmental legislation.

Comment

The subject site is not covered by the Natural Assets Code therefore Council has no head of power to consider the impact of native vegetation loss upon the natural values of the site. Notwithstanding the above, the application was referred to DPIPWE's Policy and Conservation Advice Branch (PCAB) who have advised that there are 4 observations of threatened species recorded on the site including 2 records of Masked Owls, 1 of the Swift Parrot and 1 of the Wedge-Tailed Eagle. PCAB officers visited the site to inspect the area for its habitat value and have found the following:

- whilst the property contains habitat which may occasionally be used for foraging by the Masked Owl (ie cleared open land, paddock trees, urban environment), the trees on-site do not appear to contain hollows and there is no dense understorey vegetation present. It is therefore considered highly unlikely that the site contains nesting habitat for the Masked Owl.
- Swift Parrot habitat requires the presence of both hollow trees and flowering eucalypts (mainly E.globulus and E.ovata) and for these resources to be within a few kilometres of each other. The trees within the site do not appear to contain nesting hollows and there are no E.globulus or E.ovata trees presents. The site is therefore considered to not provide any potential foraging or nesting habitat for the species.

In summary, PCAB have advised that the proposed development is likely to have negligible impact on threatened species.

5.24. Location of Development

Representors are concerned that the location of the development is inappropriate and that it ought to be located in a Greenfield area as opposed to an established inner residential area. Reasoning for the relocation of such a development are not provided, however, it appears to be founded on the incompatibility with surrounding residential forms both in terms of density, scale and housing type. Comments have been made that the elderly residents will not require access to services and facilities due to their frail nature.

Further, representors have raised concern that the site lacks ease of access to public transport, libraries, cinemas and major shopping and medical facilities.

Comment

The proposal is to provide social housing for the elderly provided with access to public transport, services and facilities. Integrating affordable housing supply within existing communities is broadly recognised as a successful and sustainable model over the creation of new estates in the peri-urban fringe.

The proposal will provide housing for the disadvantaged aged in the community. The elderly in the community are often less independent and rely on access to high quality support services. This alone provides greater emphasis on the importance of providing housing services for the aged in well serviced communities.

A regular public bus service is provided along Clarence Street which is within a short walking distance from the subject site. The bus service offers regular service to Rosny Park and Bellerive Village which contain entertainment, shopping and medical facilities. A direct bus service is also provided to Hobart City. The location of the facility will therefore provide residents with access to high quality transport options, services and facilities.

5.25. Loss of Public Land

Representors are concerned that the proposal will result in the loss of public space and the undeveloped portion of the site will no longer be used by the public due to the presence of an adjacent aged care facility.

Comment

The proposal would involve the development of less than half of Wirksworth Park. Approximately 1.5ha of the site fronting Wentworth Street would be retained for public use.

Together with Bellerive Beach, the Clarence Foreshore Trail and Wentworth Street Park, all of which are located within a short walking distance, ample passive recreation potential will remain in the area.

5.26. Anti-Social Behaviour of Occupants

Representors are concerns that while the proposal has been primarily designed for aged care, it will ultimately provide for housing for all ages. Concern is raised that occupation by younger generations will introduce residents into the area who are more predisposed to alcohol and drug abuse and that this will create social issues within the local community.

• Comment

The social demographic of future residents is not a relevant planning consideration. It is noted that the development is specifically for a residential aged care development.

5.27. Lack of Parking and Impact Upon Surrounding Traffic Network

Representors are concerned about the lack of car parking in the surrounding area and the negative impact that the development would have upon the surrounding road network. Specifically, concern is raised that the surrounding road network is currently overloaded due to the presence of Clarence High School and that the development will push parking and access problems further into residential streets resulting in more severe traffic flow problems. Concern is raised that the car parking provision does not match the staff parking needs outlined within the Planner's Report. Concern is also raised that the TIA fails to take into account the parking situation within the surrounding road network when events are held at Bellerive Beach and the Bellerive Oval.

Comment

Wentworth Street is a major collector road that connects Waverley Street and Alexandra Esplanade. Between Clarence Street and Alexandra Esplanade, Wentworth Street provides access to Clarence High School, as well as residential properties and the existing Wirksworth Street.

The Traffic Impact Assessment prepared for the development indicates that Wentworth Street carries approximately 5,000 vehicles per day. Alexandra Esplanade forms a lower volume road providing access primarily to residential properties along its length as well as Bellerive Beach. Daily traffic volumes are in the order of 3,000 vehicles per day. The estimated peak hour increase is projected to be in the order of 10 vehicle trips per hour (two-way).

The proposal includes a new single access connecting to Alexandra Esplanade to service the residential component. The existing access onto Wentworth Street would be retained to service the office based uses within Wirksworth House. The TIA indicates that the proposal would not have any significant adverse impact on the road safety of the surrounding road network for the following reasons:

- there is sufficient spare capacity in Alexandra Esplanade,
 Wentworth Street and surrounding road network to absorb the relatively low peak hour traffic generated by the proposed development;
- the existing road safety performance of Alexandra Esplanade and Wentworth Street near the subject site does not indicate that there are any specific road safety deficiencies that might be exaggerated by traffic generated by the proposed development;
- the nature of traffic generated by the development is consistent with the existing traffic types and intensity.

The analysis of the surrounding road network within TIA's is not required to address all extraneous public events or circumstances which would affect the road network as they are generally short term in nature.

The Parking and Access Code requires a residential aged care facility to be provided with 3 car parking spaces for every 10 licenced beds and 1 visitor space for emergency services. An office is required to be provided with 1 space per 30m². The car parking rates relate to the number of beds and floor area as opposed to staff numbers. This is because staff parking requirements can vary considerably depending on the nature of the proposed use.

A total of 42 car parking spaces will be provided across the site to service the residential and office based uses. The car parking provision is in excess of the car parking spaces required by the Parking and Access Code for the various uses. Whilst it is recognised that the overall parking provision may not align with staff parking needs, Council cannot require a developer to provide parking provision which exceeds the Scheme requirement.

5.28. Safe Intersecting Sight Distance

Concern is raised that the new access onto Alexandra Esplanade servicing the proposed development will not comply with the safe intersecting sight distance requirement of the Road and Rail Assets Code, due to impaired vision resulting from the location of a disability transport vehicle and access to the High Dependency facility at 60 Alexandra Esplanade.

Comment

Section 4.4 of the TIA acknowledges that the new access onto Alexandra Esplanade would provide for unrestricted sight distance in excess of the required safe intersecting sight distance of 80m as required by the Road and Rail Assets Code. It is noted that sight distance is measured from the centreline of the road as opposed to the property boundary.

Parking is unrestricted within Alexandra Esplanade as there are no traffic safety reasons to limit the parking of vehicles within this area.

The parking of vehicles adjacent to the proposed vehicle access to the development site would not impact upon safe intersecting sight distance.

5.29. Loss of Property Values

Representors are concerned the proposed development will cause a loss of property value for the surrounding area.

• Comment

Devaluation of properties is not a relevant planning consideration and cannot have any determining weight.

5.30. Suggested Alternative Uses for the Site

Representors have indicated that the site would be better used for public uses including sports grounds, gallery, market, arts centre and restaurant.

Comment

It is acknowledged that each of the above listed alternative uses form allowable uses within the Community Purpose Zone; however, Council is required to assess the application presented before it against the relevant Scheme standards.

5.31. Lack of Transparency

Representors have raised concern that the demographic the proposal is intended to cater for is being disguised as an aged care facility.

Comment

The application is for an aged care facility. Council cannot speculate on future use of the site, however, the introduction of new uses on the site will be subject to a new planning application.

5.32. Lack of Provision for Emergency Vehicles

Concern is raised that no provision has been made for the parking of emergency vehicles within the site.

Comment

Table E6.1 of the Parking and Access Code requires 1 car parking space for emergency vehicles as part of a residential aged care facility. The Site Plan makes provision for an emergency vehicle bay located adjacent to the main entrance to the administrative building. The provision of one space for the parking of emergency vehicles complies with the Scheme requirement.

5.33. Inappropriate Use of Wirksworth House

Concern is raised that the use of Wirksworth House for offices is an inappropriate use.

Comment

An application was approved under Planning Permit D-2016/430 and A-2006/16 (Site specific departure) enabling Wirksworth House to be used for State Government offices (Civic building). A further application was approved under Planning Permit D-2016/127 to convert the use of Wirksworth House from "Government offices" to "General offices" for non-government organisations.

5.34. Noise Impacts upon Surrounding Residences

Concern is raised that the introduction of an aged care facility operating 24 hours/7 days a week will cause unreasonable noise impacts upon surrounding residential properties as a result of traffic movements.

• Comment

The proposed development would comply with Clause 17.3.2 A1 of the Scheme in relation to noise emissions. However, the proposal is for a residential use which is consistent with the surrounding land use activities.

5.35. Concern over Facility Provider

Concern is raised that the facility will be operated by a Victorian Company and therefore will not support the local economy.

• Comment

This is not a relevant planning consideration and therefore would not have any determining weight.

5.36. Eviction of Department of Education

Concern is raised that the proposal will result in the eviction of the Department of Education from Wirksworth House after 76 years of occupation.

Comment

Wirksworth House has received prior approval to be used for offices for both the State Government and as general offices. The proposed use of Wirksworth House by housing support services is covered by the former approvals for the site.

5.37. Tree Safety Concerns

Concern is raised that the increased parking demand within Wentworth Street will increase the chances of one of the many trees within the subject site falling onto pedestrians or people parked within the street.

Comment

The proposal seeks to remove mature trees across the site including those which are considered to present a threat to public safety. The overall tree removal and replacement planting works will improve public safety.

5.38. Proximity to Bottle Shop and High School

A representor has raised concern over the proximity of the aged care facility to the bottle shop located at 172 Clarence Street. Specifically, concern is raised that the demographic of the occupants will predispose them to alcohol misuse which would allegedly be exacerbated through ease of access to a bottle shop. Concern is also raised by a number of representors in relation to the proximity of the aged care facility to Clarence High School and that this may place students at risk.

• Comment

There is no evidence to suggest that the proximity of the site to a bottle shop will encourage alcohol or drug misuse or antisocial behaviour.

5.39. Future Access from South Street

A representor has raised concern that the existing access from South Street servicing the Wirksworth House carpark may be linked through to the driveway servicing the residential aged care buildings. Concern is raised that this will create increased usage of the South Street access and ultimately effect traffic flows along South Street.

• Comment

The proposal plans include a pedestrian link between the aged care facility and Wirksworth House car parks. Vehicular access between the two car parks does not form part of this proposal.

5.40. Lack of Bicycle Facilities

Bicycle Network Tasmania have indicated their support for the proposal in general, however, they have recommended that the manager of the facility consider the adoption of a "Cycling Without Age" program to encourage the elderly to have access to the outdoors through the use of volunteer piloted trishaws. Given the proximity of the site to the Clarence Foreshore Trail and demographic profile of the residents, Bicycle Network Tasmania also recommend provision be made for suitable bike parking facilities and e-bike charging facilities.

Comment

The proposal makes provision for 9 bicycle parking spaces and 2 secure bicycle storage spaces as required by the Parking and Access Code. The bicycle parking facilities are located within 30m of the main entrance to the administrative building. Whilst it is acknowledged that e-bikes are rapidly increasing in popularity, there is no requirement for secure e-bike charging facilities.

5.41. Up-keep of Wirksworth House

A representor has raised concern that the conversion of Wirksworth House to offices won't facilitate its long term restoration, conservation and future maintenance.

• Comment

The ongoing use of the building as offices will assist in ensuring the building is appropriately conserved and maintained.

6. EXTERNAL REFERRALS

The proposal was referred to TasWater, which has provided a number of conditions to be included on the planning permit if granted.

The application was referred to Aboriginal Heritage Tasmania who has advised that an Aboriginal Heritage assessment for the proposed development is ongoing. An Aboriginal Heritage Survey has been undertaken and a permit is currently being sought under the *Aboriginal Heritage Act 1975* in order to undertake a secondary stage of assessment. Advice has been included on the permit alerting the developer to their obligations under the *Aboriginal Heritage Act 9175*.

The application was referred to the Policy and Conservation Assessment Branch (PCAB) who have advised that the site does not provide native habitat for threatened species and that the development is likely to have negligible impact on natural values.

The application was assessed by the THC who have provided a Notice of Decision in support of the proposal.

The application was referred to the EPA who have advised that they have no interest in the proposed development.

7. STATE POLICIES AND ACT OBJECTIVES

- **7.1.** The proposal is consistent with the outcomes of the State Policies, including those of the State Coastal Policy.
- **7.2.** The proposal is consistent with the objectives of Schedule 1 of LUPAA.

8. COUNCIL STRATEGIC PLAN/POLICY IMPLICATIONS

There are no inconsistencies with Council's adopted Strategic Plan 2016-2026 or any other relevant Council Policy.

9. CONCLUSION

The proposal is for a residential aged care facility (including respite centre and independent living units), demolition of garage, and use of heritage listed buildings as offices and removal of heritage listed trees at 18 Wentworth Street, Bellerive (including Wirksworth House and associated grounds). The proposal is considered to satisfy all relevant Acceptable Solutions and Performance Criteria of the Scheme and is accordingly recommended for conditional approval.

Attachments: 1. Location Plan (1)

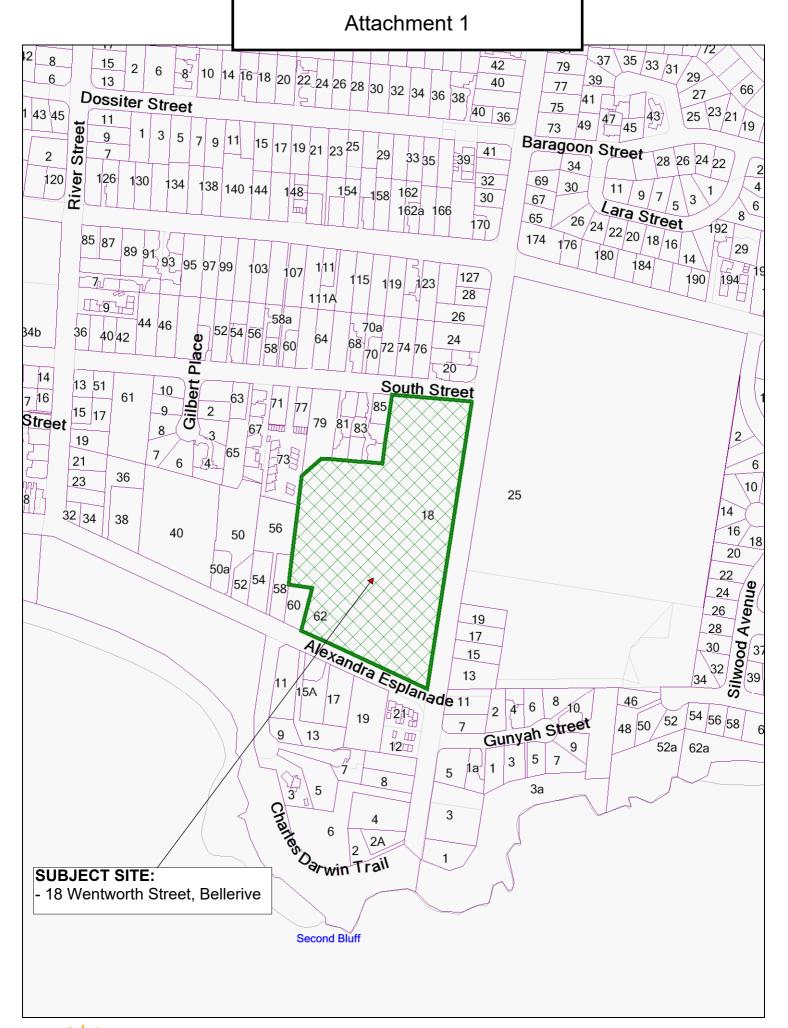
2. Proposal Plan (12)

3. THC Approval (2)

4. Site Photo (2)

Ross Lovell

MANAGER CITY PLANNING



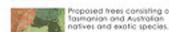


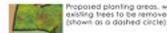
Disclaimer: This map is a representation of the information currently held by Clarence City Council. While every effort has been made to ensure the accuracy of the product, Clarence City Council accepts no responsibility for any errors or omissions. Any feedback on omissions or errors would be appreciated. Copying or reproduction, without written consent is prohibited. **Date:** Wednesday, 3 April 2019 **Scale:** 1:3,793 @A4

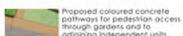


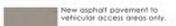
PLAN LEGENT











Buildings and elevated timber decking as shown on the Architect's drawings.

NUMBER LEGEND

- Entry / Exil asphall driveway with discrete signage wall and a landscape buffer consisting of frees strutus and groundcovers extending along the full street frontage.
- 2 Landscape buffer along the eastern side of the driveway to provide a vegetation backdrop and screen from adjoining properties.
- Landscape buffer between the driveway and adjoining car park including a WSUD blo-twale to filter stormwater run-off.
- 4 Open lawn areas and screen planting along the southern and western boundaries to add amenity to the Politics of the control of the contr
- 5 Discrete I.Em (w) pathway to provide access for independent living units, (ILU), with low level gardens to add amenity.
- 6 1.8m Fencing to provide privacy for the adjoining ILU and to screen from headlight glare.
- Low level gardens and lawn areas add amenity to the ILU's.
- Pedestrian pathway with a contrasting coloured pavement connecting the street with reception.

- 9 Decorative fencing to provide delineation between the ILU's and the publicly accessible areas.
- 10 WSUD bio-swales to filter stormwater run-off from the
- 11 Existing hedgerow to be refurbished (by others), in accordance with Barwick & Associates Wicksworth House, Sellestve, Tree Heritage Assessment Landscape Master Plan.
- 12 Car parking bays adjoining the reception area.
- 13 Discrete pedestrian access and directional signaginfo the reception area.
- 14 Low level feature planting between the car park and the built forms to add amenity.
- 15 Asphalt car park and delivery area.
- 16 Electrical sub-station.
- 17 Asphalt delivery and turn around area.
- 18 Pedestrian access pathway to connect Wintringham with Wirksworth House.
- 19 Staff car po

- 20 Pedestrian pathway providing a link to the open space around the northern and western boundaries.
- 21 Open lawn areas.
- 22 Landscape buffer along the northern boundary consisting of small screening trees, strubs and groundcovers.
- 23 Paved seating areas neitled within the gardens for quiet confemplation.
- 24 Feature garden with large decorative free, colourful understory planting and seating areas.
- Drainage swale within the gardens to direct over land stamwater flows towards drainage inlets.
 Transition between access pathway and elevated.
- 27 Seating areas along the gravel path to provide quite contemplation areas.
- 28 Overland flow swale starmwater gully pit.
- 29 Rock lined overland flow swale to meander under the dcking and through the garden to connect up with the storm water gully pit.

- 30 Flonting areas between the buildings and the elevated deck provide greenery between the built forms.
- 31 Japanese style countyard garden with shallow ponds, equalic plants and native fish with a narrow stream flowing under the elevated deck to connect to the lower pond.
- 32 Japanese style view garden with a small stream flowing from a bubbling spring element starting from underneath the deck and flowing into the ponds.
- 33 Climbing plants trained through a mesh trells to provide a green backdrop to the reception area and to provide screening for adjoining ILU's.
- 34 Landscape buffer along the western boundary consisting of small screening frees, shubs and groundcovers.
- 35 Compacted gravel path for maintenance access.
- 36 Landicape buffer along the southern boundary consisting of small screening trees, shrubs and groundcovers.

PROPOSED PLANTING SCHEDULE

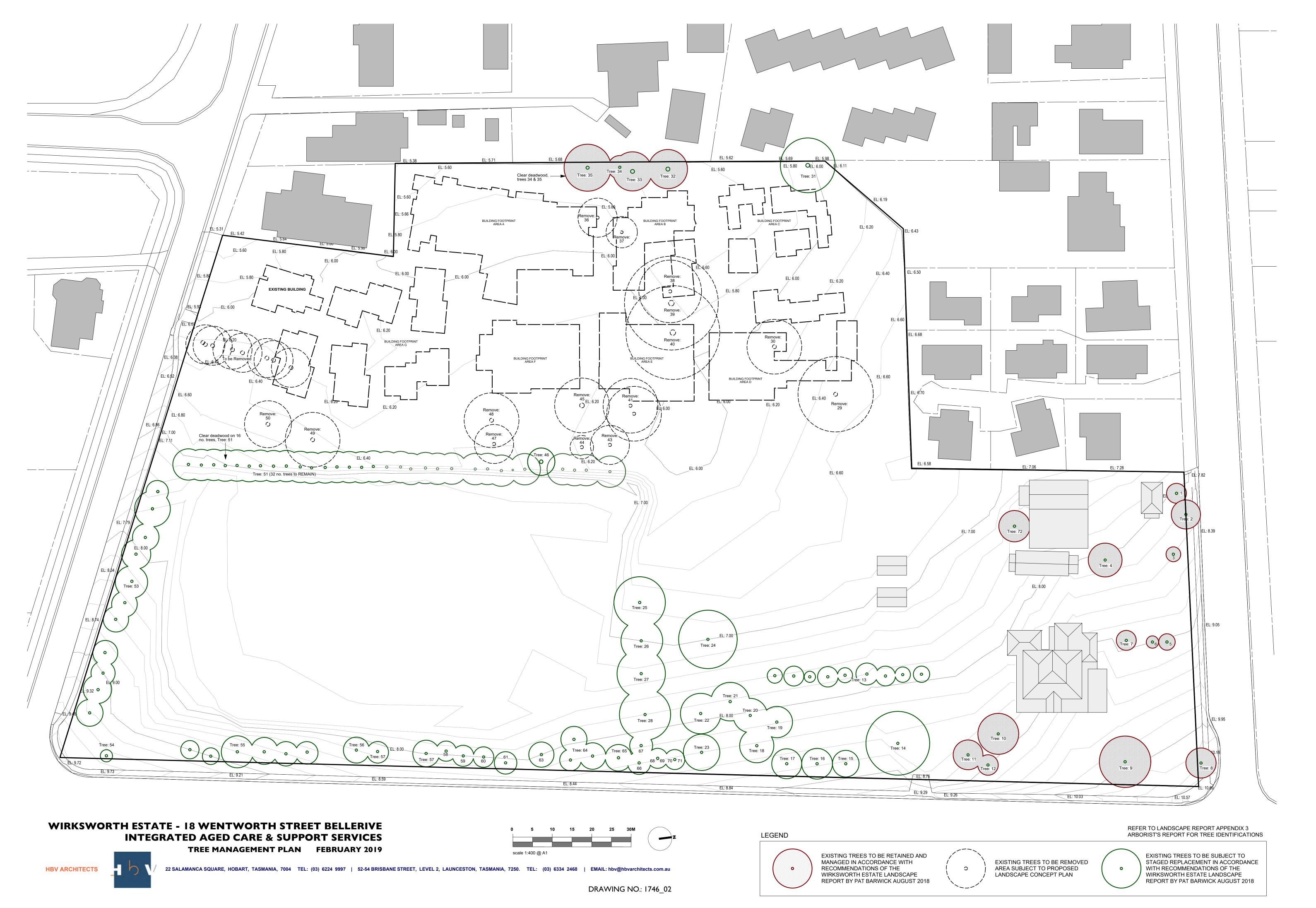
Batanical Name	Common Name	Pot
Trees		
Acer species	Mople	451.1
Allocasuarina littoralis	Sheoak	451.1
Elaeocarpus reficularlus	Blueberry Ash	4511
Eucalyptus leucassion var.	Euky Dwarf	450.1
Framius species	Ash	451.5
Prunus species	Flowering Cherry	451.1
Magnolia species	Mognolio	4511
Shrubs		
Banksia species	Banksia	200m
Calistemon species	Bottlebrush	200m
Crowed exalata var.	Crowea	200m
Dodonaea viscosa purpurea	Hop Bush	200m
Grevilled species	Grevitea	200m
Leucophyto brownii	Cushion Bush	200m
Westingla species	Coastal Rosemary	200m
Groundcovers		
Ajuga reptans	Bugle Flower	140m
Blechnum nudum	Wafer Fern	140m
Conea 'Dusky Belts'	Correo	140m
Dietes grandiflora	Wild Iris	140m
Grevillea 'Mi Tamboritha'	Mt Tamboritha	140m
Lomandra Tanika	Tanka	140m
Poa labillardieri	Silver fussock	140m

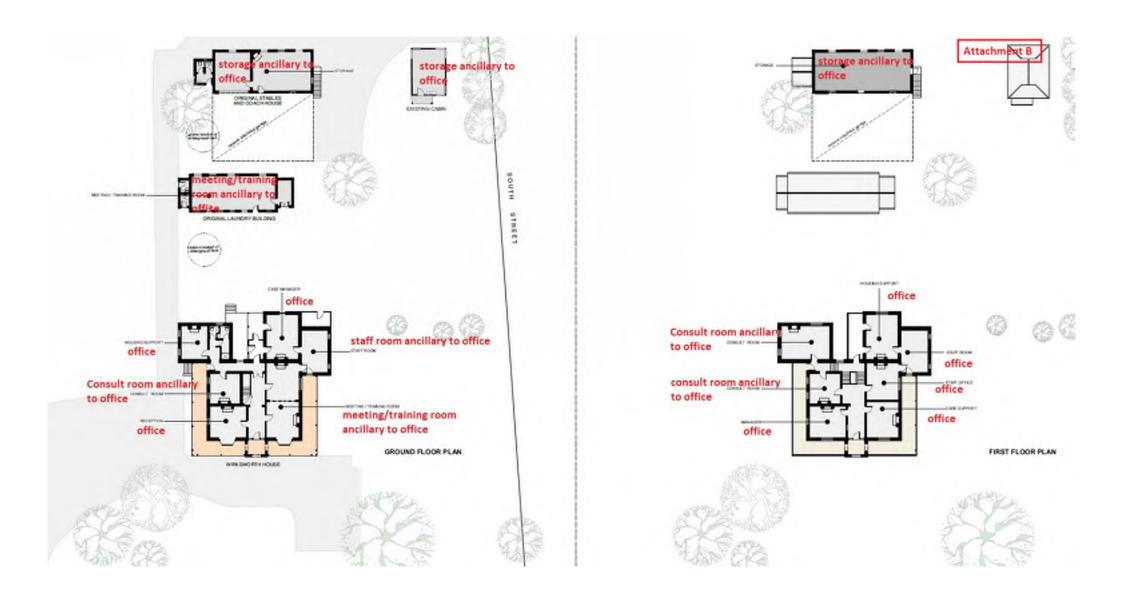
WIRKSWORTH ESTATE

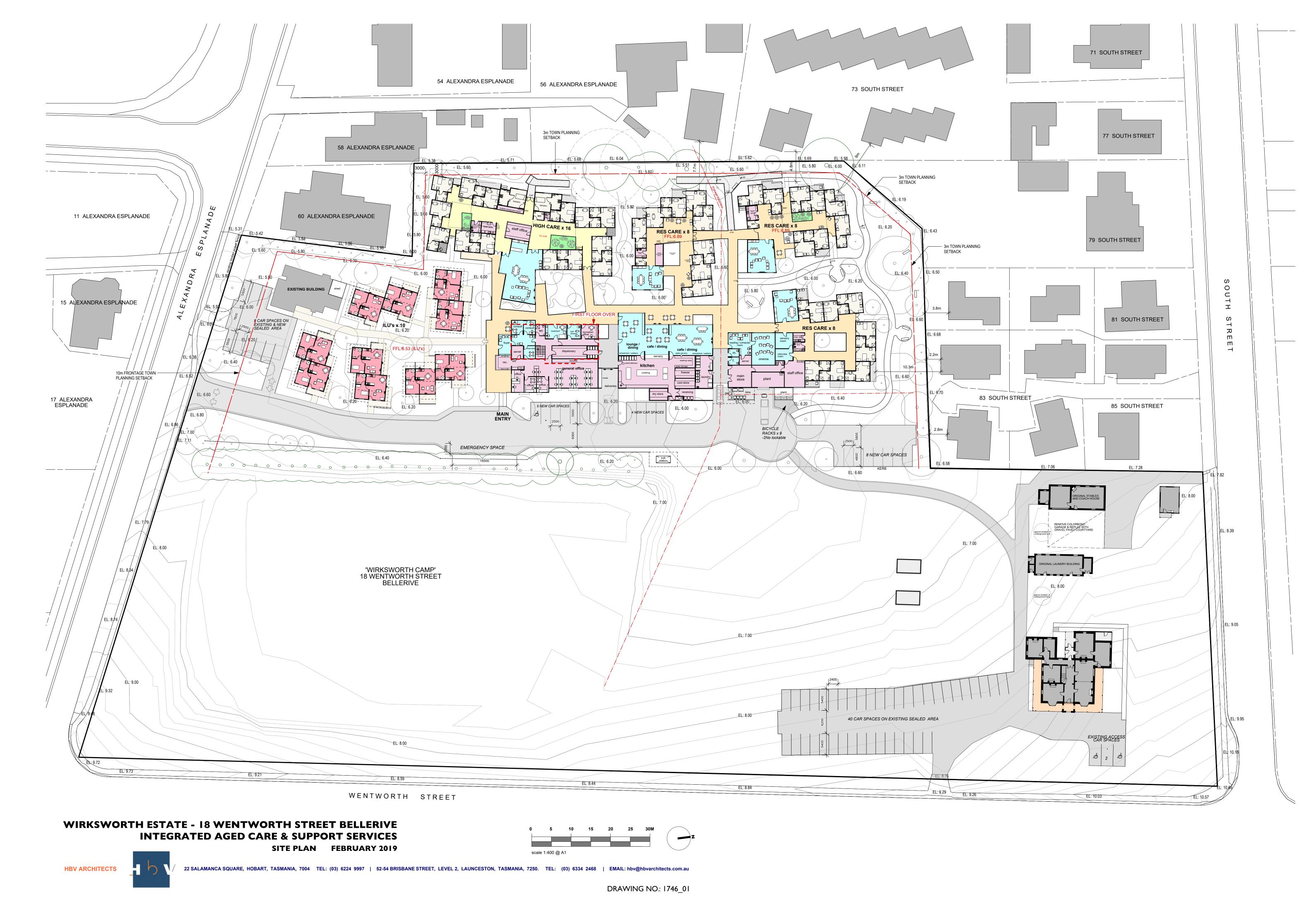
Landscape Concept Plan

01.2 5m 7 September 2018

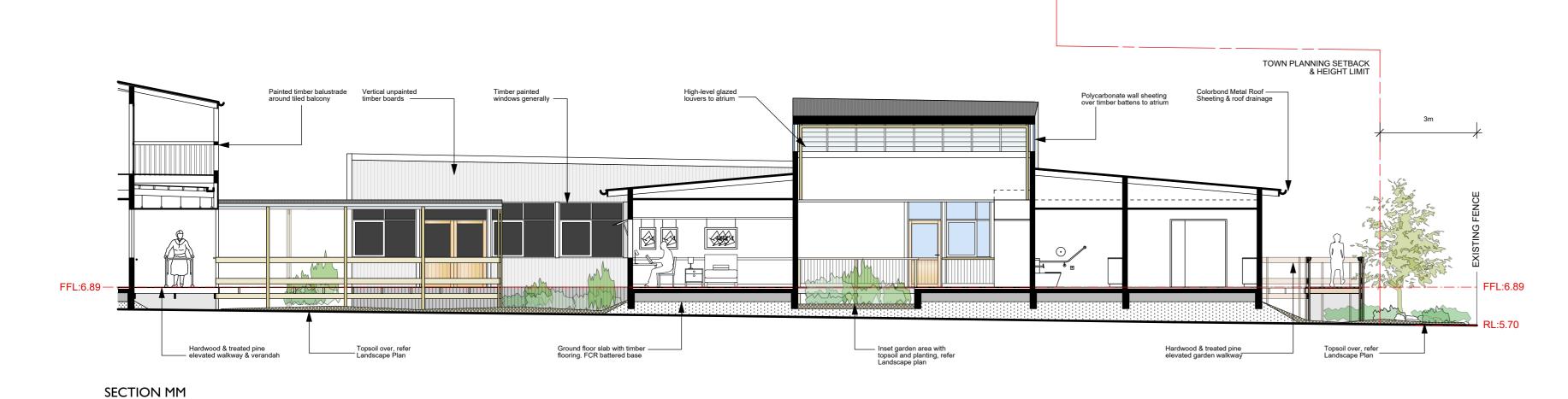


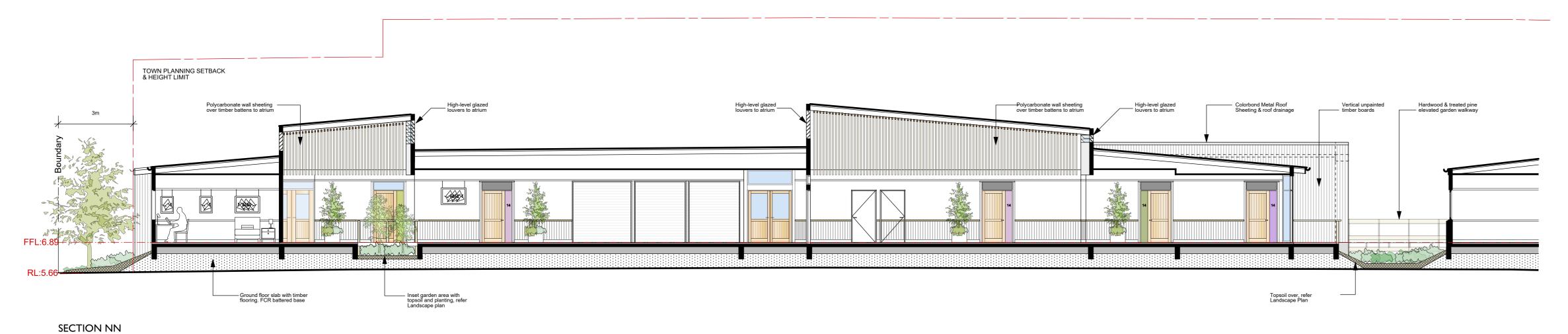


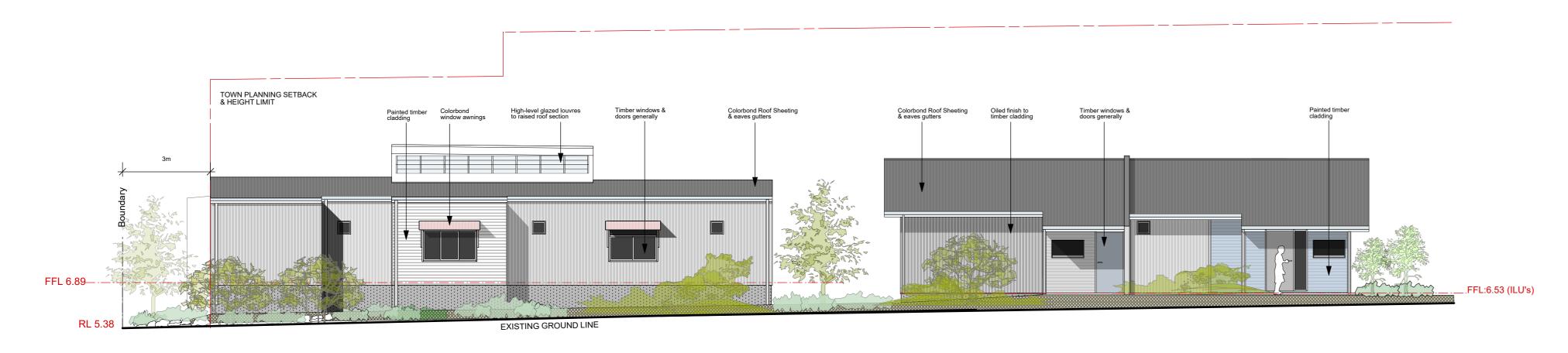








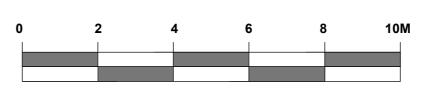




SECTION OO

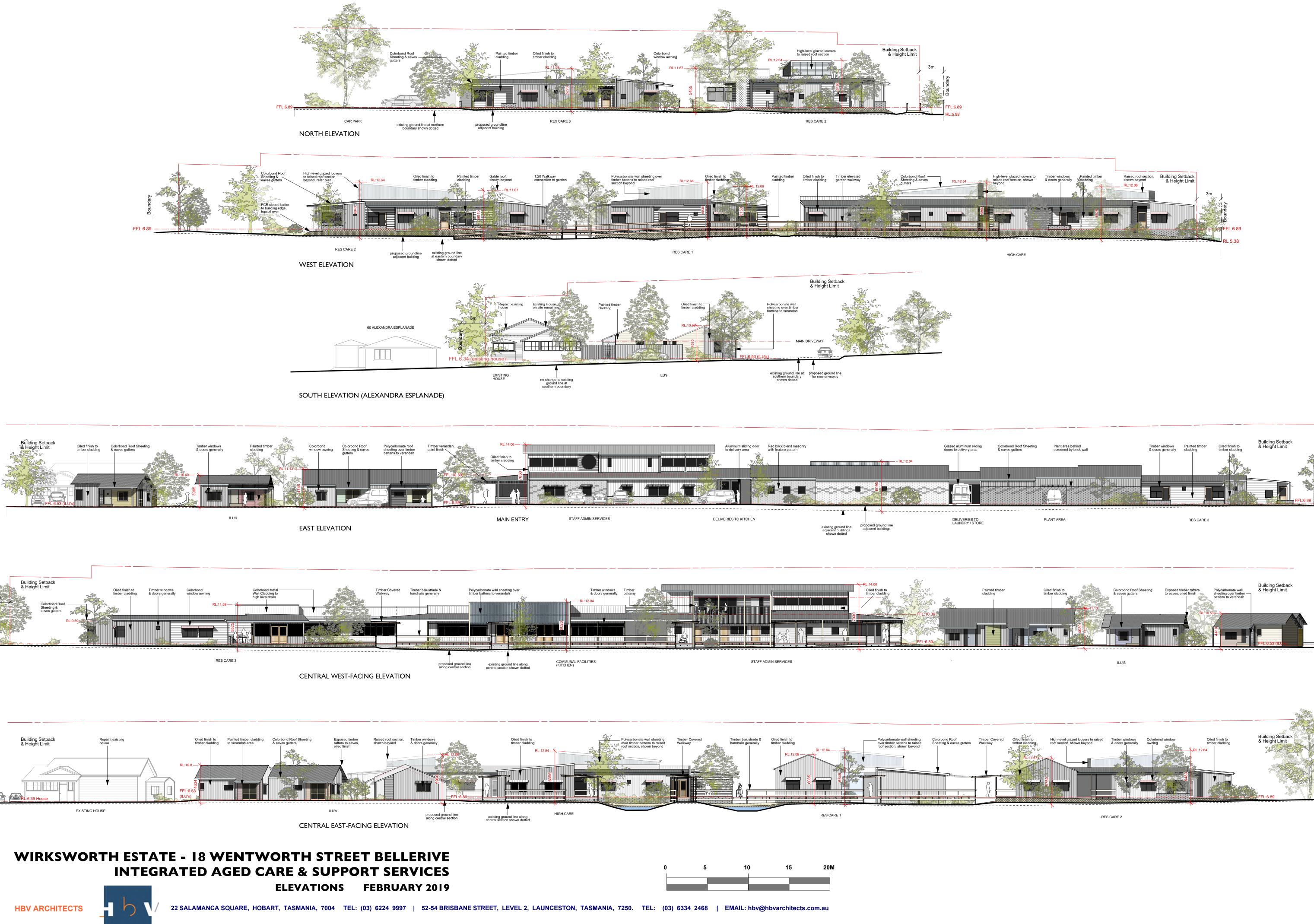
WIRKSWORTH ESTATE - 18 WENTWORTH STREET BELLERIVE INTEGRATED AGED CARE & SUPPORT SERVICES

SECTIONS MM, NN & OO FEBRUARY 2019



HBV ARCHITECTS

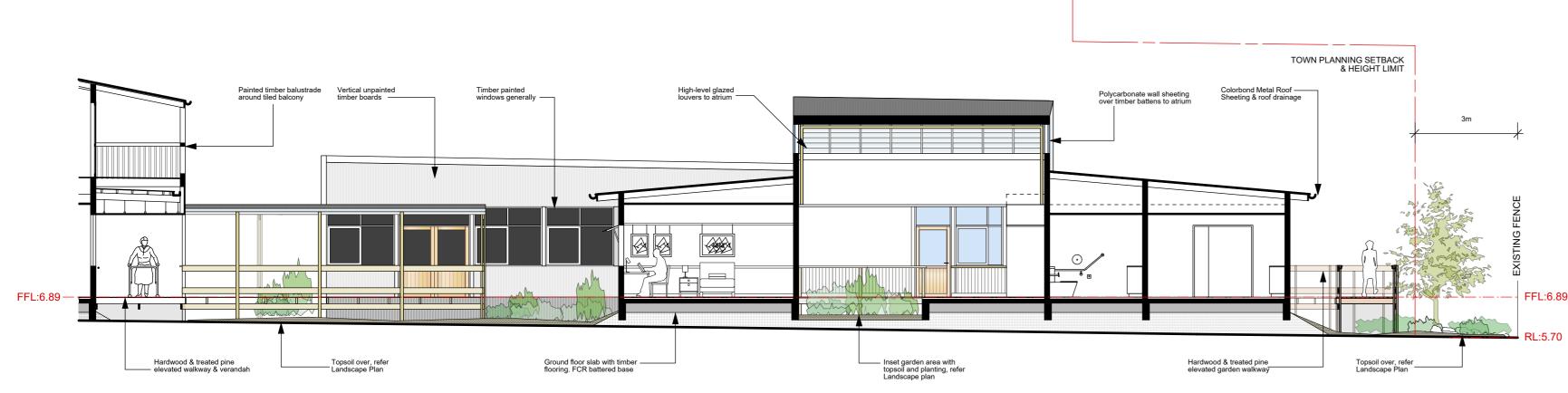
22 SALAMANCA SQUARE, HOBART, TASMANIA, 7004 TEL: (03) 6224 9997 | 52-54 BRISBANE STREET, LEVEL 2, LAUNCESTON, TASMANIA, 7250. TEL: (03) 6334 2468 | EMAIL: hbv@hbvarchitects.com.au



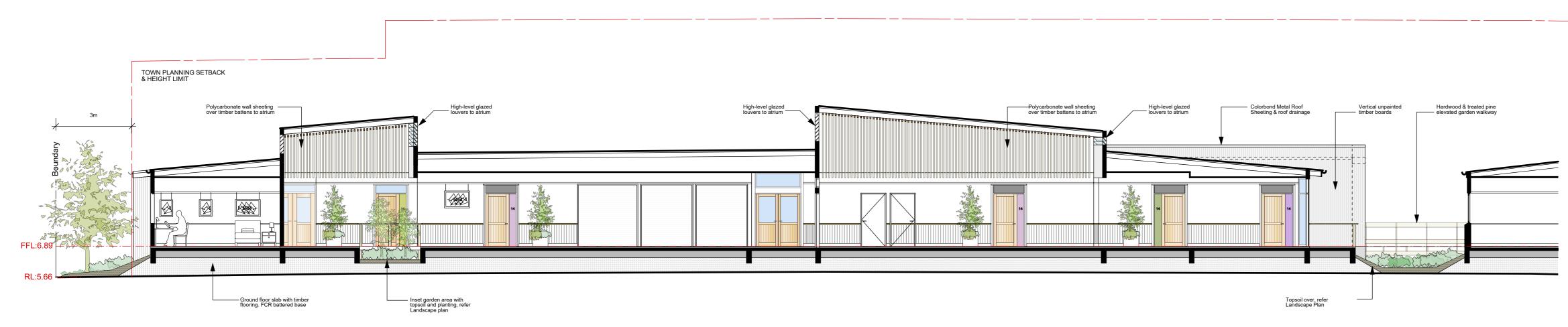






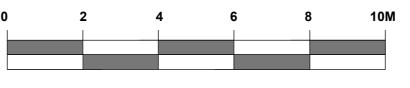


SECTION MM

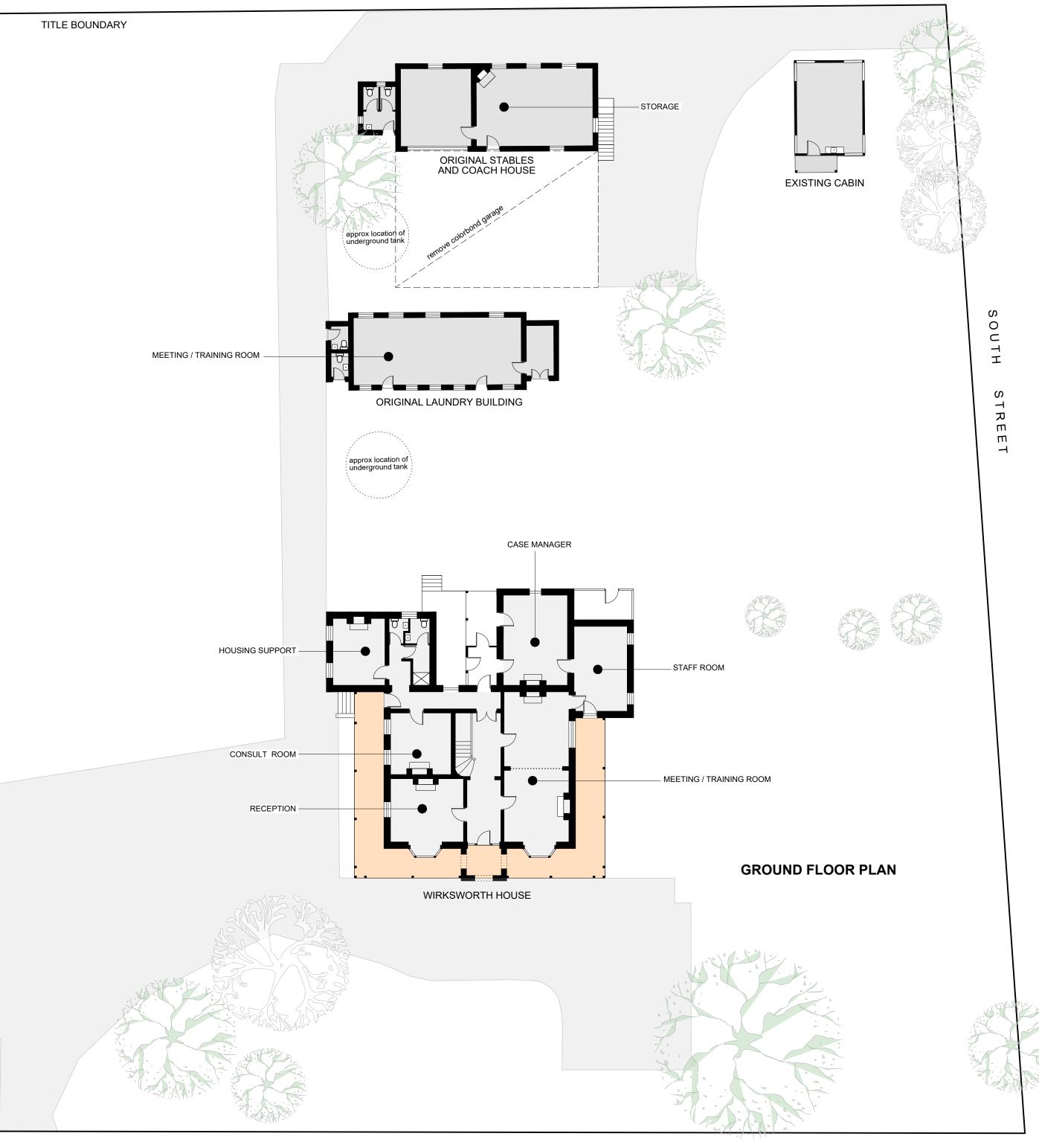


SECTION NN

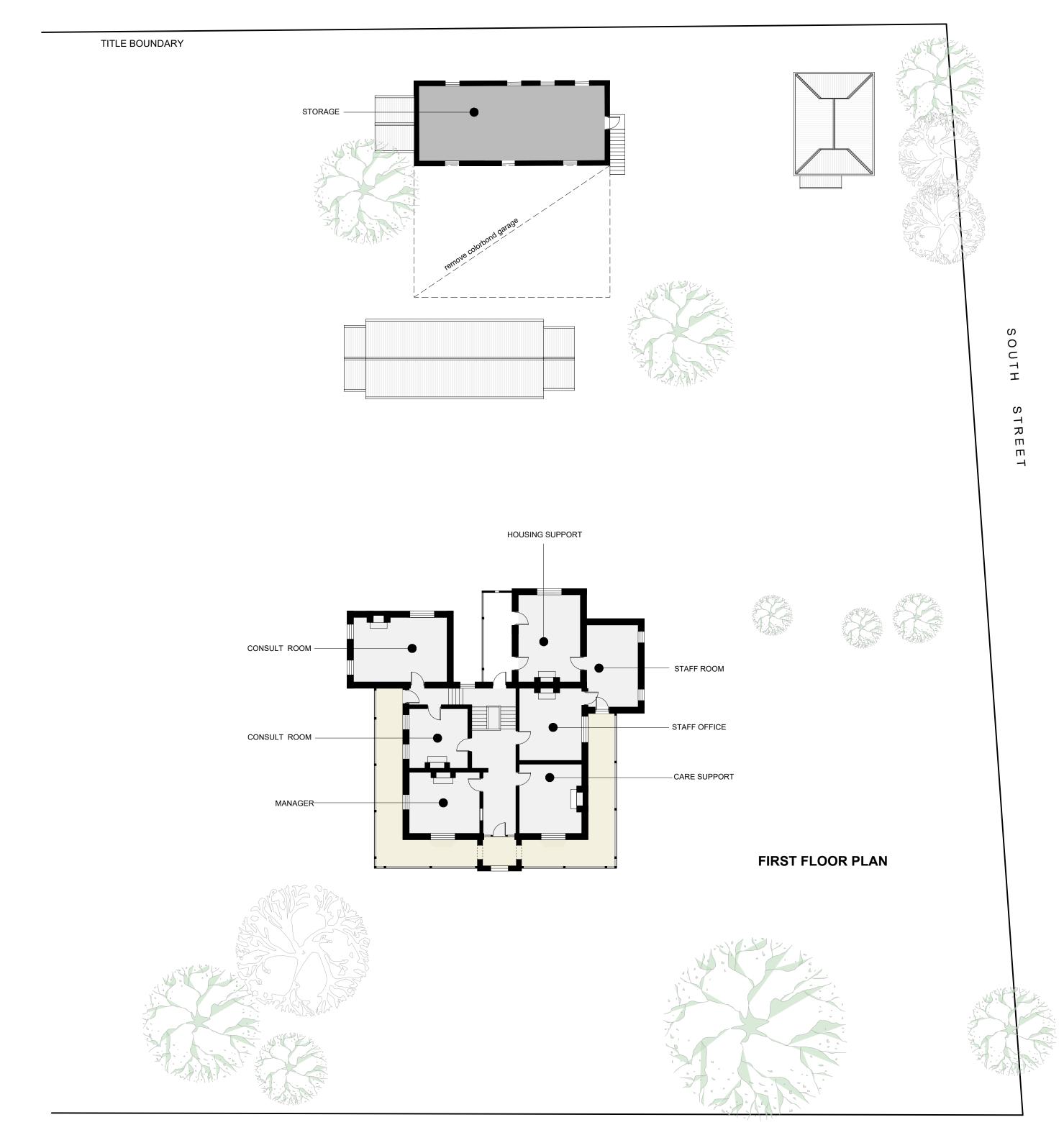
WIRKSWORTH ESTATE - 18 WENTWORTH STREET BELLERIVE **INTEGRATED AGED CARE & SUPPORT SERVICES** SECTIONS MM & NN FEBRUARY 2019



HBV ARCHITECTS 22 SALAMANCA SQUARE, HOBART, TASMANIA, 7004 TEL: (03) 6224 9997 | 52-54 BRISBANE STREET, LEVEL 2, LAUNCESTON, TASMANIA, 7250. TEL: (03) 6334 2468 | EMAIL: hbv@hbvarchitects.com.au







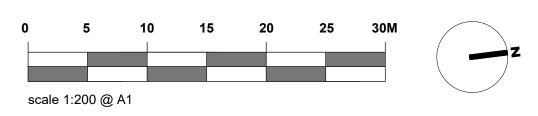
WENTWORTH STREET

WIRKSWORTH ESTATE - 18 WENTWORTH STREET BELLERIVE **INTEGRATED AGED CARE & SUPPORT SERVICES**

WIRKSWORTH HOUSE FEBRUARY 2019



HBV ARCHITECTS



22 SALAMANCA SQUARE, HOBART, TASMANIA, 7004 TEL: (03) 6224 9997 | 52-54 BRISBANE STREET, LEVEL 2, LAUNCESTON, TASMANIA, 7250. TEL: (03) 6334 2468 | EMAIL: hbv@hbvarchitects.com.au

Attachment 3



Tasmanian Heritage Council GPO Box 618 Hobart Tasmania 7000 Level 3, 200 Collins St, Hobart Tasmania 7000 Tel: 1300 850 332 enquiries@heritage.tas.gov.au www.heritage.tas.gov.au

PLANNING REF: D2019/75 THC WORKS REF: 5854 REGISTERED PLACE NO: 1005

FILE NO: 10-10-58 THC APPLICANT: The Crown DATE: 08 April 2019

NOTICE OF HERITAGE DECISION

(Historic Cultural Heritage Act 1995)

The Place: Wirksworth, 18 Wentworth Street, Bellerive Proposed Works: Integrated Aged Care and Support Services

Under section 39(6)(b) of the *Historic Cultural Heritage Act 1995*, the Heritage Council gives notice that it consents to the discretionary permit being granted in accordance with the documentation submitted with Development Application D2019/75, advertised on 06/03/2019, subject to the following conditions:

 The works to "make good" where the garage structure is disconnected from the heritage fabric must be carried out by persons who have experience in the conservation of historic sandstone buildings and using materials and techniques that are compatible with sandstone masonry.

Reason for condition

To ensure that "make good" work uses appropriate conservation techniques and materials.

2. The proposed one metre high fence indicated on HBV drawing no. 1746_03 (site plan, February 2019) must be natural timber or a material that has a low level of reflectivity and be a neutral colour in mid-dark tone. A detailed fence design must be submitted to and signed off by Heritage Tasmania's Works Manager. Once approved the design will form part of this permit and must be complied with.

Reason for condition

To ensure that this element is visually recessive so as not to intrude on the setting of the heritage place.

3. The trees proposed for retention on drawing no. 1746_02 by HBV (dated February 2019) must be clearly identified to all contractors and site users for the duration of the building project. The Tree Protection Zone, consistent with Australian Standard AS4970-2009 Protection of Trees on Development Sites, for trees numbered 32, 33, 34 and 35 must also be

clearly indicated using stakes and barrier tape, to the satisfaction of a suitably qualified arborist, for the duration of the building project.

4. Works within the Tree Protection Zone (TPZ), as defined by AS4970-2009 Protection of Trees on Development Sites of trees numbered 32, 33, 34 and 35 identified on drawing no. 1746_02 by HBV (dated February 2019) must be undertaken under the supervision of a suitably qualified project arborist. The project arborist must ensure that all works within the TPZ will have negligible detrimental impact to the health of those trees.

Reason for conditions 3 & 4

To avoid unanticipated impacts on the landscape contributions of the place.

5. The Project Specifications must include notification protocols whereby archaeological advice is sought if features or deposits of an archaeological nature are uncovered during excavation or where doubt exists concerning the provenance of any strata revealed during excavations. In such instances, excavation must immediately cease pending attendance on site, and receipt of advice from, a suitably qualified historic archaeologist, at which point, depending on the findings, Heritage Tasmania must be contacted for further advice.

Reason for condition 5

To ensure that the sub-surface heritage information is not lost.

Advice

Temporary site accommodation and storage containers during the construction phase may require further heritage approval. Please contact Heritage Tasmania for further advice.

Please ensure the details of this notice, including conditions, are included in any permit issued, and forward a copy of the permit or decision of refusal to the Heritage Council for our records.

Should you require clarification of any matters contained in this notice, please contact Russell Dobie on 1300 850 332.

Brett Torossi

Chair

Under delegation of the Tasmanian Heritage Council

Attachment 4

18 Wentworth Street, Bellerive (including Wirksworth House and associated grounds)



Photo 1: 'Wirksworth House' when viewed from Wentworth Street.



Photo 2: The location of the proposed access and development site beyond when viewed from Alexandra Esplanade.



Photo3: The location of the proposed residential development when viewed to the south of the 'Wirksworth House' building. The cluster of trees in the foreground are proposed to be removed to facilitate the proposed development.



Photo 4: The view south of 'Wirksworth House' towards the eastern half of the property which is proposed to be retained in its grassed state.