

LAND USE CONFLICT RISK ASSESSEMENT

TORRENS TITLE SUBDIVISION (ONE INTO 392 LOTS OVER 16 STAGES)

150 GUNDY RD, SCONE, 2327 (LOT: 2 DP1169320)

Prepared by Perception Planning on behalf of Charles David Pty Ltd



Above: Photo of the existing landscape 150 Gundy Road Scone.

Erin Daniel	Phone: 0428 883 911	
Principal Planner	Email: erin@perceptionplanning.com.au	
PO Box 107		
Clarence Town, NSW, 2321		
PP Reference	J002231	
Prepared for (client)	Charles David Pty Ltd	
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1.0 INTRODUCTION

1.1 SCOPE OF WORKS

This Land-Use Conflict Risk Assessment (LUCRA) has been requested by the NSW Department of Primary Industries Agriculture to accompany a development application for subdivision at Lot 2 DP 1169320.

This Assessment aims to:

- 1. Accurately identify and address potential land use conflict issues and risk of occurrence before a land use proceeds or a dispute arises,
- 2. Objectively assess the effect of a proposed land use on neighbouring land uses,
- 3. Increase the understanding of potential land use conflict to inform and complement development control and buffer requirements, and
- 4. Highlight or recommend strategies to help minimise the potential for land use conflicts to occur and contribute to the negotiation proposal, implementations, and evaluation of separation strategies.

This assessment is based on the NSW Department of Primary Industries Land Use Conflict Risk Assessment Guide that identifies that there are four key steps in undertaking a Land Use Conflict Risk Assessment. These are:

- 1. Gather information about proposed land use and associated activities;
- 2. Evaluate the risk level of each activity;
- 3. Identify risk reduction management strategies; and
- 4. Record Land Use Conflict Risk Assessment Results.

This Assessment commences with a discussion of the information that has been gathered.

2.0 GATHER INFORMATION

2.1 SITE PARTICULARS

Address:	
Legal Description:	
Area:	
Local Government Area:	
Land-Use Zone:	

150 Gundy Road, Scone, NSW, 2337
Lot 2, DP1169320
57.5 hectares
Upper Hunter Shire Council
R1 – General Residential

A map of the site is provided as (APPENDIX 2).

2.2 NATURE OF THE LAND USE PROPOSED

The objective of the proposed development is to obtain development consent for a Torrens title subdivision (one into 392 lots over 16 stages). This LUCRA supports the development application, lodged as a Section 8.2 Review Application. It is requested that the consent authority review the Determination made 30 September 2020 under s 8.3 EPA Act. The Determination cannot be reviewed after the period within which any appeal may be made to the NSWLEC has expired if no appeal has been made (s 8.3(2)). The period in which an appeal may be instituted, applying to this matter under the extended period during Covid, is 12 months after 30 September 2020, i.e., by 30 September 2021: s 8.10.

The characteristics of the development include:

- a. Removal of vegetation.
- b. One into 392 Lot Torrens title subdivision implemented over sixteen (16) stages, including Lots ranging in size between 450m² and 992m². The size and shape of each Lot has been designed to accommodate future residential development. The Lots and associated development will be implemented / delivered in stages, including:

STAGE	LOTS	AVG.
1	21	89
2	25	84
3	14	89
4	18	77
5	13	76
6	30	78
7	23	79
8	32	80
9	28	79
10	36	82
11	21	81
12	36	83
13	26	89
14	28	90
15	21	82

- c. Civil works including:
 - Stage 1 partial construction of main road (R) R1 (30m wide) and associated intersection with Gundy Rd, partial construction of internal R2 and R3 (18m wide) to service 21 Lots. Stormwater basin one and park one will be delivered within this stage.
 - **Stage 2** partial construction of R2 and R3 to service 25 Lots and delivery of pocket park (inclusive of Aboriginal Tree).
 - Stage 3 extension of R2 and R3 to service 14 Lots.
 - Stage 4 extension of R1, construction of roundabout and partial construction of R4 (18m wide) to service 18 Lots. Stormwater basin two and park two will be delivered within this stage.
 - Stage 5 extension of R5 and partial construction of R10 (18m wide) to service 13 Lots and provision of emergency egress road (gravel) to the west, towards New England Highway. Stormwater basin three and park three will be delivered within this stage.
 - Stage 6 partial construction of R6 and extension of internal roads (18m wide) to service 30 Lots.
 - **Stage 7** extension of internal roads (18m wide) to service 23 Lots, and construction of internal pathway 6m wide.
 - Stage 8 extension of internal roads (18m wide) to service 32 Lots, with road abutting boundary to provide residential expansion opportunity to the east, and construction of internal pathway 6m wide.
 - Stage 9 partial construction of R9 (18m wide) to service 28 Lots.
 - Stage 10 partial construction of R10 and R11 (18m wide) to service 36 Lots.
 - Stage 11 extension of R10 and construction of R12 (cul-de-sac) to service 21 Lots and construction of internal pathway (6m wide).
 - Stage 12 extension of R10 and construction of internal pathway (6m wide).
 - Stage 13 partial construction of R13 (cul-de-sac) and R14 to service 26 Lots, construction of internal pathway (6m wide) and drainage easement.
 - Stage 14 extension of R9 to service 28 Lots and construction of internal pathway.
 - Stage 15 internal road extensions to service 21 Lots.
 - Stage 16 internal road extensions to service 20 Lots and open space.
 - Construction of stormwater infrastructure within street network per stage, to discharge into the basins located towards the northern property boundary catering for on-site detention and water quality requirements. As noted above, all stormwater basins will be constructed by stage five, with subsequent stages connecting to the associated basin as they are released, as detailed within the stormwater drainage plan and report.
- d. Access to the subdivision will be from Gundy Road.
- e. Stages 1, 2 and 3 are located on the northern side of the stream adjacent to Gundy Road.

The proposed subdivision is considered the highest and best use of the site given its land use zoning (R1 General Residential) and consistency with the desired subdivision of St Aubin's Estate. The subject site is vacant of development and consists primarily of cleared

grasslands/pastureland, with some scattered native vegetation and trees.

2.3 NATURE OF THE SITE AND AREA WHERE THE LAND USE IS PROPOSED

The subject site is known as 150 Gundy Road, Scone, and can be legally identified as Lot 2 DP1169320 ('**the site**'). The site is located within the Upper Hunter LGA and measures approximately 57ha in size as shown in **Figure 1**. The subject site is vacant of development, and consists mainly of cleared grasslands/pastureland, with scattered native vegetation and trees. Legal access to the subject site is currently via Gundy Road. The site is located within the St Aubin's Estate, Scone.

More broadly, the strategic centre of Scone is located approximately eight kilometres to the north-east. It is the largest township in the Upper Hunter LGA and serves as the LGA's main commercial and administrative centre, while providing support services to agricultural and equine industries in the region. The site is otherwise surrounded by farmland used for primary production and rural small holdings purposes with a minimum lot size of 40 ha. Other sites zoned for rural residential development are situated outside Scone to the west and north-west. This land is zoned R1, with a 600m² MLS applying. Other sites zoned for rural residential development in the LGA. Steady growth in and around the town is projected in the future. Current service provision is considered reasonably adequate with a recent water supply upgrade. Additional residential and rural residential land is expected to be required if the projected demand is to be met according to the Upper Hunter Land Use Strategy.



Figure 1 - Locality Plan (Source: NSW Spatial Viewer, 2021)

2.4 TOPOGRAPHY, CLIENT AND NATURAL FEATURES

The site contains an identified blue-line watercourse within the northern portion of the site, which connects two dams at opposite ends of the site (east and west). The surrounding environment consists primarily of cleared grazing land, with residential development located to the north of Gundy Road. An aged care facility has recently been developed immediately to the north/north-west of the subject lot.

The northern section of the site grades at approximately 4% from the northeast to the southwest towards the stream. The levels on site for the northern section range from approximate RL 226m AHD at the northeast boundary to RL 214m AHD at the southwest boundary at the stream.

Most of the southern section of the site grades at approximately 5% from the southeast to the northwest towards the stream. There is a crest in the southern section of the site that runs from east to west which means that a small section of the southern area grades to the southwest. The levels for the southern section range from approximately RL 243m AHD at the southeast boundary to RL 208m AHD at the northwest boundary at the stream and RL 215m AHD at the southwest boundary.

The subject site is not considered to be of high agricultural viability, noting that the land zoning is R1 General Residential and not rural. Intensive primary production is unlikely, and the opportunity for productive and sustainable agricultural development is considered limited on this site, and not the highest or best use of the land as evident by the land zoning. The proposed subdivision will not reduce rural lands within the area, nor will it adversely impact sustainable rural lands due to the large Lot sizes proposed adjoining the boundary with the rural land (south and west) and proposed landscaped buffer along these boundaries to improve the transition between each zone. The proposed land use is considered to be consistent with Strategic Planning for the Scone region and is a prime site for residential subdivision while maintaining minimal environmental impact and land use conflict. Overall, it is considered the proposed subdivision would be the best use of the subject site given its location, availability of essential services, and surrounding land use. The proponents of the proposal are the landowners.

2.5 SITE HISTORY

The site is currently vacant, with scattered vegetation located throughout. A Development Application (DA) was lodged with Upper Hunter Shire Council in 2017 for a 423 Lot Residential Subdivision under DA 163/2017. The DA was refused by the Hunter and Central Coast Regional Planning Panel (HRPP) on 30 September 2020. The key issues of the DA identified by the HRPP relate to:

- Adequacy of salinity assessments there are two (2) differing opinions
- Ecological outcomes acceptability and finality
- Acceptability of the stormwater management solution
- Rural and environmental interface
- Urban design lot layout and configuration, open space, amount and location.

This LUCRA supports the Development Application, lodged under Section 8.2 of the

Environmental Planning and Assessment Act 1979 (EP&A Act), seeking to review the determination made by the HRPP on 30 September 2020.

The Preliminary Site Investigation that was completed for the development application included a review of aerial photography, which was summarised in **(TABLE 1)**:

TABLE 1 – DESCRIPTION OF HISTORICAL AERIAL PHOTOGRAPHY

Year	Description		
1953	The image dated 1953 is an excerpt from a high resolution black and white aerial photograph depicting the site and surrounding area. At this time, the site appears clear and undeveloped. A faint streamline can be seen intersecting the site within the northern portion surrounded by scattered vegetation. The surrounding area appears mostly undeveloped with the exception of a small building located less than 100m from the sites north-west corner. Gundy Road and the New England Highway can be seen to the north and west of site respectively.		
1964	 The image dated 1964 is an excerpt from a high resolution black and white aerial photograph depicting the site and surrounding area. Site features are consistent with those observed in the 1953 aerial. The following changes have been observed within the surrounding area: 1) Land surrounding the small building adjacent the sites north-west corner has been further developed; 2) Five sheds/warehouses have been constructed further north-west of site, adjacent Gundy Road; and 		
	3) A waterhole appears along the streamline to the east of site.		
1989	The image dated 1989 is an excerpt from a high resolution colour aerial photograph depicting the site and surrounding area. A small, fenced compound can be seen in the south-west corner of site and a waterhole has formed along the streamline adjacent the sites eastern boundary. Off-site, the building adjacent the sites north-west corner has been removed. Additional sheds/warehouses have been constructed off Gundy Road as well as residential dwellings. An electrical transmission tower can be observed adjacent the sites south-east corner.		
2003	 The image dated 2003 is a high-resolution colour satellite image depicting the site and surrounding area. The site remains undeveloped. Changes to the surrounding area include: 1) Residential dwellings and cul-de-sacs constructed adjacent the sites north-west corner; and 2) Residential dwellings and roads constructed adjacent Gundy Road to 		
	the north.		

2015	The image dated 2015 is a high resolution colour satellite image depicting the
	site and surrounding area. The site remains undeveloped. Additional
	residential dwellings and roads have been constructed along Gundy Road in
	the north and an electrical substation is visible west of site. Construction of
	residential dwellings appears to have begun within the lot directly adjacent the
	site to the north-west.

From this table it can be seen that the property has remained undeveloped over the past 68 years. The site contains no heritage items, nor is it located in a heritage conservation area under the Upper Hunter Local Environmental Plan 2013 (Schedule 5 – Environmental Heritage). The proposed zoning would see a change in the land-use within the site from extensive agriculture to dwelling houses.

2.6 SITE INSPECTION OUTCOMES

The site was inspected numerous times throughout preparation of the development application. The purpose of these inspections was primarily for meetings with the landowners, but inspections were also completed for the sub-consultants so that they could completed their reports. These reports included a detailed site survey, ecological and acoustic assessments, contamination and salinity reports.

An experienced Valley Civilab environmental scientist visited the site on 15th November 2017 to consolidate the desktop review described in the sections above. The site visit included a detailed visual inspection of accessible areas, which concluded the following:

"On entering the site, it was apparent that the site is currently being used as cattle grazing land. The site is predominantly covered by long grasses with identifiable vehicle tracks throughout. One waterhole was observed on the eastern site boundary which is adjacent an electrical easement with transmission towers running north to south. Linear depressions were observed on the eastern portion of the site and appeared to be directing surface water run-off to the water hole during rain events. Cattle and kangaroo were observed roaming within the site. A decommissioned cattle handling station was present in the south-western portion of the site. Evidence of herbicide and pesticide usage was not apparent at the time of inspection."

2.7 CONSULTATION

Consultation will occur with the required authorities as part of the development application assessment process.

3.0 LAND USE CONFLICT RISK ASSESSMENT

3.1 INTRODUCTION

Development of the site for residential development may be incompatible with some of the existing surrounding land-uses. Land around Scone is identified as Biophysical Strategic Agricultural Land (BSAL). Detailed mapping provided in the SEPP (Mining, Petroleum Production and Extractive Industries) 2007 indicates that the site is not mapped as BSAL.

The development is also within the equine critical industry cluster (CIC) spatially defined as land (excluding National Park and State Forest) having a slope of equal or less than 18 degrees and falling within the following buffers;

- A) In the Upper Hunter LGA; and
- B) Within 15km of the New England Highway

While the site is mapped as being within the CIC as per the Upper Hunter Strategic Regional Land Use Plan (SRLUP), it is already zoned for residential development and enabling more residential development on the site as proposed. The proposal would not lead to significant impacts on the CIC through;

- A) Surface are disturbance;
- B) Subsidence;
- C) Reduced access to agricultural resources;
- D) Reduced access to support services and infrastructure;
- E) Reduced access to transport routes; or
- F) Loss of scenic and landscape values

The proposal is not considered likely to adversely affect the CIC. No development of rural land is proposed as part of the application, other than the establishment of a vegetation buffer, as required by Council.

3.2 INITIAL RISK IDENTIFICATION AND RISK RANKING

This section provides an assessment of the potential for land-use conflicts, their associated risks and severity of impacts utilising a probability and consequence matrix. A crucial component of the Land Use Conflict Risk Assessment is to differentiate between an 'environmental risk' and an 'environmental hazard'. Risk identifies the probability of farm occurring, while hazard identifies the potential for harm. **TABLE 2** below shows the Land Use Conflict Risk Ranking Matrix identifies risk ranking from 1 to 25 for each set of probabilities (A-E) and consequences (1-5). A rank of 25 is the highest magnitude of risk (i.e., a highly likely and profoundly serious event). A rank of 1 represents the lowest magnitude of risk (i.e., an almost impossible and exceptionally low consequence event). Probability is given to those activities associated as high risk. This will help rank multiple effects and provide a priority list when developing management strategies.

Probability	Α	В	С	D	E
Consequence	Consequence				
1	25	24	22	19	15
2	23	21	18	14	10
3	20	17	13	9	6
4	16	12	8	5	3
5	11	7	4	2	1

TABLE 2 - LAND USE CONFLICT RISK RANKING MATRIX

This report uses a five level (A-E) assessment of risk probability as shown below. Probability infers that there will be a land use conflict occurring. For example, increased traffic will occur

from the proposed development, but may only generate a conflict in some circumstances would result in a probability of D.

Level	Descriptor	Description
А	Almost Certain	Common or repeating occurrence
В	Likely	Known to occur, or has happened
С	Possible	Could occur, or may have occurred previously
D	Unlikely	Could occur in some circumstances, but not likely to occur
E	Rare	Practically impossible

TABLE 3 – TABLE OF PROBABILITY DESCRIPTORS

TABLE 4 – MEASURE OF CONSEQUENCE LEVEL

Level: 1	Descriptor: Severe
Description	Severe and/or permanent damage to the environment
	Irreversible
	Severe impact on the community
	Neighbours are in prolonged dispute and legal action involved
Example/Implication	Harm or death to animals, fish, birds or plants
	Long term damage to soil or water
	Odours so offensive some people are evacuated or leave voluntarily
	Many public complaints and serious damage to Council's reputation
	Contravenes Protection of the Environment & Operations Act
	(POEO Act) and the conditions of Council's licences and permits. Almost certain prosecution under the POEO Act
Level: 2	· ·
	Descriptor: Major
Description	Serious and/or major long-term impact to the environment
	Long-term management implications
	Serious impact on the community
	Neighbours are in serious dispute
Example/Implication	Water, soil or air impacted, possibly in the long term
	Harm to animals, fish or birds or plants
	Public complaints. Neighbour disputes occur. Impacts pass quickly
	Contravenes the conditions of Council's licences, permits and the POEO Act
	Likely prosecution

Level: 3	Descriptor: Moderate
Description	Moderate and/or medium-term impact to the environment and community
	Some ongoing management implications
	Neighbour disputes occur
Example/Implication	Water, soil, or air known to be affected, probably in the short term
	No serious harm to animals, fish, birds, or plants
	Public largely unaware and few complaints to Council
	May contravene the conditions of Council's Licences and the POEO Act
	Unlikely to result in prosecution
Level: 4	Descriptor: Minor
Description	Minor and/or short-term impact to the environment and community
	Can be effectively managed as part of normal operations
	Infrequent disputes between neighbours
Example/Implication	Theoretically could affect the environment or people, but no impacts noticed
	No complaints to Council
	Does not affect the legal compliance status of Council
Level: 5	Descriptor: Negligible
Description	Very minor impact to the environment and community
	Can be effectively managed as part of normal operations
	Neighbour disputes unlikely
Example/Implication	No measurable or identifiable impact on the environment
	No measurable impact on the community or impact is generally acceptable

The main land use activities that are likely to generate conflict in with this development included in the table below, along with a schedule that lists the identified potential conflict/activity and its likely consequence rating when considering the above table.

TABLE 5- ACTIVITIES MOST LIKELY TO CREATE CONFLICT

Activity/land- use	Potential Conflict	Probability Level	Consequence Level	Risk Ranking
Residential Development	Domestic dogs chasing cattle	С	4	C4 = 8
	Weeds escaping from gardens onto farms	D	4	D4 = 5

	Fence damage/theft/vandalism and trespass	С	3	C3 = 13
	Traditional or information 'agreements' for access between farms and to parts of farms may break down with the arrival of new people.	E	4	E4 = 3
	significant number of residences in proximity to the existing rural lands, which may increase the likelihood of littering leading to injury or poisoning of livestock.	D	3	D3 = 9
New England Highway (in use)	Pedestrians walking the highway disrupting traffic	D	4	E4 = 3
	Domestic animals on the highway disrupting traffic	С	4	C4 = 8
	Disturbance from road repairs	D	4	D4 = 5
	Noise from road users	В	4	B4 = 12
	Danger to pedestrians	D	2	D2 = 14
Cattle grazing	Noise from cattle grazing	D	4	D4 = 5
and other forms of	Smell of fertiliser or cattle manure	С	4	C4 = 8
surrounding	Flies from cattle dung	С	4	C4= 8
agriculture	Dust from fields and farm roads	D	5	D5 = 2
	Sprays from pasture weed control	D	5	D5 = 2
	Electric fence shocks to children and domestic pets	D	3	D3 = 9
	Straying livestock creating fence/garden damage	D	5	D5 = 2
	Slashing	E	5	E5 = 1
	Agricultural operations noise/dust	С	3	C3 = 13

3.3 MITIGATED RISK RANKINGS AND MANAGEMENT STRATEGIES

The below table lists the provides an appropriate management strategy to reduce the risk to a target level.

TABLE 6 – MITIGATED RISK RATING TABLE

Potential Conflict	Management Strategy	Risk Ranking	Target Ranking
		3	5

Domestic dogs chasing cattle	Appropriate fencing	C4 = 8	D4 = 5
Weeds escaping from gardens onto farms	Appropriate fencing and potential vegetation buffer	D4 = 5	D4 = 5
Fence damage/theft/vandalism and trespass	This can be managed as part of the Development Application process by including plans for fencing and signage to create clear boundaries between residential and rural lands.	C3 = 13	D4 = 5
Traditional or information 'agreements' for access between farms and to parts of farms may break down with the arrival of new people.	This can be managed as part of the Development Application process by including plans for fencing and signage to create clear boundaries between residential and rural lands.	E4 = 3	E4 = 3
Significant number of residences in proximity to the existing rural lands, which may increase the likelihood of littering leading to injury or poisoning of livestock.	Future residential development for will place a significant number of residents in proximity to the existing agricultural lands, which may increase the likelihood of littering. This can be managed through the Development Application process by requiring that a Resource and Waste Management Plan identify appropriate areas for the disposal of waste.	D3 = 9	E3 = 6
Pedestrians walking the highway disrupting traffic		E4 = 3	E4 = 3
Domestic animals on the highway disrupting traffic		C4 = 8	D4 = 5
Disturbance from road repairs		D4 = 5	E4 = 3
Noise from road users	Unavoidable	B4 = 12	B4 = 12
Danger to pedestrians	Appropriate fencing and signage	D2 = 14	E2 = 10
Noise from cattle grazing	Appropriate fencing and vegetation buffer, neighbourly discussion, if needed	D4 = 5	E4 = 3
Smell of fertiliser or cattle manure	Appropriate fencing and vegetation buffer, neighbourly discussion, if needed	C4 = 8	D4 = 5
Flies from cattle dung	Appropriate fencing and vegetation buffer, neighbourly discussion, if needed	C4= 8	D4 = 5
Dust from fields and farm roads	Appropriate fencing and vegetation	D5 = 2	E5 = 1
Spray drift from pasture weed control	Spray in appropriate weather conditions	D5 = 2	E5 = 1

Electric fence shocks to children and domestic pets	Appropriate fencing and signage	D3 = 9	D3 = 9
Straying livestock creating fence/garden damage	Appropriate fencing	D5 = 2	E4 = 3
Slashing noise	Cattle grazing negates the need for slashing	E5 = 1	E5 = 1
Agricultural operations noise	Operate during 'normal' agricultural hours	C3 = 13	D3 = 9

3.4 RISK MITIGATION MANAGEMENT STRATEGIES

The land use conflict risk assessment has identified potential land uses conflicts that may arise as a consequence of the proposed subdivision of land.

The management strategies listed above are repeated below as recommendations to ensure that potential for land-use conflict is appropriately addressed during the Development Application stage. These measures could be summarised as follows:

- 1. Specialist reports relating to agriculture, landscaping and acoustic accompany any Development Application to ensure siting, design, construction materials, landscaping and so forth inform the development and lead to appropriate conditions on the Notice of Determination.
- 2. Notification of the NSW Department of Primary Industry and public notification of landowners within this area when a Development Application is lodged with Council.
- 3. A Traffic Impact Assessment (TIA) to accompany the future Development Application that considers access arrangements to the subdivision and residual land to continue to be utilised for livestock grazing.
- 4. Development Application documentation to identify fencing proposed to create clear boundaries between residential and rural lands. It is noted that any fencing adjoining the rural interface will be of post and wire construction. A condition and restriction on the use of land identifying this requirement is acceptable.

4.0 CONCLUSIONS AND RECOMMENDATIONS

The proposed subdivision of land will allow for the intended Torrens title low impact residential housing development on the land. Residential development of the site is not likely to significantly impact the environment or surrounding land use, or significantly impact rural land availability. Residential development and zoning are current to the north of the site, and thus the proposal will merely be adding to this land use. Further, due to the size and existing zoning of the site, intensive primary production is unlikely, and the opportunity for productive and sustainable agricultural development is considered limited. The proposal is of minor significance to the rural land. The Upper Hunter Land Use Strategy 2017 adopts the land use principle of limiting opportunities for rural living to appropriate locations that are easily accessible to established towns and villages. This development is located easily accessible to the largest township in the Upper Hunter LGA (Scone). A key outcome of the strategy is to facilitate residential growth while protecting agricultural lands. The proposal is consistent with this outcome because it would increase dwelling capacity in an area already zoned for rural residential development.