

Draft Port Stephens Rural Residential Strategy

Volume 1 - Context and Issues

Submitted to Port Stephens Council

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This document is preliminary unless approved by a Director of City Plan Strategy & Development

CERTIFICATION

This report has been authorised by City Plan Strategy & Development, with input from a number of other expert consultants, on behalf of the Client. The accuracy of the information contained herein is to the best of our knowledge not false or misleading. The comments have been based upon information and facts that were correct at the time of writing this report.

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1. Introduction

Port Stephens Council is facing increasing pressure in relation to development and rezoning of rural lands for residential purposes. While existing studies and strategies have been carried out on existing rural lands, Council does not have a specific strategy that deals with the social, economic and environmental challenges faced by rural residential land planning.

Council has therefore decided to prepare a rural residential strategy for the Port Stephens Local Government Area (LGA) to provide a framework to consider future Planning Proposals.

Rural residential development is a legitimate form of development and contributes to the diversity and choice of housing in Port Stephens LGA and the Lower Hunter Region. It does however require special consideration because rural residential development can have environmental, social and economic costs that are significantly higher than those of standard residential development.

1.1 Aims

The Port Stephens Rural Residential Strategy aims are:

- To develop a strategy to identify opportunities relating to new rural residential development on rural zoned land.
- To provide Council and the community with further clarity around the future use and development of rural lands.
- To provide a framework for which Council can assess the appropriateness of future rural residential development proposals.
- To ensure future development protects the environmental and cultural values of the area.
- To ensure that existing prime agricultural land is preserved and agricultural industries are able to prosper and expand without being unduly limited by neighbouring residential uses.
- To ensure that rural residential development does not hinder the strategic development of urban settlements in the future.
- To ensure new developments can have access to an appropriate level of community services in a cost effective manner.

1.2 Defining rural residential development

Rural residential development refers to land in a rural setting, used and developed for dwellings that are not primarily associated with agriculture. Where agricultural pursuits are undertaken, they are ancillary to the use for a dwelling. Rural residential development is often associated with a lifestyle choice rather than undertaking primary production. Some rural residential development may also take place on land with significant but manageable environmental values, providing a "tree-change" lifestyle choice.

Owing to the dominant residential nature, rural residential development requires access to most of the services and infrastructure provided in urban settlements. Typically, it also generates urban residential amenity expectations like quiet activity at night-times, no nuisance dust or odours, and local traffic environments.

Farm dwellings required to support an agricultural use and genuine small lot agricultural enterprises such as orchards are not considered rural residential development.

For the purposes of this Strategy, rural residential development is defined by a combination of land use zone, minimum permitted lot size¹ and current existing lot size.

Therefore this includes:

- All land zoned R5 Large Lot Residential
- All land zoned E4 Environmental Living

It does not include

- Land zoned RU1 Primary Production, RU2 Rural Landscape, E2 Environmental Conservation or E3 Environmental Management, as these zones are predominantly for rural or environmental purposes. Dwellings are permitted in these zones, and in some locations there are small lots with rural dwellings that have limited agricultural or environmental protection capability. When calculating the number of existing rural residential dwellings, lots that are 10ha or smaller should be counted as being rural residential development.
- Land zoned RU5 Village. Dwellings are permitted in this zone, and it is considered to be more akin to an urban settlement than a rural residential settlement pattern.

From this definition, rural residential development in Port Stephens can be grouped into two types: *Rural fringe* and *Rural living*. These categories reflect the differences in lot size, proximity to services and environmental constraints.

Rural residential development that is of the *Rural fringe* type generally has the following characteristics:

- Adjoining or in close proximity to an urban area or village centre
- Average minimum lot size is between 4,000 square metres up to 2 hectares

Rural residential development that is of the *Rural living* type generally has the following characteristics:

- Adjoining farmland or vegetated areas
- Average minimum lot size is greater than 1 hectares up to 5 hectares.

¹ References of land use zoning and permitted lot sizes are those contained in Port Stephens Local Environmental Plan 2013

1.3 Land to which this strategy applies

The Port Stephens Local Government Area (LGA) is located in the Hunter Region of New South Wales. Its boundary extends north to Karuah, west to Duns Creek, east to Shoal Bay and south to Hexham and southeast to Fern Bay.

In order to meet the aims of this strategy, a broad range of land must be considered. Therefore, this strategy applies to all land in the LGA, excluding:

- land currently zoned for commercial or industrial purposes, or land identified for these purposes in an adopted local or regional strategy;
- land currently zoned for residential purposes where the minimum permitted lot size is less than 4,000 square metres;
- land identified as future residential zoned land in a local planning strategy.
- land currently zoned for special purposes, where dwellings are prohibited such as water catchment areas, airport or defence purposes; or
- land currently zoned for environmental protection or waterway use.

Whilst the definition of rural residential development could include one or two lots in a subdivision, this Strategy aims to facilitate coordinated development and is generally intended to apply to proposals or locations with a cluster of 10 or more rural residential lots.

1.4 Structure of this report

There are two volumes for the Port Stephens Rural Residential Strategy.

- Volume 1 outlines the reasons for preparing the strategy, the policy context for rural residential development and the issues in Port Stephens that influence land use decisions.
- Volume 2 details the criteria for identifying investigation areas for rural residential development, outlines the investigation areas and recommendations for implementation of rural residential zoning changes.

2. Policy Context

2.1 State policy context

Regional Strategy

The current state strategic plan for the Hunter is the Lower Hunter Regional Strategy 2006 - 31. At the time it was adopted, that the demand for rural residential development could be met from existing supplies of zoned and planned rural residential land in endorsed local strategies.

The actions from the Regional Strategy that are relevant include:

- The scale of new development within and adjacent to existing villages and rural towns must respect and preserve their character, scale, cultural heritage and social values
- Local environmental plans are to maintain rural zoning for regionally significant agricultural land
- Any future rezoning proposal for rural residential development, beyond areas already available or identified should be
 - Consistent with the Sustainability Criteria
 - Consistent with an endorsed local council strategy
 - Maintain the character and role of the existing village centre.

Endorsement of the Rural Residential Strategy from the Department of Planning & Environment will need to address the Regional Strategy actions. This is outlined in Section 3 in Volume 2.

The Lower Hunter Regional Strategy is proposed to be replaced by a new regional strategy in the near future. The Department of Planning & Environment has advised the draft Regional Strategy will recognise the importance of protecting viable agricultural lands and maintaining rural character, however, it is unclear whether the new Plan will provide further guidance to Council in relation to the role of rural residential development.

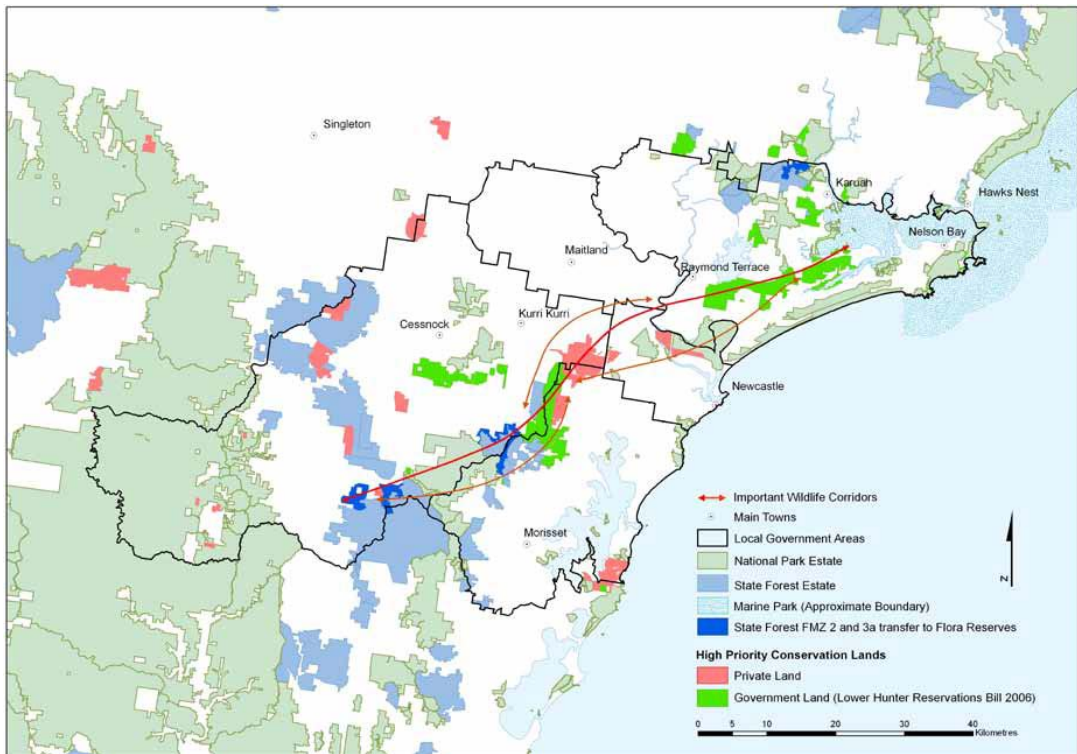
Regional Conservation Plan

This Regional Conservation Plan (RCP) sets out a 25-year program to direct and drive conservation planning and efforts in the Lower Hunter Valley. It is a partner document to the Lower Hunter Regional Strategy that sets out the full range of Government planning priorities, and identifies the proposed areas of growth. The RCP is focused on the next 25 years and seeks to establish a framework to guide conservation efforts in the Lower Hunter.

Within the Lower Hunter Valley there are a number of regional conservation priorities, which have been incorporated in the 25-year strategy. Implementation of Stage 1 of the RCP focussed on securing key elements of these areas for conservation. The most significant of these is the Watagan Ranges to Port Stephens proposal, which provides a highly significant link between southern sandstone ranges and the coastal heaths and wetlands of Port Stephens. Corridors are a major theme in the new reserve proposals, as they enable a range of benefits for biodiversity such as access to critical resources, genetic exchange between individuals of the same species and dispersal of juveniles.

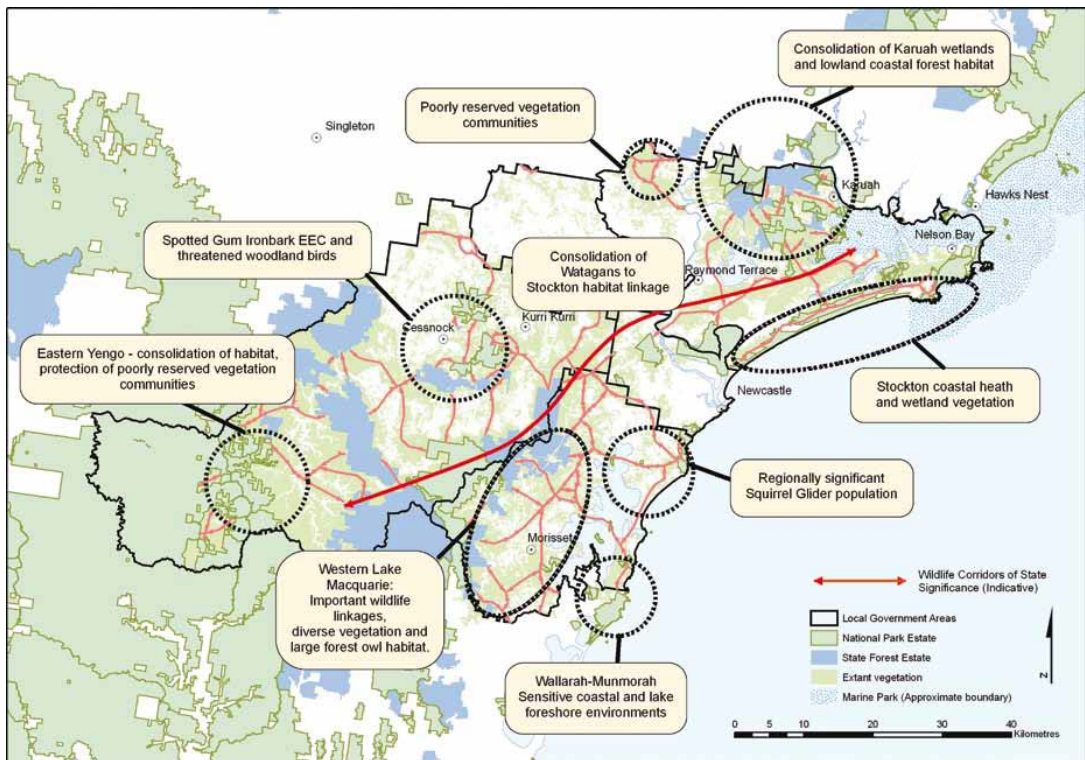
The Port Stephens reserve (additions to Karuah Nature Reserve and Worimi Nature Reserve) will protect important Paperbark Swamp forests, SEPP 14 wetlands, foreshores of Port Stephens and habitat for threatened species, including migratory species.

These priorities are shown in the extract from Map 2 in the RGP.



Source: Lower Hunter Regional Conservation Plan, 2009. Map 2.

Other areas of high conservation value have been identified through the process of developing the RCP. Those areas of high conservation value which have not been incorporated into the formal reserves have been identified as suitable for protection using a suite of other conservation mechanisms. These include BioBanking, voluntary conservation agreements under the National Parks and Wildlife Act 1977, environment protection zonings or appropriate conservation management plans. These areas include lands under public and private ownership. Some of the key values and areas classified as other regional conservation priorities are shown in the extract of Map 3 of the RGP.



Source: Lower Hunter Regional Conservation Plan, 2009. Map 3.

State Environmental Planning Policies

The primary State Environmental Planning Policy (SEPP) that is applicable to rural residential development is SEPP Rural Lands, which is addressed below. Other SEPPs may be applicable on occasion (including SEPPs on rural land sharing, intensive agriculture and complying development) but they do not have a significant impact on the identification and planning for rural residential lands.

State Environmental Planning Policy (Rural Lands) 2008

This SEPP aims to facilitate the orderly and economic use and development of rural lands for rural purposes, identify rural planning principles and rural subdivision principles, reduce land use conflicts and identify State significant agricultural land.

Principles for rural land use are set out in the SEPP, and to be addressed in the preparation of strategies and zoning proposals. The principles are:

- the promotion and protection of opportunities for current and potential productive and sustainable economic activities in rural areas,
- recognition of the importance of rural lands and agriculture and the changing nature of agriculture and of trends, demands and issues in agriculture in the area, region or State,
- recognition of the significance of rural land uses to the State and rural communities, including the social and economic benefits of rural land use and development,
- in planning for rural lands, to balance the social, economic and environmental interests of the community,
- the identification and protection of natural resources, having regard to maintaining biodiversity, the protection of native vegetation, the importance of water resources and avoiding constrained land,
- the provision of opportunities for rural lifestyle, settlement and housing that contribute to the social and economic welfare of rural communities,
- the consideration of impacts on services and infrastructure and appropriate location when providing for rural housing,
- ensuring consistency with any applicable regional strategy of the Department of Planning or any applicable local strategy endorsed by the Director-General.

Ministerial Directions for Local Plan Making

Directions can be issued under Section 117 of the Environmental Planning and Assessment Act 1979 that must be followed when preparing or amending a local environmental plan. The Council must demonstrate consistency with the applicable directions or justify an inconsistency. One way to do this is through the preparation of a local strategy that considers the objective and requirements of the directives. If the Council can demonstrate that this has occurred, the Department of Planning & Environment may "endorse" the strategy for the purpose of assessing the Section 117 directions.

The main relevant directions for this rural residential strategy are as follows:

- 1.2 Rural Zones - which aims to protect the agricultural production value of rural land.
- 1.5 Rural Land - which aims to (a) protect the agricultural production value of rural land, and (b) facilitate the orderly and economic development of rural lands for rural and related purposes.
- 3.1 Residential Zones - which aims to (a) to encourage a variety and choice of housing types to provide for existing and future housing needs, (b) to make efficient use of existing infrastructure and services and ensure that new housing has

appropriate access to infrastructure and services, and (c) to minimise the impact of residential development on the environment and resource lands.

- 5.1 Implementation of Regional Strategies - which aims to give legal effect to the vision, land use strategy, policies, outcomes and actions contained in regional strategies.

These Directions have been considered in the identification of areas for rural residential development as outlined in the Locational Criteria in Section 1 of Volume 2.

2.2 Local policy context

Port Stephens Planning Strategy 2011

The Port Stephens Planning Strategy 2011 (PSPS) provides the current planning framework for the future growth of the LGA. The strategy draws direction from the 2006 Lower Hunter Regional Strategy which focuses urban growth around centres and directing urban expansion to suitable areas near existing centres and services. The PSPS identifies the 'need to ensure that prime agricultural land and important rural landscapes are protected from undesirable development'.

In the 20 years to 2031, the NSW Government is forecasting that there will need to be 12,700 additional dwellings constructed in Port Stephens LGA. The PSPS has identified potential for 14,441 dwellings across the growth precincts, infill areas and rural lands to 2036.

Location specific growth strategies

In addition to the LGA wide PSPS, Council has also prepared more detailed areas plans and local strategies for Karuah (2010), Medowie (2010 and currently being reviewed) and Anna Bay (2008). These strategies provide the basis for zoning changes in these locations, and have detailed plans in relation to the extent of urban development.

Areas for rural residential development are included in the Medowie, Karuah and Anna Bay strategies, and these are considered in this document.

Rural Lands Study and Strategy 2011

In 2011, Council completed a Rural Land Strategy and Rural Lands Study in order to understand the planning issues facing rural land. The Rural Lands Strategy was prepared as an outcome of the Rural Lands Study which provides the details of the rural environment. The Strategy provides Council with the big picture issues regarding rural lands as well as giving indication about the future direction for the development of an area.

The main industries are tourism, agriculture, manufacturing, fishing and oyster farming. The local value of agricultural production is estimated to be \$24.5m in 2005-06. The Study acknowledges that the presence of agriculture and non-rural land use in the one location can often generate conflict due to their potential incompatibility. It identifies that conflict mostly occurs from proximity of residential development to intensive agricultural uses like poultry, dairies, horticulture uses and to a lesser extent extensive cropping operations.

Local Environmental Plan 2013

The Port Stephens Local Environmental Plan (LEP) 2013 has been prepared in accordance with the Standard Instrument Template and EP&A Act to provide for the appropriate planning and environmental control over the use and development of land within the LGA.

The LEP has a range of zonings and lot sizes to accommodate the varying land uses and landscapes in the LGA.

3. Development Issues and Constraints

3.1 Structure of Port Stephens Settlement

Urban development in Port Stephens tends to be dispersed into distinct areas with the boundaries of the urban areas surrounded by floodplains or large patches of native vegetation. Raymond Terrace is a major regional centre, with towns at Nelson Bay and Medowie. Major employment areas outside of these centres include Tomago, Heatherbrae and Williamtown.

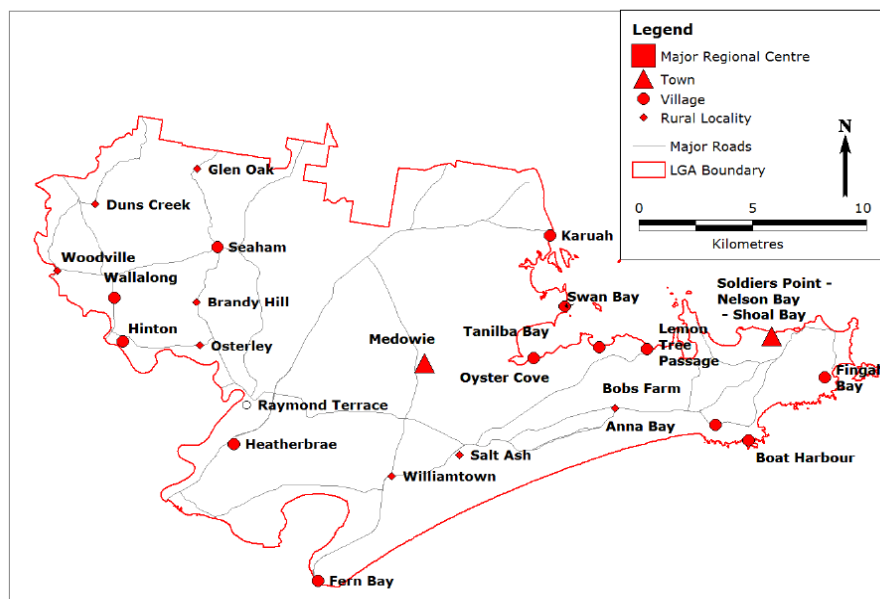
The rural settlement of Port Stephens is based around a series of small villages and hamlets that have traditionally supported agricultural activities on the floodplains and fertile areas. This includes areas like Seaham, Hinton, Wallalong, Nelsons Plains and Woodville. Other rural settlements have occurred on the Tomaree and Tillegary peninsulas and at the edge of the LGA at Fern Bay and Karuah.

In order to cater for population growth, Council has planned for a new centre at Kings Hill, as well as urban development (including residential, commercial, employment) at Medowie, Anna Bay, Karuah, Mallabula and Wallalong. No new rural centres are proposed for Port Stephens, however some existing villages may change because of planned growth proposed in the PSPS and local growth strategies. This includes Wallalong, Anna Bay and Karuah.

Planning for rural residential development also considers the distance to a centre and the services that it provides. Key issues are whether there is a primary school, grocery shops, reticulated water/sewer, and for flood evacuation reasons, whether there are facilities for temporary accommodation in emergency situations and proximity to employment centres.

Unlike Anna Bay and Karuah, there is no detailed local strategy for Wallalong. Growth at Wallalong is expected to be predominantly for residential purposes as consistent with the PSPS 2011, but is also likely to include some rural residential development, commercial, community and recreation uses. This may influence the potential for rural residential development in the Wallalong area, because of a change in character, new servicing/infrastructure opportunities, and demands for housing.

The settlement hierarchy established in the Rural Strategy includes a number of rural villages and localities, as shown in Map 6.1 of the Rural Strategy. The Lower Hunter Regional Strategy brings these villages to mind when considering how to maintain the character and role of these centres if rural residential development is proposed.



Source: Port Stephens Rural Strategy, 2011, Map 6.1

Figure 1 shows the location of urban zones in Port Stephens, as well as planned urban expansions.

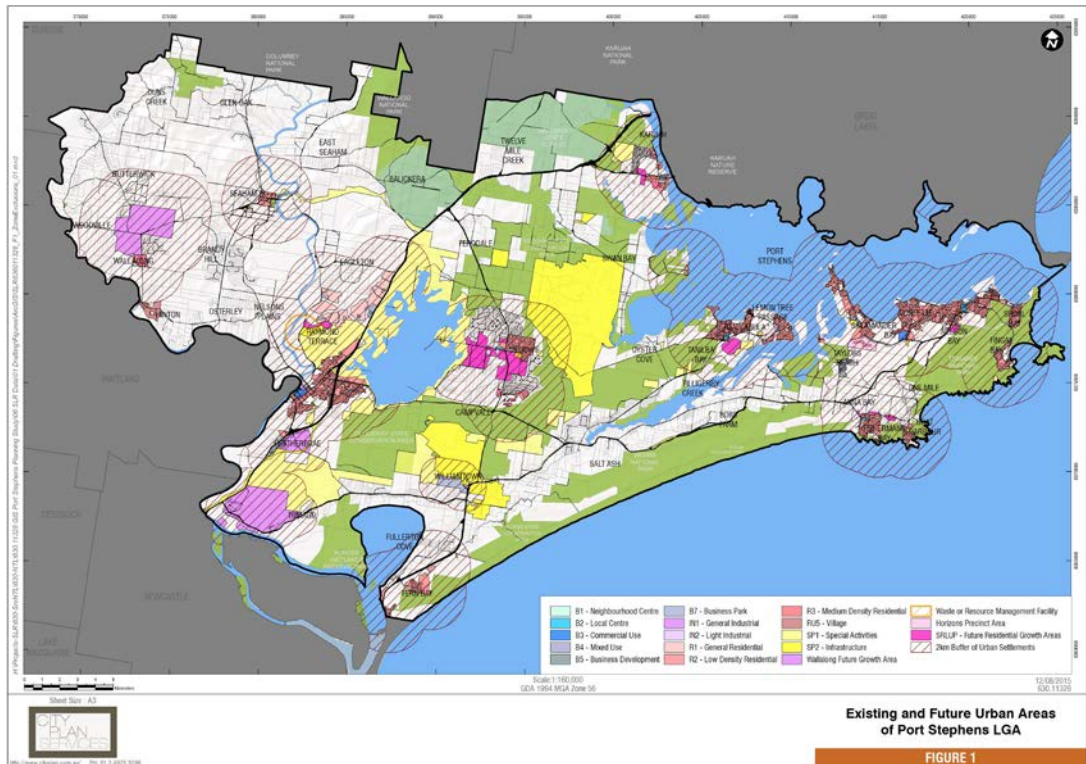


Figure 1. Existing and future urban areas of Port Stephens LGA

3.2 Cultural and physical environment

There are a number of significant features of the physical environment of Port Stephens that are relevant for rural residential development. This is a summary of the main constraints that have been identified in existing studies or planning reports. More detailed assessment is required at a rezoning and/ or development application stage to determine the extent of impact and the appropriate environmental management. The figures referred to in this Section are included in Appendix 1 to this Volume.


- **Slope of land** - The topography of Port Stephens varies from flat floodplains, coastal dune environments to steeply sloping land. Figure 4 shows the location of land with a slope greater than 20%. Land with these slopes generally cannot be developed, and clearing of vegetation is restricted under State legislation including the Native Vegetation Act 2003 and guidelines.
- **Rural land resources** - Significant agricultural land and extractive resources (hard rock, sand) are in Port Stephens. There are also priority areas for oysters and other types of aquaculture. The strategic biophysical agricultural lands are shown in Figure 5. There are other areas of significant agricultural and resource value that are not mapped. Both mapped and unmapped rural resource lands should be retained for their resource value, and appropriate buffers established to ensure that the activities are not restricted by conflicting land uses.
- **Flooding** - Flooding affects large parts of Port Stephens, with river, coastal, estuary and overland flooding. Figure 6 shows the known extents of 1% AEP flooding in the LGA. Residential development needs to be sited above the flood planning level. Potentially isolated areas in major flood events and having suitable evacuation plans also require consideration.

- **Native flora and fauna** - There are a number of National Parks, Marine Parks and State Forests in Port Stephens, as well as patches of significant native vegetation and forestry land. Mapping across the LGA is incomplete in relation to threatened species, their habitats and ecological communities, however, areas of very high conservation value are shown in Figure 7.
- **Drinking Water Catchments** - Special consideration is required for development within the drinking water catchments, Tomago sandbeds, areas near Grahamstown Dam and Williams River catchment shown in Figure 8. In these areas, the aim is to protect drinking water catchments by minimising the adverse impacts of development on the quality and quantity of water entering drinking water storages.
- **Environmentally sensitive land** - This is defined by State policy to include coastal lakes and SEPP 14 wetlands that are shown in Figure 9. Other important wetlands are shown in Figure 7 and development should be avoided in these areas.
- **SEPP 71 Coastal Zone** - Development in the coastal zone (shown in Figure 9) needs to provide for the protection of the coastal environment of the State for the benefit of both present and future generations through promoting the principles of ecologically sustainable development.
- **Heritage** - Local and State listed heritage items are shown in Figure 10. Development near these items needs to consider the impact on heritage values, including the setting of the items and any archaeological remains.
- **Aircraft noise** - Development near to the Williamstown Airport needs to be planned to prevent certain noise sensitive developments from being located near the airport and its flight paths, and to ensure that land use and development in the vicinity of that airport do not hinder or have any other adverse impacts on the ongoing, safe and efficient operation of that airport. The aircraft noise planning area is shown in Figure 9.
- **Acid sulfate soils** - Class 1 and 2 potential acid sulfate soils are shown in Figure 4. Development in these areas is likely to release acidified water.
- **Bushfire** - A bushfire prone area is an area of land that can support a bush fire or is likely to be subject to bush fire attack. New development on areas identified as bush fire prone are subject to the development and planning controls and must be designed to improve the survivability of the development and the occupants that are exposed to a bush fire hazard.
- **On-site sewage disposal** - Council has the Development Assessment Framework (DAF) for the management of on-site sewage management, which includes a performance standards and recommendations about appropriate areas. The land capability for on-site sewage disposal varies across Port Stephens.

3.3 Infrastructure

Infrastructure requirements for rural residential areas include roads and transport, utilities, and social infrastructure. The infrastructure requirements necessary to facilitate development are outlined below.

- **Roads and transport infrastructure** - upgrades to the road and transport network may include new intersections and roadworks, new connections to improve flood evacuations, and improvements to river crossings.
- **Utilities** - all rural residential areas will require reticulated water, energy and telecommunications services, which can generally be extended from existing networks. Reticulated sewer will be required in environmentally sensitive areas (like drinking water catchments).
- **Social infrastructure** - more rural residential development will create demand for government services (at all levels) in local areas and major centres.



Infrastructure providers, including Council, State government and utility companies, will seek to recoup the cost of upgraded infrastructure arising from new development. For Council, this may involve a s94 contributions plan for rural residential development.

4. Supply and Demand Analysis

4.1 Supplies of land in Port Stephens LGA

Currently in Port Stephens LGA, there is 1,946ha of land in Zone R5 Large Lot Residential and 115ha of land in Zone E4 Environmental Living. This is 2.1% of the total area of the LGA.

Figure 2 shows the location of these rural residential areas. The biggest rural residential clusters are at Medowvie and Brandy Hill. Only two areas have been zoned E4 Environmental living and they are both on the Tomaree Peninsula.

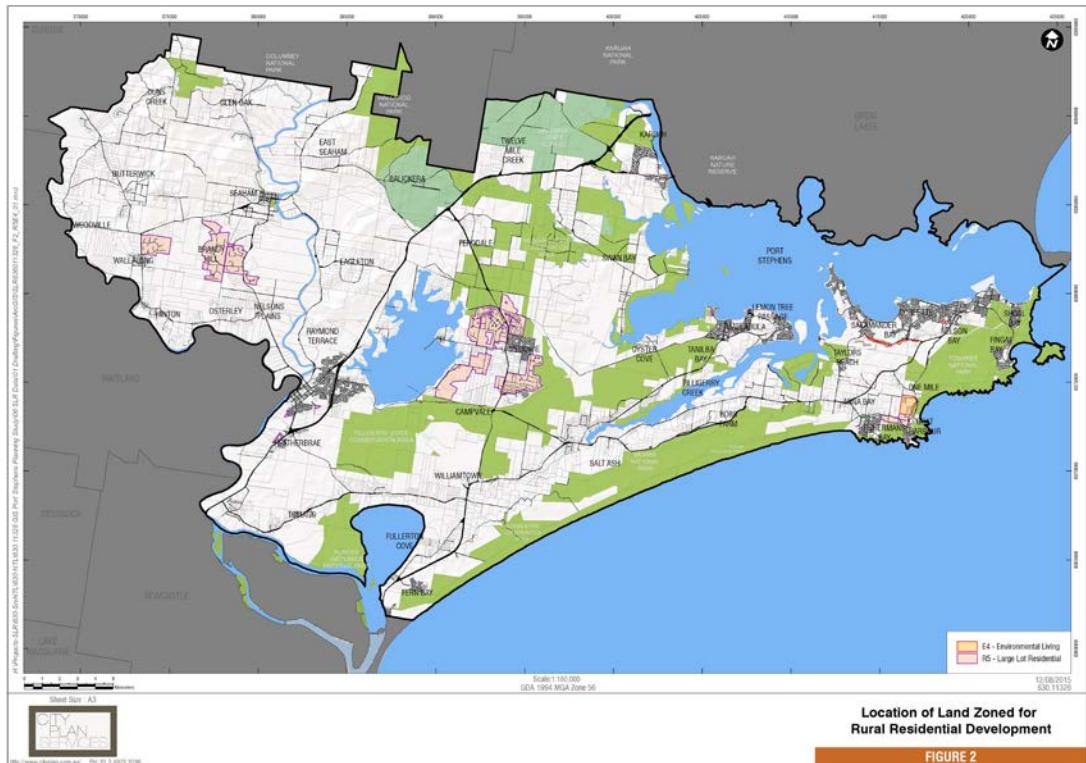


Figure 2: Location of land zoned for rural residential development

There are a range of lot sizes within these existing rural residential areas. Of the 2,718 lots, more than half are smaller than 0.5ha. As shown in Figure 3, these small rural residential lots are mostly in Medowvie, and the larger lots are at Brandy Hill and the southern parts of Medowvie (off Lisadell Road).

The Rural Land Study estimated that there were approximately 120 vacant lots for rural residential housing in 2010, but the re-development of larger lots would create a total of 400 lots. No significant new areas for rural residential development have been added to the land supply since 2010, although the gazettal of the *Port Stephens Local Environmental Plan 2013* has changed the description of the zones and controls including introducing a 40ha minimum lot size in the RU1 Rural Production Zone and a 20ha minimum lot size in the RU2 Rural Landscape zone.

It therefore can be assumed that there is an existing low supply of zoned vacant rural residential land in the Port Stephens LGA.

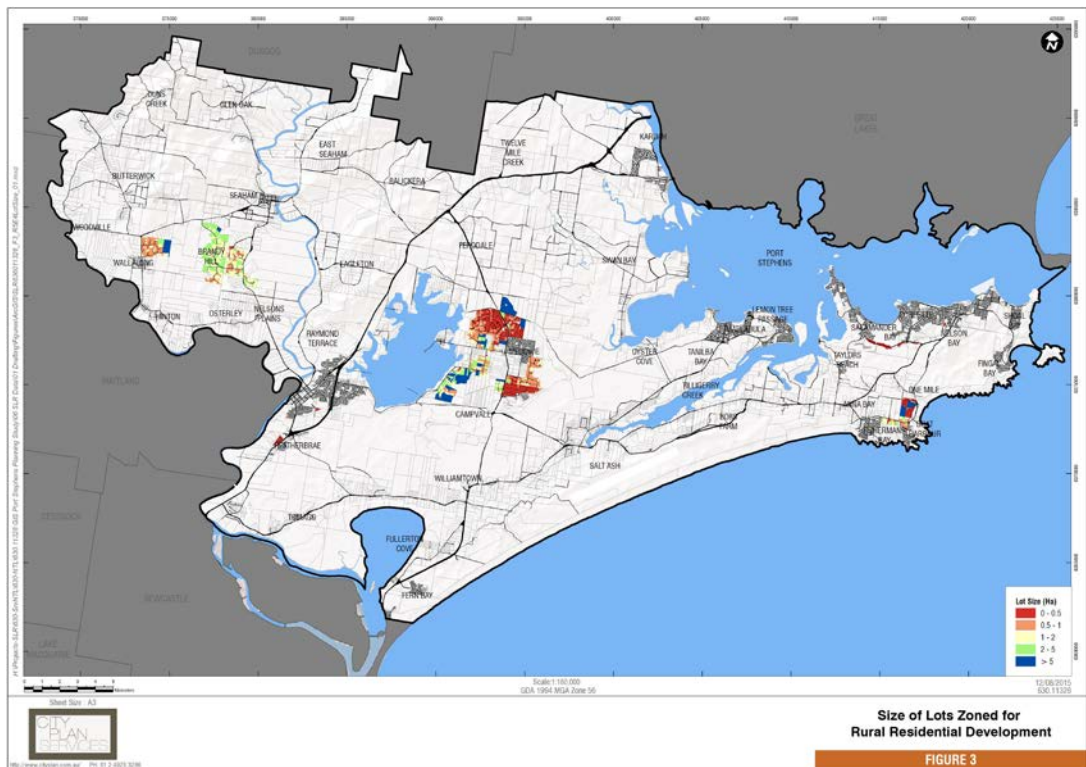


Figure 3: Size of lots zoned for rural residential development

4.2 Supply and demand in nearby LGAs

There are rural residential development precincts along the western and northern boundaries of the Port Stephens LGA in the Maitland, Dungog and Great Lakes LGAs. This includes 250 lots at Paterson/ Martins Creek and 580 lots at Clarence Town (Dungog LGA), 122 lots at Karuah (in Great Lakes LGA), and up to 70 lots at Bolwarra/ Largs (Maitland LGA).

All three councils have adopted rural residential strategy and have rezoned land to cater for the forecast demand. This is summarised in Table 1.

	Projected supply	Average dwellings/ yr	Projected demand
Maitland LGA	1,094 dwellings ²	41 dwellings/ yr	1,066 dwellings
Great Lakes LGA	1,876 dwellings	Not forecast	unknown
Dungog LGA	1,390 dwellings ³	37 dwellings/ yr	967 dwellings

Table 1. Rural Residential Land Supply and Demand in Adjoining LGAs

Discussion with these councils confirms that there is an adequate supply of zoned rural residential land in their LGA to meet their own demand in the foreseeable future.

The notable differences to Port Stephens is that there are large supplies of rural residential land in each of these LGAs, and that each Council has adopted a rural residential strategy.

² Over 26 years, to 2031

³ To 2031



4.3 Demand for rural residential land in Port Stephens LGA

In the 10 year period, 1999 - 2008, rural residential dwelling approvals in the LGA peaked at 105 dwellings in 2002 with the lowest demand in 2008 when only 30 rural residential dwellings were approved. The average over this period is 65 dwellings/ yr. This is much higher than the long-term averages in Maitland or Dungog.

However, as supplies of land have decreased to less than 120 vacant lots, approvals have also declined. Council has not been in a position to rezone more land for rural residential development partly because the Regional Strategy has not allowed rezonings to proceed without an endorsed strategy in place.

Historically, demand for rural residential land has varied based on locational factors which influence the purchaser's decisions. In recent years when land has not be available, purchasers have not had many options for rural residential development sites in Port Stephens. The supply of land has mostly been in the Medowie North and Rural West catchments

Areas of similar locational factors have been grouped together for the purpose of this Strategy. Four catchments have been defined for the LGA, which are logical area of similar landscape, transport routes and infrastructure servicing:

- Rural west (Osterley, Seaham, Wallalong, Woodville, Hinton, Duns Creek, Glen Oak)
- Medowie North (Medowie, Ferodale, Twelve Mile Creek, Eagleton, Karuah, Swan Bay)
- Tomaree Peninsular (Salt Ash, Bobs Farm, Anna Bay, Nelson Bay and surrounds)
- Cabbage Tree Road (Williamtown, Tomago, Fullerton Cove, Fern Bay)

Supplies of rural residential land should be maintained in each of these catchments to provide choice however some areas may have more constraints or limited availability than others. Similar policy approaches are adopted by planning authorities for residential and industrial land, and it is therefore logical to apply this approach to rural residential land.

Appendix 1 - Physical Environment Mapping

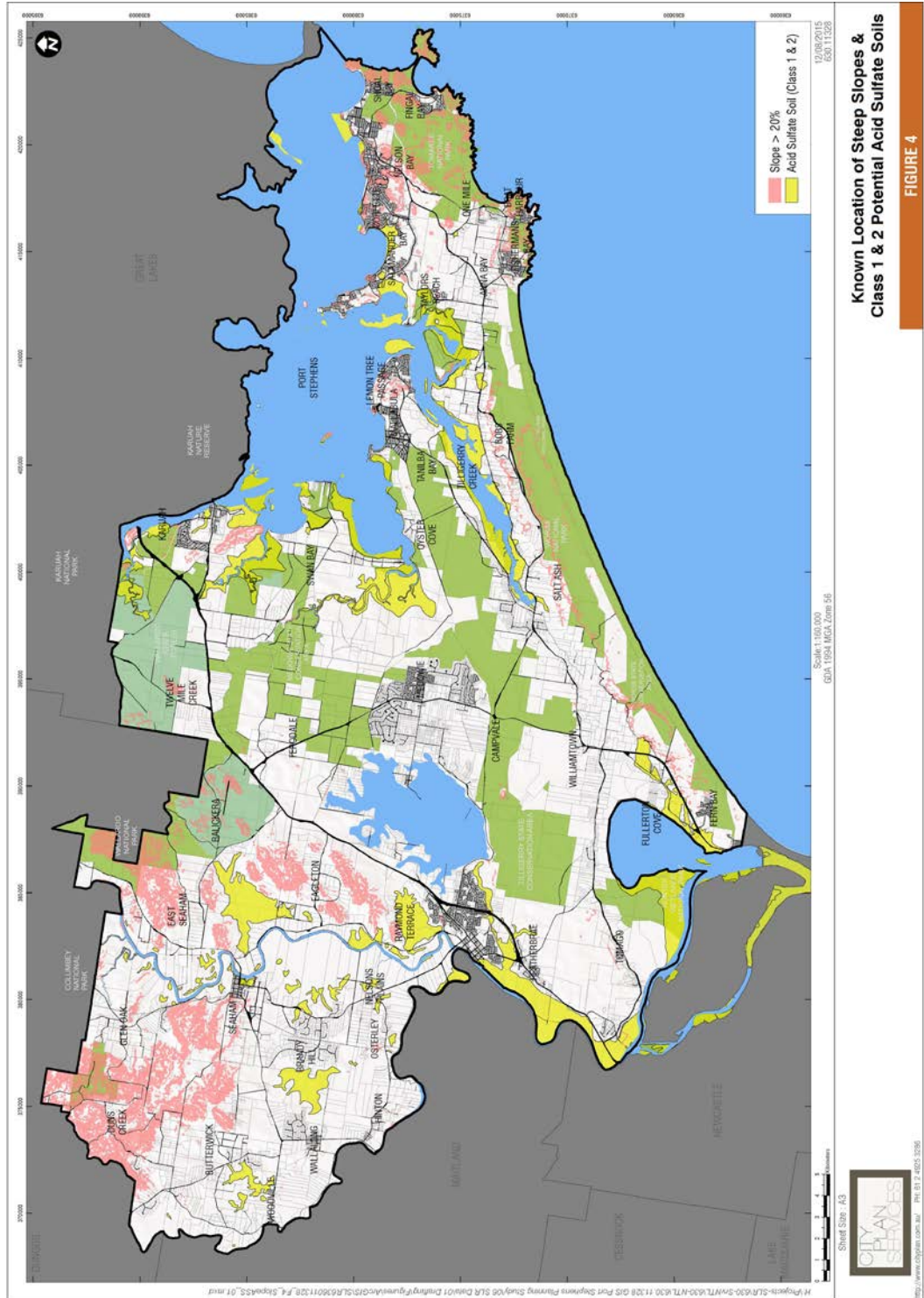


Figure 4: Known location of steep slopes and Class 1 and 2 potential acid sulfate soils

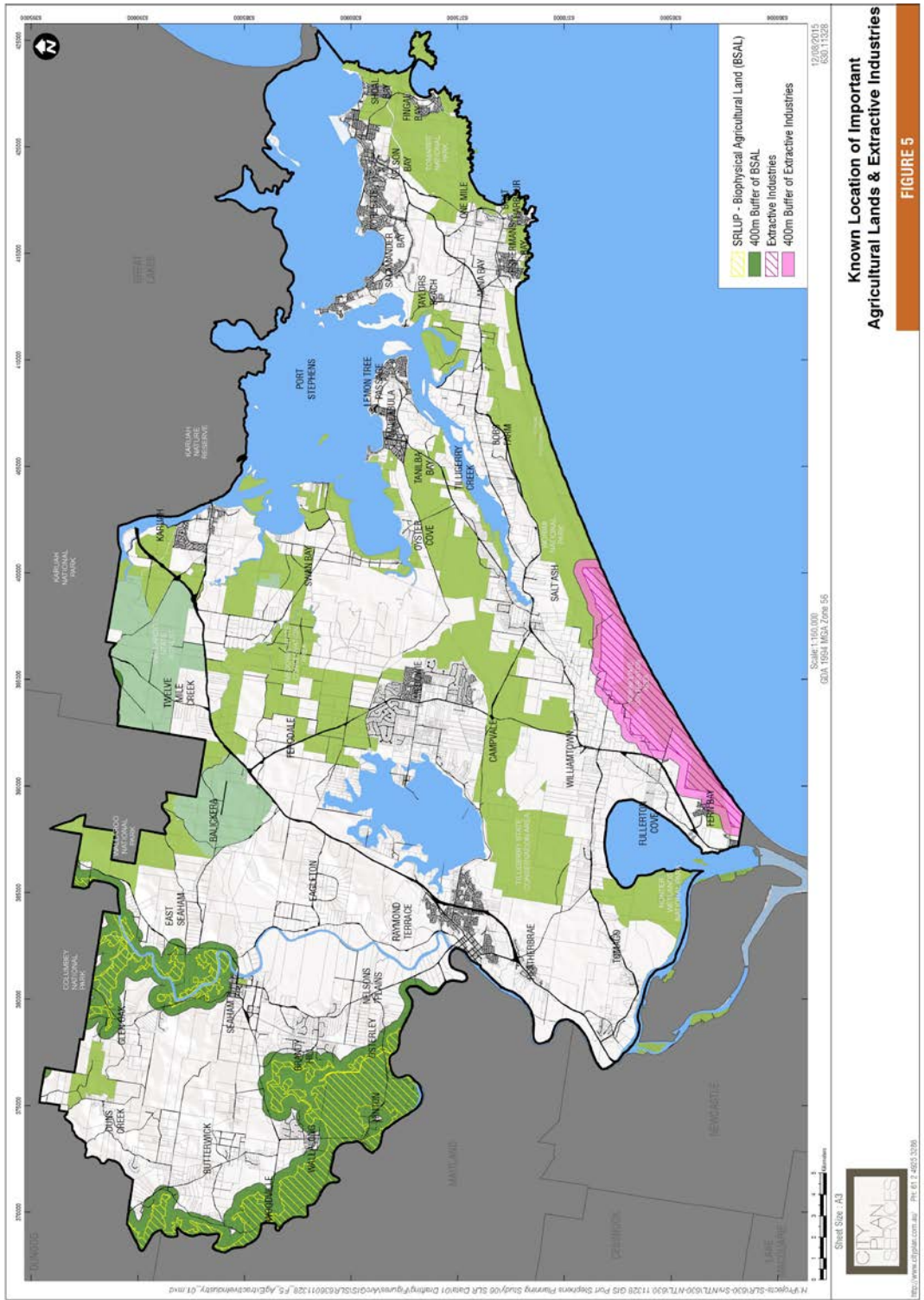
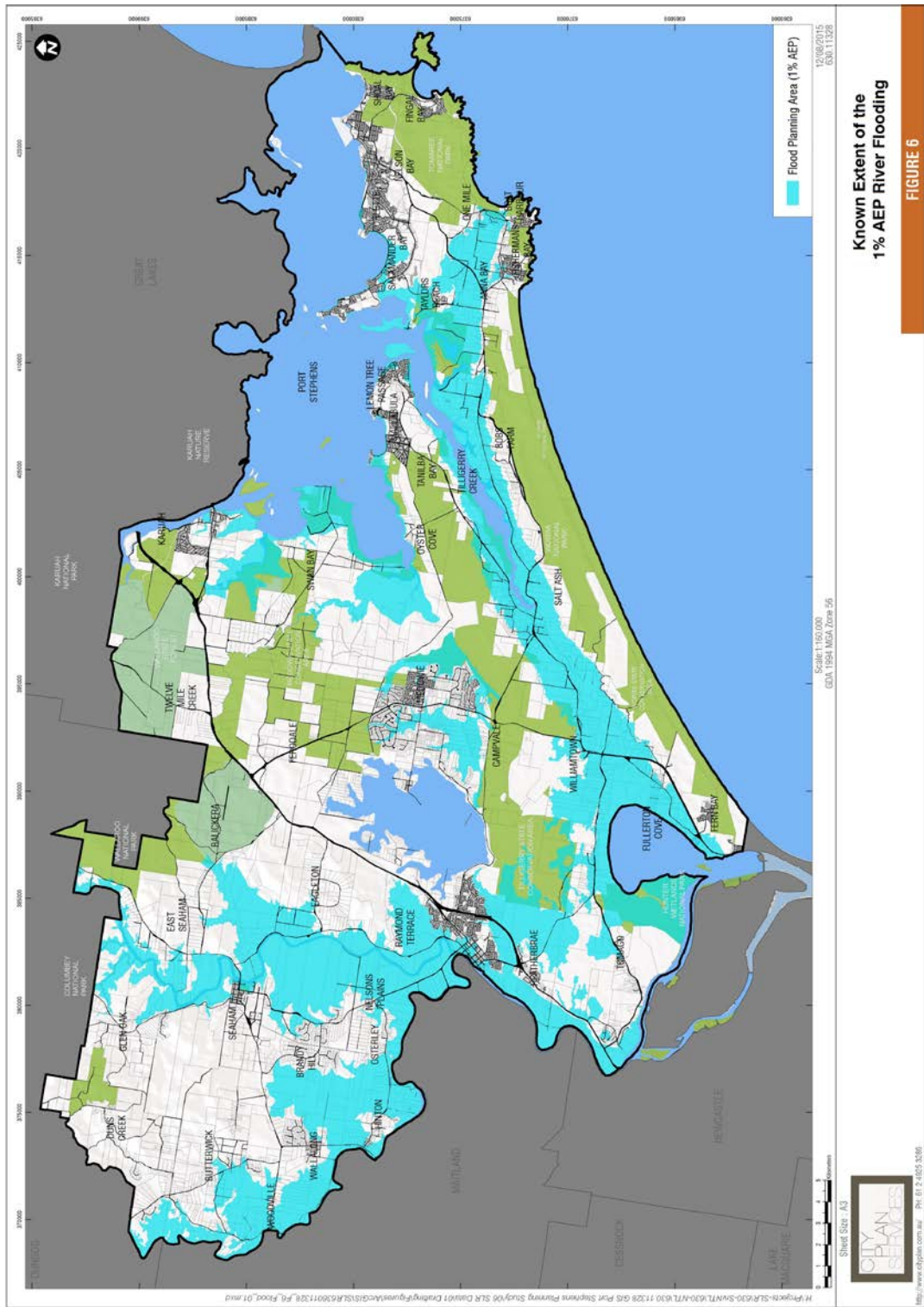


Figure 5: Known location of important agricultural lands and extractive industries.



Known Extent of the 1% AEP River Flooding

FIGURE 6

Figure 6: Known extent of the 1% AEP river flooding

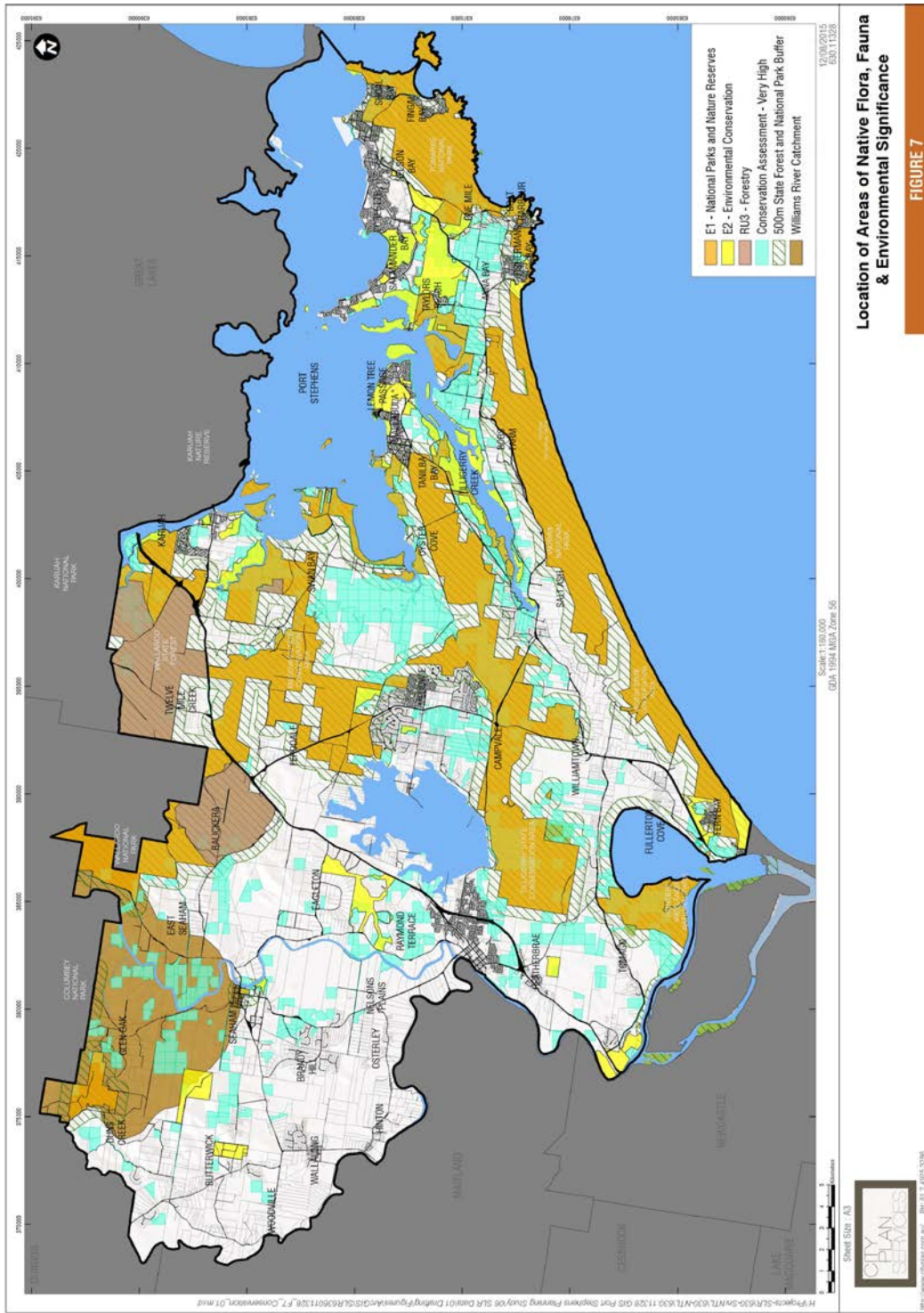


Figure 7: Location of areas of native flora and fauna and environmental significance

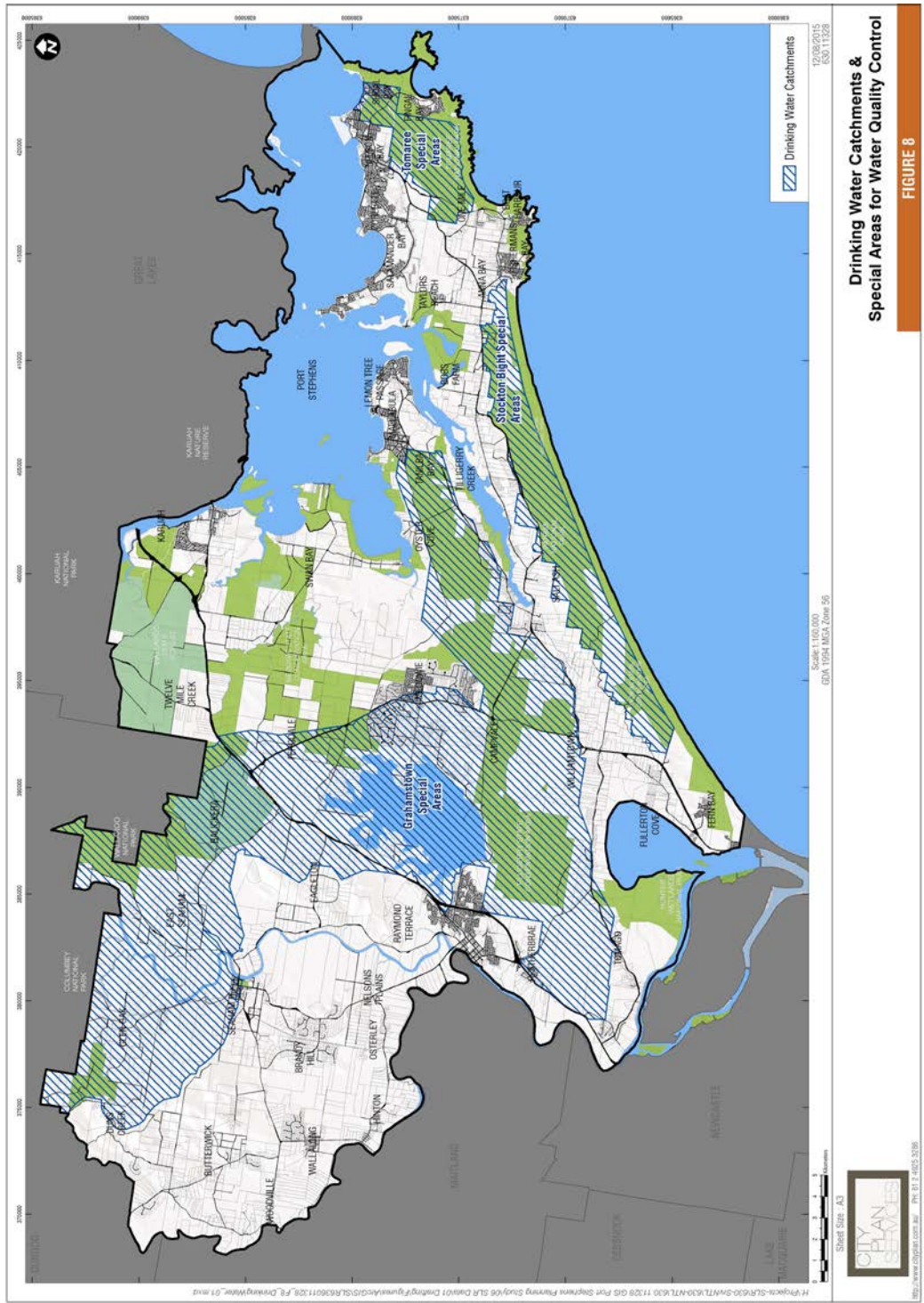


Figure 8: Drinking water catchments and special areas for water quality control

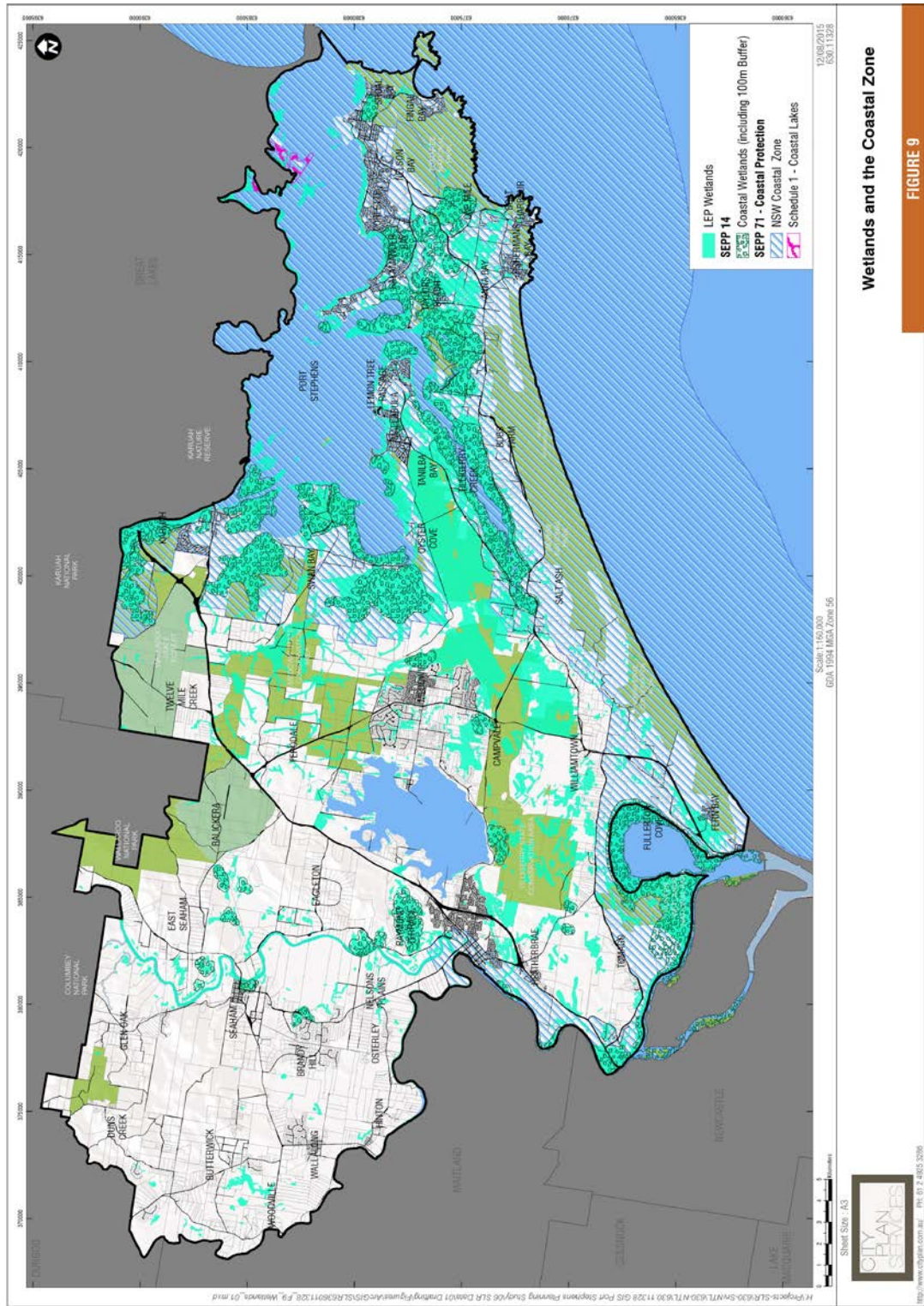
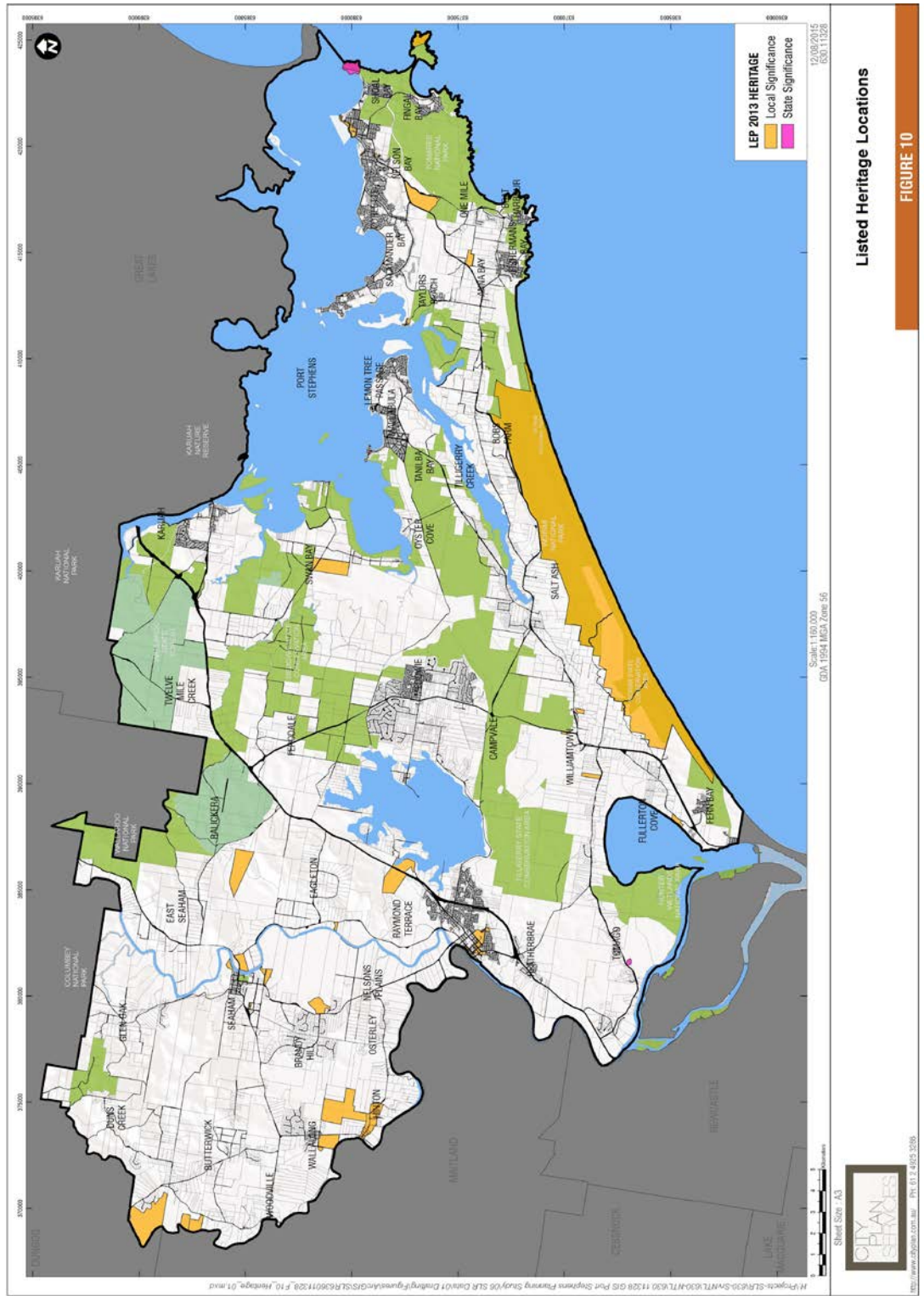


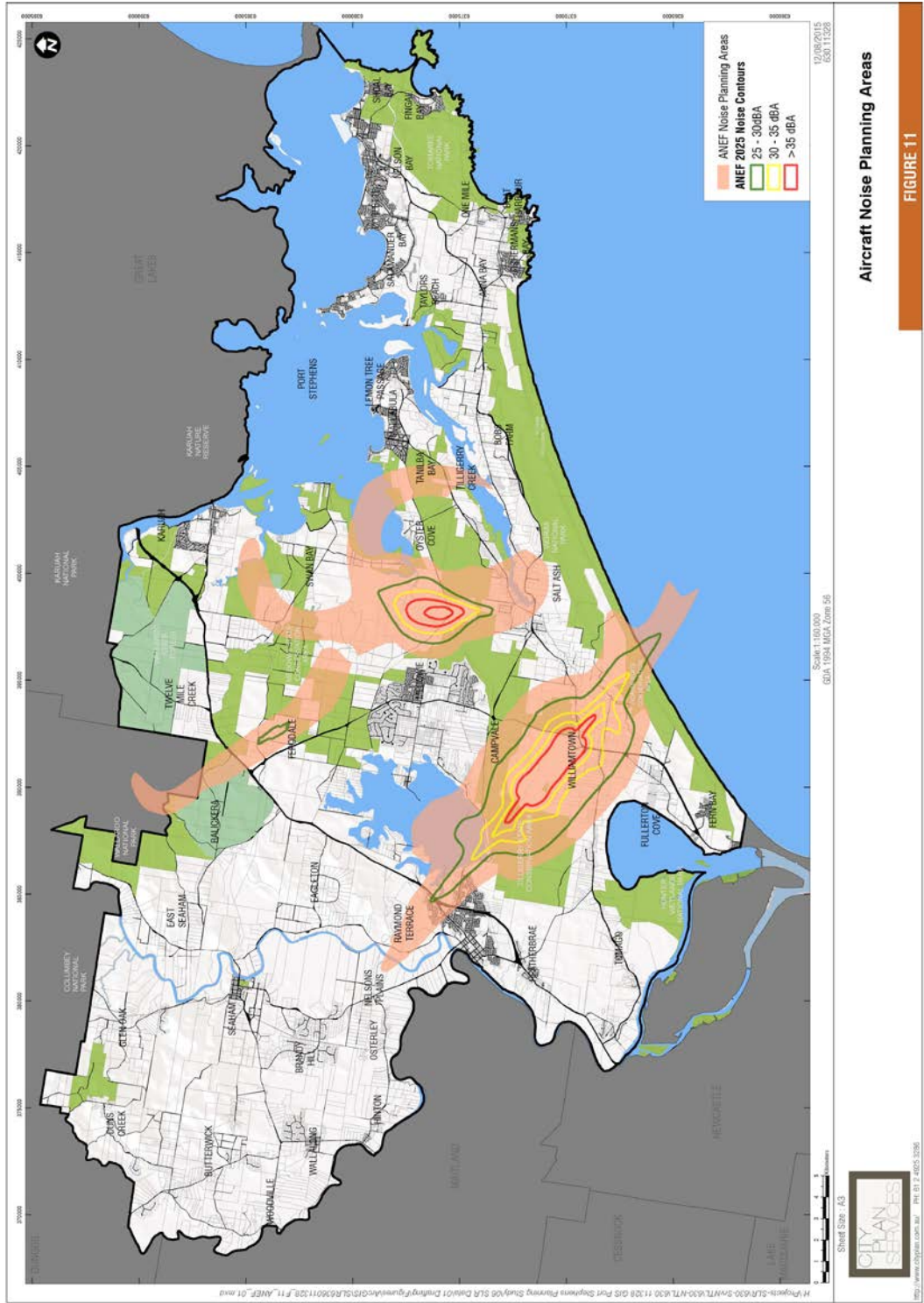
Figure 9: Wetlands and the Coastal Zone



Listed Heritage Locations

FIGURE 10

Figure 10: Listed heritage items



Aircraft Noise Planning Areas

FIGURE 11

Figure 11: Aircraft noise planning areas