PLANNING SCHEME AMENDMENT APPLICATION

Application Number:	PSA-2018-6
Proposed Development:	Bushfire-Prone Areas Overlay
Location:	whole of municipality
Applicant:	Kingborough Council
Responsible Planning Officer:	Dustin Moore

Associated Documents:

The following information regarding the application is available at Council offices:

- Instrument of Certification
- draft amendment
- Council report
- Supporting report from Tasmanian Fire Services



Kingborough Interim Planning Scheme 2015

INSTRUMENT OF CERTIFICATION PSA-2018-6

It is hereby certified that draft Amendment PSA-2018-6 to the *Kingborough Interim Planning Scheme 2015* meets the requirements in section 32 of the former provisions of the *Land Use Planning and Approvals Act 1993*.

The Common Seal of the Kingborough Council is affixed hereto, pursuant to the Council's resolution on 26 November 2018, in the presence of:



 W	WG	Councillor	
 Z	120	General Mana	age
 28.	11.18	Date	



Kingborough Interim Planning Scheme 2015

PSA-2018-6

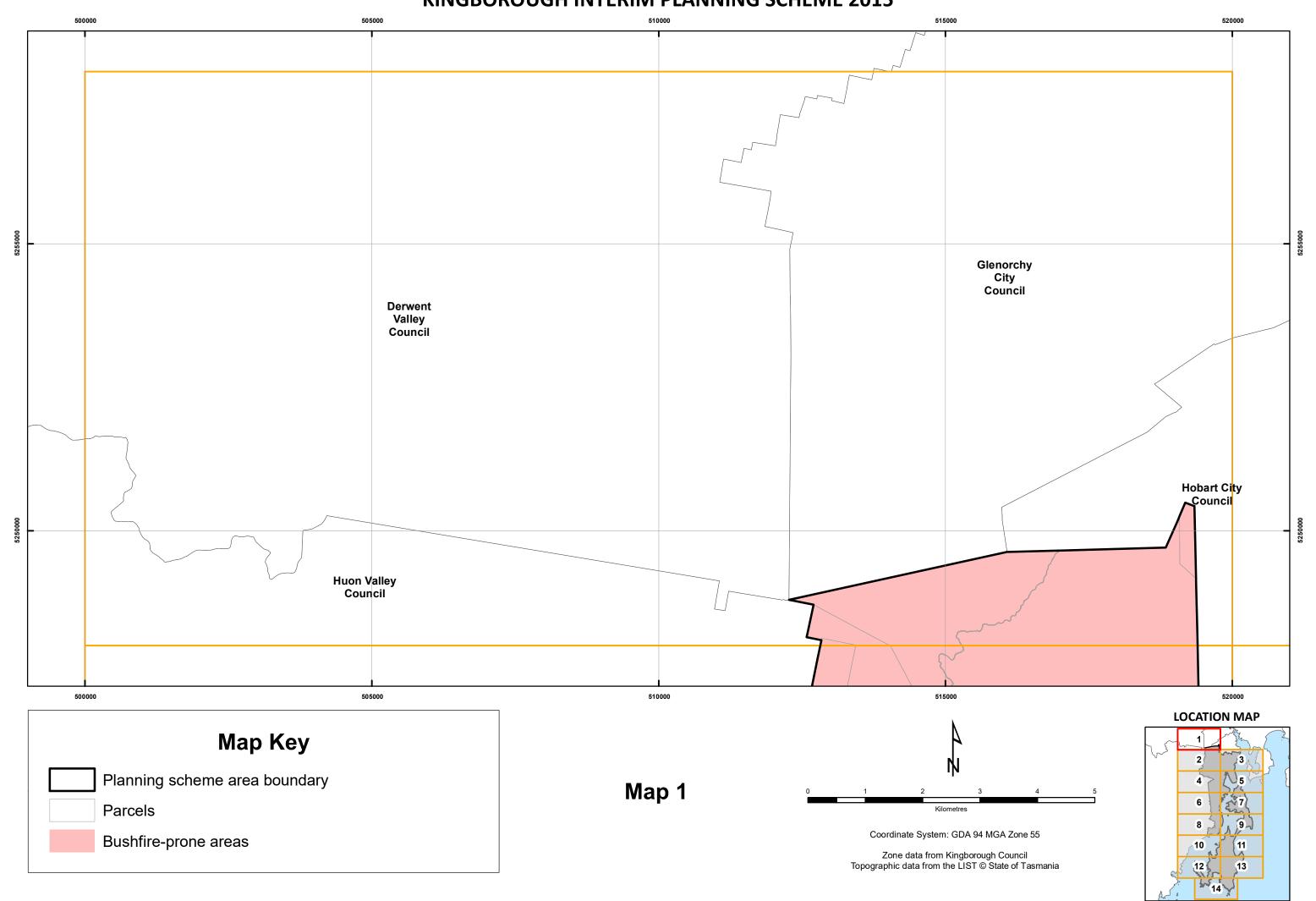
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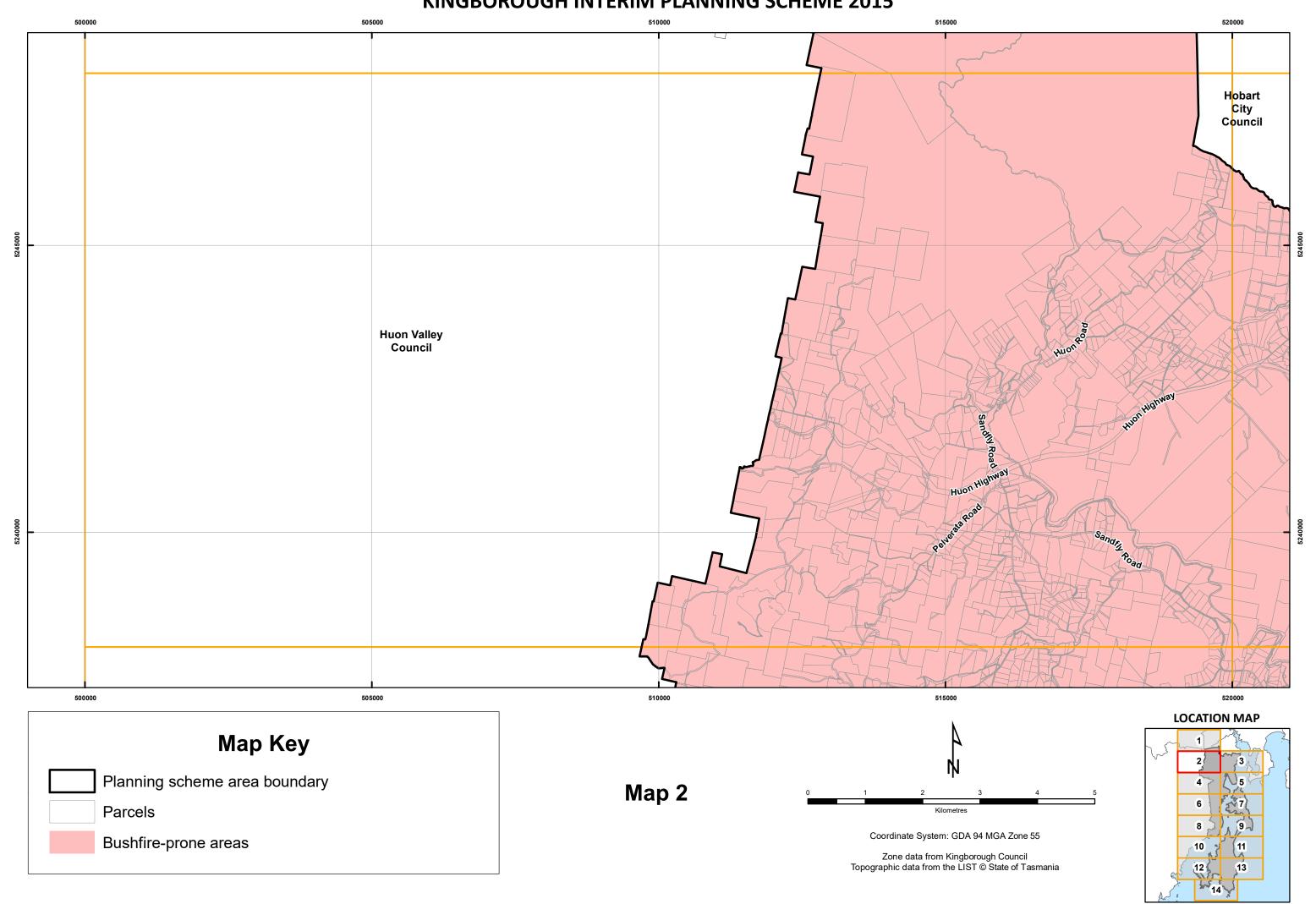
1. Insert Bushfire-Prone Areas Overlay maps (map sheets 1-34 of amendment package)

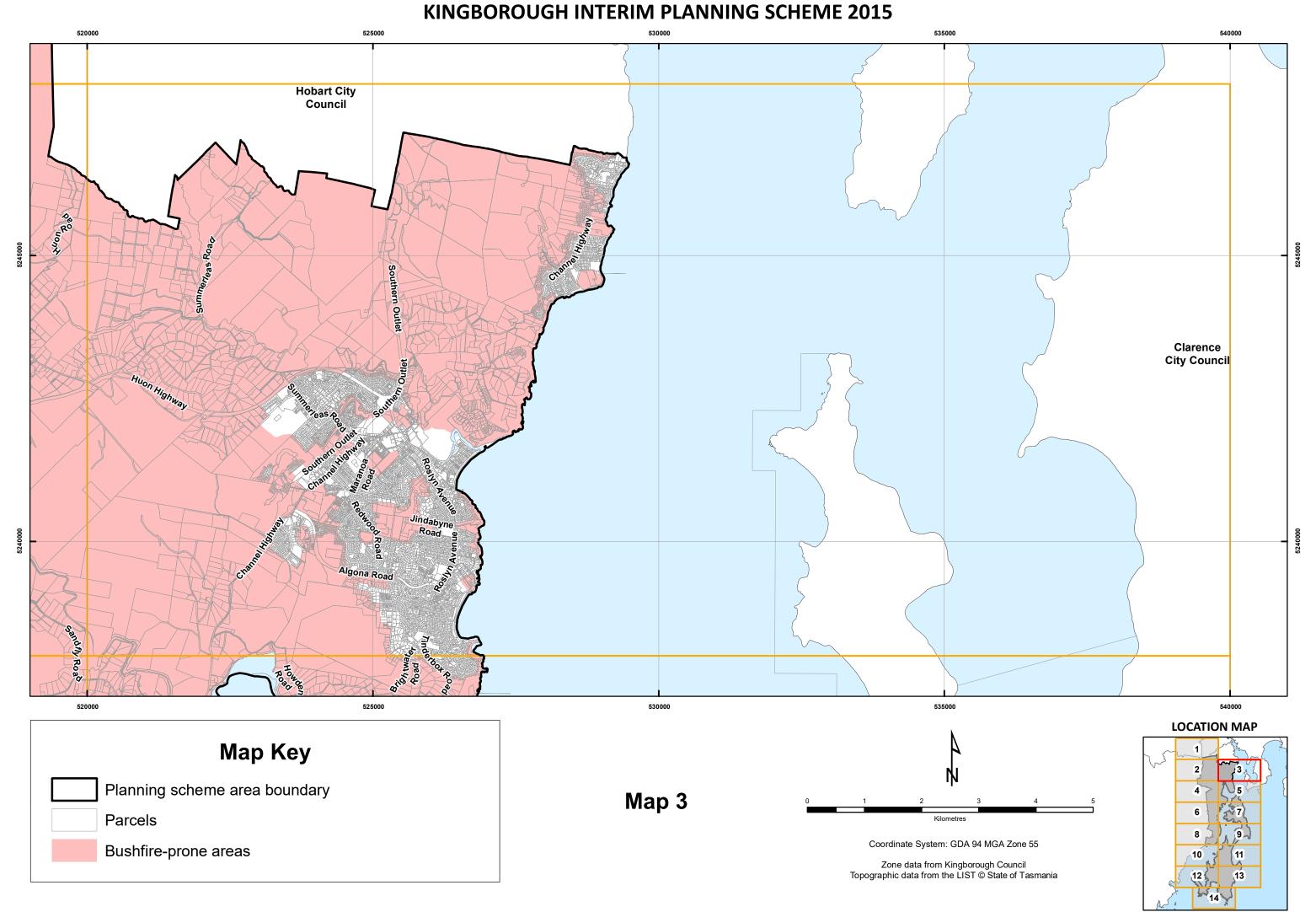
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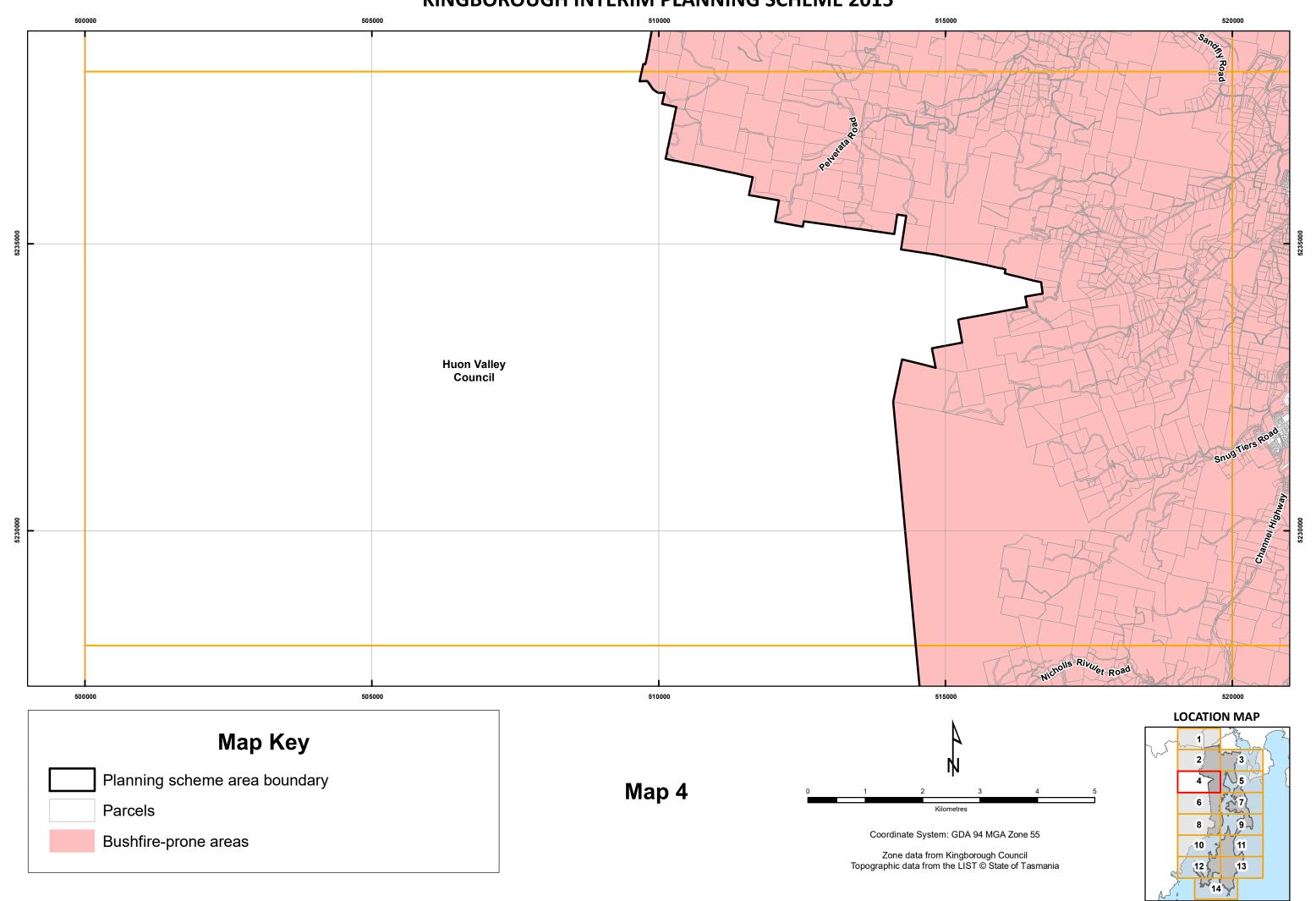


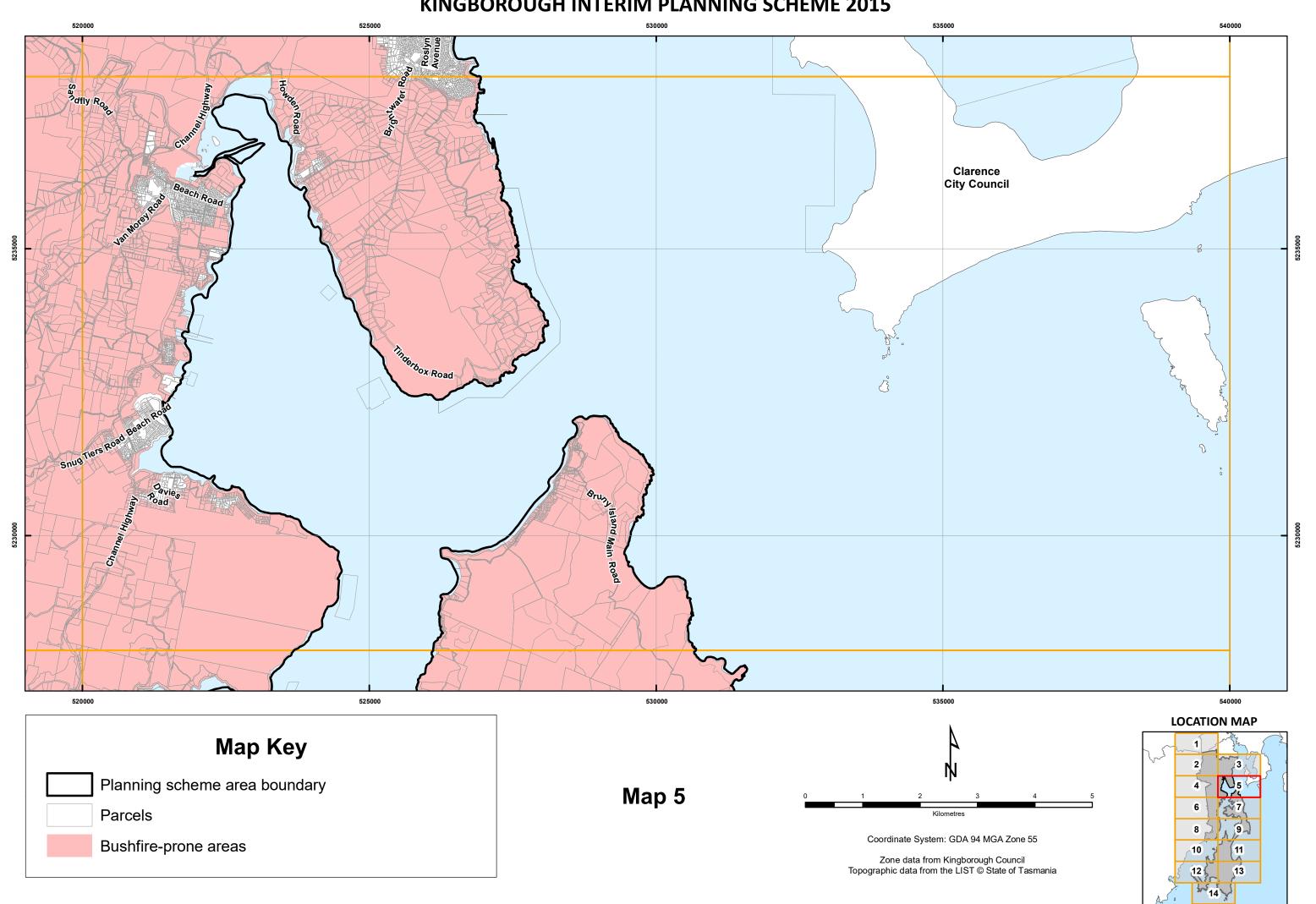
	luh:	Councillor
	Lega	General Manager
*******	28.11.18	Date

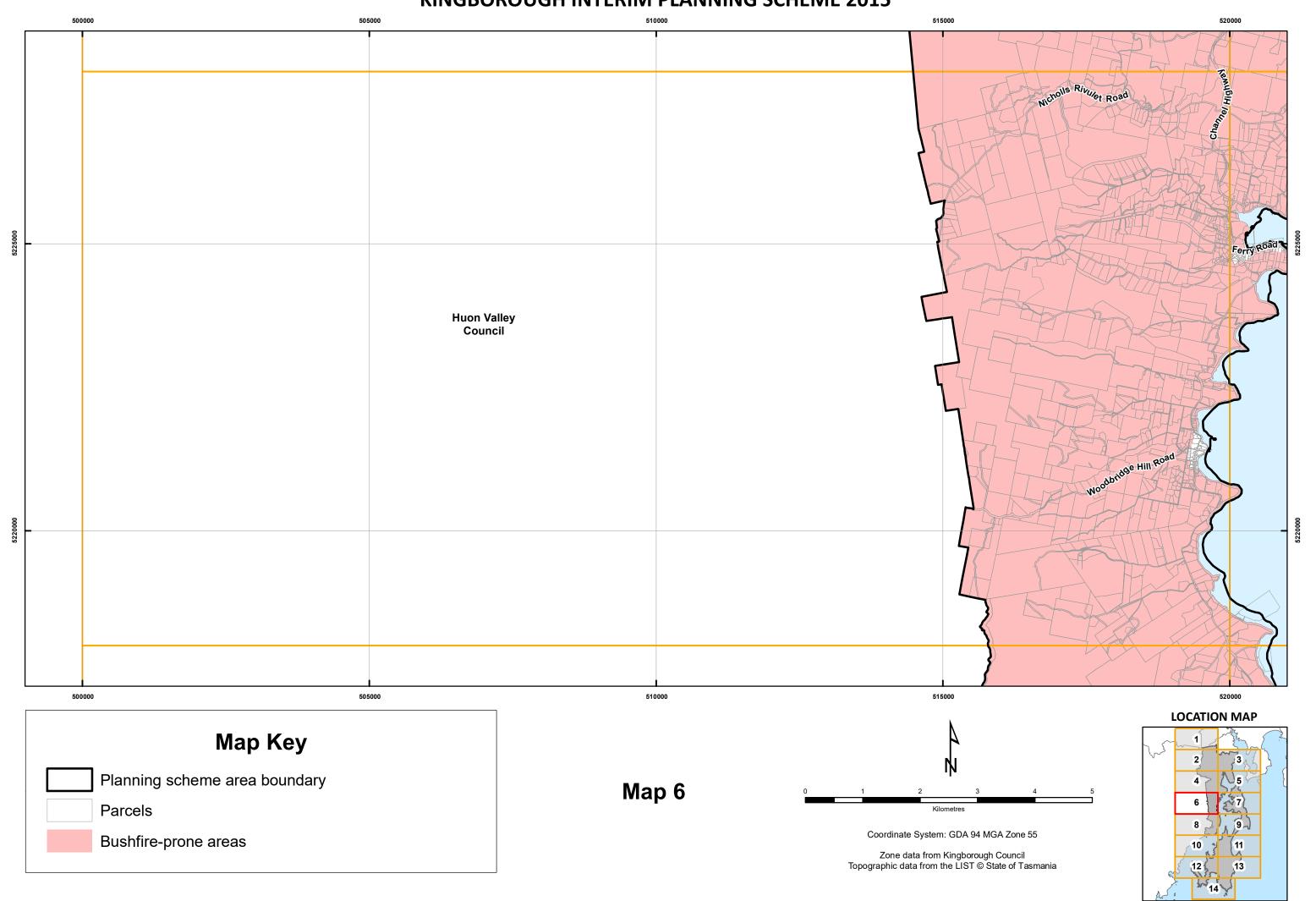


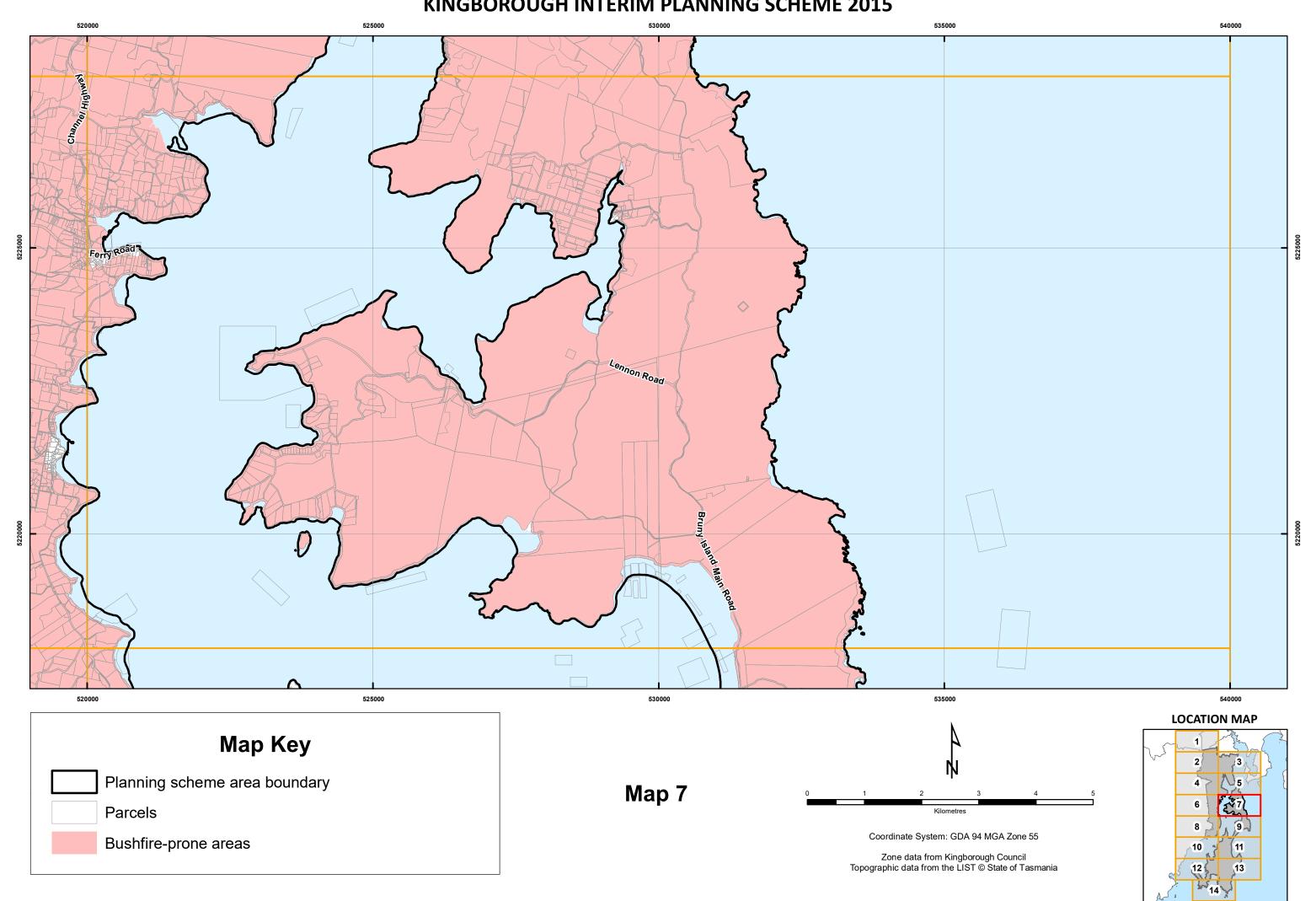


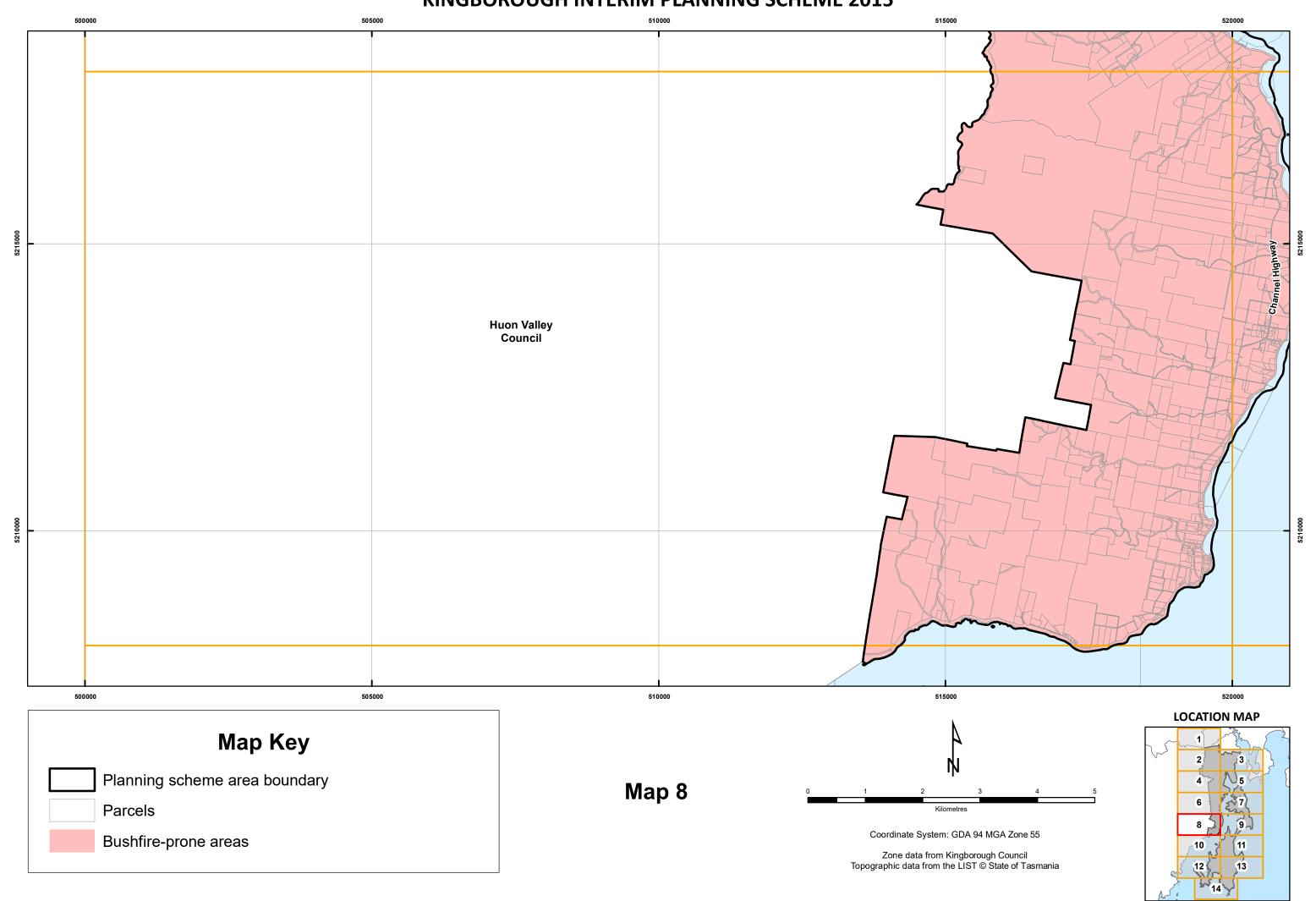


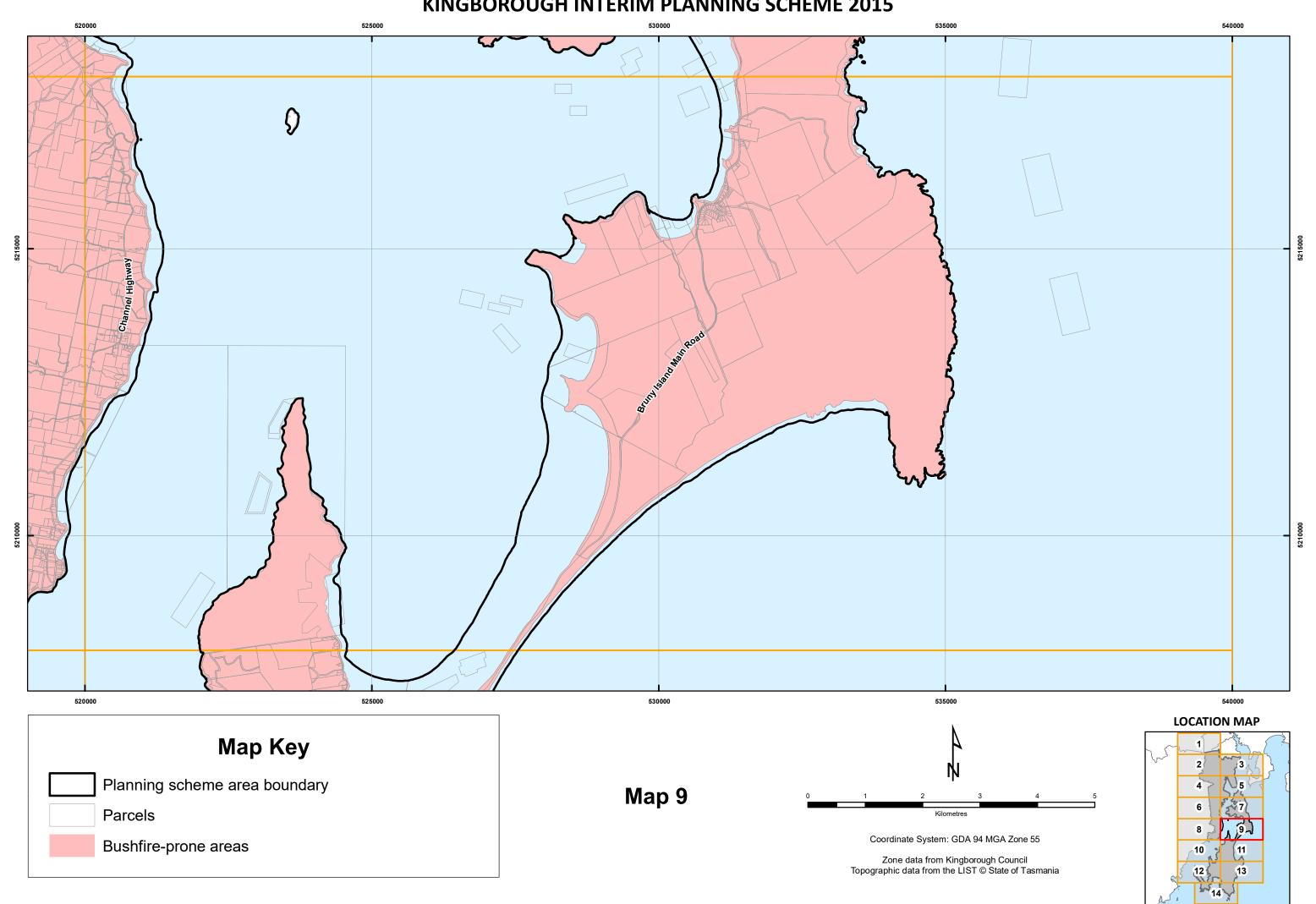


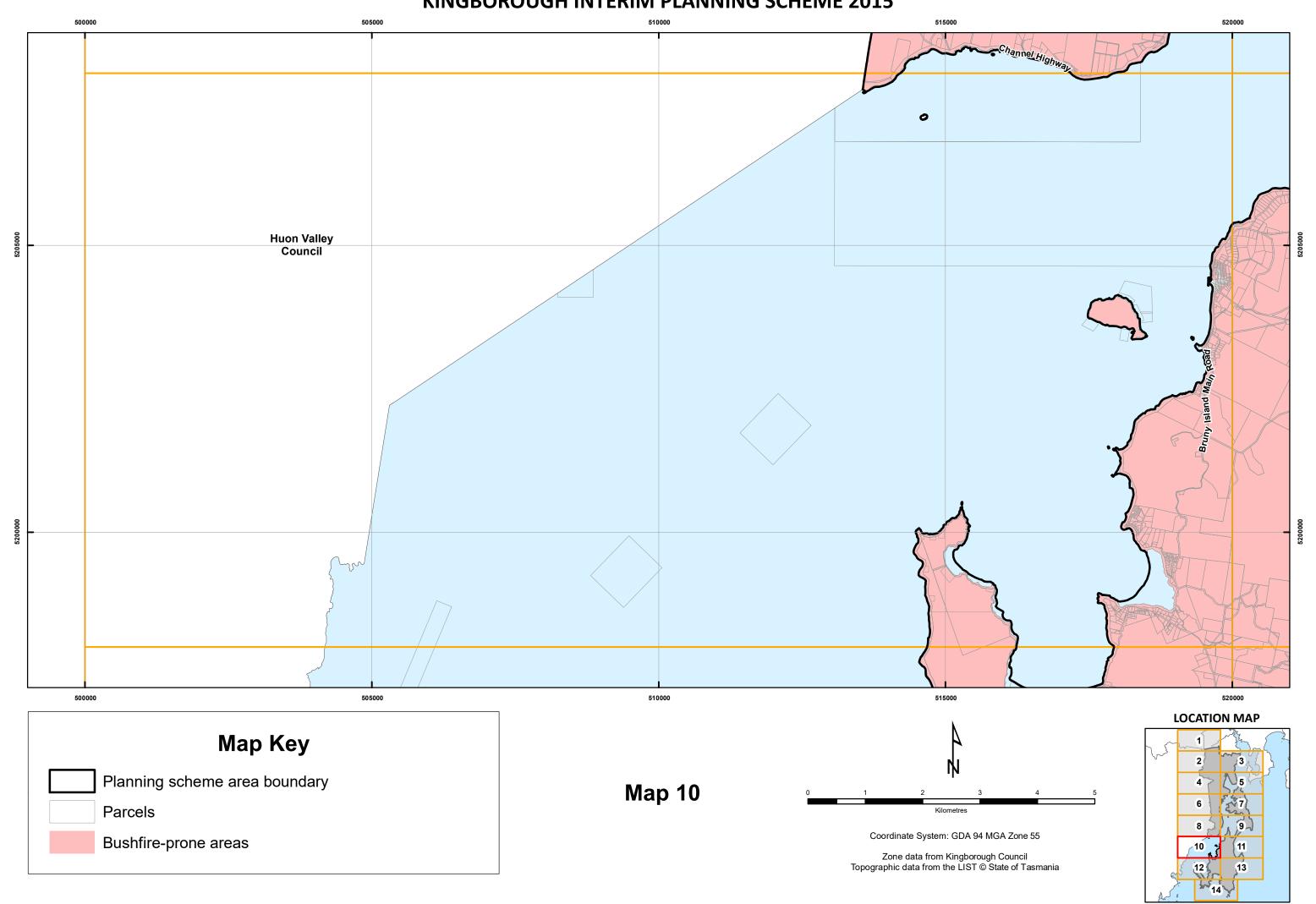


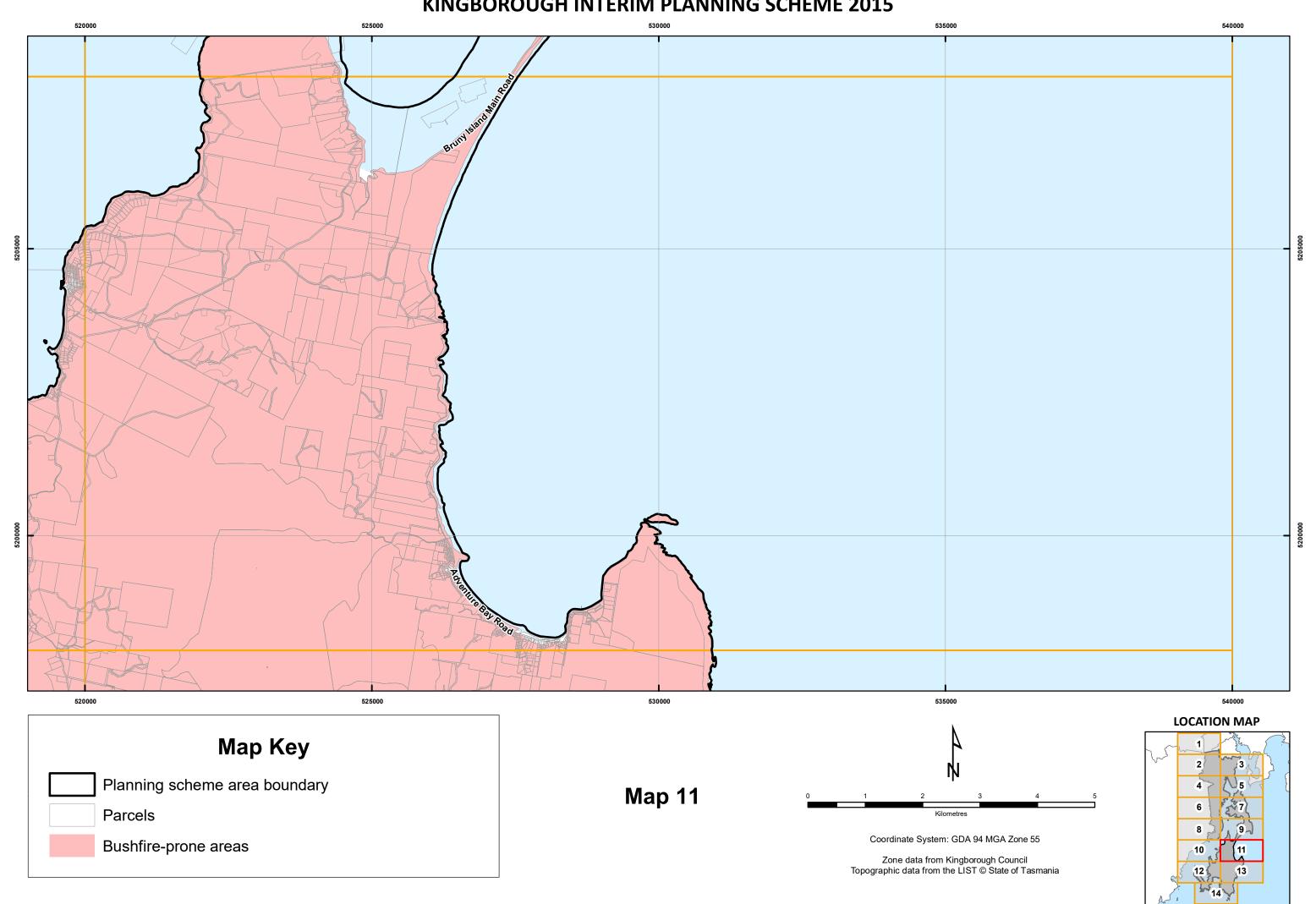


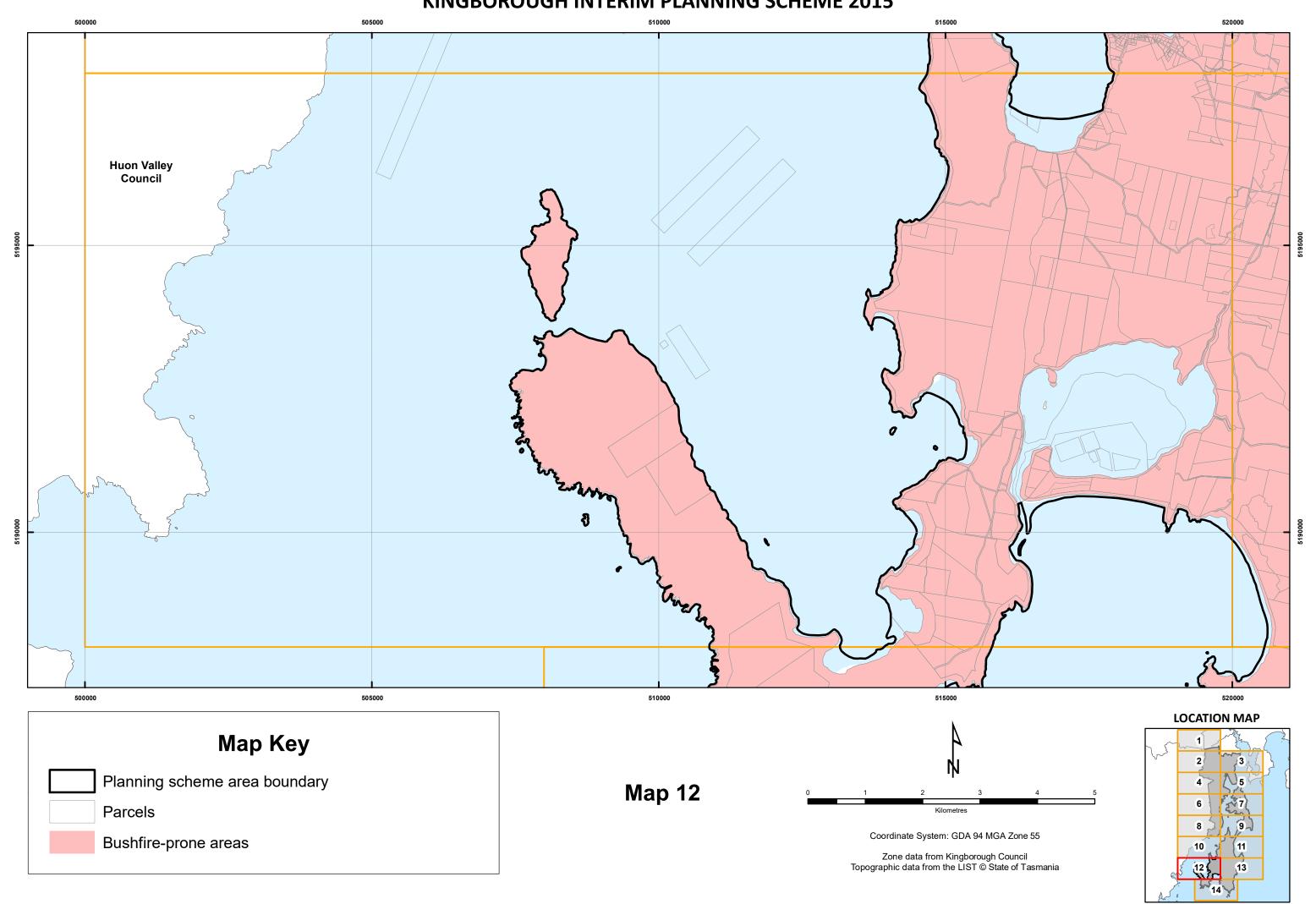


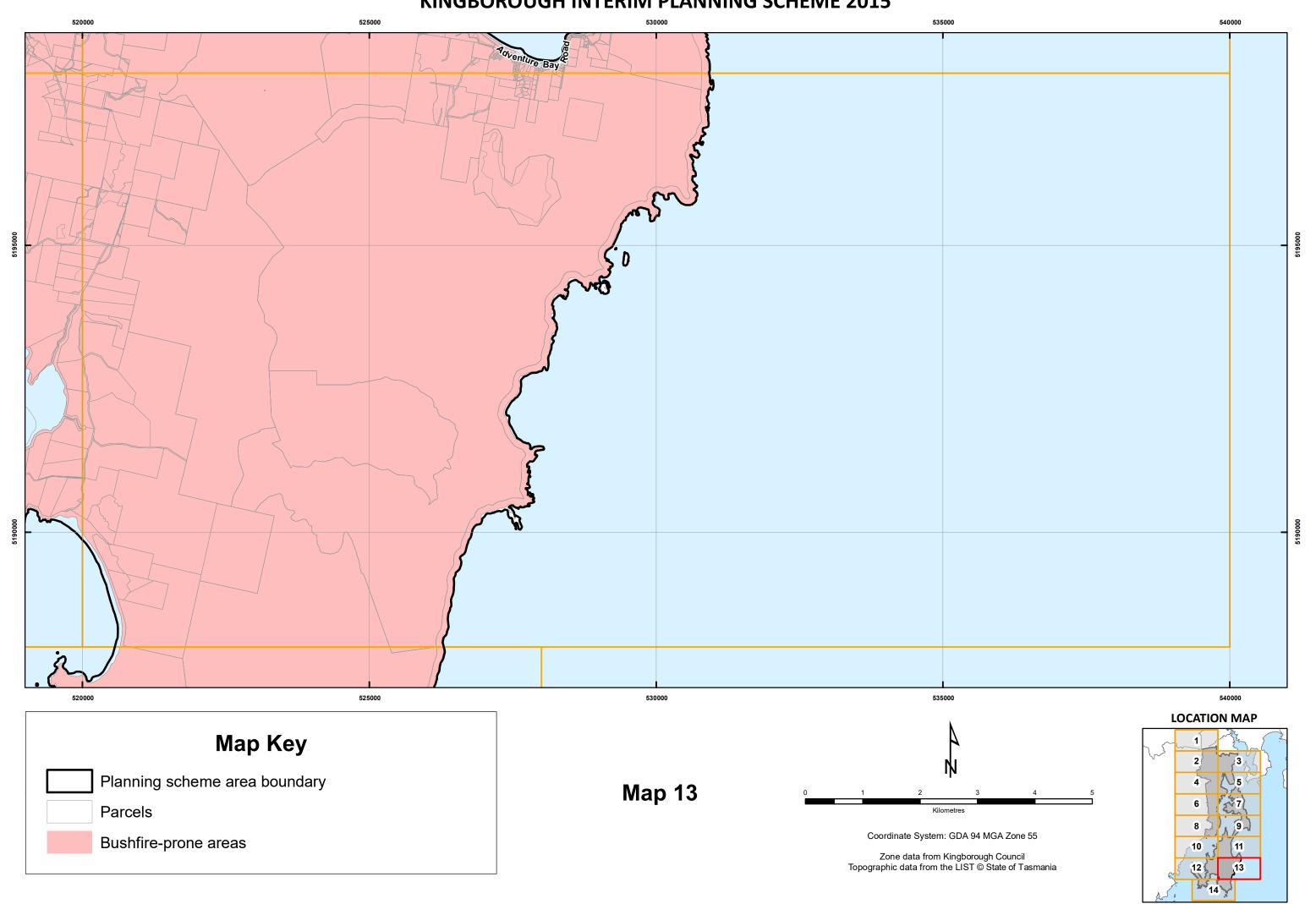


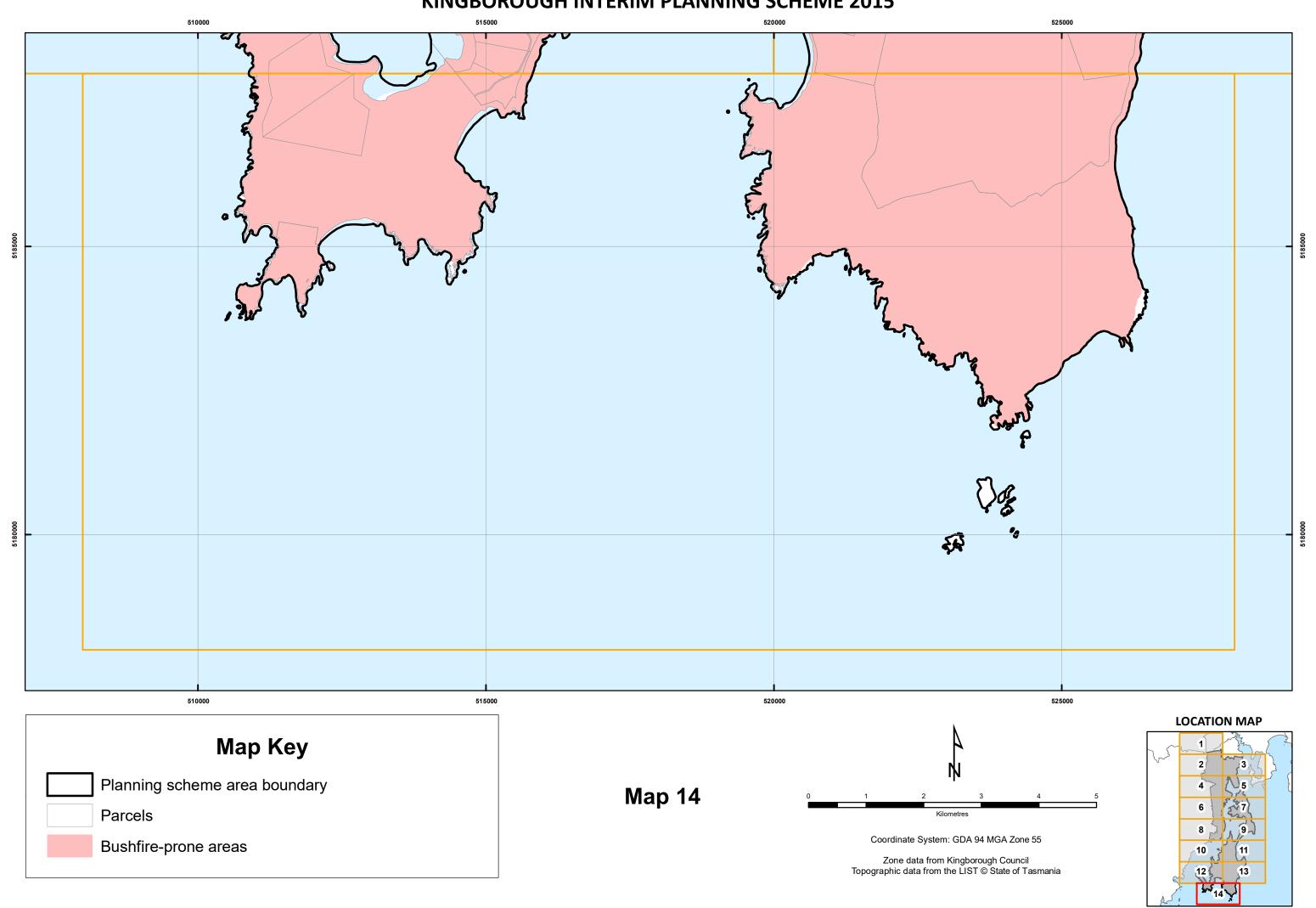


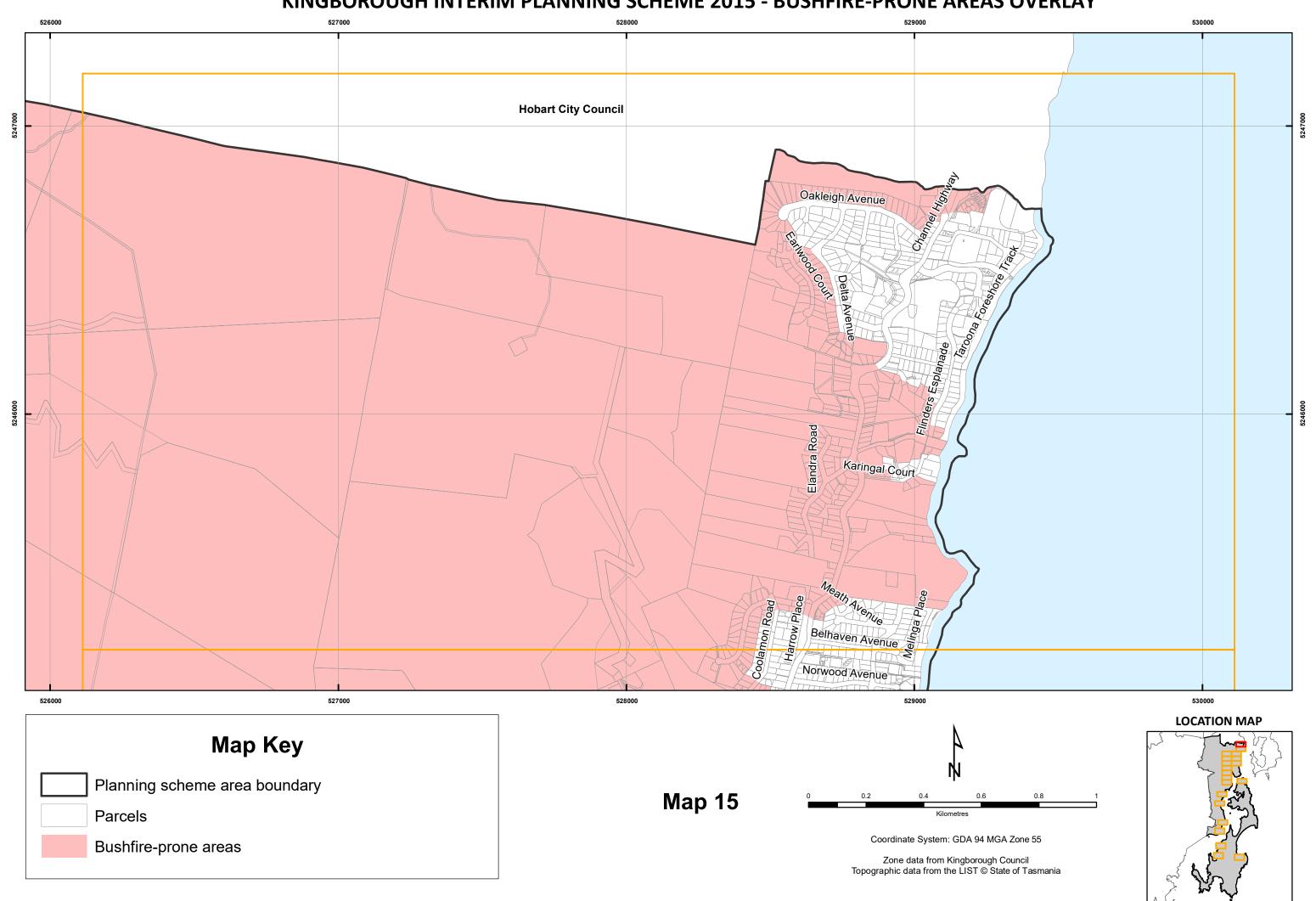


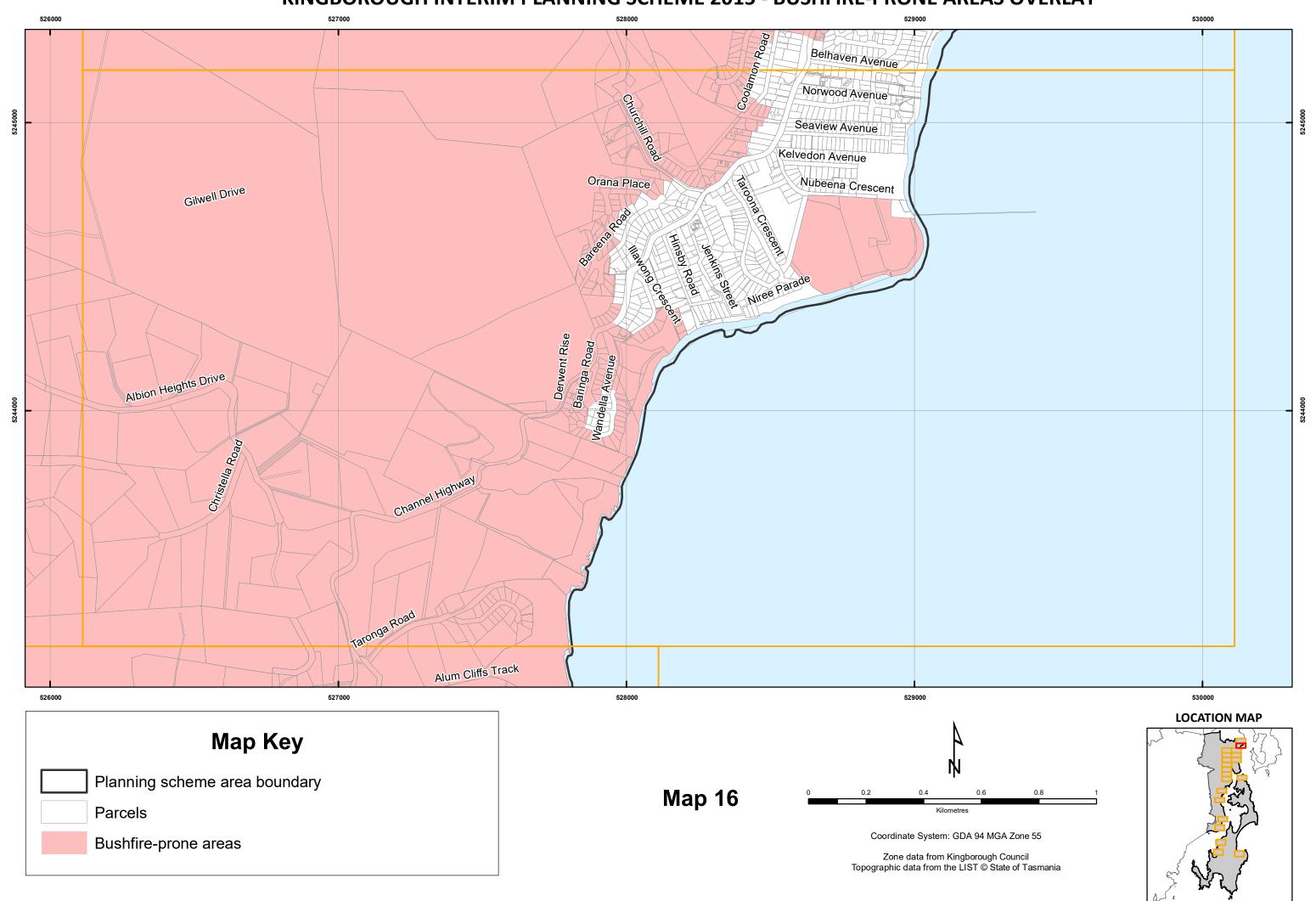


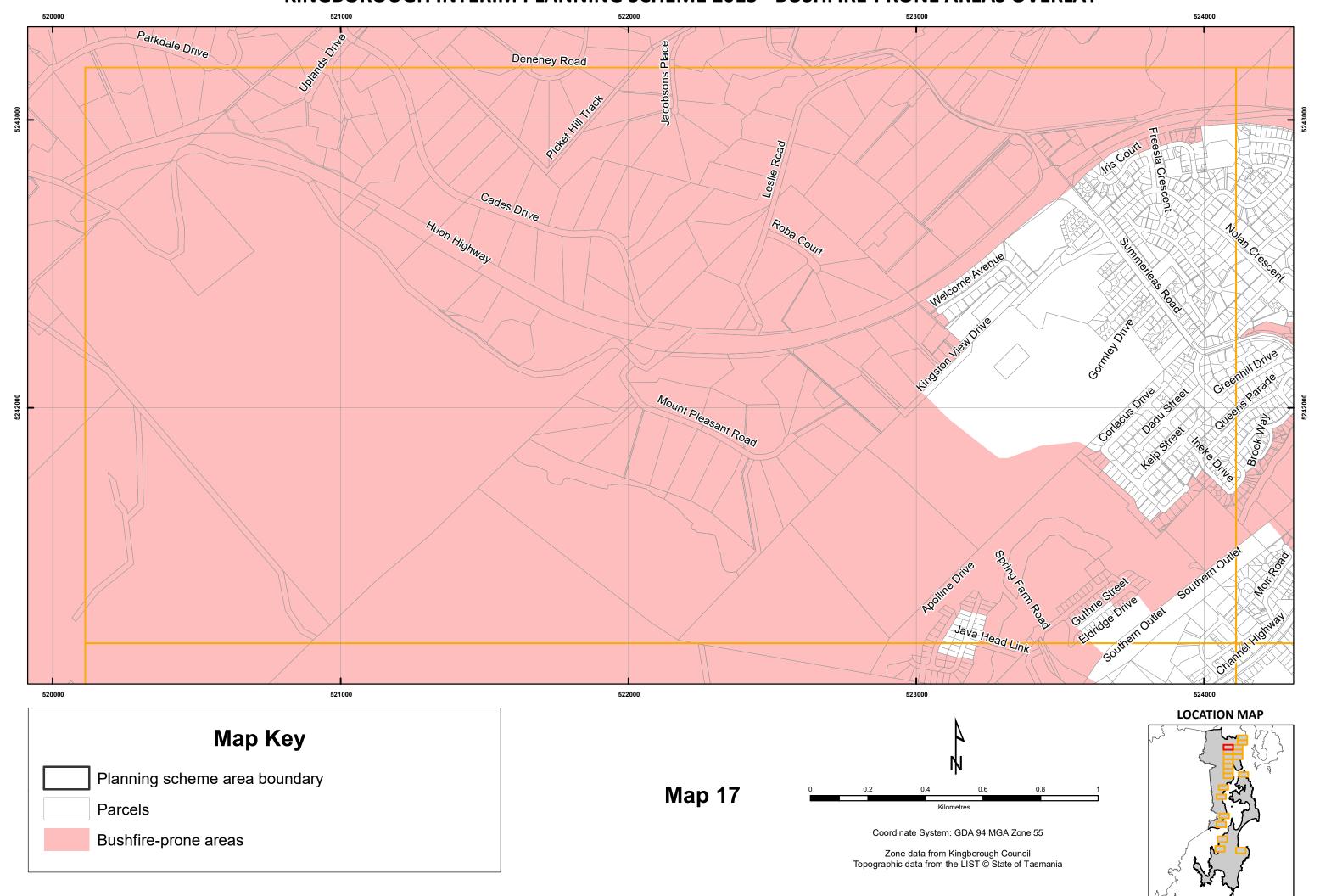


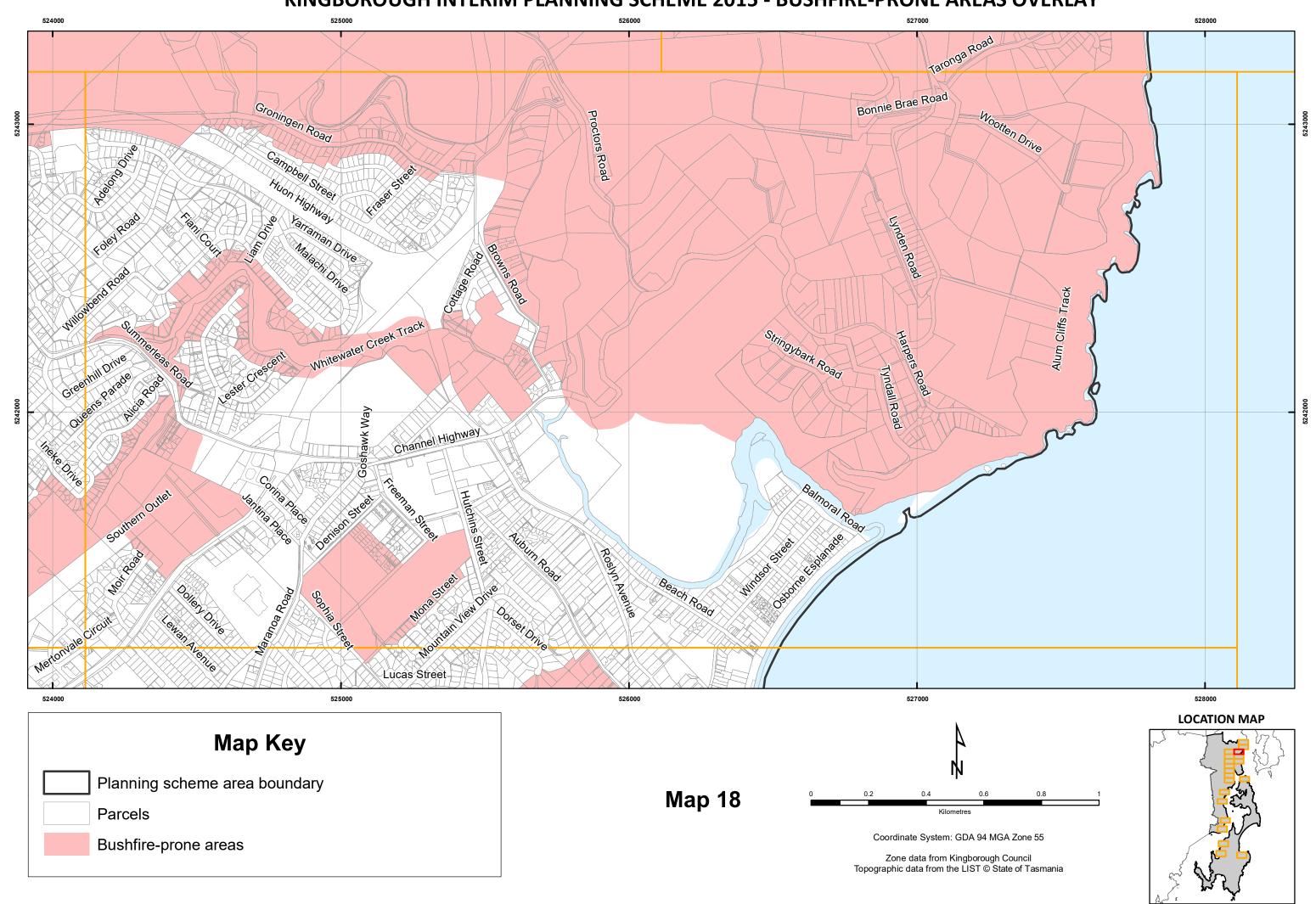


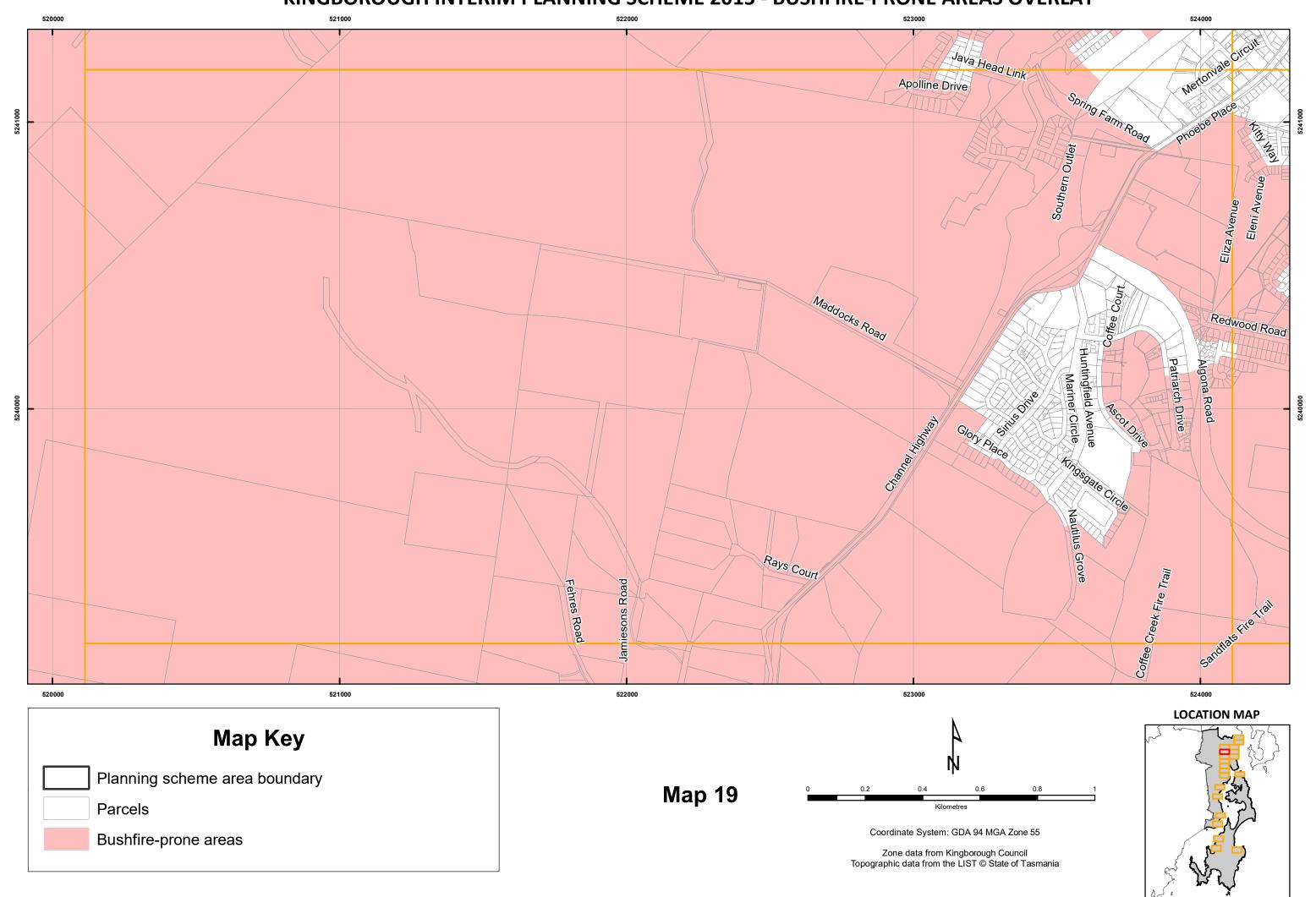


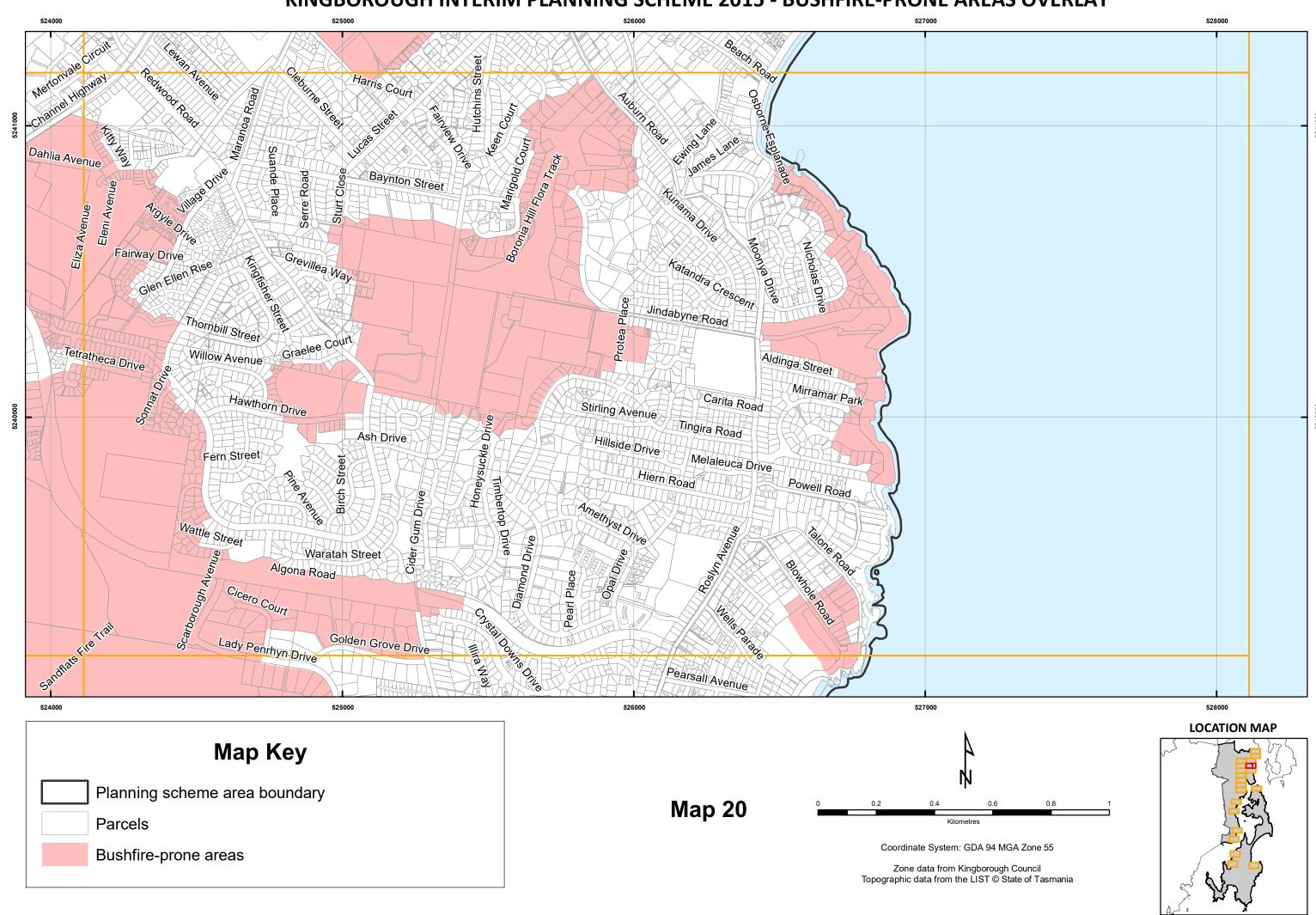


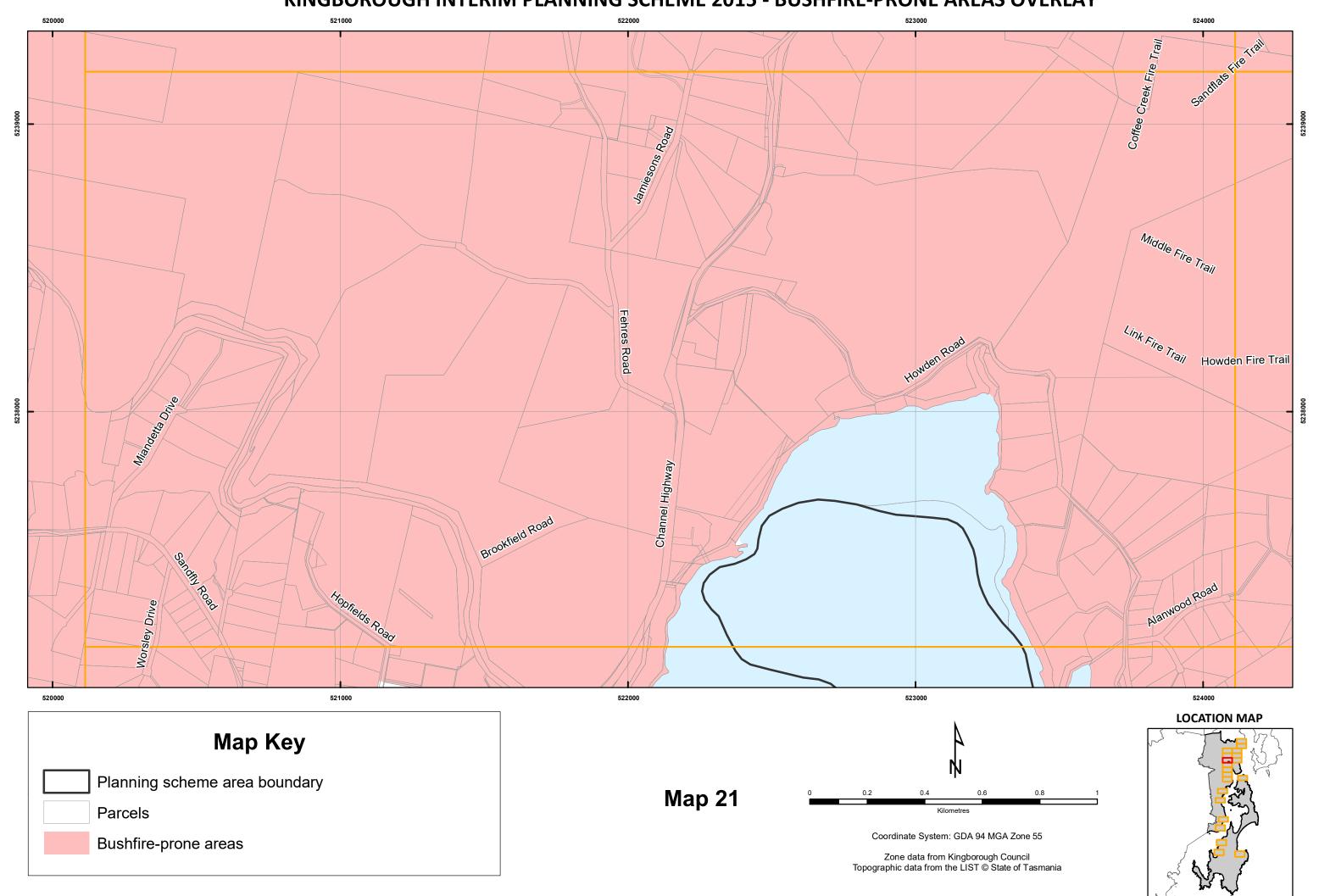


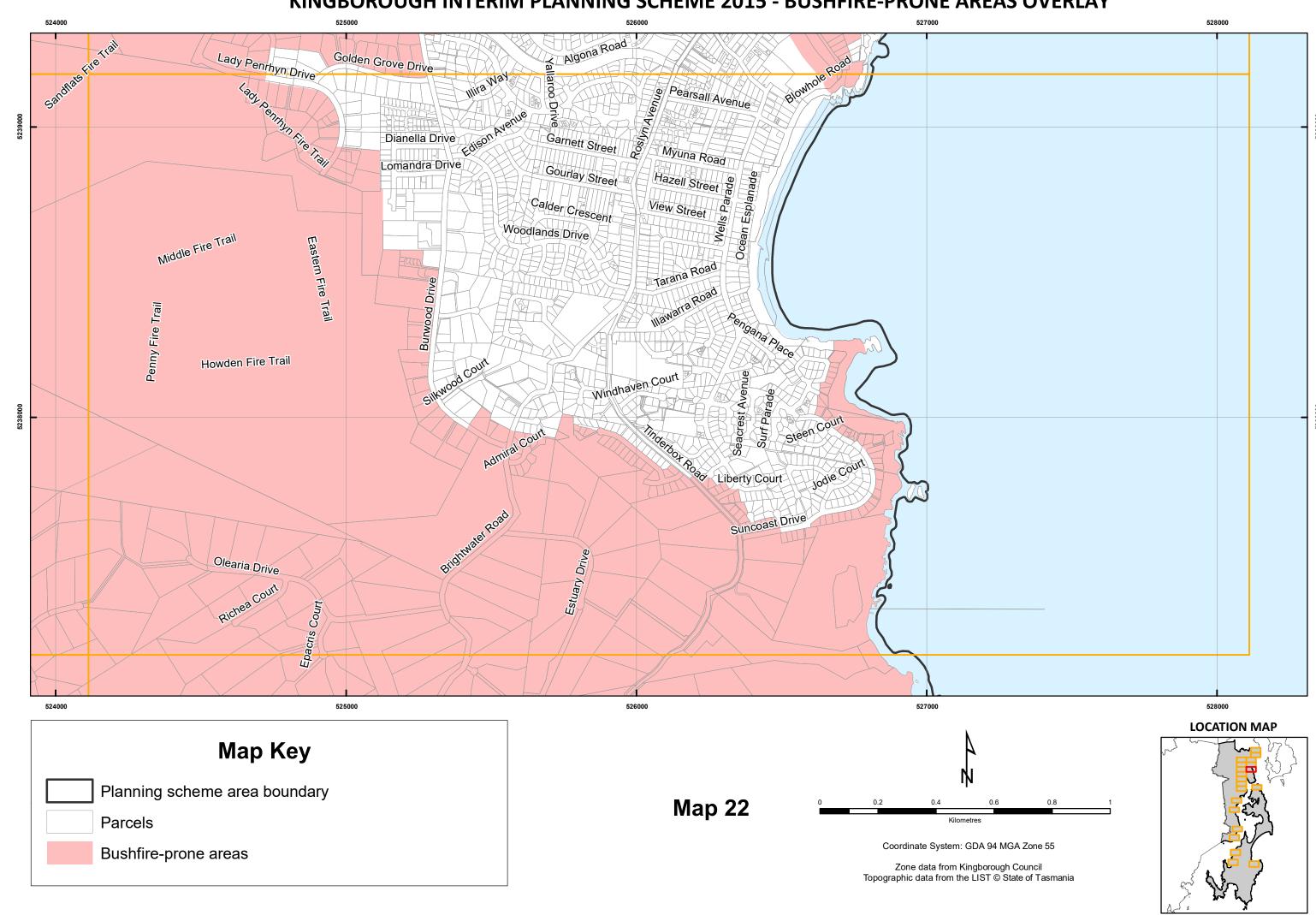


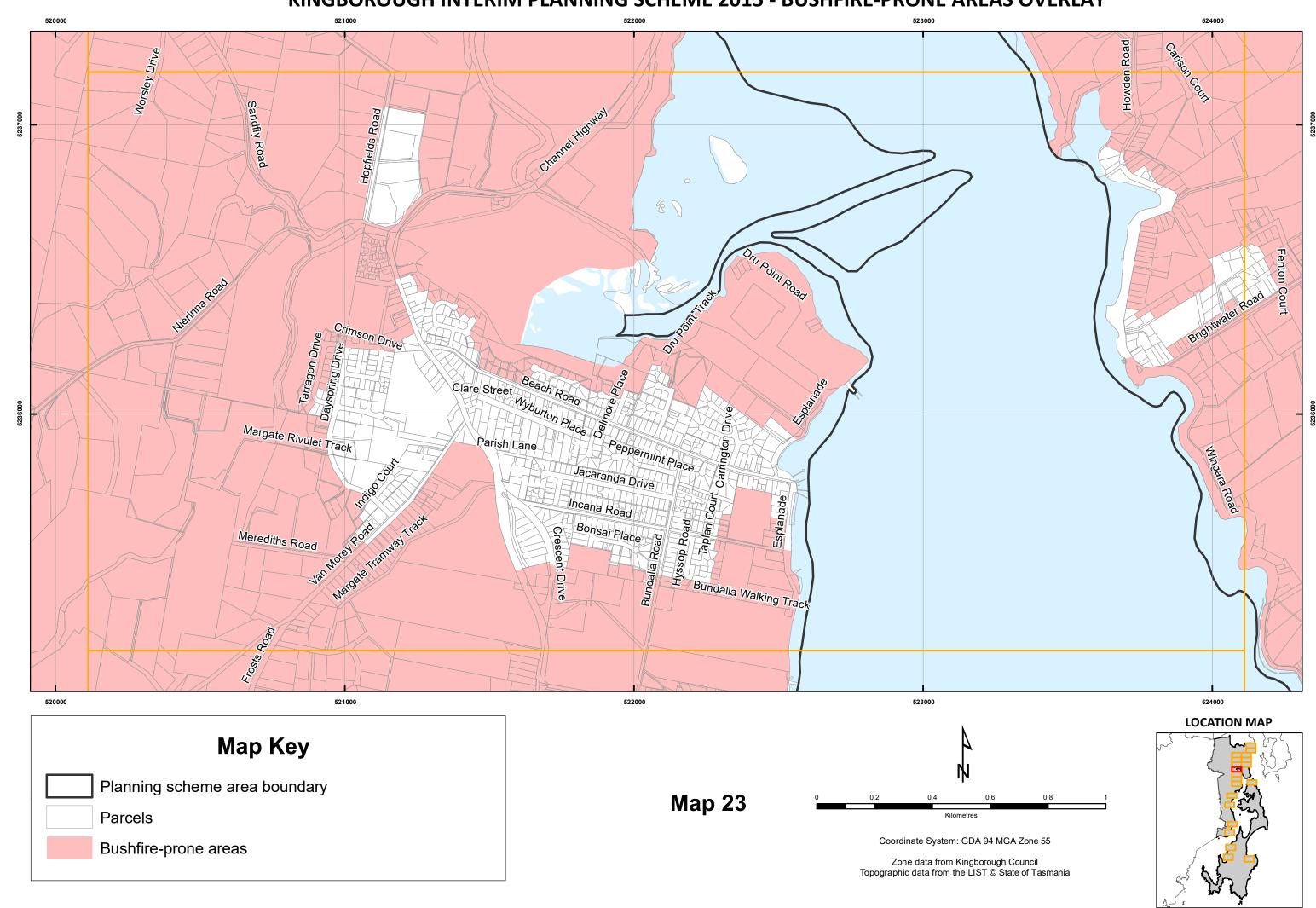


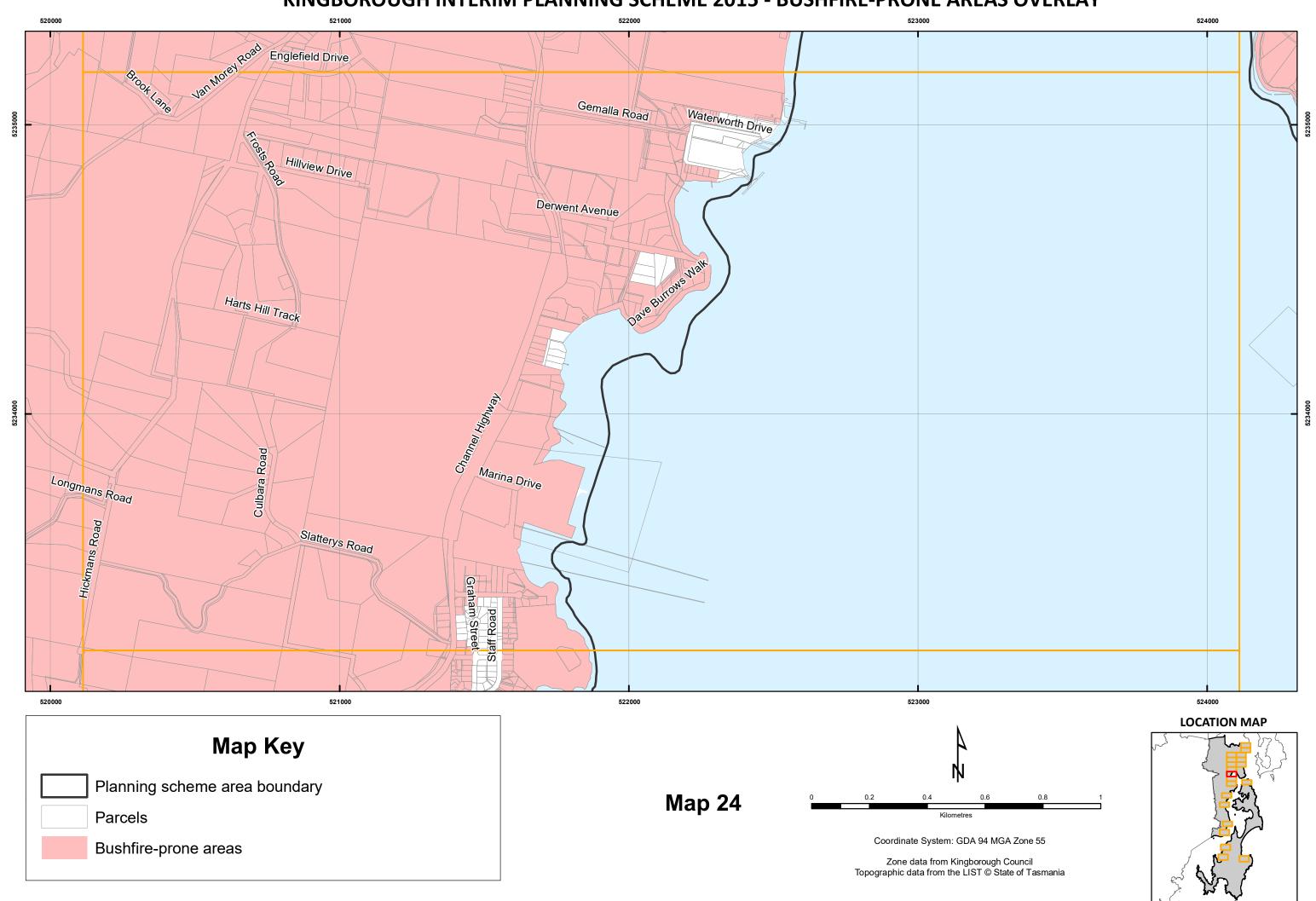


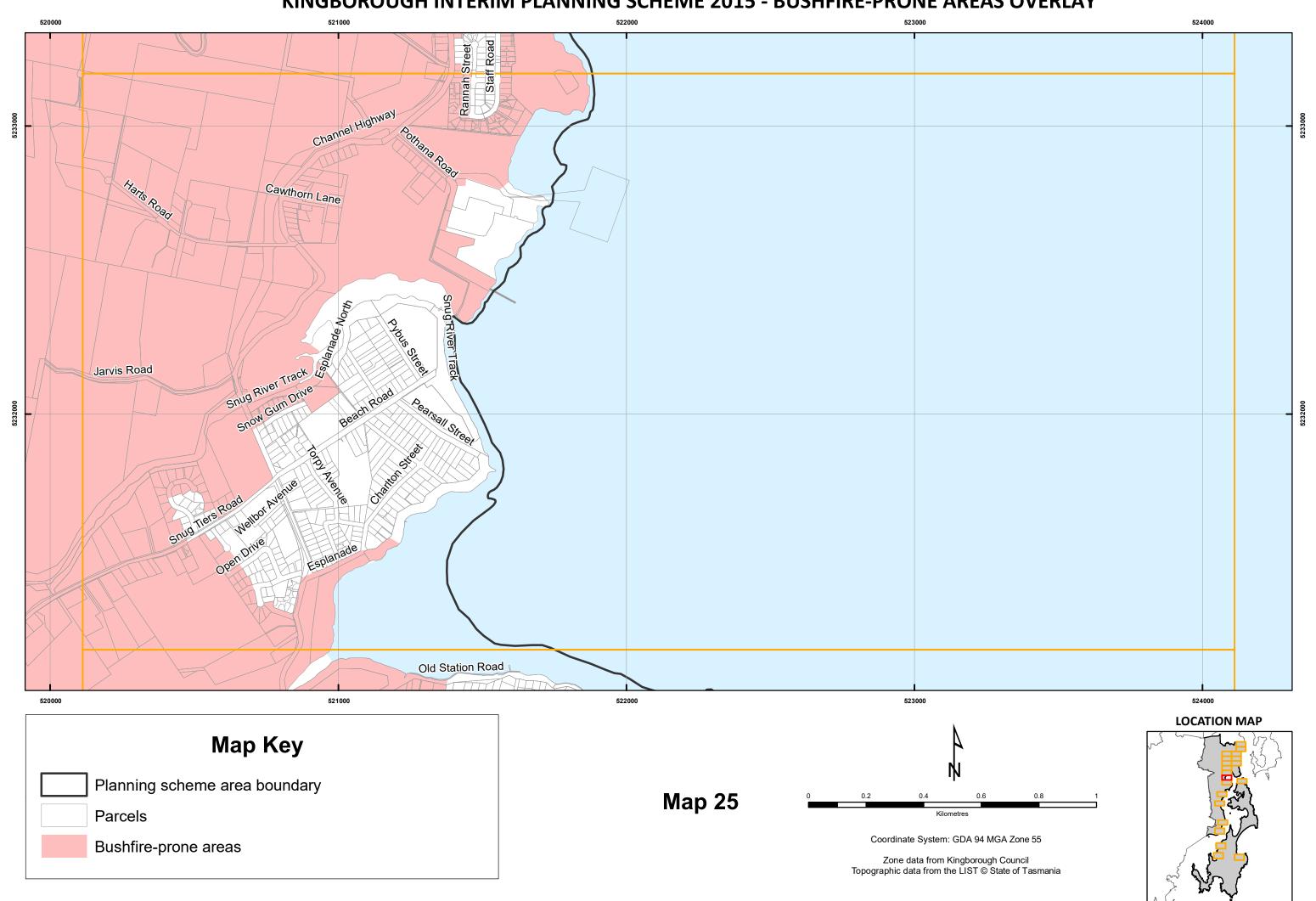


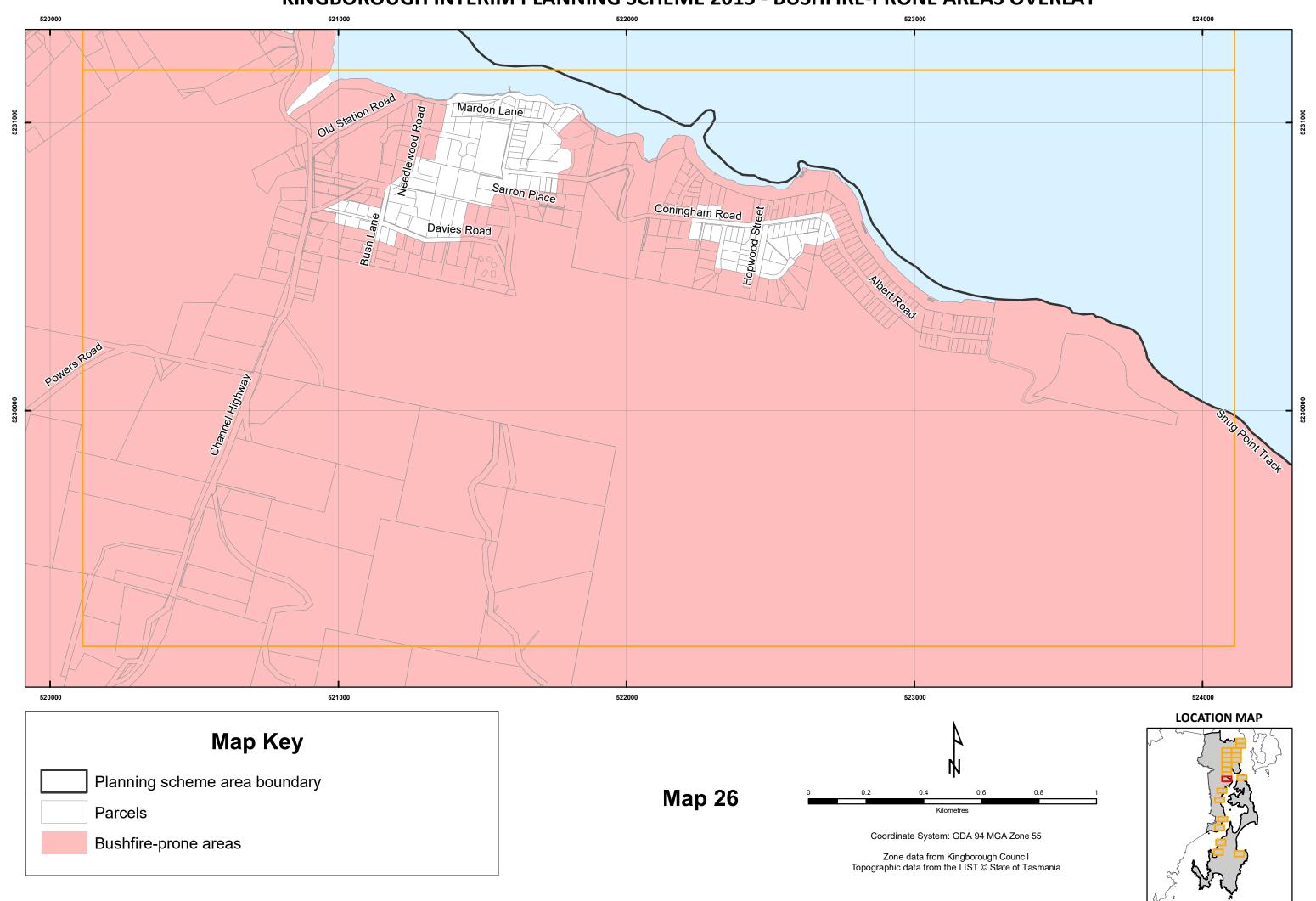


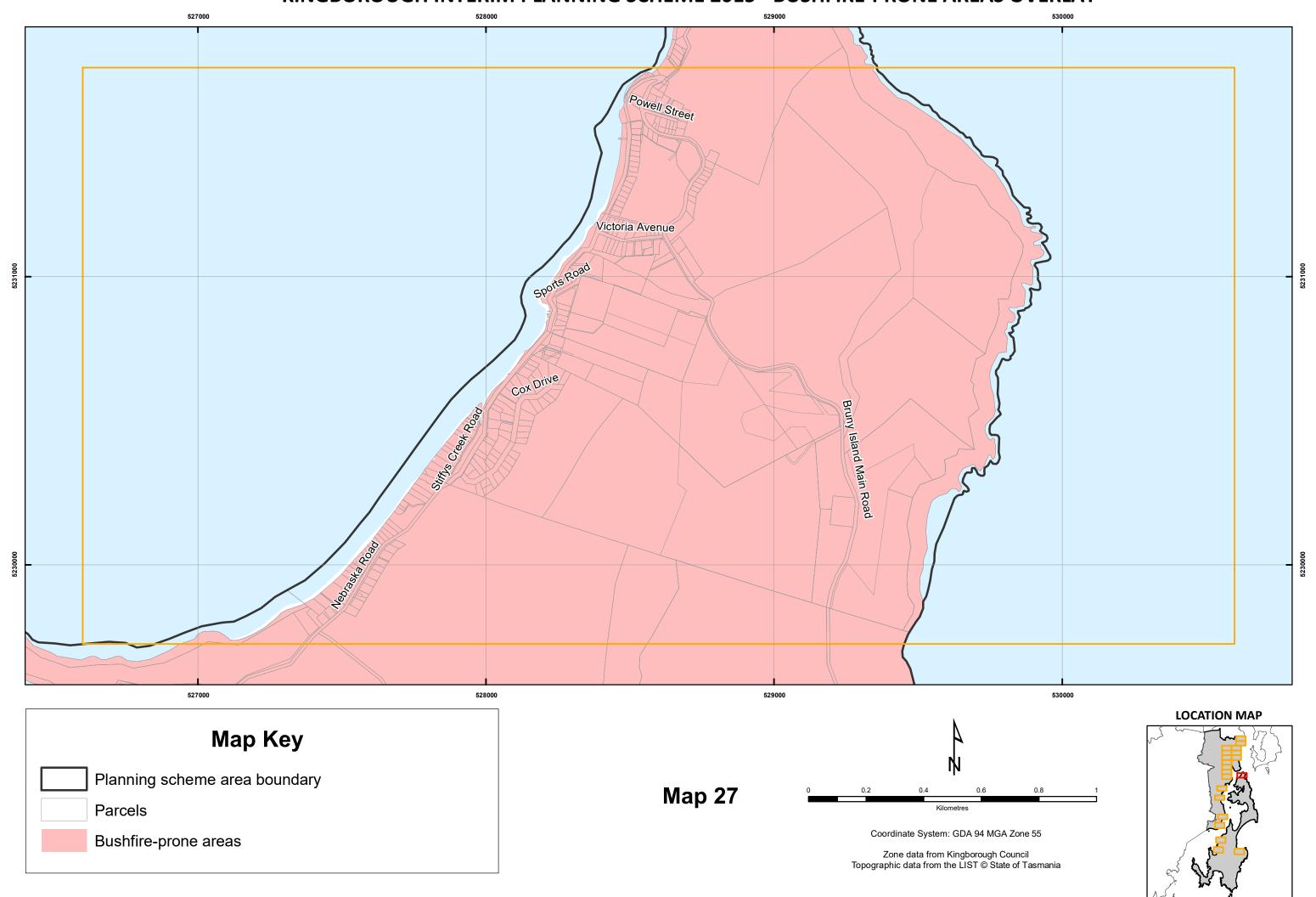


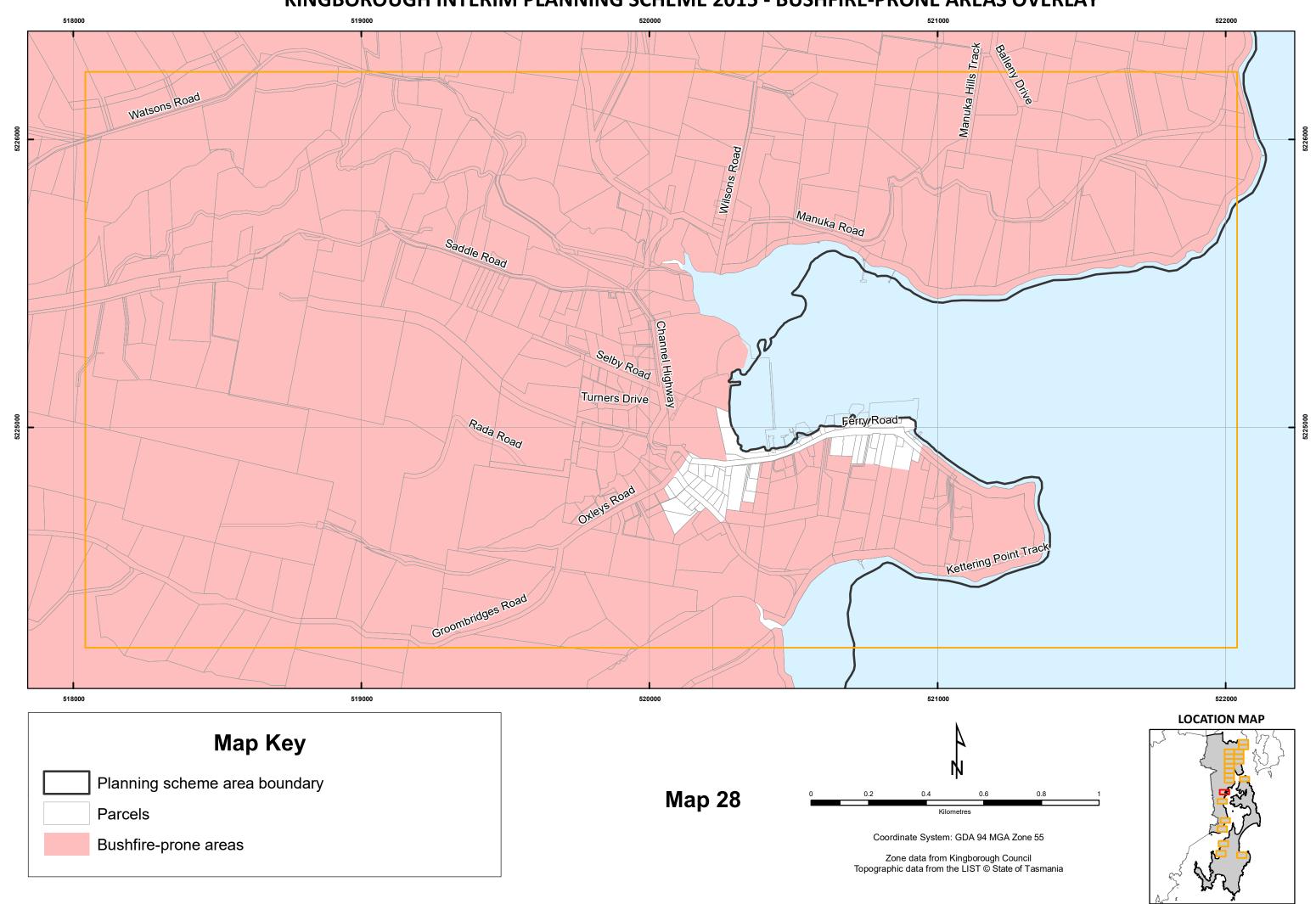


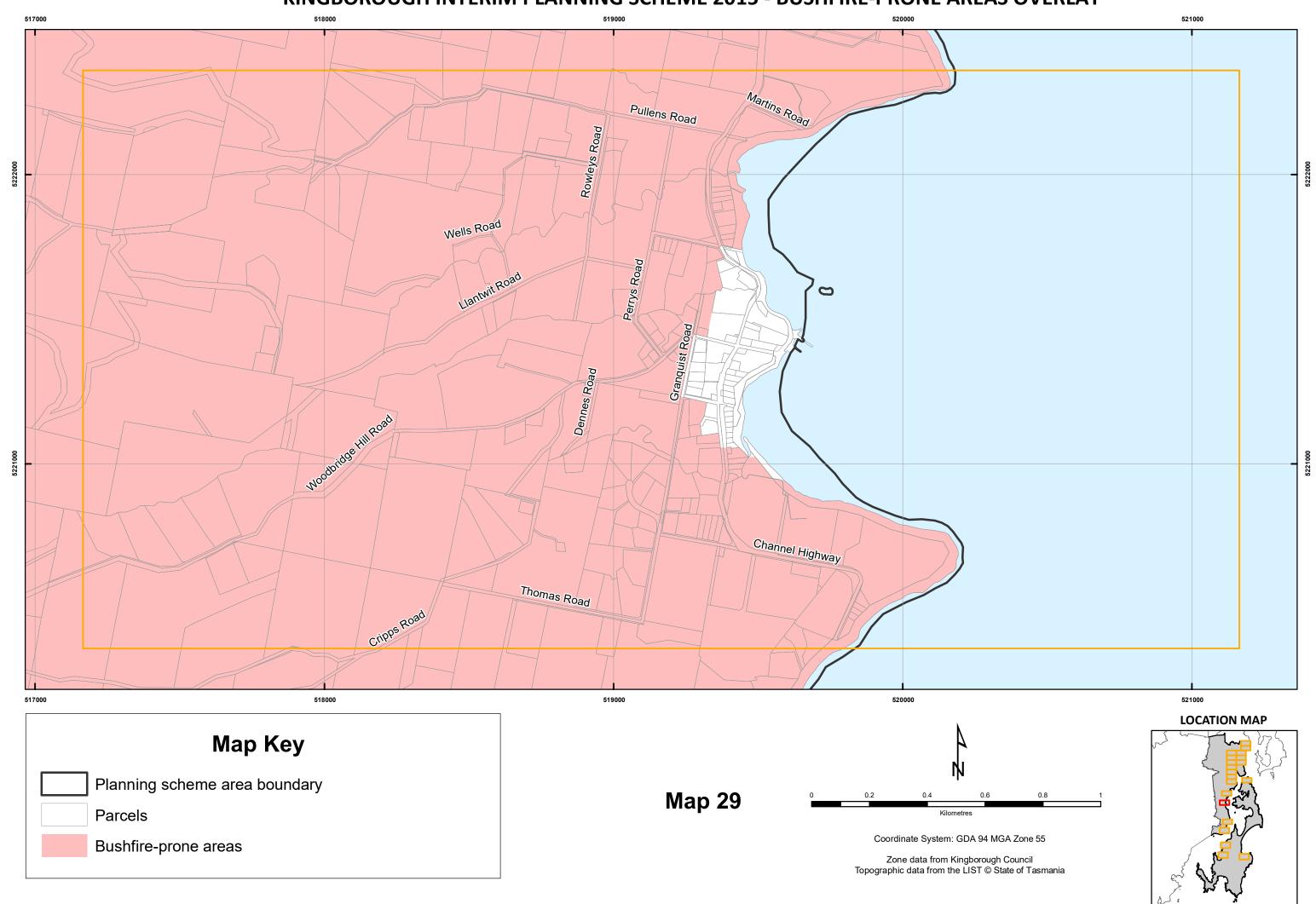


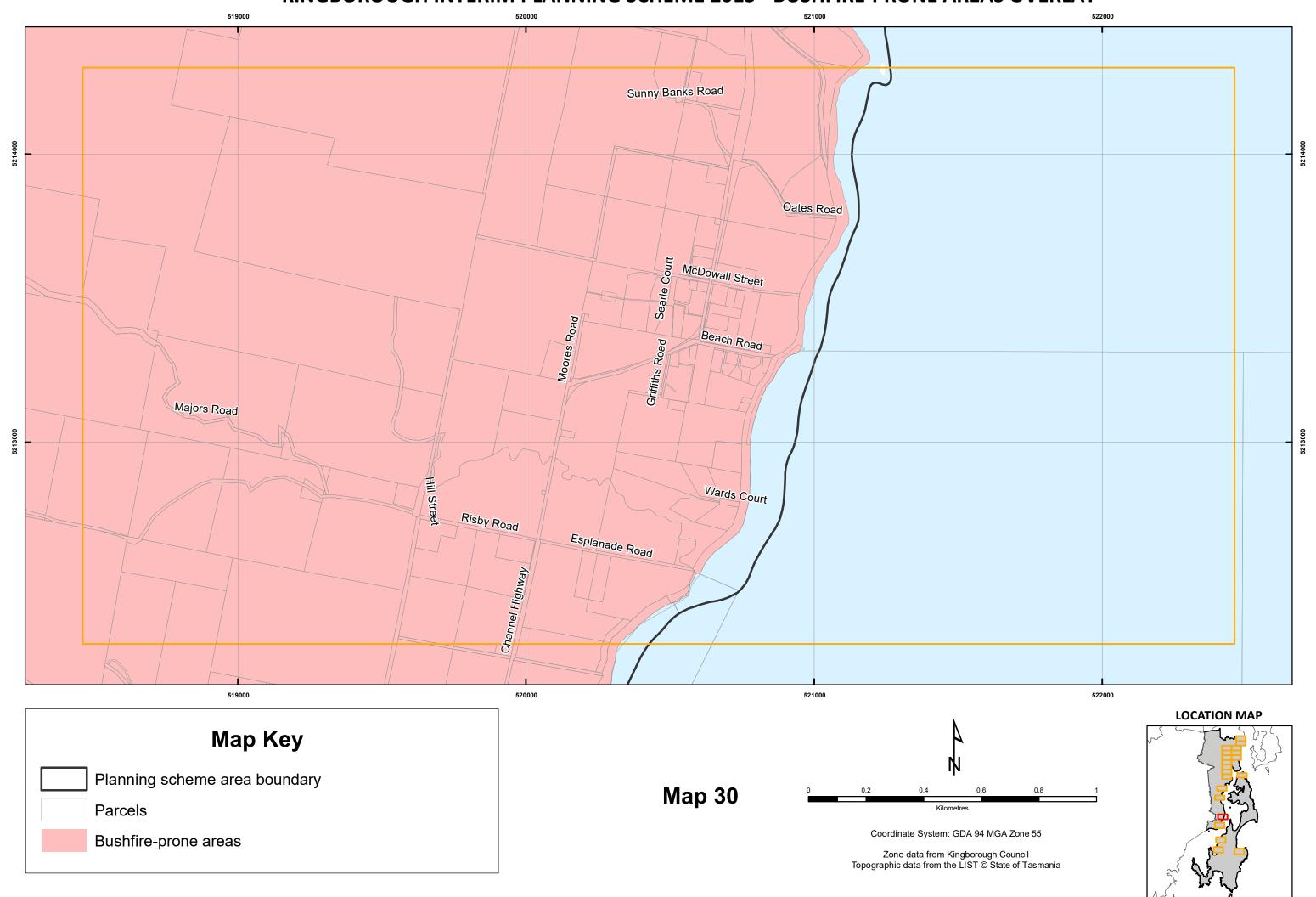


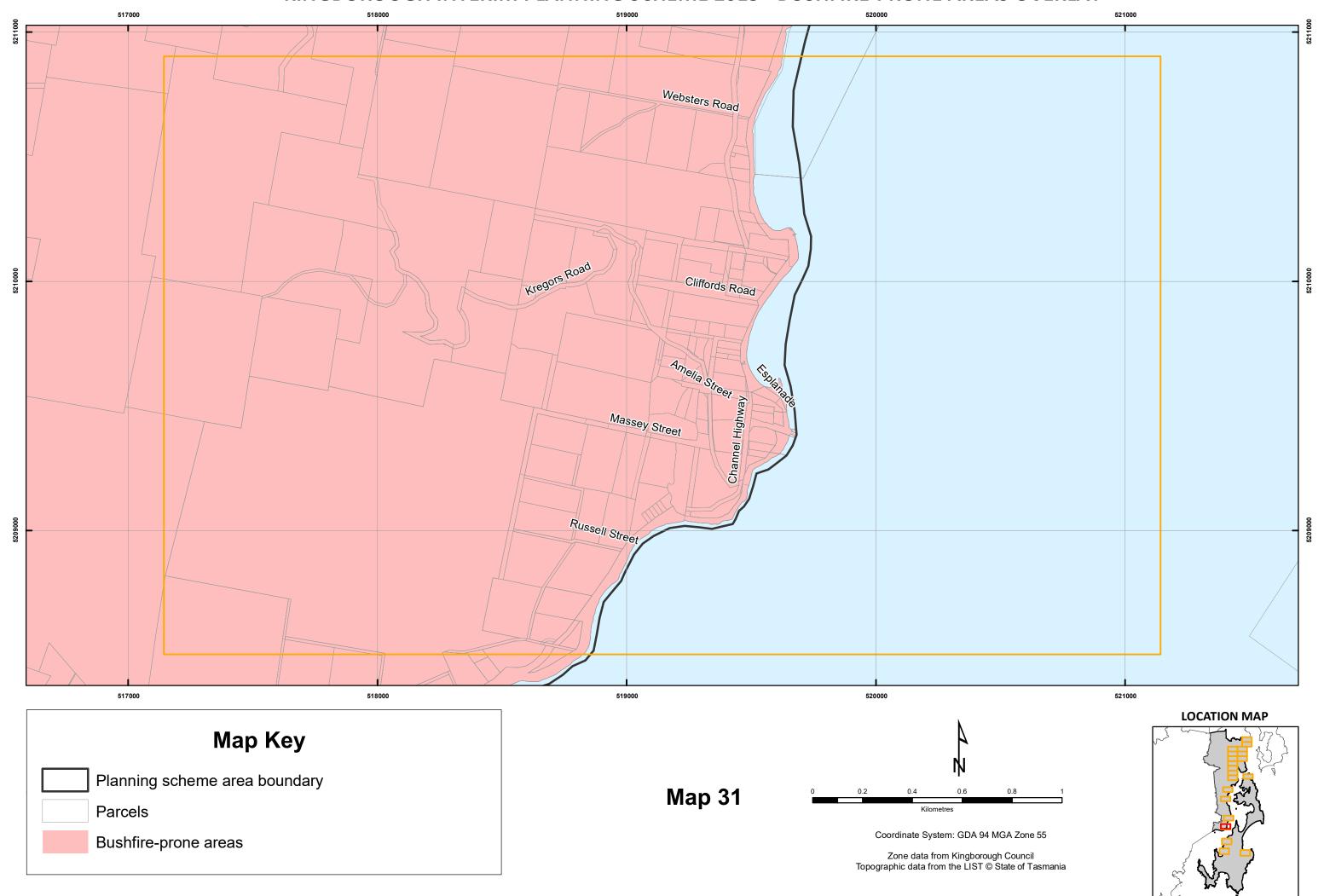


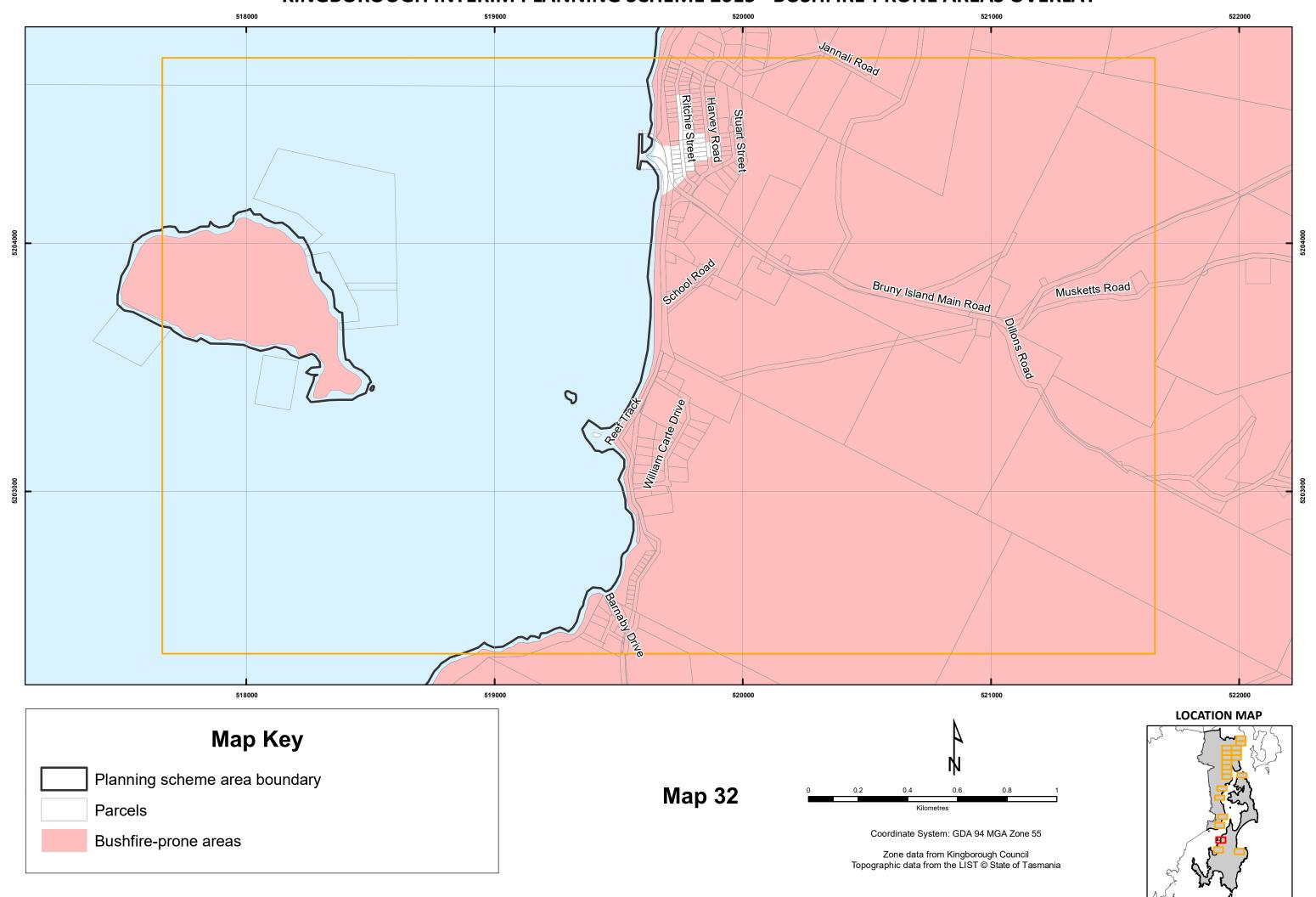


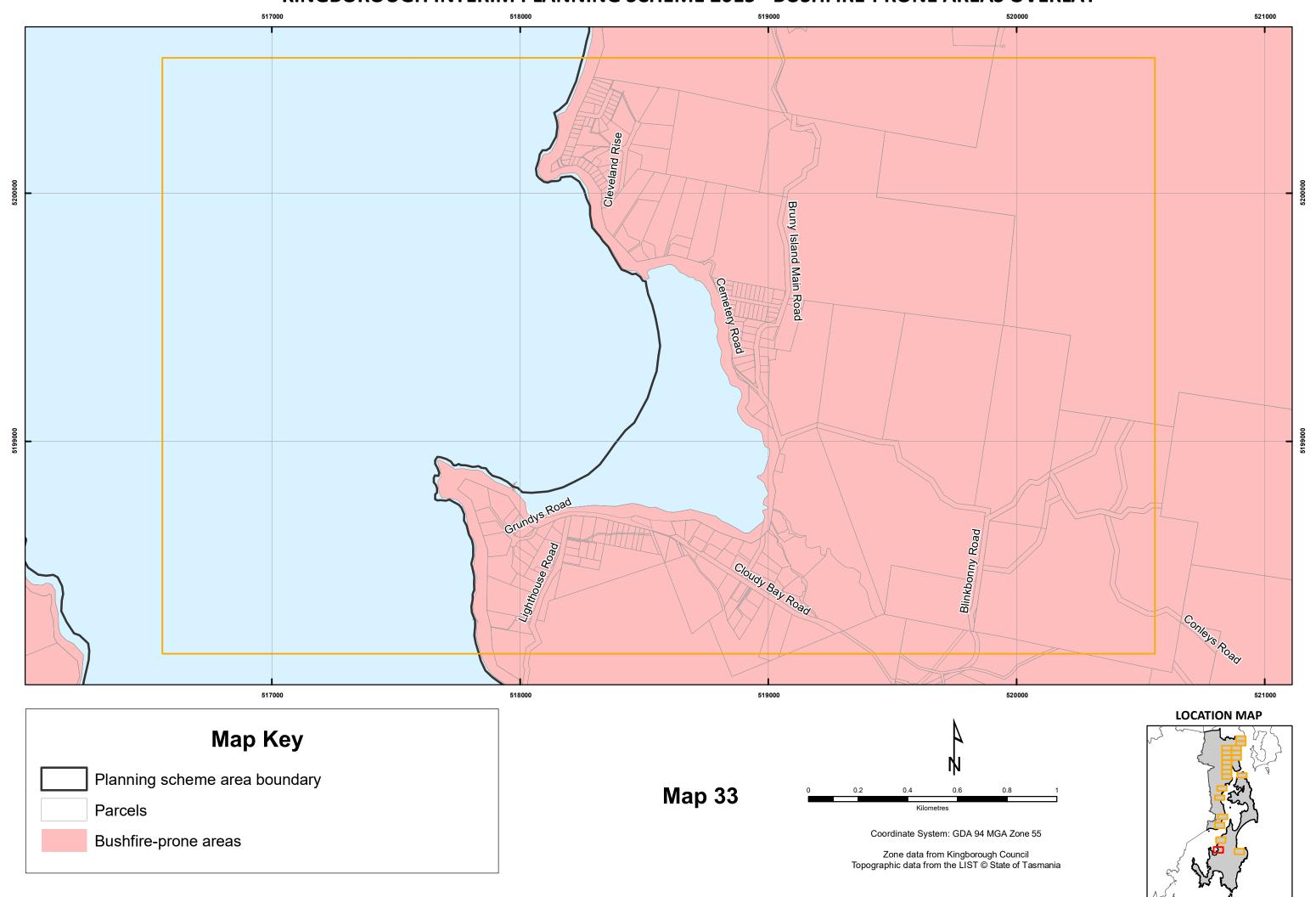




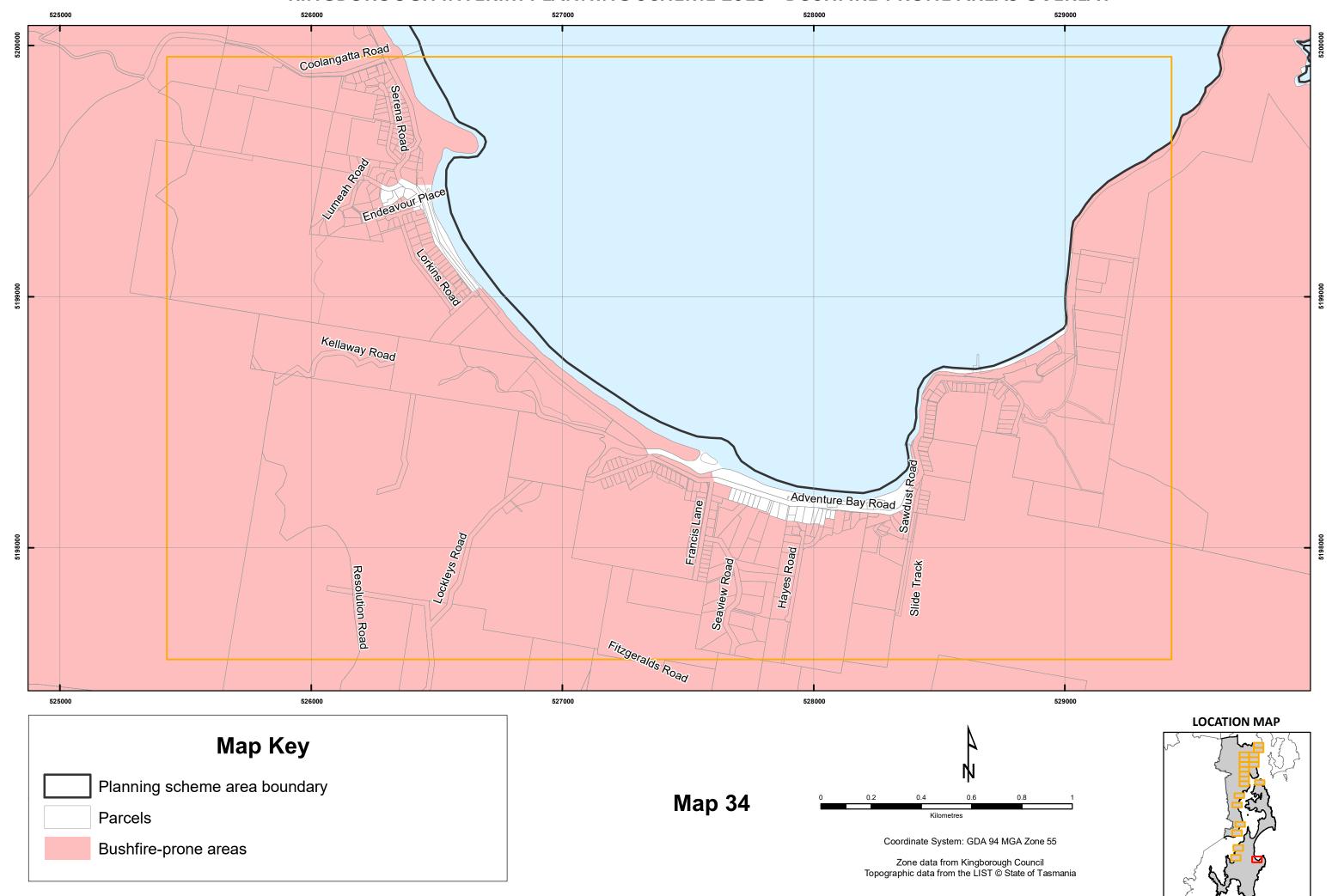








KINGBOROUGH INTERIM PLANNING SCHEME 2015 - BUSHFIRE-PRONE AREAS OVERLAY



FILE NO PSA-2018-6

DATE 12 NOVEMBER 2018

OFFICER DUSTIN MOORE – STRATEGIC PLANNER

ENDORSED BY TASHA TYLER-MOORE – MANAGER DEVELOPMENT SERVICES

PSA-2018-6 - PROPOSED AMENDMENT - KINGBOROUGH INTERIM PLANNING SCHEME 2015 - BUSHFIRE-PRONE AREAS OVERLAY

Application number:	PSA-2018-6
Applicant:	Kingborough Council
Proposal in brief:	Insert a Bushfire-Prone Areas Overlay map into Kingborough Interim Planning Scheme 2015 as recommended by the Tasmania Fire Service.
No. of representations	This report is pre-public exhibition, and therefore the proposed amendment has not been advertised yet. Draft amendments are advertised for a minimum period of 28 days for public comment following initiation by the Planning Authority.
Recommendation	Initiate and certify the amendment in accordance with section 10 of this report.

ATTACHMENTS

Attachment A: Bushfire-Prone Areas Overlay – Kingborough LGA Planning Report

Attachment B: draft Kingborough Interim Planning Scheme 2015: Bushfire-Prone

Areas Overlay Maps

Attachment C: Instrument of Certification – PSA-2018-6

1 PURPOSE

- 1.1 This report considers a proposal to amend the *Kingborough Interim Planning Scheme 2015* (KIPS 2015) pursuant to section 34 of the former provisions of the *Land Use Planning and Approvals Act 1993* (LUPAA).
- 1.2 The proposed amendment is to insert a Bushfire-Prone Areas Overlay map as recommended by the Tasmania Fire Service, as KIPS 2015 currently relies on the Bushfire-Prone Areas Code and no overlay map. A report from the Tasmania Fire Service in support of the amendment is provided at **Attachment A**.
- 1.3 The purpose of this report is to consider the initiation and subsequent certification of the proposed amendment pursuant to sections 32 and 35 of LUPAA.
- 1.4 The proposal benefits the community by ensuring that greater certainty is provided in the application of the Bushfire-Prone Area Code.

2 BACKGROUND

- 2.1 The Bushfire-Prone Areas Code was introduced into all Interim Planning Schemes in Tasmania by the Minister for Planning and Local Government through Planning Directive No.1.
- 2.2 The Bushfire-Prone Areas Code was developed collaboratively by the Director of Building Control and the Tasmania Fire Service. Changes to the Building Regulations 2014 and the Director of Building Control's Determination – Requirements for Building in Bushfire-Prone Areas were introduced on 17 March 2016.
- 2.3 These changes resulted in the Code regulating fewer matters as standards applying to development of habitable buildings in bushfire-prone areas are now implemented as part of the *Building Act 2016*.
- 2.4 The Tasmania Fire Service is working with local governments across the State to produce and deliver the Bushfire-Prone Area Mapping for Tasmania for clarity to the community, developers and local government. This mapping is intended to form part of each Council's interim planning scheme and ultimately be represented in the Tasmanian Planning Scheme through the Bushfire-Prone Areas Code found in the State Planning Provisions. It is intended that the introduction of the overlay mapping in the interim schemes will be completed well in advance of the finalisation of the Tasmanian Planning Scheme and associated Local Provisions Schedule. This mapping will directly relate to the definition of 'bushfire-prone area' as provided in the Bushfire-Prone Areas Code.
- 2.5 Mapping for the Kingborough municipal area has now been completed following collaborative work between the Tasmania Fire Service and Council officers. This process has involved production of a modelled overlay that has been progressively refined based on site verification and knowledge of local land management practices.

3 STATUTORY REQUIREMENTS

Land Use Planning and Approvals Act 1993

- 3.1 Amendments to the Land Use Planning and Approvals Act 1993 (LUPAA) came into effect on 17 December 2015. Section 3(2)(b) of Schedule 6 of LUPAA provides for a planning scheme amendment application to the planning instrument (i.e. KIPS 2015) to be considered under the former provisions of LUPAA.
- 3.2 Pursuant to section 33(1) of the former provisions of LUPAA, a person may request a planning authority to amend a planning scheme administered by it.
- 3.3 This report considers a proposed amendment to KIPS 2015.
- 3.4 Pursuant to section 33(2B) of the former provisions of LUPAA, before making a decision as to whether or not to initiate an amendment of the planning scheme, the planning authority must consider
 - (a) whether the requested amendment is consistent with the requirements of section 32; and
 - (ab) any representation made under s30l, and any statements in any report under section 30J as to the merit of the representation, that may be relevant to the amendment; and
 - (b) any advice referred to in section 65 of the Local Government Act 1993 received by it.
- 3.5 The above initiation requirements for the proposed scheme amendment have been assessed and are detailed in section 5 of this report.

4 DISCUSSION

Existing planning scheme provisions

- 4.1 The purpose of the Bushfire-Prone Areas Code (E1.0) is to ensure that use and development is appropriately designed, located, serviced, and constructed, to reduce the risk to human life and property, and the cost to the community, caused by bushfires.
- 4.2 The Bushfire-Prone Areas Code contains use standards for vulnerable and hazardous uses in bushfire-prone areas and development standards for subdivision, including the provision of hazard management areas and access and water supply for firefighting purposes.
- 4.3 The Code is applied to land located within a bushfire-prone area which is defined as:
 - 4.3.1 (a) land that is within the boundary of a bushfire-prone area shown on an overlay on a planning scheme map; or
 - 4.3.2 (b) where there is no overlay on a planning scheme map, land that is within 100m of an area of bushfire-prone vegetation equal to or greater than 1ha.

- 4.4 As there is no bushfire-prone areas overlay on a planning scheme map currently in the KIPS 2015 sub-clause (b) applies.
- 4.5 Bushfire-prone vegetation is defined as: contiguous vegetation including grasses and shrubs but not including maintained lawns, parks and gardens, nature strips, plant nurseries, golf courses, vineyards, orchards or vegetation on land that is used for horticultural purposes.

Proposal and implementation

- 4.6 It is proposed that Council initiate an amendment to the KIPS 2015 to insert a Bushfire-Prone Areas Overlay map as shown in Appendix A to **Attachment A**.
- 4.7 The mapping will provide authoritative and accessible information that will easily determine whether a site is located in a 'bushfire-prone area'. This improved clarity will benefit land owners, developers and permit authorities by providing certainty with respect to planning and building regulatory controls.
- 4.8 In developing the mapping, the Tasmania Fire Service has excluded some areas that would currently be considered as being within a 'bushfire-prone area' but which have been deemed to be suitably low threat. This was based on expert judgement in bushfire behaviour and supported by field inspections where required to verify conditions. By refining the application of the bushfire requirements in this way, the planning scheme amendment will facilitate fairer outcomes for landowners.
- 4.9 By removing areas from the mapping that have been deemed to be suitably low threat by the Tasmania Fire Service, the planning scheme amendment will remove unnecessary costs and delays from the approvals process for applicants (e.g. costs of engaging a Bushfire Hazard Practitioner to certify an exemption; delays associated with section 54 requests).
- 4.10 The Bushfire-Prone Areas Overlay will need to be reviewed and updated periodically to ensure its accuracy as conditions evolve. As the Bushfire-Prone Areas Code found in the State Planning Provisions will apply in accordance with the Tasmanian Planning Scheme in future years to come, this will logically form part of the review process of the Tasmanian Planning Scheme.
- 4.11 In the situation whereby land is rezoned to facilitate new development (e.g. a new greenfield estate), it may also be appropriate to review the Bushfire-Prone Areas Overlay as it applies to the subject site as part of the planning scheme amendment process.

Strategic alignment – Southern Tasmania Regional Land Use Strategy

- 4.12 The Southern Tasmania Regional Land Use Strategy (STRLUS) has been implemented to provide guidance and direction for future development and use in the Southern Region. Section 30O of the former provisions of LUPAA requires that a proposed amendment must be consistent with the STRLUS.
- 4.13 The key section of STRLUS is section 8, which provides regional policies for managing risks. The majority of the policies pertaining to bushfire hazard relate to ensuring that planning schemes provide suitable requirements for vegetation removal and subdivision design, and therefore are directly relevant to the overlay.

Section 6.3 of **Attachment A** outlines how the proposed amendment is consistent with the relevant STRLUS policies.

4.14 It is considered the proposed amendment is strategically aligned with STRLUS.

Strategic alignment - Kingborough Council Strategic Plan 2015-2025

- 4.15 The Kingborough Council Strategic Plan 2015-2025 (the Strategic Plan) is the relevant strategic plan prepared under section 66 of the *Local Government Act* 1993.
- 4.16 The Strategic Plan provides high-level guidance in the form of Key Priority Areas and supporting strategies that seek to guide Council's delivery of services to the community. Below are the relevant Key Priority Areas, Strategic Outcomes and strategies.

Key Priority Area	1.0	A safe, healthy and supportive community
Strategic Outcome	1.3	Safe, active and healthy local communities
Strategy	1.33	Enforce regulations that protect the safety, amenity and convenience of the public.
Key Priority Area	2.0	Sustainable land use and infrastructure management
Strategic Outcome	2.1	Strategic plans provide the necessary guidance to manage future development and infrastructure needs.
Strategy	2.1.1	Ensure sound strategic land use planning and asset management provides the basis for sustainable future development and infrastructure investments.
	2.1.2	Ensure the form and layout of settlement provides an attractive, convenient, safe and healthy living environment for future residents, workers and visitors.
Key Priority Area	3.0	A healthy natural environment
Strategic Outcome	3.2	Sustainable land and waste management practices are adopted by landowners, contractors, businesses, government agencies and the general community
Strategy	3.2.1	Establish collaborative partnerships that promote environmentally sustainable practices.
	3.2.2	Provide clear direction to the community, contractors and developers about Council's environmental expectations and requirements.
Key Priority Area	3.0	A healthy natural environment
Strategic Outcome	3.4	Proactive measures address the adverse impacts of natural hazards on the potential use or development of land

Strategy	3.4.1	Identify and address natural hazards through appropriate planning, public awareness and on-site management measures.
Key Priority Area	6.0	A well administered organisation
Strategic Outcome	6.3	Legislative obligations are met
Strategy	6.3.1	Ensure that Council's governance arrangements meet the requirements of the Local Government Act.

- 4.17 Section 6.4 of **Attachment A** outlines how the proposed amendment is consistent with the relevant strategies found in the Strategic Plan.
- 4.18 It is considered the proposed amendment is strategically aligned with the Strategic Plan.

5 STATUTORY ASSESSMENT

Section 32 of LUPAA

5.1	Pursuant to section 32(1) of the former provisions of LUPAA, a draft amendment of a planning scheme, and an amendment of a planning scheme, in the opinion of the relevant decision-maker within the meaning of section 20(2A) -
	(a)

- (b) (c)
- (e) must, as far as practicable, avoid the potential for land use conflicts with use and development permissible under the planning scheme applying to the adjacent area; and
- (ea) must not conflict with the requirements of section 300; and
- (f) must have regard to the impact the use and development permissible under the amendment will have on the use and development of the region as an entity in environmental, economic and social terms.

Potential land use conflicts

- 5.2 Section 32(e) of the former provisions of LUPAA requires that planning scheme amendments must avoid the potential for land use conflicts in adjacent planning scheme areas.
- 5.3 The proposed amendment provides clarity in the application of the Bushfire-Prone Areas Code and does not contain any new development standards that may result in any land use conflict.

Section 300

- 5.4 Section 32(ea) of the former provisions of LUPAA require that planning scheme amendments must not conflict with the requirements of section 30O of the former provisions of LUPAA.
- 5.5 Section 30O of the former provisions of LUPAA requires that an amendment to an interim planning scheme is as far as practicable, consistent with the regional land use strategy (i.e. Southern Tasmania Regional Land Use Strategy (STRLUS)).
- 5.6 As outlined in section 6.3 of **Attachment A** the proposed amendment is consistent with the STRLUS policy: *MRH 1.4 Include provisions in planning schemes for use and development in bushfire prone areas based upon best practice bushfire risk mitigation and management.*

Impact on the use and development of the region

- 5.7 Section 32(f) of the former provisions of LUPAA require that planning scheme amendments must have regard to the impact that the use and development permissible under the amendment will have on the use and development of the region as an entity in environmental, economic and social terms.
- 5.8 The proposed amendment is part of a state wide approach to the mapping of bushfire-prone areas and will not result in any adverse impact on use and development in the region.

Sections 30I and 30J of the former provisions of LUPAA

- 5.9 Section 33(2B)(ab) of the former provisions of LUPPA requires that any representations made under section 30I of the former provisions of LUPPA, and any statements in a report under section 30J of the former provisions of LUPPA as to the merit of a representation, that may be relevant to the amendment application, must be considered.
- 5.10 No representations were received during the exhibition of KIPS 2015 which are relevant to the proposed amendment, therefore section 30I and 30J have been satisfied.

Section 65 Local Government Act 1993

- 5.11 Pursuant to section 65 of the *Local Government Act 1993*, Council must take into account the advice provided by a person with the necessary qualifications and experience necessary to give such advice.
- 5.12 This report is prepared by such persons and provides the appropriate advice and recommendations.

Objectives of Schedule 1 of LUPAA

5.13 LUPAA requires that planning scheme amendments must seek to further the objectives of Schedule 1 of LUPAA.

- 5.14 The objectives of LUPAA require use and development to occur in a fair, orderly and sustainable manner and for the planning process to facilitate economic development in accordance with the other Schedule 1 objectives.
- 5.15 It is considered that the proposed amendment meets the objectives of LUPAA as outlined in section 6.1 of the Tasmania Fire Services report (**Attachment A**), in particular it:
 - 5.15.1 assists sound strategic planning by being consistent with a state wide approach to the issue and not prejudicing the achievement of STRLUS objectives;
 - 5.15.2 is consistent with the objective to establish a system of planning instruments to be the principal way of setting objectives, policies and controls for the use, development and protection of land as it will support the efficient application of the Bushfire-Prone Areas Code (and building regulations) by clearly identifying which land is subject to the overlay:
 - 5.15.3 provides greater flexibility to address changes in local environmental, social and economic circumstances in a manner that will not facilitate any loss of biodiversity or any other impacts on natural values and will improve clarity with respect to what land is considered bushfire-prone to avoid application of the planning/building regulations to land that has been deemed to be suitably low threat; and
 - 5.15.4 the mapping will support the application of planning and building requirements for bushfire protection, the key purpose of which are to reduce risk to life and property.
- 5.16 The scheme amendment will accordingly support the aim of securing a safe environment for working, living and recreation consistent with Part 2, Objective (f).

State Policies

- 5.17 LUPAA requires that planning scheme amendments must be prepared in accordance with State Policies.
- 5.18 State Policies are made under the *State Policies and Projects Act 1993* (SPPA). As specified by section 13C of SPPA, the Council is bound by State Policies and under section 13(1), if a Planning Scheme is inconsistent with a State Policy; the Planning Scheme is void to the extent of that inconsistency.
- 5.19 The proposed amendment to KIPS 2015 does not introduce any new development standards, rather, it will improve the application of the Bushfire-Prone Areas Code. The amendment will accordingly not facilitate the loss of productive agricultural land, nor the degradation of coastal land or water resources. The scheme amendment is accordingly not considered to be in conflict with any of the existing State Policies. It is considered that the proposed amendment is consistent with the objectives of the State Coastal Policy due to the spatial separation from the coast in terms of both distance and development between the two.

6 FINANCE

6.1 The planning scheme amendment does not have any current or future financial implications to Council.

7 ENVIRONMENT

7.1 The scheme amendment is intended to clarify the application of the Bushfire-Prone Areas Code and will not facilitate any loss of biodiversity or any other impacts on natural values.

8 COMMUNICATION AND CONSULTATION

- 8.1 If Council initiates the proposed amendment, it must also certify the draft amendment in accordance with section 35 of LUPPA. Section 38 of LUPAA requires that the proposal be advertised for a period of between 3 weeks and 2 months, as determined by the Planning Authority (i.e. the Tasmania Planning Commission).
- 8.2 Any comments received during the public notice period will be reviewed, and reported to the Tasmanian Planning Commission.

9 RISK

9.1 There are no known risks in relation to the proposed amendment.

10 CONCLUSION

- 10.1 In the absence of a Bushfire Prone Areas Overlay, individual bushfire practitioners, applicants and Council officers are reliant on the definition of a bushfire-prone area in KIPS 2015. Applying this definition is subjective and can result in bushfire controls being applied unnecessarily. Conversely, reliance on a definition rather than an overlay has also resulted in bushfire hazard requirements only being identified late in the planning process. Both of these situations add costs and time delays for applicants.
- 10.2 The proposed amendment to KIPS 2015 does not introduce any new development standards, rather, it will improve the application of the Bushfire-Prone Areas Code.
- 10.3 The mapping will provide an authoritative and accessible information source that will simplify the assessment required to determine whether a site is located in a 'bushfire-prone area'. This improved clarity will benefit land owners, developers and permit authorities by providing certainty with respect to planning and building regulatory controls.
- 10.4 The proposed amendment is consistent with the Scheme and Council's Strategic Plan.

11 RECOMMENDATION

MOVED SECONDED That Council resolves that the report of the Manager Development Services be received and that:

- (a) Pursuant to section 34(1) (b) of the former provisions of the *Land Use Planning and Approvals Act 1993*, Council resolve to initiate Amendment PSA-2018-6 to the Kingborough Interim Planning Scheme 2015.
- (b) Pursuant to section 35 of the former provisions of the Land Use Planning and Approvals Act 1993, Council certify that Amendment PSA-2018-6 to the Kingborough Interim Planning Scheme 2015 meets the requirements of section 32 of the former provisions of the Land Use Planning and Approvals Act 1993 and authorise the General Manager to sign the Instrument of Certification (Attachment C).
- (c) Pursuant to section 56S of the *Water and Sewer Industry Act 2008*, Council refers Amendment PSA-2018-6 to TasWater.
- (d) Pursuant to section 38 of the former provisions of the *Land Use Planning and Approvals Act 1993*, Council place Amendment PSA-2018-6 to the Kingborough Interim Planning Scheme 2015 on public exhibition for a period of at least 28 days following certification.

Name	For	Against	Name	For	Against
Cr Atkinson			Cr Grace		
Cr Bastone			Cr Percey		
Cr Dr Bury			Cr Wass		
Cr Chatterton			Cr Winter		
Cr Fox			Cr Wriedt		

ATTACHMENT A

Bushfire-Prone Areas Overlay Kingborough LGA Planning Report

PLANNING REPORT



Kingborough LGA Bushfire-Prone Areas Overlay

November 2018

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Tasmania Fire Service Bushfire Risk Unit

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Document Control					
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Appendix A – Bushfire-Prone Areas Overlay

Executive Summary

The Tasmania Fire Service ('TFS') is working with Local Government to prepare and implement bushfire-prone areas mapping for Tasmanian Local Government Areas ('LGA'). Draft mapping for the Kingborough LGA has now been completed following collaborative work between TFS and Council officers.

The purpose of the bushfire-prone area mapping is to spatially define land where potential exposure to bushfire hazard is sufficient to warrant a building and/or planning response to achieve a tolerable level of residual risk. The mapping does not imply that there is nil risk to use and development outside of the overlay, rather that residual risk to use and development outside of the overlay is deemed to be tolerable through reliance on other external measures, such as firefighter intervention.

The starting point for the map preparation was the production of a 'modelled overlay' that was generated by applying a 100m buffer to existing vegetation map data. The overlay was then progressively refined based on assessment of local conditions including bushfire behaviour and fuel management regimes. The local knowledge provided by Council officers was critical to this process.

By spatially defining bushfire-prone areas the mapping will provide clarity for permit authorities, landowners, developers, consultants and the broader community with respect to the application of existing statutory requirements for bushfire protection. The process of reviewing local conditions has also allowed for some areas that would currently trigger bushfire requirements to be 'mapped-out', thereby reducing compliance and development costs for the local community.

For the mapping to serve its intended function it needs to be incorporated within the relevant planning instrument established under the *Land Use Planning and Approvals Act 1993* ('LUPAA'). It is anticipated that the mapping will be incorporated into Council's Local Provision Schedules, which will form part of the Tasmanian Planning Scheme. To implement the overlay sooner, it is recommended that Council to initiate a draft amendment to the Kingborough Interim Planning Scheme 2015.

Adoption of the bushfire-prone areas overlay is consistent with the Schedule 1 Objectives of the Land Use Planning and Approvals Act 1993, the State Policies created under the State Policies and Projects Act 1993 and the relevant regional land use strategy.

1. Introduction

1.1 **Purpose of this Report**

This report has been prepared in support of the bushfire-prone areas mapping for the Kingborough Local Government Area and provides the following information:

- The background and context of the mapping;
- Description of the mapping process;
- Consideration of overlay implementation:
- Consideration of the relevant statutory planning requirements and strategic planning framework.

1.2 Background

The Tasmania Fire Service is working with Local Government to produce and deliver the bushfire-prone area mapping for Tasmania. Once completed for each municipality the mapping is intended to be integrated within the relevant planning instrument to formally identify 'bushfire-prone areas' for the purpose of planning and building control.

Bushfire has been a constant, natural phenomenon in Australia for thousands of years and south-eastern Australia is one of the most bushfire-prone regions in the world. Whilst fire has important ecological functions in the Australian context, its effects on human life, built assets and economic resources can be catastrophic if risk is not adequately managed. Not surprisingly, bushfire is identified in the Tasmanian Emergency Management Plan as Tasmania's most prominent natural hazard due to its prevalence and historical impacts on communities¹. Recent analysis of climate data confirms that this is unlikely to change with fire danger in some parts of Tasmania expected to progressively increase over the course of this century².

Managing bushfire risk to communities requires a multifaceted approach that considers all aspects of the potential emergency (i.e. Prevention, Preparedness, Response and Recovery). Government interventions accordingly include a combination of measures including land use and development control, community education, fuel reduction, firefighter response and emergency management. Regulation of land use and development is a 'preparedness' strategy in this context as it aims to improve the resilience of communities and their built assets when exposed to a bushfire hazard.

Planning and building controls are now recognised in Australia as an important tool that can be used to facilitate more resilient and sustainable communities. Bushfire protection requirements are applied to use and development for the purpose of ensuring a tolerable level of residual risk is achieved. It is essentially a form of market intervention that seeks to achieve a better outcome for society than the market would otherwise deliver. Numerous public enquiries have recognised the importance of planning and building as a means for supporting

¹ Department of Police and Emergency Management 2015, Tasmanian Emergency Management Plan - Issue 8, DPEM, Hobart.

² Fox-Hughes P, Harris RMB, Lee G, Jabour J, Grose MR, Remenyi TA & Bindoff NL (2015) Climate Futures for Tasmania future fire danger: the summary and the technical report, Antarctic Climate & Ecosystems Cooperative Research Centre, Hobart, Tasmania

community fire safety, most notably the 2004 National Enquiry on Bushfire Mitigation and Management and the 2009 Victorian Bushfires Royal Commission.

The Tasmanian Government responded to the 2009 Victorian Bushfires Royal Commission by initiating significant planning and building reforms, including the introduction of Planning Directive No.5 Bushfire-Prone Areas Code within planning schemes in 2012 and state variations to the Building Code of Australia. This provided – for the first time – state-wide consistency in relation to use and development standards for bushfire protection. The importance of these reforms was confirmed by the 2013 Tasmanian Bushfires Inquiry, which recommended that the Tasmanian Government make land use planning and building construction for bushfire a high priority and that it progress improvements in this area³.

The planning and building regulatory system in Tasmania includes bushfire protection requirements to mitigate risk to communities and assets in bushfire-prone areas. The existing framework includes:

- The Bushfire-Prone Areas Code, which applies through local planning schemes under the Land Use Planning and Approvals Act 1993; and
- The Director's Determination Requirements for Building in Bushfire-Prone Areas, which applies through the *Building Regulations 2016* and *Building Act 2016*.

This framework is structured in a way that enables application of bushfire controls through the planning approvals process for proposals involving land subdivision, vulnerable and hazardous uses. Bushfire requirements for other types of use and development are applied through the building approvals process.

For the purposes of both planning and building permit approvals it is necessary to determine whether proposed works are located within a 'bushfire-prone area'. This term is currently defined as follows:

Bushfire-prone area

Means:

- (a) Land that is within the boundary of a bushfire-prone area shown on an overlay on a planning scheme map; or
- (b) Where there is no overlay on a planning scheme map, land that is within 100m of an area of bushfire-prone vegetation equal to or greater than 1 hectare.

In the absence of mapping, planning authorities, permit authorities, landowners and developers are reliant on interpretation of subclause (b).

Incorporation of the mapping within the relevant local planning scheme overlay map will enable the use of subclause (a) of the abovementioned definition, thereby reducing the amount of assessment required to determine applicability.

The 100m rule that forms the basis of the abovementioned definition has historically been accepted as a benchmark for the application of development control for bushfire and is the maximum distance considered in Australian Standard 3959-2009. Post-fire investigations have indicated that 85% of building loss resulting from major bushfires has historically occurred at distances within 100m of the urban interface⁴. Notwithstanding this, bushfire

³ Department of Premier and Cabinet, 2013 Tasmanian Bushfires Inquiry, DPAC, Hobart.

⁴ Ahern, A., and M. Chladil (1999), How far do bushfires penetrate urban areas? paper presented at 1999 Australian Disaster Conference, Emergency Manage. of Aust., Canberra, A. C. T.

behaviour is not uniform across all situations some circumstances application of a 'blanket' 100m buffer is considered unnecessarily conservative.

2. Study Area

The study area for the purpose of this mapping project is the Kingborough Local Government Area ('LGA') as shown in Figure 1. Kingborough is located in south-eastern Tasmania and adjoins the Hobart, Huon Valley and Glenorchy LGAs.

Kingborough is bounded by the coast to the south and rural land to the west.

The LGA includes a number of existing settlements and communities at risk of bushfire. The bulk of the local population is concentrated at the north eastern part of the LGA at Kingston and Blackmans Bay, with a number of smaller settlements concentrated along the coast further south. Kingborough has experienced significant growth in recent years, particularly on the outskirts of Kingston, Margate and Snug.



Figure 1 – Kingborough LGA location map

3. Bushfire-Prone Area Overlay

The draft Bushfire-Prone Area Overlay for Kingborough has been completed following collaborative work between the Tasmania Fire Service and Council officers. The draft maps are enclosed as **Appendix A** to this report.

3.1 Purpose of Overlay

The bushfire-prone area overlay primarily relates to use and development control. Its purpose is to spatially define areas where risk is sufficient to require specific bushfire protection measures in order to achieve a tolerable level of residual risk. The mapping will provide a definitive trigger for assessment under the existing planning and building requirements for bushfire protection. Spatially defining bushfire-prone areas is consistent with the approach adopted for other natural hazards within Tasmanian planning schemes (inundation, landslip hazard).

The mapping is not intended to identify all land that may be impacted by bushfire hazard, nor does it imply that there is nil residual risk to use and development outside of the overlay. Rather, residual risk to use and development outside of the mapped areas is deemed to be tolerable through reliance on other external measures, such as firefighter intervention.

By removing the need to evaluate whether vegetation is 'bushfire-prone' before confirming whether a site is within a 'bushfire-prone area', the mapping will remove ambiguity and improve the development assessment process to the benefit of permit authorities, land owners and developers.

The mapping also provides a more sophisticated mechanism than the standard 100m rule trigger that is currently relied upon. Evaluation of local conditions and likely bushfire behaviour has informed the mapping process and has allowed for some reductions to the standard 100m buffer in situations where it has been determined that the risk does not warrant application of planning or building standards to achieve a tolerable level of residual risk. In doing so, the mapping will refine application of bushfire requirements and reduce circumstances whereby a bushfire report is required for low-risk development.

The overlay can also have other uses. It can be used to support community education in support of community fire safety as it will be accessible through multiple websites including the LIST, iplan, and the TFS website. Additionally, TFS will use the map as the basis for issuing fire permits and when advising the community about using fire and burning off. TFS will not issue Fire Permits outside bushfire-prone areas and will advise the community to not use fire for fire hazard removal outside bushfire-prone areas. Council staff will be able to use the mapped areas when dealing with hazard complaints and abatement issues.

3.2 Mapping Process

The process that has been followed in preparing the draft overlay and that will be followed for implementation is summarised conceptually in Figure 2. The draft overlay has been prepared by the TFS in collaboration with Council's planning officers.

The starting point for the mapping was the generation of a 'modelled overlay', which was created by applying a 100m buffer to all TASVEG 3.0 vegetation communities, excluding those types deemed to be 'low threat' and exclusions as specified under AS 3959-2009.

The mapping provided in TASVEG 3.0 provides high-level guidance with respect to vegetation distribution and as such, its accuracy is limited when applying it to individual properties. The modelled overlay was therefore based on imperfect spatial data and it was important to verify the boundaries that were produced and adjust accordingly. An initial desktop assessment was undertaken to identify obvious discrepancies and ascertain any key areas that required closer examination.

Verification of specific areas was completed through physical inspection and/or enquiries into the development status and management regime of particular properties where necessary. As discussed previously, bushfire impact is not uniform across all situations and in some cases, relaxation of the standard 100m buffer has been adopted where site characteristics will effectively limit fire intensity, spread and subsequent impact on surrounding development. Relevant factors include the total area, type and location of vegetation, fire run potential, effective slope, prevailing wind and the use, development or land management status of the property.

The overlay was then aligned with cadastral title boundaries. This was necessary to ensure that application of the overlay to specific properties and future developments can be easily determined. For urban lots in particular there is little merit in mapping a property as partially bushfire-prone, hence this has been avoided as far as possible. For lots 2,000sqm (or less) in area the overlay was aligned to include the entire title if an area of 15% (or greater) was affected. For these lots, it is considered increasingly unlikely that a future development on the site would be able to wholly avoid the overlay and - as vegetation communities are not static - the actual separations from hazardous vegetation should be verified at the time a development is proposed. Where the overlay covered less than 15% of an urban title, the title was generally excluded entirely from the overlay, as it is considered increasingly likely that future development will be 100m or further from the hazard source.

The approach used is consistent with that used for the existing bushfire-prone areas overlays within the Clarence Interim Planning Scheme 2015 and the Hobart Interim Planning Scheme 2015. Furthermore, in preparing the overlay TFS has sought to ensure consistency with Tasmanian Planning Commission's *Practice Note 7: Draft LPS Mapping Technical Advice*.

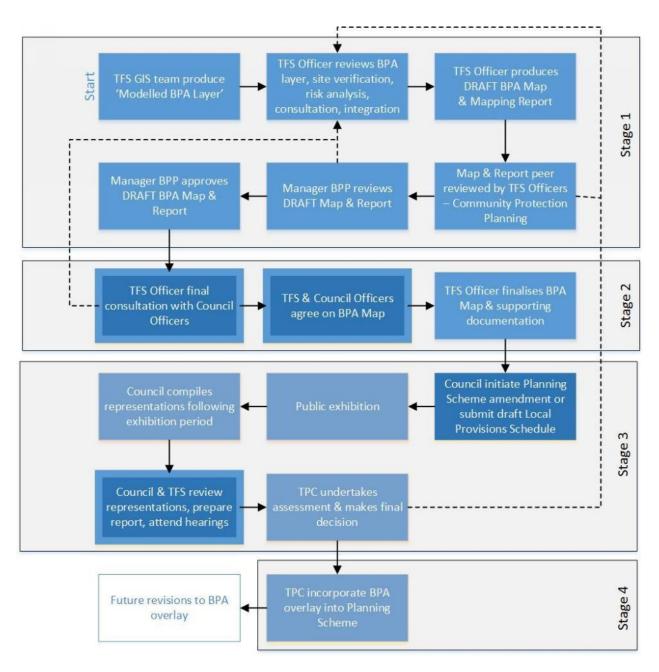


Figure 2 – Overview of mapping preparation and implementation

3.3 Overlay Refinement

As discussed previously, refinement of the original 'modelled overlay' into the final draft overlay has been informed by evaluation of local conditions. The local knowledge provided by Council officers was particularly valuable and has improved the accuracy of the final product.

Properties that are subject to a maintenance regime have been identified through consultation with Council officers. This includes Council-owned public open space assets that are subject to routine vegetation management.

A number of large subdivisions have received planning approval in recent years and are currently being constructed in stages. These include:

- Spring Farm Estate;
- Whitewater Estate: and
- Kingston Green.

Recent vegetation removal associated with the abovementioned developments has been considered in preparing the draft overlay. As further stages of these developments are likely to be completed during the course of the statutory assessment of Council's Local Provision Schedules, there may be scope to consider further refinements during the Planning Commission hearing process at that time.

In refining the overlay, Kingborough Council has identified a number of their properties that are planned to be revegetated. The identified sites are for the most past relatively isolated reserves within existing suburban areas and individually are under 1 hectare in size. For the most part TFS is satisfied that potential revegetation of these reserves can be achieved in a way that does not create a significant risk to surrounding properties and their occupants. This can be achieved through the maintenance of perimeter firebreaks, selection of appropriate species, providing separation between areas of vegetation and suitable site access.

The Coffee Creek reserve (CT 131873/102) is currently being actively revegetated by Council. As this land is contiguous with a larger area of vegetation to the south and no perimeter firebreaks exist, adjoining lots have been included within the draft overlay. It is noted however that the only direction of attack is from the south and that this is likely to be associated with milder fire weather than is assumed under AS3959-2009.

3.4 Outcome

It is clear that the majority of the land within Kingborough is designated as 'bushfire-prone' as a result of the mapping process, including a total of 9,595 private parcels.

Table 1 provides a comparison of the number of lots that intersect with the computer generated modelled overlay versus the final draft overlay. The modelled overlay more closely reflects the number of lots that would currently be subject to bushfire requirements under the current 100m rule that operates in the absence of the overlay, as it is based on a 100m buffer from TASVEG mapping. The statistics show that the overall number of properties affected has been reduced as the overlay has been refined.

Table 1 - Comparison of properties affected by modelled overlay versus final draft overlay

Cadastral type ('CAD_TYPE1')	Final draft Overlay (n)	Modelled overlay (n)
Authority Land	1,077	1,414
Local Government Reserve	189	201
Private Parcel	9,697	11,960
Public Land Classification	269	274
Total intersected	11,232	13,849

Of most significance in Table 1 are the statistics for private parcels. The mapping process has enabled TFS to identify approximately 2,263 private properties that will no longer require further bushfire assessment, should they be developed or redeveloped in future. To illustrate the benefit of this, if each of those properties were to be developed/redeveloped at some stage in the future, the mapping at a minimum would deliver an economic benefit to private landowners in the range of approximately \$0.95M-\$2.1M from the avoided cost of bushfire assessment fees alone. Further economic benefit is derived from the reduced time required for building work to be designed, documented and approved and potentially also avoided constructions costs for some of the excluded properties (if an exemption were not obtained).

4. Implementation

For the mapping to serve its intended statutory function it is necessary to incorporate it within the relevant planning instrument established under the *Land Use Planning and Approvals Act* 1993 ('LUPAA').

All Tasmanian Councils are required to transition into the Tasmanian Planning Scheme ('TPS'). The TPS will be comprised of the State Planning Provisions ('SPP') and Local Planning Schedules ('LPS'), the latter of which is to be provided by Local Government.

The Bushfire-Prone Areas Code has been incorporated within the SPP. It is anticipated that the bushfire-prone areas overlay will be included in Council's LPS as a planning scheme overlay prior to submission to the Tasmanian Planning Commission. Once the LPS has progressed through the statutory process and is formally approved, the Tasmanian Planning Scheme will be activated and will supersede the Kingborough Interim Planning Scheme 2015.

The timing of the Tasmanian Planning Scheme's introduction is unclear at present. Council has the opportunity to implement the overlay sooner by initiating a draft amendment to the Kingborough Interim Planning Scheme 2015. Provision for such amendment exists within LUPAA's Savings and Transitional Provisions.

5. Future Revisions

The Bushfire-Prone Areas Overlay should be reviewed and updated periodically to ensure it remains accurate. This will logically occur as part of Council's periodic review of their Local Provision Schedules under the Tasmanian Planning Scheme. Section 35O of the *Land Use Planning & Approvals Act 1993* requires that this review occur every five years at a minimum, however a draft amendment may be prepared at any time.

In the situation where a scheme amendment is required to facilitate a new development (e.g. a combined rezoning and greenfield subdivision proposal) it may be appropriate to review and

modify the overlay as part of the amendment process. It is anticipated that TFS will be consulted as part of this process.

TFS is committed to working with Council as part of any future review of the overlay.

6. Planning Framework

6.1 Statutory Requirements

6.1.1 Requirements for Draft Amendments

Section 34(1) of the former provisions of the *Land Use Planning & Approvals Act 1993* allow a planning authority to initiate an amendment of its own motion. Prior to certifying a draft amendment, s.35 of the former provisions requires that the planning authority be satisfied that it meets the requirements of s.32.

S.32 of the former provisions states:

32. Requirements for preparation of amendments

(1) A draft amendment of a planning scheme, and an amendment of a planning scheme, in the opinion of the relevant decision-maker within the meaning of section 20(2A) –

$$(a) - (d) ...$$

(e) must, as far as practicable, avoid the potential for land use conflicts with use and development permissible under the planning scheme applying to the adjacent area; and

(ea) must not conflict with the requirements of section 300; and

(f) must have regard to the impact that the use and development permissible under the amendment will have on the use and development of the region as an entity in environmental, economic and social terms.

The introduction of the proposed overlay will clarify the application of existing planning and building requirements – no new requirements will be introduced. Accordingly, a draft amendment that introduces the overlay will not create any new land use conflict issues and is considered to satisfy (e).

With regards to (ea):

- s.30O(1) requires consistency with the relevant regional land use strategy. As is discussed further in this report, the overlay is consistent with the Southern Tasmania Regional Land Use Strategy;
- s.30O(2)-(5) relates to conflict between local and common provisions. No changes to any development standards are proposed.

The draft amendment will therefore satisfy (ea).

Introduction of the overlay will provide a range of social and economic benefits, as discussed previously in this report. As it relates to existing development standards, it will have no significant environmental effects. The draft amendment will therefore satisfy (f).

6.1.2 Requirements for Local Provision Schedules

It is anticipated that the overlay will eventually also be included as part of Council's Local Provision Schedules. At that time, the overlay will need to be considered in the context of s.34(2) of the Land Use Planning & Approvals Act 1993 (current provisions).

S.34(2) states:

34. LPS criteria

- (1) ...
- (2) The LPS criteria to be met by a relevant planning instrument are that the instrument –
- (a) contains all the provisions that the SPPs specify must be contained in an LPS; and
- (b) is in accordance with section 32; and
- (c) furthers the objectives set out in Schedule 1; and
- (d) is consistent with each State policy; and
- (e) is consistent with the regional land use strategy, if any, for the regional area in which is situated the land to which the relevant planning instrument relates; and
- (f) is consistent with the strategic plan, prepared under section 66 of the Local Government Act 1993, that applies in relation to the land to which the relevant planning instrument relates; and
- (g) as far as practicable, is consistent with and co-ordinated with any LPSs that apply to municipal areas that are adjacent to the municipal area to which the relevant planning instrument relates; and
- (h) has regard to the safety requirements set out in the standards prescribed under the Gas Pipelines Act 2000.
- (3) ...

Incorporating the mapping as an overlay is consistent with the relevant provisions of the State Planning Provisions (specifically clause 1.2.3 and the definition of 'bushfire-prone area' in clause C13.3.1). The overlay is therefore consistent with s.34(2)(a).

Relevant to s.32, the map overlay will provide for the spatial application of the State Planning Provisions to particular land and is accordingly consistent with s.34(2)(b).

With respect to the strategic considerations referred to in s.34(2)(c),(d),(e) and (f):

- The Schedule 1 Objectives of the Act are considered in section 6.2.1 of this report;
- The State policies are considered in section 6.2.2 of this report;
- The Southern Tasmania Regional Land Use Strategy is considered in section 6.2.3 of this report; and
- The Kingborough Strategic Plan 2015-2025 is considered in section 6.2.4 of this report.

The overlay has been designed to integrate with the draft mapping completed for adjoining LGAs. The overlay accordingly satisfies s.34(2)(g).

The overlay will not introduce any new development standards, rather it will support the application of an existing Code. As such, it is not considered to be in conflict with the Gas Pipelines Act 2000 and therefore satisfies s.34(2)(h).

The overlay will not introduce any new development standards, rather it will support the application of an existing Code. As such, it is not considered to be in conflict with the *Gas Pipelines Act 2000* and therefore satisfies s.34(2)(h).

6.2 Strategic Considerations

6.2.1 LUPAA Schedule 1 Objectives

Schedule 1 of the Land Use Planning and Approvals Act 1993 specifies the strategic objectives for the Resource Management and Planning System and for the planning process established by the Act.

The Schedule 1 Objectives are considered in Table 2 and Table 3.

Table 2 - Schedule 1, Part 1 Objectives

Objective	Response
(a) to promote the sustainable development of natural and physical resources and the maintenance of ecological processes and genetic diversity; and	Adoption of the overlay will support the application of existing regulations. It will not facilitate any loss of natural values, nor any development of physical resources. The overlay is accordingly considered to be consistent with (a).
(b) to provide for the fair, orderly and sustainable use and development of air, land and	The proposed overlay will improve clarity for the community, for developers and for authorities responsible for regulating planning and building matters.
water; and	In developing the overlay, the Tasmania Fire Service has excluded some areas that could currently be considered as being within a 'bushfire-prone area' but which have been deemed to be suitably low threat. This was based on expert judgement in bushfire behaviour and evaluation of local conditions. By refining the application of the bushfire requirements in this way, the planning scheme amendment will facilitate fairer outcomes for landowners.
	The overlay is accordingly considered to be consistent with (b).
(c) to encourage public involvement in resource management and planning; and	In developing the overlay the Tasmania Fire Service has sought and considered input from Council's officers. This dialogue has provided important local knowledge into the project, in relation to land use practices and management of specific sites.
	The general public will have an opportunity to review the draft overlay and submit a representation on any aspect they would like the Planning Authority to consider. This is a requirement of the statutory approvals process.
	Adoption of the overlay is accordingly considered to be consistent with (c).
(d) to facilitate economic development in accordance with the objectives set out in paragraphs (a), (b) and (c); and	Incorporation of the overlay within Council's planning provisions will provide clarity with respect to whether a site is within a 'bushfire-prone area'. This supports the property industry in the following ways:

- It will ensure landowners and developers can easily determine whether their site is in a bushfire-prone area early in the development process and therefore factor this into concept design and feasibility assessments;
- By removing areas from the overlay that have been deemed to be suitably low threat, the overlay will reduce costs and delays from the approvals process for applicants (e.g. costs of engaging a bushfire hazard practitioner to certify an exemption, delays associated with s.54 requests).

As stated previously, the overlay will not facilitate any loss of natural values, nor any development of physical resources.

Adoption of the overlay is accordingly considered to be consistent with (d).

(e) to promote the sharing of responsibility for resource management and planning between the different spheres of Government, the community and industry in the State.

The Tasmania Fire Service has collaborated with Council officers in preparing the draft overlay to ensure that it is technically sound and appropriate to local circumstances.

By incorporating the overlay within local planning provisions it will support the application of the Bushfire-Prone Areas Code and Building Regulation, which Local Government is obliged to enforce.

The approvals process requires the support of both Council and the Tasmanian Planning Commission for the overlay to become effective.

The overlay is accordingly considered to be consistent with (e).

Table 3 - Schedule 1, Part 2 Objectives

Response
The introduction of the Bushfire-Prone Areas Code as a state-wide Planning Directive was a strategic response by the Tasmanian Government to the recommendations produced by the Victorian Bushfires Royal Commission. Incorporating the proposed overlay as part of Council's planning instrument will support the application of the Bushfire-Prone Areas Code.
The approach used in developing the overlay is consistent with that used for the overlays already incorporated within Clarence and Hobart's interim planning schemes. Tasmania Fire Service seeks to maintain a consistent approach as it progresses mapping for remaining Local Government Areas.
As is discussed further in this report, the overlay is consistent with current State Policies and the Regional Land Use Strategy.
The overlay is accordingly considered to be consistent with (a).

(b) to establish a system of planning instruments to be the principal way of setting objectives, policies and controls for the use, development and protection of land; and

As discussed previously in this report, the proposed overlay will support the efficient application of existing regulations by clearly identifying which land is subject to bushfire requirements.

The overlay is accordingly considered to be consistent with (b).

(c) to ensure that the effects on the environment are considered and provide for explicit consideration of social and economic effects when decisions are made about the use and development of land; and

The overlay will not facilitate any loss of biodiversity or any other impacts on natural values.

The social and economic benefit of the mapping will be to improve clarity with respect to what land is considered bushfire-prone and to avoid application of the planning/building regulations to land that has insufficient risk to warrant planning or building control.

The overlay is accordingly considered to be consistent with (c).

(d) to require land use and development planning and policy to be easily integrated with environmental, social, economic, conservation and resource management policies at State, regional and municipal levels; and

As occurs at present, future development in bushfire-prone areas will be required to comply with all other applicable planning and environmental requirements. The overlay is not considered to be in conflict with any environmental, social, economic, conservation or resource management policies.

The overlay is accordingly considered to be consistent with (d).

(e) to provide for the consolidation of approvals for land use or development and related matters, and to coordinate planning approvals with related approvals; and

At present, bushfire requirements are triggered through either the planning approvals process or the building approvals process, depending on the type of development proposed. Under each process the definition of 'bushfire-prone area' refers to planning scheme overlay mapping (where available). The completion of the mapping will ensure that assessments as to whether a site is bushfire-prone will be consistent throughout the entire process.

Single dwellings, visitor accommodation and some other types of buildings are triggered through the building approvals process and not at planning. This can give rise to situations whereby a development may receive planning approval that does not account for the vegetation removal required to comply with the bushfire requirements at the building approvals stage. Inclusion of the mapping will ensure that assessing planning officers and developers consider at the development application stage of any requirement to consider vegetation removal.

The overlay is accordingly considered to be consistent with (e).

(f) to promote the health and wellbeing of all Tasmanians and visitors to Tasmania by ensuring a pleasant, efficient and safe environment for working, living and recreation; and

The overlay will support the application of existing requirements for bushfire protection, the key purpose of which are to reduce risk to life and property. The overlay will accordingly support the aim of securing a safe environment for working, living and recreation.

The overlay is accordingly considered to be consistent with (f).

(g) to conserve those buildings, areas or other places which are of scientific, aesthetic, architectural or historical

The overlay is not considered to be in conflict with the conservation of any places identified as holding heritage, aesthetic, architectural or other cultural value.

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interest, or otherwise of special cultural value; and	The overlay is accordingly considered to be consistent with (g).
(h) to protect public infrastructure and other assets and enable the orderly provision and co-ordination of public utilities and other facilities for the benefit of the community; and	Introduction of the overlay will simply focus the application of existing regulations. Standards for water and access infrastructure in bushfire-prone areas will remain unchanged. The overlay is therefore not considered to be in conflict with public infrastructure and will not compromise the orderly provision and co-ordination of public utilities. The overlay is accordingly considered to be consistent with (h).
(i) to provide a planning framework which fully considers land capability.	Incorporation of the proposed mapping will have no significant effect on agricultural land capability. The overlay is accordingly considered to be consistent with (i).

6.2.2 State Policies

Current State Policies created under the State Policies and Projects Act 1993 include:

- State Policy on the Protection of Agricultural Land 2009;
- State Coastal Policy 1996; and
- State Policy on Water Quality Management 1997.

The proposed amendment to the Planning Scheme does not introduce any new development standards, rather, it will improve the application of the Bushfire-Prone Areas Code. The amendment will accordingly not facilitate the loss of productive agricultural land, nor the degradation of coastal land or water resources. The scheme amendment is accordingly not considered to be in conflict with any of the existing State Policies.

6.2.3 Southern Tasmania Regional Land Use Strategy 2010-2035

Local Provision Schedules must be consistent with the relevant regional land use strategy. For Kingborough, this is the Southern Tasmania Regional Land Use Strategy ('STRLUS').

The key section of STRLUS is Section 8, which provides regional policies for managing risks and hazards. The majority of the policies pertaining to bushfire hazard relate to ensuring that planning schemes provide suitable requirements for vegetation removal and subdivision design and therefore do not directly relevant to the overlay. The relevant policies are considered in Table 4.

Table 4 - Regional Policies

Regional Policy	Response
MRH 1.1 Provide for the management and mitigation of bushfire risk at the earliest possible stage of the land use planning process (rezoning or if no rezoning required; subdivision) by the identification and protection (in perpetuity) of	more production and proposition, and make a second

buffer distances or through the design and layout of lots.	
MRH 1.4 Include provisions in planning schemes for use and development in bushfire prone areas based upon best practice bushfire risk mitigation and management.	The existing '100m from 1ha' trigger for determining application of bushfire requirements is a simplistic approach that is used in the absence of mapping. The proposed mapping will provide a more refined mechanism for triggering the bushfire requirements as the spatial extent of the overlay has been adjusted based on expert judgement. The overlay is accordingly considered to be consistent with MRH 1.4.

6.2.4 Kingborough Council Strategic Plan 2015-2025

The Kingborough Council Strategic Plan 2015-2025 is the relevant strategic plan prepared under s.66 of the *Local Government Act 1993*.

The Strategic Plan provides high-level guidance in the form of Key Priority Areas and supporting strategies that seek to guide Council's delivery of services to the community. Relevant strategies are addressed in Table 5.

Table 5 - Council Strategic Plan

Strategy	Response
1.3.3 Enforce regulations that protect the safety, amenity and convenience of the public.	The overlay will provide a clear statutory basis for the application of planning and building requirements for bushfire.
	It is noted that TFS has found numerous examples of inconsistent application of building requirements (for bushfire) by building surveyors across the State. Introduction of a definitive spatial overlay will improve consistency within the industry by simplifying the process of identifying whether or not a site is 'bushfire-prone'.
	By improving clarity and consistency, it is expected the overlay will support the enforcement of regulations designed to improve community fire safety.
1.6.1 Assist in developing resilient communities that are prepared for emergencies and supported in times of critical need. 1.6.2 Prepare for the impacts of future climate change by building community capacity and resilience.	Bushfire is already Tasmania's most prevalent natural hazard. Under the influence of climate change, fire seasons are expected to lengthen and intensify across many parts of the state. Planning and building regulation is an important tool that complements other measures such as community education, fuel reduction programs and firefighter intervention. Introduction of the overlay will help build community resilience by reducing the impact of bushfires on life and property and raising awareness, thereby reducing the potential for economic impact and social dislocation.

2.1.1 Ensure sound strategic land use planning and asset management provides the basis for sustainable future development and infrastructure investments.	Bushfire risk will be a relevant consideration for strategic planning involving certain types of public assets. For example, when identifying potential future sites for new facilities involving vulnerable land uses (such as schools). The overlay will identify the issue so that the implications can be considered early when undertaking this type of strategic planning.
2.3.1 Ensure that an efficient approval and regulatory system is in place that provides for sustainable development and certainty for both developers and the potentially affected local community.	By removing any ambiguity with regards to whether land is bushfire-prone or not, the overlay will provide certainty to landowners and developers when undertaking due-diligence for new use or development or when seeking planning or building permits.
3.4.1 Identify and address natural hazards through appropriate planning, public awareness and on-site management measures	The overlay will identify bushfire-prone land in the same way that flood-prone land and landslide-prone land is within Council's existing planning provisions. As discussed previously, this will support application of existing requirements. The overlay will be publically accessible by any person in the community who seeks to inform themselves on this matter and will accordingly support public awareness.

Adoption of the proposed overlay is accordingly considered to support Council's Strategic Plan.

7. Conclusion

The Tasmania Fire Service in collaboration with Council officers have completed the draft bushfire-prone areas overlay for the Kingborough municipality.

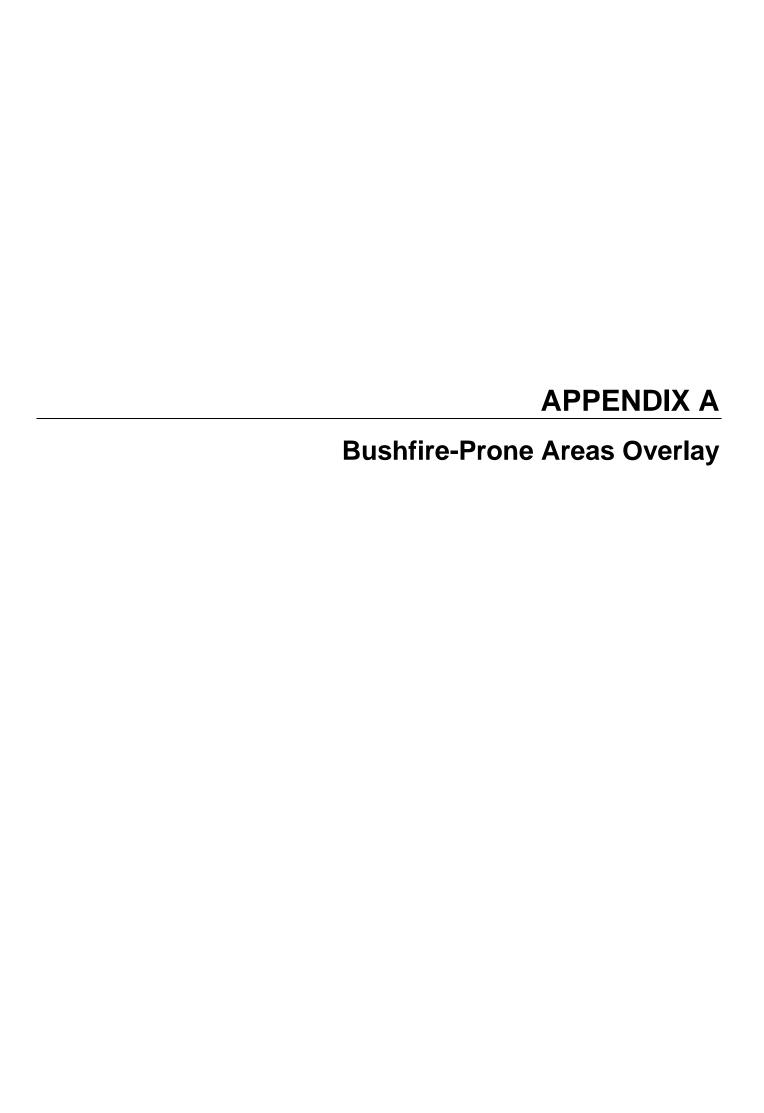
The overlay identifies land where potential exposure to bushfire hazard is considered sufficient to warrant a planning or building response to reduce risk to life and property. It will greatly improve clarity in relation to the application of existing requirements, thereby improving the efficiency and consistency of planning and building approvals processes.

In the process of developing the overlay, a significant number of properties have been able to be mapped out on the basis of insufficient risk to warrant a built response. Introduction of the overlay presents a significant economic benefit to those landowners.

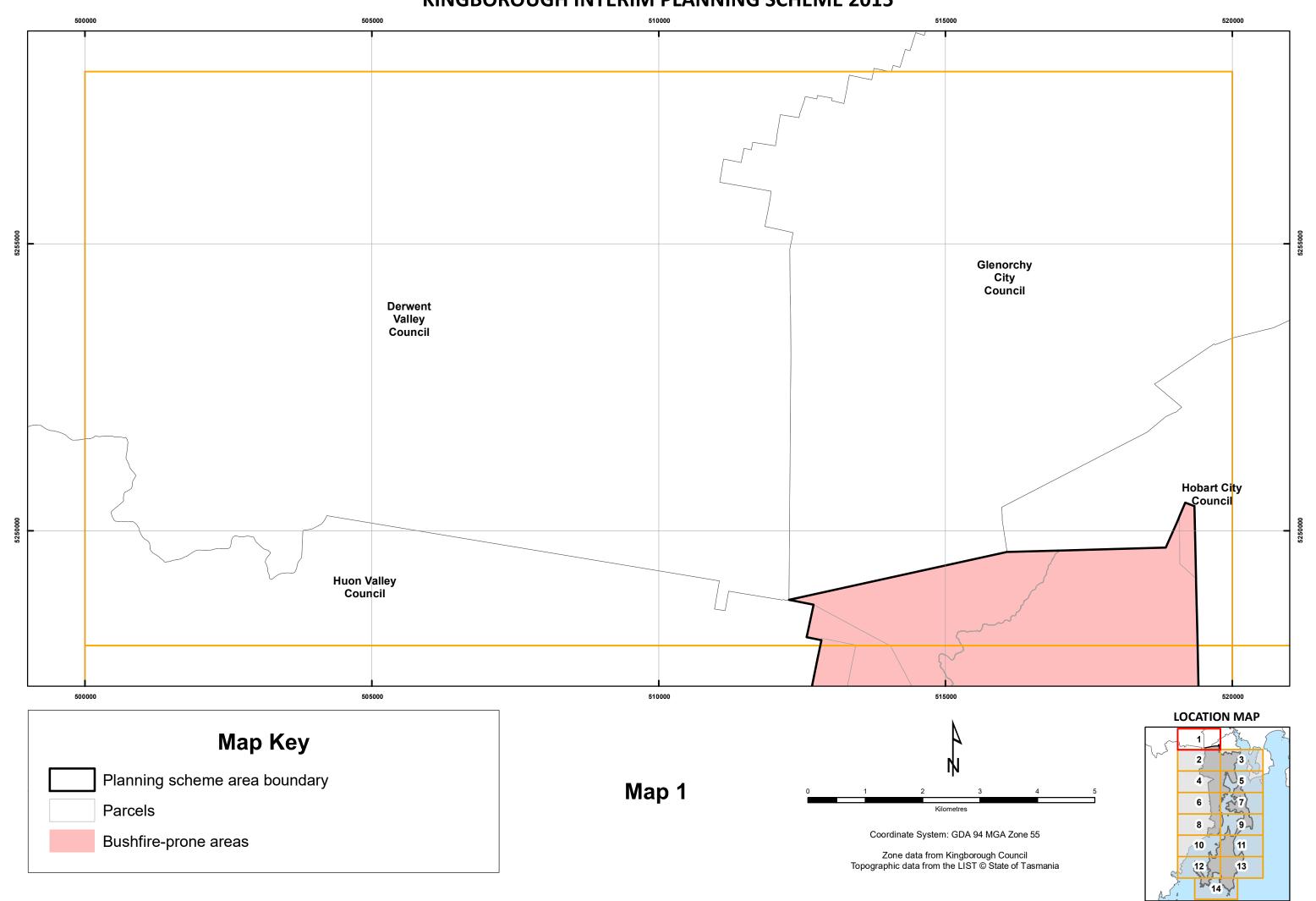
The overlay will also support community education on community fire safety and will provide a useful resource for the administration of the fire permit system and hazard abatement programs.

As discussed in this report, incorporating the mapping as an overlay within the Kingborough Interim Planning Scheme 2015 (and ultimately within the Tasmanian Planning Scheme) is consistent with all relevant strategic planning considerations.

It is recommended that Council initiates a Draft Amendment to the Kingborough Interim Planning Scheme 2015 to introduce the overlay.



KINGBOROUGH INTERIM PLANNING SCHEME 2015



KINGBOROUGH INTERIM PLANNING SCHEME 2015

