

State Planning Provisions Review

Scoping Paper



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Publisher:
Department of Premier and Cabinet

Date:
May 2022

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Minister's Foreword

The Government is committed to improving Tasmania's planning system and it will not be long before the Tasmanian Planning Scheme is fully in effect across our State, establishing a fairer, more consistent approach to planning and development approval. A single set of planning rules will apply across every local government area, generating efficiencies and increasing certainty and transparency for developers, planners, councils and our communities.

Having a well-drafted and contemporary planning scheme will ensure that our strategic land use planning policies and strategies are appropriately implemented, and that what is delivered on the ground through development applications are in accordance with community expectations.

As the new Minister for Planning, I believe that it is important that we regularly review our planning instruments to ensure they remain fit-for-purpose and current. Reviews provide the Government, councils, the community and other stakeholders with opportunities to identify areas for improvement and enable us to apply appropriate changes in policy and update specifications.

The State Planning Provisions (SPPs) came into effect as part of the Tasmanian Planning Scheme on 2 March 2017 following a comprehensive assessment process undertaken by the independent Tasmanian Planning Commission (the Commission), which included extensive public exhibition and 25 days of public hearings.

The SPPs establish the single set of planning rules for the 23 zones and 16 codes, which manage the use, development and conservation of land in Tasmania. Put simply the SPPs set out planning requirements such as the height of buildings, the uses allowed in particular locations, and what additional controls might be required for developing a heritage building. The SPPs are currently in effect across 12 municipalities in the State and will come into effect in the remaining areas following the approval of each council's Local Provisions Schedules.

Under the *Land Use Planning and Approvals Act 1993* (LUPAA), the SPPs are required to be reviewed every five years. This review is now due.

It is also a requirement that the SPPs be reviewed in the context of the Tasmanian Planning Policies (TPPs) once they are made. The TPPs are currently being prepared and a suite of draft TPPs are expected to be publicly exhibited towards the end of this year.

The State Planning Office has already started preparing for the SPPs review, which will formally commence with the public release of this Scoping Paper. While the review will cover all the SPPs, we want to identify any issues of specific concern so that we can focus our efforts to where they are most needed, and develop a suite of short, medium and longer-term amendments.

The SPPs are a vital part of our planning system and I encourage everyone to consider how they could potentially be improved.

I look forward to hearing your views.

Hon Michael Ferguson MP
Minister for Planning



Introduction

This paper introduces the first comprehensive review of the SPPs, the Statewide planning rules that apply as part of the Tasmanian Planning Scheme, and invites you to inform the scope of that review.

The aim is to identify the provisions of the SPPs that may require review, as well as if there is a need for any new provisions in the SPPs.

This paper has been prepared to help you provide feedback to assist us in identifying the scope of the SPPs review. The paper includes some key questions for you to consider and is organised with the following sections:

Section 1 explains what the SPPs are, how they work within the planning system, and why the government is reviewing them.

Section 2 details what the review will cover and how it will happen.

Section 3 lets you know how you can get involved.

Links and references to additional information that may assist you with providing feedback are included throughout this paper.

Why are we reviewing the State Planning Provisions?

The State Planning Provisions (SPPs) play an important role in the management of the use, development, and conservation of land in Tasmania, and it is important that they are regularly reviewed to ensure they remain contemporary and fit-for-purpose.

For these reasons, section [30T](#) of LUPAA requires that the SPPs are reviewed every 5 years. Section 30T of LUPAA also requires a review of the SPPs to take place after the making of the TPPs, which is expected to occur during 2023. This ensures consistency with the policies contained in the TPPs.

Having been approved in 2017, the SPPs are due for review during 2022. Regular review of planning instruments is considered best practice to:

- improve how they achieve their purpose,
- apply improvements in knowledge and policy, and
- give people and groups a chance to provide their views on how those planning instruments are working, and to suggest improvements.

While the SPPs are not yet fully in effect across all our State, a suitable period has now passed since the SPPs were drafted to initiate a review. The full suite of SPPs have been in effect in some local government areas for nearly 2 years, and some parts of the SPPs are also already in effect in the remaining interim planning schemes. This provides enough information and experience for conducting the review.



I. Understanding the SPPs

I.1 Overview of land use planning in Tasmania

Land use planning is about putting in place a guiding framework of policies, strategies, and rules for use and development that will shape the future of how our society looks and functions. These tools then influence decision making about how our settlements, our infrastructure, and our landscapes look and how we want them to function.

Figure I illustrates an overview of Tasmania’s land use planning system.

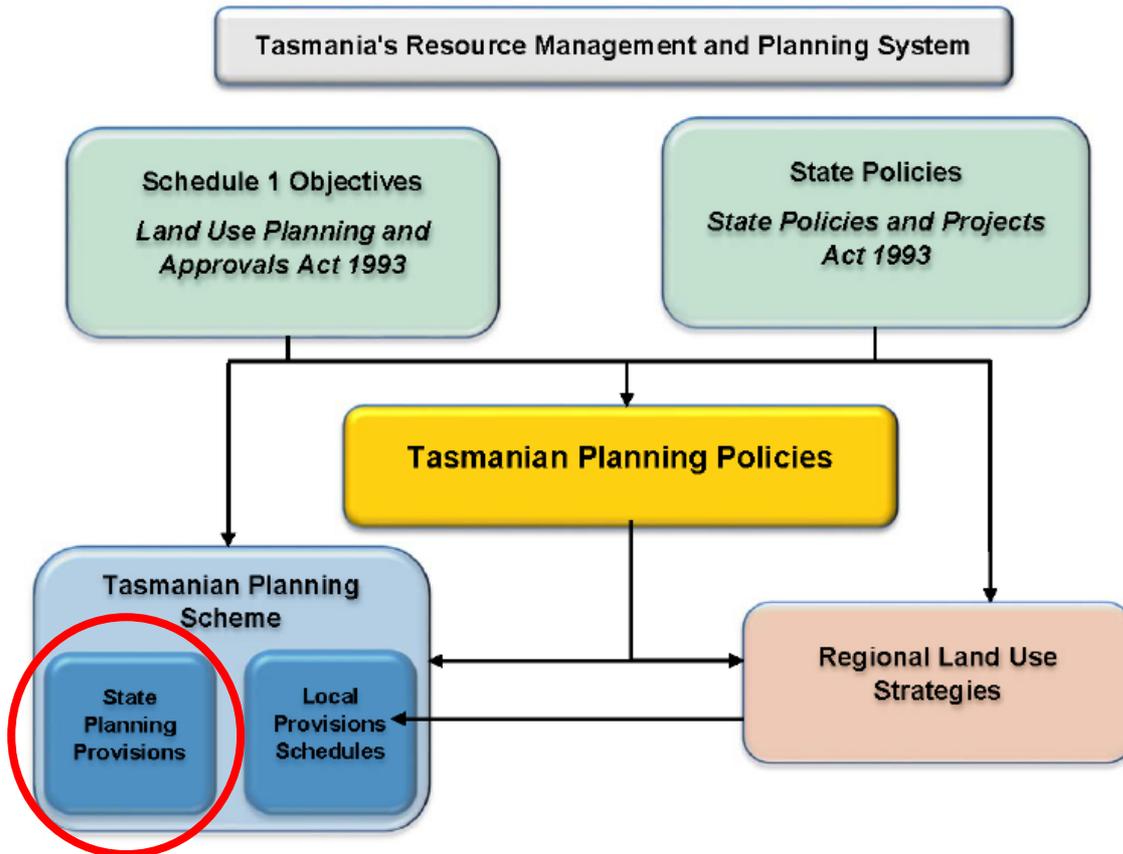


Figure I - Tasmania's land use planning system

The range of land use planning documents that make up Tasmania’s planning system can be described as either ‘strategic’ or ‘statutory’ planning documents. The framework that provides for these documents is set out in LUPAA.

Strategic planning documents guide longer term land use and development through statements such as objectives, principles, policies, or strategies which are informed by social, economic, and environmental data. Strategic planning documents in Tasmania include the State Policies, the TPPs that are currently under preparation, and the three regional land use strategies. Councils also prepare a range of other local strategic planning documents.

The main statutory planning documents in Tasmania are the current planning schemes: the Tasmanian Planning Scheme and the remaining interim and older planning schemes. These set the rules for making decisions about use or development on particular sites in the immediate future.



It is the role of local councils acting as ‘planning authorities’ to assess applications for planning permits (often referred to as development applications) in accordance with the rules contained in planning schemes. The processes for making decisions on development applications are outlined in LUPAA.

1.2 The Tasmanian Planning Scheme

The Tasmanian Planning Scheme is made up of the SPPs and Local Provisions Schedules (LPS), as shown in Figure 2.

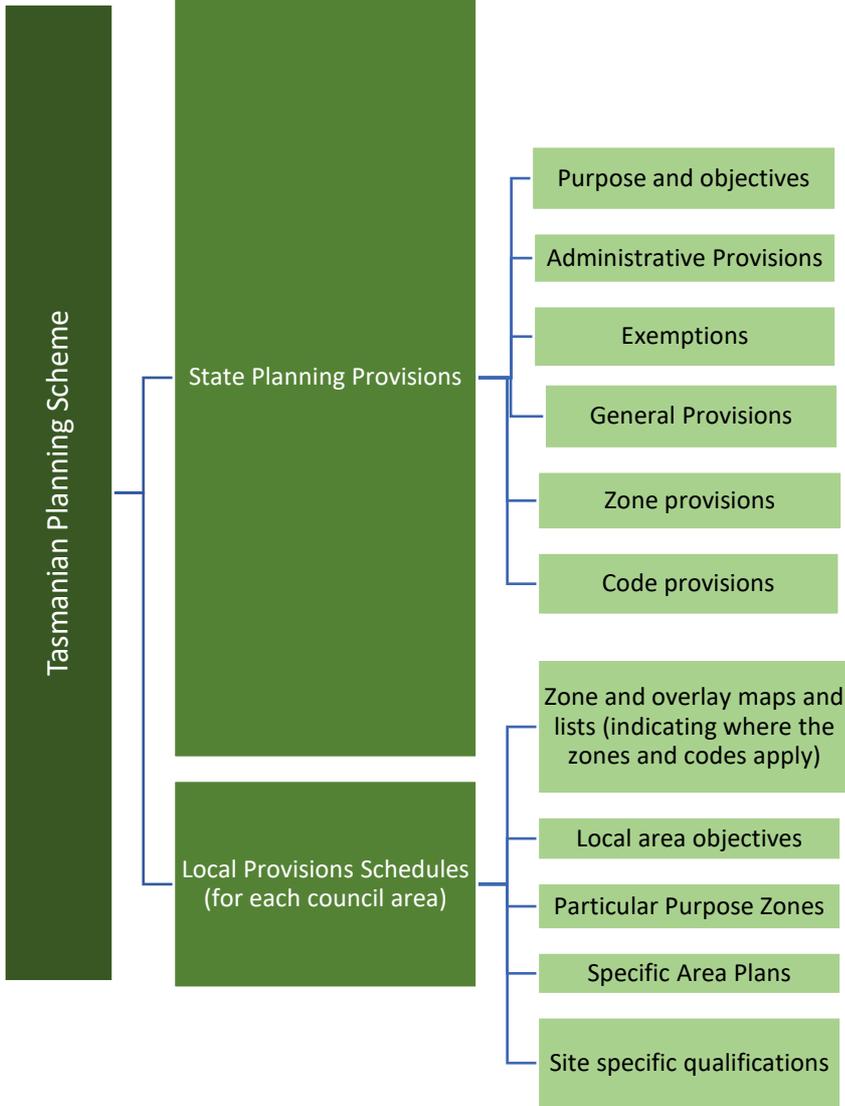


Figure 2 - Structure of the Tasmanian Planning Scheme

The rules in the Tasmanian Planning Scheme control the use, development, and conservation of land across the State in support of the LUPAA Schedule 1 Objectives, State Policies, and the TPPs (once made).

The SPPs are the Statewide set of rules (or provisions) expressed mainly through 23 zones and 16 codes. The SPPs also include administrative, general, and exemption provisions, and the requirements and a template for the LPS. More information on the SPPs is available on the [Planning in Tasmania website](#).

The SPPs are prepared, approved and amended by the Minister for Planning, with expert planning advice provided by both the Commission and the State Planning Office.



The LPS apply the SPPs in each local government area through zone maps, overlay maps, and lists of places where the codes apply. LPS may also contain local area objectives, particular purpose zones (PPZs), specific area plans (SAPs), and site-specific qualifications (SSQs). Each of these is a form of planning control for unique places specific to the local area.

The Tasmanian Planning Scheme, including the SPPs, only applies once a council has its LPS approved. For this reason, some councils still operate under the older Interim Planning Schemes. All councils will eventually use the Tasmanian Planning Scheme to make decisions about land use and development.

The Tasmanian Planning Scheme also operates alongside other legislative requirements, including integrated assessment processes for:

- certain activities with the potential for environmental emissions or impacts (Level 2 activities) administered by the [Environment Protection Authority \(EPA\) Tasmania](#);
- works on heritage places of State significance listed on the [Tasmanian Heritage Register](#) administered by [Tasmanian Heritage Council](#); and
- considering impacts on [TasWater's water and sewerage infrastructure](#).

Certain forestry operations and works, mineral exploration, and marine farming are managed under separate legislation. There are also exemptions from the Tasmanian Planning Scheme for certain electricity, water and sewerage, gas and railway infrastructure works as outlined in their relevant legislation.

1.3 Background of the SPPs

The first SPPs were drafted during 2015 as part of the Government's planning reform agenda to introduce a single Statewide planning scheme.

The drafting of the SPPs involved input from technical reference groups and consultative groups including State and regional organisations across business, industry, the community sector, environmental and heritage interests, and local government.

The SPPs largely adopted the structure established by [Planning Directive No. 1 – The Format and Structure of Planning Schemes](#) (Planning Directive No. 1) on which all interim planning schemes were based. Departures from Planning Directive No. 1 occurred to align the administrative provisions with the Tasmanian Planning Scheme structure required by LUPAA, in addition to:

- detailed reconsideration of the planning scheme exemptions;
- additional Special Provisions (renamed as General Provisions) from interim planning schemes; and
- reconsideration of some zones, such as replacing the Rural Resource Zone and Significant Agriculture Zone with the Rural Zone and Agriculture Zone, removal of the Environmental Living Zone, and inclusion of the Landscape Conservation Zone and the Future Urban Zone.

The content of the zones and codes in the SPPs was drafted with detailed regard to all interim planning schemes that were in operation at the time. It also captured the latest versions of codes as recommended by the Commission in accordance with:

- other approved or draft planning directives (the Bushfire-Prone Areas Code, Road and Railway Assets Code and Potentially Contaminated Land Code), and



- latest State Government policies on natural hazards (the Coastal Erosion Hazard Code, Coastal Inundation Hazard Code and Landslip Hazard Code).

During 2016, the Commission undertook a comprehensive independent assessment of the SPPs, including 60 days of public consultation and 25 days of public hearings.

The Commission's assessment of the SPPs concluded in December 2016 with a recommendations report being provided to the then Minister for Planning. In making the SPPs, the then Minister accepted the majority of the Commission's recommendations. A statement of reasons was released in response to those recommendations that were not accepted.

The SPPs were made on 2 March 2017.

2. Understanding the review

2.1 Scope of the review

The review will consider the SPPs component of the Tasmanian Planning Scheme. All of the SPPs are open to review.

It is important to note that this review does not include the:

- Local Provisions Schedules;
- Regional Land Use Strategies;
- State Policies; or
- the broader planning framework within LUPAA and associated legislation.

The review will not consider where zones and codes are applied in the Local Provisions Schedules. This is the role of individual councils with independent oversight from the Commission. Instead, the review will consider the rules and administrative requirements in the SPPs.

There are limitations on matters that may be covered by the Tasmanian Planning Scheme and the SPPs as listed in sections [11\(3\)](#) and [12](#) of LUPAA. Certain building design and engineering and safety requirements are also covered by the [Building Act 2016](#), associated regulations, and the [National Construction Code](#). These also do not form part of the review.

2.2 Review process

The SPPs review begins with the release of this scoping paper and related information documents (Step 1 in Figure 3 below).

Feedback received from the scoping process will assist with identifying those provisions in the SPPs that require review, potential gaps in the SPPs, and inform options for improvement and potential amendments to the SPPs. A report will be prepared in response to the feedback from the scoping process (Step 2 in Figure 3 below).

The scoping process will help inform key themes or parts of the SPPs that require more detailed consideration for progression through separate projects and conclude in amendments to the SPPs. The State Planning Office will establish reference groups and consultative groups to assist with these detailed projects and amendments.



Some matters may be addressed in the short-term through amendments to the SPPs (Step 3 in Figure 3 below), while others may require the finalisation of the TPPs before progressing (Step 4 in Figure 4 below). It is a requirement of LUPAA for the SPPs to be consistent with the TPPs.

The making of the TPPs, which is expected to occur during 2023, will result in a review of the SPPs for consistency. A discussion paper will be released for consultation to consider options for amendments to the SPPs to make them consistent with the TPPs (Step 4 in Figure 3 below).

The SPPs amendment processes are detailed in Part 3, Division 2 of LUPAA. All non-minor amendments are subject to public consultation, and independent assessment, including public hearings, by the Commission. The Commission then provides recommendations on the draft SPPs amendments which must be considered by the Minister for Planning before determining whether or not to make the amendment.

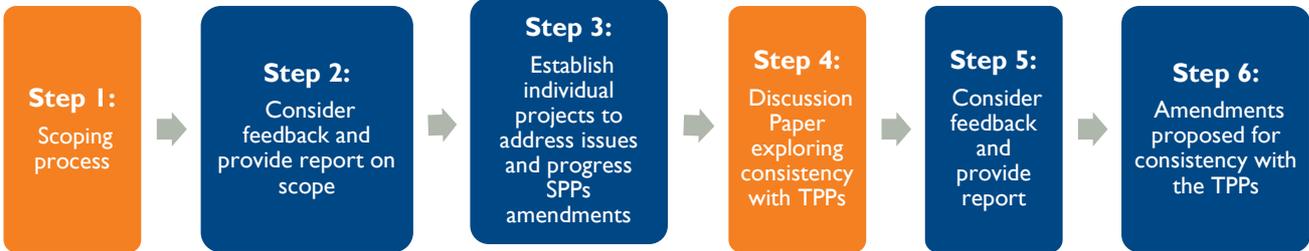


Figure 1 - The SPP review process

2.3 What has happened so far

The State Planning Office has put together a list of issues that have already been raised through conversations with stakeholders, along with submissions received through other processes. These processes include exhibition of Planning Directive No. 8 – Exemptions, Application Requirements, Special Provisions and Zone Provisions and reports provided to the Commission on the SPPs in accordance with section 35G of LUPAA.

A summary of these issues is available on the Planning in Tasmania website.

Section 35G of LUPAA provides a process for a local council, after considering submissions on their draft LPS, to advise the Commission on potential amendments to the SPPs. The Commission must consider the advice of the council and provide a recommendation to the Minister for Planning. More information on the process under s.35G of LUPAA is available of the Commission’s website.

Several current projects will also inform the SPPs review. These projects are detailed below.



Residential and Housing Reviews

Review of the residential development standards derived from Planning Directive 4.1

The rules in the SPPs General Residential Zone and Inner Residential Zone are based on those in *Planning Directive 4.1 – Standards for Residential Development in the General Residential Zone* (Planning Directive No. 4.1).

In 2014, Planning Directive No. 4.1 introduced a Statewide set of rules for residential development in the General Residential Zone across all interim planning schemes.

In 2020 the State Planning Office commissioned a consultant to engage with stakeholders about their key concerns with the requirements in Planning Directive No. 4.1 and to seek examples of their practical application. This process has resulted in the *Review of Tasmania's Residential Development Standards – Issues Paper* which has been made available through the [Planning in Tasmania website](#) to further assist with scoping the SPPs Review.

Medium Density Residential Development Standards Project

In 2019, the then Premier of Tasmania announced a project to prepare planning rules to deliver consistent requirements for apartment developments in Tasmania. The new requirements will be implemented through an Apartment Code in the SPPs to provide a clear pathway for the assessment of apartments and encourage good quality design and liveable spaces.

The project is being managed by the State Planning Office in partnership with Hobart City Council through the Hobart City Deal and will be delivered through a future amendment to the SPPs.

This project will be informed by the SPPs Review, and the review of the residential development standards derived from Planning Directive No. 4.1.

More information on the medium density residential development standards project and the Apartment Code is available through the [Planning in Tasmania website](#).

Tasmanian Planning Policies (TPPs)

The TPPs are high-level strategic policy ambitions and directions on land use planning matters of State and community interest. They will provide a way for the Tasmanian Government and community to consider and set directions on a broad range of complex and emerging planning issues. These high-level policies will inform strategic planning and the statutory planning provisions within the SPPs and LPS.

Some matters raised during the SPPs review scoping process may need to be considered in conjunction with the broader policies in the TPPs. The SPPs must be reviewed for consistency with these policies once the TPPs are made.

Once the TPPs are made, a discussion paper will be circulated to explore how consistent the SPPs are with the TPPs and what changes may need to be made to the SPPs.

More information on the TPPs is available through the [Planning in Tasmania website](#).



3. How to get involved

The Government wants to hear from you about issues with the SPPs.

We want to hear about the provisions in the SPPs that you think require review, or any provisions that you think are missing.

Your feedback will help scope the 5-yearly review of the SPPs and to identify issues to be addressed through amendments to the SPPs.

We encourage you to read this scoping paper in full before providing your comments as a submission. Please note, the scope of the review is outlined in section 2.1 of this scoping paper. We also encourage you to peruse all other documents made available as part of the scoping process as these may help inform your submission.

To help you respond, we invite you to consider the following questions. We also encourage you to provide reasons and examples (where possible).

QUESTIONS TO CONSIDER

Which parts of the SPPs do you think work well?

Which parts of the SPPs do you think could be improved?

What improvements do you think should be prioritised?

Are there any requirements that you don't think should be in the SPPs?

Are there additional requirements that you think should be included in the SPPs?

Are there any issues that have previously been raised on the SPPs that you agree with or disagree with?

Are there any of the issues summarised in the *Review of Tasmania's Residential Development Standards – Issues Paper* that you agree or disagree with?

Submissions on the State Planning Provisions Scoping Paper can be made until the close of business on **29 July 2022** in one of the following ways:

- Via email to yoursay.planning@dpac.tas.gov.au
- Via post to:

Department of Premier and Cabinet
State Planning Office
GPO Box 123
HOBART TAS 7001

Submissions will be treated as public information and will be published on the [Planning in Tasmania website](#), unless confidentiality is specifically requested.



No personal information other than an individual's name or the organisation making a submission will be published.

For further information, please contact the State Planning Office via email: stateplanning@dpac.tas.gov.au, or read the [Tasmanian Government Public Submissions Policy](#).

The State Planning Office website contains more information on the Tasmanian Planning Scheme and the SPPs:

If you would like to discuss the SPPs review further, or would like a briefing, please contact the State Planning Office at: stateplanning@dpac.tas.gov.au or by telephoning 1300 703 977.

4. What will happen next?

Once the consultation period has ended, the State Planning Office will carefully consider all comments received.

Feedback received from this scoping process will assist with deciding the extent of the SPPs review. A report will be prepared in response to the feedback from the scoping process.

The scoping process will help inform key themes or parts of the SPPs that require more detailed consideration for progression through separate projects and conclude in amendments to the SPPs.





Tasmanian
Government

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