

Governance refers to the political and legal structures and mechanisms used to manage and coordinate our urban systems. It also refers to how these interrelate with key stakeholders, how resources are allocated and how outcomes are achieved.

This chapter briefly describes the governance arrangements that cover major Australian cities. It provides updates on changes that have occurred since the 2012 report, and highlights progress on the Commonwealth's implementation of the national urban policy and the COAG cities agenda.

## Key findings

- A Transport and Infrastructure Senior Officials Committee Cities Group has been established to progress intergovernmental collaboration on cities through the Standing Council on Transport and Infrastructure.
- In response to the Australian Government's *Walking, Riding and Access to Public Transport—Draft report for discussion*, nearly 200 public submissions were received.
- The 2013–14 Commonwealth Budget included funding for the second phase of the Nation Building Program (NB2) of \$24 billion across 5 years to 2017–18. Thirty-five NB2 projects across Australia's major cities have subsequently been announced.
- Following the release in April 2012 of a discussion paper by the Business Council of Australia, the Australian Government has requested that the Productivity Commission undertake a study to benchmark Australia's major project development assessment processes against international best practice.

## National Urban Policy implementation

In May, 2011 the Australian Government released *Our Cities, Our Future – a national urban policy for a productive, sustainable and liveable future*.

The National Urban Policy is supported by a set of initiatives that contribute to delivering on its productivity, sustainability and liveability goals set out in the National Urban Policy Summary Action Plan (Chapter 7).

The Action Plan includes initiatives to be implemented over the short, medium and long term to 2020 across portfolios. A report on the progress of these initiatives is included in Appendix B.

## Intergovernmental cities agenda

Following COAG's decision on 13 April 2012 that continued intergovernmental collaboration on cities issues be taken forward by SCOTI, a Transport and Infrastructure Senior Officials Committee Cities Group was established to progress this work. A cities work plan was subsequently approved by SCOTI in November 2012, including deliverables such as improving national information on cities, sharing best practice in strategic planning systems and improving the understanding of – and engagement with – other intergovernmental work affecting cities.

Senior officials also monitor the activities of other Standing Councils that may be of relevance to SCOTI, and work to ensure that, where relevant, other SCOTI activities are cognisant of strategic planning issues and systems in the urban context.

## Active travel

In October 2012, the Minister for Infrastructure and Transport released *Walking, Riding and Access to Public Transport—Draft report for discussion*.

The draft report explores how the Australian Government can work with other governments, business and the community to encourage and support walking and riding as part of the transport systems in Australia's cities and towns.

The report noted that as part of a broader system of planning, land use and transportation networks, increased mode share of walking, riding and public transport can contribute towards:

- increased capacity in the transport network;
- improved public health and reduced healthcare costs;
- improved community wellbeing and social cohesiveness; and
- reduced environmental impacts.

The Draft Report was open for consultation until February 2013 and 188 submissions were received – 99 from organizations, and 89 from individuals. Of these submissions, 183 have been published on the Department's website. Five submissions were withheld from publication, at the authors' request.

One hundred and eighty eight submissions were received – 99 from organizations, and 89 from individuals. Of these submissions, 183 have been published on the Department's website (five were withheld on request).

Key themes from submissions received on the draft report include:

- considering active travel modes as mainstream transport solutions, eligible for mainstream infrastructure funding;
- establishing a clear hierarchy of responsibility for active travel across spheres of government;
- planning for active travel by focusing development around activity centres to reduce travel distances and engaging pedestrian and cyclist advocacy groups in the planning processes;

- building convenient, comfortable and segregated pedestrian and bike paths as part of regional active travel networks; and
- encouraging shift in travel behaviour to active modes through prioritising pedestrians and cyclists in the road user hierarchy and reducing incentives to drive in built up areas.

## Nation Building Program

The Nation Building Program is the Government's signature land transport infrastructure investment program. The current Nation Building Program, which runs from 2008–09 through to 2013–14, will deliver approximately \$36 billion of land transport infrastructure, ranging from major road and rail construction projects through to many smaller-scale local road projects.

In the 2013–14 Budget it was announced that the second phase of the Nation Building Program (NB2) would include \$24 billion across five years to 2017–18 and will focus on four themes:

- Moving Freight;
- Connecting People;
- Safety; and
- Innovation.

A list of new projects to be funded from the next phase of the Nation Building Program was announced. Projects in major cities include:

### Sydney

- Port Botany Upgrades Program and rail line upgrade
- F3 Productivity Package
- Sydney Motorways Program – M4 and M5 extension
- Sydney Motorways Program – F3 to M2

### Wollongong

- Mt Ousley Upgrades

### Melbourne

- Managed Motorways – High Street to Warrigal Road
- Managed Motorways – Warrigal Road to Clyde Road
- Melbourne Metro
- M80
- Princes Highway West

## Brisbane

- Gateway Upgrade North
- Brisbane Cross River Rail
- Ipswich Motorway – Rocklea to Darra
- Bruce Highway: Managed Motorways – Gateway Motorway to Caboolture

## Cairns

- Bruce Highway: Cairns Southern Access Corridor – Robert Road to Foster Road

## Townsville

- Bruce Highway: South of Home Hill to North of Ingham

## Sunshine Coast

- Bruce Highway: Caloundra Road to Sunshine Motorway

## Adelaide

- Managed Motorways – South Eastern Freeway
- South Road Upgrade
- Tonsley Park Public Transport Project

## Hobart

- Midland Highway: Bridgewater Bridge
- Freight Rail Revitalisation
- Brooker Highway – Elwick-Goodwood and Howard Roads
- Huon Highway/Summerleas Road Intersection Upgrade
- Domain Highway Planning

## Launceston

- Midland Highway: Launceston Bypass Planning
- Midland Highway: Duplication Perth to Breadalbane

## Perth

- Swan Valley Bypass
- Great Northern Highway – Muchea to Wubin
- Leach Highway (High Street)
- Perth Public Transport Package
- Tonkin Highway – grade separations

## Darwin

- Tiger Brennan Drive Duplication

## Canberra

- Ramp Metering
- Majura Parkway (which has been previously announced and is underway)

The Program will also provide the Australian Rail Track Corporation (ARTC) with funding for Phase 1 of the Advanced Train Management System which allows trains to travel closer together and improves coordination when passing.

Further details of these projects can be found on the Department's website <http://www.nationbuildingprogram.gov.au/funding/projects/newprojects.aspx>.

The Budget also provided an additional \$3 million per year for the next four years to Infrastructure Australia to enable project and legal expertise to assess and monitor the progress of infrastructure projects.

## Productivity Commission – major project development assessment processes

The Australian Government has requested that the Productivity Commission undertake a study to benchmark Australia's major project development assessment processes against international best practice.

The study will consider the extent to which major project development assessment processes across all levels of government affect the costs incurred by business, deliver good regulatory outcomes for the public and provide transparency and certainty to promote business investment.

The genesis of the study is a discussion paper by the Business Council of Australia (BCA), released in April 2012, which noted that inefficient and duplicative regulatory arrangements for major project development assessment approvals (DAA) processes are imposing unnecessary costs, and called for the Commission to benchmark Australia's major project DAA processes against international best practice.

Specifically, the Commission has been asked to:

- examine the regulatory objectives and key features of Australia's major project development assessment processes at all levels of government, including the interactions between levels of government, the role of facilitation, the capacities and resources of the institutions involved and significant variations between jurisdictions
- examine the regulatory objectives and key features of comparable international systems with respect to major project development assessment processes
- identify critical elements of development assessment processes and compare these to assess the extent to which different decision-making approaches in Australian jurisdictions and alternative investment destinations overseas have a material impact on costs, timeliness, transparency, certainty and regulatory outcomes

- examine the strategic planning context for major project approvals in Australia and in comparable international systems
- identify best practice and against this benchmark evaluate jurisdictional approaches, such as one-stop shops and statutory timeframes, to make recommendations to improve Australia's processes, both within and between jurisdictions, by reducing duplication, removing unnecessary complexity and regulation, and eliminating unnecessary costs or unnecessarily lengthy timeframes for approvals processes
- assess mechanisms for 'scaling' regulatory requirements relative to project size and the expected benefits against the potential environmental, social, economic and other impacts
- compare the efficiency and effectiveness with which Australian approvals processes achieve the protection of social, economic, heritage, cultural and environmental assets compared with comparable international systems.

The Commission will consult with all relevant state, territory and Commonwealth government agencies and other key stakeholders. For more information go to <http://www.pc.gov.au/projects/study/major-projects>.

## Stakeholder reports on cities

The following reports have been provided by jurisdictions and relevant agencies.

### Moving Australia 2030

The report *Moving Australia 2030: A Transport Plan for a Productive and Active Australia* was launched in early 2013 by the Moving People 2030 Taskforce (the Taskforce) which is drawn from a broad cross section of organisations with an active involvement in Australia's transport systems.

The report suggests that establishing a national framework that more closely integrates transport and land use planning, will be a key to ensuring better infrastructure funding decisions are made. It also states that increased investment in how we move people should not be seen as competing against other portfolio areas such as health, environment or social welfare, but needs to be presented in terms of providing a net benefit from the positive outcomes generated by getting our transport systems right.

In recognition of the challenging fiscal environment, the report while noting the need for increased investment, also points to possible savings that can be generated by government through greater efficiency from existing infrastructure and its uses.

In regards to governance arrangements the report urges the Commonwealth to continue its coordinating role in cities, but recommends a whole of government approach to the establishment of the framework.

The report sets four tangible targets. These are that by 2030:

- public transport, walking and cycling will account for 30 per cent, or more, of all passenger trips in our capital cities;

- secondly, that carbon emissions from the passenger road transport sector be at least 50 per cent below 2000 levels;
- that fuel consumed by the road transport sector be 30 per cent less than currently forecasted; and finally,
- that there be a variety of transport modes convenient and accessible to all Australians.

To achieve these goals the report outlines a range of strategies which include:

- Innovative approaches to tackling congestion including; staggering school hours, flexible work hours for and diversified employment bases for all government employees, fare pricing incentives and increased frequency and span of operating hours for public transport services.
- Ensuring that the majority of infill development occurs around high capacity, high frequency transport corridors and prioritise federal and state funding programs for identified corridors.
- Agree on a mechanism to conduct congestion charging trials in capital and major cities and undertake comprehensive community education and information programs about congestion charging.
- Identify minimum service and coverage levels for passenger and active transport networks in regional centres.
- Assist State and Local Governments to improve structure and concept planning for new land development areas to reflect best practice in integrated land use and transport planning.
- Incorporate health benefit factors in cost benefit frameworks for all federally funded transport projects and fund and expand initiatives that incorporate healthy and sustainable outcomes in urban planning.
- Implement measures that incentivise car sharing programs and teleworking.

## Metropolitan planning in States and Territories

### New South Wales

New South Wales (NSW) is characterised by a relatively high number of local authorities (152), rather than larger regional governments. In parts of the State cooperative regional governance structures have emerged with shires and cities forming regional cooperative organisations called Regional Organisations of Councils. For example, the Western Sydney Regional Organisation of Councils (WSROC) represents 10 councils across Western Sydney. The NSW Government is currently undertaking a review of local government, looking at ways to strengthen its effectiveness into the future. This includes suggestions for improving the fiscal responsibility and financial sustainability of councils, the services and infrastructure that are critical and options for new structures and boundaries in local government.

A system of subregional planning, which applies in the Sydney metropolitan area, allows groups of councils to undertake long-term cooperative strategic planning, negotiating housing and employment distribution across boundaries in collaboration with the State government. The subregional boundaries are currently under review as part of the preparation

of a new Metropolitan Strategy. The proposed new planning system includes a greater role for subregional planning as a means of effecting land use change and setting development parameters.

The New South Wales Government has overall responsibility for long-term policy priorities and for delivering investment consistent with its policy objectives. Decision-making at the State or city level provides for the strategic planning framework, long-term directions, high-level investment strategies and coordination of service and infrastructure delivery. These directions and strategies are embodied in the draft Metropolitan Strategy for Sydney to 2031, the NSW Long Term Transport Master Plan and the State Infrastructure Strategy. At a municipal level, councils are responsible for local strategic and statutory planning, in alignment with overall metropolitan and subregional strategies, and for delivery of local infrastructure and other services.

The New South Wales Government has a Metropolitan Development Program which seeks to monitor and prioritise land release and associated infrastructure delivery in metropolitan Sydney and the Central Coast. Similar programs operate elsewhere, such as the Lower Hunter and the Illawarra. As well as coordinating greenfield planning, these programs coordinate forecasts and planning for housing growth in infill areas.

The Government has an Employment Lands Development Program, which aims to monitor take-up and manage the supply of employment land and the coordination of associated infrastructure in metropolitan Sydney and the Central Coast.

*NSW 2021: A Plan to Make NSW Number One* provides a 10-year delivery plan for aligning policy and implementation efforts of State government agencies across all portfolios. Metropolitan and regional planning strategies must contribute to the delivery of the specific objectives and targets set out in NSW 2021.

The NSW Government is currently undertaking a comprehensive review of the planning system and a White Paper was released in April 2013. The main transformative features and benefits of the new planning system are:

- Community participation – all sections of the community will have a legal right to be involved early in the key decisions that will shape the future of our cities, towns and neighbourhoods through the creation of a Community Participation Charter enshrined in law.
- Provision of Infrastructure – infrastructure will be planned and delivered alongside growth as well as a more certain and consistent way of funding infrastructure.
- Strategic planning – Strategic plans will be prepared using up to date evidence and research and developed early in the process with the community, to guide the best places for growth and identify the areas to be protected from development.
- Cultural change – working together to enable good outcomes while building expertise, leadership and engagement skills in the planning workforce.
- Streamlined assessment – making the assessment of proposals faster and simpler by removing duplication but with no less rigour.
- Better and safer buildings – a more robust, consistent and transparent building regulation and certification system which will increase confidence in the quality and safety of buildings and provide better direction and support to the NSW building sector.

## Metropolitan planning

Sydney has long benefited from having a metropolitan strategic plan. The first major strategic plan, the *County of Cumberland Plan*, was prepared in 1948. Since then, major strategic plans have been prepared in 1968, 1988, 1995, 2005 and 2010.

A new *Metropolitan Strategy for Sydney to 2031* is currently being prepared to align with NSW 2021 as well as new transport and infrastructure priorities. A Draft Strategy was released for community comment in March 2013 and is planned to be finalised by the end of 2013.

The *NSW Long Term Transport Master Plan* is a comprehensive and integrated strategy for all modes of transport across NSW. It addresses key challenges that face the State around population growth, job creation and the need for a freight and public transport network that maximises the benefits to the economy.

The State government has prepared a long-term *State Infrastructure Strategy* which provides a clearer and more certain 'pipeline' of infrastructure projects over the next 20 years, supporting state objectives for economic and productivity growth. Infrastructure NSW (INSW) presented its independent report for consideration and the Government presented agreed infrastructure priorities that are aligned with other metropolitan and regional strategic objectives.

These three plans have been prepared through close partnership with government agencies and stakeholders. They aim to carefully manage the expansion of residential and commercial development across Sydney and NSW to ensure cities, towns, suburbs and neighbourhoods retain their amenity and liveability.

A key aspect of planning in NSW that links land use and transport is the active development of the transport system in a way that supports the hierarchy of metropolitan, strategic and regional centres.

## Regional planning

Planning strategies exist for the other major New South Wales cities including:

- Newcastle – through the Lower Hunter Regional Strategy
- Wollongong – through the Illawarra Regional Strategy
- Tweed Heads – through the Far North Coast Regional Strategy
- Queanbeyan – through the Sydney-Canberra Corridor Regional Strategy
- Albury – through the Draft Murray Regional Strategy

These and other Regional Strategies are key policy documents scheduled to be reviewed every five years. More regular review (every four years) is proposed in the planning reforms. A current systematic review is underway. A Discussion Paper for the Lower Hunter has been released. Illawarra and Far North Coast are planned for 2013.

Following the completion of the Long Term Transport Master Plan work has commenced on detailed Regional Transport Plans. These will be linked to Regional Strategies, supporting new development in areas with existing or planned transport capacity, identifying important future corridors and protecting existing corridors from incompatible adjacent development.

NSW strategic planning documents articulate long-term approaches for urban development, infrastructure planning and environmental protection. They are currently given statutory weight under Section 117 of the *Environmental Planning and Assessment Act 1979* (New South Wales), to ensure implementation through local land use plans. The proposed planning reforms include a stronger role for strategic planning by giving statutory recognition to strategic plans at the regional, subregional and local levels. The reforms also propose to strengthen governance structures at the state and regional level to ensure strategic plans are implemented.

## Victoria

Victoria's strategic approach to land use and transport planning sits within the government's broader strategic and policy framework. All departments and agencies must take this into account in their budget, asset and service planning.

The Victorian Government has an overall leadership role in establishing long-term policy priorities and in delivering investment consistent with its policy objectives. It works in partnership with local government and other stakeholders in planning for Melbourne and Victoria. Decision-making at the State or city level provides for the strategic planning framework, long-term directions, high level investment strategies and coordination of service and infrastructure delivery.

Local councils are responsible for municipal-level strategic and statutory planning within the overall metropolitan or regional context, and for delivery of a range of local infrastructure and other services. During the 1990s structural reforms were undertaken in Victoria to make local government and urban planning and development frameworks more efficient and responsive to changing market needs. This included reducing the number of councils from 219 to 79, to achieve better economies of scale in public administration. At the same time, councils were encouraged to take responsibility for local economic development.

More recently, the Victorian Government established the Growth Areas Authority (GAA) to integrate planning (including land use and infrastructure) for growth areas in the metropolitan region (Casey-Cardinia, Hume, Melton-Caroline Springs, Whittlesea and Wyndham). The authority works with local councils and other stakeholders to facilitate development consistent with the integrated plans that have been developed.

Strong population growth in provincial Victoria is set to continue, most being concentrated around regional cities, coastal areas and places within commuting distance of Melbourne. As a result, strategic planning for Melbourne is complemented by planning within regional Victoria. *Victoria in Future* (VIF) is the official government projections covering population, age structure and the number of households for all local government areas and statistical local areas across the State. It is used for strategic and service planning and has been published regularly since 1995.

The *Urban Development Program* (UDP) further contributes to Victoria's approach to urban planning. The UDP is reviewed annually and is in its seventh year. Its primary objective is to provide accurate and up-to-date information to local councils, infrastructure and service providers and developers to help ensure an ongoing provision of land and supporting infrastructure for future residential and industrial requirements.

## Metropolitan planning

Melbourne has undertaken metropolitan strategic planning since 1927 when the Metropolitan Town Planning Commission was established. Planning strategies for Melbourne have been produced from time to time, notably through the first comprehensive planning scheme for the metropolitan area in 1954. In 1971 the principles of growth corridors, green wedges and containing outward growth were introduced and in 1983, new district centre zones were created to encourage office development in 14 centres and restrict it elsewhere. In 1995 much of metropolitan wide planning direction and controls were devolved to local government.

A new Metropolitan Planning Strategy is being prepared to ensure the valued aspects of Melbourne are protected while allowing for future needs.

A Ministerial Advisory Committee has been established to guide the development of the metropolitan planning strategy. A metropolitan planning authority will be established to drive the delivery of the metropolitan planning strategy.

The Metropolitan Planning Strategy will include links with Regional Growth Plans and together these plans will provide a long-term vision for Victoria – including housing choice, transport accessibility, economic growth, environmental protection, infrastructure, community facilities and services.

## Regional planning

Regional growth plans are being developed to provide broad direction for land use and development across regional Victoria. They will also provide more detailed planning frameworks for key regional centres. Eight regional growth plans will be completed by late 2013. They are:

- Central Highlands
- Gippsland
- Great South Coast
- Hume
- Loddon Mallee North
- Loddon Mallee South
- Wimmera Southern Mallee
- G21 – Geelong Region Alliance (has completed its Regional Growth Plan and it is available on the G21 website. All G21 councils have approved this plan).

## Legislative framework

The *Planning and Environment Act 1987* (Vic) provides the legislative authority for the Victoria Planning Provisions (including a State Planning Policy Framework and Local Planning Policy Frameworks tailored to each municipality). This policy framework establishes the requirements for assessing development proposals against policy objectives. The practical application of the planning system is supported by performance monitoring and through the progressive rollout of electronic data systems, including online planning scheme maps and electronic development assessment.

The *Planning and Environment Act 1987*, the State Planning Policy Framework and other related provisions are under review to simplify current laws, remove redundant provisions, and strengthen certainty and timeliness.

Victoria has progressively modernised its transport legislation. The *Transport Integration Act 2010*, the new principal transport statute, sets out a vision, objectives and principles for transport, making it clear that the transport system needs to be integrated and sustainable. The Act requires transport agencies and other key decision makers to have regard to broader social, economic and environmental considerations. It covers the whole transport portfolio and requires all transport agencies to work towards a common goal of providing an integrated transport system. The Act seeks to integrate land use and transport planning and decision-making by extending the framework to land-use agencies whose decisions can significantly affect transport, including the government's planning functions, municipal councils, the GAA and Parks Victoria.

## Queensland

At the State level the roles and functions of metropolitan planning and infrastructure planning are integrated across government by the Department of State Development, Infrastructure and Planning. The department oversees whole-of-government urban and regional planning.

The Queensland Government is responsible for State planning policies and regional plans. Local government planning schemes direct building and development in each local government area, but must integrate state interests. They are periodically reviewed and approved by the Deputy Premier and Minister for State Development, Infrastructure and Planning and must align with the strategic policies set out in regional plans and the State planning policy.

Queensland has regional planning committees to oversee development and implementation of regional plans. They are statutory groups made by the Deputy Premier and Minister for State Development, Infrastructure and Planning and typically comprise relevant State agencies, councils and community members.

Other forums provide the state and local governments with strategic policy advice. In South East Queensland the SEQ Council of Mayors is a cooperative group of mayors that examines strategic issues affecting the region.

Local area plans are prepared primarily by local governments and give more detail about desirable types of development in particular neighbourhoods. Local area plans are incorporated into the local government planning scheme. They must be approved by the Deputy Premier and Minister for State Development, Infrastructure and Planning and align with the State's strategic policies.

Local governments manage the vast majority of development assessments and mostly determine development applications. Assessment of development applications that are either referred to the state for assessment against state interests, or where the assessment is undertaken by the state as the assessment manager, is undertaken by the State Assessment and Referral Agency (SARA) located within the Department of State Development, Infrastructure and Planning. SARA coordinates advice across state agencies and provides a single response to the assessment manager or applicant.

The Queensland Government has prepared a single State planning policy that consolidates the State interests previously articulated in several state planning policies, and incorporated newly identified interests to provide a comprehensive and integrated document detailing the strategic policy and principles to guide plan making and, where necessary, development decision-making at the state, regional and local levels.

### Metropolitan planning

The *Sustainable Planning Act 2009* is the foundation of Queensland's planning and development assessment system. It sets out the laws and the tools to manage land use planning and provides a logical sequence of planning from the state, to regional, council, neighbourhood, street and site level. Strategic components of the system include Regional Plans and the State Planning Policy.

The State Planning Policy articulates the state's position across all matters of state interest, and can apply across the State or in specified areas. Regional Plans are used to articulate the Queensland Government's broad intent for development in particular regions. They shape cities by setting growth boundaries, identifying areas for urban development and outlining how development should occur in a particular region.

A number of regional plans are in existence across Queensland, which provide high level policy direction that extend over a number of local council areas. The South East Queensland Regional Plan was first established in 1998 and became a statutory planning tool endorsed by Cabinet in 2005. It has been reviewed periodically, most recently in 2009 (SEQ Regional Plan 2009–2031). The next review is scheduled to commence in late 2013. The plan encompasses the greater Brisbane area and the major urban centres of Ipswich, Gold Coast, Sunshine Coast, Logan and Toowoomba.

The regional plans inform the preparation and implementation of local-level planning. For Queensland's capital city itself, the Brisbane City Plan 2000 directs all building and development in the Brisbane City Council area. This plan was reviewed and approved by the Planning Minister. Brisbane City Plan 2000 is currently under review by Brisbane City Council with anticipated completion in late 2013.

### Western Australia

The Western Australian planning system is characterised by the central role exercised by the Western Australian Planning Commission (WAPC), a statutory authority reporting to the Minister for Planning. The WAPC is serviced by planning committees and is supported by the Department of Planning which provides professional and technical expertise, administrative services and other resources, and implements WAPC decisions.

The WAPC has State-wide responsibilities for urban, rural and regional land-use planning and land development matters. It responds to the strategic direction of government and is responsible for the strategic planning of the State. Environmental assessment, where required, is carried out by the Environmental Protection Authority, established under separate legislation.

The Western Australian planning system is partially funded through a land tax known as the Metropolitan Region Improvement Tax. This provides a fund for strategic land purchases

such as acquiring land for future urban transport corridors, and to assist with the costs of implementing the Metropolitan Region Scheme.

## Metropolitan planning

The *Planning and Development Act 2005* (Western Australia) provides a statutory framework for the preparation and amendment of State planning policies (SPPs), region schemes, local planning schemes, subdivision and development control, and a State planning strategy, as a basis for coordinating and promoting land use planning, transport planning and land development in a sustainable manner, and for the guidance of public authorities and local governments.

The WAPC prepared the State Planning Framework (SPP 1) to guide its strategic direction. It unites existing State and regional policies within one document and sets out key principles for the environment, community, economy, infrastructure and regional development, to guide future planning decisions and also provides a range of strategies and actions which support these principles. An example is *Directions 2031* which forms a key part of the Framework and aims to guide planning and infrastructure provision to manage population growth within the Perth and Peel regions to 2031 and beyond.

Western Australia has a long tradition of metropolitan-wide planning starting with the adoption of the Stephenson-Hepburn plan in 1955 through to *Directions 2031* published by the WAPC in 2010.

*Directions 2031* has set a target for a 50 per cent improvement on the existing rate of infill development, and of greenfield dwelling densities. The WAPC publishes an annual *Urban Growth Monitor* (UGM) which identifies land zoned for urban development and evaluates growth trends covering more than 110,000 hectares of urban land across the Perth metropolitan, Peel and Greater Bunbury regions. The UGM identifies historic trends of development and monitors density planned for and achieved in new developments. The UGM tracks progress towards achieving the *Directions 2031* strategic vision, such as urban zoned land supply, subdivision approvals, stock of vacant subdivided lots, rates of infill and trends in residential density.

The UGM is produced as part of the Urban Development Program (UDP) which monitors and coordinates land supply, development and infrastructure to deliver a more effective use of land, better staging of development and prioritisation of infrastructure spending. The program includes a series of annual publications covering historical information, assessments of demand drivers and forecasts of land supply in the short, medium and long term. *The Perth and Peel Development Outlook 2011–12* forms a major part of the UDP's role in monitoring urban growth, providing a detailed overview of urban development patterns across the Perth and Peel metropolitan area. UDP publications and online applications also describe the 'land supply pipeline', identifying and reporting on the key stages of the land supply process to provide a comprehensive assessment of land, lot and dwelling supply across Western Australia.

Responsibility for oversight of significant urban and regional land and housing development has been assigned to the Department of Planning through the Lead Agency Framework. The Lead Agency Framework, implemented in October 2009, nominates a State government agency to help proponents through approvals processes.

Four agencies are responsible for delivery of urban developments against milestones, namely the Department of Planning, LandCorp, the Office of Strategic Projects and the Metropolitan Redevelopment Authority which commenced operation on 1 January 2012 and replaces and combines the responsibilities of the former separate Armadale, East Perth, Midland and Subiaco Redevelopment Authorities.

In July 2011, the Western Australian Ministers for Planning and Environment and the Commonwealth Minister for Sustainability, Environment, Water, Population and Communities agreed to undertake a Strategic Assessment of the Perth and Peel regions of Western Australia which will assess the impact of the future urban development proposed under Directions 2031. The Strategic Assessment provides the opportunity to avoid, mitigate and offset the environmental impacts of future development at a strategic scale and consequently achieve long term environmental and conservation outcomes. It is envisaged that as an outcome of this process, a long term and strategic response to environmental matters will be embedded into the planning framework. Western Australia is taking a collaborative whole-of-government approach to the assessment involving all of the relevant portfolios, namely environment, planning, water, minerals and petroleum under the leadership of the Premier's department. This collaboration at both the state and Commonwealth levels will result in the removal of the current duplication by streamlining the approval processes and reducing the red tape leading to reduced need for project by project assessment, deliver an effective long term and strategic response to key environmental issues in the Perth and Peel region, provide greater certainty to industry as to which areas can be developed and what the obligations will be in terms of mitigation including environmental offsets and provide greater certainty in terms of long term land supply to meet the needs of a city of 3.5 million.

## South Australia

The South Australian Government is pursuing a policy agenda spearheaded by a focus upon a collaborative, whole-of-government approach through a series of strategic priorities. In relation to land use planning, the Department of Planning, Transport and Infrastructure (DPTI) is the lead state government agency. DPTI determines the South Australian planning policy framework, which embodies the government's vision for future development, the South Australian Planning Strategy.

The metropolitan and regional volumes comprising the SA Planning Strategy are a series of strategic land use plans prepared for specific geographic areas of the state. The volumes represent a whole-of-government approach to the future development of each region to promote social, economic and environmental outcomes tailored to the unique characteristics of each region. The metropolitan volume of the Planning Strategy was released in 2010, named the 30-Year Plan for Greater Adelaide.

Pursuant to the Development Act, Strategic Directions Reports are prepared for local government areas every five years, which are designed to set an agenda for upcoming amendments to local Development Plans – changes that must be consistent with the strategic priorities outlined in the relevant volume of the Planning Strategy.

The Development Policy Advisory Committee (DPAC) and the Environment, Resources and Development Committee (ERDC) are statutory bodies of advice and review established to provide feedback and guidance to the Planning Minister and Cabinet on a range of development matters, including the provision of advice on amendments to the Development

Act, Regulations, The Planning Strategy, local development plans and on other matters of state planning policy.

The State Government collaborates with local government on planning policy matters through regional organisations of councils established by the South Australian Local Government Association. The regional organisations meet on a regular basis, with key representatives of state government agencies present to maintain cooperation and promote the effective coordination of service delivery. Local governments determine development applications, with certain requirements in place for the use of independent development assessment panels or the state government Development Assessment Commission where matters of increased complexity are considered.

Clear processes of appeal and review of planning and development decisions are well established in South Australia. The Environment, Resources and Development (ERD) Court has jurisdiction over most development application matters resulting from appeals to planning decisions issued by a planning authority. The ERD Court also provides for a pre-trial conference model which has been successful in substantially reducing the number of appeals escalating to a formal hearing.

The South Australian Expert Panel on Planning Reform (EPPR) was established in early 2013 by the Minister for Planning. The EPPR consists of five industry professionals with a broad range of expertise tasked with delivering recommendations to the Minister on potential improvements to South Australia's land use planning and development system. An EPPR reference group has been established and will shortly consider a broader engagement strategy. The EPPR will deliver final report and recommendations to the Minister in December 2014.

## Metropolitan planning

The Adelaide metropolitan area, together with the surrounding hills, coast and hinterland are contained in a single volume of the Planning Strategy – the 30-Year Plan for Greater Adelaide. Released in 2010, the 30-Year Plan envisages an urban form designed to cater to the medium to long term needs of the city and its surrounds in the context of changing environment, economic and social needs.

The 30-Year Plan seeks to promote several key planning directions for the future development of Greater Adelaide. These directions include the containment of urban sprawl, the enabling of mixed use and higher density development in favourable areas, the delineation of corridors and employment lands, the protection of heritage and the adaptation and resilience to climate change. Targets contained within the 30-Year Plan for Greater Adelaide are closely monitored, with system performance reported on annually via a 'report card' format.

Guided by the objectives of the 30-Year Plan, local development plans have undergone amendments using the suite of policy tools available in the South Australian Planning Policy Library. Certain areas of the city such as the inner metropolitan rim and the north-west transit corridor are also undergoing a structure planning process to plan for future infrastructure and development investment. The State Government has also recognised the importance of the internationally renowned Barossa and McLaren Vale areas by enacting legislation designed to protect those areas from urban encroachment and to maintain productive capacity.

The City of Adelaide is the primary focus of cultural, institutional and economic activity in South Australia and the state government has worked towards gaining further investment

through its *Creating a Vibrant City* strategic priority. This agenda currently incorporates a targeted program of direct precinct activation and a suite of tailored pre-lodgement advice, case management services and expert urban design review for all significant inner city development proposals.

## Regional planning

Each of the regional areas of South Australia are covered by a volume of the Planning Strategy, which incorporates the Far North, Eyre and Western, Mid North and Yorke Peninsula, Kangaroo Island, Murray and Mallee and the Limestone Coast. The plans are reviewed every five years, with present plans under review including Kangaroo Island and the Mid North and Yorke Peninsula.

Planning staff from DPTI regularly engage with and travel to regional councils across the state, providing a direct dialogue between levels of government on local planning and development issues.

The regional planning team supports councils in the development of planning policy, including the preparation of structure plans and Development Plan Amendments. Several regional councils are currently in the process of undertaking structure plans, which are designed to be used as long term strategic planning tools for major towns and urban areas.

## Tasmania

Governance arrangements for regional and city planning in Tasmania embrace both cooperative and statutory approaches.

The Tasmanian Government, in partnership with the State's three regional local government organisations (Cradle Coast Authority, Northern Tasmanian Development and the Southern Tasmanian Councils Authority) and their respective member councils, established regional planning steering committees to implement significant planning reforms through the Regional Planning Initiative.

The three regional planning committees comprise local and State government representatives and operate under Memoranda of Understanding with resourcing provided by both Government and councils.

To date, the cooperative partnership has delivered:

- Three regional land use strategies (RLUS) that integrate city and urban development strategies
- A single statewide planning scheme template and three supporting regional model planning scheme templates
- Statewide planning provisions

New interim planning schemes, consistent with the regional land use strategies and planning scheme templates, are being finalised to replace all existing schemes across the State.

The statutory approach involved amendments to the *Land Use Planning and Approvals Act 1993* authorising the Planning Minister to:

- Declare a region and a Regional Land Use Strategies

- Monitor and review a Regional Land Use Strategy
- Require councils, as local planning authorities, to ensure their new interim schemes comply with the relevant Regional Land Use Strategy and be consistent with planning scheme templates and planning directives.

The Government also amended the *Tasmanian Planning Commission Act 1997* to provide the Commission with broader responsibilities, as the independent, peak planning authority, to work with regional planning committees and councils to complete the roll out of new, consistent and contemporary planning schemes and ongoing planning reform.

## Metropolitan planning

The Planning Minister requested the Commission to manage implementation of the COAG Capital Cities Planning Systems Agreement, the COAG Reform Council's compliance review and, more recently, the national Cities Work Plan.

A capital city steering committee of metropolitan council representatives from the southern regional planning committee and state agency representatives was formed to coordinate State agency and local government strategies for the Greater Hobart Plan. Relevant components of the final capital city plan will be incorporated with the Southern Tasmania Regional Land Use Strategy and other economic development, infrastructure and service implementation plans and programs.

The Launceston City Council has also received Commonwealth funding and State assistance to produce a Greater Launceston Plan. The final plan will be integrated with the Northern Regional Land Use Strategy and other relevant implementation plans and programs.

The final element of the Regional Planning Initiative is to resolve a city-region governance structure and system for ongoing regional and metropolitan planning. Detailed consultations have been held with the regions and councils on possible governance models. Further stakeholder consultations are planned prior to a report being presented to the Planning Minister and Government to formalise an ongoing city-region planning structure and system for Tasmania.

## Northern Territory

The Northern Territory Government, through the Minister for Lands, Planning and the Environment, is responsible for administering the *Planning Act (NT)*.

A single statutory planning document, the Northern Territory Planning Scheme, applies to the whole of the Northern Territory. It contains planning principles which are the Government's commitment to outcomes for land-use planning and development control. The scheme also contains framework drawings and area plans which further detail the principles and objectives to guide development of major urban and regional centres such as Darwin and Alice Springs.

In late 2012, the Northern Territory Government amended the *Planning Act* to establish the Northern Territory Planning Commission. The Commission will guide the Northern Territory's long-term growth, and to provide confidence and certainty for industry and community.

The functions of the Commission are to prepare integrated strategic land use plans for regions, towns and centres; and to prepare guidelines and assessment criteria for inclusion in the NT Planning Scheme. A secondary role of the Commission will be to provide advice to the Minister on significant developments.

The Development Consent Authority, rather than local councils, is responsible for determining development applications in accordance with the Northern Territory Planning Scheme.

Membership of the Development Consent Authority includes two representatives of local councils. Councils are also joint partners with the Northern Territory Government in developing visions and providing comments on changes to the Northern Territory Planning Scheme.

### Metropolitan planning

The Northern Territory Government has developed a range of integrated and co-ordinated strategic plans for the growth of the Territory and is developing others.

The 10-year Infrastructure, Roads and Transport strategies were released in February 2012. One of the first tasks of the Northern Territory Planning Commission is to finalise the strategic land use plan for the Greater Darwin Region. The plan will include a review of the *Darwin Regional Land Use Structure Plan 1990* and build on the discussion paper titled “*Planning for Greater Darwin – A Dynamic Harbour City*” and the draft *Greater Darwin Plan* that was publicly exhibited in early 2012.

## Australian Capital Territory

Land planning and administration in the Australian Capital Territory (ACT) is based on a leasehold system. This system was adopted to ensure that government could realise the planning outcomes for the new capital city without the limitations associated with land in private ownership. It also sought to ensure that some of the profits from land development would be returned back to the community to contribute to the continued development of the capital.

The Commonwealth Government maintains an interest in the overall planning of the National Capital to safeguard aspects of “national significance”. The *National Capital Plan* is the overarching statutory plan that sets out broad land use policy within the ACT. The National Capital Authority is the Commonwealth Agency charged with administering the *National Capital Plan* and has the planning responsibility for all ‘designated’ land including leased land administered by the Territory.

The ACT Government has both State and local government functions. It has principal responsibility for the management of Canberra, including the provision of civil and community infrastructure, the protection of the environment and the administration, development and management of both rural and urban land.

Planning policy advice is given to the ACT Government through the Environment and Sustainable Development Directorate, which also has independent statutory approval powers for applications, through the Chief Planning Executive. The Minister for the Environment

and Sustainable Development reserves ‘call-in’ powers for development applications under certain circumstances.

The Environment and Sustainable Development portfolio also contains the Conservator for the Environment, the Territory’s heritage functions, building industry regulation and compliance.

The *Planning and Land Management Act 1988 (Cth)* sets out the broad interrelationships between the ACT Government and the Australian Government in planning and managing Canberra. This Act establishes the significance of the National Capital Plan and that the urban planning and development of Canberra, in the broadest sense, must not be inconsistent with the National Capital Plan. The ACT’s *Planning and Development Act 2007* provides for the Territory Plan, which is the ACT Government’s statutory planning document. Planning responsibility is divided between the Australian and ACT Governments but urban management functions are almost solely the responsibility of the ACT. A variety of formal and informal processes are in place to coordinate and manage this division in Territory/Commonwealth interests.

The Canberra-Queanbeyan statistical district also contains the City of Queanbeyan (located within New South Wales). In May 2012, the ACT was made a member of the South East Regional Organisation of Councils (SEROC) in recognition of the significant dependencies between the ACT and its surrounding region. The ACT Government also liaises directly with the NSW Government and adjoining local government areas through various forums and through the NSW Cross Border Commissioner. The ACT Government works with the NSW Government on regional planning.

A Directors-General Land Supply Committee has been established to support the delivery of the Government’s land supply program. The committee oversees the coordination of infrastructure and environmental approvals. This Committee reports to the Urban Development Committee, a sub-committee of the ACT Cabinet.

## Metropolitan planning

The Canberra Plan is the ACT Government’s highest order strategic plan. It identifies the objectives and outcomes for the social, cultural, economic and environmental development of the ACT. In 2004 the Canberra Spatial Plan (and companion Sustainable Transport Plan) was adopted as the ACT Government’s strategic land use plan. The *Planning and Development Act 2007* made this a notifiable instrument and nominated these plans as the “transitional Planning Strategy”. This Act also called for the Executive of Government to consider the requirement to review the ACT Planning Strategy every five years.

In line with this, the ACT Government commenced this review as part of the Sustainable Future Program. The ACT Government also conducted a broad public consultation program ‘*Time to Talk: Canberra 2030*’. The results of both programs informed the development of new *ACT Planning Strategy*, released by the ACT Government in August 2012. The *ACT Planning Strategy* along with *Transport for Canberra* and *Weathering the Change Action Plan 2* will guide the sustainable, integrated land use and transport planning, and policies for Canberra. In essence they will give spatial effect to the social and economic strategic plans. These documents are broadly consistent with the *Metropolitan Structure Plan* contained within the *National Capital Plan* and also inform further refinement of the *Territory Plan*.

## Chapter 6 references

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*Launceston.*

Image courtesy of John Hardman