



Southern Tasmania Regional Land Use Strategy

Background Report No.1: The Project Background

February 2011



This document is detailed supporting information for the Southern Tasmania Regional Land Use Strategy 2010 - 2035.

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Contents

1.	The Southern Tasmania Regional Planning Project	1
2.	The Benefits of Regional Planning	3
3.	The Planning Framework	4
3.1	Introduction	4
3.2	Resource Management and Planning System of Tasmania	5
3.3	State Strategic Directions	7
3.4	State Agency Strategies	8
3.5	Regional Level Strategies	9
3.6	Subregional Level Strategies	9
3.7	Local Level Strategies	9
3.8	Commonwealth Government Involvement	13
4.	History of Metropolitan and Regional Planning	16
5.	Decision Making Principles	18
5.1	Introduction	18
5.2	The Principles	18

1. The Southern Tasmania Regional Planning Project

The Southern Tasmania Regional Planning Project (the Project) is part of the Regional Planning Initiative currently being undertaken in the three regions of Tasmania: South, North and Northwest. Established through a Memorandum of Understanding (MoU), between the Southern Tasmanian Councils Authority (STCA), its 12 member Councils, the State Government and the Sullivans Cove Waterfront Authority, the overall purpose of the project is to undertake a joint planning initiative between State and Local Government to introduce coordinated, consistent and contemporary planning schemes based on a comprehensive regional land use and infrastructure and investment strategy in the Southern Tasmania region.

Under the original Project Plan attached to the MoU, the project had four distinct but closely interrelated phases being:

Phase 1	Preparation of a comprehensive regional land use strategy and infrastructure investment strategy for the region
Phase 2	Preparation of a Model planning scheme and review of existing planning schemes to determine compliance with that Model
Phase 3	Development and/or review local or sub-regional land use strategies to ensure consistency with the regional land use strategy
Phase 4	Preparation of an individual planning scheme for each Council based on the Model planning scheme

The nature and scope of these phases have altered as the project has progressed. Phase 3, being the review of local and sub-regional strategies has merged with Phase 1 of the project. In recognising the extensive work that many Councils and sub-regional groupings of Councils have undertaken within the Southern Tasmania region (which has generally involved significant community consultation), a decision was made at the beginning of the project, to utilise this existing work as the starting point for the development of the Regional Land Use Strategy. The originally envisaged Phases 1 and 3 have therefore proceeded largely in unison.

It should be noted that the Regional Land Use Strategy will only make recommendations to change existing local and sub-regional strategies where there is a benefit to the region as a whole.

Phase 2 of the Project Plan has also altered. Through discussions with the North and North-West Regional Planning Projects and the Tasmanian Planning Commission, a decision was made to replace some components of a Model Planning Scheme with a reviewed and expanded version of the Common Key Elements Template under Planning Directive No.1¹. This template will however only provide a 'skeleton'.

The Regional Model Planning scheme for Southern Tasmania expands the template with standards common across the region. As an important element in implementing the Regional Land Use Strategy,

¹ The Regional Planning Projects are represented on the Steering Committee overseeing the review and expansion of Planning Directive No. 1. which is being coordinated by the Tasmanian Planning Commission.

the Regional Model Planning Scheme forms part of the Implementation report to the Regional Land Use Strategy. The Regional Model Planning Scheme also recognizes that there will be a suite of 'Codes' produced at the State level to consistently deal with matters such as hazards and risks in planning schemes across the State.

2. The Benefits of Regional Planning

Regional planning provides the mechanism to collectively determine and pursue an agreed vision for the region, better co-ordinate regional infrastructure and economic development and strategically tackle regional environmental and social issues. It can also address local environmental, social, and economic issues that require a regional focus to appropriately resolve. For example the metropolitan area of Hobart should be identified and planned for as a single settlement. The area is however located across six (6) Local Government areas whilst land use and infrastructure issues transcend these boundaries. Regional planning offers the opportunity, to plan for this settlement in a coordinated and efficient manner by reducing unnecessary competition and duplication of land use, infrastructure and services and through a standardized and systematic approach to the region's challenges.

While regional land use planning cannot address every land use issue that may be identified by some as important, it offers many opportunities and benefits including:

- A platform for the development of an agreed vision and set of principles for the region;
- A greater level of certainty within the planning system, in terms of establishing what is desirable and undesirable development;
- Changing the planning system from one that is essentially reactive to one that is more proactive;
- A mechanism to identify, promote and advance the comparative advantages of the Southern Tasmania region;
- Coordination of growth and the provision of physical and social infrastructure in a region in a sustainable and efficient manner;
- The coordination of the land use and development activities of State Agencies with respect to major infrastructure;
- The coordination of land use and development activities between State and Local Government;
- Establishment of a structure within which any State or regional level direction to the planning system (e.g. new State Policies, Planning Directives or regional strategies) can be readily implemented; and
- The highlighting of land use planning issues that would benefit from State level direction.

It will directly benefit the local community as well as anyone wanting to invest or undertake development in Southern Tasmania. There will also be direct benefits through the economic growth generated through greater certainty in the planning schemes and the existence of an over-arching policy framework for long-term land use and development control within the region.

The social, environmental and economic value of providing a regional land use planning framework is increasingly recognised and studies have indicated that an increase in Gross State Product (GSP) of between 1% - 5% can be achieved.

3. The Planning Framework

3.1 Introduction

More often than not, the community sees land use planning as ‘development control’: a reactionary and restrictive mechanism controlling the use and development of land. This perception of land use planning, being little more than ‘statutory planning’ has become entrenched in the Tasmanian community because of the general lack of strategic land use planning, particularly at the State and regional level.

Since the inception of the Resource Management and Planning System of Tasmania (the RMPS) in 1994, strategic land use planning has largely occurred only at the Local Government level, with Councils performing their statutory functions as a Planning Authority. In this time the State has provided minimal overall direction with only three State Policies and one Planning Directive.

Land use planning is however much more than ‘development control’. It should first and foremost be about the creation of an agreed vision and associated strategic objectives, followed by the structuring of planning mechanisms to achieve these. Realising good planning outcomes requires the integration of land use planning with the delivery of infrastructure and services as well as ensuring consistency with other social, economic and environmental policies. It is generally acknowledged that this is best accomplished at the regional spatial level, whereas to date, comprehensive strategic land use planning has generally only been undertaken at the local level, by individual Councils.

In most developed countries across the world, land use planning is seen as an important part of social policy delivered by all levels of government, ensuring that land is used efficiently for the benefit of the wider economy and community as well as protecting the environment. The Canadian Institute of Planners defines land use planning as:

...the scientific, aesthetic, and orderly disposition of land, resources, facilities and services with a view to securing the physical, economic and social efficiency, health and well-being of urban and rural communities.

With this in the mind the statutory and strategic context for the Southern Tasmania Regional Planning Project extends beyond the RMPS and includes strategies and policies prepared by State Agencies and other regional bodies such as NRM South, as well as infrastructure planning policies prepared by Infrastructure Authorities.

The development of land use planning policy and strategy is also not just a top-down process. For example, the existing local and subregional strategies have inform the Regional Land Use Strategy, as well as the Regional Land Use Strategy in turn informing the development of State level strategies and delivery plans. As a result this report not only considers the implication of existing technical data relevant to the Region, but the implications of existing strategies and policies.

3.2 Resource Management and Planning System of Tasmania

3.2.1 Overview

The Resource Management and Planning System of Tasmania (RMPS) was established in 1994. The overarching objectives of the RMPS, as prescribed in the legislation that comprises it, are to:

- Promote sustainable development of natural and physical resources and the maintenance of ecological processes and genetic diversity
- Provide for the fair, orderly and sustainable use and development of air, land and water
- Encourage public involvement in resource management and planning
- Facilitate economic development in accordance with the objectives set out above
- Promote the sharing of responsibility for resource management and planning between the different spheres of government, the community and industry in the State.

The particular objectives of the planning system under these overarching objectives are:

- To require sound strategic planning and co-ordinated action by State and local government; and
- 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
- 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
- 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
- To provide for the consolidation of approvals for land use or development and related matters, and to co-ordinate planning approvals with related approvals; and
- To secure a pleasant, efficient and safe working, living and recreational environment for all Tasmanians and visitors to Tasmania; and
- To conserve those buildings, areas or other places which are of scientific, aesthetic, architectural or historical interest, or otherwise of special cultural value; and
- 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
- To provide a planning framework which fully considers land capability.

3.2.2 Legislation comprises the RMPS

These objectives form the foundation of a suite of legislation that comprises the RMPS:

- Land Use Planning and Approvals Act 1993

- Tasmanian Planning Commission Act 1997
- Resource Management and Planning Appeal Tribunal Act 1993
- State Policies and Projects Act 1993
- Environmental Management and Pollution Control Act 1994
- Historic Cultural Heritage Act 1995
- Major Infrastructure Development Approvals Act 1999.

Other legislation that is relevant to the operation of the RMPS includes:

- Approvals (Deadlines) Act 1993
- Crown Lands Act 1976
- Gas Act 2000
- Gas Pipelines Act 2002
- Living Marine Resources Management Act 1995
- Local Government Act 1993
- Local Government (Building and Miscellaneous Provisions) Act 1993
- Marine Farming Planning Act 1995
- Mineral Resources Development Act 1995
- National Parks & Reserves Management Act 2002
- Nature Conservation Act 2002
- Public Land (Administration and Forests) Act 1991
- Strata Titles Act 1998
- Sullivans Cove Planning Act 1995
- Threatened Species Protection Act 1995
- Water Management Act 1999, and
- Wellington Park Act 1993.

Decisions by local Planning Authorities and State Agencies under the legislation which comprises the RMPS related to the use and development of resources need to take into account the wider economic, social and environmental implications (Resource Planning and Development Commission 2003).

Strategic land use planning is an essential element in ensuring that these implications are taken into account and the RMPS applied effectively. Strategic planning facilitates the establishment of allows government, industry and the community strategies for resource use and development, reducing the likelihood of conflict over individual developments. It also ensures that short-term decisions are consistent with long-term goals. This allows the need of future generations to be taken into account when providing for the resource development needs of existing communities (Resource Planning and Development Commission 2003:7).

In addition, other essential elements to the success of the RMPS include:

- Flexibility and currency;
- Whole of government approach;
- Public Participation;
- Monitoring.

These regional planning projects represent efforts to ensure a whole of government approach and public participation in land use planning and are being set up in a manner to ensure ongoing review and monitoring, which will ensure currency.

Particulars of the two most relevant pieces of legislation to the Regional Planning Projects are outlined below.

3.2.3 Land Use Planning and Approvals Act 1993

Recently approved amendments to the *Land Use Planning and Approvals Act 1993* provide new statutory mechanisms to recognise regional planning within the State. In particular the Minister will be able to divide the State into regions for the purposes of land use planning and then declare as statutory documents the strategies (or frameworks) relevant to that region. New planning schemes would then need to ensure consistency with the regional land use strategies.

It is intended that the three Regional Land Use Strategies prepared under the Regional Planning Initiative will be those documents declared as statutory strategies for the purposes of the *Land Use Planning and Approvals Act 1993*.

3.2.4 State Policies and Projects Act 1995

Under the RMPS, the State Government may prepare State Policies under the State Policies and Projects Act 1995, to represent the government's overarching position on certain policy matters. State Policies can only be made in relation to issues of genuine State significance and can not be used to override local government decisions (in regard to issues of local relevance only). They must seek to ensure a consistent and coordinated approach through the State and are the key to resolving longer term issues of use and development (Resource Planning and Development Commission 2003: 61).

This statutory mechanism was at the time of the inception of the RMPS, considered to be the cornerstone in its successful operation. However, to date, only three state policies have been prepared: The State Coastal Policy (under review), the State Policy on Water Quality Management and the State Policy on the Protection of Agricultural Land (recently reviewed). This lack of state policy direction, has contributed to the planning system in Tasmania being largely reactionary. It is foreseen however that these regional planning projects will assist in addressing this problem and identify specific land use and development issues which would benefit from a State Policy.

3.3 State Strategic Directions

The overall vision for the State of Tasmania is set out under the community strategic plan known as *Tasmania Together*. *Tasmania Together* has been adopted by State Government as a strategic guide to inform all policy and administrative decisions and identifies the vision for Tasmania as:

...an island community, unique for its natural and cultural environment, where people enjoy a prosperous lifestyle based on quality, creativity and opportunity.²

The specific goals are:

1. A reasonable lifestyle and standard of living for all Tasmanians.
2. Confident, friendly and safe communities.
3. High quality education and training for lifelong learning and a skilled workforce.
4. Active, healthy Tasmanians with access to quality and affordable health care services.
5. Vibrant, inclusive and growing communities where people feel valued and connected.
6. Dynamic, creative and internationally recognised arts community and culture.
7. Acknowledgement of the right of Aboriginal people to own and preserve their culture, and share with non-Aboriginal people the richness and value of that culture.
8. Open and accountable government that listens and plans for a shared future.
9. Increased work opportunities for all Tasmanians.
10. Thriving and innovative industries driven by a high level of business confidence.
11. Built and natural heritage that is valued and protected.
12. Sustainable management of our natural resources.

Regional land use planning can assist in achieving many of these goals. Goals, 1, 2, 4, 5, 11, and 12 are particularly relevant to the preparation of a Regional Land Use Strategy.

3.4 State Agency Strategies

Regional land use planning also offers the opportunities to physically ground and support the specific strategies and policies of relevant State Government departments and agencies. The policies and strategies of particular relevance to the Southern Tasmania Regional Planning Project are as follows:

- State Infrastructure Strategy
- Southern Integrated Transport Plan
- State Economic Development Strategy (under preparation)
- Tasmania Health Plan 2008
- Department of Education, Infrastructure Projects Program
- Tourism 21
- The Social Inclusion Strategy for Tasmania

In addition to these specific strategies, many State Agencies have other strategies and policies that are not well articulated within a policy framework relevant to that Agency. Those strategies and policies that have been identified, for example those of the Housing Innovations Unit, have been discussed in this report in the relevant sections.

² Tasmania Together Website (www.tasmaniatogether.tas.gov.au), viewed 14 September 2009

3.5 Regional Level Strategies

Under the Resource Management and Planning System of Tasmania, there has been no legislative requirement to undertake land use planning at a regional level. While this has changed with the recent amendments to the *Land Use Planning and Approvals Act 1993*, some strategic planning at a regional level has already been undertaken within the Southern Tasmania region.

The Southern Tasmania Integrated Transport Plan is a joint initiative of State and Local Government. Overseen by the Department of Infrastructure, Energy & Resource and the Southern Tasmanian Councils Authority this plan is intended to provide the strategic framework for planning and investing in Southern Tasmania's regional transport system over the next 20 years.

In addition the Natural Resource Management strategies within the State are also undertaken at the regional level. NRM South has a specific strategy for Southern Tasmania. The Department of Economic Development, Tourism and the Arts also undertake planning at the region level including the Regional Economic Development Plans and their marketing strategies.

On a broader policy level the Southern Tasmanian Councils Authority is responsible for reflecting the collective interests of Local Government within the region.

3.6 Subregional Level Strategies

Two subregional groupings of Councils have, in recent years, embarked on strategic land use planning exercises with ultimate goals very similar to the broader Southern Tasmania Regional Planning Project, being the establishment of collective land use planning frameworks and subsequent, largely similar, planning schemes. These are:

- The *Joint Land Use Planning Initiative* Councils of Brighton, Central Highlands, Derwent Valley and Southern Midlands, forming a subregion to the north of Greater Hobart, and
- The *Vision East* Councils of Break O'Day, Glamorgan Spring Bay, (part of) Sorell and Tasman, forming the East Coast subregion.

Both projects have completed overarching strategic plans with the Joint Land Use Planning Initiative now close to completing local-level structure planning.

The strategies produced under these projects will now largely be subsumed within the Southern Tasmania Regional Planning Project, under which all new planning schemes will now be developed. It is envisaged that much of the subregional and local level strategic work produced within the subregional projects will not be in conflict with regional strategic directions and will remain intact to inform the new planning schemes.

3.7 Local Level Strategies

Land use planning policies and strategies have primarily been the purvey of Local Government, despite the presence of legislation to support the development of State Policies. The *Land Use Planning and Approvals Act 1993* requires consideration of land use policy and strategy in the development of planning schemes. Further, the strategic plan requirements of *the Local Government Act 1993* also have relevance in terms of land use planning policy and strategy. In addition some Councils, although not required by law, have undertaken further strategic work focussed on locally-defined priorities.

Notwithstanding this, the extent, depth and detail of policy and strategy relevant to land use planning decisions, across Local Government in the Southern Tasmanian region, does vary considerably. While the *Land Use Planning and Approvals Act 1993* (Section 21) does require a degree of coordination between neighbouring planning schemes, there is a noticeable lack of strategic coordination which has been recognised by the Southern Tasmanian Council's in their sponsorship of this regional planning project.

The following table outlines the work undertaken by Councils³ within the Southern Tasmania region that has specific implications in terms of this State of the Region report.

Brighton Council	Brighton Strategic Plan 2006-2016 Brighton Structure Plan (April 2009) Brighton Recreation Plan (2003) Brighton Planning Scheme 2000
Central Highlands Council	Central Highlands Strategic Plan 2009 – 2014 Central Highland Economic Development Plan (August 2008) Central Highlands Planning Scheme 1998 Highland Lakes Settlement Strategy 2009 (Draft) (Part of the Joint Land Use Planning Initiative)
Clarence City Council	Clarence Strategic Plan 2006-2011 Clarence Residential Strategy (April 2008) Clarence Industrial Strategy (2007) Clarence Car Parking Strategy (2008) City of Clarence Business Prospectus (2008) Kangaroo Bay Urban Design Strategy & Plan (2008) Climate Change Impacts on Clarence Coastal Areas (2009) Clarence Retail and Commercial Strategy (under preparation) Clarence Planning Scheme 2007
Derwent Valley Council	Derwent Valley Strategic Plan 2005 – 2010 New Norfolk s46 Planning Scheme 1994
Glamorgan Spring Bay Council	Glamorgan Spring Bay Strategic Plan 2006 – 2011 Glamorgan Spring Bay Planning Scheme 1996
Glenorchy City Council	Glenorchy Strategic Plan 2009 – 2014

³ Note that this list of documents is not a complete list of work undertaken by the respective Councils that have land use planning implications. Only those documents discussing matters with potential regional and subregional significance have been examined. For example specific Local Area Plans are local matters and therefore not within the scope of this study.

	Towards a New Planning Scheme: Issues & Options Report (April 2009)
	Towards a New Planning Scheme: Topic Papers (2009)
	City of Glenorchy Recreation Plan (2008)
	Glenorchy Planning Scheme 1996
Hobart City Council	Hobart City Council Strategic Plan 2008 – 2013
	Hobart 2025 Strategic Framework
	Hobart Economic Development Strategy 2009 – 2014
	Hobart Gaps & Opportunities Analysis 2006 & 2008 update report
	Hobart Parking Strategy (2006)
	Parking Standards & Provisions Review (2000)
	Central Area Zoning Review (2005)
	Commercial and Residential Zoning Review (2005)
	Central Area Strategic Plan (1992)
	Inner City Development Plan (under preparation)
	Sandy Bay Shopping Centre Statutory Review (2005)
	Planning Scheme Density Study (2001)
	City of Hobart Open Space Plan (2003)
	Journey to Work Final Research Report (2008)
	Strategic Directions for Sustainable Land Use Planning & Development in the City of Hobart, Report (2003)
	Water Sensitive Urban Design Site Development Guidelines and Practice Notes (2006)
	Hobart City Council Submission on proposed DFO at Hobart Airport (2006)
	Draft City of Hobart Planning Scheme 2008
	City of Hobart Planning Scheme 1992
	Battery Point Planning Scheme 1979
Huon Valley Council	Huon Valley Strategic Plan 2007 – 2012
	Huon Valley 2020 Community Plan (2008)
	Huon Valley Land Use & Development Strategy (2007)
	Huon Valley Economic Development Strategy (2009)
	Huon Valley Planning Scheme 1979

	Esperance Planning Scheme 1989
	Port Cygnet Planning Scheme 1988
Kingborough Council	Kingborough Strategic Plan 2004 – 2009
	Kingborough Strategic Directions Community Plan 2004 – 2009
	A review of the Kingborough Planning Scheme 2000: Kingborough Settlement Strategy (Draft) (2007)
	A review of the Kingborough Planning Scheme 2000: Desired Future Character Statements (Draft) (2007)
	Kingston Central Area Masterplan Review (2008)
	Kingborough Planning Scheme 2000
Sorell Council	Sorell Community Strategic Plan
	Sorell Township Masterplan (2009)
	Strategic Plan for Managing Southern Beaches Wastewater (2006)
	Sorell Planning Scheme (1993)
Southern Midlands Council	Southern Midlands Strategic Plan 2006 – 2011
	Southern Midlands Planning Scheme 1998
	Southern Midlands Recreation Plan 2007
	Oatlands Integrated Development Strategy 2008
	Bagdad-Mangalore Structure Plan 2009 (Draft) (Part of the Joint Land Use Planning Initiative)
Tasman Council	Tasman Council Strategic Plan 2004 – 2014
	Tasman Planning Scheme 1979
Sullivans Cove Waterfront Authority	Sullivans Cove Planning Review (1991)
	Sullivans Cove Urban Design Framework (2005)
	Hobart Waterfront Masterplan (under preparation)
	Sullivans Cove Planning Scheme 1997
Joint Land Use Planning Initiative (Brighton, Central Highlands, Derwent Valley & Southern Midlands Councils)	Joint Land Use Planning Initiative: Stage 1 Land Use Strategy (November 2008)
	Joint Land Use Planning Initiative: Stage 2 Settlement & Open Space Strategy, December 2009 (Draft), and the Heritage Management Plan, December 2009 (Draft)
Vision East Initiative (Break O’Day, Glamorgan Spring	Vision East 2030 – A Regional Land Use Framework for the East Coast (2009)

Bay, Sorell & Tasman Councils)

3.8 Commonwealth Government Involvement

Since the election of the Rudd Labor Government in 2007, the Commonwealth Government has once again begun to play a larger role in urban policy. The last involvement by the Commonwealth Government in urban policy was the Keating Government's *Better Cities* program in the early 1990s, although the level of involvement now being seen has not occurred since the Whitlam government days.

Involvement by the Commonwealth Government is now being delivered through two mechanisms: Firstly through the Council of Australian Governments (COAG) and secondly through the allocation of funding for infrastructure (primarily Infrastructure Australia).

Of particular relevant to the Southern Tasmania Regional Planning Project, as it contains Tasmania's major metropolitan area (Greater Hobart), are the following four events:

- COAG's communiqué on Microeconomic and Competition Reform from the 30 April 2009 meeting. This communiqué indicated that COAG had agreed to establish a Taskforce to examine existing strategic planning frameworks within jurisdictions to ensure that they support the ongoing integration of state and national infrastructure in major metropolitan cities with land use planning and urban development. This work will recognise that the States have a clear responsibility of land use planning within their jurisdiction; that the Commonwealth has an interest in the efficient operation of national infrastructure; and that efficient infrastructure and improving our cities requires the better integration in jurisdictions of major city land-use planning with state and national transport, energy, water and social infrastructure investment plans. The Taskforce will report to COAG by the end of 2009 on the outcomes of this work. The Commonwealth's aspiration is that the work of this Taskforce will encourage each jurisdiction to put in place, by the end of June 2010, best practice major strategic corridor and metropolitan planning arrangements that will ensure consistent strategic decision-making, improve the efficiency of infrastructure investment and further contribute to productivity and economic growth.
- The establishment of the Major Cities Unit within Infrastructure Australia. This unit has been established to identify where federal leadership (i.e. through the allocation of funding for infrastructure projects) can make a difference to the prosperity of our cities and the wellbeing of their residents. Given that the Tasmanian Government strongly relies upon Federal funding for major infrastructure projects, the importance of these regional planning projects in delivering the integration of land use and infrastructure is critical.
- The announcement by the Hon. Anthony Albanese MP, Minister for Infrastructure, Transport, Regional Development and Local Government in early August 2009, that the Commonwealth Government will be developing a comprehensive National Urban Policy. The Minister also discussed the need for all people involvement in urban development to change the current approach.
- The Prime Minister's speech to the Business Council of Australia on 27 October 2009. In particular the announcement of the development of national criteria for the future strategic planning of major cities, with the consideration of the Commonwealth of linking all future infrastructure funding to compliance with these criteria.

3.8.1 Capital City Strategic Planning Systems

The Prime Minister's announcement at the Business Council of Australia meeting on 27 October 2009, followed an agreement by COAG at their meeting of 30 April 2009 to establish a COAG Taskforce to examine existing strategic planning frameworks within jurisdictions to ensure they support the ongoing integration of State and national infrastructure in major metropolitan cities with land use planning and urban development.

The Taskforce identified that capital city strategic planning systems and associated governance arrangements need to be strengthened to address current problems and meet future challenges. Notably, the proposed reforms are, will by agreement by COAG not mandatorily applicable to Tasmania, given the different demographics and planning arrangements within that State. The Tasmanian Government will however still be a party to the intergovernmental agreement supporting the reforms relating to Capital City Strategic Planning Systems and appropriate arrangements will be made to ensure that the reforms are applied to Tasmania in a case specific manner.

The National Objective and Criteria for Future Strategic Planning of Capital Cities is still therefore relevant and is outlined below:

Objective

To ensure Australian cities are globally competitive, productive, sustainable, liveable and socially inclusive and are well placed to meet future challenges and growth.

Criteria

Capital city strategic planning systems should:

1. Be integrated:
 - across functions, including land-use and transport planning, economic and infrastructure development, environmental assessment and urban development; and
 - across government agencies.
2. Provide for a consistent hierarchy of future oriented and publicly available plans, including:
 - long term (for example, 15-30 year) integrated strategic plans;
 - medium term (for example, 5-15 year) prioritised infrastructure and land-use plans; and
 - near term prioritised infrastructure project pipeline backed by appropriately detailed project plans.
3. Provide for nationally significant economic infrastructure (both new and upgrade of existing) including:
 - transport corridors;
 - international gateways;
 - intermodal connections;
 - major communications and utilities infrastructure; and
 - reservation of appropriate lands to support future expansion.
4. Address nationally significant policy issues including:

- population growth and demographic change;
 - productivity and global competitiveness;
 - climate change mitigation and adaptation;
 - efficient development and use of existing and new infrastructure and other public assets;
 - connectivity of people to jobs and businesses to markets;
 - development of major urban corridors;
 - social inclusion;
 - health, liveability, and community wellbeing;
 - housing affordability; and
 - matters of national environmental significance.
5. Consider and strengthen the networks between capital cities and major regional centres, and other important domestic and international connections.
 6. Provide for planned, sequenced and evidence-based land release and an appropriate balance of infill and greenfield development.
 7. Clearly identify priorities for investment and policy effort by governments, and provide an effective framework for private sector investment and innovation.
 8. Encourage world-class urban design and architecture.
 9. Provide effective implementation arrangements and supporting mechanisms, including:
 - clear accountabilities, timelines and appropriate performance measures;
 - coordination between all three levels of government, with opportunities for Commonwealth and Local Government input, and linked, streamlined and efficient approval processes including under the Commonwealth *Environment Protection and Biodiversity Conservation Act 1999*;
 - evaluation and review cycles that support the need for balance between flexibility and certainty, including trigger points that identify the need for change in policy settings; and
 - appropriate consultation and engagement with external stakeholders, experts and the wider community.

4. History of Metropolitan and Regional Planning

In Southern Tasmania regional strategic land use planning has previously been attempted in relation to the Greater Hobart region and has therefore been referred to as 'metropolitan planning'.

Metropolitan planning in greater Hobart has followed a staggering and generally unsuccessful course, however. A brief chronology is outlined.

4.1.1 The Southern Metropolitan Master Planning Authority

1958

The Southern Metropolitan Master Planning Authority (SMMPA) was established by State Government legislation at the request of local Councils in 1958. It incorporated the municipalities of Brighton, Clarence, Glenorchy, Kingborough and Hobart and was funded by the local Councils themselves. It was to be responsible for the preparation and administration of a master plan.

Signs of future discontent amongst the constituent members were apparent at an early stage with members guarding their autonomy and obtaining legal opinion indicating that the master plan should avoid detail which might conflict with local plans, (Clark 1993 p180).

1958-1962

The first master plan prepared by the SMMPA gained provisional approval in 1962. However, the road network therein did not meet with the approval of the State Government's transport engineers who called in to question the legal validity of the plan. The Public Works Department's transport engineers and the State Housing Department generally dictated regional planning for many years thereafter. Under their shadow, the SMMPA continued to function although its practical achievements never amounted to more than map making and policy formulation.

1964-1973

In the mid 1960s the SMMPA resolved to prepare a new master plan and recommended that the 1962 plan be rejected. In the late 1960s a new draft master plan was completed which was proposed to be binding on the constituent municipalities, public authorities and the Crown. Political manoeuvring by opponents to the plan effectively halted the necessary amendments to State legislation and in 1973 the City of Hobart withdrew from the Authority. Naturally this was a severe blow and the planning function of the Authority halted.

1975-1976

The SMMPA received a breath of life in the mid 1970s with finance available from the Federal Government's Cities Commission and a new metropolitan plan was prepared. This recommended a dampening of growth in Kingborough, which prompted that municipality to withdraw from the Authority, heralding the end of the SMMPA.

4.1.2 The Southern Metropolitan Planning Authority

1978-1982

The Southern Metropolitan Planning Authority, (SMPA), was formed in 1978 with the State Government compelling local authorities to join for a minimum of three years. The State also contributed a significant proportion of funding.

The SMPA published a final report in 1982 although a year earlier the recalcitrant Kingborough Council had made clear its intention to withdraw once the obligatory three year period was over. Further to this, the crumbling State Labor Government drastically cut funding and the Authority was abandoned.

4.1.3 Other Metropolitan Planning Initiatives

During the time of the SMMPA and the SMPA, but separate from them, a number of transport studies were undertaken by the State Government's transport engineers within the department responsible for major roads. These studies, although focussing on only one element of the city-forming process, constituted significant metropolitan planning exercises.

Failure of Previous Initiatives:

Metropolitan planning authorities have been at odds with both State agencies and local Councils and were unable to achieve concrete results. Both experiments with statutory regional planning authorities failed, the reasons for which are summarised by Fowler (1980): "... a lack of ownership, partnership, shared vision and political commitment from all spheres of government."

Whilst they were created under State legislation, they relied heavily on the 'bottom up' drive from their local government members to remain viable. They were also vested with a broad range of policy interests but a narrow range of powers, relying on consensus between constituent members and voluntary compliance by external agencies.

Ever since 1958 when the first Master Planning Authority was established, there was continual debate on its work and threatened withdrawal from its members. The time spent in justifying (regional planning's) existence would probably exceed the time spent in doing what it should be doing. (Nolan 1981).

4.1.4 Lessons for the present

The current Southern Tasmania Regional Planning Project relies on the consensus of the participating local government partners and therefore has some of the inherent weaknesses of the SMMPA and the SMPA.

However, local government acting both individually and collectively through the Southern Tasmanian Councils Authority and the State Government have committed to the project through the signing of a Memorandum of Understanding, and there is political will on all sides to see the project through.

A better informed community, calls for greater consistency in planning schemes from both industry and the general public, along with recognition of global pressures for more efficient settlement patterns (peak oil, the need to cut greenhouse gas emissions, the need for infrastructure efficiencies) has produced an environment wherein local parochialism is increasingly seen as small mindedness. In short, the political environment now increasingly favours a successful attempt at regional planning.

5. Decision Making Principles

5.1 Introduction

Decision Making Principles were developed in consultation with the Project Sponsors in the initial phases of the project. These principles are intended to guide the development of the Regional Land Use Strategy and its associated settlement strategies.

The principles below do not, in themselves, constitute 'draft regional strategies'. Nor is it intended that they cover the full range of issues that the regional strategic framework will ultimately address.

5.2 The Principles

5.2.1 Principle 1

Development of the Regional Land Use Framework will:

- Be a consultative, integrated and iterative process.
- Be based on an agreed long-term vision.
- Bring together input from all levels of government, the community and industry.
- Focus on outcomes, rather than outputs.

5.2.2 Principle 2

Settlement will be planned in a manner that meets the sustainable development objectives of the Resource Management & Planning System and State Policies. Planning will therefore integrate input from all levels of government and will aim to achieve sustainable environmental, social and economic outcomes.

5.2.3 Principle 3

The overarching Settlement Strategy (the Strategy) within the Regional Land Use Planning Framework will include two sub-strategies:

- ❖ The Metropolitan Settlement Strategy
- ❖ The Rural Settlement Strategy

5.2.4 Principle 4

The Metropolitan Settlement Strategy:

- ❖ Will encompass the area in which:
 - the continuous settled area of greater Hobart is contained,
 - a significant level of daily interaction and cross-region movement for reasons of employment, access to services and education is encompassed, and
 - the factors influencing settlement decisions are primarily regional rather than local.

- ❖ Will define a nominal 10 year Urban Growth Boundary and a nominal 25 year Urban Growth Boundary. Land within the 10 year UGB will be zoned appropriately for development within the new draft planning schemes. Land within the 25 year UGB will be flagged as intended 'future urban land' within the Strategic Framework.
- ❖ Will set forth the preconditions necessary for 'future urban land' to be rezoned for development purposes.
- ❖ Urban Growth Boundaries will be defined spatially within the strategy. The boundaries of such areas will be well defined, but not necessarily to the cadastral level. Final cadastral level determination will be undertaken at the planning scheme drafting stage, in close liaison with the relevant Planning Authority.
- ❖ The preconditions for 'future urban land' to be rezoned for development purposes will be set so that:
 - the maximum use and benefit of existing and planning infrastructure is achieved,
 - new and existing communities are provided with the appropriate level of services, both physical and social, including access to employment and recreational opportunities,
 - the supply of land for residential development does not have an undue impact on the range of affordability within any one market segment, or overall.
- ❖ The poly-centric nature of the greater Hobart metropolitan area will be acknowledged.
- ❖ A hierarchy of Activity Centres will be recognised.

5.2.5 Principle 5

The Rural Settlement Strategy:

- ❖ Will encompass the area which:
 - is predominantly rural in nature,
 - contains settlements physically, socially and/or economically isolated from the metropolitan area, and
 - is relatively separate from metropolitan Hobart in that the factors influencing settlement decisions are primarily local.
- ❖ Will acknowledge and identify a hierarchy of Activity Centres.
- ❖ Will set guidelines for the determination of growth boundaries around rural settlements, to be applied at the local level, so that:
 - the maximum use and benefit of existing and planning infrastructure is achieved
 - new and existing communities are provided with the appropriate level of services, both physical and social, including access to employment and recreational opportunities, and appropriate transport connections to local and major centres
 - housing affordability is not adversely impacted, and

- up to 10 years projected growth is provided for within the new planning schemes drafted under the Southern Tasmania Regional Planning Project, and
 - up to 25 years project growth is provided for within any intended future growth areas defined in the Regional Land Use Framework or any local land use strategy that is consistent with the Regional Land Use Framework.
- ❖ Will recognise significant agricultural land and subsequently protect viable and potentially viable agricultural land from fragmentation and from non-agricultural uses.

5.2.6 Principle 6

Existing LGA Strategies (Local & Subregional) & State Agency Strategies will provide the starting point the development of regional strategy and changes will only be recommended where there is a clear benefit to the region.

5.2.7 Principle 7

The Strategy will ensure that physical and community infrastructure, both public and private, is coordinated and provided in a fair, orderly and sustainable manner. This will be achieved by:

- ❖ Identifying the levels of physical infrastructure and social services that are necessary to achieve the desired growth outcomes.
- ❖ Planning for land use and development in a manner that allows for the logical and efficient provision and maintenance of infrastructure, including the setting aside of land for the long term construction of future transport routes and essential services.
- ❖ Facilitating the efficient use of existing physical infrastructure and human services and negating development that would generate out-of-sequence demand.
- ❖ Protecting key infrastructure, including ports, airports, roads, railways and service corridors, from land use and development that would threaten, prejudice, encroach or conflict with the purpose and function of such infrastructure.
- ❖ Recognising that the expansion and consolidation of some existing settlements can improve the economic viability of existing physical infrastructure and social services.
- ❖ Facilitating consultation with providers of infrastructure, to ensure they have regard to planning policies and strategic land use planning when making their investment decisions, in order to ensure that land use and development are closely integrated with the provision of infrastructure services, and
- ❖ Using the provision of infrastructure to influence the timing and location of growth.

5.2.8 Principle 8

The Strategy will accord significant weight to sustainable transport modes by favouring:

- ❖ Areas serviced by existing and planned public transport.
- ❖ New communities, (with the exception of new low density rural-living communities) that contribute to the overall ability of the public transport network to service the region.

- ❖ Communities serviceable through walking and cycling.
- ❖ Ease of access to employment, services and recreational opportunities.
- ❖ Increased densities and multi-use zoning around major public transport nodes.

5.2.9 Principle 9

The Strategy will recognise the need to provide adequate housing choice and opportunities across the full range of socio-economic groups.

5.2.10 Principle 10

The Strategy will aim to identify and strengthen local sense of place, particularly where valued highly by the local community.

5.2.11 Principle 11

The Strategy will aim to maintain and improve quality of life by providing for:

- ❖ Housing choice and different lifestyle opportunities.
- ❖ Liveable, efficient, attractive communities.
- ❖ Safer & healthier communities.
- ❖ Increasing accessibility.

5.2.12 Principle 12

The Strategy will aim to minimise land use conflict.

- ❖ Preventing environmental problems which might arise as a result of siting incompatible land uses close together.
- ❖ Protecting agricultural land resources from uses that would result in fettering or conversion to non-agricultural uses.
- ❖ Avoiding land use conflicts by separating sensitive and incompatible uses from industry and other economic activities with off-site impacts.
- ❖ Protecting areas and sites with significant historic, architectural, aesthetic, scientific and cultural values from inappropriate land use and development.

5.2.13 Principle 13

Strategically important industrial land will be recognised. The role and relative strength of each industrial area with respect to the region will be identified and reinforced.

5.2.14 Principle 14

In general, planning will aim to:

- Achieve appropriate levels of employment, services, retail and education facilities within each centre so as to reduce the need for cross-region travel.

- Provide appropriate levels of protection for the region's highly valued natural assets, cultural heritage, agricultural land, landscapes, resources, recreation areas.
- Recognise and account for the region's development constraints.
- Provide increased levels of certainty to investors, infrastructure providers, the community, and decision makers.

5.2.15 Principle 15

A Risk Management approach which aims to avoid or minimise hazards, will be adopted when identifying opportunities for use and development.

5.2.16 Principle 16

Planning policies and strategies to guide local decision making will be provided in the Regional Planning Framework



Southern Tasmania
REGIONAL PLANNING PROJECT

The Southern Tasmania Regional Planning Project

is a joint initiative of the State of Tasmania, the Southern Tasmanian Councils Authority,
the 12 Southern Councils and the Sullivans Cove Waterfront Authority