

The 2010 and 2011 *State of Australian Cities* referred to governance as the political and legal structures and mechanisms used to manage and coordinate our urban systems. They also refer to how these structures and mechanisms interrelate with each other and with key stakeholders, how resources are allocated and how outcomes are achieved.

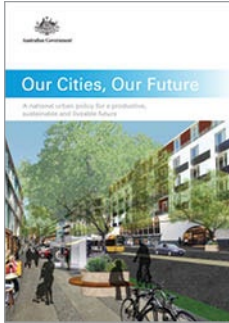
While there are many tools and strategies available to the managers of our cities, it must be backed by sound and decisive governance to allow cities to become more productive, sustainable and liveable.

This chapter provides updates on changes that have occurred since the 2011 report, and highlights progress on the Commonwealth's implementation of the National Urban Policy and the Council of Australian Governments cities agenda.

### Key findings

- Implementation of the National Urban Policy is well underway as summarised in Appendix B.
- The Council of Australian Governments (COAG) Reform Council provided COAG with its *Review of capital city strategic planning systems* in December 2011 and the report was publicly released in April 2012. It found that while jurisdictions made considerable efforts to improve their strategic planning systems, no jurisdiction was found to be wholly consistent with the nine nationally agreed criteria. It highlighted the need for ongoing targeted and agreed intergovernmental co-operation on cities issues to help all levels of government get effective strategic planning systems in place.
- In its response to the report, COAG agreed to continued intergovernmental collaboration and that further work on cities would be taken forward by the COAG Standing Council on Transport and Infrastructure (SCOTI).
- The 2012–2013 Federal Budget was accompanied by a framework for the second phase of the Nation Building Program (NB2) which will run from 2014 to 2019 and help deliver on the goals and objectives of the National Urban Policy.
- An Infrastructure Finance and Funding Reform report prepared by the Infrastructure and Finance Working Group was released in June 2012. It stressed the importance of improved planning, a deeper pipeline of projects and funding reform.
- In June 2012 the Productivity Commission released the first national study of the regulatory role of local government. Its key message from the study is that implementing and enforcing state laws, rather than local laws, is dominating regulatory workloads of local government.

## 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 contains a set of initiatives for achieving the 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 across portfolios over the short, medium and long term. A report on the progress of these initiatives is included in Appendix B.

## COAG Cities Agenda

### COAG Reform Council *Review of capital city strategic planning systems*

After a request by Coalition of Australian Governments (COAG) in December 2009, the COAG Reform Council (CRC) undertook a comprehensive review of State and Territory capital city strategic planning systems based on nine agreed criteria (see Table 6-1). Following extensive consultations with each jurisdiction the CRC, assisted by an Expert Advisory Panel reported to COAG in December 2011 and publicly released the final report on 2 April 2012.

The CRC report found that all jurisdictions had made considerable effort to participate in the review process and improve their strategic planning systems. The report also found that in dealing with the future of their cities jurisdictions shared a number of common goals, issues and challenges. For example, all jurisdictions were focussed on improving integration both within and between governments.

The report suggests three key areas for further development:

- Improving freight transport and intermodal networks to support forecast port and airport capacity and growth in the freight task.
- Putting more emphasis on public transport to combat congestion and address social inclusion by integrating transport planning with land use decisions.
- Improving project and cost-benefit analysis frameworks so they take better account of externalities and do not unduly discount future benefits.

It was found that nationally significant policy issues including demographic change, housing affordability and social inclusion (Criterion 4, see Table 6-1), presented shared challenges for all governments, albeit requiring different policy responses for each city's differing circumstances.

While no jurisdiction was found to be wholly consistent with the nine nationally agreed criteria, the report applied four ratings rather than simply 'consistent' or 'not consistent', to indicate the level of need for further improvements to the way jurisdictions plan and invest in capital cities. Thus the report highlights possible future areas of focus for all jurisdictions and provides useful information for governments to consider when developing future reform initiatives within their jurisdiction.

The CRC report clearly noted that the findings reflected the status of strategic planning systems during the review period only and that they could not be used as an indicator of the future performance of a strategic planning system. Given the different nature of the circumstances facing individual capital cities, the report should not be used to compare jurisdictions.

The CRC also found examples of best practice consistent with the national criteria and encouraged governments to continue to share such examples to support ongoing national improvement.

*Adelaide.*



Table 6-1 Findings of the COAG Reform Council Review of capital city strategic planning systems

Criterion	Sydney	Melbourne	South East Queensland	Perth	Adelaide	Hobart	Canberra	Darwin
1. Integration	Partially consistent – reform pending	Partially consistent	Largely consistent	Largely consistent	Consistent	Partially consistent – reform pending	Largely consistent	Partially consistent – reform pending
2. Hierarchy of plans	Partially consistent	Partially consistent	Consistent	Consistent	Consistent	Partially consistent – reform pending	Consistent	Largely consistent
3. Nationally-significant economic infrastructure	Partially consistent	Partially consistent	Largely consistent	Largely consistent	Consistent	Largely consistent	Consistent	Largely consistent
4. Nationally-significant policy issues	Largely consistent	Partially consistent	Largely consistent	Partially consistent	Largely consistent	Partially consistent	Largely consistent	Partially consistent
5. Capital city networks and regional, domestic and international connections	Largely consistent	Largely consistent	Consistent	Partially consistent	Consistent	Consistent	Consistent	Consistent
6. Planning for future growth	Consistent	Largely consistent	Consistent	Partially consistent – reform pending	Consistent	Partially consistent – reform pending	Consistent	Largely consistent
7. Investment and priorities frameworks	Partially consistent	Partially consistent	Partially consistent	Partially consistent	Largely consistent	Partially consistent	Partially consistent	Partially consistent
8. Urban design and architecture	Largely consistent	Largely consistent	Partially consistent	Partially consistent	Consistent	Partially consistent – reform pending	Largely consistent	Partially consistent

Continued

Criterion	Sydney	Melbourne	South East Queensland	Perth	Adelaide	Hobart	Canberra	Darwin
9. a) accountabilities, timetables and appropriate performance measures	Not consistent – reform pending	Not consistent	Partially consistent	Partially consistent	Consistent	Partially consistent – reform pending	Partially consistent	Partially consistent – reform pending
b) intergovernmental co-ordination	Partially consistent	Largely consistent	Consistent	Partially consistent	Consistent	Largely consistent	Largely consistent	Largely consistent
c) evaluation and review cycles	Partially consistent	Partially consistent	Consistent	Partially consistent – reform pending	Consistent	Not consistent – reform pending	Largely consistent	Partially consistent
d) consultation and engagement	Partially consistent	Partially consistent	Partially consistent	Partially consistent	Consistent	Partially consistent	Consistent	Largely consistent

<b>Consistent</b>	The self-assessment indicated consistency of the strategic planning system with key attributes of the criterion and this was supported by a strong rationale and evidence.
<b>Largely consistent</b>	Most key attributes of consistency with the criterion were shown in the self-assessment and were supported by evidence. One or two relatively minor attributes were not clearly indicated or not fully explained, with the council confident that a process is in place to develop the missing attribute.
<b>Partially consistent</b>	Most key attributes of consistency with the criterion were shown in the self-assessment and were supported by evidence. One or two more significant attributes were not clearly indicated or not fully explained.
<b>Not consistent</b>	Key attributes of consistency were not shown in the self-assessment but the system is substantially in transition to a new system that may be consistent.

## The role of the Commonwealth

The CRC did not formally review the Commonwealth against the national criteria. However, the CRC observed that Commonwealth policies are important to the future of capital cities and have considerable impact on strategic planning systems. In particular, the report recognised the Commonwealth's heightened engagement in urban issues through the release of the National Urban Policy in May 2011.

It highlighted the need for targeted and agreed intergovernmental co-operation to help all levels of government build better strategic planning systems.

It was further noted that the Commonwealth should guide nationally significant policy issues that have an impact on State and Territory strategic planning systems. There is also a role for the Commonwealth in supporting national data collection to help improve the knowledge gap in cities research. In addition, an ongoing dialogue about future challenges facing cities and best-practice knowledge sharing would support continuous national improvement in city strategic planning.

## Response from COAG

COAG considered the CRC report at its meeting of 13 April 2012. The *Communiqué* from the meeting stated that the effective organisation and planning of cities is vital for sustainable growth, increased productivity and wellbeing. It also noted the continuing commitment of each government to improving the administration and planning for sustainable cities.

COAG agreed to continue intergovernmental collaboration and that further work on cities would be taken forward by the COAG Standing Council on Transport and Infrastructure (SCOTI).

*Geelong waterfront.*

Image courtesy of City of Geelong





## 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.

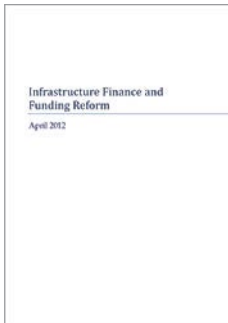
The second phase of the Nation Building Program (NB2) is due to commence from 1 July 2014 and will run for five years through to 30 June 2019.

The broad framework for NB2 was announced in the context of the 2012–13 Federal Budget. The overarching objective of NB2 is to 'lift Australia's productivity through nationally significant land transport infrastructure'. The structure of the program is outlined in Figure 6-1. The program will be an important mechanism to further deliver on the goals and objectives of the National Urban Policy.

Figure 6-1 Framework for the Nation Building 2 Program

Moving Freight		
To support economic growth through efficient and connecting freight networks		
<b>Interstate Freight</b> To enhance productivity of freight networks across the country	<b>Local Freight</b> To improve freight connections within cities and regions and improve access to ports	<b>Heavy Vehicle and Rail Freight Productivity</b> To improve efficiency and capacity of supply chains
Connecting People		
To encourage reliable and efficient land transport to connect people across the nation		
<b>Connecting Cities</b> To improve connectivity between cities and major productivity centres	<b>Urban Living</b> To enhance urban liveability and access to essential services	<b>Pinch Points</b> To increase capacity and efficiency and reduce congestion in urban areas
Safety		
To improve the safety and sustainability of our national road and rail networks		
<b>Black Spot</b> To reduce the social and economic cost of crashes	<b>Roads to Recovery</b> To repair and upgrade local roads to improve safety and access to services in communities	<b>Network Regeneration</b> To upgrade, improve and maintain national road and rail networks
Innovation		
To enhance, plan for and develop current and future land transport networks		
<b>Smart Infrastructure</b> To optimise the use of urban land transport infrastructure through the provision of intelligent transport systems	<b>Planning and Research</b> To research and plan for the development of the future land transport network	<b>Evaluation and Compliance</b> To ensure program objectives are met and value for money is achieved

## Infrastructure Finance Working Group Paper – Infrastructure Finance and Funding Reform



Over the six years to 2013–14, the Australian Government committed \$36 billion to Australia's transport infrastructure under the Nation Building Program. However, with our major cities experiencing the pressures of population growth and increasing urbanisation, our future infrastructure needs are significant.

In June 2012, the Government released the report of the Infrastructure Finance Working Group (IFWG) titled *Infrastructure Finance and Funding Reform*. The IFWG was asked to find ways of improving the capacity of governments and the private sector to invest in infrastructure projects.

The paper discusses the need for productive infrastructure to be seen as 'an investment in our future, rather than a cost' because it contributes to wealth generation, quality of life and curbing congestion.

The IFWG calls for a three-pronged approach:

- major reform of infrastructure funding
- improved infrastructure planning to endow a deeper pipeline of projects giving industry certainty
- steps to develop more flexible, efficient markets to attract private investment.

The report concludes that governments can begin clearing the backlog of infrastructure investment by reforming their funding capacities through the increased use of measures such as user pays infrastructure and recycling capital from brownfield assets.

The monetisation of brownfield assets was explored in some detail as a potential option for freeing up substantial capital for state and territory governments while providing an attractive private sector investment. A longer-term infrastructure investment strategy across all jurisdictions was advocated, with reductions in procurement costs and a deeper, more competitive capital market to attract investment, particularly from superannuation firms.

Related issues identified by the IFWG were:

- Better long-term planning of infrastructure to identify a pipeline of priority infrastructure projects. In part this has been achieved by the launch in May 2012 of the *National Infrastructure Construction Schedule* (NICS) which was developed by the Department of Infrastructure and Transport in collaboration with the states, territories and local governments
- There is a need for more flexible government funding assistance to help project proponents during the start-up phase
- Government structural reforms at the project level could be used to encourage private sector funding. This could involve taking a more flexible approach in mitigating project risk through to more efficient bid processes.



## Productivity Commission – Role of local government as regulator



In June 2012 the Productivity Commission released its study of the regulatory role of local government. The study had a particular focus on those local government responsibilities which affect business costs.

Good local government is integral to the performance of our major cities. Local government is not only responsible for development and planning approvals, it also provides a vast range of health, environment and community services. Local government also provides the opportunity for citizens to be directly engaged in the process of governing their cities.

The Productivity Commission's study notes that the Commonwealth and state and territory governments are increasingly recognising the potential of using local government to achieve their policy objectives at the local level. This is borne out by the growth in compliance, monitoring and enforcement activities local governments carry out on behalf of state and territory governments. However, the key message from the study is that this is dominating regulatory workloads of local government.

Burdens on business arise from delays, information requirements, restrictions on approvals, fees and penalties. Local governments can also prevent a business from operating or realising opportunities. Building, planning and land-use regulations impose the largest burdens on business.

The study notes that there has been significant growth in the regulatory responsibilities of local government and that many of these responsibilities have been delegated by state and territory governments. It was further noted that over the last 25 years, local government legislation has changed, with the exception of NSW, to provide local governments with greater autonomy, flexibility and discretion to implement policy for their local communities, while being subject to greater public accountability.

This has led to local governments being caught in a tug-of-war between strongly expressed local preferences and the management of tasks delegated to them by their state governments.

Managing responsibilities delegated by state and territory governments to local government has been made more difficult in many cases through:

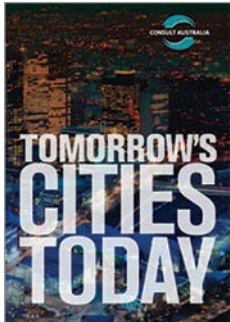
- Insufficient consideration of local governments' capacity to administer and enforce regulation before a new regulatory role is delegated to them
- Limited guidance and training on how to administer and enforce regulations
- No clear indication and ranking of state regulatory priorities.

With regards to the Commonwealth's role, the Australian Constitution provides very limited capacity for the Commonwealth Parliament to make laws with respect to local government. However, the Commonwealth can influence the regulatory responsibilities of local government and the way they are implemented via national frameworks or intergovernmental agreements.

Some of these national frameworks and intergovernmental agreements are competition policy, environment, water, coastal management, transport, food safety, building and plumbing codes, road rules, heavy vehicles, inter-governmental relations on local government matters, and the National Partnership Agreement to Deliver a Seamless National Economy.

## Stakeholder reports on cities

### Tomorrow's Cities Today



*Tomorrow's Cities Today* was released by Consult Australia in December 2011. Consult Australia is an industry association for professional services firms within the built and natural environment.

Consult Australia welcomed the work undertaken by the Australian Government and COAG in shifting the issue of cities from local and state interests to a debate of national importance. The report contends that it is now time to build on the broad framework of the National Urban Policy and outlines sixteen recommendations for governments at all levels to deliver more productive, sustainable, liveable and better governed cities.

*Tomorrow's Cities Today* observes that bold leadership is required to foster greater consistency and alignment across the policy and planning initiatives affecting our built environment. It notes that strategic criteria-based planning for capital cities must be introduced so that 'success' can be measured. Moreover a long term approach to the prioritisation of infrastructure delivery is essential at all levels of government. The report argues that this will not be achieved without a sustainable funding stream.

The report recognises that local government performs a vital role in Australia's system of governance delivering an increasing range of services across portfolios through its ability to rapidly deploy funds for new infrastructure and community needs.

The report also urges governments to pay closer attention to the impact that the built environment (encompassing active and public transport infrastructure) can have in combatting social disadvantage and in managing the ageing population. It urges that the built environment be included in the Australian Government's Social Inclusion Agenda.

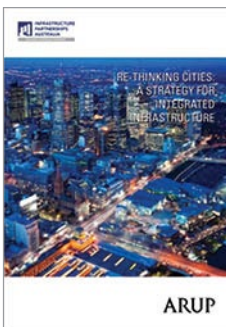
Recommendations in *Tomorrow's Cities Today* for harnessing and achieving good governance include:

- That COAG agree that all jurisdictions have in place plans in the near term that meet the COAG criteria for future strategic planning for all cities with populations over 100,000 or that are likely to reach 100,000 by 2050
- That all governments link future infrastructure funding decisions towards helping cities meet these criteria
- That cities should undergo reviews against these criteria which will be integrated into annual reporting and audits of performance
- That a Productivity Commission review of what constitutes best-practice in local government should be conducted across Australia's major cities, with reference to a city's

ability to reach the goals of the National Urban Policy, the Sustainable Population Strategy and those set out in the COAG objectives

- That the outcomes of this review should be incorporated into a revised COAG Cities Criteria and explicitly linked to Commonwealth funding agreements
- The formation of a bi-partisan Public Infrastructure Investment Strategy with which to determine the merits of (possibly debt-leveraged) government investment in infrastructure projects
- The application of broader cost-benefit analyses that capture the wider, longer-term economic and social benefits associated with public investment in infrastructure
- Committing to undertaking pilot studies of new road pricing mechanisms including road-user charges.

## Rethinking Cities: A strategy for integrated infrastructure



*Rethinking Cities: A strategy for integrated infrastructure* was released by Infrastructure Partnerships Australia (IPA) in July 2012.

IPA is a peak infrastructure body with membership drawn from both the private and public sectors.

*Rethinking Cities* outlines the importance of infrastructure to Australia's cities and to national productivity. It concludes that there are significant challenges facing infrastructure provision in Australia and a failure to deal with them will seriously compromise our global competitiveness.

The report focuses on four key infrastructure areas – energy, water, waste and transport – and outlines an agenda for addressing these areas to realise productivity and liveability gains, and meet sustainability outcomes.

The report presents five key recommendations:

- Governments should build on the current cities agenda by encouraging further governance reforms that achieve 'seamless' integration between jurisdictions on land-use, development assessment and infrastructure planning. To this end it is recommended that all jurisdictions bring planning and transport functions under a single agency. Moreover, there should be increased collaborations between jurisdictions
- Jurisdictions should be regularly assessed against transparent and measurable benchmarks. Benchmarks should be aimed both at sectors (i.e. transport, water, electricity, waste) and citywide (i.e. liveability, sustainability)
- In responding to the need for more water, waste, energy and transport infrastructure, jurisdictions should consider pricing models, such as time of day tolling and electricity smart meters as a way to manage demand
- All jurisdictions must bring greater contestability/competition to the supply and management of infrastructure
- All jurisdictions must ensure a streamlined, transparent and innovative procurement framework.

## Metropolitan planning and governance in states and territories

### New South Wales



New South Wales 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, represents 10 councils across Western Sydney.

A system of sub-regional strategies, 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 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 is soon to occur through the *Metropolitan Strategy for Sydney* and *NSW Long Term Transport Master Plan* (both documents are currently being prepared). 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.

While local government has principal responsibility for initiating local land-use policy changes and determining development applications, the State government reserves the power to endorse or reject local land-use plans and to call in proposals for the planning minister's assessment and determination.

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 co-ordination of associated infrastructure in metropolitan Sydney and the Central Coast.

*NSW 2021* 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 State government will soon finalise 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 New South Wales has presented its independent report to the Government for consideration

and, once finalised, the agreed infrastructure priorities will be aligned with other metropolitan and regional strategic objectives.

The New South Wales planning system is currently under review; a Green Paper outlines the key focus of the reforms with a White Paper to follow soon. Reforms proposed 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.

## 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.

The current metropolitan strategy, the *Metropolitan Plan for Sydney*, was released in 2010 after a comprehensive review of the 2005 strategy. A new Metropolitan Strategy is currently being prepared to align with *NSW 2021* as well as new transport and infrastructure priorities.

The *NSW Long Term Transport Master Plan* is a comprehensive and integrated strategy for all modes of transport across New South Wales and is now being finalised. It will address the key challenges of population growth, job creation and the need for a freight and public transport network that maximises benefits to the economy. It will align with strategic land use planning in the State, in particular the new Metropolitan Strategy for Sydney.

These plans aim to carefully manage the expansion of residential and commercial development across Sydney and New South Wales to ensure cities, towns, suburbs and neighbourhoods retain their amenity and liveability.

A key aspect of planning in New South Wales is the active development of the transport system in a way that supports the hierarchy of metropolitan, strategic and regional centres.

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.

These and other Regional Strategies are key policy documents scheduled to be reviewed every five years. A current systematic review is underway.

Following completion of the *NSW Long Term Transport Master Plan*, work will begin 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.

New South Wales 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.

## 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 in planning across the state. Decision-making at the State or city level provides for the strategic planning framework, long-term directions, high level investment strategies and co-ordination 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 infrastructure and other services. During the 1990s, structural reforms were undertaken in Victoria to make local government and urban planning and development frameworks more responsive to changing market and community needs. This included reducing the number of councils from 219 to 79 to achieve better economies of scale. 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 infrastructure planning for growth areas in the metropolitan region. The GAA has the role of developing whole-of-government policy positions in the growth areas of Casey-Cardinia, Hume, Melton-Caroline Springs, Whittlesea and Wyndham. The authority works with local councils to facilitate land development.

Strong population growth in provincial Victoria is set to continue. It is mostly concentrated around regional cities, coastal areas and places within commuting distance of Melbourne. As a result, strategic planning for Melbourne has been complemented by a State-wide blueprint to accommodate population growth in provincial Victoria.

*Victoria in Future* (VIF) contains official government projections for 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 planning. It 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 enjoyed 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. 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.

In 2002 the Victorian Government released *Melbourne 2030 – planning for sustainable growth* as a whole-of-government endorsed strategic planning framework for metropolitan Melbourne and its relationship with regional Victoria.

The Victorian Government has established an Urban Growth Boundary to set limits on metropolitan Melbourne's outward growth that can only be altered by Parliament. This boundary was expanded following the release of the *Melbourne @ 5 million* plan to accommodate faster than expected population growth. This strategy was developed in conjunction with the *Victorian Transport Plan* (VTP) which integrates new commitments for public and private transport, long term land supply for employment and residential growth, as well as implementing a strategic approach to managing environmental impacts.

Regional growth plans are being developed to provide broad direction for land use and development across regional Victoria and key regional centres. Eight regional growth plans will generally be completed by late 2013. They include the regional major city of Geelong through the G21 – Geelong Region Alliance.

A new metropolitan planning strategy is being prepared to ensure the valued aspects of Melbourne are protected while allowing for future needs. The strategy will include links with the 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. A Ministerial Advisory Committee has been established to guide the development of the metropolitan planning strategy. The Ministerial Advisory Committee with the Department of Planning and Community Development has developed nine strategic principles to guide the preparation of the strategy.

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. The policy frameworks call for development proposals to be assessed against policy objectives. The planning system is supported by performance monitoring and 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 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 belong to 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. 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 State planning policies.

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

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.

The Queensland Government is currently preparing a single State planning policy that will consolidate the State interests currently articulated in state planning policies and incorporate newly identified interests. This single State planning policy will provide strategic policy and principles to guide planning 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 State Planning Policies.

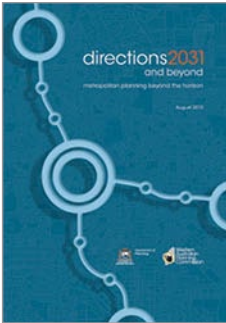
State planning policies deal with particular issues and can apply across the State or in a specified area. Once it is made, the single State planning policy will set out the State's position across all matters of State interest. Regional plans show the Queensland Government's broad intent for development 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.

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 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 local-level planning, while the Brisbane City Plan 2000 directs all building and development in the Brisbane City Council area. This plan is under review by Brisbane City Council with anticipated completion in 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) is used to prepare and amend State planning policies (SPPs), region schemes, local planning schemes, subdivision and development control, and a State planning strategy, to coordinate and promote 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. It also provides a range of strategies and actions which support these principles. An example is *Directions 2031* which aims to guide planning and infrastructure provision to a growing population 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.

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.

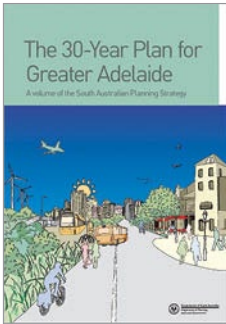
The UGM is produced as part of the Urban Development Program (UDP) which monitors and coordinates land supply, development and infrastructure to deliver a more effective use of land, better staging of development and prioritisation of infrastructure spending. The program includes a series of annual publications 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* provides 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.

Metropolitan planning is supported by the Western Australian Land Availability Working Group, chaired by the Director-General of the Department of the Premier and Cabinet, and comprising the Directors General of relevant agencies. This group reports to the Ministerial Taskforce on Approvals, Development and Sustainability, a sub-committee of Cabinet, and is responsible for initiating, appraising and overseeing initiatives and approaches aimed at improving land availability, housing supply and infrastructure provision. This allows for whole-of-government consideration of planning issues and the ability to report issues and initiatives directly to elected decision makers.

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. They are the Department of Planning, LandCorp, the Office of Strategic Projects and the Metropolitan Redevelopment Authority which commenced operation on 1 January 2012. It replaces and combines the responsibilities of the former separate Armadale, East Perth, Midland and Subiaco Redevelopment Authorities.

## South Australia



The South Australian Government initiated a series of machinery-of-government changes in late 2011 involving a whole-of-government approach to seven new strategic priorities which complement the targets of South Australia's Strategic Plan. Amongst these was the creation of a new department which integrates land use planning, transport and infrastructure functions. The Department of Planning, Transport and Infrastructure determines the South Australian planning policy framework which embodies the government's vision for future development through the *South Australian Planning Strategy* – an overarching suite of spatial plans covering each region of the state.

The State Government Planning Coordination Committee consists of senior government representatives. It co-ordinates state-significant planning and development matters with a focus upon a whole-of-government approach to deliver the *SA Planning Strategy*, by providing strategic policy advice to Chief Executives and/or Ministers and Cabinet, signing-off on agreed advice, including but not limited to, draft Structure Plans.

The *SA Planning Strategy* contains a series of strategic land use plans prepared for each region of the state. They represent a whole-of-government approach to the future development of each region, promoting social, economic and environmental outcomes tailored to the unique characteristics of each region. The *30-Year Plan for Greater Adelaide* was released in 2010.

Every five years, Strategic Directions Reports are prepared for local government areas. These set the agenda for amendments to local Development Plans – changes that are designed to align with the priorities outlined in the relevant volume of the Planning Strategy and with the standardised set of policies of the South Australian Planning Policy Library.

The Development Policy Advisory Committee is a body established under the Development Act to provide advice on a range of development matters, including advice to the Minister for Planning on amendments to the Development Act, regulations and local development plans and on other matters of state planning policy.

The Environment, Resources and Development Committee is a Standing Committee of the Parliament of South Australia and reviews planning policy matters of state significance before the Parliament.

The State Government collaborates with local governments on planning policy matters through regional organisations of councils established by the South Australian Local Government Association. These meet regularly with key representatives of state government agencies to maintain co-operation and promote the effective co-ordination of service delivery. Local governments determine development applications, with independent development assessment panels or where matters of increased complexity are considered the State government Development Assessment Commission.

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 which result from appeals to planning decisions issued by a planning authority. The ERD Court also provides for a less formal pre-trial conference model which has substantially reduced the number of appeals going to court.

## 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 a new urban form designed to cater for the medium to long term needs of the city and its surrounds in the context of changing environmental, economic and social needs. The *30-Year Plan* seeks to promote the following key planning directions for the future development of Greater Adelaide:

- The containment of urban sprawl through enabling higher density development within the existing urban area
- The creation of growth precincts including along existing transit corridors and through the identification of sites suitable for Transit-Oriented Developments
- Moving away from a model of land-use separation towards a model of mixed-use development in higher density growth precincts
- Planning for population growth of 560,000 people, the construction of 258,000 additional dwellings and for economic growth of \$128 billion
- Outlining where people will live, where jobs will be created and where future transport and other infrastructure will be located
- Seeking to protect the city's history, character and environmental heritage whilst managing risks and the potential effects of climate change.

The targets contained within the *30-Year Plan for Greater Adelaide* are monitored on an annual basis with significant reviews of all Planning Strategy Volumes every five years. During the review process, significant periods of public and agency consultation are undertaken – a statutory requirement in South Australia.

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.

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 have also undergone a structure planning process to plan for future infrastructure and development investment. These areas include both greenfield housing developments to the north of Adelaide as well as key brownfield development sites, transit corridors and the inner rim of the CBD.



## Tasmania



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

In 2007 the Tasmanian Government established the Regional Planning Initiative (RPI) and signed Memoranda of Understanding (MOUs) 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 to prepare:

- Regional land use strategies
- Regional planning scheme templates
- New council planning schemes consistent with the regional strategy and template.

Regional planning steering committees comprising local and State government representatives were established under the MOUs. The Government provided funding for the engagement of project teams and consultants to conduct the research, analysis, plan preparation and consultation prescribed in the MOUs.

The Government also initiated amendments to the Land Use Planning and Approvals Act 1993 authorising the Planning Minister to:

- Declare a region and a Regional Land Use Strategy (RLUS)
- Require councils to ensure their new schemes comply with the RLUS and be consistent with state-wide planning scheme template and planning provisions.

The amendments empower the Planning Minister to review and revise regional land use strategies.

In 2010, the Minister requested the recently created Tasmanian Planning Commission (TPC), to oversee the implementation of the RPI and the cooperative regional governance arrangements operating under the MOUs.

The three regions have produced their respective regional land use strategies. The regions have also produced draft regional model planning scheme templates.

Northern Tasmanian Councils have submitted draft interim planning schemes for review in accordance with the Northern RLUS, the state-wide and regional templates and other legislative requirements. The City of Launceston Interim Planning Scheme is the first northern region and Tasmanian interim scheme to be declared by the Minister.

Councils in the Cradle Coast and Southern regions are preparing new, consistent and contemporary planning schemes.

## Metropolitan Planning

The Planning Minister also requested the TPC to manage implementation of the COAG Capital Cities Agreement and COAG Reform Council's compliance process. A capital city steering committee of metropolitan council representatives from the southern planning steering 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 into the Southern RLUS and other economic development, infrastructure and service implementation plans and programs.

The Launceston City Council has also received Commonwealth funding and State assistance to undertake a similar exercise to produce a greater Launceston city plan. The final plan will be integrated into the Northern RLUS and other relevant implementation plans and programs.

The final element of the Regional Planning Initiative is to develop a city-region governance structure and system for ongoing regional and metropolitan planning. The TPC has produced a draft discussion paper on city-region governance principles, functions and options in consultation with representatives of the three regional steering committees and the capital city steering committee.

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 *Northern Territory Planning Act 2009*.

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

The Northern Territory Government is in the process of amending the *Planning Act 2009* to establish the Northern Territory Planning Commission which will have Territory-wide powers. The functions of the Commission will be to prepare integrated strategic land use and infrastructure plans at the regional, city, town and local levels, and to provide guidelines and assessment criteria for inclusion in the Northern Territory 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 also work with the Northern Territory government 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 continuing to develop 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 will be 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 will 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.

The Commonwealth Government maintains an interest in the overall planning of the National Capital to safeguard those 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 (deemed to be of national importance) including leased land administered by the Territory.

The ACT Government has both State and local government functions. It is responsible for the urban management of Canberra, including the provision of civil and community infrastructure, the protection of the environment and the administration and development of both rural and urban land. Planning policy advice is given to the ACT Government through the Environment and Sustainable Development Directorate, which, through the Chief Planning Executive, also has independent statutory approval powers for applications. The Minister for the Environment and Sustainable Development reserves ‘call-in’ powers for development applications under certain circumstances.

A Directors-General Land Supply Committee has been established to support the delivery of the Government’s land supply program and to oversee the co-ordination of infrastructure and environmental approvals. This Committee reports to the Urban Development Committee, a sub-committee of the ACT Cabinet. 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’s statutory planning document. Planning responsibility is divided between the Commonwealth and ACT Governments but urban management functions are almost solely the responsibility of the ACT. A variety of formal and informal processes is in place to coordinate and manage this division in Territory/Commonwealth interests.

There is no formal regional organisation of councils within the Territory given its sole jurisdiction. However, because of its proximity and close interrelationship, 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 in recognition of the significant inter-dependency 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.

## 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 reviewing 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 the 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 land use planning and urban form 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 provide a reference for the *Territory Plan*.

Weston, Canberra.

Image courtesy of Richard Longman



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