

A Discussion Paper about

Strategic Planning and Planning Schemes

OCTOBER 2002

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- A Discussion Paper About Strategic Planning and Planning Schemes
- Published by the Tasmanian State Government and Local Government Association of Tasmania

ISBN 0724662871

TABLE OF CONTENTS

SUMMARY

1.0	INTRODUCTION	1
1.1	Simplifying Planning Schemes Project	1
1.2	Process	1
2.0	ABOUT THIS DISCUSSION PAPER	2
2.1	Purpose	2
2.2	Focus	2
2.3	Terminology	2
2.4	Responding to the Discussion Paper	3
3.0	BACKGROUND	3
3.1	Strategic Planning	4
3.2	Planning Schemes and their Preparation	4
4.0	IMPROVING THE STRATEGIC BASIS FOR PLANNING SCHEMES	
4.1	Situation	6
4.2	Better Coordination and Integration of Information, Policies and Strategies	7
	4.2.1 Regional Integration and Coordination	7
	4.2.2 State Integration and Coordination	8
	4.2.3 Early Involvement of Stakeholders	8
4.3	Developing and Documenting the Strategic Basis for Planning Schemes	10
	4.3.1 A Common Approach to Developing and Documenting Strategies	11
	4.3.2 Legislative Parameters	12
	4.3.3 Constructing Links Between the Policy and Strategy Basis and Planning Scheme Controls	12
4.4	Keeping Planning Schemes and their Strategic Basis 'In Sync'	14
	4.4.1 Review Rather Than Replace	14

APPENDICES

Appendix 1	Policy and Strategy Context in Tasmania	17
Appendix 2	Resource Management and Planning System Legislation	21
Appendix 3	Statutory Process for Preparing a Planning Scheme	22
Appendix 4	Planning Systems in other States	23
Appendix 5	Relevant Legislation	27

REFERENCES	31
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SUMMARY

The planning scheme must have a strategic basis or it has little meaning or rationale. The present arrangements for preparing planning schemes highlight three main issues:

- a need for better integration and coordination of relevant information, policies and strategies in a way that assists the preparation of planning schemes;
- a need for supporting information explaining the planning scheme's strategic basis; and
- a need to maintain consistency between the changing strategic setting of the planning scheme and its controls.

There is presently a 'gap' in the structure of the system resulting from State Policies taking a long time to prepare and not providing a suitable vehicle to bring together all the matters relevant to the preparation of a planning scheme.

Information, policy and strategies could be better integrated and coordinated in a number of ways, including:

- at a regional scale; or
- at the State level; and
- by improving processes to engage stakeholders.

If the strategic basis for the planning scheme is well developed, then the preparation of the planning scheme will be straightforward. The strategic basis could also be documented in a way that assists the assessment of a new planning scheme.

The process for preparing planning schemes has broad requirements and few steps. Each Council currently develops and documents the strategic basis in a different way. This part of the process could be made easier for Councils, the Resource Planning and Development Commission and community if the legislative parameters were better understood or clarified. This could include:

- clarifying the relationship between Council strategic plans and planning schemes; and
- constructing links between the policy and strategy basis and the planning scheme controls.

All stakeholders invest heavily in preparing a new planning scheme and every attempt should be made to make sure that is kept up-to-date. This could be done by ensuring that regular review of the strategic basis underpins amendments to the planning scheme. This would keep the strategic basis 'in sync' with the planning scheme and take the pressure off the major review and replacement of planning schemes that currently occurs.

There is a wide range of options for responding to the issues. The purpose of this discussion paper is not to weigh up particular options but rather to consider the situation and general direction any reforms should take. This will help focus the development of options.

Comments are being sought on this discussion paper. Questions have been posed and ideas are given to illustrate the range of measures that could result from choosing different responses. These are presented to stimulate feedback.

There will be more opportunities for input as the process progresses.



1.0 INTRODUCTION

1.1 Simplifying Planning Schemes Project

The Simplifying Planning Schemes project was initiated by the Premier's Local Government Council (PLGC) through a State-wide Partnership agreement in October 2000.

Phase 1 of the project aimed to make planning schemes more consistent across the State by developing some common elements to be included in all planning schemes. The Common Key Elements Template was the main output from Phase 1. The Resource Planning and Development Commission is currently assessing a new planning directive that gives effect to the Template.

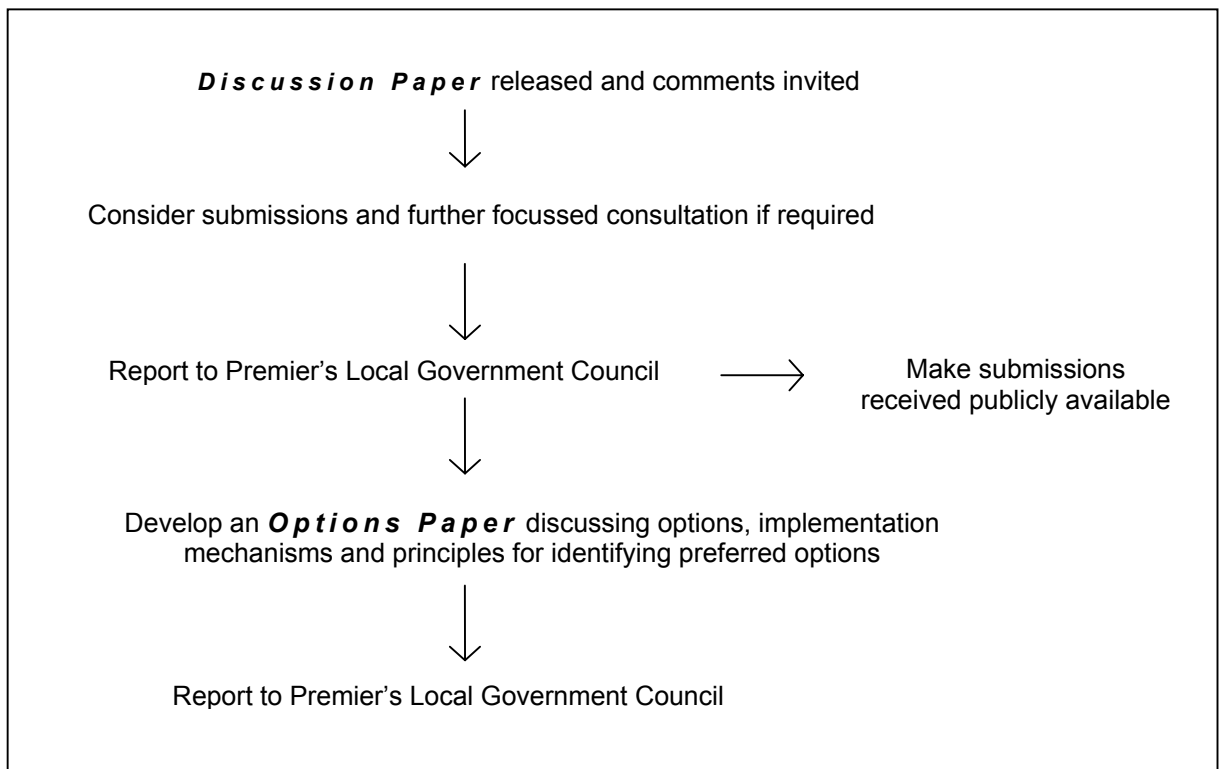
In February 2002, the PLGC agreed to Phase 2 of the project. Phase 2 continues the theme of planning scheme reform and includes the following components:

1. Building on the Common Key Elements Template developed in Phase 1;
2. Facilitating the development of standard schedules; and
3. Developing a framework for strategic planning underpinning planning schemes.

This discussion paper addresses only the third component – strategic planning underpinning planning schemes.

1.2 Process

Figure 1. Process - Strategic Planning and Planning Schemes





There are a number of opportunities to provide input to this part of the project.

Initially, comments are sought on this discussion paper. If necessary, further consultation will follow before developing another paper that sets out a range of options, implementation mechanisms and the principles for identifying preferred options. The second paper will then be released for comment.

Figure 1 above, sets out the main steps in the process.

2.0 ABOUT THIS DISCUSSION PAPER

2.1 Purpose

This discussion paper has been prepared to canvas ways of improving the strategic planning that underpins planning schemes.

It provides an overview of strategic planning generally and the Tasmanian context within which strategic planning and planning scheme preparation occur.

This discussion paper describes the current situation and the issues it presents. It examines how to respond to the current situation by posing a series of questions. Ideas are given to illustrate the range of measures that could result from choosing different responses. These are not intended as options and are illustrative only.

The purpose of this discussion paper is to stimulate feedback to help clarify the main issues and general approaches for response. In other words: What is the problem? and How can we move forward?

An options paper will follow which will set out the main options, including the potential range of implementation mechanisms and any principles that need to be considered in identifying preferred options.

2.2 Focus

Strategic planning is a widely used concept and can be applied in many different contexts. The Simplifying Planning Schemes Project focuses on the strategies that are developed in the preparation of planning schemes. These provide direction on land use allocation, planning for infrastructure and aspects of land use and development generally.

Terms to describe these strategies include 'land use strategy', 'strategic land use plan', 'future directions statement', and so on. The Council strategic plan required under legislation to be prepared by all Councils is a separate but related document.

2.3 Terminology

The terms 'policy' and 'strategy' have been used together throughout this paper. They refer to a wide range of policy and strategy documents relevant to the preparation of planning schemes. For the purpose of this discussion paper it is not important to distinguish between policies and strategies.

In this paper, the term State agencies includes government business enterprises.



2.4 Responding to the Discussion Paper

The discussion paper will be released for broad comment over a five week period, during which time written submissions can be made.

For more information on the discussion paper you can contact:

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The closing date for submissions is 9 December 2002. Submissions may be emailed to planningschemes@dpiwe.tas.gov.au or posted to:

Simplifying Planning Schemes Project

GPO Box 44

HOBART 7000

Submissions will be public documents (unless otherwise claimed) and will be made publicly available on the project web site.

3.0 BACKGROUND

3.1 Strategic planning

“Strategic planning is a continuous and systematic process where people make decisions about intended outcomes, how outcomes are to be accomplished, and how success is to be measured and evaluated.” (Blackerby, 1994, cited in Austrroads, *Principles for Strategic Planning*, 1998)

Strategic planning is applied in many contexts. It provides a way of involving all tiers of government with industry, business and community in the expression of long term future directions in a way that integrates economic, social and environmental interests.

This makes strategic planning fundamental to furthering sustainable development which has increasingly become the focus of the planning agenda internationally, nationally and at the state and local levels.

The benefits of using strategic planning to identify future directions include:

- reducing the risk of ad hoc decision making;
- resolving potential conflicts at the plan making stage;



- being pro active;
- supporting transparent and accountable decision making; and
- making better decisions about funding and resource allocation.

There are many ways to do strategic planning. Good strategic planning is characterised by:

- a systematic approach – thorough analysis of the circumstances, issues and options;
- a focus on outcomes – rather than simply outputs;
- an inclusive process – involving all stakeholders;
- an iterative process – frequent review and monitoring allowing the adaptation of strategy on the basis of new knowledge;
- a long term approach – which sets the context;
- an overarching and integrated perspective; and
- a sequential approach in which the strategy precedes the development of implementation mechanisms and programs.

Tasmania *Together* is an example of a contemporary strategic planning process in operation at the State level. At the local level, Council strategic plans are examples of strategic planning that enables social, economic and environmental interests to be integrated to inform the future actions of Councils.

3.2 Planning schemes and their preparation

Planning schemes are regulatory instruments. They set out the requirements that apply to new land use and development. Planning schemes do not affect existing land use and development and they can not make a new development happen.

They are legally binding instruments that are prepared and administered by Councils. The process of developing a planning scheme is a lengthy one and it is common for it to take two years or longer to introduce a new (or draft) planning scheme.

There is a statutory process for assessing a new planning scheme (see Appendix 3) but no specific requirements for the development of its strategic base. Most Councils develop their planning strategy in a way that suits their resources and local circumstances. This is usually documented and provided in support of the new planning scheme to assist both its assessment by the Resource Planning and Development Commission (the Commission) and the community's understanding.

Preparing a planning scheme includes some concept of where and in what state things should be in the future. This requires considering a broad range of information, policies and strategies. Figure 2 gives an indication of the breadth of matters that may be relevant to a planning scheme.

Planning schemes have been the key (and sometimes only) planning tool for providing a vision for future development at the local level. Since the concept of sustainability has been embraced, strategic planning occurs more widely and the Council strategic planning process is now the recognised process for identifying a vision or future at the local level.



There is a legislative requirement for planning schemes to further sustainable development and they are important to the delivery of sustainable development at the local level.

Figure 2 Policy and strategy context for planning schemes





4.0 IMPROVING THE STRATEGIC BASIS FOR PLANNING SCHEMES

4.1 Situation

A planning scheme must have a strategic basis or it has little rationale or meaning.

There is a complex array of information, policy and strategy at all levels of government that is relevant to the development of a strategy for a planning scheme. Councils usually synthesise this, together with any local area study, into a strategy that forms the basis for the planning scheme.

There is no systematic way or mechanism to draw together the array of relevant information, policies and strategies, particularly at the State government level. This can sometimes result in Councils second-guessing State agency requirements and the strategic analysis being based on out-of-date or inadequate data.

The way each Council approaches the strategy also differs from Council to Council so that the purpose, methodology and content is revisited each time the planning scheme is reviewed and a new strategy prepared.

Once the planning scheme is prepared and is submitted to the Commission it is often difficult to determine whether the legislative requirements have been met. The legislation is expressed in broad terms and anticipates:

- the planning scheme being part of an overall system of planning instruments; and
- clear supporting information that sets out the strategic basis for the planning scheme.

In their absence, the Commission must use a greater degree of judgement in its assessment, making it more difficult to maintain a consistent approach across all the planning schemes it assesses.

It can also be difficult to clearly identify the linkages between the strategic basis for the planning scheme and the planning scheme controls.

If the new planning scheme has not been well prepared, State agencies and other stakeholders must rely on the formal hearing and approval process to influence it. This can result in:

- significant time and cost delays, particularly if parts of the planning scheme need to be revisited; and
- the Commission having a greater role in shaping the planning scheme.

After a planning scheme is approved, it is maintained by making amendments. Often these arise from particular development pressures and are made without a broad review of the strategic implications. The comprehensive review of planning schemes tends to be infrequent and is not required under the legislation. It usually results in the preparation of a new, rather than revised, planning scheme strategy.

This situation presents an opportunity to improve the quality and consistency of strategic planning for planning schemes. This can improve the delivery of broad planning system outcomes, as well as influencing on-the-ground planning outcomes.

Three key issues arise as a result of the situation described above:



- the need for better integration and coordination of relevant information, policies and strategies in a way that assists the preparation of planning schemes;
- the need for supporting information explaining the planning scheme's strategic basis; and
- the need to maintain consistency between the changing strategic basis of the planning scheme and the planning scheme controls.

These issues are discussed in the following sections.

4.2 Better Integration and Coordination of Information, Policies and Strategies

Achieving a sensible level of integration and coordination is key to improving the strategic planning that supports planning schemes.

A system of planning instruments to underpin the planning process is envisaged in the legislation. In the mid 1990's a consultancy investigated how this might have been achieved. Although many of the resulting Budget Report recommendations were not implemented, it makes some useful observations about the Resource Management and Planning System generally and the planning system more specifically

It is significant that State Policies were intended to play a key role in ensuring State interests were represented in the planning system. Even at the time the Budget Report was prepared it was recognised that State Policies were taking a long time to prepare and that there were relevant matters that did not lend themselves to being addressed through State Policies.

This situation has been confirmed over time and resulting in a 'gap' in the structure of the system. While a power to issue planning directives was recently added, these were not envisaged to replace State Policies but to supplement them, providing a way of improving their implementation. The potential of planning directives is still emerging. Over time, they may become a catalyst for the implementation of those State agency strategies and policies that are relevant to planning schemes, such as through the issuing of standard schedule provisions.

4.2.1 Regional Integration and Coordination

In a number of other States, mechanisms have been introduced to ensure the integration and coordination of higher level policy and strategy in a way that is useful to planning scheme preparation.

Integrated regional planning is a feature of the Queensland, South Australian, New South Wales and Western Australian planning systems. Generally, the State planning agency has lead responsibility for regional planning although regional planning has broader implications for the delivery of whole-of-government policy. For example, 'Directions for Regional South Australia' relates directly to the whole-of-government policy document 'Directions for South Australia' which influences all State agencies and the State budget.



The regional level provides a useful scale for the context of individual planning schemes. It allows matters with regional implications to be better considered than if they were considered on a Council by Council basis, particularly infrastructure delivery and land allocation. It also allows the synthesis of wider or higher order policy and strategy to a more immediate scale. For example, higher order policies without specific geographic implications may be expressed geographically at a regional scale, greatly enhancing their usefulness for planning scheme preparation.

However, regional planning has had only limited application in Tasmania. While there are three regional organisations of Councils, none of these acts to integrate and coordinate State, regional and subregional matters. Regional and subregional policy or strategy is currently prepared on a sectoral or specific issue basis. For example, regional tourism strategies.

However, there is growing interest in a regional approach on a cooperative basis through regional Partnership Agreements between the State and Local Government. This may provide an opportunity for the delivery of regional-scale information, policy and strategy that assists the preparation of planning schemes.

4.2.2 State Integration and Coordination

In the absence of a regional 'layer' another approach is to formulate a robust State Government position to assist planning scheme preparation. In Victoria, where there is limited regional level of policy and strategy, the Victorian Planning Provisions include the specification of a State Planning Policy Framework. The State Planning Policy Framework performs the function of synthesising State policies and strategies down to a useable scale for planning schemes, and distils the State's interests in the planning system into a succinct series of thematic policies that are inserted in each planning scheme.

In Tasmania during the mid 1990's a compendium of State interests was prepared by the State Government and later a draft State Planning Policy Framework. Neither of these initiatives was implemented at a statutory level. If such an approach were to re-emerge, consideration may need to be given to:

- how new planning schemes would be influenced by it; and
- how to ensure a centralised body of information or requirements is kept up to date with relevant information, policies and strategies.

4.2.3 Early Involvement of Stakeholders

A further way of better integrating and coordinating interests in the process of planning scheme preparation is to include steps in the process to ensure early consultation with key stakeholders. This could occur using a range of mechanisms.

In Queensland, there is a statutory requirement for preliminary consultation that includes a 'Statement of Proposals'. This outlines the scope of issues to be covered in the planning scheme review and how it is intended to respond to them. It is provided to adjoining councils and is publicly notified.

In Tasmania, there was formerly a requirement for consultation with State agencies when preparing a planning scheme. This typically involved the (then) Commissioner for Town and Country Planning convening a reference group meeting to facilitate the



identification of State interests and appropriate contact officers. While this may not have been the most effective way of engaging State interests it:

- ensured that all State agencies were aware that a planning scheme was being prepared; and
- provided a ready way of ensuring the legislative requirement for consultation had been met.

While most Councils initiate contact with State agencies during the preparation of the planning scheme and there is usually informal consultation with the community, the extent of preliminary consultation varies considerably. This can result in a lack of certainty for stakeholders.

The approach in other States reveals that planning systems are structured to assist Councils with the organisation of higher level information, policy and strategy. They include mechanisms to present information, policy and strategy at the State, regional and sub-regional levels in a way that is planning-scheme friendly. Additional mechanisms can also ensure that stakeholders are consulted early in the process of preparing a planning scheme. This supports the integration and coordination of information, policy and strategy and allows issues to be explored before a new planning scheme is prepared.



Question

Does the system need a way of 'pre-packaging' relevant information, policies and strategies to make planning scheme preparation easier?

Ideas . . .

1. Develop regional policy frameworks through Partnerships between the State Government and regional groupings of Councils.
2. Establish protocols between State agencies to better coordinate the preparation of policy and strategy to minimise conflict when these are integrated at the local level, such as:
 - an inter-departmental committee for planning as a forum for discussion of planning matters that may impact on other agencies, and
 - a task force or committee that has representation from all levels of government to develop the strategic basis for each new planning scheme.
3. Prepare a State Planning Framework that specifically aims to provide a position on State interests to inform the strategy development for planning schemes.
4. Prepare a standard State section for inclusion in all planning schemes to address State planning issues.
5. Use Local Agenda 21 as a model for Council strategic planning to assist the integration and coordination of higher level information, policy and strategy at a local level.



Question

Would a requirement for preliminary consultation provide an effective way of getting stakeholders involved early in the process?

Ideas . . .

1. Introduce a requirement for preliminary consultation with stakeholders by:
 - requiring broad consultation on the scope of issues to be covered in the planning scheme preparation;
 - notifying State agencies, regional organisations, adjoining councils and the community of the intention to prepare a planning scheme;
 - requiring that State agencies provide input when a planning scheme is initiated;
 - inviting submissions on the issues to be covered in the planning scheme preparation; and
 - requiring that State and regional interests have been adequately considered before a new planning scheme can be publicly exhibited.

4.3 Developing and Documenting the Strategic Basis for Planning Schemes

While the preparation of a planning scheme follows a similar process as for any strategic planning exercise, Councils tailor the approach to suit their circumstances. The strategic basis for the planning scheme is usually documented and used to support the new planning scheme when it is taken through Council and later submitted to the Commission. This can contribute significantly to how readily the new planning scheme proceeds to approval.

The legislation gives only broad direction on what is required for the preparation of a planning scheme:

- there are few clearly defined steps; and
- the legislative requirements for a planning scheme are expressed broadly.

Beyond a requirement to advise the Commission when Council has resolved to prepare a planning scheme, there are no other steps until a new planning scheme is lodged for certification. It is then exhibited for comment. This means the planning scheme is substantially advanced before it may be identified that some matters have not been adequately considered in its preparation.

The legislation was amended in 1997 to ease this situation by including provision for the Commission to proceed with certification of the planning scheme subject to a notice of issues being dealt with. This limits the need to reject a planning scheme



outright at this advanced stage. However, it may have the affect of deferring more matters for resolution through the hearing process.

There are a number of requirements that the Commission must ‘tick-off’ as part of its certification of the new planning scheme. This can be difficult because the requirements are expressed in very broad terms. For example, there are requirements the new planning scheme ‘seek to further the objectives of Schedule 1 (of the Act)’ and ‘have regard to the use and development of the region as an entity’.

Well developed supporting documentation that sets out the strategic basis for the planning scheme is key to assisting this assessment, yet there is no explicit requirement for supporting documentation.

4.3.1 A Common Approach to Developing and Documenting Strategies

If the strategic basis for the planning scheme is well developed, then the preparation of the planning scheme will be straightforward. The strategic basis could be documented in a way that assists the assessment of the new planning scheme.

However, careful consideration of how this might be done is necessary to avoid increasing the time and cost of preparing a planning scheme. It is important to recognise that not all Councils have the same resources and this can significantly influence their approach.

For example, the extent to which existing strategies are used can vary. Some Councils have an ongoing program of strategic review examining specific themes such as heritage, open space, retail or industrial development. Where this work is current, it can be used at the time a planning scheme is prepared. Or alternatively, major review of the planning scheme is deferred indefinitely to a program of thematic review of parts of the planning scheme.

Similarly, Councils approach the vision or direction setting component of the process differently. Many Councils ‘recycle’ the vision established in their Council strategic plan but others may embark on community perception surveys or other means to establish a more specific vision for future land use and development.

Depending on the Council’s approach, the strategic basis for the planning scheme may come from a:

- land use strategy (that affects other activities of council and not just the planning scheme);
- sustainable development strategy (that looks more broadly at resource management issues);
- planning study (that is descriptive and analytical with less emphasis on policy and strategy formulation); and
- series of thematic strategies for the planning scheme (that collectively cover the range of issues);
- planning scheme strategy (that sets out the strategic basis specifically for the planning scheme).



There may be other approaches, or the Council may prepare its planning schemes without comprehensive documentation.

4.3.2 Legislative Parameters

Before ‘firming-up’ a position on what sort of strategic work should underpin the planning scheme, it is important to better understand broader policy and strategy context.

The legislation provides part of the picture. It requires planning schemes to:

- seek to further the Schedule 1 objectives;
- be prepared in accordance with State Policies; and
- have regard to the Council Strategic Plan.

The Schedule 1 objectives are broad but impart the central purpose of furthering sustainable development. The extent to which a new planning scheme furthers sustainable development will inevitably involve some judgement.

It has tended to be difficult to establish whether a new planning scheme is ‘in accordance’ with State Policies. This is partly due to the way State Policies are expressed. However, powers for the Commission to issue planning directives to assist the application of State Policies may make compliance with this requirement easier when any future State Policies take effect.

The relationship between Council Strategic Plans and planning schemes is not so clear. Because each Council has its own approach to the Strategic Plan, it is generally only practical to consider whether the broad vision and general focus of the Strategic Plan have been considered in the preparation of the planning scheme.

Strategic Plans provide a high level vision that assist Councils in meeting community expectations in the broadest sense. These may include many matters that are not directly relevant to the preparation of the planning scheme, such as customer service and governance. The planning scheme is one of a number of Council plans and instruments (such as the budget, community development plan, etc) that contribute to the delivery of outcomes identified in the Strategic Plan.

One of the options for improving the strategic basis for planning schemes may be to develop Council Strategic Plans that include greater detail and are useful to the preparation of the planning scheme. A clearer understanding of the relationship between Council Strategic Plans and the broader policy and strategy context may also clarify their relationship to planning schemes.

4.3.3 Constructing Links Between the Policy and Strategy Basis and Planning Scheme Controls

In contrast to Tasmania, some other States have additional steps in the process for developing a planning scheme and its various components. For example, there are statutory processes for Councils making (land use) ‘planning policies’ in Queensland and ‘local (land use) planning policies’ in Western Australia. In Victoria, the Victorian Planning Provisions (VPP’s) include Local Planning Policies and a Municipal Strategic Statement. These form part of, or are read in conjunction with a planning scheme.



This provides a structured way of building up the planning scheme and drawing closer connections between its strategic basis and the resulting planning controls. If linkages between the strategic basis for the planning scheme and specific controls were more transparent:

- assessment of the new planning scheme will be easier; and
- the implementation of strategies through the planning scheme will be more effective.

Similar mechanisms could be introduced by supplementing the Common Key Elements Template. The Template provided minimal direction on the coverage of strategic matters in the planning scheme pending further consideration of the issue.



Question

Should there be a consistent approach to developing and documenting the strategic basis for a planning scheme?

Ideas . . .

1. Introduce a requirement for documentation that supports the new planning scheme.
2. Introduce a consistent approach to presenting planning scheme strategies within the framework of the Common Key Elements Template.



Question

Is the relationship between Council strategic plans useful to the preparation of planning schemes?

Ideas . . .

1. Clarify the relationship between the Council strategic plan and planning schemes.
2. Develop a standard component to Council Strategic Plans that makes them more relevant to the planning scheme.



Question

Would processes that demonstrate linkages between planning scheme policies and strategies with the planning scheme's controls be beneficial?

Ideas . . .

1. Develop a standard approach to setting out planning scheme policies and strategies in a way that illustrates their relationship to the planning scheme's controls for the Common Key Elements Template.
2. Introduce standard processes and documentation for developing planning scheme strategies and policies that underpin planning scheme controls.

4.4 Keeping Planning Schemes and their Strategic Basis 'In-Sync'

The process for developing a planning scheme is lengthy and costly to Councils and the Commission. By the time a new planning scheme takes effect the strategic basis on which it was developed has often already moved on. While Tasmania has low development pressure, it is still important to ensure the planning scheme is up to date and 'in-sync' with the strategic basis on which it is developed.

Although the legislation provides for the amendment of planning schemes, there is no process that requires that planning schemes be kept up-to-date. While the Strategic Plan and other policies and strategies that inform the planning scheme are reviewed, the planning scheme may remain substantially unchanged until it is next replaced. This can create pressure for ad hoc amendments that lack a sound strategic basis.

Planning schemes have tended to be replaced, rather than reviewed and revised on a regular basis. The cycle of replacement is typically between 10 - 20 years, and sometimes longer.

4.4.1 Review Rather Than Replace

Most Councils start 'from scratch' with a new planning scheme strategy and a new planning scheme. This has been expedient for a number of reasons:

- the format and structure of planning schemes has been evolving in response to the Resource Management and Planning System which is based on sustainable development;
- Council amalgamations in the 1990's left many Councils with a legacy of multiple planning schemes; and
- there have been significant advances in information technology.

However, once Councils have reached the point of having a single, contemporary planning scheme in place, a process of regular review would ensure that planning schemes are up-to-date. This could be done by reviewing and maintaining the



planning scheme strategy on a regular cycle, perhaps with links to the review cycle for the Strategic Plan.

A 'review' rather than 'replace' approach may also have other benefits, such as:

- more economic than reinventing the process and documentation each time;
- minimises the need for ad hoc or unforeseen amendments;
- creates opportunities for effective monitoring of performance if similar processes and documentation are used; and
- a longer overall life for the planning scheme which will result in a more consistent approach over time.



Question

Should there be more emphasis on the review of existing planning schemes than the preparation of new planning schemes?

Ideas . . .

1. Introduce a requirement for the periodic review of planning schemes;
 - that is linked to the review of the Council Strategic Plan;
 - at fixed intervals, such as 5 – 8 yearly;
 - that is linked to review of the strategic basis for the planning scheme.
2. Develop features in the planning scheme and its supporting strategy that facilitate ready review:
 - Develop performance indicators for the strategy;
 - Link the strategy to other Local Government documents that contain performance indicators, such as a State of Environment Report or the Council Strategic Plan.
3. Connect the review cycle of broader Government policy instruments, such as the 5 yearly review of Tasmania's State of Environment Report, to the review of planning schemes and their supporting strategies:



POLICY AND STRATEGY CONTEXT IN TASMANIA

Tasmania Together – A Plan for the State

Tasmania Together was launched in September 2001. It is a State-wide, 20 year plan that sets the future direction for Tasmania. It comprises 24 goals and 212 benchmarks that are grouped under the headings: community, culture, democracy, economy and environment.

Tasmania Together is a community-owned vision for the State developed with broad community consultation. Successful implementation will depend on government, industry and the community working to achieve the goals.

The State Government has already begun to use *Tasmania Together* as a framework for policy priorities. The State Budget process has been changed to include assessment against the objectives of *Tasmania Together* and many State agencies have begun to align their policies and strategies with *Tasmania Together*, such as *Getting There Together* (transport) and *Learning Together* (Education).

The *Tasmania Together* Progress Board has been established to ensure the implementation of *Tasmania Together*. The Board must report regularly to Parliament on progress towards the achievement of *Tasmania Together* goals and benchmarks.

An interdepartmental committee has been formed to further *Tasmania Together* at the State agency level. At the Local Government level, consideration is being given to the relationship between *Tasmania Together* and Local Government strategic planning.

Local Government Partnerships and the Premier's Local Government Council

A program of Partnership Agreements has been established as a way of improving service delivery at the State and local levels, focussing on a cooperative relationship between State and Local Government.

Generally, Partnership Agreements have been established on bilateral (between the State and a single Council) or regional basis (the State and regional groupings of Councils, such as Cradle Coast Authority). They are given effect as documents that set out actions and timeframes for a range of social, economic and environmental issues that have been negotiated with the parties to the Agreement.

Some Partnership Agreements have been established that deal with issues affecting State and all Local Governments, such as the Partnership Agreement establishing the Simplifying Planning Schemes Project. These are negotiated through the Premier's Local Government Council.

The PLGC was established under a protocol agreement as a forum for State and Local Government "to work together on priority issues of State-wide significance



aimed at providing sustainable economic and social development within the State”. It is chaired by the Premier and has members from State (Heads of agencies) and Local Government (elected members and the Local Government Association of Tasmania).

State of Environment Reporting

The requirement to prepare Tasmania’s State of Environment Report is set out in the *State Policies and Projects Act 1993*. The Act requires a consolidated report to be prepared every five years relating to:

- (a) the condition of the environment;
- (b) trends and changes in the environment;
- (c) the achievement of resource management objectives; and
- (d) recommendations for future action to be taken in relation to the management of the environment.

The first report was completed in 1997 and a second report is close to completion.

State Policies and Strategies

While there is a legislative power for the introduction of State Policies that are delivered primarily through planning schemes, only three State Policies have been made (excluding National Environmental Protection Measures that are given effect as State Policies) since the legislation was introduced in 1994.

Many State agencies have information, policies and strategies that are relevant to the preparation of planning schemes, particularly those responsible for infrastructure and natural resources. For example, the Department of Primary Industries, Water and Environment has information, policy and strategy on nature conservation, land and water resources and environmental management.

Regional Policies and Strategies

While there are no fully integrated regional planning processes or structures in place in Tasmania, there are many policies and strategies at the regional and sub regional level that are relevant to planning scheme making. These are generally developed on a sectoral or specific issue basis, such as economic development or tourism strategies.

Increasingly, some integration across environmental, social and economic interests is occurring. For example, the State’s new Natural Resource Management Framework will coordinate and integrate natural resource management (NRM) efforts in the State and will require the preparation of NRM Regional Strategies in three regions of the State. Regional NRM committees will facilitate the integration of NRM and planning activities and will foster linkages between Councils, State agencies, industry and the community. While the focus of NRM strategies will be natural resources, they will need to balance environmental, social and economic impacts.



Three regional groupings of Councils cover the State. These are the Cradle Coast Authority, Northern Tasmanian Municipal Organisation, and Southern Tasmanian Councils. These organisations are active in a number of regional strategic initiatives. Regional Partnership agreements have been signed between the State Government and Cradle Coast Authority and the Northern Tasmanian Municipal Organisation.

Local Government Policy and Strategy

Each Council must prepare a strategic plan that has a five year horizon and is reviewed annually. The Council Strategic Plan gives broad direction across all the activities of Council and includes a process for community consultation.

There is also a requirement for an operational plan to be prepared on an annual basis. The operational plan gives more detail on how the Council Strategic Plan will be implemented.

While the Strategic Plan is central, and the operational plan directly supports its implementation, there are a range of plans, strategies and instruments that assist Councils with service delivery. These include the budget, asset management plans, planning schemes, community development plans, economic development strategies, risk management strategies, and so on.

The Resource Management and Planning System and *Land Use Planning and Approvals Act 1993*

The State's Resource Management and Planning System (RMPS) is comprised of legislation that shares the common objective of furthering sustainable development. It includes legislation governing a wide range of resource management and planning activities (see Appendix 2).

The *Land Use Planning and Approvals Act 1993* provides the legislative framework for land use planning and the preparation of planning schemes.

There is a requirement in the Act that a planning scheme must seek to further the objectives of Schedule 1 of the Act. The objectives of Part 1 of Schedule 1 are the objectives of the RMPS for Tasmania and are based on the principle of sustainable development. Included in Part 2 of Schedule 1 is a set of objectives to support the planning process established under the Act. These include:

- to require sound strategic planning and coordinated action by State and local government;
- 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;
- 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 protect public infrastructure and other assets and enable the orderly provision and coordination of public utilities and other facilities for the benefit of the community.



The Act also requires planning schemes to:

- be prepared in accordance with State Policies (made under the *State Policies and Projects Act 1993*);
- have regard for the region as an entity in environmental, economic and social terms; and
- have regard to the strategic plan for a Council (made under *the Local Government Act 1993*).

These requirements anticipate the consideration of information, policy, strategy and actions operating at all levels when preparing a planning scheme. For example, where a policy or strategy is in place at a State or regional level, such as an economic development strategy or regional tourism strategy, these would be considered relevant to the preparation of the planning scheme.



RESOURCE MANAGEMENT AND PLANNING SYSTEM LEGISLATION

State Policies and Projects Act 1993

Land Use Planning and Approvals Act 1993

Resource Management and Planning Appeal Tribunal Act 1993

Environmental Management and Pollution Control Act 1993

Resource Planning and Development Commission Act 1997

Approvals (Deadlines) Act 1993

Public Land (Administration of Forests) Act 1991

Living Marine Resources Act 1995

Marine Farming Planning Act 1995

National Parks and Wildlife Act 1970

Water Management Act 1999

Threatened Species Protection Act 1995



STATUTORY PROCESS FOR PREPARING A PLANNING SCHEME

LUPAA	Process
Section 23	Council must notify the Commission when it has resolved to prepare a planning scheme.
Section 24	The Commission examines the draft planning scheme for certification.
Section 25	Public exhibition of the planning scheme for 2 months.
Section 26	Any person can make a representation to Council and the Council must report on these to the Commission.
Section 27	The Commission can hold hearings.
Section 28	The Commission requires the draft planning scheme to be modified, rejected or requires part of it to be redone. If part is redone the public exhibition process is repeated.
Section 29	When the planning scheme is in order, the Commission must give its approval (subject to the approval of the Minister).

NOTES :

The *Land Use Planning and Approvals Act 1993* (LUPAA) includes more detail about the procedures associated with these steps.

There are no legislative steps for the preparation of a planning strategy or documentation in support of the planning scheme.



PLANNING SYSTEMS IN OTHER STATES

Although each State has its own planning system, the broad approach is similar from State to State. Queensland, Victoria, Western Australia and South Australia are of most interest. The Territory jurisdictions are much more centralised and are less useful as a comparison and the New South Wales system is currently undergoing a comprehensive review.

Queensland

Regional planning is a feature of the Queensland system. The legislation provides for the establishment of regional committees that can advise the Minister. A number of integrated regional strategies (referred to as growth management frameworks) have been developed using regional committees. They are all non statutory.

Although Queensland has a state (planning) policy making power it has only four State Policies.

In Queensland the planning scheme making process includes a number of formal steps, including specific consideration of State agency interests. A proposal for the planning scheme is required as an initial step. This is followed by a determination whether the new planning scheme adversely affects State interests before it is publicly exhibited.

There is a power for Councils to make planning scheme policies. These support the local dimension of a planning scheme and are the only document made by Council that can be applied as part of the planning scheme. There is a statutory process for making them.

Victoria

Victoria has a very structured approach to land use policy and strategy, and planning scheme making. The Victorian Planning Provisions (VPPs) set out the structure and some common content for planning schemes, to be used in the preparation of all planning schemes for local government areas in Victoria. The VPPs include a State Planning Policy Framework (SPPF) and Local Planning Policy Framework (LPPF).

The SPPF sets out the State planning policies that apply to all land and must be taken into account when preparing amendments to the scheme or making decisions under the scheme. They are set out thematically under broad headings (settlement; environment; management of resources; infrastructure; economic wellbeing; social needs and regional cooperation). They are included in each planning scheme.

The LPPF includes the Municipal Strategic Statement (MSS) and the local planning policies that apply to the planning scheme area. There is guidance on the content and format of these parts of the scheme and each planning scheme must include a section for the LPPF.

There is a separate requirement for a corporate strategic plan under the State's local government legislation.



The Victorian government has introduced an overarching strategy for Victoria, called *Growing Victoria Together*. The relationship between *Growing Victoria Together* and planning schemes is still emerging.

There is no regional level in the Victorian planning system but a metropolitan strategy will be released later this year.

South Australia

South Australia has an integrated process for the whole of government direction setting. The Premier issues a directions statement with each annual State Budget. This is then implemented through a regional planning strategy. The regional planning strategy includes all areas outside metropolitan Adelaide. It considers social, economic and environmental matters, including any spatial or geographic implications on a region-by-region basis.

There is a separate strategy for metropolitan Adelaide.

Local planning strategies may be prepared but are not mandatory. Planning Bulletins issued by Planning SA provide some non-compulsory planning guidance on a range of land use policy matters.

Western Australia

Western Australia's 'State Planning Strategy 1997' provides the overall vision for the State. It unites existing State and regional policies, strategies and guidelines within a central framework that provides a context for decision-making on land use and development.

The State Planning Strategy is given effect as a Statement of Planning Policy that is made legislatively. It is supported by a number of other policies and plans dealing with particular planning issues or regions of the State.

The relationship between a number of Statements of Planning Policy and the State Planning Strategy is currently being rationalised. The State Planning Strategy has five thematic headings (environment, community, economy, infrastructure and regional development). Statements of Planning Policy are envisaged for each of the thematic areas and will be complemented by supplementary policies that address more specific issues and regional strategies.

In Western Australia, regulations require the use of a Model Scheme Text (MST) when preparing planning schemes. This includes a provision for the preparation of Local Planning Strategies (LPP) which must be included in planning schemes. The Ministry for Planning gives guidance on how to prepare a LPP for urban and regional scenarios.



SUMMARY OF PLANNING SYSTEMS IN OTHER STATES

1. Principal Legislation

ACT	NSW	NT	QLD	SA	VIC	WA
<i>Australian Capital Territory (Planning and Land Management Act 1988 (Commonwealth) & Land (Planning and Environment) Act 1991 (Territory))</i>	<i>Environmental Planning and Assessment Act 1979</i>	<i>Planning Act 1993</i>	<i>Integrated Planning Act 1997</i>	<i>Development Act 1993</i>	<i>Planning and Environment Act 1987</i>	<i>Town Planning and Development Act 1928</i>

2. Strategic Planning Documents

ACT	NSW	NT	QLD	SA	VIC	WA
Canberra - a Capital Future: Sub region Planning Strategy	Regional Environment Plans are integrated regional plans – usually prepared by Department of Urban Affairs and Planning	Land Use Objectives Developed by Northern Territory Planning Authority in conjunction with community, industry and local government	A number of integrated regional planning strategies, eg Far North Queensland 2010, Wide Bay 2020, etc. responding to population growth. Local government Planning schemes	Directions for South Australia prepared annually with State Budget and affects all State agencies. Directions for Regional SA is a long term framework for regional development (all regional areas). Both statements are prepared by the Premier. Local Planning Strategy – not mandatory but can be prepared by Councils.	Growing Victoria Together – long term integrated whole-of State strategy. State Planning Policy Framework – set out in VPPs and appears in all planning schemes. Municipal Strategic Statement – must be prepared by each Council. Informs Local Planning Policies which are a requirement in the structure of VPP planning schemes.	Overarching State Planning Strategy. Statements of Planning Policy (either sector policies – see below – or supplementary policies – these include regional policies) Local Planning Strategies appear in planning schemes based on the Model Scheme Text.



3. Document Containing Development Policies

ACT	NSW	NT	QLD	SA	VIC	WA
<p>National Capital Plan (Commonwealth)</p> <p>Sets out broad land use policies for whole of Territory and more detailed provisions for 'designated land'.</p>	<p>State Environment Planning Policy - Policies and/or standards relating to geographic areas or specific uses</p> <p>Usually prepared by the Department of Urban Affairs and Planning.</p>	<p>Control Plan</p>	<p>State Planning Policy - Prepared by the Minister and relates to all or part of the State</p> <p>Planning Scheme Policy - prepared by Councils. Can be applied, adopted or incorporated in the planning scheme. Substantive PSPs are intended to be contained in the planning scheme itself.</p>	<p>Planning Bulletins (non statutory guides) issued by Planning SA.</p> <p>Development Plans.</p>	<p>Victoria Planning Provisions</p> <p>State Planning Policy Framework forms part of a VPP planning scheme.</p> <p>Local Planning Policy Framework – generally applies to each particular municipality.</p>	<p>Statements of Planning Policy – on a sectoral basis, underpinning the State Planning Strategy.</p>

NOTES:

Principal legislation gives some indication of whether the legislative system has been recently reformed.

Strategic planning documents – indicates the type of strategic planning document and level at which it operates, beginning with a whole-of-State strategy and working down. Not all levels are represented in each system. Only South Australia, Victoria and Western Australia (and Tasmania) have a whole-of-State strategy.

Document containing development policies – identifies the documents used for expressing statements of planning policy. Queensland, Victoria and Western Australia (and Tasmania) have statutory mechanisms for planning policy.



RELEVANT LEGISLATION

Extracts from the Land Use Planning and Approvals Act 1993

Schedule 1, Part 1 – Objectives of the Resource Management and Planning System of Tasmania

1. The objectives of the resource management and planning system of Tasmania are -
 - (a) to promote the sustainable development of natural and physical resources and the maintenance of ecological processes and genetic diversity; and
 - (b) to provide for the fair, orderly and sustainable use and development of air, land and water; and
 - (c) to encourage public involvement in resource management and planning; and
 - (d) to facilitate economic development in accordance with the objectives set out in paragraphs (a), (b) and (c); and
 - (e) to promote the sharing of responsibility for resource management and planning between the different spheres of Government, the community and industry in the State.
2. In clause 1(a), "sustainable development" means managing the use, development and protection of natural and physical resources in a way, or at a rate, which enables people and communities to provide for their social, economic and cultural well-being and for their health and safety while -
 - (a) sustaining the potential of natural and physical resources to meet the reasonably foreseeable needs of future generations; and
 - (b) safeguarding the life-supporting capacity of air, water, soil and ecosystems; and
 - (c) avoiding, remedying or mitigating any adverse effects of activities on the environment.

Schedule 1, Part 2 – Objectives of the Planning Process Established by this Act

1. The objectives of the planning process established by this Act are, in support of the objectives set out in Part 1 of this Schedule -
 - (a) to require sound strategic planning and co-ordinated action by State and local government; and
 - (b) to establish a system of planning instruments to be the principal way of setting objectives, policies and controls for the use, development and protection of land; and
 - (c) to ensure that the effects on the environment are considered and provide for explicit consideration of social and economic effects when decisions are made about the use and development of land; and
 - (d) to require land use and development planning and policy to be easily integrated with environmental, social, economic, conservation and resource management policies at State, regional and municipal levels; and
 - (e) 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
 - (f) to secure a pleasant, efficient and safe working, living and recreational environment for all Tasmanians and visitors to Tasmania; and



- (g) to conserve those buildings, areas or other places which are of scientific, aesthetic, architectural or historical interest, or otherwise of special cultural value; and
- (h) to protect public infrastructure and other assets and enable the orderly provision and co-ordination of public utilities and other facilities for the benefit of the community; and
- (i) to provide a planning framework which fully considers land capability.

Section 19A

s. 19A

- (1) The Minister may issue a model framework for the use of planning authorities in the development of planning schemes.
- (2) The model framework may specify the structure and format of planning schemes and definitions and provisions which are to be included in all planning schemes.
- (3) The Minister may direct the Commission to require planning authorities to prepare planning schemes or amend planning schemes in accordance with the model framework referred to in subsection (1).

Section 20 What can a planning scheme provide for?

s. 20 (1) A planning scheme for an area -

- (a) must seek to further the objectives set out in Schedule 1 within the area covered by the scheme; and
- (b) must be prepared in accordance with State Policies made under section 11 of the State Policies and Projects Act 1993; and
- (c) may make any provision which relates to the use, development, protection or conservation of any land in the area; and
- (d) must have regard to the strategic plan of a Council referred to in Division 2 of Part 7 of the Local Government Act 1993 as adopted by the Council at the time the planning scheme is prepared.

Section 21 Co-ordination of planning schemes

s.21(1) Subject to section s20(1), a planning scheme for an area must, as far as practicable, be consistent with and co-ordinated with the planning schemes applying to adjacent areas and must have regard for the use and development of the region as an entity in environmental, economic and social terms.

Extracts from the Local Government Act 1993

Section 66 Strategic plan

- 66. (1) A Council is to prepare a strategic plan for the municipal area.
- (2) A strategic plan is to be in respect of at least a 5 year period and updated as required.
- (3) In preparing a proposed strategic plan or updating an existing strategic plan, a Council is to consult with the community in its municipal area and any authorities and bodies it considers appropriate.



- (4) The general manager is to make a copy of a proposed strategic plan or updated strategic plan available for public inspection at the public office during ordinary office hours.

67.

Section 68 Proposed strategic plan

68. After preparing a proposed strategic plan or updating an existing strategic plan, a council is to –

- (a) invite submissions in respect of the plan; and
- (b) consider the submissions before adopting or updating the plan.

Section 69 Public inspection of strategic plan

69. As soon as a council adopts a strategic plan or amendments to a strategic plan, the general manager is to –

- (a) make a copy of the strategic plan available for public inspection at the public office during ordinary office hours; and
- (b) provide the Director and the Director of Public Health each with a copy of the strategic plan.

70.

Section 71 Operational plan

71. (1) A Council is to prepare an operational plan for the municipal area for each financial year.

- (2) An operational plan is to –
 - (a) be consistent with the strategic plan; and
 - (b) include a statement of the manner in which the Council is to meet the goals and objectives of the strategic plan; and
 - (c) include a summary of the major strategies to be used in relation to its public health goals and objectives.
- (3) The general manager is to –
 - (a) make a copy of the operational plan available for public inspection at the public office during ordinary business hours; and
 - (b) provide the Director and the Director of Public Health with a copy of the operational plan.

Section 72 Annual report

72. (1) A Council must prepare an annual report containing all of the following:

- (a) a summary of the operational plan for the preceding financial year;
- (ab) a statement of its goals and objectives in relation to public health for the preceding financial year;
- (b) a statement of the Council's activities and its performance in respect of goals and objectives set for the preceding financial year;
- (c) the financial statements for the preceding financial year;
- (ca) details of any dispute that the Council may have had with the Australian Taxation Office during the financial year relating to compliance with the GST law in accordance with the National Taxation Reform (Commonwealth-State Relations) Act 1999;



- (d) a copy of the audit opinion for the preceding financial year;
- (e) any other prescribed matter.

(1A) A statement under subsection (1)(ab) is to –

- (a) state the extent to which the Council has carried out its functions under the Public Health Act 1997 and the Food Act 1998; and
- (b) state the resources allocated to public health; and
- (c) state the extent to which its goals, objectives, policies and programs in relation to public health met the needs of persons within its municipal area; and
- (d) include details of the completion of any strategies.



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LGAT

A Tasmanian State and Local Government Partnership