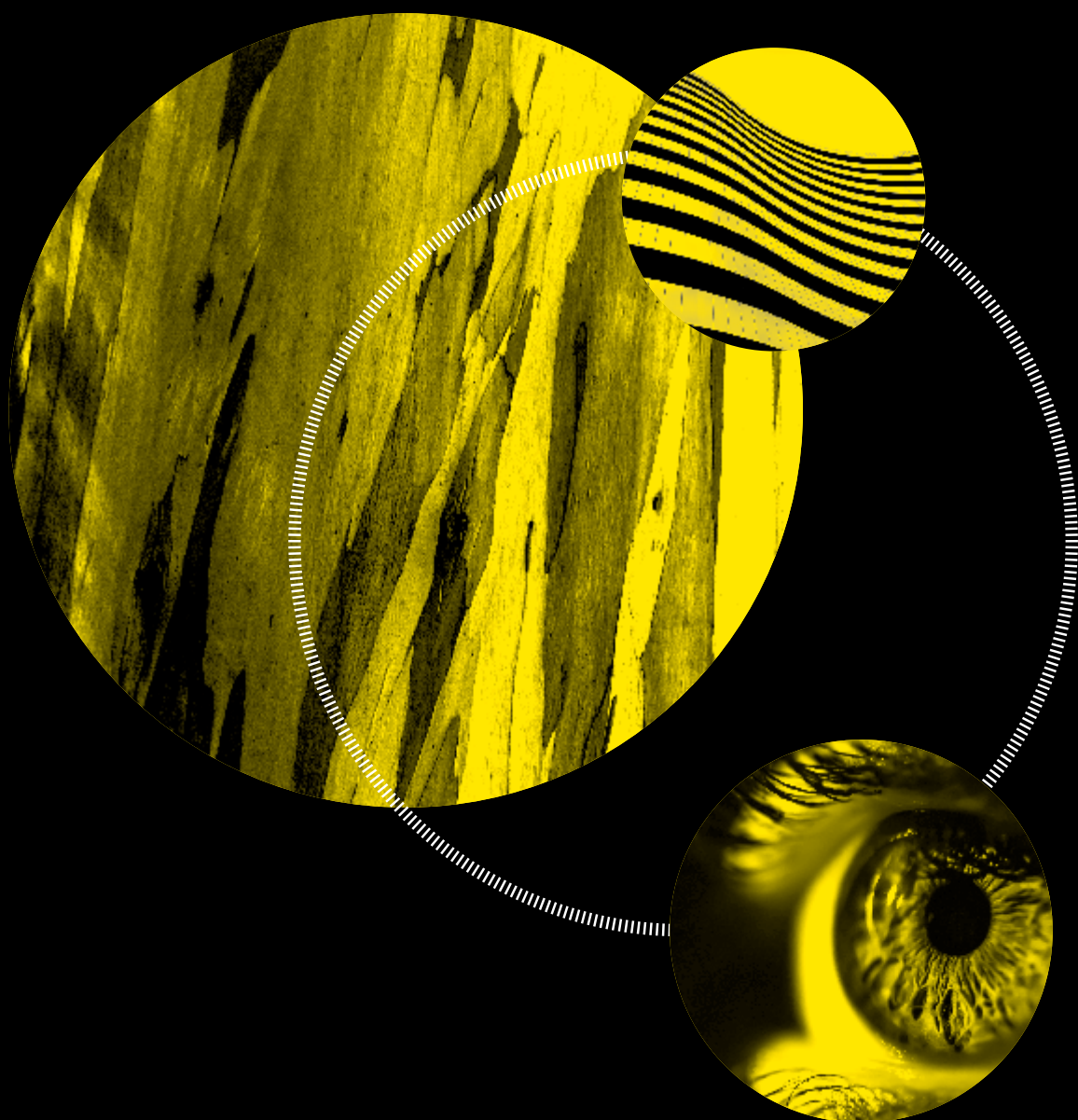


ACT Planning System Review and Reform

November 2020



PAPER 2

Strategic Planning



Acknowledgement of Country

Yuma

Dhawura Nguna Dhawura Ngunnawal

Yanggu ngalawiri dhunimanyin Ngunnawalwari
dhawurawari

Nginggada Dindi yindumaralidjinyin

Dhawura Ngunnawal yindumaralidjinyin

Hello,

This is Ngunnawal Country

Today we are meeting on Ngunnawal country

We always respect Elders, male and female

We always respect Ngunnawal Country

The Environment, Planning and Sustainable Development Directorate acknowledges the Ngunnawal people as Canberra's first inhabitants and Traditional Custodians. We recognise the special relationship and connection that Ngunnawal peoples have with this Country. Prior to the dislocation of Ngunnawal people from their land, they were a thriving people whose life and culture was connected unequivocally to this land in a way that only they understand and know, and is core to their physical and spiritual being. The disconnection of the Ngunnawal people from Culture and Country has had long-lasting, profound and ongoing health and well-being effects on their life, cultural practices, families and continuation of their law/lore. The Environment, Planning and Sustainable Development Directorate acknowledges the historic dispossession of the Ngunnawal people of Canberra and their surrounding regions. We recognise the significant contribution the Ngunnawal people have played in caring for Country as for time immemorial they have maintained a tangible and intangible cultural, social, environmental, spiritual and economic connection to these lands and waters.

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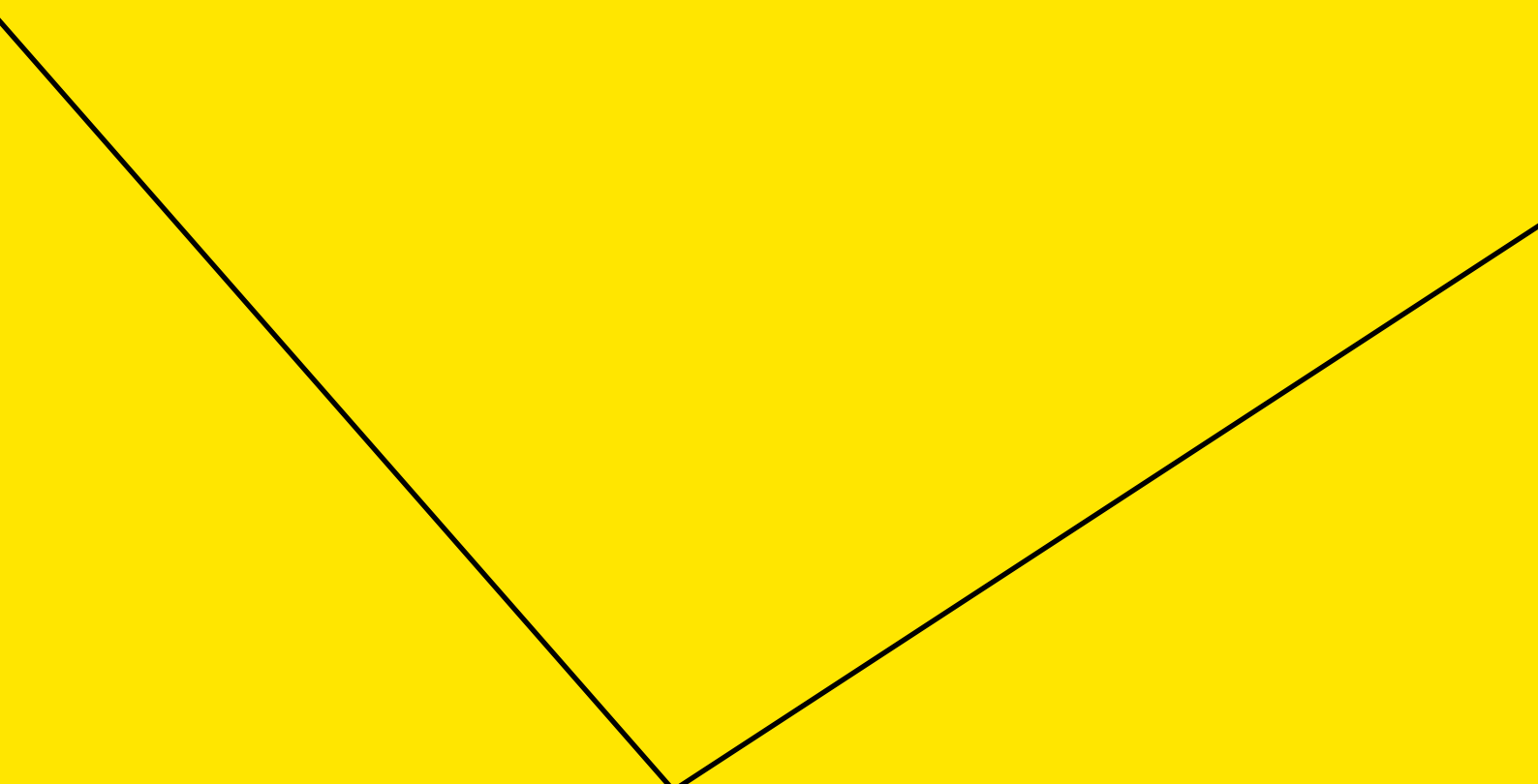
ACT Planning System Review and Reform

Paper 2 / Strategic Planning



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1. Introduction



1.1 Review of the ACT planning system

Over the next 20 years Canberra's population is expected to increase by more than 40 per cent. The city needs a planning system that can facilitate this growth without compromising the characteristics of the city that its residents value. Importantly, it needs a planning system that can deliver on the long-term vision for Canberra to be a city that is liveable, sustainable, resilient and diverse.

Compared to other parts of Australia facing similar challenges, the Australian Capital Territory (the ACT) is uniquely placed to innovate and implement change. It has a single tier of government that spans the entire urban area of Canberra, where many cities have multiple councils and state government. While the current planning system is working, the ACT Planning System Review and Reform project (the Project) presents an opportunity to evolve the system in line with contemporary best practice. The project will deliver a proactive and responsive planning system that further enhances Canberra's strong international reputation.

The Environment Planning and Sustainable Development Directorate (EPSDD) began the three-year process of reviewing and reforming the planning system in January 2019. Beyond the need to effectively manage growth, the Project has been driven by the need to conduct a five-yearly review of the Territory Plan. This includes the review of the strategic directions and actions outlined in the

ACT Planning Strategy 2018 and concerns from community, industry and the government with respect to the development outcomes that the current planning system is facilitating.

The desired outcome of the Project is to implement a **clear, easy to use** planning system that delivers **improved spatial and built outcomes** across the Territory. In particular, the reformed system should:

- facilitate development and housing supply while protecting those aspects of the city that make it an attractive place to live
- instill confidence in the community through greater clarity and expression of desired outcomes
- enable greater flexibility in the assessment of varying development types.

The purpose and objectives of the Project are described in Figure 1.

Figure 1: Project purpose and objectives

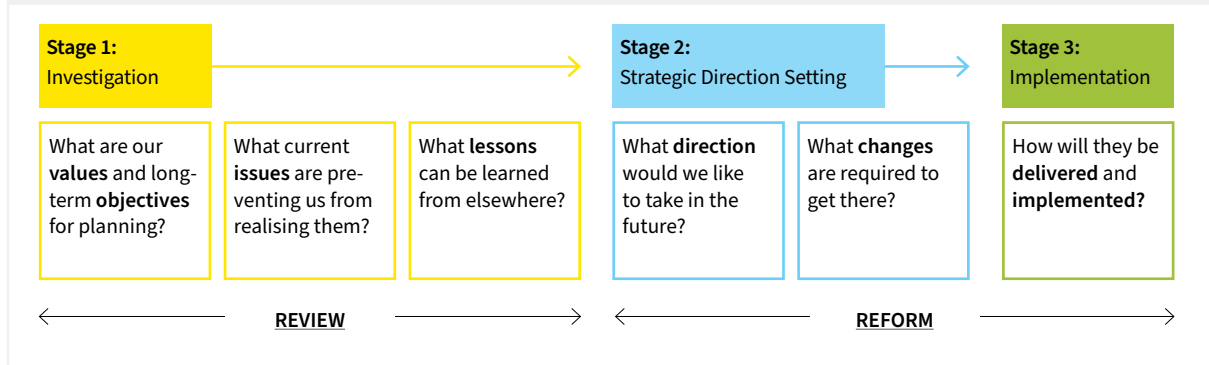
Project purpose

To deliver a planning system that is clear, easy to use and that facilitates the realisation of long-term aspirations for the growth and development of Canberra while maintaining its valued character.

Project objectives

- Enabling the sustainable growth of the city without compromising its valued character
- Providing clarity of processes, roles and outcomes for the city's community
- Providing flexible assessment pathways that are appropriate to the scale and scope of development

Figure 2: Project stages



The Project has been structured around a three-stage process that progressively defines and implements the preferred future direction for the ACT planning system (see Figure 2).

Stage 1—Investigation was undertaken throughout 2019. More than 1,000 people’s views were gathered through targeted community engagement, in addition to feedback from a range of consultation undertaken in recent years. This was critical to understanding what the community’s values and expectations were, and to identifying the issues and challenges with the existing system. Further, Stage 1 involved benchmarking of the existing system against contemporary examples from cities and states elsewhere in Australia and internationally. This enabled the team to investigate a range of approaches to responding to the issues and challenges currently faced in the Territory.

The Project is currently within Stage 2, which involves direction setting and identification of a clear scope for proposed change.

1.2 Focus areas for reform

As identified in the ACT Planning System Review and Reform Overview, Stage 1 identified five inter-related focus areas to be addressed as part of the review process. This paper is the second in a series of five and covers proposed directions for reforming strategic planning (see Figure 3).

Strategic planning relates to the process of preparing long-term planning strategies and associated development controls. Strategic planning describes the principles that guide land use and development. Strategic planning is frequently used to reflect the directions of other interfacing government policies within the planning system.

This paper focuses on the development outcomes the current planning system seeks to facilitate and how strategic planning, through the ACT Planning Strategy 2018 and other tools, influences decision making and the realisation of long-term objectives for Canberra. It also considers the extent to which the strategy is supporting the implementation of interfacing policy such as the ACT Climate Change Strategy, the ACT Housing Strategy and Canberra’s Living Infrastructure Plan.

Figure 3: Five papers on the focus areas

FOCUS AREA 1 / SYSTEM STRUCTURE

The hierarchy of the various components of the system as well as their individual roles and interrelationships

THIS PAPER

FOCUS AREA 2 / STRATEGIC PLANNING

The long-term strategic or policy objectives that describe the purpose and direction of the planning system

FOCUS AREA 3 / DEVELOPMENT CONTROLS

The interpretation of strategic and policy objectives into regulations that define and shape development

FOCUS AREA 4 / DEVELOPMENT ASSESSMENT

The processes through which development applications are assessed and determined

FOCUS AREA 5 / SYSTEM OPERATION

The useability of the system from the perspective of applicants, agencies, and other interested parties

1.3 Guiding principles for strategic planning

The following guiding principles (SG) for strategic planning support the delivery of the overarching Project objectives.

- GP1.** That strategic planning identifies the Territory's defining characteristics that are valued by the community.
- GP2.** That strategic planning recognises the community's aspirations for the future of the Territory.

GP3. That strategic planning provides a clear plan to meet the Territory's long-term land use requirements.

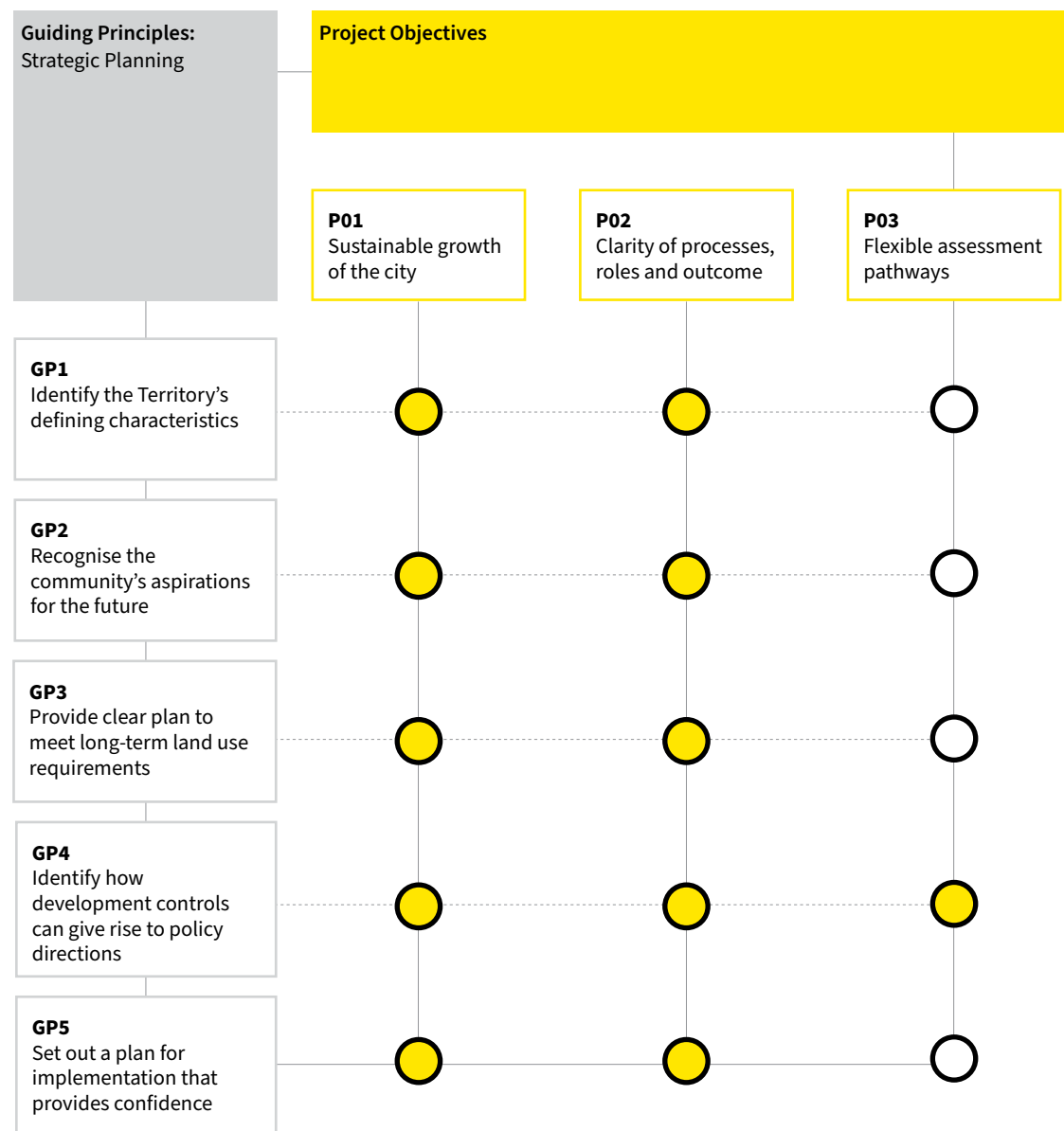
GP4. That strategic planning identifies how development controls can give rise to policy directions.

GP5. That strategic planning sets out a plan for implementation that provides confidence that those directions can be realised.

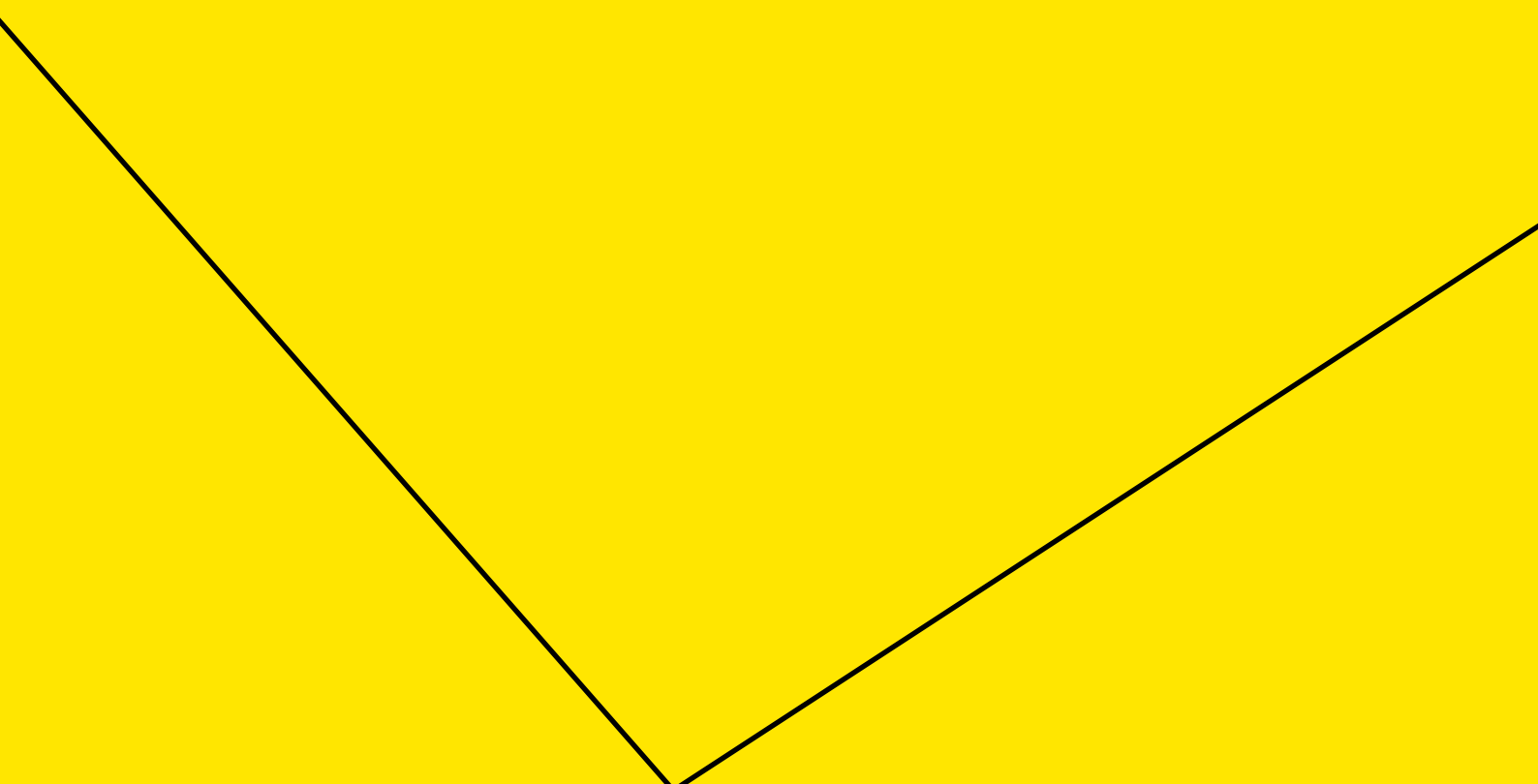
These have been mapped in Figure 4 to demonstrate the relationship between the strategic planning and the broader objectives for the Project.



Figure 4: Relationship between Project context and strategic planning



2. Review of existing strategic planning elements



2.1 Background

Strategic planning and planning strategies set out long-term policy objectives that describe the future location, form, type, character and extent of residential, commercial, industrial and institutional elements. They are forward looking and describe how the planning system will manage change, expressing how the spatial and physical form of the Territory will evolve in response to challenges such as population growth. Planning strategies include both policies and spatial plans. Strategic planning includes making those strategies and translating them into development controls (codes within the Territory Plan, for example).

Under the current planning system, policy direction is provided through the ACT Planning Strategy 2018 and the Minister for Planning's Statement of Planning Intent 2015. Preparation of a planning strategy is a requirement of the *Planning and Development Act 2007* (the Act), while the preparation of the Statement of Planning Intent is an option available to the Minister that provides additional direction to the planning and land authority. Structure and concept plans provide additional policy and spatial guidance for future urban areas.

The Planning Strategy was released in 2018 and has gained strong support from government and the community. Its success was acknowledged through a commendation for the 'Best Planning Ideas—Large Projects' at the ACT Planning Institute of Australia Awards for Planning Excellence 2019.

The strategy sets out long-term planning and policy goals that promote the orderly and sustainable development of the Territory and

outlines an aspiration for Canberra to be “*compact and efficient, diverse, sustainable and resilient, liveable and accessible*”. The strategy's primary role in the planning system is to provide the overarching direction of Canberra's urban form and to encourage investment by making clear the parameters for growth management and infrastructure delivery. It identifies broad locations for development, including urban intensification localities and possible future urban expansion areas. A key objective of the strategy is to deliver up to 70 per cent of new housing within Canberra's existing urban footprint, with development concentrated close to the city, town centres and transport corridors. This has been achieved for the past three years.

In addition to the Planning Strategy, the Statement of Planning Intent outlines the planning priorities and actions for the ACT Government in the immediate (12 months), short (2–3 years) and medium term (5 years).



While the statement is notionally an operational document, the current 2015 statement contains policy directions for planning in the Territory. The current statement was prepared in consultation with the Territory community and industry, gaining extra credibility from planning stakeholders.

Planning strategies provide a mechanism through which other government priorities can be considered within the planning system. This generally occurs by reflecting directions set out in policies such as the Climate Change Strategy or Housing Strategy within relevant planning strategies. Linkages between the planning system and interfacing policy is discussed in Paper 1—System Structure.

2.2 Strategic planning gaps and challenges

Areas where our planning system can be improved

Despite the success of the Planning Strategy, opportunities remain to improve the way strategic planning supports the overall operation of the planning system. Gaps and challenges related to the existing approach include:

- alternative policy directions for the planning system across the Planning Strategy, the Statement of Planning Intent and the Territory Plan
- there is limited spatial representation of policy directions for existing urban areas
- there is limited explanation of how development controls will achieve policy directions.

Varying policy directions presented across multiple strategies

Both the Planning Strategy and the Statement of Planning Intent include planning policy directions, descriptions of desired development outcomes and, in some cases, suggestions for system reform. Adding further complexity, the Territory

Plan includes a third set of policy directions (the Statement of Strategic Directions).

While all policy directions are similar in scope, they remain substantially different. As addressed in Paper 1—System Structure, the Act does not clearly distinguish or differentiate the role of the three elements or the relationship between them. As a result, it is unclear what weight each set of directions carries and which the system is obliged to implement.

Further, the mixture of policy directions adds to the overall complexity of the system and the ability for planning stakeholders to practically understand the long-term directions for development and the outcomes the system seeks to facilitate.

Limited spatial representation of policy directions

Notwithstanding the fact that competing policy directions are set across multiple documents, there is generally only high-level spatial representation of how these directions will be applied across the Territory.

The Planning Strategy, which is written at a whole-of-Territory level, provides basic identification of broad areas for ‘urban intensification’ and ‘future urban extension’. The Territory Plan includes a detailed plan that identifies current land use zoning of properties and areas across the Territory.

However, between these there is little information to help the community or other planning stakeholders understand how policy directions will change or influence long-term development outcomes in existing neighbourhoods. As an example, there are no additional plans below the Planning Strategy that represent urban intensification in greater detail, including the height or density of buildings that can be expected in each neighbourhood or the infrastructure (public transport, parks, and schools, for example) that would need to be delivered to support this change.

As identified in Figure 5, further spatial guidance is provided for future urban areas using structure plans and concept plans. These provide broad principles for urban development as well as identifying the proposed distribution of land uses and the infrastructure that will be delivered to support them. The plans also provide much greater direction for the preparation of development controls to be included in precinct codes.

The absence of equivalent plans for existing urban areas means it can be difficult to practically understand how the Territory is proposed to change and evolve over coming years. This absence will become increasingly important as the proportion and scale of new development in existing urban areas increases.

Gap between policy directions and the controls required to achieve them

This challenge is exacerbated by the limited linkages between planning strategies and development controls discussed in Paper 1—System Structure. Broad policy directions contained in documents such as the Planning Strategy are generally not accompanied by an explanation of how land use zones, codes and other development controls will be changed to facilitate their realisation.

Figure 6 illustrates the various levels of planning and how the Planning Strategy is focused at a whole-of-Territory level whereas development controls are generally focused at a site level.

Figure 5: Spatial guidance for future urban areas and existing urban areas

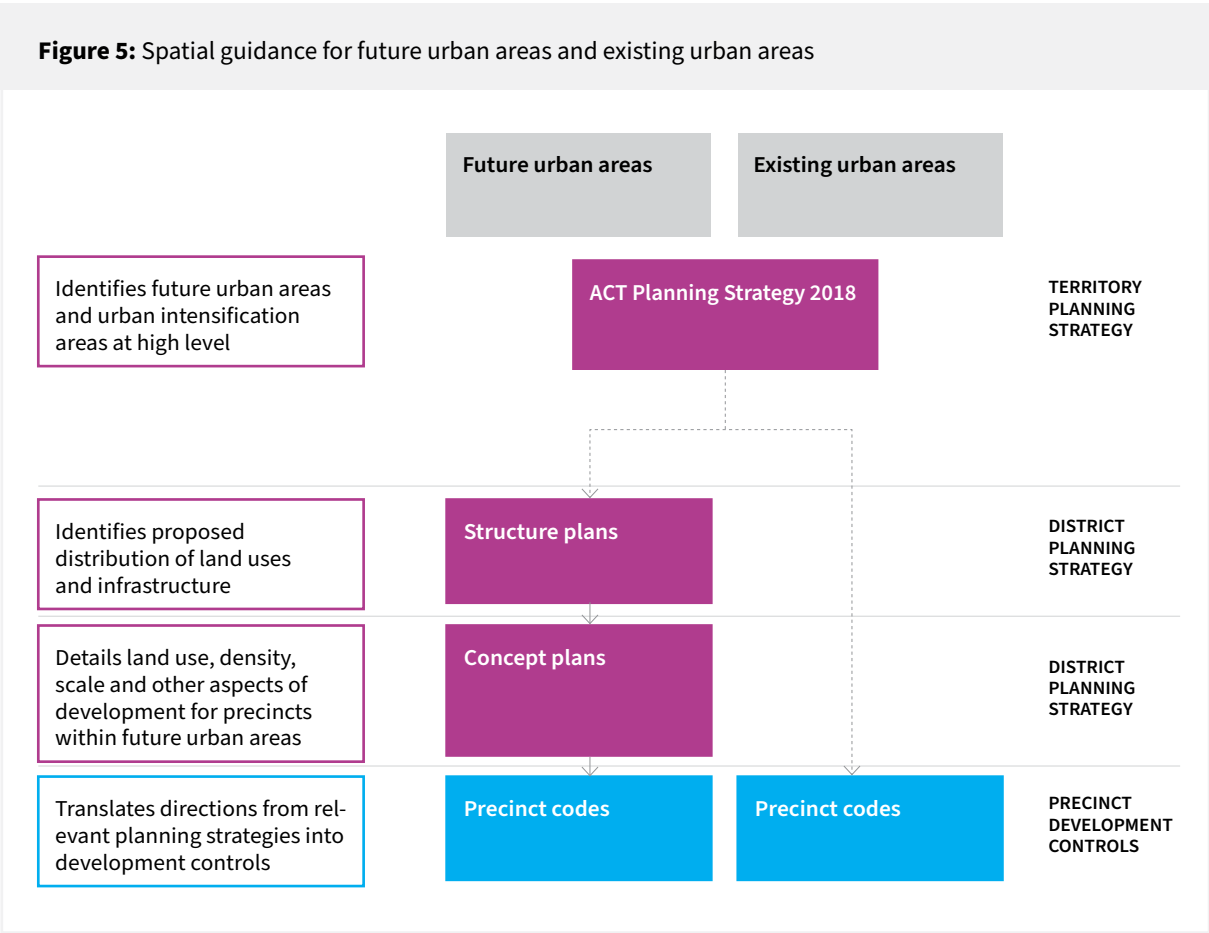
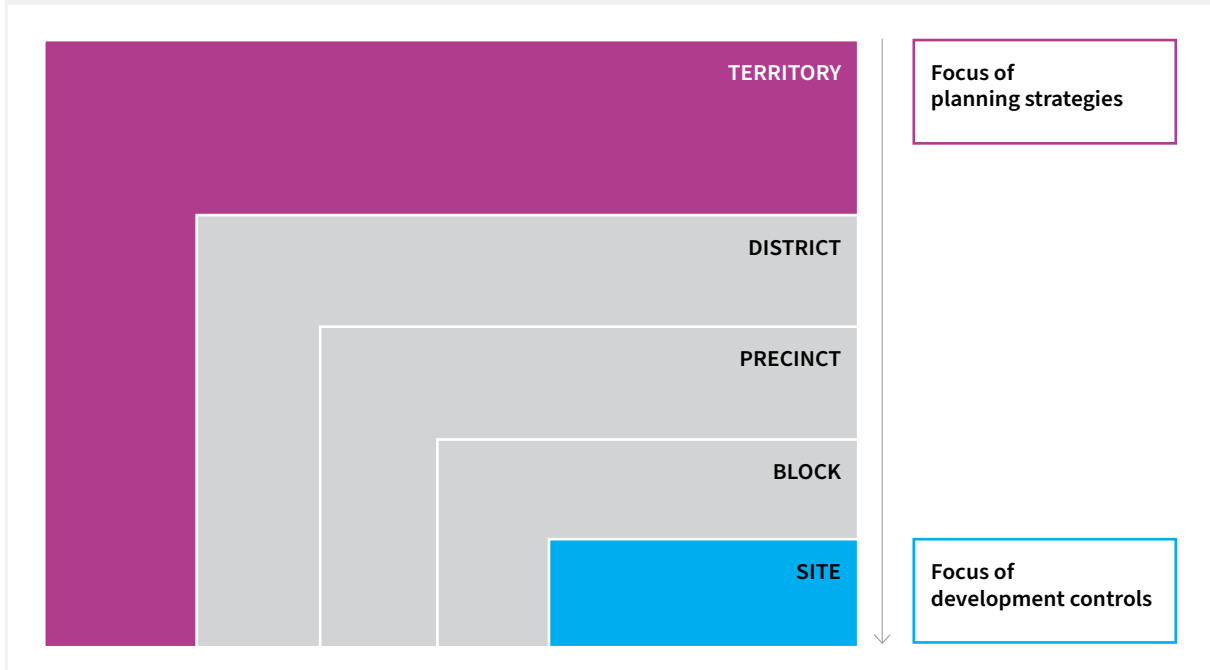


Figure 6: Focus of planning strategies and development controls



To bridge this gap, the Planning Strategy identifies the need for additional strategic planning and policy development to support its directions. This includes district plans that address the defining features of different areas of the city and investigations into the opportunities for urban intensification.

The limited specificity—both in terms of implementation approaches and spatial guidance—within the Planning Strategy means it is currently impractical to translate the strategy's directions into development controls. It is similarly challenging to justify Territory Plan amendments, such as rezonings, based on those directions.

This creates the risk of development outcomes in the short to medium term being inconsistent with the policy directions planning stakeholders have endorsed.

2.3 Community and industry feedback

What we've heard from planning stakeholders

The review of strategic planning tools has been complemented by ongoing community engagement. We conducted an analysis of feedback received from stakeholders on a range of policies, Territory Plan variations, master plans, development proposals and planning projects over the past few years. We then conducted targeted engagement with stakeholders and community on their experience in using or interacting with the planning system and their views on the types of development outcomes it is facilitating.

As addressed in the ACT Planning System Review and Reform Overview, the community generally supports the Planning Strategy.

However, the community, on reflections of development outcomes across the Territory, is sceptical about the practical implementation of the strategy's directions and its influence on development. Further, the community feels that a 'one size fits all approach' does not work and that the Planning Strategy and system more broadly should reflect the unique character of suburbs, precincts and centres across Canberra.

Related to the second concern, the strategy references the need for 'district planning' to bridge the gap between Territory-wide and local-area planning. While this exercise is ongoing, the Territory Plan provides locality-specific development controls through precinct codes. Paper 3—Development Controls discusses these codes and their limitations in the absence of stronger policy direction for the precincts and districts across the Territory. Nonetheless, this indicates that the system can practically implement the directions and address the community's first concern; however, additional strategic planning is required to achieve this.

2.4 System benchmarking

What we've learned from elsewhere in Australia and overseas

Jurisdictions across Australia and internationally provide examples of how strategic planning is undertaken and its role in shaping development outcomes. Many of the jurisdictions analysed as part of a benchmarking exercise place long-term planning strategies at the centre of the system, informing the shape and content of development controls and providing greater certainty in terms of where land use change is acceptable. This has been a signature of recent reform exercises in Australia, bringing them closer to international examples. This linkage between strategic and statutory planning is discussed in detail within Paper 1—System Structure.

Planning strategies with clear purpose and direction

The strength of direction offered by planning strategies in benchmark jurisdictions was often a result of the clarity of the purpose and content of those strategies. One example reviewed was the Minneapolis comprehensive plan, Minneapolis 2040, which addresses how the City of Minneapolis will accommodate population growth and invest in public infrastructure in addition to a range of other strategies. Preparation of the comprehensive plan is a requirement of legislation that requires local councils to prepare long-term population and employment forecasts and prepare plans for how change is intended to be managed. The resulting strategy explores how change in population will impact, and be managed through, every area of public administration, ranging from public transport to waste management. While Minneapolis was a standout in terms of the holistic nature of its strategy, its approach is not uncommon.

The City of Toronto's Official Plan fulfils a similar role and provides an integrated or holistic context for the setting of planning policy directions. The plan's vision refers to the challenges that can be managed and those that cannot, highlighting the point that planning cannot stop growth but that it can make sure growth occurs in a way that is of benefit to the city. Similarly, it references the challenges of climate change and how planning can make Toronto more resilient.

Case study

A clear vision that sets a holistic context for the setting of policy directions

The ACT Planning Strategy 2018 vision is to be a sustainable, competitive and equitable city that respects Canberra as a city in the landscape and the National Capital, while being responsive to the future and resilient to change. The vision provides direction at a high level and is reflected through strategic directions.

By comparison, the City of Toronto's Official Plan (2019) articulates a comprehensive vision for the future of the city and how planning can help address challenges and further enhance its existing strengths. Rather than a single paragraph, the vision spans the various policy themes that the Official Plan follows. It also addresses how planning interfaces and delivers on interfacing government policy. Extracts are included below for reference, including how the vision addresses the city's climate change plan.

Toronto will grow. Our choice is not whether we grow, but how well we grow. Making Toronto better should always come before making Toronto bigger, but we will get bigger. (p1-1. Toronto Official Plan – Feb 2019)

Climate Change, Clean Air and Sustainable Energy Action Plan

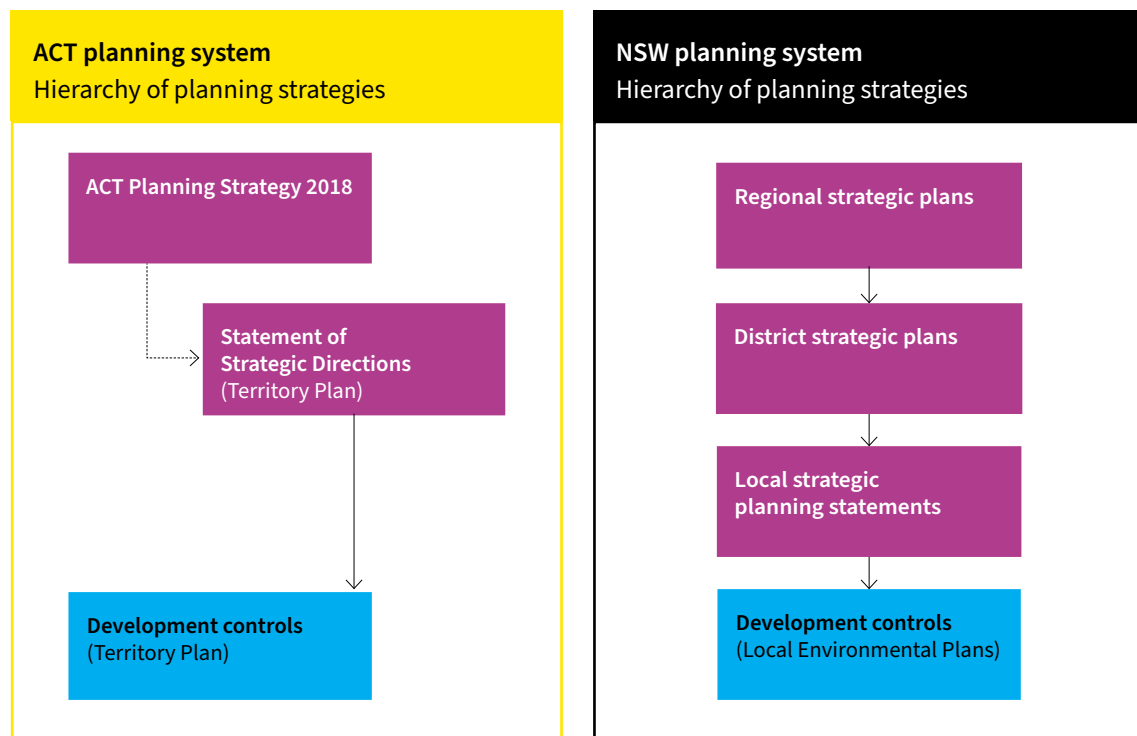
Climate change is one of the biggest challenges facing our planet. Toronto is committed to addressing this challenge through leadership and providing a sustainable future for all Torontonians. The City's Climate Change Action Plan (2007) outlines the City's response to climate change and poor air quality. Actions on climate change include reducing harmful emissions and building a clean, resilient City.

Our weather is changing. The City expects hotter, drier summers, more heat waves; warmer and milder winters; and fewer, but much more intense, summer rainfall events. These changes will impact how we design City buildings, infrastructure and the public realm to be resilient to changing weather and how we manage our forests and natural resources. (p1-2. Toronto Official Plan – Feb 2019)

This Plan is about the basics of successful city-building. Holistic and integrated thinking is a fundamental requirement for planning a modern city like Toronto. Integrated thinking means seeing, understanding and accounting for all the connections as we go about our decision making. Sometimes it means thinking differently about solutions. Always it means searching for outcomes that demonstrate integration, balance and interdependence and that earn social, environmental and economic rewards. (p1-3. Toronto Official Plan – Feb 2019)



Figure 7: Comparison between the hierarchy of planning strategies in the ACT and NSW



A defined hierarchy of planning strategies

Many benchmark jurisdictions also had a clear hierarchy of planning strategies or spatial plans. While this is the natural result of the larger area covered by those jurisdictions, it supports the translation of city- or state-wide policies into desired development outcomes for a local area.

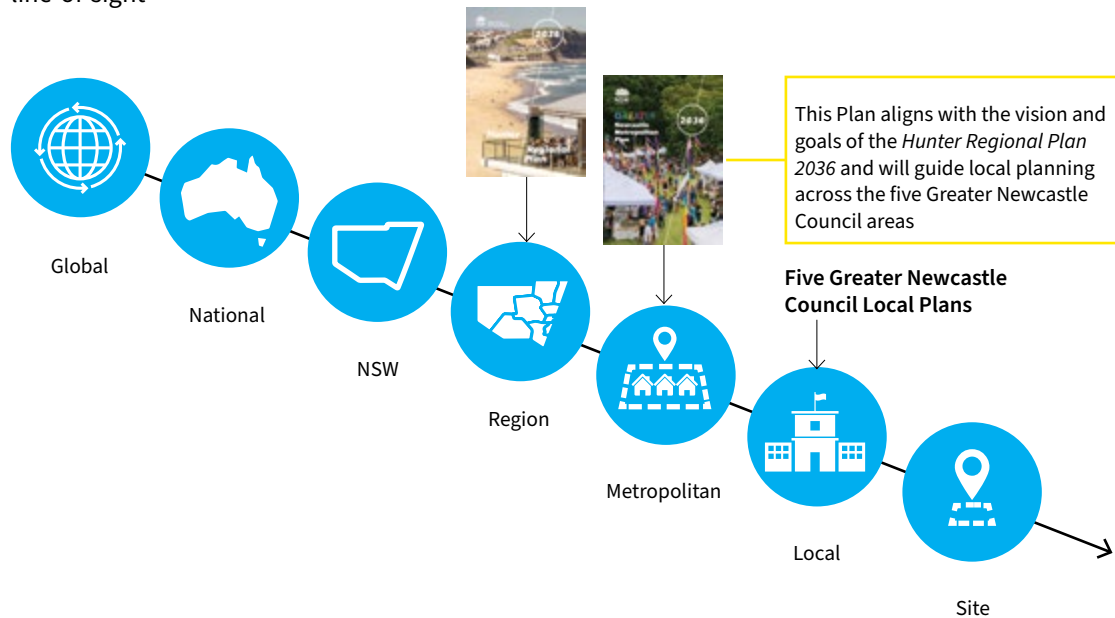
Recent reforms in New South Wales (NSW) have recognised the importance of having holistic planning strategies and a clear hierarchy of planning strategies. Figure 7 provides a comparison of how relevant legislation defines the hierarchy of planning strategies and their relationship with development controls. Figure 8 demonstrates this hierarchy in practice with the City of Newcastle's various planning strategies.

The NSW *Environmental Planning and Assessment Act 1979* defines both the hierarchy and what each level of planning strategy should address. Figure 9 provides a comparison between the strategic planning requirements in the ACT with those for a district level planning strategy in NSW (the equivalent of the Greater Newcastle Metropolitan Plan in Figure 8).

As a result of these requirements, district plans in NSW, although not the best comparison due to the multiple tiers of government, tend to provide more definitive directions. This includes clear short-term and long-term housing supply targets and identification of areas for increased housing supply and the identification of planning mechanisms required to give rise to those directions.

Figure 8: Hierarchy of planning strategies for the City of Newcastle

Delivering the *Hunter Regional Plan 2036* within the Strategic Planning line-of-sight



The lesson from the comparison is that jurisdictions that place a greater emphasis on strategic planning:

- have stronger and clearer requirements about what planning strategies must address
- often have multiple levels of planning strategies that describe what broad policy directions mean for a smaller local area
- provide clearer descriptions of how the directions of those strategies will be implemented through development controls.

Figure 9: Comparison between strategic planning requirements in the ACT and NSW

ACT Planning System

Planning and Development Act 2007
Chapter 6 Planning Strategy

105 Planning strategy

The Executive must make a planning strategy for the ACT that sets out long term planning policy and goals to promote the orderly and sustainable development of the ACT, consistent with the social, environmental and economic aspirations of the people of the ACT.

107 Main object of planning strategy

The main object of the planning strategy is to promote the orderly and sustainable development of the ACT, consistent with the social, environmental and economic aspirations of the people of the ACT in accordance with sound financial principles.

NSW Planning System

Environmental Planning and Assessment Act 1979
Part 3, Division 3.1: Strategic Planning

3.4 District strategic plans—preparation and content

(1) The relevant strategic planning authority for a region (other than the Greater Sydney Region) may, or must if directed to do so by the Minister, prepare a draft district strategic plan for a district in the region.

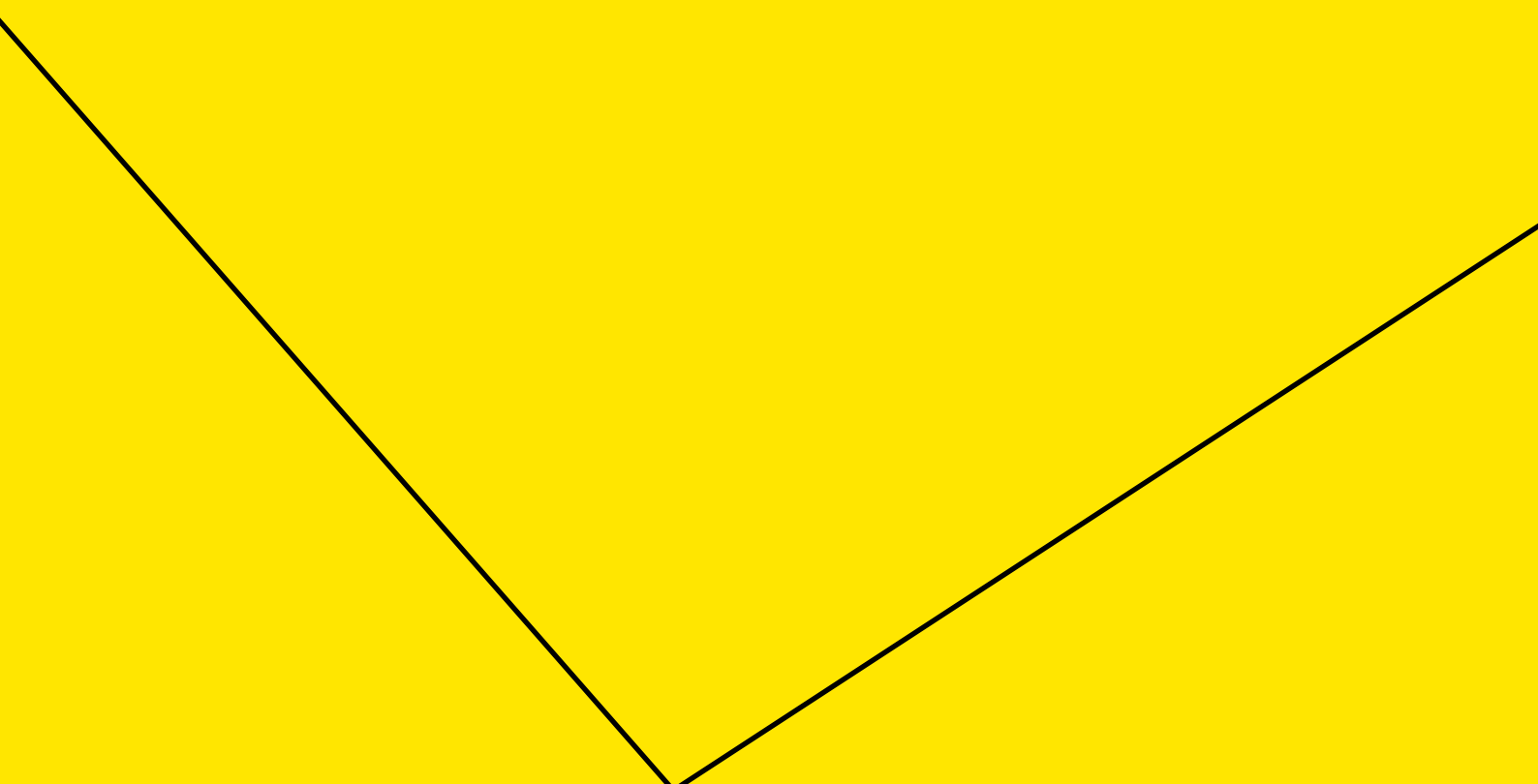
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(3) A draft district strategic plan must include or identify the following:

- a. the basis for strategic planning in the district, having regard to economic, social and environmental matters,
- b. the planning priorities for the district that are consistent with the objectives, strategies and actions specified in the regional strategic plan for the region in respect of which the district is part,
- c. the actions required for achieving those planning priorities,
- d. the basis on which the relevant strategic planning authority is to monitor and report on the implementation of those actions,
- e. areas of State, regional or district significance, including priority growth areas,
- f. such other matters as the relevant strategic planning authority considers relevant to planning for the district be used to capitalise on investment opportunities; and



3. Proposed directions for reform



3.1 Opportunity areas

There is a recognised need to provide greater specificity in the ACT's planning strategies to enable the translation of proposed policy directions to development controls.



One approach to addressing this need would be to expand the current Planning Strategy to provide a greater level of detail on how the directions will be implemented across the various districts of Canberra; the Planning Strategy refers to this as district level planning. This could entail the preparation of additional spatial plans that represent those directions at a higher level of detail. They could be used to identify the amendments to the Territory Plan that would be necessary to support realisation of those directions.

A second approach would be to extend the hierarchy of planning strategies within the system to include additional area-specific strategies. These additional strategies could also introduce additional local-area policy that addresses considerations such as desired future character.

Given that the Planning Strategy was only released in late 2018, amending this strategy would have to wait until the five-yearly review, in 2023. It would also necessitate undertaking all local-area planning as a single exercise. This poses an issue in terms of the timeframe to deliver the reform project. The second approach would provide greater clarity on the role of local-area planning and enable those plans to be produced progressively with the initial focus on those areas identified for change. The second approach is currently favoured.

Addressing the disconnect between planning strategies and development controls is discussed further in Paper 1—System Structure, while the role of the Planning Strategy in decision making is discussed in Paper 4—Development Assessment.

3.2 Proposed changes to strategic planning

Table 1 identifies the proposed directions for change within the context of strategic planning (SP).

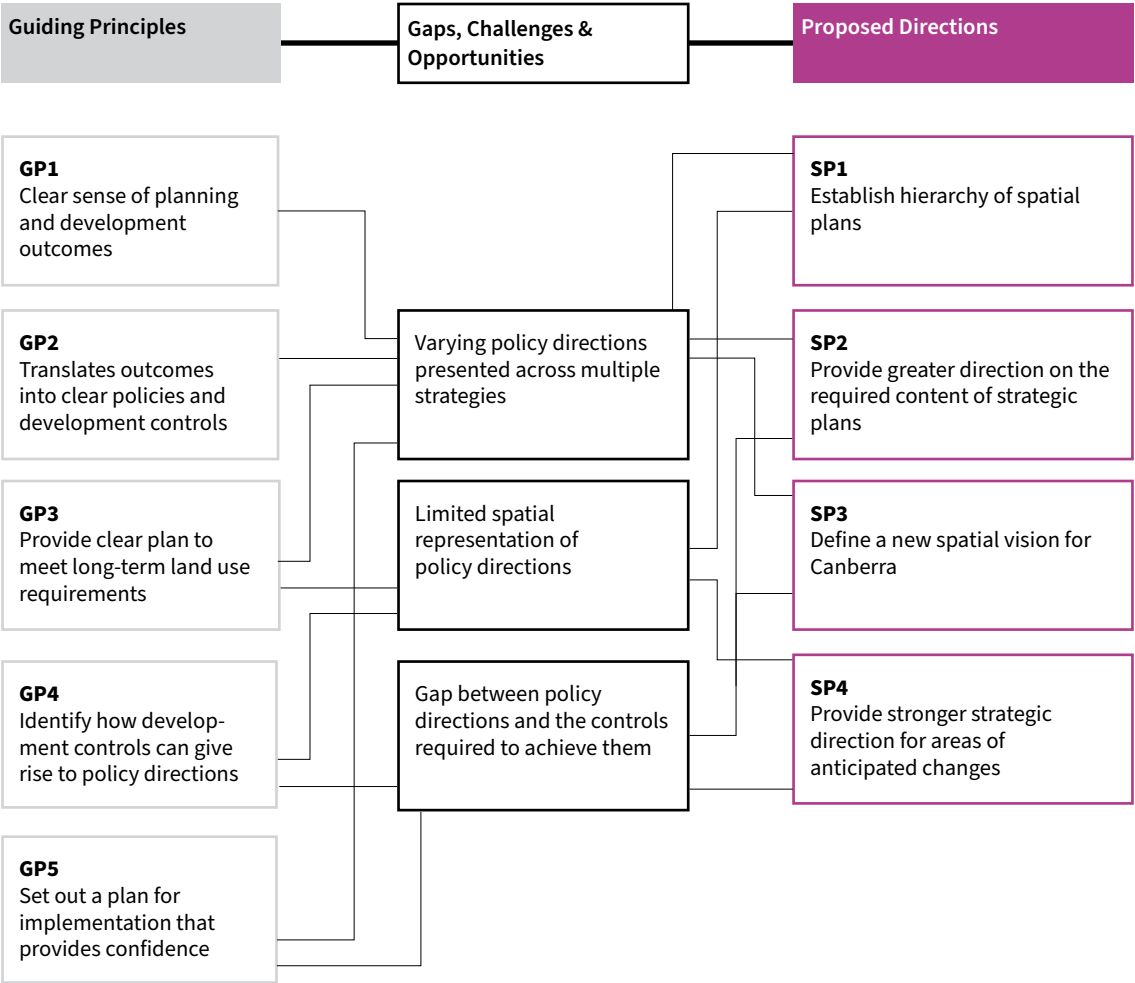
Table 1: Proposed directions and changes to strategic planning

Strategic Planning Direction No.	Proposed Directions	Potential changes	Rationale
SP1	Establish hierarchy of spatial plans	Amend the Act to clearly define the levels of strategic planning, their respective roles, and how they relate to different parts of the Territory Plan. As an example, this may include requiring a structure plan to be produced to inform the preparation of a precinct code. Importantly, each level of planning should include a spatial plan that identifies how those directions will influence the spatial and physical evolution of the Territory.	The absence of detailed spatial plans within the current planning system complicates the ability of the community to understand how long-term planning directions will impact different neighbourhoods across the Territory. Preparing clear plans at a city and local-area level (or any other level considered appropriate) assists in practically understanding the outcomes the planning system seeks to facilitate.
SP2	Provide greater direction on the required content of planning strategies	Amend the Act to clearly define the basic requirements for strategic planning. This might include the need for strategic plans to: → be based on 30-year population and employment forecasts → identify where and how changes in population and employment will be accommodated → identify the changes to development controls necessary to support these changes → identify potential local infrastructure impacts and how this influences the staging of change.	There is currently a significant gap between the broad directions of strategic plans and the details of development controls. This means that development outcomes are not always consistent with the expectations of the community. Providing more rigorous requirements for strategic planning will ensure that planning strategies are better placed to directly inform changes to development controls.

Strategic Planning Direction No.	Proposed Directions	Potential changes	Rationale
SP3	Prepare a strategic statement and spatial plan to direct detailed planning	Produce a statement that explains how the Territory will spatially and physically evolve over future decades. The statement should describe the outcomes illustrated through the hierarchy of spatial plans. It could be included in the Territory Plan to provide context to the Statement of Strategic Directions (similar to the 'explanatory statement' in the National Capital Plan).	The Planning Strategy includes a vision describing the aspirations for the Territory's evolution to 2045. It highlights several important themes including a compact and efficient city and an accessible Canberra, among others. A second statement which explains how these themes will impact the spatial and physical development of the Territory (the scale and character of buildings or the elements of the landscape that will be protected, for example) can help bridge the gap between high-level policy and area or site-specific development controls.
SP4	Provide stronger strategic direction for areas of anticipated change	Undertake local-area planning where necessary to aid interpretation of local character and built form outcomes with an initial focus on providing greater clarity for areas that have been identified for change. This could form a second tier of strategic planning under the main Planning Strategy.	Improves the policy framework for developments as they relate to design and character and provides stronger implementation guidance for areas of future change.

Figure 10 summarises how the proposed directions address the current strategic planning gaps and challenges and responds to the guiding principles (GP).

Figure 10: Reform summary for strategic planning



3.3 Potential effect of these changes

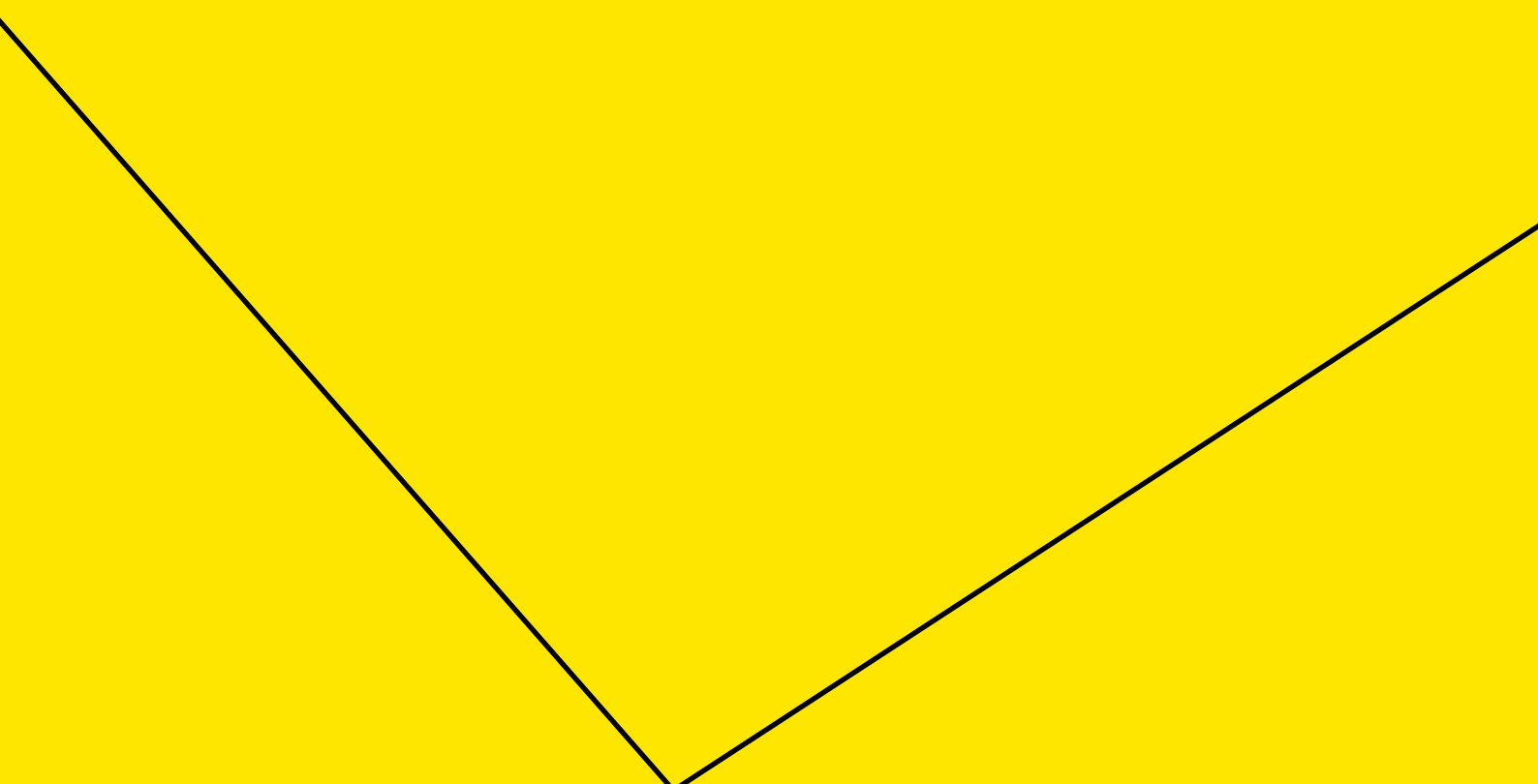
The changes to strategic planning are intended to improve clarity and strengthen the planning system. While the proposed changes may alter the way the planning system operates, they would not, in isolation, have a material impact on the way development applications are considered

or determined nor would they change the ability of community or other planning stakeholder to participate in the planning process.

The changes may necessitate additional strategic planning and ultimately require changes to the Planning Strategy.



4. Next steps



Given strategic planning's role in setting policy directions for the broader planning system, agreeing on and implementing the proposed directions for reform of strategic planning are critical to enabling the other proposed changes.

Figure 11 identifies a Project pathway for the next stage of work and how the proposed strategic planning directions relate to the proposed directions identified for the other four focus areas. The pathway illustrates that the hierarchy of plans and the role of the planning strategy within the system (SP1) will be influenced by reforms to the purpose and objectives of planning. It also identifies that making these decisions is a pre-requisite of reforming development controls.

Confirming the content of planning strategies (SP2) will influence development controls as it will dictate the themes the statement of strategic directions may need to address.

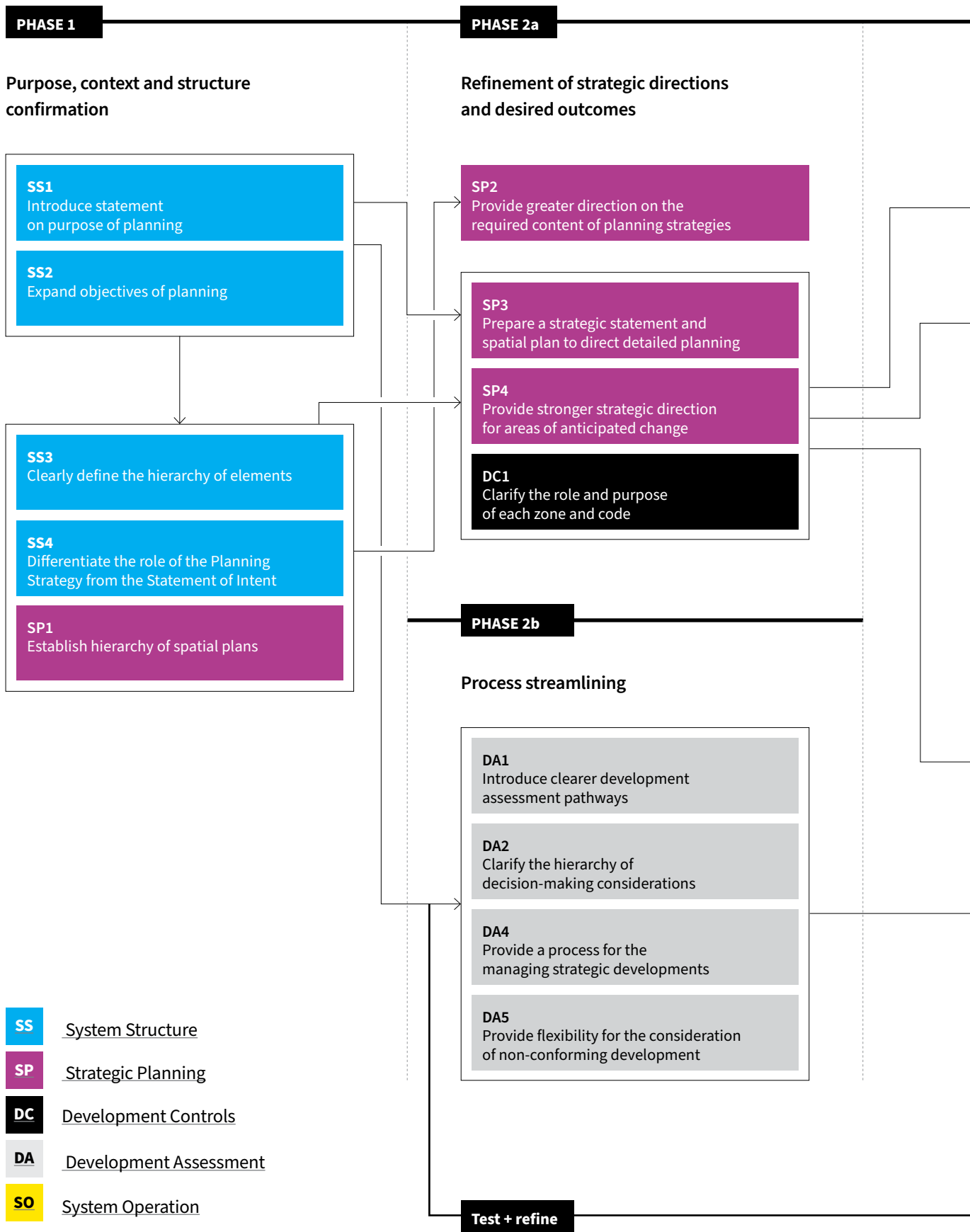
In the short term these changes may also necessitate detailed planning at a local level that can provide a vision and basic direction on existing and preferred character.

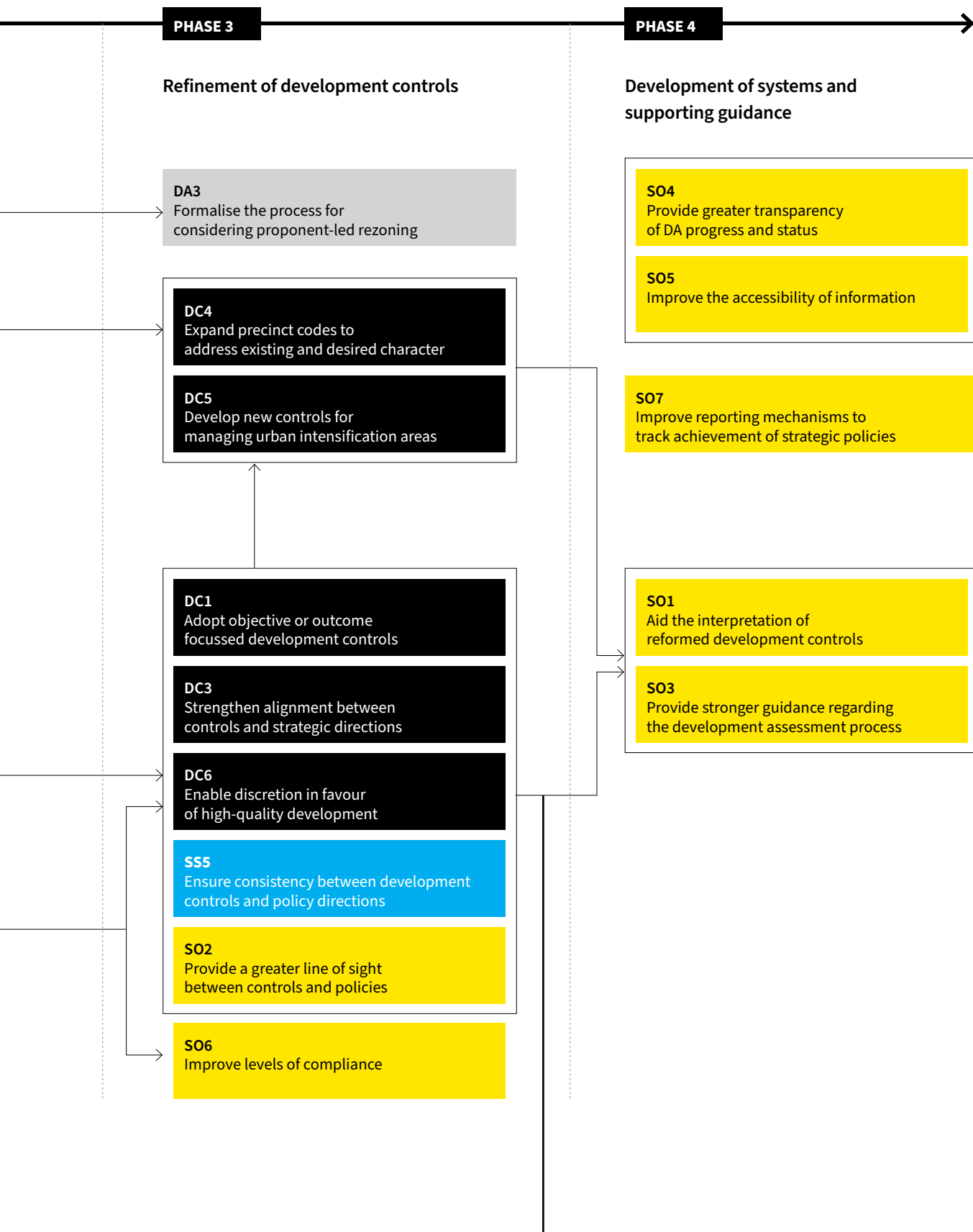
While the current Planning Strategy provides valuable policy directions, the level of detail in which these directions are explored may not be necessary to support the full implementation of all proposed reforms. Local-area planning is a good example of this with the current strategy not specifically addressing issues of character or desired outcomes at a local-level. Similarly, relying on the strategy to inform determinations in regard to re-zoning, as proposed in Paper 4—Development Assessment, may require a more detailed exploration of areas for urban intensification among other directions.

Work has commenced on a range of technical task, and will continue through 2021. Outcomes of this technical work will be used to develop implementation proposals in 2021.



Figure 11: Project pathway for strategic planning





Glossary of terms

ACT planning and land authority: The Chief Planning Executive of the Environment, Planning and Sustainable Development Directorate is the ACT planning and land authority.

ACT Planning Strategy: The strategy produced by the Environment, Planning and Sustainable Development Directorate titled ACT Planning Strategy 2018¹.

ACT planning system: Legislation, policies, rules, plans and strategies that control and inform planning and development in the ACT.

Area planning: Planning at a district level to bridge the gap between ACT-wide and local area planning to provide an opportunity to build on existing and emerging government policies, plans and strategies.

Built environment: The structures and places in which we live, work and play, all of which are integral to improving the health, wellbeing and quality of life of our community as a whole.

Character: Character makes an area distinctive and contributes to the identity of the place.

Codes: A series of policies and instructions relating to planning. Three types of planning codes in the Territory Plan are: precinct, development and general codes.

Concept plan: A precinct code under the Territory Plan that guides the preparation and assessment of development in future urban areas.

Design principles: A set of design ideas that enable the consistent consideration of a range of design related issues including at a broader city, neighbourhood or site-specific scale.

Development application: The information package lodged with the planning and land authority to enable an assessment of a given proposed development to be conducted.

Development assessment: The processes through which development applications are assessed and considered. They are either approved, refused or required to resubmit with further detail.

Development code: A set of detailed rules and criteria which applies to a set of developments as outlined in the Territory Plan².

Development controls: Are documented in the Territory Plan² in the various codes and development tables. They are the policies that are used to control or manage development in line with planning objectives.

Exempt development: The development proposed is exempt from requiring development approval under a development table or by regulation.

General code: Planning provisions that address particular planning and design issues which may relate to any kind of development across any of the zones within the Territory Plan².

Greenfield: Greenfield areas are undeveloped land often located on the edge of existing urban areas and usually identified by a future urban area overlay in the Territory Plan.

1 https://www.planning.act.gov.au/__data/assets/pdf_file/0007/1285972/2018-ACT-Planning-Strategy.pdf

2 <https://www.legislation.act.gov.au/ni/2008-27>

Guidelines: Documents that provide guidance on how to implement official advice but do not include specific development controls.

Land use: The way in which a piece of land is used which includes the activities that are undertaken on it such as residential, industrial, community facility, recreational and commercial.

Leasehold: System of land ownership that applies to all land in the ACT, other than National land.

Living infrastructure: Refers to all the interconnected ecosystems within an urban catchment, including trees, gardens, green walls and roofs, parks, reserves, lakes, wetlands and open spaces.

Master plan: Non-statutory document that outlines a vision to guide growth and development of a centre over the next 20-30 years.

National Capital Plan: The metropolitan plan for Canberra and the Territory that requires ‘Canberra and the Territory are planned and developed in accordance with their national significance’. It is prepared and administered by the National Capital Authority³.

Outcomes-focused planning: A system that focuses on the substantive matters to be addressed without specifying in detail how that will be achieved. It is one that is centred on the quality, results and performance of planning system outcomes, rather than rule compliance.

Overlays: Territory Plan overlays are a set of planning instructions that apply to areas which have special controls in place; e.g. Public Land Reserves, Future Urban Areas.

Planning: Also called urban or regional planning, is the process of making decisions to guide future action and is specifically concerned with shaping cities, towns and regions by managing development, infrastructure and services to improve social, economic and environmental outcomes.

Planning and Development Act 2007 (the Act): The legislation which provides the framework for the ACT planning system⁴.

Precinct code: A set of planning instructions which sets out the requirements that apply to individual suburbs or geographical areas (precincts).

Rules: A series of provisions which provide definitive controls for development. In relation to a code, means the rules set out in the code.

Spatial plan: A document which provides the direction for a specific area within the planning system and is used to inform the outcomes of development applications.

Spatially-led planning: Planning that places a greater emphasis on strategic spatial planning and physical direction of the Territory at different scales, from the city level to the local-area and site levels of planning, as well as improved planning and built form outcomes.

Stakeholder: Any person, institution, organisation, agency, department, authority, club, association or the like which is directly involved in the planning process.

Statement of Planning Intent: A statement prepared by the Minister for Planning which sets out the main principles that are to govern planning

³ <https://www.nca.gov.au>

⁴ <https://www.legislation.act.gov.au/a/2007-24/>

Statement of Strategic Directions: A series of broad strategic principles to guide long term planning for the ACT in the [Territory Plan](#)².

Statutory planning: The part of the planning process that is concerned with the regulation and management of changes to land use and development which includes act of controlling land uses within an area covered by a land use plan.

Strategic planning: The long-term strategic or policy objectives that describe the purpose and direction of the planning system.

Structure plan: A document which sets out the principles and policies for development of future urban areas.

[Territory Plan](#): The key statutory planning document in the ACT².

Urban Footprint: The geographic extent of the existing urban area.

Urban infill: Development of unused or underutilised land in existing urban areas. It involves increasing the capacity of our existing urban area to support growth.

Urban intensification areas: Targeted areas where development and redevelopment is directed and is aligned with supporting infrastructure and provides the opportunity for renewal and investment.

Urban renewal: The process of improving the economic, social and environmental sustainability of a particular urban area through redevelopment of underutilised urban areas.

Zones: Areas defined within the [Territory Plan](#)² which determine the appropriate land uses for an area.



