



**Attachment to item number 4.2 -
Regional Framework and Structure Plan Guidelines**

Structure Plan Guidelines

Draft

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Glossary

The following acronyms and abbreviations are used in this report.

LUPA Act	–	<i>Land Use Planning and Approvals Act 1993</i>
LPS	–	Local Provisions Schedule
RLUS	–	Regional Land Use Strategy
TPP	–	Tasmanian Planning Policy
TPS	–	Tasmanian Planning Scheme
SPG	–	Structure Plan Guidelines
SPO	–	State Planning Office
SPP	–	State Planning Provision

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I. Introduction

The Structure Plan Guidelines (SPGs) are intended to provide agreed guidance for the preparation of structure plans at the local strategic planning level.

The SPGs provide for some core elements that are intended to deliver structure plans that involve appropriate stakeholder engagement and community consultation, and coordinate growth with the provision of services and infrastructure in a manner that integrates with the surrounding area.

It is not intended that the SPGs prescribe a methodology for the structure planning process, however, there has been an identified need across State government and councils to reach agreement on defining what structure planning is, as opposed to other forms of local strategic planning, such as settlement strategies or master plans, and what their purpose and content should be.

The SPGs may also be considered when preparing other types of local strategic planning documents, such as masterplans or residential settlement strategies, where guidance within the SPGs is relevant to the preparation of these plans.

I.1 Structure planning in Tasmania's land use planning system

Structure plans play an important role in local strategic planning in Tasmania. Structure plans are not one of the statutory instruments in the Tasmanian planning system (Figure 1), however, they have a key role in implementing and articulating the regional land use strategies (RLUSs) at the local level.

In Tasmania, structure plans provide finer grain planning to manage settlements. Preparation and review of RLUSs identifies at a regional level where use and development should occur, including for residential, commercial, industrial, or community-based uses. The RLUSs also establish a network of settlement and activity centre hierarchies to prioritise growth within settlements.

Structure plans prepared at the local level then inform the application of zoning and overlays in LPSs, and the preparation of specific area plans or particular purpose zones where a more unique integration of use and development is required, which are implemented through LPS amendments.



Hierarchy of Tasmanian planning instruments

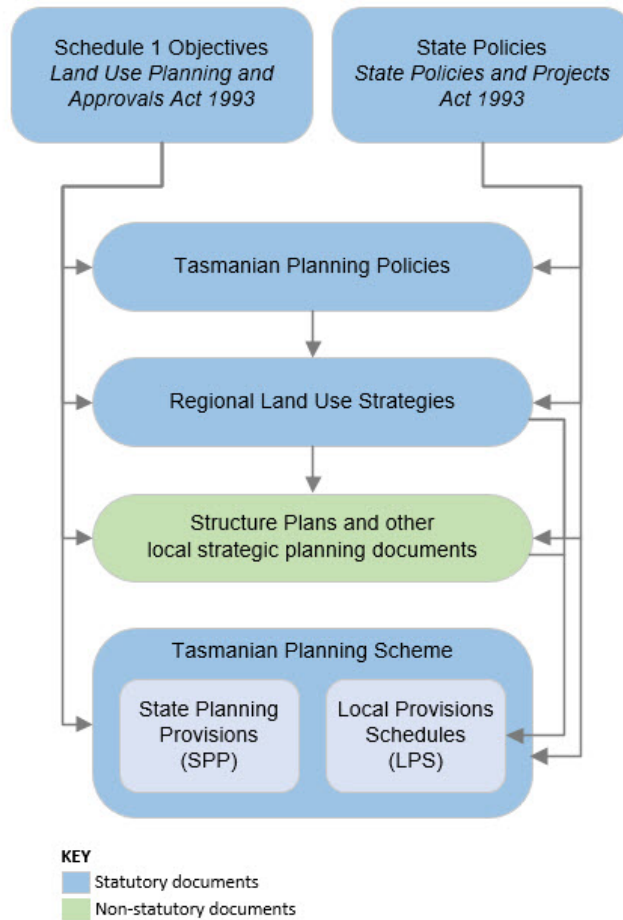


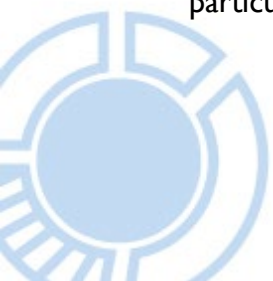
Figure 1: Tasmania’s land use planning instruments

Structure plans, therefore, provide a strategic link between the RLUSs and local level planning within municipalities to resolve regional and local priorities where the RLUSs identify land use and development changes related to settlements.

Structure plans should also provide for outcomes that are consistent with the broader planning policy and legislative framework, including the RLUS, the Tasmanian Planning Policies (TPPs), the objectives of Schedule 1 of the LUPA Act or the State Policies.

Given the statutory RLUS reviews are due after the TPPs are made, there is scope for structure planning to inform the next iteration of the RLUSs. The manner in which a structure plan may inform the review of RLUSs is provided in the guidelines below.

Structure plans, however, need not be confined to objectives outlined in the RLUS or the broader planning policy framework. As a locally prepared plan, they can deliver community aspirations beyond the existing planning policy framework. For instance, a structure plan may introduce urban design objectives to strengthen the public realm, objectives for sustainable design or urban landscaping features, or identify a specific mix of uses to deliver a particular activity precinct.



Structure plans are usually prepared by a council to coordinate infrastructure and service provision with land use and development changes. However, they may also be prepared by a developer in support of a planning scheme amendment to accommodate a specific development, such as a residential subdivision, commercial or industrial precinct.

I.2 Defining structure plans

Broadly, structure plans guide the management of settlements and land use and development changes by integrating and coordinating future land uses, development and infrastructure provision at a local level in a sustainable and orderly manner.

Structure plans should strengthen communities by establishing a shared vision that builds on existing opportunities and strengths whilst managing the impacts of future use and development.

Structure plans include spatial representation of existing and proposed land use, social and physical infrastructure and services, natural hazards, natural values, physical and topographical features.

They must incorporate policy, objectives and actions that are consistent with the broader statutory and policy planning framework and support efficient infrastructure and service delivery.

I.3 What structure plans should achieve

Depending on the scale and purpose, a structure plan can achieve the following:

- manage and coordinate changes in use and development across a spatial area in an integrated manner that manages land use conflict;
- manage settlements and use and development changes in stages coordinated with the provision of necessary services and infrastructure to provide for orderly planning;
- manage settlements and land use and development changes in a way that considers the need to protect natural values, avoid or manage use and development in areas subject to natural hazards and respond to topographical features;
- plan for elements required to deliver sustainable communities by capturing community aspirations and incorporating components such as active and sustainable transport options, integration of natural and open space features, compact and integrated activity centres and a range of housing densities;
- improve liveability through the provision of land for opportunities for economic growth and access to employment, education, community services, entertainment cultural activities; and
- strengthening the public realm through urban design and built form outcomes that activate activity centres or specialised precincts.



I.4 Types of structure plans

In Tasmania, structure plans may be prepared at a variety of scales and for different purposes appropriate to the required planning outcome. An example of some of the structure plans prepared include:

- Township or settlement structure plan – these structure plans are usually prepared for a whole settlement or town, including a rural town or village outside the metropolitan areas. Their vision may address the strengthening or renewal of existing urban areas, areas of new growth, or provision of specific uses such as commercial, industrial, community, open space and recreation.
- Greenfield structure plans – provide for new growth areas on an identified greenfield site within an urban growth boundary or on an urban fringe. They may vary in scale providing for a small residential subdivision to relatively large areas of growth involving an integration of different land uses.
- Precinct structure plans – guide use and development for the creation of various precincts that are individually distinguishable through their mix of uses, character, urban form or a particular public realm outcome. Precinct structure plans can be prepared for the renewal of existing urban and metropolitan areas or the creation of new precincts in greenfield areas. They involve a comprehensive degree of planning inherent in structure planning, such as coordinating transport, physical and social infrastructure.

In practice, the scope of structure plans and their role in the planning system can vary considerably. Components of structure plans may also be found in various other plans, such as a development plan, settlement plan or a masterplan. Similarly, various terminology may be used to describe what is essentially a structure plan.

I.5 Maintenance of the guidelines

The SPGs are not a statutory or regulatory instrument and may be modified as and when necessary.

Any feedback on the operation of the SPGs may be provided to the SPO to inform maintenance of the guidelines.

I.6 How the guidelines should be used

The SPGs have been prepared to assist planners, councils and developers in preparing structure plans. They are intended to represent an agreed understanding around some key inputs into the structure planning process, and what a structure plan document should include.

As outlined, structure plans can vary significantly in scale and scope. It is intended that the SPGs be used for the preparation of a structure plan as appropriate to the particular scale and purpose of the plan. It is not intended to draw in any matters that are not relevant to the structure plan or process.



Similarly, the types of structure plans discussed, or the suggestions made in the SPGs should not limit the scope of a structure plan being prepared. The examples given in the SPGs provide context around how they should be applied, but are not an exhaustive list of considerations.

The SPGs do not seek to downgrade or invalidate structure plans previously prepared. Rather, they represent the agreed guidelines and objectives for the preparation of future structure plans should achieve going forward. The SPGs can also be used to inform future reviews of existing structure plans.

The document should be read as a whole, with Section 1 providing context and general guidance to structure plan preparation. The key components and processes in Section 2.1 below, outline what a structure plan should achieve, its key components, or processes around structure planning that are critical their success.

The Guidelines for Structure Plan Contents under Section 2.2 outline the information that should appear in a structure plan document.

2. Structure Plan Guidelines

The SPGs provide for the preparation of structure plans that can be accepted for implementation of the RLUSs and other planning objectives consistent with the policy framework to support the preparation of or amendment to an LPS.

The guidelines should be able to provide for strategic planning work that is broad in its delivery. Outlined below are some of the key processes and inputs of successful structure planning and should be utilised as relevant to the scale and scope of the structure plan being prepared.

2.1 Key components and processes

2.1.1 Definition and purpose

The purpose of the structure plan will be determined by the high-level objectives to be achieved that led to the need for preparing a structure plan. Some examples of a structure plan's purpose include:

- additional residential, commercial or industrial areas at various locations across an existing township;
- new greenfield residential areas and associated activity centre; or
- redevelopment and renewal of an existing urban area to achieve particular urban design or public realm outcomes.

The objectives for the structure plan may arise from other strategic planning work, such as a RLUS or a municipal settlement strategy, that identifies a need for finer grain planning to manage settlements at the local level.



In determining the purpose of a structure plan, it is also important to define the area to which the structure plan will relate. The spatial area will inform what issues the structure plan will need to consider and who should be engaged and consulted throughout the structure planning process. In establishing the structure plan area, the following matters should be considered, where appropriate:

- whether there is adequate space to accommodate the new areas of residential, commercial, industrial or other use and development within the time horizon anticipated by the structure plan and at the densities required;
- whether servicing and infrastructure networks necessary to provide for the anticipated use and development changes can be accommodated, such as for road, public transport, active transport;
- the need to buffer any impacts generated by activity proposed within the structure plan;
- the integration of public open space networks, and additional recreation or community facilities required; and
- the need to exclude land subject to natural hazards or requiring protection for natural values.

Throughout the structure planning process the purpose and the spatial boundaries of the structure plan may be refined as a result of outcomes from stakeholder engagement, community consultation or research and analysis undertaken.

2.1.2 Timeframes

An overall timeframe should be established that the structure plan is to provide for.

In preparing structure plans, particularly those providing for settlements, it is beneficial to consider the timeframes provided for by the relevant RLUS and its review period. This allows any growth identified by the RLUS to be further articulated by strategic planning at the local level in a coordinated manner.

2.1.3 Background research and data collection

Preparation of a structure plan should be informed by key inputs, data and studies underpinned by rigorous and tested methodologies. Specialists may be needed to advise on selecting the appropriate data to match the analysis and achieve the aims of the structure plan.

The inputs informing the structure plan preparation should include:

- statutory planning policy and legislative framework;
- any relevant infrastructure or service delivery strategy or plan;
- any existing information or study that may inform the context and analysis of the structure plan or the development of its strategies and actions;
- the preparation of new studies or investigations to address any gaps, or provide for more up-to-date inputs, to inform the context and analysis of the structure plan or the development of its strategies and actions;



- any relevant regional or sub-regional strategic planning work, including settlement or population strategies, that may impact or be impacted by the structure plan;
- other relevant policies or strategies developed by local, State or Federal government that may be relevant to the objectives of the structure plan;
- the most up-to-date available population, demographic, economic and employment data and projections, as appropriate; and
- issues arising from stakeholder engagement and community consultation.

The background research and data collection should inform the need for the structure plan, and its context, vision and any methodology used to develop the strategies and actions required to achieve the structure plan's objectives.

Additional research or studies may be required as the structure plan process progresses, and in response to issues raised during stakeholder engagement and community consultation.

The scale and purpose of the structure plan will determine the types of studies and extent of research required to inform the structure plan. The range of issues that might require specialised studies and research are outlined in the Guidelines for Structure Plan Content under Section 2.2.

2.1.4 Stakeholder engagement and community consultation

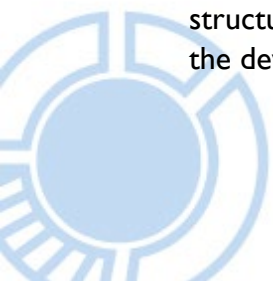
Stakeholders should be identified, and stakeholder engagement plans developed early in the structure plan process. This will allow key contributors, such as State agencies, service and infrastructure providers, and other relevant bodies, to be engaged early in the scoping stage, as well as at other key stages of the process.

Consultation with infrastructure and service providers should occur before community consultation so that critical issues are identified prior to public involvement. This ensures community participation and the structure plan vision are based on achievable parameters and options.

Earlier engagement of stakeholders allows for a holistic and coordinated approach to integrating service and infrastructure provision with use and development changes. Early input from stakeholders can assist in identifying constraints and opportunities to evolve a structure plan that incorporates a broader set of concerns and aspirations. This can result in developing more achievable strategies and actions.

Early engagement can also achieve 'buy in' to the structure plan from important stakeholders and allow for adequate planning or prioritising of resources or funding within a stakeholder's organisation.

There will be other key stages at which stakeholders should be engaged throughout the process. These might be prior to the release of a document, such as a discussion paper, draft structure plan, final structure plan, or at any stage where input is required into analysis; or for the development of strategies and actions for the structure plan.



The nature of the stakeholder engagement plan will be defined by the structure plan's scale and scope, and by the methodology preferred by those responsible for undertaking the engagement process. The more robust the stakeholder engagement process, however, the more efficient and achievable implementation of the structure plan is likely to be.

Stakeholder engagement should not be limited to physical service and infrastructure providers. Depending on the issues the structure plan raises, there may be a broad range of considerations, including:

- physical services and infrastructure, such as roads, public transport, electricity, stormwater, water and sewerage networks;
- delivery of social infrastructure such as aged care, health and education services;
- emergency management;
- the protection of natural or cultural values;
- management of risks associated with natural hazards risk;
- agricultural land; and
- productive resources.

An example of some of the key stakeholders that may be engaged include:

- Council;
- business and landowners;
- property developers;
- TasWater;
- TasNetworks;
- TasRail;
- Department of State Growth (including roads and infrastructure, passenger transport, mineral resources);
- Department of Education;
- Department of Health and Human Services;
- Department of Communities;
- Homes Tasmania;
- Aboriginal Heritage Tasmania;
- Heritage Tasmania;
- Department of Primary Industries, Parks, Water and Environment;
- Public transport operators;
- regional NRM bodies.

The SPO is putting a framework in place to assist councils, planners and developers to more easily engage with key personnel across State government agencies to assist with the stakeholder engagement process.

Community consultation should also be undertaken in the early stages of the process to allow for a shared vision to evolve that captures community aspirations and concerns. Consultation may be broad to capture a range of issues, and it may need to involve targeted consultation to resolve specific issues that are of concern to a particular segment of the community. Early consultation with the community can also help to identify missing cohorts in the community and inform adjustments to the stakeholder engagement plan.



As with stakeholder engagement, community consultation should be undertaken at key points throughout the structure planning process, including the stages after finalisation of the structure plan. The outcomes of consultation should inform the structure plan as it evolves, as well as its monitoring and review phases.

The objectives of the structure plan should be clearly communicated during community consultation. To achieve wide acceptance of the structure plan, it is important that members of the community have a thorough understanding about what aspects of the structure plan they may influence and the extent to which the process can address their aspirations and concerns.

Community consultation can seek to achieve a range of purposes throughout the structure planning process. These may include:

- informing the community that a structure plan will be prepared;
- seeking the community's input to influence the vision;
- collaborating with community representatives or community groups to resolve defined issues, such as the provision of or impacts to community facilities;
- receiving community feedback on draft structure plan strategies or actions;
- informing the community of works associated with implementation of the structure plan; or
- receiving input and feedback from the community for the purposes monitoring the success of the structure plan.

Any consultation plan developed should employ methods and tools most appropriate to the purpose of consultation and the stage the structure planning process is at.

Consideration can be given to engaging community consultation and stakeholder engagement specialists to assist with the preparation and undertaking of the consultation plan.

2.1.6 Analysis and options evaluation

The background research, data collection and studies should be analysed to determine how the objectives of the structure plan can be best achieved.

Analysis and evaluation need not occur at a single point during the structure plan preparation. The background research and studies, stakeholder engagement and community consultation will inform various stages of the analysis process, and likewise, the process of options evaluation can inform requirements for further research, consultation or engagement.

The analysis and evaluation should be informed by:

- all inputs comprising the background research, data collection and studies;
- outcomes of stakeholder engagement and community consultation including aspirations and concerns;



- rigorous and tested methodologies that identify constraints and opportunities (such as SWOT (strengths, weaknesses, opportunities, threats));

Options developed from the above points should form the basis for the formulation of strategies and actions that best meet the objectives of the structure plan.

2.1.7 Vision

A shared vision for structure plan should develop from the stages above. The vision should comprise a set of statements or goals that summarise what the combined strategies and actions set out in the structure plan will achieve.

The visions should:

- articulate the objectives that guide future changes to land use and development over the identified time horizon; and
- outline the overall priorities for the structure plan area.

2.1.8 The Structure Plan

The structure plan articulates how the vision will be achieved through a range of strategies (goals) with associated actions that are spatially represented in maps or plans. The structure plan should be informed by the:

- background research, studies and data,
- analysis and options evaluation; and
- stakeholder engagement and community consultation;

that has been undertaken as part of the structure planning process.

The structure plan should:

- be consistent with the relevant statutory planning policy framework, and manage settlements and use and development changes consistent with that identified in the relevant RLUS;
- identify and prioritise changes to future land use and development;
- integrate land uses in a manner that considers the impacts of future use and associated development and provide for sustainable and orderly growth;
- coordinate physical and social infrastructure and service delivery with the use and development required to achieve the vision in a sustainable and orderly manner;
- consider relevant impacts beyond the structure plan area, such as impacts on the broader services and infrastructure network and surrounding land use and development; and
- provide strategies and actions that are informed by a broad set of attributes and constraints relevant to delivery of the to the structure plan vision and avoid focussing on a narrow set of objectives.



Prior to the RLUS review after the making of the TPPs, the outcomes of the structure plan process may inform of the review of the relevant RLUS. The structure plan should identify and provide discussion around any changes that may inform the review of the RLUS. It should, however, remain consistent with the broader policy intent in the current RLUS, including the role of settlements in the existing settlement and activity centre hierarchy.

2.1.9 Acceptance

The structure plan should be endorsed by the relevant council once finalised, which should be evidenced in the structure plan. Where a structure plan has been prepared by or on behalf of a developer, the structure plan should be included in the documentation to support any planning scheme amendments for initiation and certification by the planning authority (council).

2.1.10 Implementation

An implementation plan should be included with, or accompany, the structure plan that outlines the steps and processes required to implement the structure plan's strategies and actions. Structure plans will usually require implementation through both statutory and non-statutory actions to provide for matters that reach beyond the planning policy framework.

Statutory implementation will usually involve an LPS amendment to provide for a rezoning, overlay or inserting a specific area plan or particular purpose zone.

Non-statutory implementation may include actions such as providing land for public purposes, land acquisition or consolidation, establishment of partnership arrangements or works required to improve public spaces.

Depending on the scope and scale of the structure plan, its implementation will likely occur over a significant timeframe and involve a variety of stages. Expectations amongst the community and stakeholders should be managed by communicating likely timeframes for delivery of the structure plan's actions.

Some key components comprising the implementation plan include:

Implementation framework

An implementation framework is necessary to support the implantation program. It should include:

- Adoption:
 - If the structure plan is prepared by or on behalf of a council its implementation plan should be adopted by council to ensure integration with its broader programs and strategies.

- Governance structure:
 - Roles and responsibilities need to be established for:
 - overall management and coordination of the implementation plan, such as governance group, council



management or project manager for developers or consultants;

- delivery of the individual projects or tasks identified in the implementation program;
- team members necessary to support delivery of the projects or tasks.

Stakeholder agreement

- Stakeholders should be engaged to agree timing and priority for delivery of components necessary to the structure plan, including the provision of services and infrastructure;
- Ongoing engagement will be required as key services, infrastructure and works are delivered.

Partnerships

- Establish any partnership arrangements required for delivery of agreed actions;

Budget allocation and funding

- Costs should be allocated for the delivery of each project or task, including allocating funds as part of any capital works program;
- Any other funding arrangements, such as with State government should be arranged and allocated.

Implementation program

The implementation program should outline the individual projects or tasks necessary to implement the structure plan. These should align with the priorities identified by the structure plan's strategies and actions.

The implementation program should outline:

- each structure plan action;
- who is responsible for management of its implementation;
- the timeframes involved for delivery, including commencement and duration;
- budget allocated for the implementation;
- its priority in the context of the implementation plan; and
- identification of any stakeholder engagement and community consultation required as part of the implementation program.

2.1.11 Monitoring and review

The structure plan should be monitored over time to assess the outcomes of its implementation against its vision.



Regular monitoring of the structure plan allows:

- delivery of projects to be assessed against the structure plan's priorities;
- funding allocation and resources to be adjusted as necessary; and
- adjust the implementation arrangements where necessary.

The methods to be used to monitor the structure plan should be outlined in the document.

Reviews of the structure plan should also be undertaken. Once the TPPs and the regional planning framework are in place it may be beneficial to schedule the review of structure plans to align with the review timeframes for the RLUS and the LPS.

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2.2 Guidelines for Structure Plan Content

Depending on the scope and purpose of the structure plan, provided below is an outline of content that should typically comprise a structure plan document, including relevant detail as outlined in section 2.1.

2.2.1 Title cover page

The structure plan should include a title with the relevant date or time horizon. It should be clear who has prepared the structure plan and which council it has been prepared on behalf of where relevant.

2.2.2 Council endorsement

The structure plan should be endorsed by the relevant council. A copy of the council endorsement and date should be included in the structure plan.

Where the structure plan has been prepared to support a LPS amendment on behalf of a developer, it should be provided in the documentation to support the amendment for initiation and certification by the planning authority (council).

2.2.3 Purpose

The purpose of the structure plan should be clearly explained.

The purpose of the structure plan should also include justification as to why the structure plan is needed, why the land use change or growth is provided for in the area identified by the structure plan.

Is it to achieve various goals across an existing settlement, such as revitalising an activity centre and consolidating residential areas, or is it to provide for new residential areas or industrial precincts in an identified growth areas?

2.2.4 Timeframe

The timeframe that the structure plan provides for should be communicated in the document.

In preparing structure plans, particularly those providing for settlements, it is beneficial to consider the timeframes provided for by the relevant RLUS and its review period. This allows the growth identified by the RLUS to be further articulated by strategic planning at the local level in a coordinated manner.

2.2.5 Policy framework

An overview of the relevant legislative and policy framework should be provided in the structure plan document including an overview of the objectives of Schedule 1 of the LUPA Act, the State policies, the relevant RLUS, and the TPPs when made.

The structure plan should achieve strategies and actions consistent with the planning policy framework.

Land use and development changes, where relevant, should be consistent with those identified in the RLUS, including with the settlement and activity centre hierarchies.

Where the structure plan's strategies may inform the review of the RLUS, these should be outlined in the structure plan with discussion provided. Where growth is provided for in the structure plan, it should be consistent with any available regional or sub-regional supply and demand study or provide sound justification for the use and development changes identified.



2.2.6 Define the structure plan area

The area to which the structure plan applies should be defined. All future use and development changes should be able to be accommodated in the structure plan area.

The structure plan area should be indicated through the use of maps and plans.

2.2.7 Stakeholder engagement

Engagement with relevant stakeholders should be undertaken early in the structure planning process and well before the first consultation draft is released.

The scale and purpose of the structure plans will determine who will need to be engaged.

The outcomes of stakeholder engagement, such as a consultation report, should be provided with the structure plan document.

2.2.8 Community consultation

Community consultation should commence early in the structure planning process and be undertaken at other key points throughout the preparation of the plan.

The nature and timing of community consultation will need to be tailored around the scope and scale of the structure plan being prepared.

The outcomes of community consultation, including how the consultation has informed the outcomes of the structure plan, should be outlined. Consultation reports can be provided with the structure plan.

2.2.9 Context

Profile and existing conditions

An overview and discussion summarising the profile of the structure plan area, including the social, economic, environmental and physical attributes that influence the existing structure plan area.

A description of the existing conditions should be provided as relevant to the consideration of the structure plan area and its objectives.

Constraints and opportunities analysis and options evaluation

The evolution of the structure plan's vision and the development of its strategies and actions will be informed by the background research, data and supporting studies. The methodologies and rationale for the research tools and data should be explained in the document.

The range of matters that may inform the profile and existing conditions, constraints and opportunities assessment, analysis and evaluation may include, but not be limited to, the following:

- main activities and patterns of land uses; and
- land use zoning

Social, cultural and economic attributes:

- population and projected growth; demographics and projected demographic change;
- economic activity – commercial, industrial, productive resources;
- employment profile and projections;
- housing supply, typology and affordability;
- function and role of an activity centre;
- tourism;
- health and wellbeing;



- special precincts, character or heritage;

physical attributes:

- topography and natural features
- natural values and landscape;
- land capability;
- managing risks associated with natural hazards;
- land contamination;
- attenuation areas;
- open space network and recreation;
- Aboriginal heritage;
- historic cultural heritage;
- community facilities and social infrastructure;
- residential densities;
- active transport networks;
- traffic volumes and road safety;
- strategic infrastructure considerations including impacts on broader freight and passenger transport and networks;
- infrastructure and services including electricity networks, water, sewer and stormwater;
- urban form; and
- urban design.

2.2.10 Structure plan – Vision

The vision should comprise a set of statements or goals that summarise what the combined strategies and actions set out in the structure plan will achieve

2.2.11 The Structure Plan

The structure plan should contain maps and plans that spatially represent the strategies that are to be implemented to achieve the structure plan vision.

Future LPS controls such as zoning and overlays can be identified spatially in the structure plan.

Outcomes of the structure plan should be consistent with the broader policy framework.

Any strategies that could inform review of the RLUS should be identified and discussed.

2.2.12 Implementation

An implementation plan should be provided in or accompany the structure plan describing how the structure plan will be implemented, including priorities and timeframes for implementation.

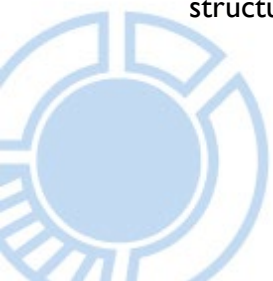
2.2.13 Monitoring and review

Details of how the structure plan will be monitored and its timelines for review should be outlined.

2.2.14 Supporting studies

Any supporting studies such as natural values, natural hazards, heritage, urban design guidelines that have informed the structure plan's strategies should be considered for inclusion in the structure plan or as background studies as appropriate.

Key recommendations in the supporting studies should be identifiable in the structure plan's analysis and options evaluation or strategies.



2.3 Further information and feedback

For further information or to provide feedback on the maintenance of the Structure Plan Guidelines please contact the State Planning Office on 1300 703 977 or stateplanning@dpac.tas.gov.au .

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Regional Planning Framework

Discussion Paper



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Glossary

The following acronyms and abbreviations are used in this report.

LUPA Act	–	<i>Land Use Planning and Approvals Act 1993</i>
LPS	–	Local Provisions Schedule
RLUS	–	Regional Land Use Strategy
TPC	–	Tasmanian Planning Commission
TPPs	–	Tasmanian Planning Policies
TPS	–	Tasmanian Planning Scheme
SPG	–	Structure Plan Guidelines
SPO	–	State Planning Office
SPPs	–	State Planning Provisions



I Introduction

This discussion paper has been prepared by the Department of Premier and Cabinet's State Planning Office (SPO) and commences the formal consultation on the regional planning framework project. The regional planning framework refers to the legislative, regulatory or administrative arrangements that support Tasmania's regional land use strategies (RLUSs).

The paper has been prepared to assist you in providing feedback on what key elements should be incorporated into the improved regional planning framework.

This discussion paper is informed by targeted consultation undertaken with the planner's reference groups in each of the Cradle Coast, Northern and Southern regions. The feedback received in response to the discussion paper will inform any legislative, regulatory, or administrative changes required, which will also be subject to further consultation.

The discussion paper also introduces the draft structure plan guidelines (SPGs) for comment. The guidelines are not intended to become a statutory instrument. The SPGs are the first step in the formulation of agreed processes and standards for structure plan preparation.

1.1 Background

The three regional land use strategies (RLUSs) in operation in Tasmania were declared in 2011 following the introduction of the Land Use Planning and Approvals Amendment (State and Regional Strategies) Act 2009. They were the first plans of their kind in Tasmania and were introduced to promote a regional approach to strategic planning in the State. A review of the RLUSs, along with the legislative and administrative framework in which the RLUSs operate, is necessary to ensure their consistency with the broader planning reform agenda.

The introduction of the State-wide Tasmanian Planning Scheme comprising the State Planning Provisions (SPPs) and the Local Provisions Schedules (LPSs) delivers Phase One of Tasmania's planning reform.

Phase Two of the planning reform agenda commenced in 2021 and includes the preparation and making of the Tasmanian Planning Policies (TPPs), the review of the regional planning framework, and the comprehensive review of the RLUSs, which will involve the preparation and making of the next iteration of the RLUSs.

This discussion paper will focus on the regional planning framework component of the Phase Two reforms. Improving the regional planning framework will better support the comprehensive review of the RLUSs, by defining their scope and purpose and providing processes around their preparation, assessment, declaration, governance, monitoring, review and amendment.



1.2 Role of regional strategic planning in Tasmania's planning system

The RLUSs set out the key agreed strategic directions for a region over the medium to longer-term. They aim to provide certainty and predictability for State government, councils, developers and the community on where, when and what type of development will proceed. In the context of the State's planning reform, the next iteration of the RLUSs will be a key instrument in the spatial implementation and further articulation of the TPPs, due to be made in 2023, in a regional context.

The RLUSs also allow for objectives and characteristics specific to the region to be recognised and strengthened, where their outcomes achieve consistency with the objectives of Schedule 1 of the *Land Use Planning and Approvals Act 1993* (LUPA Act), the State Policies and the TPPs.

The role of the RLUSs in decision-making will remain the same, with the preparation and amendments of each council's LPS required under the LUPA Act to be 'as far as practicable' consistent with the relevant RLUS.

The RLUSs also guides and is informed by local strategic planning documents, such as structure plans, so that finer grain planning can be undertaken where growth or land use change is identified by a RLUS.

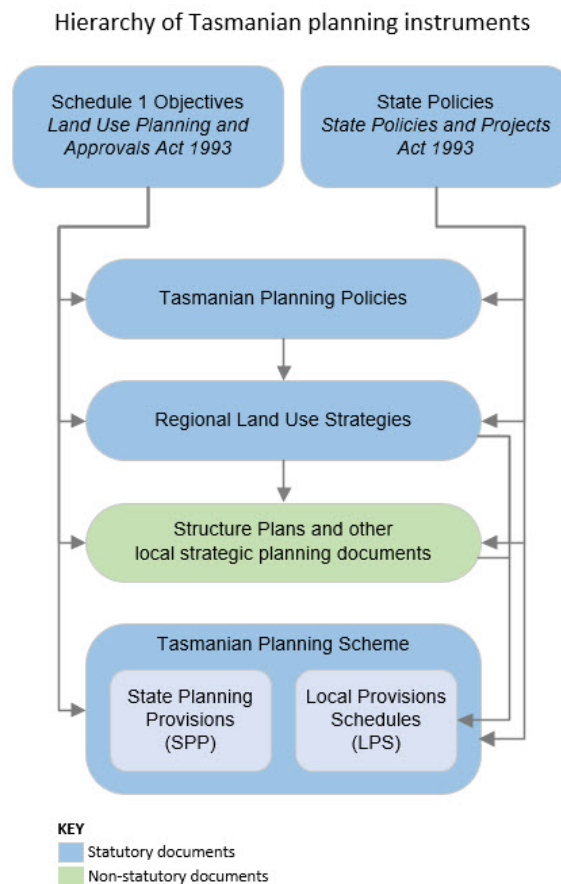


Figure 1: Hierarchy of Planning Instruments

1.3 Need for the regional planning framework review

The current framework and processes for the RLUSs is provided under [section 5A](#) of the LUPA Act. The Act provides for the making and, to a limited extent, the review of RLUSs. However, for other components of the planning system, including TPPs, SPPs, and LPSs, the LUPA Act specifies additional matters such as:

- purpose;
- content;
- processes for exhibition, hearings, approval, review and amendment; and
- criteria for assessment.

The lack of such a framework for and the inconsistencies between the RLUSs has resulted in difficulties with interpretation and ambiguity around maintenance, review processes and responsibilities. Effective review of the RLUSs following the making of the TPPs is dependent on such a framework.

The regional planning framework project will be undertaken over a number of stages:

Stage 1 (Figure 1) will provide the processes for the review of the RLUSs required after the making of the TPPs. In this phase it will be necessary to establish a framework that delivers:

- a clear scope and purpose for the RLUSs;
- improved processes for preparing, assessing, declaring, reviewing and amending the RLUSs; and
- a level of consistency between the three RLUSs.

Stage 2 involves:

- determining ongoing governance arrangements; and
- establishing data requirements for review and monitoring the RLUSs.

These components of Stage 2 will be informed by the current comprehensive review of the RLUSs and any relevant outcomes from the [Future of Local Government Review](#). It will also involve ongoing resourcing requirements to be considered and therefore it has been necessary to separate them out from the first stage of work.

1.4 Project overview

The LUPA Act currently requires the RLUSs be reviewed as soon as practicable after the making of the TPPs. Stage 1 of the regional planning framework project will, therefore, need to be in place to support the comprehensive review of the RLUSs once the TPPs are made.



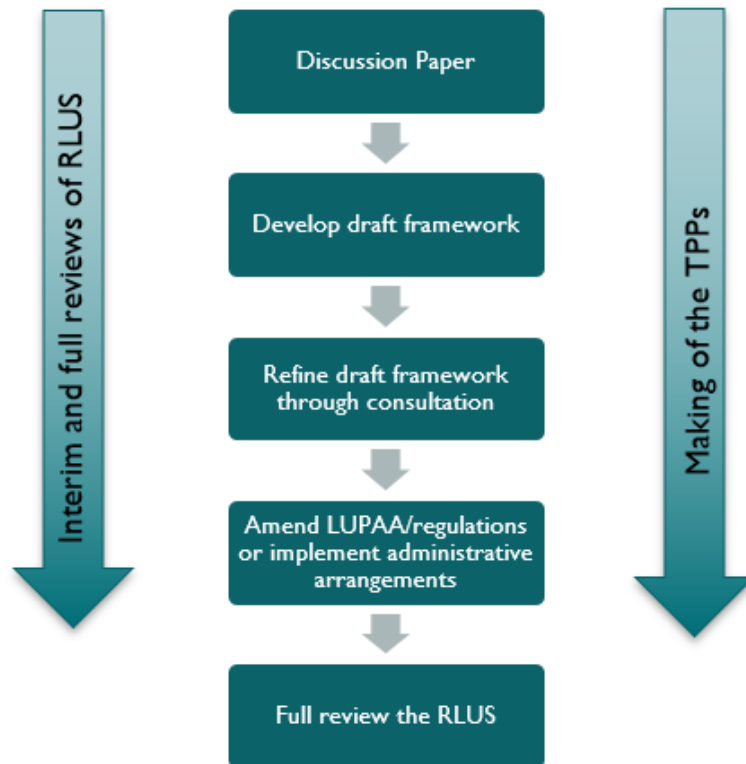


Figure 2: Stage I of Regional Planning Framework Project

2 Regional Planning Framework Project – Stage I

2.1 Scope and Purpose

The current legislative framework requires the RLUSs to be consistent with the TPPs and State Policies, and to further the objectives of Schedule 1 of the LUPA Act. The RLUSs, along with the Tasmanian Planning Scheme, will implement the TPPs.

Section 12B, particularly (1) and (2) of the LUPA Act set out the contents and purposes of the TPPs:

- (1) The purposes of the TPPs are to set out the aims, or principles, that are to be achieved or applied by –
 - (a) the Tasmanian Planning Scheme; and
 - (b) the regional land use strategies.
- (2) The TPPs may relate to the following:
 - (a) the sustainable use, development, protection or conservation of land;
 - (b) environmental protection;



- (c) liveability, health and wellbeing of the community;
- (d) any other matter that may be included in a planning scheme or a regional land use strategy...

Given the extent of issues covered by the TPPs, it is envisaged that much of the overarching policy currently contained in the RLUSs will now be captured by the TPPs.

The RLUSs will, therefore, need to spatially implement the TPPs, further articulate the TPPs in a regional context (e.g. through implementing settlement and activity centre hierarchies), and capture any regional planning issues consistent with the State Policies and objectives of Schedule 1 of the LUPA Act.

Since the scope of regional strategic planning will be changed by making the TPPs and introduction of the TPS, it may be appropriate that the legislative provisions for regional strategies are revised so general contents and purpose of RLUSs are set out in the legislation or regulations. These could be similar to [section 12B](#) of the LUPA Act for the content and purposes of the TPPs such as the following:

- (1) The purpose of a regional land use strategy is to set out the policies or strategies that are to be achieved or applied in that region by:
 - (a) a local provisions schedule; and
 - (b) any sub-regional or local land use planning strategies.
- (2) A regional land use strategy may relate to the following:
 - (a) the sustainable use, development, protection or conservation of land;
 - (b) environmental protection;
 - (c) liveability, health and wellbeing of the community;
 - (d) any other matter that may be included in a planning scheme or a regional land use strategy.

Some other matters that could be considered are:

- a consistent time horizon for the RLUSs;
- specifying that the RLUSs may include:
 - spatial application of the TPPs, regional or sub-regional policy;
 - regional policies and strategies to strengthen the social, economic and environmental attributes specific to the region; and
 - identification of any sub-regions or inter-regional relationships;
- that the RLUSs are to be accompanied by:
 - any relevant background reports and supporting studies;
 - a plan detailing how the RLUS will be implemented including:
 - prioritising or staging the release of land for settlement growth;
 - provision of key infrastructure;



- governance arrangements for implementation; and
- funding arrangements and prioritisation.

Whilst the contents and purposes of the TPPs and SPPs are provided for in the legislation, consideration can also be given to including these matters in the regulations to the LUPA Act, or as administrative arrangements for the purposes of the RLUSs. This allows their purpose and content to be more easily updated as the RLUSs evolve after the making of the TPPs.

Please provide your feedback on the purpose and scope:

Do you agree that the general content and purposes of the RLUSs should be outlined in the legislation or regulations similar to the TPPs and SPPs?

Do you agree with the suggested contents above? Are there other matters you think the RLUSs could capture?

2.2 Consistency

A key outcome of Tasmania's planning reform is to achieve a degree of consistency across planning instruments to improve the ease in which the planning system can be engaged with, and to deliver more certainty.

One of the aims of the regional planning reforms is to achieve some consistency between the three RLUSs.

In achieving the right level of consistency, the following should be considered:

- development of a template for RLUSs, which could be referred to in the legislation or regulation as an instrument prepared in a 'form approved by the Minister';
- consistent use of terminology and definitions; and
- consistent features such as categorisation of settlements and activity centres within hierarchies.

Please provide your feedback on the consistency:

What attributes should be consistent across regions (e.g., terminology, categorisation of settlement etc)?

Should there be a template for RLUSs?

2.3 Preparing regional land use strategies

Early preparation for the comprehensive review of the RLUSs after the making of the TPPs is already underway. Regional and local strategic work is being partly funded by the SPO and



has commenced in each of the regions. This work will provide data to feed into the review of the RLUSs. It will also assist in identifying the data required for ongoing monitoring and review of the RLUSs as part of Stage 2 of the regional planning framework project.

As part of the RLUSs review, each of the three regions has either appointed or is in the process of appointing a Regional Planning Coordinator. It may be that the work and preparation of the next iteration of the RLUSs is managed by the Regional Planning Coordinators, in collaboration between the councils in each of the regions and the SPO in consultation with the relevant State agencies, service and infrastructure providers and other relevant stakeholders.

Models for future reviews and preparing future iterations of the RLUS will comprise part of the consideration for the ongoing governance of the RLUSs under Stage 2 of the regional planning framework project. This will also be informed by any relevant outcomes from the Future of Local Government Review.

2.4 Assessing and declaring regional land use strategies

Under [section 5A \(3\)](#) of the LUPA Act an RLUS is currently declared by the Minister for Planning if satisfied that it meets the objectives of Schedule 1 of the LUPA Act and is consistent with the State Policies and TPPs.

The RLUSs have a public interest because landowner rights are impacted by a LPS or a LPS amendment required to be 'as far as practicable' consistent with the RLUSs. The LUPA Act, however, currently does not specify any process around public consultation or hearings for declaring or amending a RLUS.

Consideration should be given to whether the RLUSs should be assessed in a similar manner to the TPPs.

In assessing the draft TPPs, the TPC must consider:

- whether the draft TPPs meet the TPP Criteria by:
 - furthering the objectives of Schedule 1 of the Act;
 - being consistent with any relevant State Policy;
- all representations received during the public exhibition period;
- relevant matters raised at a hearing in relation to a representation;
- any matters of a technical nature in relation to the application of the TPPs into the SPPs or RLUSs.

The legislation provides that the Minister may make the TPPs if satisfied that, on the advice of the TPC, they meet the TPP Criteria.

An updated framework should consider whether the RLUSs are subject to consideration by the independent TPC, and whether this process should involve consideration of representations received and hearings into the RLUSs, with subsequent recommendations made to the Minister.



When assessing a RLUS, it may be that the TPC consider:

- whether the RLUSs:
 - further the objectives of Schedule 1 of the Act;
 - are consistent with the State Policies;
 - are consistent with the TPPs;
- all representations received during the public exhibition period;
- relevant matters raised at a hearing in relation to a representation;
- any matters of a technical nature in relation to the application of the
 - TPPs into a RLUS; and
 - RLUS into a LPS.

Please provide your feedback on assessing and declaring RLUS:

Should the RLUSs be subject to an assessment process by the TPC with recommendations made to the Minister? Should the assessment process include public hearings?

Should the matters be taken into consideration when assessing a RLUS be similar to the TPPs? Are there any different matters that should be included?

2.5 Reviewing regional land use strategies

Currently under the LUPA Act, the review cycles for each of the TPPs, SPPs and LPSs are every 5 years.

The review process for the TPPs, under [section 121](#) of the LUPA Act, requires the Minister to:

- review the TPPs; or
- direct the TPC to review the TPPs and make recommendations to the Minister; and
- table a report to Parliament on completion of the review by the Minister or the TPP.

The review process for the SPPs requires the Minister to:

- review the SPPs; or
- direct the TPC to review the SPPs and make recommendations to the Minister.

Under [section 5A \(6\)](#), the Minister is required to keep the RLUSs under periodic review, and under [section 5A \(8\)](#), review the RLUSs as soon as practicable after the making or amendment of the TPPs to ensure the strategies' consistency with the TPPs. However, no timeframes or processes are specified for the periodic reviews, such as with the TPPs or the SPPs.



Please provide your feedback on reviewing RLUS:

Should the timeframes for review of the RLUSs continue to reflect the 5 yearly cycle of the other instruments, triggered by the making or amendment of the TPPs?

Should any other matters trigger the review of the RLUSs?

Should the review process for the RLUSs be similar to that of the TPPs and SPPs?

2.6 Amending regional land use strategies

The LUPA Act does not provide a process for amending RLUSs, although allows for their amendment by requiring the Minister to keep the RLUSs under periodic review.

Currently amendments are managed through the declaration process provided for under the LUPA Act. Under [section 5A \(4\)](#) before declaring a RLUS, the Minister must consult with:

- the TPC;
- the planning authorities; and
- State service agencies and State authorities as the Minister thinks fit.

Under [section 5A \(3\)](#), having received advice from the TPC, the Minister may declare a land use strategy that:

- furthers the objectives of Schedule I of the LUPA Act;
- is consistent with the State Policies; and
- is consistent with the TPPs.

In comparison, specific criteria provide for amendment of the TPPs under the LUPA Act. [Section 12H](#) of the Act outlines the processes for an amendment of the TPPs, with a shortened process for minor amendments.

An amendment to the TPPs may consist of:

- a) an amendment of one or more of the provisions of the TPPs; or
- b) the insertion of one or more provisions into the TPPs; or
- c) a revocation of one or more of the provisions of the TPPs; or
- d) the substitution of one or more of the provisions of the TPPs.

[Part 2A](#) of the LUPA Act then applies to an amendment of a TPP as it would to the preparation of a new TPP, but with shortened timeframes in acknowledgement of the narrower scope (see [section 12H\(3\)](#) of the LUPA Act). An amendment of a TPP, therefore, requires a period of public exhibition, the receipt of representations and consideration by the TPC with a recommendation to the Minister.

An amendment of the TPPs may also be considered a minor amendment if:



- e) the Minister is of the opinion that the public interest will not be prejudiced if the draft amendment of the TPPs is not publicly exhibited; and
- f) the draft amendment of the TPPs is for one or more of the following purposes:
 - (i) correcting an error in the TPPs;
 - (ii) removing an anomaly in the TPPs;
 - (iii) clarifying or simplifying the TPPs;
 - (iv) amending a provision of the TPPs other than so as to change the intent of a policy expressed in the TPPs;
 - (v) bringing the TPPs into conformity with a State Policy;
 - (vi) a prescribed purpose in the Regulations.

The TPPs minor amendment process enables the amendments to be made without going through the full process of public exhibition and detailed review by the TPC.

For the RLUSs, there is an opportunity to consider a tiered approach similar to the TPPs. This could include processes:

- for declaring the next iteration of the RLUSs;
- for making amendments to the RLUS, which is the same as the original declaration, but with shortened timeframes; and
- for making minor amendments to the RLUS (e.g. correcting errors and making clarifications) in accordance with set criteria without having to go through the full amendment process.

The RLUSs have not been subject to a comprehensive review since their declaration in 2011. The absence of such review has created a need to amend some of the strategies to address immediate issues and growth pressures.

It is anticipated that with more regular reviews of the RLUSs undertaken as part of the improved regional planning framework, the need for amendments to the RLUSs outside the review cycles may be reduced. Furthermore, if adequate land supply is provided for after the next iteration of the RLUSs, and that supply is subject to more regular review, consideration should be given to what matters may trigger the need to amend the RLUSs outside the review cycle.

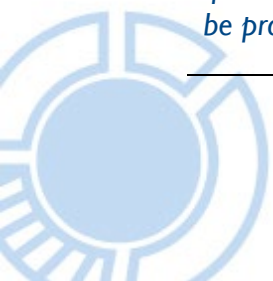
Please provide your feedback on amending RLUSs:

Should the LUPA Act provide a specific process for amending RLUSs? Should that process be similar to that of the TPPs?

Should different types of amendments be provided for, such as a minor amendment of the RLUSs?

What matters should qualify as triggers for amending a RLUS?

If more regular reviews are required of the RLUSs, should a request for amendments of a RLUS be provided for, and who should be able to make such a request?



3 Structure plan guidelines

2.3 Background

As part of the regional planning framework reforms, the SPO has been undertaking some targeted consultation for the development of structure plan guidelines (SPGs).

Structure plans strengthen communities by establishing a shared vision that guides the development or redevelopment of settlements by integrating and coordinating future land uses, development and infrastructure provision in a sustainable and orderly manner.

Structure plans include spatial representation of existing and proposed land use, social and physical infrastructure and services, natural hazards, natural values, physical and topographical features.

The SPGs, once finalised, are intended to represent agreed guidelines in relation to the input, contents and processes around the preparation of structure plans at the local level.

The SPGs are not intended to be statutory or regulatory instruments. As agreed guidelines, they can be updated when required to ensure they remain fit for purpose.

2.4 How do the structure plan guidelines relate to the regional planning framework project?

The preparation of the draft SPGs augments the regional planning framework project and the early stages of the comprehensive review of each of the RLUSs.

Whilst structure plans are not statutory instruments within Tasmania's planning system, they provide a strategic link between the RLUSs and LPSs. Structure plans also provide an important component in resolving regional and local issues where it comes to managing settlements and use and development changes.

The LUPA Act requires a LPS and a LPS amendment to be 'as far as practicable' consistent with the relevant RLUS. The RLUSs also often refer to structure plans to provide finer grain planning, particularly where use and development change is identified. The draft SPGs are, therefore, intended to assist planners, developers and councils in the preparation of a more robust structure planning process improving acceptance from decision makers, infrastructure and service providers and the community.

Strategic planning studies, data collection and analysis projects are underway as part of the preparation for the comprehensive review of the RLUSs following the making of the TPPs. This work is largely being undertaken at the regional and local level with the support of the SPO. Local strategic planning undertaken by councils in the three regions is a key aspect of this work, and the preparation of the draft SPGs will assist in informing the work at the local level.



Given the statutory RLUSs reviews are due after the TPPs are made, there is scope for the structure planning to inform the next iteration of the RLUS. The manner in which a structure plan may inform the review of RLUSs is provided in the guidelines below.

2.5 Targeted consultation

The draft SPGs in Appendix I have been prepared by the State Planning Office (SPO) following targeted consultation with regional planner's groups in each of Tasmania's three regions, key State agencies, infrastructure and service providers and the TPC.

The key issues arising from the targeted consultation indicates that structure planning should involve the following key features:

- engagement should be undertaken with State agencies, councils, infrastructure and service providers at the preliminary stages of structure plan preparation, as well as at other key stages in the structure planning process;
- early and ongoing consultation with the community;
- processes through which councils, planners or developers can more easily engage and consult with interested State agencies in planning matters;
- consideration should be given to all issues relevant to the structure plan area, and avoid ignoring issues in order to focus on a narrow set of objectives;
- consideration for issues more broadly (e.g. impacts on social and physical infrastructure and services beyond local matters; productive resources; natural values; natural hazards responded to adequately);
- justification for the any growth provided for by the structure plan in the context of broader sub-regional or regional growth;
- based on quality inputs and studies and up to date data and projections; and
- a suggested contents or list of matters/checklist that the structure plans should address (where relevant).

Please provide your feedback on the draft Structure Plan Guidelines.

Do you think the draft structure plan guidelines will assist councils, planners, developers and the community with an understanding of what should be contained in a structure plan and what the structure plans should achieve?

Are there any other additional matters or issues that should be considered for inclusion in the guidelines?



4 Next steps

Once the consultation period has concluded, the State Planning Office will carefully consider all comments received.

Feedback received from this consultation period will assist in informing any legislative, regulatory or administrative change required to improve the regional planning framework. A consultation report will be prepared in response to the feedback received.

Any legislative or regulatory changes will be subject to further consultation processes.

5 Feedback

Please provide feedback your feedback on the Regional Planning Framework Discussion Paper or the draft SPGs to yoursay.planning@dpac.tas.gov.au.

For any other queries regarding planning reform contact the State Planning Office on Ph: 1300 703 977 or stateplanning@dpac.tas.gov.au.



Appendix I – Draft Structure Plan Guidelines







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