State Planning Office
Department of Treasury and Cabinet
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Date: 22.06.2023

By email to: yoursay.plannng@dpac.tas.gov.au

RE: DRAFT TASMANIAN PLANNING POLICIES 2023

The Tasmanian Chapter of the Australian Institute of Architects (the Institute) welcomes the opportunity to provide comments on the *Draft provided to the Tasmanian Planning Commission in accordance with section 12C(3)(a) of the Land Use Planning and Approvals Act 1993*. To prepare this submission, we have consulted with our membership and drawn from the expertise of our policy team.

The Institute appreciates that prior submissions the Institute has made, appear to have influenced certain TPP objectives, specifically for 1.5 Housing and 1.6 Design. The detail provided in this letter reflects the Institute's desire to provide the most detailed form of feedback in the lead-up to the TPPs being finalised. The letter is divided into two parts. The first part addresses the overall scope and direction of the TPPs and the second part examines each TPP on a more granular level.

Overall feedback

Mechanisms of operation

In the TPP document, an area that could be further clarified is how the TPPs directly influence the Regional Land Use Strategies (RLUSs), Tasmanian Planning Scheme (TPS), the State Planning Provisions (SPPs), and the Local Provisions Schedule (LPSs). While there is a General Application section at the start of the document, additional detail is required to convey the direct impacts of TPPs on strategies staked out in existing Strategies, Provisions, and Schemes. It is also unclear whether the TPPs take precedence over existing planning documents if, and when, conflicts occur. For example: when the TPPs are finalised, are the RLUS then revised to align with the TPPs, or are the TPPs currently being reviewed to align with the RLUS? This could be clarified through explanatory notes and additional details that stake out the current limitations or general guidelines stipulated in the RLUS, TPS, SPP and LPS, so that it is clear how the TPPs will influence them.

The Institute would like to suggest that it would be useful to include the specific criteria that the success of the TPPs will be measured against when reviewed every 5 years. If specific key performance indicators for the TPPs are currently stipulated in the Act, it would be incredibly helpful to include this information in the TPP document.

Clarification on Objectives and Strategies, and the issue of 'Opt-out' scenarios

When the Institute consulted our membership, a few questions were raised regarding the specificity of the Objectives. There are various instances – some of which will be detailed later on in this letter – where much further clarification is needed in the wording of the Objective to convey its scope and intended impact, rather than relegating the role of the Policy Context section to provide necessary details. Strengthening the Objectives will make it clearer what the general aims of each TPP cover, while a firmer connection would also be established with the Strategies suggested.

There are multiple instances across the TPPS - particularly in 2. Environmental Values – where Strategies include an opt-out option on the basis of social, economic and environmental benefits. If the purpose of an Objective is to guide the Strategies, then the Strategy needs to be consistent with the Objective stipulated, rather than undermine it and provide alternatives to achieving that Objective. Across a few examples – one which will be explored in much further depth later on – this issue arises due to the overly prescriptive nature of the Objective and the opt-out emerges as a consequence where the Objective cannot be feasibly met. This could be resolved if the Objective had a wider scope, to encompass a range of Strategies, possibly beyond those stated in the document.

Areas outside scope of planning, and emphasis on growth and production

Each TPPs Strategy suggests that actions will be taken in response to planning guidelines. In many cases, it is unclear what influence planning currently has on the issues addressed in the Strategies. Part of this may be a consequence of the tone and language used in strategies, however in other cases there could be further specificity as to the role of planning in the Strategies indicated in the TPPs.

The Institute also registered a strong emphasis on growth and production. We do recognise that Tasmania's population is on the rise and the economy will continue to grow. However, as there is an underlying emphasis on the creation of pathways that will facilitate expansion and growth, we strongly recommend that this ambition should be balanced out by an equal emphasis on the limitations, safeguards, and protocols that will be developed to sustainably manage change.

Role of Aboriginal Cultural Heritage across the TPPs

The Institute has noted that Aboriginal Cultural Heritage is addressed in 6. Cultural Heritage. There is an appropriate level of detail in the Policy context and broad scope in the Objective within this TPP. However, due to the expansive nature of Aboriginal Cultural Heritage in how it relates to the planning of both urban spaces and natural surroundings, the Institute recognises a need to synthesise the themes of this TPP across all the remaining TPPs.

For example: Aboriginal Cultural Heritage impacts on the production of buildings and physical infrastructure on Aboriginal Land (TPP 1 & TPP 5); it contributes significantly to the environmental values of place (TPP 2); working with Traditional Knowledge Holders can be of immense value when mitigating environmental hazards such as bushfire (TPP 3); and sustainable economic development in relation to tourism could work more directly with Traditional Knowledge Holders (TPP 4). Furthermore, considering the ongoing ambition across Australia to respect and acknowledge Aboriginal culture – particularly when Designing on Country - rather than containing discussion of Aboriginal Cultural Heritage within just 6. Cultural Heritage, culturally specific themes could be cross-referenced and integrated across the other TPPs much more thoroughly.

Further description of key terms

There are various terms in the document where it is assumed that the reader has prior knowledge of their meaning. While certain terms are clarified in the Glossary, it would be useful to fully explain the

scope of the term in the context that informs each policy. Small revisions to the language of the document could assist in conveying meaning in the context of each Strategy and Objective. Below is a full list of terms that the Institute would like further clarification on.

- Greenfield site
- Brownfield site
- Physical infrastructure
- Social Infrastructure (only found in Glossary, other instances of the report mention 'Public Infrastructure'. Clarity is required as to what the difference is between these two terms.
- Settlement hierarchy
- Tiers of Settlement
- 15-year supply of land (more information on projected population numbers)
- Active transport
- Regional Settlement Hierarchy
- Structure plans ("promote the preparation of structure plans that provide for" on p. 11)
- Urban forest
- Urban consolidation
- Brand Tasmania

Granular feedback on each TPP

The following section runs through the TPPs that the Institute's members have the professional expertise to comment on. Specific quotations from the Draft TPP are included, with suggestions or areas that the Institute would like further clarification provided in green text in-situ, and with further elaboration provided below each point.

TTP 1 – Settlement

1.1 Growth

1.1.2 Objective

To plan for settlement growth that allocates land to meet the existing and future needs of the community and to deliver a sustainable pattern of development.

1.1.3 Strategies: Institute suggestions

1. Provide for at least a 15-year supply of land that is available, identified or allocated, for the community's existing and forecast demand for residential, commercial, industrial, recreational and community land to support the economic, social and environmental functioning of settlements. **Provide a definition of what a 15-year supply of land is and what population numbers and dwelling numbers correspond with this supply.**

The Institute would appreciate clarification on what a 15-year supply of land is and what population numbers and dwelling numbers correspond with this supply, supported by appropriate resources and statistics.

2. a) prioritise and encourage infill development, consolidation, redevelopment, re-use and intensification of under-utilised land within existing settlements, prior to allocating land for growth outside existing settlements. **Only advise land allocation if all other options have been exhausted. Should not provide an opt-out option.**

Considering the emphasis on in-fill in these strategies, the Institute recommends that land allocation should only be suggested if all other options have been exhausted.

4. Priotitise growth of settlements that are within the higher tiers of the settlement hierarchy.

The Institute would like clarification as to what the tiers of the settlement hierarchy are, and the settlement and characteristics it refers to, i.e the qualities that determine if something resides on a higher tier (does this refer to quality of place, heritage status, proximity to nature, proximity to amenities, or outlook.)

1.2 Liveability

1.2.2 Objective

To improve the liveability of settlements by promoting a pattern of development that improves access to housing, education, employment, recreation, nature, health and other services that support the wellbeing of the community.

1.2.3 Strategies: Institute suggestions

*6. Provide integrated transport networks that allow people to move safely and efficiently between and within settlements utilising different transport modes, including public transport, cycling and walking, to reduce car dependency **and improve existing infrastructure for transport networks.***

The Institute would like to see additional emphasis on the requirement to improve existing infrastructure for transport networks, rather than just on the provision of transport networks. Adaptive reuse and assessing the current conditions of existing infrastructure can offer a more sustainable outcome.

1.3 Social Infrastructure

1.3.1 Application

Applies to existing settlements and land that is proposed, allocated or identified for future settlement growth, with the exception of rural residential settlements.

1.3.2 Objective

To support the provision of adequate and accessible social infrastructure to promote the health, education, safety and wellbeing of the community.

1.3.2 Objectives: Institute suggestions

Definition in Glossary of Social infrastructure - means facilities and spaces where the community can access social services. These include emergency and health-related services, education and training, social housing programs, police, courts and other justice and public safety provisions, as well as arts, culture and recreational facilities.

The Institute seeks clarification on the scope of Social Infrastructure in the Objective. It is not clear how Social Infrastructure differs from Public infrastructure, or what Social Infrastructure encompasses in this section of the report, before reaching the Glossary at the end of the document.

1.5 Housing

1.5.1 Application

Applies to existing settlements and land that is proposed, allocated or identified for future settlement growth.

1.5.2 Objective

To provide for a sufficient supply of diverse housing stock, including social and affordable housing, that is well-located and well-serviced to meet the existing and future needs of the Tasmanians.

1.5.3 Strategies

1. Provide the timely supply of land for housing in locations that are, or can be, easily connected to, and integrated with, the range of services including social and physical infrastructure, access to community, health and education facilities, public transport, and employment, consistent with the policy outcomes that deliver liveable settlements.

Clarification as to what the differences are between **social and physical infrastructure**.

2. Supply land, including infill, reuse and *greenfield sites**, for housing that meets the projected housing demand, which is to be based on the best available evidence, to improve housing availability and affordability.*

Ideally, the Institute would like to suggest avoiding the use of greenfield sites for housing where possible. This would be consistent with 1.2 Growth which emphasises the need for in-fill. It would also be useful here to include a definition of Greenfield to the Glossary to clarify what land type this refers to: rural paddock, city park, or parkland reserve.

1.6 Design

1.6.1 Application

Applies to existing and proposed urban spaces.

1.6.2 Objective

To create functional, connected and safe urban spaces that positively contribute to the amenity, sense of place and enjoyment experienced by the community.

1.6.3 Strategies

3. Support sustainable design practices that are energy and resource efficient, address temperature extremes and reduce carbon emissions, including:

b) implement sustainable water and energy solutions for climate change adaptation, including water sensitive urban design and renewable energy production; **and implementation of passive design principles for heating and cooling.**

We recommend including mention of Passive Design Principles in the above Strategy. Below is a definition of Passive Design that could be included in the Glossary.

"'Passive design' is design that works with the local climate to maintain a comfortable temperature in the home. Good passive design should reduce or eliminate the need for additional heating or cooling depending on your location and often relies on an active occupant to work properly. A passively designed home can deliver a lifetime of thermal comfort, low energy bills, and low greenhouse gas emissions." (Your Home, 2023, https://www.yourhome.gov.au/passive-design)

TTP 2 – Environmental Values

2.4 Landscape Values

2.4.2 Objective

To protect and enhance significant landscapes that contribute to the scenic value, character and identity of a place.

1.6.3 Strategies

3. Avoid land use and development that causes the fragmentation of significant landscapes, scenic areas and scenic corridors, unless the use and development

a) relies specifically on being located within a significant landscape; or

b) has overriding social, economic and environmental benefits; and includes specific measure to minimise the impact on the significant landscape.

The Institute suggests 'off-limit' areas of significance that cannot be developed, even in the context of potential social, economic and environmental benefits. This will ensure the protection of significant zones, and future proof against development. The strategy should not provide an opt-out that undermines the purpose of the strategy.

TTP 4 – Sustainable Economic Development

4.4 Tourism

4.4.2 Objective

To promote the sustainable development of the State's tourism industry.

4.4.3 Strategies

3. Manage visitor accommodation so it does not significantly impact the supply of housing for the local community.

The Institute would like more specificity as to what this refers to. Does the strategy endorse the elimination of Airbnb or promote the production of hotels? Or is it suggesting rezoning to prevent Airbnb use in suburban areas.

4. Support unique, diverse and innovative tourism experiences that support the Tasmanian brand.

Clarification as to what the Tasmanian brand is, and whether this relates to the natural or built environment. Additionally, the Institute would like to query the suitability of whether a planning document should be making specific references to specific commerce streams, such as Brand Tasmania.

TTP 4 – Sustainable Economic Development

5.4 Passenger Transport Modes

5.4.1 Application

Statewide.

5.4.2 Objective

To support a safe, reliable, efficient and accessible passenger transport system that provides people with modal choice and is well integrated with land use.

5.4.3 Strategies

3g) from 1.1 Growth: "cost-efficient upgrading of physical infrastructure"

Passenger Transport modes need to cater to a point previously made in Growth, for the cost-efficient upgrading of physical infrastructure. There could be more emphasis on existing infrastructure in-line with projected population growth.

> *5. Provide an active transport network within key urban areas that is integrated across State and local government networks, and which includes dedicated infrastructure, appropriate signage, and end of trip facilities*

Bike, e-bike, and e-scooter storage facilities need to be provided to encourage commuters to use these transport modes. People may be more likely to commit to the use of e-bikes and e-scooters if safe storage options are available in urban centres.

> *11. Recognise carparking as a key travel demand management measure, and appropriately manage carparking provision to support a modal shift.*

This comment does not feel consistent with other points that promote non-car modes of transport. This point requires clarification, as to what a modal shift refers to, and whether the management of parking is going to facilitate or restrict car parking.

TTP 6 – Culture Heritage

> *6.2 Historic Cultural Heritage*
>
> *6.2.1 Application*
>
> *Statewide*
>
> *6.2.2 Objective*
>
> *To support the identification and conservation of significant local historic cultural heritage buildings, part of buildings, infrastructure (for example bridges), places/features, precincts and landscapes and promote sympathetic design solutions and responses that preserve or complement those cultural heritage values, and facilitate appropriate adaptive reuse.*
>
> *6.2.3 Strategies*
>
> *4. Encourage appropriate development and adaptive reuse of buildings, part of buildings, infrastructure, places/features, precincts and landscapes of local historic cultural heritage significance by promoting innovative and complementary design responses that conserves, restore and retain cultural heritage values.*

In this section, the Institute advises that efforts be made in line with existing bodies that respond to heritage, such as Heritage Tasmania : https://heritage.tas.gov.au/. This will allow for appropriate development, if planning outcomes are oriented with the practices endorsed by heritage architects and advisors.

TTP 7 – Planning Process

> *7.1 Public Engagement*
>
> *7.1.1 Application*
>
> *Statewide.*
>
> *7.1.2 Objective*
>
> *To improve and promote public engagement processes to provide for the community's needs, expectations and values to be identified and considered in land use planning.*

7.1.3 Strategies

1. Facilitate the community's understanding of the planning system, land use planning issues and how they might be impacted, to encourage meaningful public engagement in land use planning.

To assist with the general visibility of the role and impacts of planning, the Institute would like to recommend making resources on planning in Tasmania to be made more readily accessible to the public, mapping, zoning diagrams, and areas earmarked for future growth.

If the purpose of the TPPs is to advise how spaces in cities are going to be used, it would be helpful to see these ideas visualized, and direct public to the appropriate resources – even within the TPPs document. Diagrams and mapping would be a useful addition to the document.
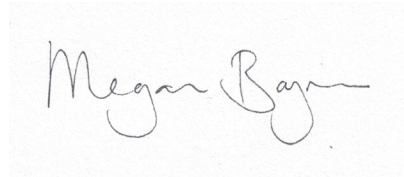
Summary

Thank you for the opportunity to provide feedback on this important piece of planning documentation that has potential for wide-scale impacts. Please contact us if you would like to discuss any of the points raised further, as we would be happy to continue the conversation.

Kind regards,

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