

NEW SOUTH WALES PLANNING AND ENVIRONMENT COMMISSION

Second meeting of Working Parties dealing with State and Regional Planning held on Tuesday, 21st January, 1975, commencing at 2 p.m.

PRESENT

Mr. G. P. Webber (Chairman)
Mr. G. Andrews
Mr. T. Cappie-Wood
Mr. K. Campbell
Mr. L. Carter
Mr. J. De Monchaux
Mr. P. Standen

APOLOGIES

Apologies were received and accepted from Professor R. Atkins, Mr. G. Clarke, Mr. J. P. F. Kacirek, Mr. E. A. B. Phillips and Professor K. Robinson.

At the opening of the meeting Mr. Andrews gave a description and explanation of the material displayed, which consisted of a variety of maps, publications, brochures and technical bulletins available within the New South Wales Planning and Environment Commission as samples of existing material from which guidelines could be drawn.

General discussion then followed on the supplementary notes on State and Regional Guidelines circulated to members prior to the meeting.

The following points were made:-

MR. K. CAMPBELL

The basic assumptions (page 2 paragraph (d)) should relate to the desire to achieve "practical, economic and highly desirable land use".

Queried the need for a change and asked whether it might be better to remove the defects of the previous system which were unwitting and excessive centralism, delays, frustrations and inadequate Local Government acceptance of responsibility.

Asked what safeguards should the State observe before handing over responsibility to local councils.

Would tell councils not to despoil land and assume that guidelines are also applicable to Commission.

Need for penalty clauses if guidelines not complied with.

Stressed need to examine past defects, remedy them, prepare structure plans and then determine a cut-off point where local involvement took over.

Referred to the need for control of sub-regional issues such as major shopping centres.

Suggested the appointment of sub-committees to examine and draft guidelines.

Suggested that economic planning guidelines be omitted as this was in a category of its own and would evolve when the structure plan was prepared.

Referred to problem areas where there was a disproportionate growth rate compared to the rest of the State.

e.g., Tamworth

Goulburn - only 500 persons per year

Gladstone

Mackay

Suggested a recommendation from the Committee that working parties, balanced in their representation and not more than three in number, be established for the purpose of examining, defining and identifying guidelines in respect of, but not limited to, the various aspects of land planning and use.

The guidelines to form the basis of a document whereby local councils will in the future be authorised to permit the development of lands within areas delineated by structure plans subject to the observance of such guidelines.

MR. J. De MONCHAUX

Submitted that to date no document has been produced which covers the 10 basic areas needing guidelines (page 3).

There has been a lack of coverage in the past but the problem is that the 10 points listed are essentially demanding and extensive work would need to be done before statements can be made on specific aspects, e.g. conservation, historic buildings.

Suggested simplification of the basic guidelines.

Level and scale of involvement must be considered in the light of available time and resources.

Guidelines should be consistent throughout the State and there should not be areas that are missing guidelines where growth and change are taking place.

Suggested a simplification of basic guidelines 1-10 as follows:-

Objectives	(a and b)
Assumptions	(b)
Land	(c, d, e, and f)
Investment	(c, d, e, f, and g)
Procedures	(h and i)

MR. CAPPIE-WOOD

Felt that the concentration on guidelines must always be couched in planning jargon as it was difficult to differ from the past.

Pointed out that the shortcomings in the past were mainly because of the mechanics of the system which caused a bogging down in detail.

Highlighted the lack of economic planning throughout the State and the need for co-ordination of the various Departments.

MR. CARTER

Also referred to the previous system and shortcomings of the State Planning Authority - its involvement with details; local issues etc. through poor administration.

Felt that the setting out of guidelines was, initially, a planning procedure which, when completed, would become a management responsibility.

MR. STANDEN

Stated that the working parties should not confuse the two issues at present before the Commission.

The first one dealt with the Commission's statutory commitment to report to the Minister on a new planning system. This was not a matter for direct consideration by the working parties.

On the other hand, the Commission recognises the need for necessary guidance to be available to permit implementation of the system once determined. It is in this area that the Commission is seeking advice, based on the assumptions (a) to (f) in paragraph 4.

A particular problem with the existing system is that it does not make provision for segregation of regional and local issues. Guidelines clearly have to define regional structure.

Commented that it is difficult for the parties to come to firm conclusions on the "means" of achieving guidelines as available information and resources have not been identified to date.

The parties should recognise the reality of the situation regarding the availability of time and resources.

Felt that Working Party should express a point of view and offer advice on the basic areas needing guidelines (paragraph 10) and perhaps identify other areas. The Commission could then get about the task of comprehensive documentation, and infilling where necessary, of guidelines.

The value of available information within the present system should not be overlooked.

A longer term objective of refining this work in a more comprehensive form is seen as both desirable and essential, but it should be seen as that at this stage.

SUMMARY

Mr. Webber said in the past the State Planning Authority had, of necessity, concentrated on land use and detailed planning and had not deployed sufficient resources on research or environmental planning. Public feeling had now changed and there was more openness and community involvement in planning.

It seemed general agreement had been reached on the basic assumptions and suggested a similar approach for the guidelines as had been adopted for the Sydney City Plan 77.

It was AGREED that, following a further meeting, the Working Party would make a specific recommendation to the Commission to establish no more than three (3) sub-committees to identify the guidelines necessary to permit the new system to be implemented.

It was also AGREED that, prior to the meeting the Commission's officers would prepare a statement setting out all the existing organisations, departments, committees, which the Commission is presently involved in with a view to them being co-opted as required.

Next meeting - Date to be arranged.

Conclusion - the meeting concluded at 5.30 p.m.

NEW SOUTH WALES PLANNING AND ENVIRONMENT COMMISSION

SECOND MEETING OF WORKING PARTIES DEALING WITH STATE AND REGIONAL PLANNING TO BE HELD AT 2.00 P.M. ON TUESDAY, 21ST JANUARY, 1975.

SUPPLEMENTARY NOTES ON STATE AND REGIONAL GUIDELINES

INTRODUCTION

These notes have been prepared following the first meeting of the working parties and should be read in conjunction with the background notes submitted to that meeting.

2. They reiterate the tasks set for the working parties and advise further on those agreed to be undertaken by the Commission's representatives following the previous meeting, by :-

- (a) defining the role of the working parties;
- (b) stating certain basic assumptions on the present situation;
- (c) reiterating the suggested definition of regional planning;
- (d) defining the term "Guidelines";
- (e) defining the purpose of guidelines;
- (f) summarising the basic areas within which guidelines are seen as being necessary; and
- (g) elaborating these basic areas by submitting examples of essential guidelines necessary to support the new planning system and where presently in use.

ROLE OF WORKING PARTIES

3. To advise the Commission by not later than 5th February 1975 on the aims of, and the means of, achieving effective State and regional planning guidelines to permit local authorities to exercise greater discretion in local planning decision, at the earliest possible time without placing State and regional objectives in jeopardy. This requires identification of the specific areas in which policies or guidelines must be provided to enable local planning to proceed, and the identification of those areas for which such policies already exist.

BASIC ASSUMPTIONS

4. From information available to date, it seems reasonable to assume that the major Government objectives in the development of a new planning system for New South Wales are :-

- (a) To provide a system which is easily understood and expeditious in its procedures;
- (b) to separate as far as possible Statewide, regional and local issues;
- (c) to encourage the positive guiding rather than the restrictive aspect of planning;
- (d) to enable better recognition of social, economic and environmental aspects to be achieved;
- (e) to provide for extensive delegation of authority on local planning; and
- (f) to facilitate effective public involvement.

REGIONAL PLANNING DEFINED

5. The definition from page 3 of the original report is reproduced here for completeness.

6. Regional planning is the investigation of, and the conscious management and development of, natural and man made resources of a region, and the development of its infrastructure, so as to achieve equity, between regions, economic opportunity, efficiency, and quality of life, and with a proper balance between development needs for the present generation and conservation of natural and man made assets or environment for the benefit of future generations.

7. Metropolitan planning is considered to be urban regional planning.

GUIDELINES DEFINED

Management by stated Objectives -

8. "Guidelines" set the directions for action and change rather than being a finite result. They may vary in scope, content and commitment so as to guide thought processes and action at each level of the planning system. They may be advisory or obligatory, and take the form individually or in combination of the following :-

Statutory directions, advisory statements
plans, diagrams, design criteria, etc.

They may cover procedures or management processes or aspects of techniques.

GUIDELINES - PURPOSE

9. State and regional planning guidelines provide a procedural and technical context within which planning and development organisations at every level in both public and private sectors can operate on a semi-autonomous basis within their direct area of responsibility. To this extent it indirectly provides co-ordination of action. Plan making and development control decisions may then be taken at appropriate levels in the total system without jeopardising State or regional objectives and policies.

BASIC AREAS NEEDING GUIDELINES

10. (a) General goals and objectives for State and Regional planning as referred to in the following areas.
- (b) Guidance on population and economic activity for growth and change, and distribution in the State, including any influence of Government actions. In particular, this will determine the urban patterns of the State and of regions.
- (c) (i) The development and/or conservation of agricultural land and other natural and man-made resources such as forests, minerals, water, etc., by reservation, zoning and subdivision control;
- (ii) The conservation of important areas of landscape on the coastline and elsewhere by reservation, zoning and the control of subdivision, including other measures such as building setbacks from foreshores.
- (d) Conservation and preservation of historic buildings, and areas of environmental value, from an aesthetic, scientific or historic point of view.
- (e) Development and protection of the essential elements of the State and regional communications and utilities network.
- (f) Reservation and/or zoning of land for State and regional public and community purposes, such as education, health, roads, railways and open space.
- (g) Programming the provision of regional community facilities (hospitals, universities, etc.,) and for the co-ordination of government policies and action affecting the above areas.
- (h) The definition and description of procedures for the planning system.
- (i) Communication of planning principles and techniques for training and educational purposes, including in urban areas, guidelines on the grouping of related, compatible land uses and the control of development.

EXAMPLES OF ESSENTIAL GUIDELINES

11. The accompanying schedule illustrates how the basic areas described in paragraph 10 can be elaborated with examples of essential guidelines necessary to support the new planning system. The time available in this exercise has, of necessity, led to a limited range being

illustrated but this is probably sufficient for the Working Parties guidance at this stage as their views will influence any final presentation. It may be seen, however, that the major gaps in available guidelines relate to the following four areas :-

- (1) Positive economic guidelines for regions of the State;
- (2) Integrated presentation of some rural planning policies on a regional basis;
- (3) Comprehensive resource development and conservation guidelines;
- (4) Programming for co-ordination of public actions.

J.P.F. KACIREK
CHIEF PLANNER

EXAMPLES OF ESSENTIAL GUIDELINES NECESSARY TO SUPPORT
THE NEW PLANNING SYSTEM

REFERENCE AREA	GUIDELINES	EXAMPLES PRESENTLY IN USE
<p>(a) <u>General Goals and Objectives for State and Regional Planning.</u></p>	<p><u>Environmental Goal:</u> To maximise the quality of the environment.</p> <p><u>Typical Objectives:</u> To provide for the development of nominated areas for urban growth, inter-related with the State as a whole, efficient, economic and attractive.</p> <p>To structure nominated areas into identifiable community units.</p> <p>To minimise pollution of water, air and land.</p> <p>To conserve and improve the distinctive features of the landscape.</p> <p>To promote awareness of the value of the quality of environment, both urban and rural.</p>	<p><u>An urban region:-</u> Sydney Region Outline Plan, 1971-2000.</p> <p><u>Rural regions:-</u> Albury/Wodonga and Bathurst/Orange regional growth centre planning studies.</p>
	<p><u>Economic Base Goal:</u> To optimise economic opportunity and diversity throughout the State.</p> <p><u>Typical Objectives:</u> To achieve an optimum balance in the economic structure of areas and regions of the State.</p> <p>To provide suitably located areas for essential economic activities, i.e. for regional and district centres, industry, public services, special functions of unique character for particular areas.</p>	

REFERENCE AREA	GUIDELINES	EXAMPLES PRESENTLY IN USE
(a) <u>General Goals and Objectives for State and Regional Planning (Continued)</u>	<p>To encourage redistribution of economic activities from one region to another so as to re-inforce local economies where necessary.</p>	
	<p><u>Transportation and Services Goal:</u></p> <p><u>Typical Objectives:</u></p> <p>To provide efficient and adequate systems for transportation and public utility services.</p> <p>To minimise relative time, distance, and cost for major movements of population and goods.</p> <p>To maximise the opportunities for using specialised services and facilities.</p> <p>To provide essential public services at minimum feasible cost.</p> <p>To propose development in a manner consistent with emerging and probable future changes in technology.</p>	
	<p><u>Financial Goal:</u></p> <p><u>Typical Objective:</u></p> <p>To develop nominated areas at the minimum feasible financial cost with maximum social benefits.</p> <p>To develop a fiscal policy for the acquisition and/or development of land, and the programmed implementation of all public services and facilities.</p>	
	<p><u>Implementation Goal:</u></p> <p>To establish a system to facilitate the co-ordinated implementation of State and Regional Plans so as to avoid conflict, confusion and waste.</p>	<p>"Design for Development" - Ontario.</p>

REFERENCE AREA	GUIDELINES	EXAMPLES PRESENTLY IN USE
(a) <u>General Goals and Objectives for State and Regional Planning (Continued)</u>	<p><u>Typical Objectives:</u> To co-ordinate the planning, financing, construction and maintenance of Public Service facilities.</p> <p>To recommend regional management organisations for nominated areas.</p> <p>To develop administrative procedures and organisations to facilitate the implementation of State and Regional Plans.</p>	
(b) <u>Guidance on Population and Economic Activity and the Urban Pattern.</u>	The location of settlements and their related population targets.	<p>Technical Bulletin No. 4 - Population Projections for N.S.W. 1971-2000 (Revision in hand)</p> <p>Interim Development Orders and Planning Schemes throughout the State</p>
	<p>Outline Plans for Urban Regions, or sub-regions and districts, including:-</p> <ul style="list-style-type: none"> (i) Living Areas (ii) Commercial/Retail areas and office space distribution (iii) Industrial areas and employment distribution (iv) Open Space and Conservation areas (v) Special Uses and Community Purpose areas (vi) Trunk Networks for communications. 	<p>Sydney Region Outline Plan</p> <p>Gosford-Wyong Urban Strategy</p> <p>Campbelltown Master Plan</p> <p>Bathurst Structure Plan.</p>
	Development Control provisions and criteria.	<p>Technical Bulletin No. 3 - Planning Control of Residential Development.</p> <p>Technical Bulletin No. 5 - Density Control for Non-Residential Land Use.</p> <p>Technical Bulletin No. 6 - Design and Standards for New Industrial Areas.</p> <p>Permissible Uses in Nominated Zones.</p>

REFERENCE AREA	GUIDELINES	EXAMPLES PRESENTLY IN USE
(c) <u>The Conservation of</u> (i) <u>Natural Resources</u>	Identification of significant areas of State and Regional Natural resources.	"Sim Committee" Report on conflicts vis-a-vis use of coastal lands for national parks, nature reserves and extraction of minerals.
	Zoning systems on a regional or sub-regional basis.	Catchment areas for Urban Water Resources. Interim Development Orders in rural areas.
	Control provisions by reservation, zoning and subdivision control.	Non-urban area subdivision control - Circulars Nos. 67 and 74.
(c) <u>The Conservation of</u> (ii) <u>important areas of landscape.</u>	Identification of significant areas of State and Regional landscape.	National Trust of Australia (N.S.W.) reports - Sydney 2000 Hunter 2000 Coastal Lands Protection Policy - State Government.
	Related zoning pattern to district or sector level.	Campbelltown Central Hill Lands. Shire of Coffs Harbour Interim Coastal Policies.
	Control provisions, such as density, height, bulk and subdivision.	Sydney Harbour Foreshore Study.
(d) <u>Conservation of</u> <u>areas of environmental value.</u>	Definition of conservation areas.	National Trust of Australia (N.S.W.) Report on Bathurst/Orange Conservation Areas. National Parks and Wildlife Service - Myall Lakes National Park.
	Manner of controlling development of sites in conservation areas.	City of Parramatta - Development Control Provisions proposed for Sites of Historic Buildings. Shire of Wyong - Norahville Peninsula.

REFERENCE AREA	GUIDELINES	EXAMPLES PRESENTLY IN USE
(e) <u>Protection of the State and Regional Communications and Utilities Network.</u>	Definition of networks and corridors at State and Regional and District levels.	Sydney Region Outline Plan. Interim Development Orders in Rural Areas - Non-Urban "B" zones.
	Responsibility for control of development within and adjoining such corridors.	Ribbon Development Code Restricted Access Road Provisions Catchment Controls Reservation of Trunk Routes.
(f) <u>Reservation of Land for Public and Community Services.</u>	Definition of lands at State, Regional and District levels.	Sydney Region Outline Plan Campbelltown Master Plan Typical District Plans Interim Development Orders in rural areas.
(g) <u>Programming of Regional Community Facilities and Co-ordination.</u>	Estimates of revenue and expenditure targets associated with five-yearly stages of integrated community development programmes, in respect of National, State and Regional functions, including for example, land, servicing infrastructure, buildings, special projects, transport, conservation management.	Sydney Region Outline Plan (programming and co-ordination). Campbelltown-Camden-Appin New Cities Plan and subsequent public actions. Bathurst-Orange Budget Framework. Otherwise limited guidance to date throughout the State.
(h) <u>Definition and Description of Procedures.</u>	Types of Regional and District Plans; their components, preparation and presentation.	Advice in "Towards a New Planning System (Sydney yet to be resolved).
	Responsibility for preparation, approval, appeal and review procedures concerning Environmental Impact Assessment vis-a-vis plans.	
(i) <u>Communication of Planning Principles and Techniques.</u>	Documents, films, slides, demonstrations, training sessions and exhibitions concerned with principles and techniques.	Report on Town Houses: Housing at Medium Densities. "So You Want to Subdivide - Subdivision Procedures" (Ontario, Canada). Visual Aids - Slides and Commentary on Residential Flat Development. Technical Circular No. 45 - Policy with Respect to Provision of Public Open Space in Urban Areas. Films on New Towns. Liaison with Community Groups and Depts.

A. FORMATION OF WORKING PARTIES

PURPOSE. Pursuant to the provisions of Section 20 of the New South Wales Planning and Environment Commission Act, 1974, the Commission is required to conduct an investigation and report to the Minister, not later than 18th November 1975, on :-

- (a) The responsibilities, powers, authorities, duties and the functions conferred upon it by or under this or any other Act; and
- (b) The law and practice relating to town and country planning, and land use and environmental planning.

2. The Minister now proposes that this work be finalised to permit anticipated legislation to be approved during the 1975 Spring session of Parliament.

3. In this regard, the Government requires that the planning system be as simple and expeditious as possible with provision being made for local decisions to be taken at the local authority level.

4. It is anticipated that this action will involve major changes in the present system and possible opportunities have been recently identified in the publication, "Towards a New Planning System for New South Wales".

5. Given the Government's decisions to date, irrespective of how the new system may be developed, it is clear that a need will exist for State and regional guidelines to be established within which local authorities may operate.

6. Accordingly, the Commission believes that it must, concurrently with its task referred to in paragraph 1, proceed with the development of such guidelines to permit implementation of the new system soon after its adoption.

7. To enable this work to proceed as quickly as possible, it was thought desirable to seek the assistance of a cross section of expert advice through the membership of these working parties and the offers to participate are much appreciated.

8. The purpose of the working parties is, therefore, to consider and advise the Commission by not later than 5th February 1975, on the aims of, and means of, achieving effective State and regional planning guidelines to permit local authorities to exercise greater discretion in local planning decisions.

9. MEMBERSHIP. Two working parties have been established, one to deal with State strategic planning guidelines and the other with regional planning guidelines. The working parties membership is as follows :-