An Overview of the ACT Strategic Planning System: Submission to the COAG Reform Council
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The ACT Strategic Planning System: An Overview

This paper presents an overview of the ACT Government’s strategic planning system. It has been prepared at the request of the COAG Reform Council, to inform its review of capital city strategic planning systems.

1 The ACT Government’s Strategic Planning Framework

The ACT’s strategic planning framework covers the entire management cycle, from the hierarchy of strategic plans, to reporting against planned performance, and then evaluating and revising plans. Each of these elements is outlined below.

1.1 The Strategic Planning Hierarchy

The ACT Government has a clear hierarchy of plans for Canberra, from the long term direction of the Canberra Plan, to the annual budget papers, and the operational plans of government agencies. This hierarchy is shown in Figure 1.1.

Figure 1.1: ACT Government Strategic Planning Hierarchy

Source: ACT Government, Chief Minister’s Department
Key elements of this hierarchy are summarised below.

1.1.1 The Canberra Plan: Towards our Second Century

The Canberra Plan articulates the Government’s long term vision for Canberra. The Plan was first released in 2004, and updated in 2008. The 2008 Plan, while retaining the underlying structure of Social, Economic and Spatial Plans, provides a more integrated overarching strategic planning framework. The current Canberra Plan has seven broad goals:

- quality health care;
- a fair and safe community;
- excellent education, quality teaching and skills development;
- a strong dynamic economy;
- a vibrant city and great neighbourhoods;
- a sustainable future; and
- high-quality services.

1.1.2 The Canberra Spatial Plan

The Canberra Spatial Plan (Spatial Plan) sets the strategic directions for the development of Canberra over the next 30 years and beyond, but with the flexibility required to respond to change. It is the Territory’s key strategic planning document for directing and managing urban growth and change.

With its focus on spatial planning — how we use space (the land and environs of the ACT) and manage competing demands for space — the Spatial Plan aims to ensure that Canberra can achieve a more sustainable, prosperous and equitable future.

Based on community aspirations and detailed planning analysis, the Spatial Plan provides a Canberra-wide context within which neighbourhood and district planning policies can be set. It maps a course of short, medium and long term actions to support the strategic approach to the key urban development issues facing Canberra. It helps to improve understanding of, and response to, issues and implications that have geographical or physical and spatial dimensions. The policies provide a clear framework within which all of the stakeholders in Canberra’s future can plan their own activities to the best effect.

The Spatial Plan is intended to guide the Territory in its allocation of resources, such as the use of land and the construction of capital works as well as to inform changes to both the National Capital Plan and the Territory Plan. The Spatial Plan will not replace the Territory Plan as it is a strategic document to guide more detailed planning. It sets the framework for spatially based decision making
in the future and outlines the actions needed to achieve the strategic direction for Canberra over the next 30 years.

1.1.3 Capital Development: Towards our Second Century

*Capital Development* is the ACT Government’s economic strategy. It was released in 2008, and replaced the 2003 *Economic White Paper*. The strategy is founded on an ongoing commitment to prudent fiscal management, appropriate regulation, sustainable development and a regional focus.

Building on this foundation are three strategic themes which guide the ACT Government’s economic policies:

- investing in people – to increase the capacity, flexibility and efficiency of the economy;
- encouraging business and innovation – to create a more competitive, dynamic business sector; and
- building infrastructure and planning for the future – to support and coordinate economic activity.

Each of these strategic themes is supported by more detailed actions plans. For example, ‘investing in people’ is supported by the ACT’s long-term strategy and initiatives to address skills challenges, *ACT Skills Future*. This strategy leverages off the strong education sector in the ACT: a sector composed of a world class institutions that are creating strong business and education networks, both within Australia and abroad.

The ‘encouraging business and innovation’ strategic theme is supported by a range of business and industry strategies and initiatives. Many of these are summarised in Canberra’s 2010-11 Business Prospectus, *See Your Business in Canberra – Australia’s Capital*. This Prospectus outlines the opportunities for investing and doing business in Canberra, and the support and facilitation offered by the ACT Government to the private sector.

1.1.4 Building our Community: The Canberra Social Plan

*The Canberra Social Plan* is the Government’s long-term plan to ensure all people meet their potential, make a contribution and share the benefits of Canberra. The Plan identifies seven priorities to guide Government decision making, which are:

- economic opportunity for all Canberrans;
- respect diversity and human rights;
- a safe, strong and cohesive community;
• improve health and wellbeing;
• lead Australia in education, training and lifelong learning;
• housing for a future Canberra; and
• respect and protect the environment.

The Canberra Social Plan is currently being reviewed. An updated Social Plan will be released in 2010-11.

This review and update is supported by a community engagement program, as outlined on the Chief Minister’s Department’s website. Key community engagement activities have included meetings with key stakeholder groups, across government consultation, online forums and a targeted community forum in November 2009.

The updated Social Plan will build on work by the ACT Community Inclusion Board to further the ACT Government’s community inclusion policy agenda. In particular, a proposed focus area of the updated Social Plan is ‘building inclusive, connected communities’ by:

• building a culture of respect, diversity and human rights;
• promoting an inclusive Canberra to address disadvantage and build social cohesion - (connectedness); -
• supporting strong, welcoming and safe communities where people have the means and opportunity to belong, participate and contribute; and
• ensuring citizens regard the Government as approachable and are actively engaged in democratic processes.

1.1.5 Weathering the Change

Weathering the Change is the ACT Government’s Climate Change Strategy, and a central pillar of the Government’s commitment to a sustainable Canberra.

The Strategy has four objectives:

• to be smarter in how we use our resources;
• to design and plan our city to be more sustainable;
• to adapt to and manage current and future changes in climate; and
• to improve our understanding of climate change.

The Strategy is underpinned by more detailed four-year action plans, the second of which is now being developed.
1.1.6 The ACT Government Infrastructure Plan

The *ACT Government Infrastructure Plan* is the Government’s medium-term plan to meet the infrastructure needs of Canberra.

First released in 2010, the ACT Infrastructure Plan will be updated annually. The Plan is informed by the views of the community and industry, through the Government’s budget consultation strategy, and also through a series of high-level roundtables.

The current Plan outlines:

- key drivers of infrastructure demand and investment;
- current infrastructure projects and strategies;
- infrastructure priorities for the next 10 years; and
- the ACT’s framework for planning, analysing, delivering, and maintaining infrastructure.

In the ACT, the main drivers of demand for infrastructure investment in the next 10 years are expected to be:

- responding to changing demographics, including a growing and ageing population in the ACT and region;
- maintaining vital infrastructure as it ages;
- addressing climate change; and
- sustaining a growing economy.

The *ACT Infrastructure Plan* recognises the national significance of infrastructure. The ACT’s highest-priority bid for Infrastructure Australia funding – the Majura Parkway project – will play an important role in any future development of the Canberra Airport as a freight hub, as well as delivering significant benefits to local road users and road freight on the Monaro and Federal Highways.

The ACT Government will continue to pursue shared funding opportunities for other major infrastructure initiatives that are beyond its capacity in isolation. These include long-term projects such as:

- a light rail system linking Civic to the airport, Parliamentary Triangle and major town centres;
- a Very Fast Train linking three or possibly four eastern capitals, including Canberra;
- a new sports stadium; and
- a world-class convention centre.

The main elements of the ACT’s infrastructure framework are outlined in Figure 1.1.5 below.
1.1.7 Other Portfolio Strategies

Supporting the broad plans and strategies outlined above are a range of other portfolio strategies which reflect planning for the Territory’s social infrastructure, including health, education, community facilities, sport and recreation, and housing.

1.2 Reporting

The ACT Government prepares a range of reports which reflect the hierarchy of strategic plans, and provide a broad picture of performance, from long-term outcomes, to medium-term priorities and results, and near-term actions and initiatives.

The main reports for each level of planning are as follows:

- the new Measuring our Progress website which focuses on high-level social progress indicators;
- the Annual Canberra Plan Report which focuses on Government performance; and
- Departmental annual reports which focus on organisational performance.
1.2.1 Measuring Our Progress website

Measuring Our Progress is the ACT Government’s online report card on life in Canberra, and the progress of the ACT. This website replaces the periodic sustainability report, Measuring Our Progress, first released in July 2004.

It measures our progress towards an ACT that is healthier, fairer and safer, smarter, more prosperous, vibrant, sustainable, and with high quality services.

This website is aligned with the seven strategic themes of *The Canberra Plan: Towards Our Second Century* - the ACT Government’s plan to help create an even better place to live.

The ACT’s progress is measured by 28 indicators (four against each of the seven strategic themes of *The Canberra Plan*). These progress indicators provide a broad yet concise snapshot of life in Canberra.

The Measuring Our Progress indicators:

- report against high-level outcomes and objectives that measure the progress of society;
- are generally widely reported and used;
- are generally consistent with indicators reported by other jurisdictions; and
- have reliable and readily available source-data sets.

1.3 Review and Evaluation

The ACT Government is committed to regular review and revision of its plans and supporting activities, to ensure they are effective and efficient, and to account for emerging issues.

Major plans currently being reviewed include the *Canberra Spatial Plan*, the *Canberra Social Plan* and the Government’s water strategy, *Think water, act water*.

In 2009 the ACT Government established an Expenditure Review and Evaluation Committee, chaired by the Chief Executives of the Chief Minister’s Department and Treasury. The role of this Committee is to:

- examine, the appropriateness, effectiveness, and, in particular, the efficiency of agency programs, functions and activities;
- identify possible cost savings, more effective service delivery methods, and opportunities for better co-ordination of activities; and
- report these findings to the Government for consideration in developing the annual budget.
The ACT Government is currently reviewing and updating its broader Performance and Accountability Framework, which includes the ACT’s strategic planning framework. This review found a range of opportunities to enhance across-government planning, strategy development, delivery, reporting and evaluation. These opportunities will be addressed in the updated Framework document, expected to be released in 2010-11.
2 Strategic Planning – Integration and Coordination

The ACT Government uses a range of mechanisms to promote integration and coordination of strategic planning for Canberra. Foremost among these are the Government’s annual priority-setting process, and the Strategic Planning Committee.

2.1 Annual Whole-of-Government Priority Setting

In the early part of each financial year, the ACT Government considers and sets its priorities to guide planning, decisions and action over the next 12-24 months. These priorities: reflect and specify the Government’s broader strategic plans; may be outcomes, strategies or particular actions; and are publically expressed in the budget papers.

The objectives of this priority setting process are to:

- reinforce, clarify and specify the Government’s longer-term strategic plans;
- provide links between long-term plans, and the decisions and actions required to achieve these plans;
- strengthen integration between the hierarchy of ACT Government plans;
- inform strategic and operational planning by Government agencies;
- guide resource allocation through the budget process; and
- respond to emerging challenges and opportunities.

Progress against these priorities is monitored by the Chief Minister’s Department, and by Cabinet, who receive implementation reports every six months.

2.2 The Strategic Planning Committee

The Strategic Planning Committee was established in 2009 to strengthen coordination and integration of planning across government, and support the development of longer-term infrastructure and service planning. The Committee is composed of the Chief Executives of all ACT Government Departments, and meets monthly. It is co-chaired by the Chief Executives of the Chief Minister’s Department and the Department of Treasury.

In summary, the role of the Committee is to:

- prepare information and evidence to inform strategic planning;
- identify and advise the Government of strategies to enhance delivery of services and infrastructure, minimise risk, and improve integration of government activity; and
- coordinate development of the ACT Infrastructure Plan.
A key objective of the Committee is to build strategic planning capability across-government. In 2010-11 the Committee will focus on strengthening infrastructure and service planning methodology.

In addition the Strategic Planning Committee will work to strengthen strategic asset management plans over the coming years, improving both their coverage and detail. ACT Government Departments are required to develop such plans to optimise the maintenance and use of their existing assets.

The Strategic Planning Committee relies on detailed demographic analysis and projections. This information is prepared by a range of government departments, and in particular by the ACT Demographer in the Chief Minister’s Department. Key demographic reports prepared by the ACT Demographer include the *ACT Population Projections: 2007-2056*, and *ACT Population Projections for Suburbs and Districts: 2006-2019*. Both these reports will be updated by June 2011.
3 Land Supply

3.1 Roles and responsibilities

Under the ACT Government’s Administrative Arrangements Order:

- the Planning portfolio includes the ACT Planning and Land Authority (ACTPLA), which is responsible for planning, development and building control;
- the Land and Property Services portfolio includes the Department of Land and Property Services (LAPS), which is responsible for land release, land development, major land and property project facilitation, government accommodation and property services;
- the Land and Property Services portfolio also incorporates the Land Development Authority (LDA), which, under its governing board, is responsible for developing land, carrying out works for the development and enhancement of land, and carrying out strategic or complex urban development projects; and
- Territory and Municipal Services incorporates the Department of Territory and Municipal Services (TAMS), which is responsible for municipal services, land management and stewardship, and transport policy and regulation.

3.2 Land Release Strategy

Each year the ACT Government prepares Indicative Land Release Programs (the Programs) setting out the intended program of residential, commercial, industrial and community land releases. The Programs are aligned with the four-year Budget cycle. The Programs are indicative and are subject to change as market conditions alter or as Government priorities are adjusted.

The Department of Land and Property Services (LAPS) is responsible for preparing the Programs. In order to improve the coordination of land release planning, the Government has established a Chief Executives’ Steering Group on Land Supply which comprises the Chief Executives of the Chief Minister’s Department (CMD), Treasury, ACTPLA, LAPS, the Department of Environment, Climate Change, Energy and Water (DECCSEW), and TAMS. This committee assesses the strategic goals for the planning, release and development of land balancing whole-of-government considerations including land use, budget revenue, economic development, infrastructure and social priorities.

The 2010-11 Residential Land Release target is 5,000 dwelling sites. The preceding three Land Release Programs (2007-08, 2008-09 and 2009-10) saw a significant increase in the release of residential land. During 2007-08 the Government released 3,470 dwelling sites which at the time, was the largest Residential Program since self-government, 1,270 dwelling sites higher than the original target set at the beginning of that financial year. The 2008-09 target was even higher, at 4,200 sites and this target was exceeded with 4,339 dwelling sites released. The initial 2009-10
target of 3,014 Government releases was increased during the year to 4,061 Government releases, reflecting the high levels of demand.

### 3.3 Principles of Land Release

The key principles underlying the ACT Land Release Programs include:

- promoting the economic and social development of the Territory, including contributing to the vision set out in the *Canberra Plan* of a city representing the best in Australian creativity, community living and sustainable development;
- meeting the on-going strong demand for residential land in the Territory, particularly generated by increased levels of migration into the ACT;
- establishing an appropriate inventory of serviced land;
- maintaining flexibility of land releases to ensure they reflect market conditions and do not contribute to rapid land price changes;
- providing a mix of land and housing options;
- facilitating the provision of affordable housing;
- addressing the locational objectives set out in key Government documents such as the *Territory Plan* and the *Spatial Plan*;
- achieving satisfactory returns to the Territory from the sale of unleased Territory land; and
- assisting the operation of a competitive private sector land development market.

### 3.4 Affordable Housing

In April 2007, the ACT Government released the *Affordable Housing Action Plan*, to implement the Government’s Affordable Housing Strategy. The objective of the Plan is to safeguard the supply of affordable accommodation in Canberra to:

- reduce the level of homelessness in the community;
- increase community and individual wellbeing;
- attract and sustain a diverse community with diverse housing needs;
- enhance the ability of the ACT to attract essential workers; and
- help stimulate the growth of the economy.

Further details about this Plan, including the supporting initiatives, and progress reports, are available on the Affordable Housing website, http://www.actaffordablehousing.com.au/
4 Relationship between Commonwealth and Territory planning arrangements – the National Capital Plan and Territory Plan

The Australian Capital Territory (Planning and Land Management) Act 1988 (Cwth) establishes the National Capital Authority (NCA) and the requirement to prepare and administer a National Capital Plan. It also provides for the establishment of a Territory planning authority (ACT Planning and Land Authority) that must prepare and administer a plan (Territory Plan) that is not inconsistent with the National Capital Plan. These arrangements came into place with self-government in 1989.

In very simplistic terms, the NCA plans for Canberra in a context of national significance as the capital of Australia; whereas ACTPLA plans for Canberra in its role as a capital city in which people live, work and have their recreation.

The functions of the NCA provide a framework to secure the planning and development of Canberra as the national capital; to accommodate the Seat of Government and associated national and cultural requirements; to provide national public places for all Australians to visit and enjoy; to enhance the unique character and symbolic meaning of the national capital; and to develop appreciation of the national capital as a reflection of our democracy and national life.

Under Section 6 of the Australian Capital Territory (Planning and Management) Act 1988, the functions of the NCA are:

- to prepare and administer a National Capital Plan (the Plan);
- to keep the Plan under constant review and to propose amendments to it when necessary;
- on behalf of the Commonwealth, to commission works to be carried out in Designated Areas in accordance with the Plan where neither a Department of State of the Commonwealth nor any Commonwealth authority has the responsibility to commission those works;
- to recommend to the Minister the carrying out of works that it considers desirable to maintain or enhance the character of the National Capital;
- to foster an awareness of Canberra as the National Capital;
- with the approval of the Minister, to perform planning services for any person or body, whether within Australia or overseas; and
- with the Minister’s approval, on behalf of the Commonwealth, to manage National Land designated in writing by the Minister as land required for the special purposes of Canberra as the National Capital.

ACTPLA has many responsibilities, with its core function being to plan for Canberra’s future growth in partnership with the community. It has a range of statutory roles performed under various pieces of legislation, the most important of which is development assessment under the Planning and Development Act 2007, and it advises Government on land, planning and building policy. ACTPLA
also has many less well-known functions including building regulation, leasing, land information, 
Territory Plan administration, urban design, spatial and infrastructure planning policy and land 
supply policy.

Under Section 12 of the Planning and Development Act 2007 (The Act), ACTPLA’s functions are 
described as:

• to prepare and administer the Territory Plan;
• to continually review the Territory Plan and propose amendments as necessary;
• to plan and regulate the development of land;
• to advise on planning and land policy, including the broad spatial planning framework for the 
ACT;
• to maintain the digital cadastral database under the Districts Act 2002;
• to make available land information;
• to grant, administer, vary and end leases on behalf of the Executive;
• to grant licences over unleased territory land;
• to decide applications for approval;
• to undertake development;
• to regulate the building industry;
• to make controlled activity orders under part 11.3 (Controlled activity orders) and take other 
compliance and enforcement action under this Act and other territory laws;
• to provide planning services, including services to entities outside the ACT;
• to review its own decisions;
• to provide opportunities for community consultation about, and participation in, planning 
decisions; and
• to promote public education and understanding of the planning process, including by 
providing easily accessible public information and documentation on planning and land use.

The Australian Capital Territory (Planning and Land Management) Act 1988 provides that land used 
by or on behalf of the Commonwealth may be declared National Land and managed by the 
Commonwealth. The remaining lands of the Territory are Territory Land and these lands are 
managed by the ACT Government on behalf of the Commonwealth.

With the passage of time since self-government, the respective capacities of the two planning 
authorities has reversed, whilst at the same time the demands on spatial plan coordination with 
infrastructure and service delivery has placed greater emphasis on the need for the ACT Government 
to take a more prominent role in the strategic planning. At the same time, the overlap, and 
potential duplication between the two planning administrations has become a matter of increasing 
concern.
With national reform agendas for development assessment and city strategic planning having attained prominence, it is critical that this legacy of self-government now be addressed.

Following a federal parliamentary inquiry into the role and responsibilities of the NCA which reported in 2008, an intergovernmental committee was set up in 2009 to examine how to reduce duplication and overlap across the two planning jurisdictions in the ACT. This intergovernmental committee is made up officials from Commonwealth Attorney General’s Department; the NCA; ACT Chief Minister’s Department; and ACTPLA. The outcome of this process will be crucial in improving integration of planning arrangements for the ACT.
5 Statutory and Spatial Planning Arrangements

The ACT Planning and Land Authority undertook a significant process of planning system reform that culminated in the introduction of a new planning system on 31 March 2008, namely the Planning and Development Act 2007 (the Act) and the Territory Plan 2008. The new planning system is based on the architecture of the Development Assessment Forum’s Leading Practice Model, which revolves around code and track based assessment.

For the most part, this first component of the planning system reform process was policy-neutral as the intention was to make the system easier to use, faster and more effective. The second component of this process, which is currently underway, is a policy content review to ensure that the Territory Plan is a contemporary, best-practice policy document.

The object of the Territory Plan, consistent with section 48 of the Act, is to ensure, in a manner not inconsistent with the National Capital Plan, that the planning and development of the ACT provide the people of ACT with an attractive, safe and efficient environment in which to live, work and enjoy recreation.

The Territory Plan is a statutory document which is a key part of the policy framework for administering planning in the ACT, particularly where the Authority has statutory decision-making responsibilities: used to manage development, in particular land use and the built environment; used to assess development applications; and used to guide the development of new estate areas and the management of public land.

Section 26 of the Australian Capital Territory (Planning and Land Management) Act 1988 describes the specific nature of the relationship between the Territory Plan and the National Capital Plan as follows:

The Territory Plan has no effect to the extent that it is inconsistent with the National Capital Plan, but the Territory Plan shall be taken to be consistent with the national Capital Plan to the extent that it is capable of operating concurrently with the National Capital Plan.

Land tenure in the ACT is a leasehold system. This is not only a key part of the ACT’s statutory planning system, but it is integral to the land planning arrangements we have in the ACT.

5.1 The Planning Strategy

Chapter 6 of the Planning and Development Act 2007 established the requirement for a planning strategy for the ACT. As per section 105, this strategy must set out the “long term planning policy and goals to promote the orderly and sustainable development of the ACT, consistent with the social, environmental and economic aspirations of the people of the ACT”.

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The current planning strategy for the ACT is deemed to be The Canberra Spatial Plan (2004) and The Sustainable Transport Plan for the ACT (2004). Both of these plans sit under the umbrella of The Canberra Plan.

The Canberra Spatial Plan is the Territory’s key strategic planning document, which outlines a strategic direction that will help manage change and provide for growth to achieve the social, environmental and economic sustainability of Canberra for the 30 years to 2032 and beyond.1

The Sustainable Transport Plan provides the strategic framework to guide the planning, development and implementation of a sustainable transport system for Canberra for the 25 years to 2030.

Both of these plans resolve to undertake significant reviews within five years of their introduction to ensure their ongoing relevancy in line with emerging issues, changing demands and progress towards the strategic direction for Canberra, namely a more compact city. To this end, both plans are currently under review by their respective agencies.

5.2 Master Planning

In addition to the overarching strategic planning that ACTPLA undertakes through the Spatial Plan, it also undertakes a range of targeted master planning exercises for specific geographic areas that have been identified for long-term land use change and development. The intent of these exercises is to build on the broad planning direction that has been established, and guide the specific future urban planning in these geographic areas.

This detailed master planning can be as broad as new suburbs, such as the planning that is being undertaken for the new district of Molonglo and the Eastlake Urban Renewal Area; to exploring opportunities for new employment corridors, such as the investigations underway for the Eastern Broadacre area; to town and group centre master plans to facilitate the redevelopment of some of Canberra’s centres in the context of changing demographics and lifestyles, such as the Kingston, Dickson, Tuggeranong/Erindale and Braddon centres.

These master planning exercises take into account the changing requirements of the community, including demographics and lifestyle, as well as changing economic and social conditions, existing

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1 The National Capital Plan also includes a Metropolitan Structure Plan which can override ACT planning instruments. The ACT has argued before the parliamentary committee that this level of Commonwealth planning is unnecessary and inappropriate. National capital planning should focus on national land, with matters of national capital significances clearly defined at a level of principle rather than expressed in a land use plan.
land use and future demands. They also often include an assessment of infrastructure capacity (both social and physical), augmentation analysis and transport planning exercises. They always include a strong component of consultation with the community.

5.3 Sustainable Future and the Spatial Plan Evaluation

The ACT Government is committed to making Canberra a more sustainable city. The Sustainable Future program, which was established in 2008, is making a substantial contribution to this commitment through the development of land use planning strategies and policies that will:

- make the urban structure and form more resilient to change;
- minimise redundancy and maximise adaptability;
- promote actions that will abate climate change; and
- reinforce Canberra’s amenities and the community’s open space and democratic values.

The first outcome of this program is a review of the policy content in the land use codes in the Territory Plan. The second outcome is an evaluation of the Canberra Spatial Plan, leading to the refinement of strategic planning actions to achieve the ACT Government’s policy agenda on affordability, liveability, and sustainability. This will include a human settlement vulnerability assessment, urban scenario planning, development of urban planning principles, preparation of urban titles, revised performance indicators and a residential opportunities settlement discussion paper.

The evaluation of the Spatial Plan, and any subsequent amendments to the planning strategy, will be completed by December 2011 and need to occur in concert with the Strategic Transport Action Plan given that both form the basis of the ACT Planning Strategy.

This process will include a broad-ranging program of public engagement that will build on the discussion in the Canberra 2030 – Time to Talk program (see Section 10).
6 The Role of ACTEW

ACTEW is an ACT Government owned business, created under the Territory-owned Corporations Act 1990. Its role is to supply water and sewerage services and to promote and manage the use of water in the ACT.

Under the Territory-owned Corporations Act 1990, ACTEW is required: to operate at least as efficiently as any comparable business; to maximize the sustainable return to the Territory; to show a sense of social responsibility; and to operate in accordance with the object of ecologically sustainable development.

Each year ACTEW is also required to provide a Statement of Corporate Intent to the shareholders, the Chief Minister and the Treasurer, which cover its business and corporate strategies.

Think water, act water, 2004 is the ACT Government’s strategy for sustainable water resource management in the ACT. ACTEW’s role includes:

- to provide a long-term, reliable source of potable water for the ACT;
- to assist the ACT Government in developing an integrated regional approach to cross border water supply and management;
- to help to protect the water quality in the ACT waterways around ACTEW assets; and
- to protect the health of people using the waterways downstream of the sewerage treatment plants.
The Independent Competition and Regulatory Commission (the Commission) is a statutory body established under the *Independent Competition and Regulatory Commission Act 1997*.

The Commission is responsible for regulating prices, access to infrastructure services and other matters relating to regulated industries (including water and sewerage, gas, and electricity), and investigating competitive neutrality complaints and government-regulated activities. The Commission also has responsibility for licensing utility services and ensuring compliance with licence conditions.

The Commission is required by the *Independent Competition and Regulatory Commission Act 1997* to consider a wide range of issues in determining its views. Importantly, section 20 of the Act sets out a number of matters which the Commission must have regard to when making a price direction. While many of the matters are financial and economic in nature, there is a strong emphasis on consumer protection, and on social and environmental impacts. Matters about which the Commission must have regard include:

- the protection of consumers from abuses of monopoly power in relation to both prices and standards of service;
- standards of quality, reliability and safety of services;
- the principles of ecologically sustainable development; and
- social impacts of decisions.

The Commission is intended to operate in a way that is open to industry, members of the Legislative Assembly and the community at large. The Commission’s mandate is both to inquire into issues in a publicly accountable and transparent way, and to publicly report its findings and advice. The Commission conducts public hearings into issues raised under reference, reports to the Legislative Assembly through the Minister and is accountable to government for its management of public resources through the accountability processes of the Legislative Assembly. The Commission, for example, may be required to give evidence to the Estimates Committee or other Committees and is required to publish an annual report.
8 The role of the Department of Land and Property Services

8.1 Strategic Planning

The role of the Department of Land and Property Services (LAPS) is to align and coordinate land release and development, property management and major projects. Many of the Government’s social, economic and environmental policies and objectives rest upon the effective use of government land and property.

In addition, the Department is also responsible for the development, management and facilitation of a diverse range of land and property related projects and initiatives. The aim is to deliver land and property outcomes that reflect the Government’s economic, environmental, sustainability and development objectives. Key projects and initiatives include the Green Leasing initiative, the proposed ACT Whole-of-Government Office, the Supermarket Competition policy and implementation of the ACT Nation Building Stimulus Package.

The Project Facilitation Section within the Department facilitates complex strategic private and community sector property development projects. Usually this involves inputs from multiple agencies and Project Facilitation tries to ensure the process is as smooth and streamlined as possible. These projects promote and increase the level of investment within the ACT, further enhance economic growth and overall public amenity. This leads Project Facilitation, where necessary, to initiate and drive policy reform to this end.

Many of these projects result in the delivery of important economic and social infrastructure required for the ongoing wellbeing of our community and long term sustainability of our city. All direct sales of land to the not-for-profit and for-profit sectors are managed by Project Facilitation, as are land transfers to ACT Government agencies.

8.2 The Coordinator General

In response to the global financial crisis the Commonwealth Government developed and implemented the Nation Building Economic Stimulus Plan and funded a range of projects under the Jobs Fund. The ACT has been allocated funding of $332.8 million for projects under the following programs:

- Building the Education Revolution;
- Social Housing Initiative;
- Roads and Rail;
- Community Infrastructure; and
- Jobs Fund.

In February 2009 a small Taskforce was established in the ACT led by a Coordinator General, Ms Sandra Lambert, reporting directly to the Chief Minister. This Taskforce had responsibility for
overseeing the rollout of the planned infrastructure and construction in the ACT under the Nation Building programs.

On completion of the initial policy and planning changes focus necessarily shifted to the delivery of the programs. The Taskforce was reconstituted to continue centralised oversight of the program. Coordination is continuing with each line agency and the Block Grant Authority (BGA) through the new Coordinator General in the Department of Land and Property Services, Mr David Dawes.
9 The Role of Territory and Municipal Services

Key responsibilities of the Department of Territory and Municipal Service (TAMS) include:

- ensuring integrated open space planning and planning of development alongside reserves;
- asset acceptance; and
- roads and public transport planning in the ACT.

9.1 Asset Acceptance

The Asset Acceptance team in TAMS coordinates comments on planning submissions received from ACTPLA. The submissions include planning studies, concept and structure plans, estate plans, EISs and development applications (DAs). DAs are referred to TAMS in accordance with the Planning and Development Act 2007 (the Act). The Act states that referral agencies have 15 working days to respond. The referral processes provides opportunities for engineering and land management related conditions to be recommended for inclusion in development approval decisions.

The Asset Acceptance team also assesses and endorses detailed design submissions for proposals containing future public infrastructure and landscaping, including proposals for all new residential, commercial and industrial estates. The Asset Acceptance team assesses and inspects infrastructure and landscaping before the assets become operational (i.e. can be used by the public) and at a final stage before full handover to the Territory. The officers ensure that the assets are designed and constructed in accordance with relevant codes and standards and are acceptable for transfer to the Territory.

9.2 Road and Transport Planning

Roads and public transport planning in the ACT has undergone significant change over the last 10 years, driven primarily by a desire to make the ACT more environmentally, socially and economically sustainable. Roads and public transport planning is now being undertaken in a multi-modal manner that involves both integrating the planning of roads, private transport, public transport, walking and cycling, and integrating transport with land-use decisions.

Integrated multi-modal transport and land-use planning is occurring through a series of cascading policies, principles and action plans. The ACT’s Sustainable Transport Plan 2004 sets out the goals and policy actions for sustainable transport in the ACT, and is supported by the Integrated Transport Framework 2008, which establishes the principles to guide consideration of transport policies and initiatives both now and into the future. These documents are aligned with the Canberra Plan and associated economic, social and spatial plans.

Implementation of the Sustainable Transport Plan 2004 is supported by the Transport for Canberra framework, as shown in Figure 8.2.
The elements of the *Transport for Canberra* framework are:

- transport infrastructure initiatives, which will be delivered through the ACT Budget and other funding mechanisms;
- programs, which will be delivered through the *Transport for Canberra* Action Plan. This plan was previously referred to as the *Sustainable Transport Action Plan* but its title was changed to reflect its broader focus, which includes integrating transport with land use planning and environmental outcomes; and
- policies, which will consist of:
  - a Public Transport Strategy. This strategy will set out policies and actions that will support agreed levels of public transport use to the city, town centres and other employment centres;
  - a Parking Strategy. This strategy will present a medium- to long-term strategy to manage parking demand within the policy framework of the *Sustainable Transport Plan*. It also outlines short-term parking supply options and mechanisms for delivering the required parking. The draft Parking Strategy was released in 2007;
  - a Cycling Strategy. This strategy will build on past planning for cycling in the ACT, aim to increase the mode share for cyclists in accordance with mode share targets, and explore opportunities for new approaches to cycling infrastructure, including better integration with public transport;
  - a Walking Strategy. The ACT’s first ever walking strategy will aim to build networks to connect people and places, promote and encourage a culture of walking, integrate walking with public transport, and better integrate walking into land use planning; and
a Transport Infrastructure Plan. This strategy will expand the transport elements of the ACT Government Infrastructure Plan, and include indicative infrastructure to support the longer term elements of the new Transport for Canberra policies.

Planning, delivery and maintenance of roads is the responsibility of Roads ACT within TAMS. Roads ACT maintains a one year construction, three year forward intentions and a 5-10 year indicative program of major capital works and uses this as part of its overall project identification and needs assessment process. These programs are updated on an annual basis. Roads ACT also maintains an asset management plan, which guides the management and maintenance of road infrastructure assets in the ACT.
10 The Government Architect

As the national capital, high-quality architecture is of great importance in the planning of Canberra. To support Canberra’s global reputation as a city known for its quality of design, the ACT Government recently appointed its first official Government Architect, local Canberra architect, Alastair Swayn. This advisory role, to commence on 1 August 2010, will play an important part in the making of great buildings, great spaces and ensuring the ACT has sustainable urban environments.

Along with encouraging innovative design of public places and spaces, assisting architects in undertaking government work, and emphasising a desire for quality in future ACT Government projects, the ACT Government Architect will also work in cooperation with the Chief Minister’s Department and Department of Land and Property Services to enhance the land release program and wider development outcomes for Civic and Canberra more broadly.
# 11 Community Engagement

The ACT Government is committed to engaging the Canberra community in the development and delivery of government policies, programs, public works and services.

Guidelines for planning, conducting, using and evaluating community engagement are set out in the *ACT Government Community Engagement Manual*. A key principle of this Manual is that there is not a one-size-fits-all approach to community engagement. Rather the appropriate approach will depend on the size of the issue, the level and diversity of community interest, and the resources and time available. The ACT Manual is currently being updated to reflect developments in this field.

The ACT Government maintains a Community Engagement website to help inform the community about engagement processes and ensure participation. The website includes links to the *ACT Government Community Engagement Manual*, current community engagement processes, and development applications.

## 11.1 Canberra 2030 – Time to Talk

*Canberra 2030 – Time to Talk* is a major community engagement program the ACT Government is about to commence. The focus of the engagement is to discuss the significance of a growing population, identifying the impacts, trade-offs, potential opportunities, and through this, the priorities for urban development policies.

The objective of the program is to inform government policy and ensure integration between land use, transport and environmental planning.

Key issues for discussion include:

- urban form;
- housing choice and affordability;
- the transport network – its cost and the importance of accessibility for social equity;
- water security;
- environmental responsibility;
- liveability – social diversity and safety; and
- infrastructure – including the level of social services, and the cost of creating and - rehabilitating civil and built infrastructure. -

The methods of engagement will include deliberative forums, social media, displays and outreach activities through schools, forums etc.
This engagement program is a key element of the ACT Government’s evaluation of the *Canberra Spatial Plan*. This evaluation, in turn, is pivotal in setting out how the ACT will achieve COAG’s agreed strategic planning principles.
12 Context and Unique Planning Factors

12.1 The National Capital

National capital planning requirements established in the *National Capital Plan* heavily influence spatial planning, design requirements and infrastructure investment in the ACT. This planning regime is not unique; however, the fact that there are both Commonwealth and Territory planning schemes applying in the ACT is unique among Australian jurisdictions.

The urban form from the *National Capital Plan* and the Commonwealth Government’s *Y-Plan* (first introduced in 1967) have reinforced growth in a particular pattern, influencing service planning, such as public transport, road networks and other infrastructure. These issues are reinforced by limits on height, density and location, which are applied to maintain the role and function of those facilities and locations that are deemed to be of national significance.

The majority of urban development in the ACT is green-field development, which is inconsistent with the spatial form of urban development in most major capital cities where there is a greater share of infill. Consequently, current planning requirements have the potential to impact upon the cost of ACT service delivery due to the standard of maintaining and providing infrastructure and services being potentially greater than any other jurisdiction, and the opportunity cost from a majority of green-field development. The *Canberra Spatial Plan* identified a more compact city as a strategic direction, with a target for green-field/infill. This has been difficult to achieve, but will be part of the urban form discussion, as part of the *Canberra 2030 – Time to Talk* program.

12.2 Cross Border Issues

The ACT is the smallest of Australia’s six States and two Territories, however, it carries out a range of functions and services that no other Australian jurisdiction performs. It performs local municipal functions, state capital functions (including participation in COAG), as well as services that support the seat of national government. This means it must supply a greater range of services but for a much smaller population base. In addition, the ACT has become a significant regional centre servicing a much larger footprint than its jurisdiction.

The ACT itself has a population of just over 350,000, but it is also the regional centre for a much larger population, providing employment, retail trade, and delivering a range of services. Almost 20,000 people living in the surrounding region travel to work in the ACT each day. Every day the ACT provides health, education, community and justice services to a large number of NSW residents. For example, 25 per cent of ACT public in-patient hospital services are provided to NSW residents.

The strong link between the ACT and our region makes regional demography a driver of future infrastructure and service demand in the ACT. The south-eastern region of NSW, which houses the...
region surrounding the ACT, is projected to grow, and to age, at a faster rate than the ACT. The current population of the region is approximately 218,000. This is projected to grow by 28,000 over the next 10 years (12.8 per cent), and by 55,000 over the next 20 years (25.2 per cent). Much of this growth will occur in the areas closest to the ACT - the fast-growing areas of Queanbeyan, Palerang, and the Yass Valley. The ACT Government is developing its regional demography capacity to ensure our planning takes better account of these regional impacts.

Figure 11.2: The ACT and Region

Table 11.2: Population Projections for the ACT and Region

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<td><strong>Total Region</strong></td>
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<td><strong>577,900</strong></td>
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12.2.1 Regional Management Framework

On 30 January 2004, the then NSW Premier Bob Carr and the ACT Chief Minister Jon Stanhope agreed to develop a new framework for strategic regional management, to be used to resolve cross border matters and plan for better ways to provide Government services. The focus of the agreement is to facilitate both State and Territory Governments working together on cross border issues.

The Regional Management Framework Agreement was signed by the NSW Premier and ACT Chief Minister in 2006. It outlines the history, principles, agreed structure, functions and outcomes for the Regional Management Framework (RMF) and how it will be implemented.

The Agreement is based on the following principles of understanding for the development of work between the ACT and NSW to:

- foster a closer working environment for the NSW and ACT Governments;
- advance cross border issues and improve policy development and service delivery in both jurisdictions;
- establish adequate consultation and notification mechanisms for actions that potentially impact on the different jurisdictions;
- develop a process for identifying and dealing with impediments to coordination;
- establish a structure that will deal with problems before any potentially serious cross border problems emerge; and
- develop and evolve a methodology for a new long-term model for strategic regional management and cooperation.

12.2.2 Regional Leaders’ Forum

The Regional Leaders’ Forum (RLF) was originally established in 1995 as the Australian Capital Regional Leaders’ Forum. Its role was regional engagement to promote the economic, business, environmental and community development of the Australian Capital Region (ACR). Membership was originally the ACT Chief Minister and Mayors of NSW Local Councils that make up the Australian Capital Region. It was chaired by the ACT Chief Minister.

The role and composition of the RLF has changed over time. The RLF now operates as an information sharing forum, providing an opportunity for leaders from all levels of government, across the Australian Capital Region, to discuss and share experiences on regional issues. The membership has been expanded and now includes:

- the NSW Minister for Regional Development;
- a larger number of NSW Local Councils;
• federal and NSW State Members of Parliament; and
• the newly created Regional Development Australia (RDA) Committees which have coverage in the RLF local government areas.

The RLF is now co-chaired on an alternating basis by the ACT Chief Minister and the NSW Minister for Regional Development. The ACT Chief Minister’s Department and the Southeast Regional Coordinator, NSW Department of Premier and Cabinet share responsibility for the secretariat.

12.2.3 Regional Development Australia

The ACT also has a Regional Development Australia Committee. The role of the Committee is to:

• provide advice to both the Australian and ACT Governments about regional issues;
• provide strategic input into Australian and ACT Government programs;
• provide information to regional communities on National and ACT Government initiatives;
• help to coordinate regional planning and regional development initiatives; and
• establish links and cooperative alliances as appropriate by closely working with other regional development organisations, neighbouring RDA committees and local governments to promote regional development.

12.3 Water

The ACT is unique as the only land-locked Australian State or Territory. Canberra is the largest inland city and is located in the upper catchments of the Murray Darling Basin. This has considerable impacts on the ACT’s planning regime, especially in relation to securing a long-term sustainable water supply for the Territory.

Given the difficulties arising from being an inland city, the Canberra water supply (Googong dam) Act 1974 (the Act) seeks to ensure that the ACT has a large, reliable and pure water supply. The Act provides that waters from the Googong Dam area in NSW are to be primarily and principally for use in the ACT. In support of this Act, a cross border water resources Memorandum of Understanding was signed by the ACT, NSW and Commonwealth Governments in 2006 to clarify how water should be supplied to existing and new developments in NSW. Additionally, in 2008 the Commonwealth, NSW and ACT Governments signed a 150 year lease for the Googong Dam area. At the same time a Queanbeyan Water Supply Agreement was signed by the three Governments. This Agreement requires that ACTEW supply Queanbeyan with water under a Service Level Agreement.

Being an inland city also means that Canberra cannot viably access water from desalination as can coastal cities. It also means that Canberra must treat its sewage effluent to a very high standard as it

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2 Water can be supplied to places in NSW subject to Commonwealth Agreement.
cannot simply be disposed of to sea but is instead discharged into the Murray Darling Basin and used by many communities downstream. Similarly, any effluent reuse schemes that are implemented are reducing downstream river flows negating the benefits of any possibly water savings.

12.4 Canberra Airport

Like other jurisdictions, Canberra faces the challenge of integrating both Airport and ACT planning regimes, shared as each is between the Australian and Territory Governments.

All state and territory jurisdictions have expressed concern about the unfettered development capacity of major airports outside the scrutiny of jurisdictional planning and environmental regimes. The states and territories have pointed to the significant impact new airport non-aviation developments (such as office and retail) are having on metropolitan planning processes, and on local communities that have to meet the infrastructure costs associated with off-site work necessary to support airport expansion.

Specific planning challenges for ACT include:

- the proximity of the Airport to New South Wales, which means the ACT does not control development under certain flight paths;
- the tension between the Canberra Spatial Plan, which states that Civic and the town centres will be the primary focus for future employment growth, and the Canberra Airport Master Plan, which aims to make the Airport a major employment centre in Canberra. This has potentially significant implications for spatial, infrastructure, and transport planning;
- the acquisition and management of adjacent Commonwealth Land, which could adversely affect the ACT’s existing commercial centres hierarchy; and
- the management and conservation of native grasslands and threatened species at the Airport and adjacent land.

The ACT Government supports the continuing development of the Canberra Airport, and will continue to work with the Airport’s owners and the Australian Government to foster that growth. However, growth must be well planned and managed in close consultation with the ACT Government, and must take into account the economic, social and environmental impacts of growth on the ACT. To this end, the ACT Government will continue to advocate for regulatory reform regarding non-aviation development and other aspects of airport planning, as outlined in a submission to the Commonwealth’s Aviation Green Paper in 2009.

12.4.1 Airport Integration Committee

In response to a number of planning issues arising from the 2009 Canberra Airport Master Plan process, the ACT Government and Canberra Airport established the Canberra Airport Integration Committee. The Committee comprises senior ACT Government officials from Chief Minister’s
Department, ACTPLA, and TAMS, and the Managing Director, Director of Planning, and Manager of Regulatory Affairs from the Canberra Airport. The Committee meets quarterly to work through issues related to Canberra Airport, aviation policy and the integration of the Airport with the ACT planning regime.
Appendix 1: Further Reading

*The Canberra Plan: Towards our Second Century*


*Capital Development: Towards our Second Century*


*The Canberra Spatial Plan*


*The ACT Government Infrastructure Plan 2010*


*Weathering the Change*

http://www.environment.act.gov.au/climate_change/weathering_the_change

*Building our Community: Canberra Social Plan*


*ACT Skills Future*


*See Your Business in Canberra – Australia’s Capital*

Measuring our Progress website

Think water, act water

ACT Population Projections: 2007-2056

ACT Population Projections for Suburbs and Districts: 2006-2019

ACT Budget Papers

The National Capital Plan:

The Territory Plan 2008

Planning and Development Act 2007

Australian Capital Territory (Planning and Land Management) Act 1988

An Overview of the ACT Strategic Planning System: Submission to the COAG Reform Council
Sustainable Future

ACT Land Release

ACT Affordable Housing

The Sustainable Transport Plan

The Integrated Transport Framework

Transport for Canberra

ACT Community Engagement
## Appendix 2: The Structure of the ACT Government

<table>
<thead>
<tr>
<th>Jon Stanhope MLA</th>
<th>Katy Gallagher MLA</th>
<th>Simon Corbell MLA</th>
<th>Andrew Barr MLA</th>
<th>Joy Burch MLA</th>
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<tr>
<td><strong>CHIEF MINISTER</strong></td>
<td><strong>DEPUTY CHIEF MINISTER</strong></td>
<td><strong>ATTORNEY-GENERAL</strong></td>
<td><strong>MINISTER FOR EDUCATION AND TRAINING</strong></td>
<td><strong>MINISTER FOR DISABILITY, HOUSING AND COMMUNITY SERVICES</strong></td>
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<td><strong>MINISTER FOR TRANSPORT</strong></td>
<td><strong>MINISTER FOR HEALTH</strong></td>
<td><strong>MINISTER FOR THE ENVIRONMENT, CLIMATE CHANGE AND WATER</strong></td>
<td><strong>MINISTER FOR PLANNING</strong></td>
<td><strong>MINISTER FOR CHILDREN AND YOUNG PEOPLE</strong></td>
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<td><strong>MINISTER FOR TERRITORY AND MUNICIPAL SERVICES</strong></td>
<td><strong>MINISTER FOR INDUSTRIAL RELATIONS</strong></td>
<td><strong>MINISTER FOR ENERGY</strong></td>
<td><strong>MINISTER FOR TOURISM, SPORT AND RECREATION</strong></td>
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<td><strong>MINISTER FOR BUSINESS AND ECONOMIC DEVELOPMENT</strong></td>
<td><strong>MINISTER FOR POLICE AND EMERGENCY SERVICES</strong></td>
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### With responsibility for:
- Government policies, priorities and projects
- Intergovernmental relations
- Council of Australian Governments
- Coordination of government administration
- Support to Cabinet and its committees
- Government accountability frameworks and access to government information
- Regional policy
- Sustainability policy coordination
- Infrastructure strategy
- Public sector management
- Community engagement
- Government communications and events coordination
- Audit services to government
- Transport policy and regulation
- Road services
- ACTION buses
- Municipal services
- Libraries
- Land management and stewardship
- Government services including shared services, transactional, information, and payment services
- Economic development
- Business support programs
- Land release
- Land development
- Major land and property facilitation
- Government accommodation and property services
- Aboriginal and Torres Strait Islander affairs
- Arts and cultural services
- Cultural Facilities Corporation

### With responsibility for:
- Fiscal and economic policy
- Taxation and revenue
- Budget and financial reporting
- Insurance
- Competition policy
- GBE ownership policy
- Regulatory reform
- Public sector super fund management
- Health policy
- Health infrastructure
- Acute health services
- Community health services
- Cancer services
- Aged care and rehabilitation services
- Mental health services
- Population health services
- Industrial relations policy
- Workplace safety policy
- Workers compensation policy

### With responsibility for:
- Human rights
- Administration of justice
- Legal policy
- Legal services
- Electoral services
- Fair trading
- Registration, inspection and regulatory services
- Corrective services
- Climate change policy
- Environmental sustainability policy
- Environment protection
- Water policy
- Water efficiency programs
- Energy policy
- Energy efficiency programs
- ACT Policing
- Emergency services

### With responsibility for:
- Education policy
- Government and non-government schools
- Early childhood education
- Vocational education and training
- Canberra Institute of Technology
- Planning, development and building control
- Survey and leasing
- Occupational licensing
- Electricity and natural gas, water and sewerage industry technical regulation
- Tourism policy and services
- Sport and recreation
- Territory venues including EPC
- Gaming
- Racing

### With responsibility for:
- Carers
- Community recovery
- Therapy services
- Community support services
- Concessions
- Community facilities
- Volunteering
- Housing policy
- Public housing
- Community housing
- Housing assistance services
- Homelessness
- Disability policy and services
- Adoption
- Care and protection
- Children’s policy
- Child and family centres
- Childcare services
- Family support
- Out of home care for children
- Youth policy
- Youth services
- Youth justice
- Ageing
- Multicultural affairs
- Status of women
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