

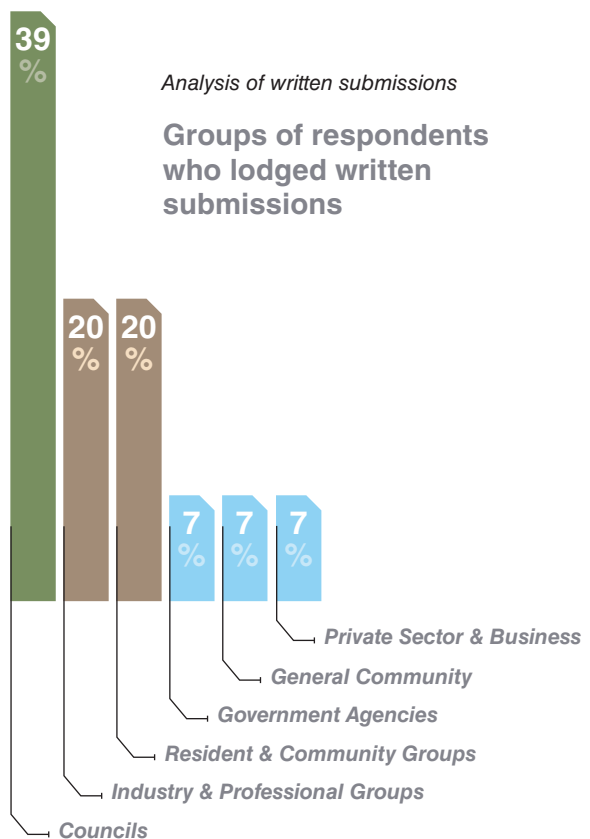


Introduction

The Integrated Movement Systems Policy Discussion Paper is one of a series of policy discussion papers designed to stimulate thought on the policy direction for land use in the Planning and Design Code (the Code).

Engagement was undertaken on this paper between 6 August and 3 December 2018 and was supported by a “YourSAy” site which provided further opportunity for respondents to provide their feedback on the key issues raised in the paper.

This report summarises the written responses received by the State Planning Commission from numerous stakeholders, including local councils, industry professionals, the community and other key stakeholders. The engagement will be used to inform the State Planning Commission’s preparation of the Code.





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Why are Integrated Movement Systems important?

Broadly, most responses to the paper expressed support for the implementation of a more integrated approach to movement systems planning, with a particular emphasis on the importance of creating a planning policy environment which is better informed by other transport policy and plans. Strong support was also received for the implementation of a more state wide, strategic approach to movement systems planning which places a greater emphasis on freight and transport needs for regional South Australia.

While most responses emphasised the importance of having a greater level of strategic planning as the basis of Code policy, it was considered equally important that the unique attributes of local and regional transport systems were also reflected in the ways Code policy expresses regional variation. The importance of thorough local and sub-regional planning in this area of policy was considered as particularly important for many respondents.

A substantial number of responses identified a broad potential policy tension or conflict between the maximisation of transport efficiency along major routes

and a policy position of maximising the value of existing infrastructure through increased land use intensity in certain places along those routes. Some respondents also reflected on historic policy decisions leading to the prioritisation of movement corridor efficiency over achieving a broader balance of mobility options for all users.

Submissions received from the local government sector in particular identified the opportunity for Infrastructure Schemes and offset schemes to be used in conjunction with Code policy to drive better transport infrastructure outcomes, particularly for active and public transport facilities in areas featuring policy supporting for urban renewal, infill and corridor development.

Many submissions also highlighted climate change as a key policy driver. Impacts to the physical design of infrastructure, operational and maintenance costs, active travel use and impacts for stormwater management were all highlighted as issues to be addressed in relation to transport and movement systems, however it was also acknowledged that planning policy can only partly influence improved outcomes.





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Theme 1: Aligning South Australia's growth with transport infrastructure

Key opportunities and challenges

Respondents raised several key opportunities and challenges for the Code, mostly related to the introduction of policy for higher density, mixed use zones. They included:

- how transport corridors are defined, including debate as to whether higher density or mixed use areas should be located along corridors or alternatively in nodes or centres
- that all transport needs be fully planned for and integrated with greenfield development; this was seen as being a significant driver of behavioural change
- that higher density nodes should continue to be established where they are able to be supported by existing or planned infrastructure and service upgrades, particularly in relation to:
 - » public and active transport accessibility (i.e. other cities use public transport accessibility ratings)
 - » the need for a greater recognition that not all transport corridors are the same
 - » development corridors should be clearly defined to avoid tensions between competing requirements (i.e. commuter traffic compared to freight routes).

Discussion questions

How can the Code better respond to the differences in public transport availability in urban and regional communities?

Respondents were highly supportive of increased public transport use particularly in urban communities. In regional communities it was noted that public transport availability, accessibility and usage was particularly low. In particular, the use of a public transport hierarchy (based on frequency of service/number or routes, etc.) was suggested as one way of identifying areas most suitable for medium or higher density mixed use development potential.

Respondents were supportive of increasing densities around public transport nodes and in particular, key nodes such as public transport interchanges. Some respondents identified that areas with a lower frequency of public transport services should not be a priority for rezoning.

A number of other suggestions relating to the improvement of public transport services were also received, however it was noted that these cannot be exclusively addressed through the implementation of the Code. These suggestions included greater east-west public transport connectivity across Adelaide and a greater coordination of interconnecting services. Other suggested opportunities included:

- increased public transport frequency,
- the provision of free parking around public transport nodes, and other facilities that encourage a greater uptake of multi-modal transport journeys.

What other policy provisions are needed to facilitate good quality development that supports the desired minimum residential densities in key zones?

Mixed responses were received relating to the use of minimum residential densities, with some respondents considering that they may be more appropriate in greenfield locations and that impacts may be less desirable in more established areas.

One local council which has introduced desired density policy in key areas identified largely positive outcomes, which were driven principally by the council's provision of early advice to prospective purchasers about the densities sought by the policy.

Many respondents identified a need for increased residential densities to be linked to the achievement of improved design outcomes, particularly in established suburbs. Suggestions included a focus on the development of Code policy promoting high quality design and liveability outcomes for residents, particularly with regard to matters such as the provision of private open space, privacy, overlooking and crime prevention through environmental design.



Does existing policy within the SAPPL adequately address issues relating to the perceived quality and impacts of higher density development? For example, the integration and cumulative impacts and vehicle movement, public realm and streetscape interface. How might targeted policy reform promote or incentivise better outcomes?

Most respondents expressed a strong desire for the impacts of higher density development on the public realm to be better addressed through Code policy in the new planning system, particularly in relation to vehicle access, urban greening and car parking.

It was also suggested that the transport impacts of certain, specific land uses be addressed through Code policy to help offset impacts (i.e. increased parking and traffic management requirements of schools).

Some respondents identified the need for the Code to address specific design measures to ensure that development is undertaken in an orderly manner (i.e. minimum garage dimensions, storage requirements, etc). This extended to potential policy addressing the sharing of servicing and car parking areas, including a requirement that they remain accessible. Substantial support was also received for more detailed policy requirements for end-of-trip facilities and bicycle parking.

There was a wide acknowledgement amongst respondents that achieving a more diverse transport mix will require more than increased development densities alone. It was observed that other investment and incentives are required in key areas such as priority bus lanes and cross region public transport to support such a shift.

Theme 2: Capitalising on strategic transport infrastructure (including corridors and facilities)

2.1 Strategic Transport Facilities

Key Opportunities and Challenges

Respondents generally agreed with the need to protect the operation of airport facilities, however submissions from community groups in particular placed a high priority on the need for existing communities to be afforded protection from the impacts associated with the operation of airports.

Major airports in South Australia are usually located on Commonwealth-owned land, which is usually exempt from state and local planning processes. Adelaide Airport Limited (AAL) supports an improved approach to planning policy for both the Adelaide Airport and Parafield Airports to protect ongoing aviation operations in line with the National Airports Safeguarding Framework. It was noted that legislation requires AAL to prepare master plans which set strategic development objectives for these facilities in alignment with the state directions (SPPs) and South Australia's planning system.

There was also some discussion by respondents about the protection of sea ports. Submissions addressed the need to strategically plan for those facilities and that Code policy should seek to protect these facilities from environmental and climate change impacts in particular.

Discussion Questions

How should planning policy balance the need for airports in strategic locations against the impact of these facilities on adjacent land owners?

AAL considers that it would be more appropriate for the Code to reference the relevant airport master plan, rather than providing a zoning or policy framework that is not applicable to airport development. If this approach were adopted, the Airfield Zone could be used to better guide development of smaller airports and aerodromes.



Councils expressed support for airport Public Safety Zones to be spatially identified in the Code, and for planning policies to express the National Airport Safety Framework, similar to the integrated approach used in Victoria. Respondents also broadly supported the principle that noise-sensitive developments should be suitably designed and located in accordance with current and forecast airport operations to minimise long term impacts on residents and occupants. The use of overlays and related policy was supported to minimise the impact of noise in particular.

Some respondents suggested that further work may be required to ensure better consistency with building height limits near airports and improved alignment with standardised height datum.

2.2 Strategic Transport Corridors

Key Opportunities and Challenges

The majority of respondents agreed that land acquisition schemes for road widening should be incorporated in the Code.

Broad support was also received for the transition of the Transport Routes Overlay, with a recognition that policy and mapping requires review and that further consultation with key stakeholders is required.

Some respondents highlighted that transport corridors may have different attributes and these need to be considered differently (i.e. a freight movement corridor will have different efficiency, construction or access requirements to a commuter corridor or urban boulevard).

Discussion Questions

How can the Code work to protect the operation of major transport facilities whilst managing the impacts on adjacent development opportunities?

Greater linkages between strategic and local level planning were identified as critical elements to improving development outcomes in this policy area.

In particular, it was identified that strategic planning should ensure that land surrounding major transport facilities should feature compatible land uses wherever possible.

At a local level, it was identified that major transport facilities should be supported by Concept Plans which could identify separation distances or requirements for noise attenuation measures.

Respondents generally supported the use of overlays which could illustrate strategic corridors, major freight routes and major facilities, and prescribe policy for development close to those activities.

How can planning policy better manage and minimise the impact of transport corridors on surrounding development?

Respondents again highlighted the importance of links to good strategic planning as a means of driving improved policy for transport corridor areas. SPPs 9 and 11 were cited as good examples of strategic policy which guide the separation of certain land uses, the protection of transport networks and infrastructure.

An improved approach to interface policy was considered important by many respondents. Opportunities may include requirements for green buffers and provisions to address noise and air pollution. The latter was identified as a significant issue affecting liveability in an increasing number of areas, and that planning policy should seek to address these matters. Overlays and Ministerial specifications were both suggested as additional ways to address these impacts.

It was also suggested that the development of greenfield sites should be carefully planned to minimise transport-related impacts to surrounding road networks. Potential techniques to assist included the suggestion for particular development triggers that require road/intersection or public transport upgrades where new development may impact existing network capacity or efficiency.



Theme 3: Sustainable mobility, car parking and the impact of technology

3.1 Walking, cycling and other non-motorised transport

Key Opportunities and Challenges

Most respondents broadly supported the increased incentivisation of active travel (walking, cycling and public transport) in the state's transport mix. There was a wide recognition that local and state governments have long promoted active travel as a competitive mode of travel but planning policy alone is not able to achieve this in isolation.

There was also a recognition that planning for active travel and other non-motorised transport may be more easily achievable in greenfield development areas. A Victorian Planning Provision which encourages the integration of walking, cycling and public transport was used as an example of current policy that South Australia could look to in guiding development of the Code.

The provision of greater opportunities for higher density and mixed use development near centres was considered to have the highest level of potential in increasing travel mode share in those areas, as a wider diversity of services may be able to be supported.

Discussion Questions

How can planning policy better enable the delivery of more walking, cycling and active travel opportunities in our neighbourhoods?

Respondents expressed significant support for improved planning policies for bicycle parking and end-of-trip facilities as a key incentive for change. Support was also received for a more integrated and design-driven delivery of active travel infrastructure at interchanges and other key areas to enable efficient and convenient transfers.

Improved mapping of key bicycle routes and significant pedestrian routes in the Code was also generally supported, with respondents suggesting that routes could be based on existing local plans and movement strategies.

Funding mechanisms were also identified as a basis of improving active travel participation, however there were differing views on how best to achieve this. Some suggested the use of developer contributions to fund active travel infrastructure. Others suggested that funding for public realm and active transport could be generated through the increased rates revenue brought about by an increase in residential density.





How can planning policy assist in balancing the tensions between prioritising the movement of vehicles (Link) and the quality of the space for pedestrians (Place) along our streets?

There was broad support among respondents for the introduction and use of a clear roads hierarchy incorporating a link and place model in planning policy.

Design standards were considered to have significant potential in informing future investment in the public realm, with the potential to drive a more consistent approach to public infrastructure across council areas.

Councils expressed strong support for the road hierarchy to be informed by regional, sub-regional and local area planning. Further engagement and investigations were considered essential to inform the movement of vehicles and the quality of space for pedestrians.

How can the Code promote development that contributes positively to streets and the serviceability and quality of the public realm?

Issues of interface management between infrastructure, private development and the public realm were identified as strong themes among respondents requiring careful consideration. The following interface issues were identified as requiring improved planning policy;

- the impacts of excessive garaging
- the management of primary street setbacks
- waste collection and management
- development that results in increased demand for on-street parking.

Some respondents highlighted the *Adelaide Design Manual*, *Good Design for Greater Neighbourhoods* and *Places and Active Travel: Pathways to a Healthy Future* publications as good examples for policy guidance on street design and active travel.

Does the Code need to more explicitly anticipate the needs of an ageing population through provision for things like mobility scooters or access vehicles?

Respondents generally agreed that the mobility needs of South Australia's ageing population should be addressed in the Code. The increased use of universal design techniques were supported to ensure greater accessibility for all. The wider use of personal mobility devices was also identified as a key area of transport behavioural change which should be addressed through planning policy into the future. Greenfield sites were again referenced as areas where it may be simpler to respond to the needs of an ageing population through updated design guidance and Code policy.

3.2 Car parking and emerging mobility technology

Key Opportunities and Challenges

Respondents identified a number of challenges and opportunities with respect to car parking and emerging mobility technologies as expressed in the Code. Suggestions included:

- that planning policy should consider the 'first and last mile' to avoid bottlenecks at key points (i.e. the need to carefully plan and design for the servicing arrangements of buildings so as not to impact access and parking areas)
- that car parking areas and structures should be adaptable for future alternative land uses
- that car parking areas should be suitably designed to ensure they accommodate intended vehicles (taking into account vehicle size and type trends).

Some support was received for the 'unbundling' of car parking from individual developments (as is sometimes undertaken with strata or community-titled housing). Those respondents observed that consolidated car parking facilities separated from development may limit vehicle use in key areas and minimise conflicts (i.e. reducing the need for multiple crossovers).



Discussion Questions

How can planning policy best respond to the impact of emerging technologies on our city and communities and how we move to and through them?

Strong support was received for Code policy that is able to be responsive to emerging technologies. There was some debate about how this should be achieved, particularly given emerging technologies may only benefit a few and not the greater population (i.e. electric cars) and that the wider impacts of certain mobility technologies are not always able to be reliably predicted.

How can the Code best respond to the variances in car parking requirements for different neighbourhoods?

The standardisation of car parking rates was generally supported by respondents, provided that local factors could be considered where there was a departure from minimum requirements. This includes the consideration of:

- the availability of public transport and other accessibility factors (bicycle lanes, pedestrian access, etc.)
- the availability of on-street parking and demographic factors.

There was general agreement amongst submissions that car parking standards may need to be different based on location (i.e. inner metropolitan compared with outer metropolitan or regional areas) and that the Code should offer clear policy guidance for development proposals which depart from the standards.

Will the current approach of minimum car parking rates, with potential for discounted provision, adequately support the desired shift toward more sustainable mobility? Should the Code provide greater opportunity for low or no parking in appropriate circumstances or contemplate maximum parking rates?

In response to these questions, many respondents referenced the Adelaide Metropolitan Car Parking Summit and its findings. In particular, respondents commented on current car parking issues such as heavy use of on-street parking which creates access issues, competing demands (i.e. resident parking versus commuter parking in close proximity to transit stops), and parking demands around particular uses (such as schools).

The use of maximum parking standards received a lukewarm response, with many respondents expressing concern that it may result in a proliferation of developments with insufficient spaces. Respondents supported a balanced approach which also takes account of market preferences and transport trends.

Reduced car parking requirements were also identified as a concern for some respondents who felt that more locally-applicable research and justification was required prior to a fundamental change to car parking policy. However, many respondents supported reduced parking rates over time in parallel with a forecast transition away from private transport in the future. Respondents considered it critical that any wholesale reductions in car parking requirements should be delivered alongside investment in other modes.



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Next steps

Submissions and responses received by the Commission during the consultation period have been processed according to theme and will be used to inform the transport and movement-related policy directions of the Planning and Design Code library.

The feedback received will also help prioritise future work and investigations for subsequent generations of the Code.

