



STATE
PLANNING
COMMISSION



INTEGRATED MOVEMENT SYSTEMS

POLICY
DISCUSSION
PAPER

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We look forward to receiving further contributions as we move into the consultation phase of this paper.

Further Information

For a full description of the key research and investigations, evidence, facts, figures and references that support the statements and recommendations contained within this Policy Discussion Paper, please refer to the *Integrated Movement Systems Background Paper*. A copy of the paper can be downloaded from the SA Planning Portal.

Photos used throughout this document are courtesy of the Department of Planning, Transport and Infrastructure, the South Australian Tourism Commission, Renewal SA and City of Adelaide and professional photographers contracted to these organisations.



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A future vision for integrated movement systems.

Our vision is to support an urban form that promotes walking, cycling and public transport. We acknowledge that many South Australians enjoy a high level of personal mobility and value a city that provides a range of transport options including use of the private car.

Increasing public transport and active travel requires us to make it more desirable. It needs to be safe, cost effective, time efficient and take people to places they want to go. From a planning perspective, this means supporting quality urban design, affordable housing and the right land use mix around fixed line public transport services. It also means creating hubs of activity in places that can be accessed by trains, trams, buses and bikes. Doing this helps people make transport choices that enable Adelaide to grow as a sustainable city – carbon efficient, with high air quality, low congestion and improved productivity. Supporting these travel modes also provides greater equity in mobility, with affordable choices for everyone.





INTRODUCTION

Land-use planning and development in South Australia is changing. In response to these changes, the *Planning, Development and Infrastructure Act 2016* (the Act) is being progressively introduced to replace the Development Act 1993 to enable a more efficient, responsive and effective planning system. The new system will support and enhance the state's liveability and prosperity in ways that are ecologically sustainable and meet the needs and expectations, and reflect the diversity, of its communities.

The Act provides for the creation of the Planning and Design Code (the Code) – a single planning rulebook for assessing all development applications across the state – that will become the foundation of our new planning system. The Code will replace the complex and at times inconsistent planning rules found within the 72 development plans currently in use across South Australia.

In establishing the Code, we have been presented with an opportunity to harness those aspects of our current system that are working well and use them to form the foundation for the future.

Generally, we are doing a pretty good job of it, although there is always room for improvement.

The South Australian Planning Policy Library has provided us with an excellent base from which to begin and we recognise that many councils and communities have a strong sense of ownership over policies that apply to their area.

However, we are aware the Code also presents us with the opportunity to improve and streamline areas where our current policies aren't quite up to scratch—where there may be conflict, duplication or deficiencies—and to develop new policies where gaps exist.

This needs to be done with the understanding that we may not be able to tackle all these issues in the first generation of the Code, which will be operational by July 2020. However; this process allows us to start a series of conversations with the industry and our community about the kind of future we want. This will enable us provide effective planning to help realise the aspirations of future communities, while proactively addressing the challenges we will face along the way.

In doing this, it is important to recognise that planning is just one element of a much bigger system that must work together to create liveable, competitive and sustainable places and spaces. Other levers outside the planning

system also need to be pulled to achieve success and we must recognise their relationship to the development of the Code.

At its heart, planning plays a significant role in balancing competing priorities and resolving tensions, in order to help realise what our communities want when it comes to how we live, how we move about, where we work and how we protect our environment.

To this end, this paper focuses on the key issues and opportunities associated with managing the interfaces between South Australia's transport systems and surrounding land uses as we move into our new planning system. In particular, it focuses on the role the planning system can play in achieving optimal land use and development outcomes that complement and support the function of all transport modes, particularly given the rapid technological advancements and our rising urbanisation.

We look forward to hearing your views on the recommendations we've put forward in this paper as well as continuing to work together to build a successful new planning system we can all be proud of.

PURPOSE

In March 2018 the State Planning Commission (the Commission) released its *Blueprint for South Australia's Planning and Design Code* (Figure 1), which introduced:

- A series of policy discussion papers designed to stimulate thought around the policy direction for the Code.
- A series of technical discussion papers to establish the operational framework and content requirements for the Code. The first technical paper – *Planning and Design Code: How will it*

work? – is now available on the SA Planning Portal.

- A series of key policy conversations the Commission would like to have with the industry and the community in relation to those areas it anticipates will require a greater level of reform. Each Policy Discussion Paper will be closely aligned to at least one of these dedicated Conversation Areas.

In the case of this paper, the associated conversation will focus on **Sustainable mobility**,

car parking and the impact of technology, which was discussed at the recently held Metropolitan Adelaide car parking summit.

This Integrated Movement Systems Policy Discussion Paper is one in a series of four papers that explore land use policies in South Australia.

The other papers consider:

- Natural Resources and Environment
- People and Neighbourhoods
- Productive Economy.



Figure 1: The Introductory Paper can be downloaded from the SA Planning Portal at: www.saplanningportal.sa.gov.au

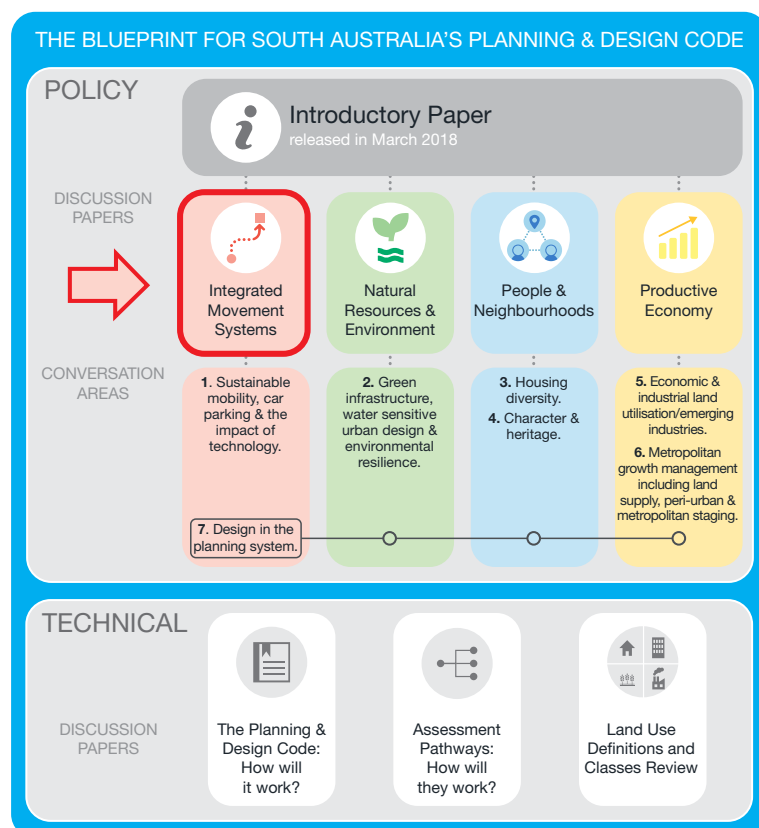


Figure 2: Context of this discussion paper against elements of the Blueprint.



The Policy Discussion Papers are intended to be read and considered as a ‘family’ and will assist the Commission to establish the planning rules that will ultimately constitute the new Planning and Design Code.

Each paper has been developed through an extensive investigation and peer review process which has incorporated the following:

- a review of the South Australian Planning Policy Library (SAPPL)
- investigation of case studies and best practice policy examples from Australia and the world
- workshops with state agencies, councils and special interest groups
- Commission-led policy workshops
- a review of South Australia’s Development Plans in partnership with local government
- a peer review process with thought leaders and key stakeholders such as planning reform advisory groups and government agencies.

This discussion paper draws on the results of these investigations to:

- highlight key emerging trends that may require a planning policy response
- identify gaps or deficiencies in existing policies of the South Australian Planning Policy Library (SAPPL) that need to be addressed to ensure alignment with government strategic directions. (See Figure 3.)
- identify opportunities to consolidate duplicated policy
- highlight investigations and research undertaken or identified to inform proposed policy directions.

Ultimately, the intent of this paper is to recommend policy directions for the Code, including identifying:

- where existing policy is likely to be transitioned to the Code (‘Transition ready’)
- areas where further investigations or reform are necessary (‘Reform Gen 1 or Reform Gen 2 or beyond’)

These recommendations are offered in line with the following policy themes which play a key role in the delivery of Integrated Movement Systems in our new system:

- aligning South Australia’s growth with transport infrastructure
- capitalising on strategic transport infrastructure
- planning for sustainable mobility, car parking requirements and the impact of technology.

To access the full evidence on which this discussion paper is based, please read the supporting **Integrated Movement Systems Background Paper**.

In recognition of the importance of collaboration in building a successful new planning system, discussion questions have been included (on the back page) as a means to promote thought and seek guidance on the policy recommendations contained within this paper. Please consider them when providing your feedback. Further policy discussion questions have been also included at the end of each theme to help policy formulation for future iterations of the Code for Generation 2 or beyond.

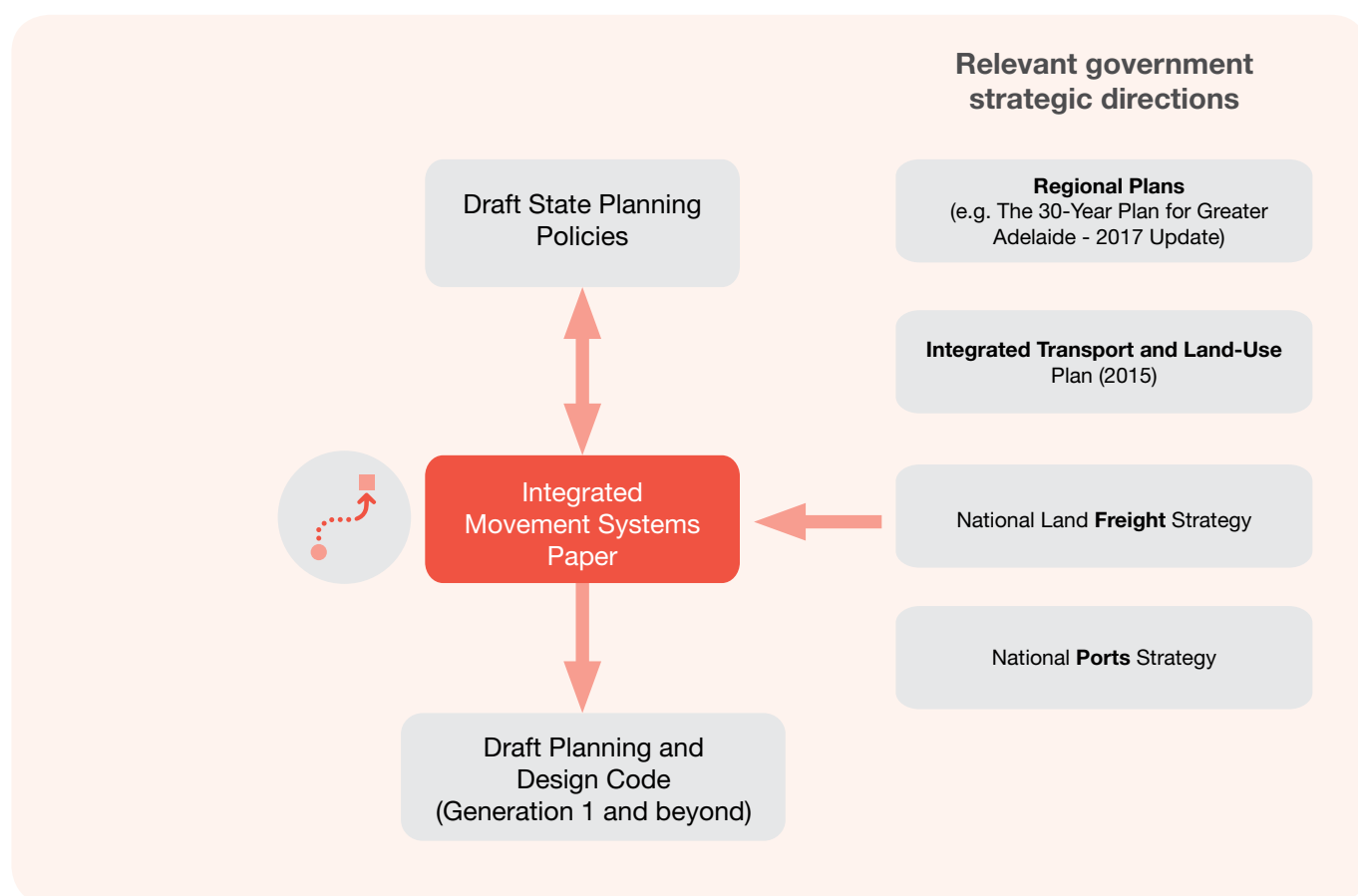


Figure 3: Integrated Movement Systems Policy Discussion Paper in relation to new planning instruments and government strategic directions.

NOTES:

The draft State Planning Policies are on consultation from 16 July to 7 September 2018.

The State Planning Commission is mindful of the recent change of Government, and that current strategic directions may evolve as the new Government continues to progress its agenda.



WHY ARE INTEGRATED MOVEMENT SYSTEMS IMPORTANT?

Movement systems encompass the diversity of methods used to move people and goods around our cities, regions and across our borders. From freight delivery to international trade, leisure travel and commuting, our movement networks directly influence the lives of most people every day.

The performance of our transport networks and systems is closely related to patterns of development and the value of land, particularly in urban areas where land use mix has a strong influence on movement patterns (such as commuting), supply chain efficiency and network demand (e.g. peak hours and congestion).

The more localised aspects of transport planning, such as requirements for individual developments, can also have a cumulative effect on urban form across neighbourhoods.

Development that is successfully integrated with transport not only helps people move safely, efficiently and to more places, it also allows for more sustainable and coordinated growth, supports economic productivity and delivers network efficiency and safety.

Key Benefits of effective Integrated Movement Systems

Integrated Movement systems have a number of benefits:

Economic competitiveness

The design and location of transport infrastructure can be a key driver of growth by making places more accessible, productive and open for investment. Integrated planning helps ensure the consequences

of investment are positive and lead to better outcomes.

It is therefore important to identify and protect land for strategic transport corridors, especially for city-shaping infrastructure investments, the facilitation of regional development and industry growth. Failure to do so can fragment labour markets, diluting the scale efficiencies of metropolitan areas in matching skills to industry requirements.

In addition to freight, modern services and knowledge-based economies compete with each other globally as knowledge workers are highly mobile and seek an improved quality of life. South Australia is uniquely positioned to be able to integrate infrastructure carefully, capitalise on its natural advantages and attract and retain knowledge workers and therefore industries.

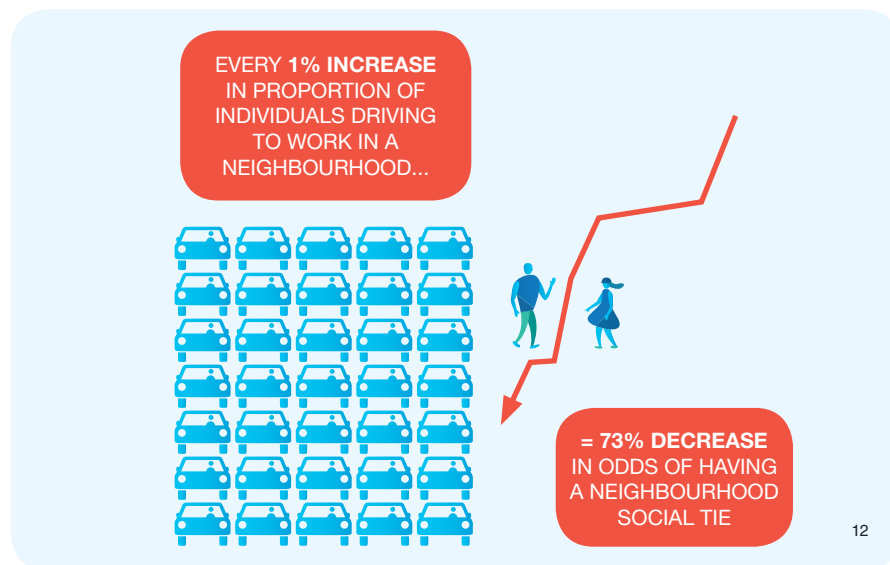


Liveability, wellbeing and inclusion

Successful integration, together with an improved mix of transport choices, can help reduce urban sprawl and the need to increase road capacity. This in turn supports land use development that promotes active travel, social interaction, economic activity and community connectedness.

Density also underpins the creation of walkable neighbourhoods by bringing destinations closer together and providing a customer base to ensure that local shops, services and public transport remain viable.

The interface between busy movement corridors and residential neighbourhoods must be carefully managed to avoid health impacts through exposure to emissions, noise and vibration. Ensuring these interfaces are well managed is critical to our new urban form and the health and liveability of our neighbourhoods.





Better balance between access and activity

Great streets are destinations in their own right. The best examples attract investment and result in higher land and development values. They represent around 80 per cent of public space in cities and contribute in many ways to their economic, environmental and social functioning. While they are important public places, they also need to be accessible, fast, efficient and minimise travel time.

There is increasing recognition of the importance of striking a better balance between access ('Links') and activity ('Places') along our streets. Conventional streets typically prioritise the movement of vehicles, with the quantity and quality of space for people on foot often only considered as an afterthought.

The 'Link and Place' approach advocates that both these functions be given equal consideration, with the balance guided by the street's role within a wider street network hierarchy. (refer Figure 4).



Figure 4: Examples of a 'Link' corridor and a 'Place'.

Reduced carbon footprint and climate change mitigation

Moving towards an integrated transport system will also help reduce greenhouse gas emissions by decreasing vehicle travel, cutting land consumption and reducing the need to continue building road capacity.

Shaping the pattern of development and influencing the location, scale, density, design and mix of land uses can also ensure that transport infrastructure is utilised to its full potential.

Promoting a more compact urban form (through locating jobs and housing closer to public transport to reduce private vehicle travel) will play a role in reducing the growth of greenhouse gas emissions and mitigating climate change.

Smart cities and harnessing of technology

Advances in technology are having a fundamental impact on our cities and regions, particularly in relation to new lifestyle and behaviour patterns, how we move around and the disruption of established industries.

In the future, autonomous vehicles, smart parking, electric vehicles and on-demand services are among the new technologies likely to significantly influence the transport and land use requirements of our cities and could play a valuable role in reducing private vehicle dependence.

A smart city is one where public infrastructure, data technology and the internet are successfully integrated in order to improve the quality of life for people living, visiting and working in the area.





Key trends influencing change

There are a number of demographic, environmental, economic and social trends that are causing fundamental shifts in the way we live, work and move around. Those that are most likely to influence the integration of movement systems with development patterns in South Australia are outlined below.

Spread out city - low density and high private car usage

The Greater Adelaide region is home to 1.3 million (84% of the state's population) and has a footprint more than double the size of Greater London, which is home to 8.7 million (Figure 5). Our low population density means there are fewer people in any given area to support local services, therefore where we live and work can often be located some distance apart. This is a fundamental challenge that significantly contributes to our reliance on private vehicles. In 2013, Adelaide had the highest private vehicle travel to work (84%) and the second lowest proportion of people walking to work (2.9%) in Australia¹.

In addition, the Adelaide CBD features the highest percentage of daily car commuters of all Australian capital cities (54.4%), significantly more than Melbourne (30.6%) and Sydney (17.4%)².

This is despite the fact that our average daily traffic delay is second only to Sydney, and that one in three Adelaide homes are located within 400 metres of a frequently serviced public transport stop (compared to one in five nationally)³.

At 8.7%, Adelaide has the lowest public transport usage, compared to 22.7% in Sydney, 15.5% in Melbourne, 11.4% in Brisbane and 10.2% in Perth⁴. This could be partly attributed to the fact that the average price of parking in the CBD is substantially lower than anywhere else in the country⁵ and we have 25.2 spaces available for every 100 workers in the CBD – the highest in the nation⁶.



Figure 5: The footprint of Greater Adelaide compared to Greater London.

We're getting older and households are getting smaller

Not only are South Australians getting older, we are also living in increasingly smaller households which is having a direct impact on how and where we're choosing to live. By 2036, South Australia's total population will reach 2 million people – almost a quarter of whom will be aged 65 and over⁷. More importantly, a fifth of the state's seniors will be aged 85 and over. This means we will have the nation's highest proportion of people aged over 85 years and, for the first time, the aged population will outnumber the youngest members of our community⁸.

Increasingly, older people are living in their communities for longer and have more choices about lifestyle, services and where they live. As they age, they will also require convenient access to alternative travel options. This signals that now more than ever before, it is critical for South Australia to have strategies in place that plan for older people and their movement. There is increasing pressure to deliver adaptable environments that support the delivery of safe and accessible dwellings, movement networks and public facilities that not only meet the needs of all aged groups but also support active ageing.

The size of the average household in South Australia has more than halved over the last century from 4.5 people to 2.5. This is supported by a 2.3% decline

in the number of households comprising couples with children, a 32% increase in the number of couples living without children and a 54% increase in the number of people who are living alone⁹.

Our changing population has seen Adelaide's historical desire for growth to the north and south of the city slow significantly in the past decade. In 2015, approximately 76% of all new housing in Greater Adelaide was constructed in established suburbs¹⁰, resulting in an increased demand for varied housing alternatives (e.g. row and terrace houses, as well as units and apartments) located in high-amenity, mixed use environments closer to the city and offering a wider choice of transport options (such as Bowden and Lightview).

Technology is changing how we live and how we move

New and emerging transport technologies are set to have a transformative effect on cities, transport behaviour and urban life.

These changes in technology have the potential to transform our transport networks, including designing for autonomous vehicles and reduce private car parking requirements.

They may also lead to improved liveability outcomes alongside or adjacent to major movement corridors.

The emergence of on-demand and automated mobility technologies is likely to cause significant shifts in vehicle ownership and licensing patterns, car parking requirements and public transport services. Already countries including Australia and the United States are seeing a decrease in the number of younger people obtaining a licence, citing cost and lack of interest in driving as reasons for not doing so¹¹. This will be further exacerbated as the ageing population increases and with it the demand for more coordinated and alternative movement systems.

Over the past decade, advances in information and communication technologies have led to a decrease in the number of people needing to travel for work. In response, planning controls have provided more allowances for home-based businesses and it is expected there will be an increase in the number of mixed-use precincts that will further reduce the separation between employment and residential uses. This will create more places where people can live, work and play without having to commute or travel as far to access services and amenities.



Market dynamics and development economics

Some of our contemporary planning policy reflects these trends and emerging needs, however their successful implementation is influenced by a range of local market preferences and development economic considerations.

Recent development across Adelaide have revealed an emerging range of market dynamics that require careful consideration to ensure good quality development that is consistent with both strategic intent and community expectations.

For example, the perceived market expectations for private, secure, undercover car parking, which has resulted in relatively conventional (high) parking provision in areas with good access to public transport (e.g. in the CBD or Bowden) and regardless of prescribed minimum parking rates.

In townhouse type developments, this parking provision tends to impact the quality and function of streets with a proliferation of driveways and garaging. This form of development is often small scale and incremental, making the cumulative effects more difficult to manage than in master planned developments.

Further to this, the high cost of constructing basement parking relative to sales revenues for apartments for higher-density developments in Adelaide (compared to say Sydney) appears to drive a preference for podium or under-croft parking.

This form of parking can result in additional building bulk and height and challenge planning objectives for high-quality or active frontages unless they are carefully integrated.

The effect of these local market dynamics and economic considerations on individual developments appears varied. There are some good quality outcomes and others that are less than optimal. Collectively they suggest a need for policy to carefully consider the cumulative effects of these local circumstances in order to balance strategic intent, commercial considerations, and community expectations.

Walkable neighbourhoods are in demand

A more compact form of living will increase the importance of liveability and quality of the public realm in these neighbourhoods, which is an important factor for those cities and regions that wish to attract knowledge-based industries and retain a talented workforce.

The Property Council of Australia has identified that dense cities increasingly offer businesses access to the best customers, supplies, partners and competitors¹².

Healthy, walkable neighbourhoods are places where people can afford to live, learn, work and play. They offer a wide range of services that can easily be reached on foot or bicycle, including schools, health care, shops and public transport (see Figure 6).

With the rise in infill development in Adelaide, there will be many opportunities to increase cycling and walking uptake as 75% of daily trips are predicted to be short journeys of between three to six kilometres¹³.

Note: Refer to the Integrated Movement Systems Background Paper for references.



Figure 6: Examples of elements that contribute to a healthy and walkable place to live



HOW WILL OUR PLANNING SYSTEM SUPPORT THE INTEGRATION OF MOVEMENT SYSTEMS?

Successful implementation of Integrated Movement Systems (IMS) will build on our state's liveability, economic competitiveness and enable the sustainable future of our regions and neighbourhoods by:

- delivering land use outcomes and transport systems that complement each other
- achieving optimal land use and development outcomes with regard to the role and function of all transport modes
- providing for an interface between land uses and transport corridors which improves the function of both.

Achieving these outcomes requires a planning system that encourages and enables appropriate development in locations serviced by a variety of quality transport options and facilities supported by an ongoing commitment to transport investment.

Integrated Movement Systems also have different permutations depending on their geographical areas and associated transport corridors. Many of South Australia's major movement corridors cater for a variety of roles and functions along their length, especially those routes that traverse rural, suburban, urban and city-centre environments. How the associated land use policy both complements and influences these diverse environments is at the heart of successful integrated movement.

Strategic Directions

The preparation of the Planning and Design Code needs to consider how we can further integrate our movement systems into planning policy. It will also need to reflect the policy direction contained within key government strategic documents, in particular the State Planning Policies (SPPs) and Regional Plans.

Refer to Figure 7 for an example of how the new planning system's strategic framework will guide the Planning and Design Code.

Refer also to *The Planning and Design Code – How Will It Work?* Technical Discussion Paper for further information.

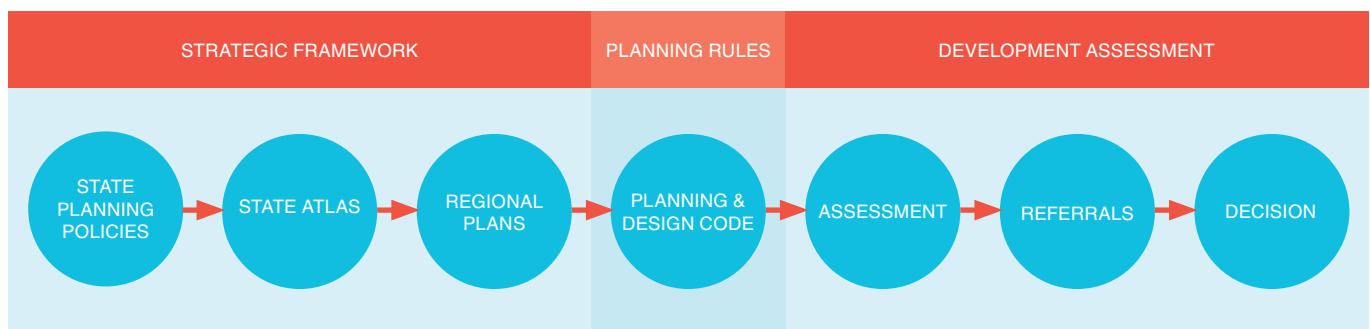


Figure 7: An example of how the new planning system's strategic framework will guide the Planning and Design Code

Draft State Planning Policies

State Planning Policies identify matters of state interest that should be considered in the Code. In a number of cases they will be addressed through overlays. The Code will include zones, subzones and overlays. Overlays can change the level of assessment required and trigger a referral.

The draft State Planning Policies seek to create:

- a more efficient urban form through the improved use of existing infrastructure (via infill) and better coordination of new land / infrastructure resources (via regional planning)
- improved accessibility to social and physical infrastructure to improve our standard of living
- improved liveability by reducing congestion, improving accessibility and reducing commute times
- the sustainable efficient use and distribution of goods, resources and services.

The SPPs therefore provide direction for integrated planning and strategic transport infrastructure across South Australia by emphasising the importance of; planning for orderly, connected growth, providing an adequate supply of land, promoting regeneration and renewal, optimising infrastructure, supporting increased densities in well-served areas, protecting the economic function of strategic transport infrastructure and promoting complementary land uses.

Regional Plans

The current Planning Strategies for South Australia will serve as the state's interim Regional Plans. Regional Plans provide a long-term vision (over 15 to 30 years) for a region or area including provisions about the integration of land-use, transport infrastructure and the public realm.

The 30-Year Plan for Greater Adelaide - 2017 Update contains targets, policies and actions that seek a more compact urban form through the encouragement of development close to strategic activity centres, transit corridors and quality public transport (Targets 1, 2, 3 and 4).

The Regional Planning Strategies provide direction for the maintenance, protection and strengthening of strategic infrastructure; provide for competitive freight transport and transfer hubs; and aim to improve public transport and access to health services.

South Australian Planning Policy Library

The South Australian Planning Policy Library (SAPPL) contains policy and zones that are focused on delivering or integrating with transport and movement routes (e.g. Airfield Zone, Urban Corridor Zone and General Module Transportation and Access.) *Refer to the Background Paper for a complete list of relevant SAPPL zones and general modules.*

The delivery of integrated movement is still a relatively new concept in terms of planning and development in South Australia. Therefore, preparation of the Planning and Design Code needs to consider how we can further promote and incorporate Integrated Movement Systems into planning policy.



Working with other levers

In establishing the Code, it is important to acknowledge the planning system plays an important role in the achievement of effective integration but also needs to work with other levers outside the planning system.

Land use and transport are overseen by numerous entities across South Australia and the Commonwealth. Therefore, delivery of integrated movement systems requires direction, input and investment from multiple parties across different jurisdictions, including state government agencies, the Federal Government, councils and private land holders.

It stands to reason that there are several key strategies and programs outside of the planning system that need to be leveraged to ensure successful integration is achieved.

One of the most critical is the state government's *Integrated Transport and Land Use Plan (ITLUP)* which sets out a program of major transport infrastructure investment required to support the state's growth and productivity over the short, medium and long term. Other levers that are relevant include:

- Public transport capital investment e.g. improving and / or expanding the

provision of fixed-line or other rapid public transit.

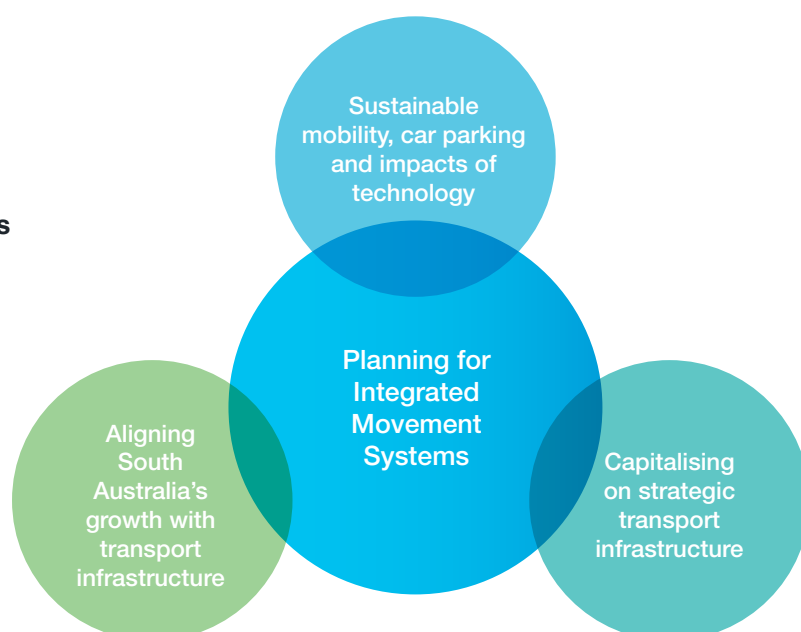
- Cycling infrastructure investment (by state and local government)
- Local government transport plans
- Financial incentives e.g. stamp duty concessions.

There are also a number of Acts that work together with the PDI Act to protect and enhance natural resources and the environment.

Refer to the background paper for further detail.

How will the new system deliver integrated movement systems?

Based on the outcomes of the research and investigations conducted in the preparation of this paper, the following three themes have been identified as the main policy areas that are critical to the delivery of Integrated Movement Systems through the new Code.



THEME 1: **Aligning South Australia's growth with transport infrastructure**

The coordination of development with the provision of efficient transport networks is a fundamental element of all modern urban areas and an important ingredient in the economic viability of all new development, both in metropolitan and regional township areas. It is also critical that, as our state continues to grow, people are provided with a greater variety of transport choices to get to where they need to go.

Due to the expensive nature of constructing new mass transit networks, governments at all levels are seeking to maximise the value of existing infrastructure networks and create liveable and affordable communities. This may include initiatives to expand capacity, improve regularity or increase the efficiency of services.

Across metropolitan and urban areas of South Australia, policy should encourage the development of land at higher densities for a wider mix of activities, strategically located in areas close to a wide variety of transport options, particularly quality public transport.

Areas rich in these attributes are highly valued and most commonly occur along high frequency transport corridors and adjacent to well-serviced regional centres.

In regional areas of South Australia, strategic policies in Region Plans consistently encourage a broader mix of

higher density residential and commercial land in close proximity to or within well-serviced regional centres. These locations tend to be the best serviced by a variety of transport modes, mixed uses and social services.

It is therefore important our new system retains and transitions the policy intent of current zones that promote improved integration of land use with major transport corridors (including the Urban Corridor Zone, Urban Core Zone, Residential High Density Zones and Mixed Use Zones). The further application of these zones along underutilised transport corridors will be considered once the Code is in place.

THEME 2: **Capitalising on strategic transport infrastructure**

South Australia's strategic transport facilities and networks are critical in connecting people with places and produce with markets.

While local streets, greenways and neighbourhood connections can be utilised as valuable and sometimes pleasant extensions of the public realm, major transport corridors and facilities serve a primary purpose as transport linkages or gateways which are of strategic economic importance.

Our planning policies should protect major transport corridors and strategic transport facilities from incompatible development to ensure their ongoing, uninterrupted and efficient operation.

Examples of such facilities include major airports (including flightpaths), sea ports, intermodal or bulk handling facilities, mass transit corridors and strategic freight routes.

Many of our major corridors and facilities have been operating in areas of our state which have been developed for a long period of time or where existing interfaces require sensitive and ongoing management. To reflect these situations, it is important that, where possible, planning policy minimises interface impacts by balancing the ongoing rights of existing land uses with the operation of strategic transport infrastructure.



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

Enabling more people to adopt cycling, walking and other non-motorised transport for commuting and other transport purposes – as distinct from purely recreational reasons – is an important objective of integrated transport and land use planning. It is therefore important that, where possible, our new system contains policies that promote walking and cycling to ensure travel mode shift and improve community health outcomes.

As more jobs, services and community infrastructure are located close to where people live (or more people live where jobs and services already exist) the required travel distance for some purposes lessens. In view of this, it is expected that active travel will have an increased role in mobility across Greater Adelaide and in regional centres as walking and cycling become more popular, viable transport modes.

Another increasing influence on our travel behaviour is the growing use of ride-sharing initiatives, electric vehicles and emerging technologies such as driverless cars. These innovations are set to have a transformative effect on cities, transport behaviour and urban life.

It is therefore important that planning can adapt and is responsive to change. To this end, our new system will need to understand new technology as it evolves and shapes the user experience of our cities and regions.

For example, a reduced reliance on private vehicles has the potential to change future requirements and the development economics of car parking, particularly in relation to supply and demand.

Historically, changes in movement behaviour has meant that parking policies have not been static and can be a complicated area for planners, communities and businesses to resolve.

It is for this reason that car parking in metropolitan Adelaide was selected as a key area for review as part of the Commission's Policy Conversation Area. The intent of the review was to consider:

- the real value of car parking spaces
- the influence of car parking on integrated movement systems
- whether using public and private space for the storage of private vehicles is the best planning outcome.

To date, the review has included public consultation via a YourSAy survey which received 840 responses, several focus groups and a summit with councils, thought leaders and industry representatives (refer to page 22). The results from the review have been included in the recommended policy directions for this paper.

POLICY CONVERSATION AREA – SUSTAINABLE MOBILITY, CAR PARKING AND THE IMPACT OF TECHNOLOGY

Metropolitan Adelaide Car Parking Summit

On 6 April 2018, about 60 representatives from a range of industry groups, government agencies and local government met with the State Planning Commission to discuss the current state of car parking in metropolitan Adelaide. This summit is part of the Policy Conversation Area - Sustainable Mobility, Car Parking and the Impact of Technology.

The summit provided a forum for attendees to explore some of the most commonly reported issues experienced by local residents, councils and businesses, including:

- urban infill leading to increased demand for, and scarcity of, car parking

- excessive parking on local streets creating problems for access and movement
- on-street parking overflow impacts from nearby interchanges and attractions
- cultural and behavioural impacts
- a lack of viable alternative transit options.

A series of innovative opportunities and potential responses were tabled during the discussion, with the following proposals identified as having potential to be explored through the development of the Code:

1. Unbundling housing from car parking and providing alternatives such as parking locations close by, particularly in higher density areas.

2. Considering whether policy in relation to enclosed garages that encourage on-street car parking should be reviewed.
3. Moving away from minimum car parking rates and considering maximums.

Many of the solutions offered such as demand management, education, infrastructure and enforcement, cut across a variety of policy areas and will be passed on to the appropriate agencies and relevant councils for action. The key outcomes from the summit were used to inform a detailed policy review included in the background paper.





TRANSITIONING TO THE PLANNING AND DESIGN CODE

The following section details the policy direction recommendations for the establishment of the Planning and Design Code that have been formed based on the investigations and review undertaken in the development of this Policy Discussion Paper. For further detail on the information that has led to these recommendations, please refer to the Integrated Movement Systems Background Paper.

The recommendations have been prepared in line with the three major policy themes and criteria outlined in the table below:

- Aligning South Australia's growth with transport infrastructure
- Capitalising on strategic transport infrastructure
- Sustainable mobility, car parking and the impact of technology

The below table outlines the three types of recommendations and associated timing.

Transition ready	Current policy that requires minimal change and will be transitioned into the first generation (July 2020) of the Code Policy Library (Transitional)
Reform (Gen 1)	Current policy that is recommended for improvement before it is transitioned into the first generation (July 2020) of the Code Policy Library (Reform which is minor based on research and engagement which is already well progressed or underway)
Reform (Gen 2 and beyond)	Gaps within existing policy that require further research and discussion before they can be considered for inclusion (Second generation and beyond) of the Code Policy Library (Reform in a new area)


Discussion questions relating to each of the major policy themes have been included for consideration when reviewing the recommended policy directions. These questions are intended to promote thought and seek guidance on the recommendations and we ask that you please consider them when providing feedback on this document.

Refer to the **Background Paper** for further detail in regard to the recommendations e.g. proposed next steps. Advice has also been provided as to where **other system tools and levers** could play a role in assisting in the delivery of the policy outcomes for a particular theme.







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

Ref No.	Key opportunities and challenges	Proposed response	Proposed timing
1A	In 2012, a suite of higher density, mixed use zones were introduced into the SAPPL which have been spatially applied to a small number of areas adjacent to key transport corridors and centres. These zones help to integrate land use and transport systems and can provide the foundation for this outcome in the new planning system.	Transition zones that promote improved integration of land use with major transport corridors (for example: Urban Corridor Zone, Urban Core Zone, Residential High Density Zones and Mixed Use Zones). <i>The spatial application of these zones is unlikely to be substantially changed as part of the application of Generation 1 of the Code.</i>	Transition ready 
1B	A minimum threshold of population density to ensure public transport and local shops and services are viable and can be located within walking distance of where people live needs to be identified.	Review the inclusion of minimum net residential densities in Suburban Neighbourhood Zones, Urban Core Zones, Urban Corridor Zones and Suburban Activity Node Zones. <i>Further discussion and consultation needs to be undertaken to identify the appropriate net residential densities in the context of evolving demographics, market dynamics and development.</i>	Reform (Gen 1)
1C	Some transport corridors are currently underutilised and could benefit from better integration with supporting land uses.	Investigate the spatial application of higher density mixed-use zones (such as those listed above) along appropriate key transport corridors, adjacent activity centres, in urban renewal areas and key strategic sites.	Reform (Commence Gen 1)

Discussion Questions:

- How can the Code better respond to the differences in public transport availability in urban and regional communities?
- What other policy provisions are needed to facilitate good quality development that supports the desired minimum residential densities in key zones?
- 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 of parking and vehicle movement, public realm, and streetscape interface). How might targeted policy reform promote or incentivise better outcomes?


THEME 2: Capitalising on strategic transport infrastructure

Ref No.	Key opportunities and challenges	Proposed response	Proposed timing
2.1 Strategic Transport Facilities			
2A	The SAPPL contains an Airfield Zone which seeks to protect the ongoing operation of airport facilities and manage the interfaces with surrounding land uses. There is an opportunity to expand policy for appropriate complementary development types.	Transition the policy intent of the Airfield Zone and review the permissible uses in these zones to better support complementary development types. <i>Work with Adelaide Airport Limited, City of West Torrens and other stakeholders within the vicinity of strategic airports</i>	Transition ready 
2B	With the changing nature of the ways freight is moved, there is an opportunity to review the planning policy in relation to the operation of intermodal facilities and freight transport hubs, including their potential future expansion.	Review and Transition the Intermodal Policy Area into the equivalent zone.	Transition ready 
2C	The application of planning policy for airports varies considerably across the state. A key opportunity will be to improve policy consistency with Federal Government guidelines on airports.	Review the SAPPL building near airfields and building heights policies and mapping to respond to the NASF Guidelines.	Reform (Gen 1)
2D	Protecting ports from encroachment from incompatible land uses is becoming increasingly important to protect their current operations, critical transport links and future expansion opportunities.	Review the range of zones and policy areas that apply to seaports and supporting infrastructure to ensure that policy is fit for purpose.	Reform (Gen 1)

Discussion Question:

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




Ref No.	Key opportunities and challenges	Proposed response	Proposed timing
2.2 Strategic Transport Corridors			
2E	Currently, the spatial extent of land required for future road widening requirements is not included in Development Plans.	Work with DPTI Transport to review, transition and map road widening provisions and investigate whether they can be incorporated as an overlay or similar in the Code.	Transition ready 
2F	Moving into a new planning system, there is a need to ensure that land uses are appropriately supported by transport options and that our transport corridors remain efficient.	<p>Transition the Policy intent of the existing strategic Transport Routes Overlay. This will involve:</p> <ul style="list-style-type: none"> • reviewing policy and mapping for strategic transport corridors • refining policy (where required) with regard to access requirements, freight routes and road hierarchy. <p>Targeted consultation with affected stakeholders plus general engagement as part of the Code development.</p>	Reform (Gen 1)

Discussion Question:

- *How can the Code work to protect the operation of major transport facilities whilst managing the impacts on adjacent development opportunities?*
- *How can planning policy better manage and minimise the impacts of transport corridors on surrounding development (i.e. noise and air pollution for residents)?*

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



Ref No.	Key opportunities and challenges	Proposed response	Proposed timing
3.1 Walking, cycling and other non-motorised transport			
3A	The current walking and cycling SAPPL policy is well placed to be transitioned into the Code.	Transition the SAPPL off-street bicycle parking and the end-of-trip facilities (such as showers, changing facilities and clothes storage).	Transition ready 
3B	Cycling routes are not universally incorporated into Development Plans. This leads to inconsistency of application of design rules etc. relating to cycling.	Incorporate identified cycling routes into the Code.	Reform (Gen 1)

Discussion Question:

- How can planning policy better enable the delivery of more walking, cycling and active travel opportunities in our neighbourhoods?
- 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?
- How can the Code promote development that contributes positively to streets and the serviceability and quality of the public realm?
- Does the Code need to more explicitly anticipate the needs of an ageing population through provision for things like mobility scooters or access vehicles?





Ref No.	Key opportunities and challenges	Proposed response	Proposed timing
3.2 Car parking and emerging mobility technology			
3C	As travel behaviours continue to change, the demand for car parking will also change. It is important that new buildings and structures, particularly multi-level car parks, are adaptable for future uses.	Transition the existing SAPPL policy on the design of car parking structures so they are adaptable for new uses in the future.	Transition ready 
3D	Car parking rates in current planning policy are often inflexible and do not consider innovative design or proximity to other transport options.	Rationalise and transition existing car parking rate policies which allow for variation to prescribed minimum parking rates for development proposals which satisfy specific design and transport option criteria.	Transition ready 
3E	There is potential for greater standardisation of car parking rates, while still allowing for different rates for conditional and geographical contexts.	Review and consult on car parking rates in Greater Adelaide and regional centres to identify opportunities for greater standardisation through the Code, where appropriate.	Reform (Gen 1)
3F	Planning policy has a role to play in encouraging and supporting the uptake of technology which helps future-proof our neighbourhoods.	Develop policy that encourages new developments, in higher density or mixed use zones, to incorporate electric vehicle charging provisions and ensure appropriate infrastructure is in place.	Reform (Gen 1)
3G	It is important to ensure that planning policy is in place to help facilitate the uptake of emerging technologies that support better car parking efficiency.	Develop policy for new car parking areas (of a certain size) which encourages the adoption of technologies which can better manage impacts.	Reform (Gen 2 and beyond)

Discussion Question:

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

NEXT STEPS

The *Integrated Movement Systems Policy Discussion Paper* will be out for public consultation until **3 December 2018**.

For information about the specific engagement activities, please visit **www.saplanningportal.com.au**

The feedback received will help inform the preparation of Generation 1 of the Code and help prioritise future work and investigations for subsequent generations. The outcomes of the consultation

process will be released in a 'What We Heard' report.

The remaining **Blueprint for South Australia's Planning and Design Code Policy Discussion Papers** will be released progressively, with each available for public comment and accompanied by opportunities for industry and community engagement.

The Commission's **Policy Conversation Areas** will work through some of the more significant policy issues that will

be a focus for reform in 2018 and beyond. These are aligned to one or more of the Policy Discussion Papers and form a key component of the Commission's engagement process during the development of the Code.

In parallel, the draft **State Planning Policies** are also out for consultation until 7 September 2018.

The draft **Code Policy Library** will be released progressively for consultation in 2019.

HAVE YOUR SAY

In recognition of the importance of collaboration in building a successful new planning system, the Commission is seeking feedback from planners, the community, industry professionals, educational institutions and other interested parties on this paper.

Your feedback is encouraged via:

- SA Planning Portal: Visit the Have Your Say webpage and lodge a submission at **http://www.saplanningportal.sa.gov.au/have_your_say**
- Email: DPTI.PlanningEngagement@sa.gov.au
- Post: PO Box 1815, Adelaide SA 5001

Discussion questions are included throughout the paper as well as the following general feedback questions.

General feedback questions

Are there any other key opportunities and challenges that you think the Code should respond to?

Are there any other ideas for potential Code policy you would like to recommend?





HOW YOU CAN GET INVOLVED

We invite you to participate and share your
feedback on this policy discussion paper via:
www.saplanningportal.sa.gov.au

For more information, please contact us:
dpti.planningengagement@sa.gov.au



Government of South Australia
Department of Planning,
Transport and Infrastructure

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