

18th May 2012

Mr Charles Casuscelli RFD MP
Committee Chair
Legislative Assembly
Committee on Transport and Infrastructure
Parliament House
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Dear Mr Casuscelli

**Planning Institute of Australia (NSW Division)
Inquiry into the Utilisation of Rail Corridors**

Thank you for your letter dated 13th April 2012 and your request for the Planning Institute of Australia (NSW Division) to provide some additional information for the Inquiry into the Utilisation of Rail Corridors. The Institute is pleased to provide the following additional information in response your questions.

Q1. The Institute's submission refers (page 2) to a transport / land use typology that could be used to define the transport functions of centres to best reflect their primary purpose. Is there an existing typology that you would recommend to be used? If not, who do you think should be responsible for developing such a typology?

A good example of a land use/ transport typology that reflects current best practice is found in the 'futurewise' publication "Transit Orientated Communities: A Blueprint for Washington State"¹ (2009).

The typology developed applies to areas within an 800m radius of a railway station, classifying them into a hierarchy of 5 station area types, Core, Centre, Village, Commuter and Destination. The typology is based on 6 key measurable attributes:

- Location of the station area relative to the urban region;
- Dominant land uses permitted by the state and or local government regulations;
- Level of public transport connectivity;

¹ <http://futurewise.org/priorities/TOC/index.html/>

- Potential residential and employment capacity and density permitted by the current zoning;
- Jobs-to-housing balance permitted by the existing zoning; and
- Physical street pattern as a measure of pedestrian and cycling connectivity.

Using a singular comparative matrix framework, these attributes are used to evaluate and determine a station area's typology. The station area's typology is then supported by various goals and measures that aim to set high but achievable standards for Transit Orientated Development. These goals and measures focus on 7 key areas:

- Pedestrian and bicycle connectivity;
- Housing affordability;
- Residential and employment density;
- Mix of uses;
- Green infrastructure and open space;
- Car parking; and
- Urban design.

Physically, Core and Centre station area types are characterised by their connectivity, density and mixed used development, as are Village and Destination station area types to a lesser and varying degree. Commuter station area types are unlikely to perform well on these measures.

An alternative typology is contained in the Transport NSW Guidelines for the Development of Public Transport Interchanges. That typology refers to 5 categories for public transport interchanges:

- global / regional interchanges;
- major / specialised interchanges;
- multi-access interchanges;
- local interchanges; and
- Strategic bus corridor interchanges.

<http://www.transport.nsw.gov.au/sites/default/file/publications/interchange-design-guidelines.pdf>

The Guidelines provide a Table of characteristics associated with the typology.

The Metropolitan Strategy contains a centres typology comprising:

- Global City
- Regional City
- Major Centre
- Specialised Centre
- Town Centre
- Village

This typology is not directly related to transport functions but rather is based on a description of typical land use characteristics or the mix of uses.

The Department of Planning and Infrastructure in consultation with Transport NSW should be responsible for developing a consistent typology that reflects their primary purpose in respect to transport functions. The goal of this is to ensure a whole of government approach to the integration of land use and transport as well as to inform the development industry of the intended role of centres to guide investment. The Metropolitan Strategy typology should be revised to incorporate a transport function category for each category.

Q2. The Institute’s submission suggests (page 2) that the use of a typology through a strategic planning instrument or plan would ensure a consistent land use and transport outcome. Is a new instrument or plan needed? Would it be appropriate for this instrument or plan to select and prioritise centres where transit orientated developments need to occur? How adaptable would this be for particular local circumstances?

The Blueprint for Washington State (2009) referred to above points to the development of Station Area Transport Plans (SATP). These plans apply the principles of Transit Orientated Development and incorporate specific measures and goals that reinforce the typology of the station area. However it also recognises that a typology for station areas is not static as some centres will change over time in response to social, economic and environmental change. Equally areas are influenced by factors such as topography, employment opportunities, housing density etc. Because the SATPs are underpinned by a singular comparative framework to define station typologies and linked to expected social and environmental outcomes in the matrix, they are sufficiently robust and flexible to address change and prioritise actions over time.

Guidelines such as the “Transit Orientated Development: Guide for Practitioners in Queensland”² are useful in building understanding of the principles of TOD among key stakeholders and the community but are ineffective unless incorporated into a statutory and regional planning context.

SATPs should be incorporated into major land use and transport strategies such as the Sydney Metropolitan Plan to compliment the centres strategy under the Sydney Metropolitan Plan and help strengthen and guide land use / transport integration along rail corridors. It would also provide certainty, consistency and drive statutory compliance from key stakeholders that include local government, state government planning and transport agencies and the business sector.

Alternatively, as a regional environmental planning instrument the SATP would act as a reference point for policies, strategies and the coordinated delivery of key infrastructure at the state and local level. For regional NSW a hierarchy of cities and towns could be defined that reflects existing and potential integration of land use and transport opportunities along key corridors.

It is recommended that the Government develop a metropolitan-wide parking policy to set a framework to support the use of more sustainable modes to locations with good public transport access and support the Government’s investment in public transport. This should be linked to the centres typology and the planned outcome for each centre in terms of modal split

² Transit oriented development: guide for practitioners in Queensland, The State of Queensland. Published by the Department of Infrastructure and Planning, October 2010

and the measures to achieve the intended transport function (outer suburban commuter facility compared to an inner city public transport oriented centre). The policy should be developed in conjunction with the sub regional planning process and address both parking supply and pricing issues such as the amount and type of parking that is appropriate, how parking should be managed in centres, areas adjacent to centres and along arterial corridors, the possible introduction of tradable parking rights, and whether a parking space levy should be more widely applied.

The policy should build on existing parking provision policy. The NSW Government's "Improving Transport Choice Guidelines"³ released in 2001 advocate reducing parking requirements for development in areas with good public transport and providing well-designed and located parking to ensure it does not detrimentally affect access by other modes. Traffic generating development should be located in areas with good accessibility, but where this cannot be achieved, mechanisms that reduce parking levels as accessibility increases should be adopted.

In December 2010, the NSW Government released the Metropolitan Plan for Sydney 2036. The plan noted that new regional cities may emerge over the life of the plan and supported an increase in the share of commuter trips made by public transport. At current growth rates this will require constraint on private car travel and the rate of parking provision. A key recommendation (C3.2) in that document was to prepare a Metropolitan Parking Policy, as follows:

"In the longer term, the Metropolitan Parking Policy will introduce a consistent set of principles for parking across Metropolitan Sydney."

The availability and cost of car parking has a significant impact on people's travel choices including where they go and the mode they use. Excess parking in locations with good public transport accessibility can undermine public transport use. Requirements for parking in areas close to good public transport can also place a cost burden on development that is not necessary.

The Institute sees the development of a clear centres typology incorporated in a Government adopted regional and sub regional plan that is linked to transport functions would be a valuable tool to guide policy making, private property investment and transport choice for residents and businesses occupying centres.

The Department of Planning and Infrastructure is currently working on draft sub-regional plans for Metropolitan Sydney. These plans have no statutory weight. The draft plans should be revised to integrate transport priorities and indicate where transit orientated developments need to occur to support transport objectives (as well as housing and employment goals). They should be adaptable to local conditions but support government policies.

³ Integrating Land Use and Transport: Improving Transport Choice — Guidelines For Planning And Development, NSW Department of Urban Affairs and Planning, August 2001

Q3. The Institute's position identifies (page 3) a number of key principles for transit orientated developments. How best would these principles be implemented? For example, should they be legislated, conditions of approval, or incentives for applying the principles?

The Principles for transit orientated development would be best implemented within the context of a regional plan (such as the Metropolitan Strategy) which should be a statutory planning instrument. The Principles should then be matters for consideration when transport services for a TOD are being proposed with a responsibility by the proponent to demonstrate how the Principles will be achieved. They should apply at the concept development stage rather than be applied as conditions of consent. This would ensure their application to the sub-regional and local level and also provide a sound platform from which incentives etc could be developed / applied. As the development concept is prepared then that is the opportunity for incentives based on achieving the Principles can be included in an agreement such as a Voluntary Planning Agreement.

Thank you once again for inviting the Planning Institute of Australia to participate in the Inquiry into the Utilisation of Rail Corridors and I hope that this additional information is of help to the Committee.

Should you wish to discuss any of the issues raised within the submission please contact the NSW Executive Officer,

Yours sincerely,

Greg Woodham's FPIA CPP
NSW Vice President