



Land Use Planning and Mobility Policy

December 2019

RACT Policy – Land Use Planning and Mobility

Mobility Strategy Pillar: Sustainability

Sustainability is the third component of RACT's mobility strategy. Within this pillar, RACT is committed to ensuring that Tasmania's future transport options provide better environmental and health and wellbeing outcomes for our community.

Land use planning and mobility policy statements

Land use planning and mobility explained

- Land use that reduces the demand for travel, as well as alternative modes of transport, can reduce congestion and vehicle emissions, support sustainable communities, and improve health outcomes and safety for all road users.
- Land use planning must consider future economic and social opportunities and minimise the environmental impacts of mobility.
- Conversely, land use planning that fails to consider impacts to the road network during development and urban expansion can create negative effects on these opportunities.

Purpose of this policy

- Tasmania's population is growing and as a result, RACT has placed an increased focus on sustainability through public transport advocacy.
- This policy addresses the integration of private, public and active transport with improved infrastructure and development.

Relevance to RACT

- RACT, like all Australian automobile clubs, has transitioned from a sole focus on the motor vehicle to all forms of mobility. This is part of a new outlook that centres on sustainable transport, which can be facilitated through improved land use planning.
- The integration of private, public and active transport with roads infrastructure and development is an ongoing challenge for a number of stakeholders, including RACT.

Background, evidence and position

Background

- The framework for Tasmania's planning system is set out by the Resource Management and Planning System (RMPS) (Department of Justice, 2017).
 - This includes the Land Use Planning and Approvals Act (LUPAA), which dictates planning processes in Tasmania, and the State Policies and Projects Act (SPPA), which applies to state legislation and regulation beyond LUPAA. This includes projects of state significance.
- As part of the Tasmanian Government's reforms to the RMPS, it is implementing the Tasmanian Planning Policies (TPPs) to provide land use planning guidance to state and local governments. These policies will sit below and support the objectives of LUPAA as well as the SPPA (Department of Justice, 2017).
- The TPPs will inform regional land use strategies (RLUS), which outline long term planning in South, North and North West Tasmania. These documents, written in 2011 and based on 2006 Census data, cover land use and transport integration, settlement strategies and set out urban growth boundaries and zones. They all fall within LUPAA (Department of Justice, 2017).
- The TPPs will also inform the under development Tasmanian Planning Scheme, which includes State Planning Provisions and Local Provisions Schedules. This planning scheme also has to be consistent with the LUPAA (Department of Justice, 2017, Tasmanian Planning Commission, 2019).
 - The SPPs are planning rules that indicate what land use is appropriate in 23 zones, including residential, urban, rural, business, commercial, industrial, agricultural, tourism, communal, environmental and recreational. There are also 16 codes that deal with land use issues, including one that reduces conflicts between land uses and roads.
 - The LPSs allow councils to apply the SPPs while meeting municipal requirements and objectives during the consideration of developments. The planning scheme must also be consistent with the relevant RLUS.
 - The new TPS will replace schemes that govern development in Tasmania's 29 local government areas, improving uniformity and consistency of planning rules.
 - During transition, each council area has had an interim scheme since 2015. Councils will remain the planning approval bodies.
- Tasmania's Road Hierarchy outlines the strategic function of individual roads and wider network relationships. The hierarchy provides the basis for matching land use with road function in a way that maximises network efficiency and safety outcomes, while reasonably meeting the access needs of the land use (Department of State Growth).
 - The hierarchy does not make clear reference to alternative transport modes, including public and active transport.
- RACT research indicates that the RMPS, particularly the regional land use strategies, do address the integration of land use and transport planning, such as increased housing density and improvements to public and active transport.
 - However, consultation indicates that the guidelines and principles in the RMPS may not be fully adhered to during planning decisions that impact the road network.
 - Additionally, the size of urban growth boundaries can result in increased urban sprawl and traffic congestion due to vehicle numbers and poor public transport.
 - There also appears to be a lack of communication between the state and local governments, regarding the RMPS, during planning decisions that impact on Tasmania's road networks.

- Specifically, the Department of State Growth does not need to be consulted by councils or developers on any road network impacts caused by development, unless it directly connects to a State Road. However, developments leading to urban sprawl can increase traffic on State Roads as these are linked to local government roads.
- RACT's Greater Hobart Mobility Vision states that a Greater Hobart settlement strategy would encourage the development of mixed-use areas that include infill development and densification around active and public transport routes, as well as improved management of CBD parking opportunities.
 - Infill development and densification in mixed-use urban areas reduces travel distances and increases access to other transport modes, reducing car dependency, urban congestion and transport disadvantage (RAC WA, 2018).
 - Higher urban density makes walking, cycling and public transport options more viable, as opposed to urban sprawl caused by development of greenfield sites in outer suburbs and on urban fringes. These are not well serviced by public transport, increasing pressure on the network (RAC, 2018).

Evidence

- Tasmania's population is more than 530,000 people as of March 2019, an increase of 6387 people from the year prior. This was the fifth highest growth rate of all Australian jurisdictions (Department of Treasury and Finance, 2019).
 - Hobart had the highest growth in 2017-18, with a population increase of 783 people to 53,700.
 - This was followed by Clarence (779 to 57,000), Launceston (594 to 67,500), Kingborough (586 to 37,700), Sorell (444 to 15,200), Glenorchy (395 to 47,600), Huon Valley (344 to 17,200) and Brighton (335 to 17,300).
 - In terms of population density in these municipal areas, Hobart had the highest with 690 people per square kilometre, ahead of Glenorchy (393), Clarence (151) and Brighton (101). Devonport also recorded 228.
 - The lowest density for these above areas included: Launceston with 48 people per square kilometre, Kingborough (52), Sorell (26) and the Huon Valley (3).
- Tasmania's population could increase to 568,000 by 2042, based on medium population projections (Department of Treasury and Finance, 2019).
 - The Brighton and Sorell areas are expected to record the highest increases in the medium series, with more than 30% growth expected between 2017-2042, with increases of approximately 5800 and 4900 people, respectively.
 - The Latrobe area is projected to increase by 24% in that period, by 2600 people, while the Huon Valley and Hobart areas will increase by around 20% each (4400 and 9500, respectively).
- Tasmania has the fourth highest population density of all Australian states and territories, with eight people per square kilometre. This is behind the Australian Capital Territory (179), Victoria (28) and New South Wales (10) (ABS, 2018).
- Greater Hobart's average commute is 13.8km and the rest of Tasmania's is 16.4km, with the national average at 16.5km. Furthermore, approximately 88% of dwellings in Tasmania are separate. These are both indicators of urban sprawl (ABS, 2016).
 - About 70% of private dwellings in Tasmania have 1-2 registered motor vehicles. As a result of this, around 84% of people in Greater Hobart and 90% of the rest of Tasmania use a private vehicle to get to work.

Position

RACT

- Urges all levels of government to develop a settlement strategy for key urban centres. These must consider mixed-use hubs in urban areas that include infill residential development and densification in proximity to: active transport, high frequency/rapid public transit, as well as employment, education, retail, services, recreation and community spaces. This strategy must:
 - Consider future economic and social opportunities, including development, as well as minimise impacts to the road network by ensuring the community has universal access to a range of transport options.
 - Include the development of higher density hubs in existing outlying suburbs. These areas can also cater for the decentralisation of industries, services and attractions.
 - Address the need to significantly reduce or remove parking in CBD areas and the importance of no new car parks or parking in new developments.
 - Dictate the provision of adequate funding from all levels of government for the construction and maintenance of an efficient transport network.
 - Consider mobility as a service principles, intelligent transport systems and mobility data that informs transport planning and infrastructure investment.
 - Consider behaviour change programs that encourage the use of more sustainable modes of transport and make more efficient use of existing infrastructure.
- Urges local government, the Tasmanian Government and the Tasmanian Planning Commission to improve transport access and reduce congestion by:
 - Appropriately following the guidelines and principles within RMPS documents to ensure road network impacts are adequately considered during the assessment of residential or commercial development.
 - Regularly reviewing all documents within the RMPS, particularly regional land use strategies and their urban growth boundaries, to ensure they consider road network impacts during the assessment of residential or commercial development.
 - Ensuring infill development and higher density mixed-use areas, in close proximity to public and active transit routes, are prioritised over urban sprawl. This would involve limiting the size of urban growth boundaries in order to reduce the continued development of greenfield sites in outer Tasmanian suburbs and on urban fringes.
 - Ensuring the management of CBD parking opportunities are considered.
 - Increasing communication around the RMPS during planning decisions that impact on road networks.
 - Specifically, the Department of State Growth must be consulted by councils and developers on the impacts of major development on all state and local government roads. Particular focus should be on developments leading to urban sprawl, which can increase traffic on State Roads as these are linked to local government roads.
- Urges the Tasmanian Government to consider the interrelationship between transport and adjacent land use in its State Road Hierarchy. This must incorporate all transport modes, including public and active transport alongside private transport.
 - This document must be reviewed and updated on a regular basis to ensure reflects existing and future traffic demand. These reviews must consider the positions in this policy.
- Urges local government and the Tasmanian Government to grant road authorities more control during the approval process for any development, in relation to the regulation of surrounding road network impacts in outlying and urban fringe areas.
 - This should include local government referring any new development, such as subdivisions) on state roads to the Tasmanian Government and the Tasmanian Planning Commission.

- Developments and any associated changes to road networks in these areas cannot impact road users and associated congestion.
- If developments do contribute to sprawl and are expected to impact the road network, governments or developers must be compelled to contribute to mitigating against traffic impacts through funding of alternate modes or infrastructure. This protects other road users.
- Urges local government, the Tasmanian Government and the Tasmanian Planning Commission to gradually rezone industrial development zones as residential, while shifting industry to outlying areas.

Scope

Policy Application and Ownership

This policy applies to:

- All Tasmanian road users
- Local government
- Department of State Growth
- Tasmanian Planning Commission
- Urban planners and traffic engineers
- Tasmanian Government policy makers and ministers
- Australian Government policy makers and ministers

The ownership and responsibility of this policy is with the RACT Board.

Approvals

Date of approval: [insert date]

Date of review: [insert date]

Signature of CEO: [insert signature]