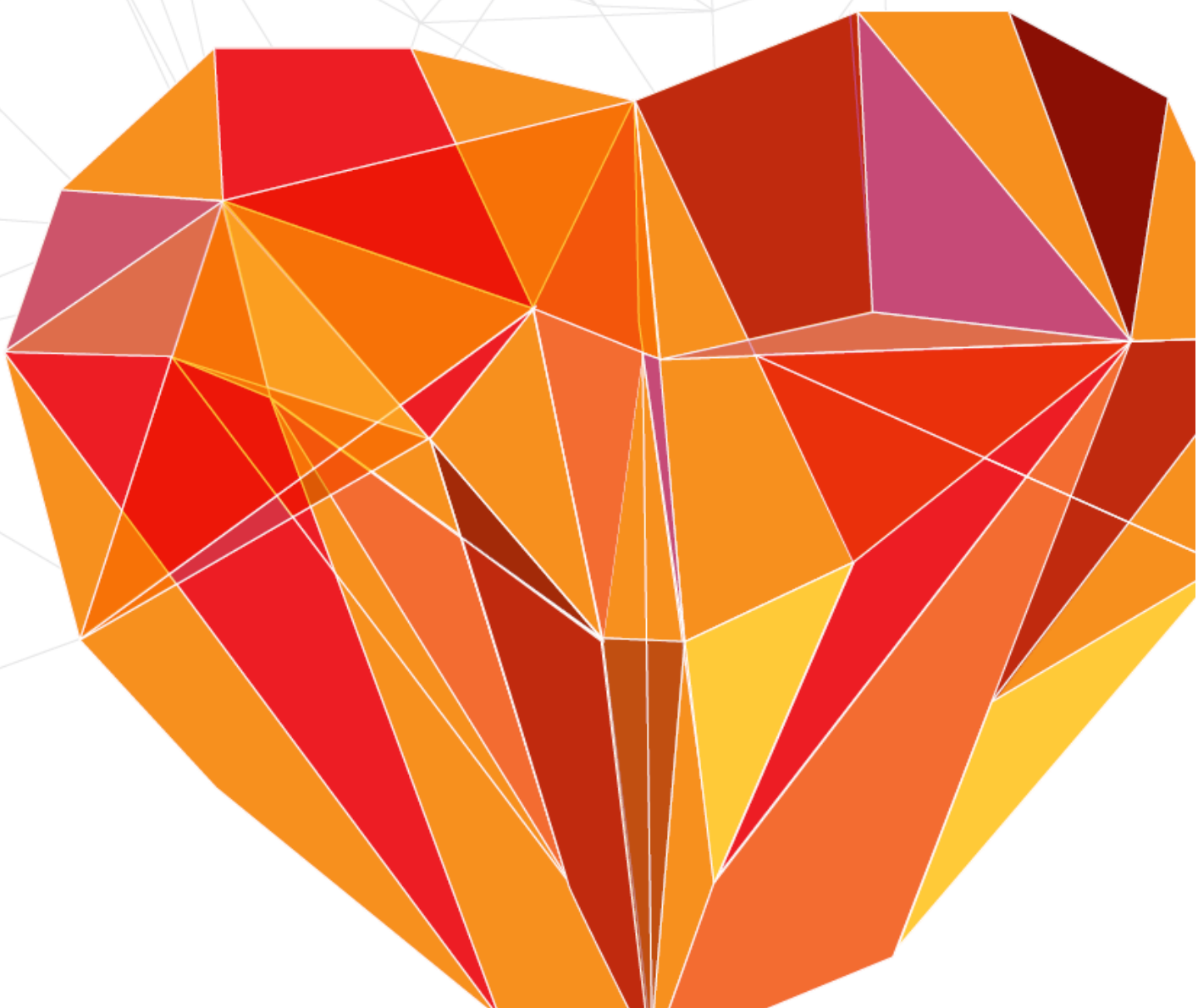


Submission on the City of Hobart
Transport Strategy 2018-30
Consultation Paper 2



20 March 2017

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Introduction

The City of Hobart [Transport Strategy 2018-30 Consultative Paper 2: Private Transport](#) (“Consultation Paper 2”) was released by the City of Hobart as part of Council’s process towards defining the Transport Strategy 2018-30 (the Strategy) for the municipal area.

The Heart Foundation welcomes the release of Consultation Paper 2 as it canvasses many of the principles that the Heart Foundation contends have merit and that should form the guiding principles for the Transport Strategy.

The Heart Foundation also welcomes Consultation Paper 2 for its detailing of the constraints, opportunities, legislation and policy positions prevailing upon the development of the Strategy. Such detailing clearly allows for informed consultation with the community in the lead up to producing the Transport Strategy.

As you may be aware, the Heart Foundation were instrumental in successfully advocating for an objective “to promote the health and wellbeing of all Tasmanians and visitors to Tasmania by ensuring a pleasant, efficient and safe environment for working, living and recreation” to be included in the *Land Use Planning and Approvals Act 1993*¹. The Heart Foundation has viewed and is pleased to provide comments on Consultation Paper 2 from the perspective of promoting active living and active travel within a health and wellbeing perspective.

Imperative policy positions

The discussion points and policy positions drawn from Consultation Paper 2 that the Heart Foundation contends should primarily inform the development of the Strategy are as follows:

- The order of considerations for transport and travel in Consultation Paper 2 is walking, cycling, private motor vehicles, motor cycles and mobility devices. We support this as a priority order of travel requirements based on vulnerability. However, mobility devices should be seen as being akin to walking and cycling in the order of prioritised travel modes.
- Recognition that the transport requirement is comprehensive, from commercial goods movement to the travel requirements of vulnerable road users. Accessibility in and through the City is an economic imperative, yet travel and transport is not just about private motor vehicles. Nevertheless, private motor vehicle access tends to dominate the debate and expenditure of road funds.
- The vision for the regional transport system as agreed by the Southern Tasmania Councils Authority (page 6) is welcomed. Particular aspects of the vision for the Transport Strategy to feature are:
 - accessibility and safety for all users;
 - environmental and health outcomes for our community; and
 - integration with land use planning.

Further it should be read into the regional vision that the issues are about:

- travel (as a user-focussed activity) more than transport (with a focus on infrastructure for travel);
- accessibility and permeability for active travel;
- reducing/waiving the requirement for car parking on development applications where there is capacity for active travel; and
- to promote infill development to increase population density for active travel.

¹http://www.thelaw.tas.gov.au/tocview/content.w3p;cond=;doc_id=70%2B%2B1993%2BJS1@EN%2B20170213000000;histon=;inforequest=;pdfauthverid=;prompt=;rec=335;rtfauthverid=;term=;webauthverid

The Heart Foundation contends that the following statement (page 28) is the key challenge for the Strategy:

'Within the City of Hobart, and in particular the city centre and surrounding area, the challenge is to provide less focus on the movement of cars and other vehicles into and through the city and greater focus on improving movement of people and engagement within the urban environment in and around the city.'

It is contended that a focus on people and their engagement with the urban environment has the potential to improve health and wellbeing along with the better economic functioning of the city.

Settlement patterns and health

Consultation Paper 2 raises issues around regional growth patterns, particularly low density development that leads to greater car dependency. The Heart Foundation is supportive of increasing urban density where services can more readily be provided lifting the opportunity for physical activity as part of daily routines as well as the options for active travel. In addition, sitting for long periods, as required for long commuting journeys arising from low density development, is not health-promoting².

Settlement patterns are clearly sensitive to accessibility and without equitable access disadvantage will manifest in the outer urban low density areas. In this context, the continuing dominance of the Central Business District (CBD) will be compromised if the city service workers, who can only find affordable housing in the outer urban areas, cannot get to work because of cost or the lack of transport.

At another level, Consultation Paper 2 calculates that more than 28,500 people are travelling into the City of Hobart each weekday from surrounding municipal areas. In addition, and relatedly, the cross-city traffic does not appear as significant as previously thought. The dominance of the CBD in terms of jobs poses the strong prima facie case for the retention of a public transport service radiating from the city centre. However, and preferably buses that pass through the city centre and onto other destinations to reduce the need to change buses have merit. The Eastern Shore bus routes that pass through Rosny Park and the CBD and onto the University's Sandy Bay Campus offer a good example of linked services; however, despite the perceived convenience of these linked services, passenger numbers are relatively low.. In addition, the greater use of active travel modes for City of Hobart residents (see Chart 2 p74) suggests solutions for reduced traffic congestion, in fact, lie outside the city of Hobart boundary. Measures such as improved public transport; linked to parking restrictions; linked to concentrations of employment in regional centres rather than decentralised employment nodes; all need consideration at the regional level if traffic congestion is to be reduced.

On a regional basis, City of Hobart residents embrace active travel and, we contend, there is scope to further increase active travel through additional investment in walking and cycling to improve safety issues that deter many active travellers. For instance, the long-considered Battery Point foreshore walkway could do much to increase active travel for the Sandy Bay corridor and provide similar and safer accessibility as found with the Intercity Cycleway and the Hobart Rivulet Linear Park.

² See: [Low density development, evidence review](#)

Omissions

Discussion and options for Council on the following roles appear to be absent from Consultation Paper 2:

1. Council's role in approving streets and designating roads in a hierarchy that is function and speed oriented from flat streets and shared streets to collector roads capable of serving as public transport routes. For this role, the proposed Tasmanian Planning Scheme as it affects use and development is silent on the planning for streets. In this regard the [Heart Foundation's representation on the draft State Planning Provisions](#)³ that advocated for streets to be an entity requiring a permit and for the inclusion of a Liveable Streets Code was not accepted in the Tasmanian Planning Commission report on the State Planning Provisions. It is understood from the Commission's reporting that the matters we raised were outside the scope of the Commission's considerations of the draft SPPs, with the Commission stating:

'The Commission considers it difficult to make any modifications to the draft SPPs without a greater policy mandate to do so.'

'However, to delete the code or modify it so extensively as to alter its policy intent is beyond the Commission's remit in its consideration of the draft SPPs.'

2. Council's role in adopting standard guidelines for land subdivision that are primarily engineering standards for car-oriented streets. For illustration, the Tasmanian Subdivision Guidelines and Standard Drawings offer little for walking or bike riding which make the design of streets friendly for all users. A copy of our submission to the LGAT on the proposed review of the Tasmanian Subdivision Guidelines can be found [here](#)⁴. The Heart Foundation advocates for regulations that promote the design of streets that fully support active travel.
3. Council's role in facilitating active travel. For instance, Council could adopt a local streets policy equivalent to the State Government's [Positive Policy Provision Policy for Cycling Infrastructure](#).

Land use planning and traffic planning

Consultation Paper 2 (page 28) contends:

'Resolving this conflict (traffic congestion) will be one of the key challenges for the transport network into the future and is unlikely to be resolved without integration with the land use planning system, investment to support other transport modes and behavioural changes.'

The integration of land use planning and traffic planning is a common theme in theory but yet to be realised in Tasmania. Predominately discussions about traffic are devoid of the land use planning interface^{3,5}. This is particularly the case where land use planning and planning schemes are devoid of provisions relating to streets as is found in the State Planning Provisions.

The Heart Foundation supports the view that travel, transport and land use are strongly linked and should underpin the development of the Strategy.

³ [Heart Foundation Representation on State Planning Provisions](#)

⁴ [Heart Foundation submission to LGAT on the proposed review of the Tasmanian Subdivision Guidelines](#)

⁵ See: [National Charter of Integrated Land Use and Transport Planning 2003](#); [Tasmanian Planning Commission Planning Advisory Note 11 Integration of Land Use and Transport in Planning](#), a referred document for the making of the State Planning Provisions; and [Heart Foundation submission to the draft Transport Access Strategy 2016](#) (6 September 2016)

Population and accessibility.

Consultation Paper 2 presents statistics on population and employment and relevantly the high proportion of low income households in Tasmania. The paper also refers to State Government population targets and raises the implications of population on the transport network and traffic. Clearly advocating for a bigger population of itself is not helpful without the infrastructure to support the additional numbers, along with consistently applied land use and transport measures. On this, the Heart Foundation contends that a State Policy under the *State Policies and Projects Act 1993* with a focus on health and wellbeing is the only available mechanism for consistency of policy application across the State Government and councils.

For the inner city, Consultation Paper 2 refers to both an aging population and the prospect of a large influx of post-secondary students. The emerging demography of the city requires a responsive regulation of development. On this latter point the Heart Foundation looks to the planning system to embrace good urban housing matched to a less car dominant regulatory environment. Relatedly the Heart Foundation has queried the merit of setting minimum parking requirements on permits for development. Our representation on the draft State Planning Provisions argued for the abandonment of arbitrary minimum parking standards³. As noted above this part of our representation was also not accepted by the Tasmanian Planning Commission.

Tables 3 (page 30) and 4 (page 43) give pointers to the level of travel difficulty and responses:

Table 3 Weekday Trip Mode Share by LGA shows that a significant portion of the population for greater Hobart is car dependent, particularly with the nearly 20% of trips being car as passenger. In this, are the passenger numbers indicative of the number of travellers' dependent on someone else for transport? This question is raised as some 43%⁶ of the population does not drive and is dependent on others (eg family) to satisfy their travel requirements. Relatedly there is the 20% of greater Hobart trips who walk for at least part of the trip, compared with just 4% who use public transport. These figures indicate that public transport is not perceived as a convenient or preferable form of transport at present.

Table 4 provides rates of car ownership for the City of Hobart compared to greater Hobart. This table is instructive, and as observed in Consultation Paper 2, the dependence on car ownership can be reduced with '*higher densities and close proximity to a significant range of employment opportunities, retail and services*'. The proposition is that a dependence on car ownership increases with distance from city centres, which then, can it also be suggested, increases the financial burden from car dependence as ability to fund independent transport reduces? If nothing else this highlights a relationship between density, travel accessibility and, presumably increased household costs. In addition, it would appear, as car ownership and vehicular kilometres travelled are increasing at a greater rate than the population (pages 13 and 43), then the travel needs are changing, adding to the demands on limited road capacities.

The numbers walking as part of their weekday trip mode share indicates capacity to increase the walk component of the journey through improvements to the walking environment, and presumably improved walkability lifts the potential for more trips on bikes. The discussion and key factors for walkability (pages 35-36) are well stated. On walkability, the Heart

⁶ Calculation on the number of car licences issued in February 2017 (293,523) and estimated population of Tasmania 516,900 (2016). Also it has been estimated for Australia that 61% of the unemployed under-25s lack a driver's licence and, overall, as many as a quarter cite transport issues as a key reason for not being able to find a job': [U-Turn: The Transport Woes of Australia's Young Jobseekers](#), Brotherhood of St Lawrence November 2016

Foundation supports the adoption of the '12 quality criteria concerning the pedestrian landscape' as described by Gehl.⁷

Intergovernmental relations

Consultation Paper 2 is about the development of a transport strategy for the Hobart City Council area, but with acknowledgment of the regional context. In this we see a Council planning initiative that requires the support of the State Government. The State Government is instrumental in the strategy through its ownership and road works on State arterial roads, the regulating and contracting of bus service providers and the prospect of greater intervention in land use decisions through the Tasmanian Planning Scheme. The State Government will also need to be instrumental in the planning and implementation of new infrastructure for commuter and general travel, giving consideration to modes such as light rail, ferries and proper cycling and pedestrian facilities within State road reserves. Clearly the City of Hobart Transport Strategy cannot be devoid of including measures for which the State Government has responsibility.

Transport Demand Management (TDM) and other measures

TDM measures are scoped on pages 80-81. The adoption of such measures has the potential to enhance active travel and improve transport equity in the allocation of road space. The TDM measures should be actively considered as part of the transport strategy.

Consultation Paper 2 discusses intelligent and emerging transport systems. Whilst we may think of such systems being a long way off for Tasmania, with the rapid changes in technology and up-take by younger generations, change can be rapid. Consultation Paper 2 refers to various arrangements for car-sharing and there is reference to an estimation that one car-share vehicle replaces about nine privately owned vehicles, with car-share members driving half the distance of non-car-share members (page 101). Residential projects in Melbourne (eg Nightingale developments) have been approved without on-site car parking where there is good public transport, bicycle and walking infrastructure and car-share⁸. The planning requirements on residential development in Hobart should allow a similar relief from the requirement for on-site car parking and an increase in residential density required for the improvements to attractive travel infrastructure.

Health and mobility and cost of transport

The Heart Foundation supports the view expressed at page 104:

The City of Hobart has a significant role to play in facilitating active modes of transport within its municipal area. This includes providing safe and pleasant pedestrian environments, delivering a bicycle network that is integrated at the metropolitan level and strategies that provide for multi-modal trips.

Lack of access to transport is one of the key issues older people highlight as a major barrier in feeling connected to their community and therefore impacting on their quality of life.

And at page 107:

The City of Hobart can play a role in reducing transport disadvantage and inequity by lobbying and advocating for continuing and additional Tasmanian and Australian Government support for public transport services and active transport facilities. The

⁷ See Gehl J 2010 'Cities for People' page 239, and Gehl Architects Hobart Public Spaces and Public Life 2010 p24 'streets as public spaces'

⁸ [Car-free apartments prevail: Two Nightingale developments approved](#)

City of Hobart has also been supportive of affordable housing developments in close proximity to the city centre.

The relationship between health, wellbeing and the built environment has been well established⁹, as has the equity failure of a transport system that favours private car use. Consultation Paper 2 touches on issues of affordability and equity in our transport systems that need to be embedded into the Transport Strategy 2018-30.

Design of streets

In consideration of both the transport environment and demographic changes as detailed in Consultation Paper 2, the requirements on development need to shift from purely accommodating cars to providing for a range of travel modes. The Strategy must address the requirements for walking and cycling that are safe and provide for a high level of accessibility and permeability, along with decent footpaths that encourage walking. The need to refocus on a range of travel modes is reflected in the observation (page 68):

‘Even in new suburban areas, the potential for greater accessibility can be achieved through good subdivision design that minimises cul-de-sacs and maximises connectivity through the road network. This alone can make the creation of a new bus route a more viable prospect and increase the opportunity to rely upon public transport rather than private modes of transport.’

As contended previously, Consultation Paper 2 omitted to cover Council’s role in establishing subdivision guidelines that promote active travel compared with the current guidelines; which we assert are primarily engineering standards for car-oriented streets, with little acknowledgement in the standards for users that are walking or cycling. Streets constitute some 80% of the public realm in cities yet the planning for streets often avoids thoughtful arrangements for walking and cycling. It is contended that much can be done to improve the design input to streets; whether within new subdivisions or through works on existing streets. Publications such as the South Australian *Streets for People*¹⁰ provide a good basis for the planning and design of streets.

Reference to the Heart Foundation’s *Healthy by Design*¹¹ guidelines set out the health benefits of active travel.

References to the Heart Foundation

We are pleased with the reference to Heart Foundation material to support the matters deemed relevant to the making of the strategy. However, the question posed on page 104:

“Do you think, as the Heart Foundation has suggested, that a state policy on improving infrastructure to support active modes of transport in new subdivisions and developments is required?”;

appears without explanation. The Heart Foundation is pursuing healthy built environments that support and facilitate physical activity through integrated concepts of active living, active travel, compatible mixed use, mixed density housing, public open space, food security and building and site design. The preferred mechanism for pursuing these concepts is a State Policy under the *State Policies and Projects Act 1993*. Only a State Policy provides the

⁹ In Tasmania, the relationship of health, wellbeing and the built environment has been endorsed by the [Joint Houses Select Committee on Preventative Health](#).

¹⁰ [Streets for People Compendium for South Australian Practice](#): Government of South Australia, Heart Foundation and others 2012.

¹¹ [Healthy by Design: A guide to planning and designing environments for active living in Tasmania](#). National Heart Foundation of Australia 2009.

necessary policy imprimatur for actions by State Government and Councils. The Heart Foundation has prepared a [draft for a State Policy for Healthy Spaces and Places](#) and [supporting documentation](#) to promote the conversation and the making of the State Policy.¹²

Relatedly, the Lord Mayor wrote to the Minister for Planning and Local Government Peter Gutwein on 3 March 2015 relaying the resolution of the Council to support the Heart Foundation's proposal for a State Policy for Healthy Spaces and Places.

Finally, our answers to the questions on page 104:

The evidence supports the case that there are health benefits from walking and cycling and this is a motivation for choosing walking or cycling as a mode of travel¹³.

The Heart Foundation contends that a State Policy is required for thoughtfully designed infrastructure, and other developments including new subdivisions.

Principles to be embodied in the Transport Strategy 2018-2030 from consideration of Consultation Paper 2

A focus on:

- Improvements to the public realm, the streets and parks and to fully recognise footpaths as part of the transport/public space requirement within road reserves.
- Facilitating and encouraging active travel through enhanced connectivity and permeability in and through the urban environment.
- Improvements to the walking environment, suitable width footpaths, suitable for people with disability and avoidance of intrusions into the pedestrian space by road signs, telephone and power poles etc by reticulated infrastructure service providers. Intrusions into the pedestrian space can profoundly affect the suitability of paths and streets for walking and cycling.
- Proposed road projects to be undertaken with the focus on enhancing health and wellbeing.
- Change the regulatory environment applicable to the design and use of streets. The requirements for car parking on permit applications and other planning scheme standards, together with the standards in other regulations and guidelines for streets must align to achieve a co-ordinated land use and transport interface.
- The need for the City of Hobart Transport Strategy to include transport and travel measures for which the State Government has responsibility.

Conclusion

The Heart Foundation commends the Council's consultative process and the comprehensive perspective on travel taken in Consultation Paper 2 and similarly commends Council to determine the Transport Strategy 2018-30 using principles founded on health and wellbeing.

¹² [Draft for a State Policy for Healthy Spaces and Places](#) and [supporting documentation](#)

¹³ [Heart Foundation Blueprint for an active Australia](#)

Heart Foundation's role and functions

The National Heart Foundation of Australia (Tasmania Division) is a company limited by guarantee, with approximately 85% of our funding coming from donors. The business is managed by the Chief Executive Officer (CEO) who reports to the Tasmanian Board of Directors. The Board has the responsibility for determining strategy and the corporate governance of the Tasmanian business.

The organisation known as the National Heart Foundation of Australia is a Federation of related entities operating together under the provisions of a Federation Agreement. Those entities are the National Heart Foundation of Australia ACN 008 419 761 (National); and the separate National Heart Foundation entities operating in each of the States and Territories of Australia. In 2009 the National Heart Foundation celebrated its fiftieth anniversary. The National Heart Foundation operates under a group services model.

The operations of the Federation are overseen by the Executive Management Group (EMG). The EMG operates under its Terms of Reference as set out in the Federation Agreement and under an EMG Charter.

Our purpose is to reduce premature death and suffering from heart, stroke and blood disease.

We are currently implementing our five year strategy *For all Hearts: Making a difference to Australia's heart health (For all Hearts)*. *For all Hearts* focuses our work on four key goals:

- Healthy Hearts
- Heart Care
- Health Equity
- Heart Foundation Research

We will deliver on our strategy through financial strength, our people, advocacy, data and evaluation, reputation and relevance, innovation, integration, business systems and governance.

The Tasmanian Strategic Plan has been developed to align with *For all Hearts* to provide a strategic focus for the work of the Heart Foundation in Tasmania. Our goal is to deliver the best possible outcomes under the *For all Hearts* goals within the specific size and cohorts of the Tasmanian population; the local Tasmanian context; and the operational constraints and resources available within the relatively small Tasmanian Division.



Contact

Graeme Lynch

CEO - Heart Foundation

Email: graeme.lynch@heartfoundation.org.au

Phone: 6224 2722