



**27th Australasian Transport Research Forum, Adelaide, 29 September – 1 October 2004**

**Paper title:** South Australia's Integrated Land Use and Transport Strategy – towards a sustainable transport future

**Author(s) name(s):** Mark Elford

**Organisation(s):** Transport Planning Agency, Department of Transport & Urban Planning

**Contact details:**

*Postal address:* Level 1, 136 North Terrace, Adelaide, SA 5000

*Telephone:* +61 8 8204 8185

*Facsimile:* +61 8 8204 8740

*email:* Mark.Elford@transport.sa.gov.au

**Abstract (200 words):**

South Australia has been preparing an **integrated land use and transport strategy** as a vehicle to achieve the Government's vision of a sustainable transport system: one that is integrated, coordinated, affordable, efficient and safe, and meets the accessibility needs of all South Australians. The strategy concentrates on finding the balance between infrastructure development, regulation, and system management.

A draft strategy was released for community consultation in 2003 (under the title of '*Draft Transport Plan*'). Work is in progress to finalise the draft as an integrated strategy.

The **integrated land use and transport strategy** incorporates land use planning approaches and innovations on more traditional transport solutions. The Strategy aims to maximize access to infrastructure and services to widen transport choices in rural and metropolitan areas. Emphasis is on fair access for pedestrians, cyclists and more sustainable transport modes generally. Public transport is given greater priority than in the past – at intersections, on the transport system and for Government expenditure – as is rail and shipping for the movement of freight.

### **Introduction**

Over the last two years the South Australian Government has embarked on the development of a comprehensive Transport Strategy. While the State's transport strategies have been partially articulated in a number of documents, such as the State's Planning Strategy, this is the first time for decades that a comprehensive strategy has been developed. The strategy is being explicitly linked to land use planning.

### **Transport Policy Platform**

The South Australian Government's policy platform on transport (A Commitment to Transport (2002)) provided the context for the development of a comprehensive transport strategy. The platform for government document (Platform for Government (2000)) also provided guiding policies, principles and commitments for a number of important transport elements. In these commitments the Government has outlined an aim to ensure a sustainable transport system for South Australia. Specifically, a Sustainable Transport System for the state that is integrated, coordinated, affordable, efficient and safe. In order to achieve this, the South Australian Government has identified a series of specific actions:

- develop a Draft Transport Plan in partnership with key stakeholders and the community for the delivery of infrastructure, regulation and system management strategies
- work with all stakeholders, including rural and regional communities, to improve road safety
- in conjunction with local government and communities review existing speed limits in rural and country areas in order to maximize road safety
- initiate a Community Road Safety Fund with revenue raised from anti-speed devices
- work with industry, union and Commonwealth government representatives to develop occupational health and safety strategies for the heavy vehicle industry
- create the Office of Public Transport within the Department of Transport and Urban Planning to deliver accessible, efficient and affordable public transport services
- create the Premier's Taxi Council to identify and discuss key issues of strategic importance for to the industry
- develop and encourage sustainable transport modes including cycling and walking in partnership with key stakeholders, local government and the private sector

Since then the State Government has progressed in the implementation of these policies, and has:

- established the Ministerial Road Safety Council and Advisory Council on Road Safety to provide a sharper focus and clearer lines of accountability for road safety policy;
- established the Community Road Safety Fund
- released the South Australian Road Safety Strategy 2003 – 2010
- established the Office of Public Transport and Premier's Taxi Council

## **Relationship to Other State Strategic Plans**

The integrated land use and transport strategy is one of a number of strategic plans within the overarching framework provided by the South Australian State Strategic Plan (State Strategic Plan, 2004), which was released by the South Australian Government in March 2004. The plan is a roadmap for South Australia's future to strengthen the economy and strengthen the community. It is formulated around six interrelated objectives:

- growing prosperity
- improving wellbeing
- attaining sustainability
- fostering creativity
- building communities
- expanding opportunity.

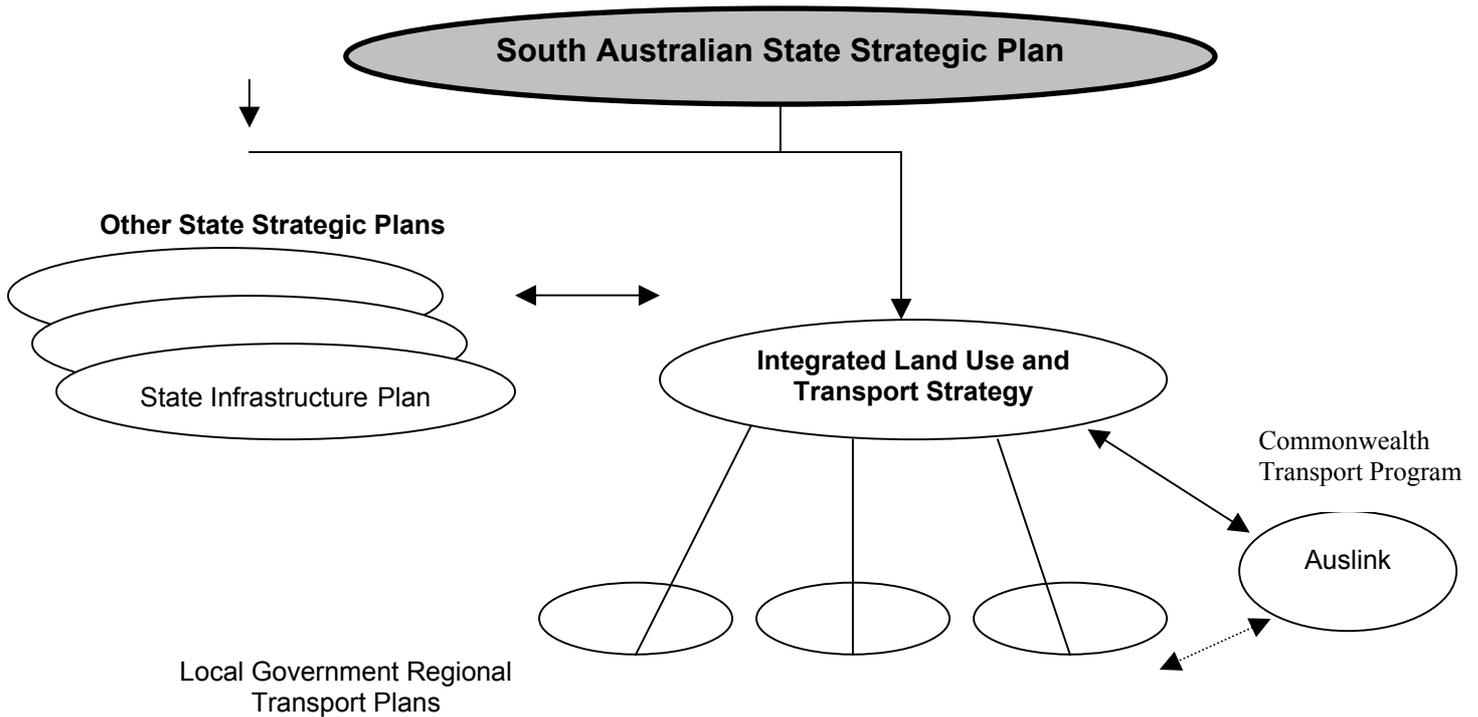
The State Strategic Plan reinforces the need for an integrated and cooperative approach to face the challenges and work on the solutions. The Government's actions, legislation and decisions will align themselves to the 79 targets in the plan. The targets will be reviewed every two year and published – which will allow the community to see where and how the state is progressing over time.

The Integrated Land Use and Transport Strategy will advance Government policy in a coherent manner through its links with other key State Government plans including the State Infrastructure Plan and the State Planning Strategy (Refer to Figure 1).

The Integrated Land Use and Transport Strategy is directly linked to the State Strategic Plan, with two key targets out of the nine targets in the document being included in the State Strategic Plan.

- Reduce road fatalities by 40% by 2010, with an ongoing focus on reductions in fatalities and serious injuries across all modes.
- Double the use of public transport to 10% of weekday travel by 2018.

Figure 1 illustrates in general terms the general relationship between the Integrated Land Use and Transport Strategy and the plans and programs of the other two levels of government.



**Figure 1 Relationship between Commonwealth, State and Local Strategic Plans**

### **The Transport Challenges facing South Australia over the next 15 years**

South Australia is at the crossroads in terms of being able to integrate the transport system much more closely with the land use planning for the State. The state is fortunate that its size and rate of growth has meant that it is not facing the same pressure of traffic problems as some other Australian cities. We have a window of opportunity to re-shape our urban development, environmental, economic and social policies to avoid the problems other cities already experience, and to take a more sustainable pathway for the future.

Some of the transport challenges that currently confront South Australia are:

- The poorest road safety record of any Australian State (The South Australian Road Safety Strategy 2003-2010 (2003))
- Aging transport infrastructure and a backlog of asset maintenance on Commonwealth, State and Local Government roads
- Rising private car use and commercial freight on metropolitan and regional roads
- Social exclusion in regional South Australia and certain parts of the metropolitan area
- Low usage of public transport despite high relative subsidies
- Increasing demand for public transport services in regional areas
- Low numbers of cycling and walking trips
- Increasing levels of air pollution and greenhouse gas emissions
- Environmental impacts of transport – such as, noise, amenity, and escalating fuel use

- Some metropolitan arterial roads nearing capacity, with congestion on some major arterials during peak periods
- More and larger freight vehicles on the roads, with continued growth in freight vehicle movement (Freight between Australian Cities 1972-2001, BTRE (2003))
- Planning regulations which could be better used to support transport decisions
- Balancing tight state dollars with increasing service level demand. The need to do more with less

However, despite the looming challenges for transport, it is clear that more and bigger roads no longer provide the solution for congestion. Increased car dependence and its negative impacts invariably follows new infrastructure through 'induced demand'. We need to address a series of difficult issues, ranging from the need to shift from private car use to public transport, and to shift road freight to rail and sea, the need to increase investment levels, reducing the in the road toll, and increase social inclusion.

Given the long lead times associated with transport planning, the Integrated Land Use and Transport Plan is framed around a 15-year horizon - to 2020, with regular reviews.

### **The Community Response to the *Draft Transport Plan***

A *draft Transport Plan* was released in May 2003 for a three and a half month community engagement phase.

The engagement phase was successful with:

- More than one thousand people attending the ten community forums held across the State.
- Twelve Stakeholder Forums with groups such as business, social, environmental and indigenous interests.
- Sixty comment sheets were received from the community forums.
- Over nine thousand hits were received on the draft Transport Plan website.
- More than two hundred submissions were received from organisations and individuals.
- About two hundred emails were received as well as many phone calls to the Transport Plan Info Line.

There was an overwhelming response to the *Draft Transport Plan*, with the engagement period being extended by a number of weeks. This level of interest illustrates the community's breadth of awareness of transport. A comprehensive Community Engagement Report (Gould & Associates 2003) was published on the Department of Transport and Urban Planning web site at [www.dtup.sa.gov.au/transport\\_plan/index.html](http://www.dtup.sa.gov.au/transport_plan/index.html)

### Key Themes from the Community Engagement Phase

The key themes that emerged from the community engagement phase fall into five main areas.

- the engagement process was welcomed by the community;
- the strategic balance across the key areas of social inclusion, economic development and environmental sustainability was appropriate;

## 6 SA's Integrated Land Use and Transport Strategy

- greater specificity was sought about where, when, the cost and who would pay for specific projects and initiatives;
- there was debate about whether the plan should focus on short to medium term infrastructure spending or a long term transport vision;
- many people did not understand that the State Government is only one of a number of players in the transport system.

### Summary of the Specific Transport Issues Emerging from the Community Forums

The primary issues for Regional South Australia and Metropolitan Adelaide are shown in Table 1.

**Table 1 Summary of the primary transport issues from the community engagement**

| Metropolitan Adelaide                                      | Regional South Australia                                   |
|------------------------------------------------------------|------------------------------------------------------------|
| 1. Metropolitan passenger transport                        | 1. Condition of the transport network (particularly roads) |
| 2. Condition of the transport network (particularly roads) | 2. Road safety                                             |
| 3. Road safety                                             | 3. Regional passenger transport                            |
| 4. Freight                                                 | 4. Freight                                                 |

In **metropolitan Adelaide** the community believes that:

- more investment should be made in public transport infrastructure (trains, buses, trams, stations, stops and interchanges) and the reliability, frequency and coverage of services should be improved.
- more investment should be made in road maintenance for safety.
- road safety is the high priority, especially targeted initiatives such as the black spot program.
- the current volume of road freight traffic and the extent of the road freight network is a safety concern for most drivers, and freight noise and air pollution is affecting the amenity of residential areas.

In **regional South Australia** the community believes that:

- more investment should be made in road maintenance to keep pace with the residential and economic growth of particular regional areas.
- road safety is a high priority and investment in shoulder sealing, overtaking lanes and the back spot program needs to continue.
- community passenger networks in towns and between regions should be expanded to cater for people without access to a car, especially the disadvantaged.

- freight traffic on intra-regional roads and towns is a safety concern and more should be done to improve road safety for all road users.

### **The Government's Response**

In response to the challenges outlined above and public feedback on the draft plan, the Integrated Land Use and Transport Strategy aims to:

- shift the focus to maintaining and maximising the use of existing urban and regional transport assets, rather than the construction of new infrastructure.
- provide new infrastructure that is better targeted, and determined within a four-tiered priority framework - safety first, followed by public transport, freight, then selected improvements to address capacity needs.
- recognise that efficient and cost competitive freight networks will play a key role in the economic prosperity of South Australia
- link regional, rural and remote South Australia to each other and global markets.
- make transport and land use planning more integrated and give greater consideration to the transport impacts of residential and commercial development decisions and vice versa.
- continue to make safety a high priority when making investment decisions.
- give greater priority for public transport at intersections and on the transport system to improve accessibility for all South Australians.
- widen the transport choices, especially for pedestrians and cyclists and more sustainable transport modes generally.
- improve the environmental performance of transport by lowering emissions and energy use. Make public transport, walking and cycling more attractive, and programs that encourage 'greener' travel behaviour and reduce the dependency upon the private car.
- embrace new technology to reduce energy use and harmful emissions, improve public transport reliability, enhance safety and the efficient movement of people and goods.
- explore innovative means for financing transport infrastructure and more closely link benefits to costs.

### **The Role of the Major Players in Transport**

The Department of Transport and Urban Planning will need to work to raise awareness that the Integrated Land Use and Transport Strategy is the South Australian response to the State's transport challenges, and that the State Government alone is not in a position to provide all of the answers.

The State Government is just one of many players in the transport system, with the key to achieving a sustainable transport future being a collegiate approach toward a common vision -

## 8 SA's Integrated Land Use and Transport Strategy

a Sustainable Transport Future. Ultimately, we need community involvement and partnership with other Governments and the private sector to make this vision a reality.

*The Commonwealth Government:* The Commonwealth Government plays an important role in:

- Funding investment and maintenance of the land transport system
- Funding important programs such as the Commonwealth Black Spot program, Roads to Recovery and the Special Local Roads Program.

The Commonwealth Government's review of its land transport funding arrangements and the release of the Auslink proposal have the potential to significantly change the manner in which Commonwealth transport funding is allocated to South Australia. Under Auslink the past funding formula has been largely discarded and projects are expected to compete against each other on a national level. South Australia has traditionally received less than its fair share of funding based on lane-kilometres travelled and our population, but under Auslink this allocation has been reduced further.

There is a danger that continued under-funding of the South Australian components of the national road and rail networks will detract from the level of economic activity in the State.. Australian funding distribution has generally recognized the need for positive discrimination in favour of regions where, due to large land areas and low population densities, the provision of services is more costly. Now the State Government has the challenge of obtaining a greater proportion of Commonwealth revenue for land transport infrastructure and its maintenance, to help underpin the ongoing economic development of the State.

*Local Government:* Local Government manages and invests a great deal of money in transport. It has similar transport challenges to those of the State Government - no more so than how to fund new transport infrastructure and the backlog in road maintenance across the State.

Local Government in South Australia has made major improvements in strategic local planning over the past few years with the development of Local Transport Plans by Local Government Associations. All of these have been in the regional areas of the state but the Metropolitan Local Government Group of eighteen councils is now in the process of developing a Local Government Metropolitan Transport Strategy.

Currently there are three separate but linked programs to assist Councils to fund strategic roads:

- The Special Local Roads Program (15% of Identified Local Roads component of the Commonwealth Financial Assistance Grants to Local Government.
- The special projects component of the Commonwealth Roads to Recovery Program (15% of the Roads to recovery grants)
- The State funded Regional Roads Program.

The distribution of scarce funds for the development and maintenance of transport assets is being done in an efficient and strategic way under the direction of the Local Roads Advisory Committee. This committee provides advice to the Minister for Local Government on the allocation of funding under the Special Local Roads Program and to the Minister for Transport on matters relating to the reclassification of roads.

The State Government is seeking to expand the level of cooperation with Local Government to maximise the value to the State of Commonwealth funding from the recently announced extension to the Commonwealth Roads to Recovery program. This extension, will give Councils from 2005/06 an additional \$100m a year for local land transport infrastructure projects of strategic regional importance.

This co-operation can be taken further with Local Government beginning to align their Local Transport Plans with each other and with the Integrated Land Use and Transport Strategy. In other words, where possible for every direction in the Integrated Land Use and Transport Strategy there should be a corresponding link to a local government initiative.

*The Private Sector:* The private sector's commitment to the State's transport strategies is critical with regard to the rail network and ports in particular, which are largely privately owned and operated. To achieve the desired shift in freight from road to rail, the Integrated Land Use and Transport Strategy will include strategies for the revitalization of the State's rail network, including investigating the standardization of the metropolitan and some of the regional broad gauge rail networks, and the development of outer metropolitan and regional inter-modal freight terminals. The success of this revitalization will depend largely on private sector investment.

Another example is the deepening of the Outer Harbor channel to permit access to the Port of Adelaide container terminal and bulk berths by deeper draft Panamax and Post Panamax vessels. Commonwealth and State Governments are investing heavily in improving access to the port through a series of linked road and rail developments<sup>1</sup>, so it is essential that the private port operator invests, as intended, in upgrading port facilities and contributes to the costs of channel deepening.

## Conclusions

The South Australian Integrated Land Use and Transport Strategy will take an integrated and inclusive approach to delivering sustainable transport outcomes and will provide direction and specific initiatives to address the transport challenges over the next fifteen years.

The plan takes a whole-of-system approach to managing the challenges, with fundamental links to other key State Government Plans under the framework of the State Strategic Plan.

The vision for change in the Integrated Land Use and Transport Strategy cannot be achieved by the State Government alone, and requires partnership with other Governments, the private sector and the community to make this vision a reality.

---

<sup>1</sup> The "Northern Ports Access project involves:

- Port River Expressway road and rail link to Outer Harbor;
- Widening of Port Wakefield Road up to the Sturt Highway Extension;
- Sturt Highway Extension as the new national land transport corridor to Sydney;
- Upgrading Sturt Highway from Gawler to the Victoria Border.

## **Acknowledgements**

The author wishes to acknowledge the permission granted by the Chief Executive, Department of Transport & Urban Planning to present this paper at the 27<sup>th</sup> Australasian Transport Research Forum in Adelaide.

## **References**

Australian Labor Party, South Australian Branch (2002) *A Commitment to Transport*

Australian Labor Party, South Australian Branch (2000) *Platform for Government* (South Australia ALP State Convention, October 2000)

Minister for Transport (2003) *The South Australian Road Safety Strategy 2003 – 2010*  
Adelaide: Department of Transport and Urban Planning

Government of South Australia (2004) *South Australian State Strategic Plan* (March 2004)  
Adelaide: Department of the Premier and Cabinet

Bureau of Transport and Regional Economics (2003) *Freight between Australian Cities 1972-2001* (Information sheet 22, September 2003) Canberra: Department of Transport and Regional Services

Gould & Associates, Janet & Stewart Communications.(2003) 'South Australia's Draft Transport Plan - Community Engagement Process Report'.

## **Appendix 1: Detailed Strategies as outlined in the *Draft Transport Plan***

In demanding a safe and secure transport system we need to:

- Improve the engineering of roads and vehicles eg. Overtaking lanes and shoulder sealing
- Implement better regulation and enforcement of driving behaviour and driver training
- educate the community about safe driving behaviour, the consequences of speeding and drink driving and the use of seatbelts and child restrains.

To reach the potential of public transport in Adelaide we need to:

- Integrate and improve all transport services
- Give greater priority for public transport in the transport system
- Invest in infrastructure to support improved services, particularly in the outer suburbs

To maintain freight competitiveness we need to:

- Implement key projects such as the Outer Harbor channel deepening, Port River Expressway and major inter-modal freight terminals in Adelaide and regional South Australia.
- Seek a major shift in freight from road to rail and sea

To ensure access for regional, rural and remote communities we need to:

- Increase funding for the maintenance of regional roads
- Implement more Community Passenger Networks
- Seek a fair share of Commonwealth funding for projects in unincorporated areas of the State.
- Invest in regional growth areas.

To achieve environmental sustainability we need to:

- Promote travel behaviour change programs
- Adopt cleaner performing fuels and vehicles
- Give a greater choice of travel options
- Improve transport and town planning practices

To get South Australia walking and cycling we need to:

- Cooperate with Local Government in the design and provision of walking and cycling facilities in the metropolitan area and regional towns.
- Adopt a more strategic approach to the provision of cycling networks in the metropolitan area and regional towns.
- Introduce education and promotional programs to supplement infrastructure investment

To maximise the value of the transport network we need to:

- Address the backlog of asset sustainment, particularly roads
- Make better use of the existing network through the provision of Transitways and a review of the traffic signals and Clearways.

To be smarter spenders and decisions makers we need to:

- Coordinate the planning and provision of infrastructure between all levels of Government
- Consider multi modal solutions and non-transport solutions to transport problems.