

Waverley Council's submission

to the

Garnaut Review on Climate Change

on

**Issues Paper 5: Transport, Planning and the Built Environment
and Reference 4**

Garnaut Climate Change Review
Level 2, 1 Treasury Place
Melbourne VIC 3002
Email: contactus@garnautreview.org.au.

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Feedback on the Issues Paper and Reference 4

Waverley Council welcomes the opportunity to respond to the *Issues Paper on Transport, Planning and the Built Environment* as part of the Garnaut Climate Change Review and related issues that fall within Reference 4, particularly the distributional implications of policies (and practices) to mitigate climate change.

In November 2006, Waverley Council put a motion for a NSW Mayors Agreement on Climate Change, which was unanimously passed, at the annual Local Government Association's meeting. Council did this in response to the previous Federal Government's refusal to sign the international Kyoto Treaty. Council asked the LGSA to coordinate the agreement and to date 15 councils have signed, with Waverley being the first signatory on 18 May 2007.

This agreement commits participating Councils to establish a baseline for our greenhouse gas emissions and to meet or beat the Kyoto Protocol targets in our own operations, activities and communities through a range of activities that lead to a reduction in greenhouse gas emission. It also committed us to urge the State and Federal Government to enact policies and programs to meet or beat the Kyoto Protocol targets. A copy of this NSW Mayors' Agreement on Climate Change is attached - **Attachment 1**.

In 2006/07, Waverley Council saved 16, 904 tonnes of carbon dioxide equivalents from its activities. For annual consumption and savings, see **Attachment 2**.

Waverley Council's Strategic Plan describes the community vision for Waverley as a place that plans for its future so that design and development (of the urban environment) is human scale, sensitive, and sustainable. It aspires to becoming a place where people walk, cycle and use public transport much more ... because they use cars and parking spaces more efficiently. In other words, moving around easily (transport), buildings and environment (urban, natural and social) are central to our responsibilities, concerns and activities.

Waverley Council has appointed a Sustainability Committee that advises and takes a keen interest in our plans and activities.

Most recently, it raised the question of materials used for road pavements. Council will investigate these materials in relation to heat absorption and the 'heat island effect' as a 'driver' for the use of domestic air conditioners. This question is relevant to the indirect emissions of the transport sector thinking in terms of a Life Cycle Analysis.

What does this Submission do?

This response to the Issues Paper describes some experiences of Waverley Council in the transport and building sectors. Council continually works to reduce its greenhouse gas emissions and has made considerable savings. We have also worked with residents, businesses and schools to help them reduce their emissions.

Response to the Issues Paper

TRANSPORT SECTOR

The *Waverley Council Strategic Plan 2005 -2017* and *Waverley Transportation Policy 2002-2012* strongly prioritises the reduction of car dependency and the increase of facilities and services for walking, cycling and public transport (low emission modes).

These actions are outlined in the *Draft Sustainable Transport Action Plan 2007*, which demonstrates a range of activities undertaken to achieve Council's transport vision for the area. Despite gains in some areas, significant barriers to reduce car dependency still exist, many of which are beyond the scope of Council's jurisdiction.

Waverley Council is concerned about the increase in ownership and use of private motor vehicles. Unfortunately, this trend prevents Council from achieving its policy targets for more greenhouse-friendly modes of transport (and use of public space).

The use of public transport is always encouraged, particularly for events. In peak travel periods, including the weekends, buses are full in parts of Waverley and the bus operator has insufficient buses to increase the level of service. Unusually for local government, Council paid for a new pilot bus service – the Beach Runner – operated by State Transit on weekends and public holidays during the summer months. With Council promotions, the patronage achieved cost-effective levels for State Transit to fund and operate this route in the future.

Question 3 - How can land-use planning and the built environment be managed more effectively to lower reliance on high emission patterns of transport behaviour?

This question is of major interest to Council. Presently in Waverley, occupancy for on-street parking has reached saturation point nearly all year round. Parking in Waverley now occupies an approximate area of 117 football fields, an increase of approximately 20% in 10 years. This is despite Council's measures to reduce parking through the Development Control Plan (DCP) applicable to residential developments.

Until early this year, with the *Infrastructure State Environmental Planning Policy (NSW)*, state policy and guidelines fostered excessive levels of parking provision and facilitated increased car use over several decades. The NSW Government commissioned a review of the guidelines and announced its intention to produce a *Metropolitan Parking Policy*.

Despite considerable federal funding being dedicated to expanding road infrastructure, the Commonwealth has not financially supported improvements to low emissions transport infrastructure (footways or cycleways). Waverley, with other inner city councils, has advocated for federal funding of transport infrastructure in Australia's major cities and towns. Therefore, federal funding to assist the states, together with local governments, to deliver more sustainable transport options would be highly desirable issue for discussion in the Review's Draft Report.

Place management could usefully be applied to address how to resolve competing uses for roads and to manage the interface between roads and footpaths. For example, the bus route between Bondi Junction and Bondi Beach is often congested, with buses frequently delayed on Bondi Road, particularly on summer weekends.

A technical traffic management solution would be to extend the times for clearways (i.e. prohibiting car parking in the kerb lane) to weekend peak travel, possibly dedicate the clearway lane as bus priority lanes, and install bus priority lamps on traffic signals. However, proposals of this kind are seen as jeopardizing the trade of the businesses in this 'urban village'. Research and policies are needed to find ways for undertaking urban redesign jointly with traffic management. A new process needs to be responsive to local and regional travel needs and engages with local stakeholders and communities. In isolation, technical traffic solutions can readily result in increased noise of fast moving motor traffic, and of large bendy buses. The noise and rush of traffic comprises urban amenity. Footpaths become hostile places that deter people from walking. The Review's

Draft Report would do well to include this issue that will become more pressing as we shift to using more greenhouse friendly ways of moving around.

Greenhouse-friendly land use-transport planning is in urgent need of Federal Government support, examples could be through the forthcoming Federal Transport Policy, Ministerial Councils, COAG and the National Transport Commission.

BUILDING SECTOR

Residential Development

Council assesses and approves development applications for residential development that conforms to the NSW BASIX regulations. The State legislation prohibits councils from supplementing BASIX to achieve any higher performance requirements/lower emissions in the operation of the building. Potentially, Council may be able to encourage builders to recycle demolition materials although many builders are already taking this initiative (and assisted by an active sustainable builders' association in NSW).

There is also a possibility to reduce the development potential of a site, i.e. new buildings being smaller (less energy inputs for construction, operation and maintenance). Waverley Council has reduced floor space ratio / height controls at least twice in the last five years, so little scope appears to remain.

In late 2004, Council introduced controls on space for car parking in residential developments.

New commercial development

Council has decided that new commercial development in our regional commercial centre, Bondi Junction, should meet a four 'green star' rating; planning controls for this purpose are now included in the draft *Bondi Junction Development Control Plan (DCP)*. Parking provision rates for commercial development could be investigated, particularly in the context of a *Metropolitan Parking Policy*.

Q6 What are the key barriers to cost-effective low emission opportunities in the building sector?

The existing standards within the Australian Building Code are cited as one barrier.

Q7 What policies could be used to address the low uptake of energy efficiency opportunities, given that many of these opportunities already provide financial benefits for firms and households?

Rebates are invaluable for reducing the upfront costs. However, rebate schemes need to operate without delays in processing. Delays can be up to six months and detract from the financial benefit and appeal of being an energy-efficiency adopter.

Q9 Are additional policies necessary to address barriers to low emission opportunities in existing buildings?

Yes, for connecting solar power collectors to the grid. This is a barrier to fair trading, consumer protection and may constitute a serious safety risk. The subject was well examined in the *Sydney Morning Herald* article, 'The issue: solar power. Beating the sunshine shonks' (James Woodford/ *Sydney Morning Herald*/ 5-6 April 2008/P17). <http://www.smh.com.au/news/environment/beating-the-sunshine-shonks/2008/04/04/1207249460489.html>

Distributional Implications of Policies (And Practices) to Mitigate Climate Change (Reference 4)

Council would like to see the forthcoming draft federal transport service policy facilitate future mitigation policies and practices at the regional and local levels. These should align with state policies and funding in transport, in addition to sectors that impact on transport such as health, education and housing.

‘Community transport’

Currently, ‘community transport’ providers which offer services to people with ‘specific needs-related transport’¹ are being required to limit their services to this group for health-critical trips to attend out-patient services and medical appointments. ‘Community transport’ is an essential service, one that is frequently overlooked and under-funded.

Demand outstrips the demographic profile of local areas where older people are living longer and sometimes living with chronic health conditions. The dramatic increase in demand (and latent demand), both in the number and length of trips, has arisen in our area due to changed practices by the health sector. This includes the concentration of out-patient services at fewer public hospitals with larger catchment areas (e.g. residents of Waverley needing to travel to Royal North Shore Hospital, and St Leonards for out-patient dialysis services) and the withdrawal of services for patient transport. These changes have resulted in more petrol being used as well as reducing the capacity of service providers to schedule multiple passenger bookings – therefore, driving the demand for lower occupancy vehicles.

‘Local route services’

In Sydney, a number of councils have instituted and funded providers to offer innovative transport solutions at the local level with small buses and/or taxis. For example, local trips include urban village to urban village/regional centre/public transport interchange/medical centre/shops etc. Local route services, whether a fixed route or a flexible transport service model, offer services that are for short trips, booked in advance, guarantee pick-up, and can be programmed to schedule services with multiple bookings.

Greenhouse policy and interactions between sectors

For many people, the availability of ‘community transport’ and ‘local route services are crucial to maintain independent living in the community, social inclusion, equity and quality of life.

Greenhouse policies relating to transport need to be aware of their cost implications for other sectors of the economy, such as housing and health.

Innovations in local route services could substitute for car use and would be feasible in local government areas, such as Waverley.

¹ Within the Sydney metropolitan area, the NSW Ministry of Transport governs bus services through contracts with a head service provider for a defined contract area. This governance model is described in the NSW Ministry of Transport’s *Service Planning Guidelines: Sydney Contract Regions*, June 2006 (2nd edition). These guidelines also set out the hierarchical categories of bus services.

Therefore, federal funding needs to be allocated to expand both types of transport service and Waverley requests that this issue also be discussed in the Review's Draft Report.

Taxation policy

Finally, tax policy is obviously a 'driver' to influence consumption and investment patterns in the community. In this respect, tax policy shapes consumption of transport services and buildings and has potential to direct or re-direct incentives that are consistent with lowering greenhouse gas emissions. Council seeks a significant examination of this issue in the Review's Draft Report.

Attachment 1 – NSW Mayors’ Agreement on Climate Change, May 2007

We acknowledge that

- Evidence shows that climate change is occurring
- Climate change will continue to have far reaching effects on Australia’s people, economy, society and environment.

We welcome the

- Social economic and environmental benefits which come from mitigating and adapting to climate change.
- Opportunity for local government in NSW to lead the response at a local level, encouraging and helping local residents, local businesses and other organisations to reduce their energy usage and costs, to adapt to the impacts of climate change and to improve the local environment.

We commit our Council from this date, 18 May 2007, to

- Establish a baseline of Council’s greenhouse gas emissions, based on advice in the LGSA Climate Change Pack.
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- Strive to meet or beat the Kyoto Protocol targets in our own operations, activities and communities, through a range of activities that lead to a reduction in greenhouse gas emissions.
- Urge the State and Federal Government to enact policies and programs to meet or beat the greenhouse gas emissions reduction target, suggested for Australia in the Kyoto Protocol, of 108% of its 1990 baseline.
- Publicly declare to our Local Government Area, with appropriate plans, strategies and policies, Council’s commitment to achieve a significant reduction in greenhouse gas emissions from our operations and to commit to set reduction targets for the next 5, 10, 20 years and beyond.
- Encourage all sectors in our local community to adapt to the impacts of climate change, to reduce their greenhouse gas emissions and to make public their commitment to action.
- Monitor the progress of our plans.
- Resource climate change initiatives.
- Adopt relevant actions from the LGSA’s Climate Change Action Pack which will provide Council with guidance materials to assist in developing climate change policies which are informed, relevant and achievable.

Our target is a 20% reduction based on 1996 emission levels by 2010.

Waverley Council acknowledges the increasing impact climate change will have on our community in the mid to long term future and commits to tackling the causes and effects of changing climate in our Local Government Area.

Attachment 2 – Waverley Council activities: total energy* consumed and energy savings made, 2001-2006

All Accounts (Top5+Other)	Total energy consumption (kWh)
01/02 data:	6,428,671
02/03 data:	6,057,398
03/04 data:	6,796,215
04/05 data:	6,664,615
05/06 data:	7,109,456
06/07 data:	4,869,185

Year	Total energy saved from previous year (kWh)
01/02 data:	
02/03 data:	371,273
03/04 data:	NO SAVING - used an additional 738,817
04/05 data:	131,600
05/06 data:	NO SAVING - used an additional 444,841
06/07 data:	2,240,271

* These figures do not include fleet fuel, i.e. stationary energy use only.

Note: The conversion factor is 0.00043, kWh x 0.00043 = carbon dioxide equivalents