

Public Domain Streetscape Policy (DRAFT)

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Policy Name:	Public Domain Streetscape
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ECM Tracking No.:	ECM number to be added
Responsible Officer:	Principal Strategy Officer
General Manager	General Manager Urban Services
Relevant Legislation:	<i>Development Act 1993 and Development Regulations 1993</i> <i>Disability Services Act 1993</i> <i>Electricity Act 1996</i> <i>Environment Protection Act 1993</i> <i>Environment Protection and Biodiversity Conservation Act 1999 (Commonwealth)</i> <i>Heritage Act 1993</i> <i>Heritage Places Act 1993</i> <i>Local Government Act 1999</i> <i>Native Vegetation Act 1991</i> <i>Road Traffic Act 1961</i> <i>South Australian Water Corporation Act 1994</i> <i>Water Resources Act 1997</i>
Related Policies:	Arts and Recreation Policy 2012 Bluestone Kerbing Policy 2007 Bushfire Hazard Management Policy 2012 Environment Policy 2013 Hedge Encroachment onto Road Reserve Policy 2007 Open Space Policy 2013 Parking Policy 2012 Traffic and Road Management Policy 2013 Tree Management Policy 2012 Use of Road Reserve for Commercial Purposes Policy 2012 Verge Development Policy 2007

1. Introduction

- 1.1 This policy aims to guide decisions relating to the City of Burnside's streets and associated public domain spaces, in order to provide a clear vision of what our community can expect from these important community spaces. This policy will work in association with, and supports, a number of existing policies including the

Traffic and Road Management Policy and Tree Management Policy. The policy through its guiding principles will influence streetscape outcomes at both the macro city plan level as well as at the micro street level.

- 1.2 As the urban population grows and private green space becomes less available, public open space will increase in social and community value. The public streetscape inclusive of roads, verges and street trees represents Council's smallest public spaces.
- 1.3 The Road Reserve is one of three spatial components of any local government area. In the City of Burnside, the Development Plan determines private land and aspects of the public/private interface development, the Open Space Strategy determines community open space development and the Streetscape Strategy determines the road reserve development and associated public space.
- 1.4 The streetscape is an important component of the City and can have a significant impact on how people experience, perceive and interact with their surroundings and neighbourhood. Streetscapes help define a community's activities, appearance, identity and transport conditions.
- 1.5 High quality streetscapes offer a range of benefits including economic growth, increased biodiversity habitat within the urban core, spaces for passive and active recreation, places for residents to interact with neighbours and increased civic pride.
- 1.6 Streetscapes are more than tree plantings, footpaths and roads alone and Council supports taking a well-rounded view of streetscape design incorporating environmental sustainability, social sustainability, neighbourhood character including any heritage aspects, positive aesthetics, habitat creation, increased usability and safety.
- 1.7 The Policy will assist Council to achieve its Public Domain Streetscape Vision which is that:

"The City of Burnside will seek an integrated, safe and sustainable streetscape network that increases accessibility and creates a characteristic sense of place, supported by fit for purpose infrastructure and a diverse urban forest that combined will enhance the community's daily experience."
- 1.8 This vision will be achieved through annual service delivery programs and new projects and programs of Council, in collaboration and with the support of residents, businesses and local communities.

2. Strategic Plan Desired Outcomes

The Policy will assist with the realisation of the "Be the Future of Burnside" Community Plan, Desired Outcome statements:

- 2.1 Conservation and enhancement of the historic character of the City;
 - 2.2 Environmentally sustainable development which complements the City's character;
 - 2.3 A range of high quality sport and recreational opportunities and facilities that foster healthy lifestyle pursuits;
 - 2.4 Sustainable, engaging and functional community public spaces and streetscapes;
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- 2.5 An effective transport network that supports safe and efficient movement, connecting people and places;
- 2.6 Natural environments and watercourses protected and conserved in both the Hills Face and the Plains;
- 2.7 A range of businesses and organisations that increase vitality and wealth in the City;
- 2.8 A vibrant and diverse community that has a strong sense of belonging;
- 2.9 Our community is actively engaged and involved in shaping the City's future; and
- 2.10 An empowered Council and Administration that is visionary and innovative in meeting community needs.

3. Our Approach

Council's approach is to seek to:

- 3.1 support the protection of the City's built and natural heritage, including trees of significance;
 - 3.2 balance future development and existing historic character through complementary and sustainable development practices;
 - 3.3 enhance the character, amenity, safety, and accessibility of the City through promoting sympathetic and sustainable development;
 - 3.4 ensure public spaces meet the future needs of our community and provide for a variety of vibrant and inspirational opportunities, encouraging participation by the community;
 - 3.5 create and facilitate access to diverse leisure, recreation and sporting facilities and programs that are safe for people of all ages and abilities;
 - 3.6 ensure that an accessible network of public spaces exists that responds to the needs of the community;
 - 3.7 maintain and enhance streetscapes for improved amenity, character and environmental outcomes;
 - 3.8 promote and educate community on the value of trees, their biodiversity and impact upon local wildlife;
 - 3.9 plan and implement appropriate local traffic management to enhance safety and neighbourhood amenity;
 - 3.10 develop and maintain connections that link our neighbourhoods, facilities and open space through a network of cycle and pedestrian routes;
 - 3.11 advocate for safe and reliable public and community transport linkages to local shopping, health providers and service clubs;
 - 3.12 undertake responsible bushfire management strategies to protect and enhance the natural environment and property;
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- 3.13 restore and improve local native vegetation and habitat ensuring biodiversity is protected;
- 3.14 consider the strategic acquisition of land for urban forest purposes;
- 3.15 harness the City's water resources to achieve reuse, flood protection, healthy watercourses and improved stormwater quality;
- 3.16 implement sustainable water use practices through water conservation, capture and reuse;
- 3.17 respond to the challenges of climate change and reduce our carbon footprint;
- 3.18 encourage the establishment of support networks for local businesses, organisations and low-impact home based employment;
- 3.19 provide opportunities for people to connect and interact locally;
- 3.20 provide a range of opportunities for the community to actively engage and participate in Council's decision making activities;
- 3.21 communicate our achievements;
- 3.22 develop strong partnerships with our community, stakeholders and all levels of government to achieve our vision; and
- 3.23 develop collaborative leadership and strong interdepartmental relationships.

4. Legislative Requirements and Corporate Policy Context

- 4.1 In adopting this Policy it is recognised that there are specific legislative requirements to be met as well as other directional documents to support.
 - 4.2 Related legislation and guides to be considered in conjunction with this Policy include:
 - 4.2.1 AS 1742 Manual of Uniform Traffic Control Devices;
 - 4.2.2 Australian Road Rules;
 - 4.2.3 *Development Act 1993 and Development Regulations 1993*;
 - 4.2.4 *Disability Services Act 1993*;
 - 4.2.5 DPTI Code of Technical Requirements for the Legal Use of Traffic Control Devices;
 - 4.2.6 *Electricity Act 1996*;
 - 4.2.7 *Environment Protection Act 1993*;
 - 4.2.8 *Environment Protection and Biodiversity Conservation Act 1999 (Commonwealth)*;
 - 4.2.9 *Heritage Act 1993*;
 - 4.2.10 *Heritage Places Act 1993*;
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- 4.2.11 *Local Government Act 1999;*
 - 4.2.12 *Native Vegetation Act 1991;*
 - 4.2.13 *Road Traffic Act 1961;*
 - 4.2.14 *South Australian Water Corporation Act 1994;* and
 - 4.2.15 *Water Resources Act 1997;*
- 4.3 National and State plans, strategies and standards that have relevance for this Policy are:
- 4.3.1 30 Year Plan for Greater Adelaide;
 - 4.3.2 An Australian Vision for Active Transport;
 - 4.3.3 AS 1742 Manual of Uniform Traffic Control Devices;
 - 4.3.4 Australian Road Rules;
 - 4.3.5 Australian Standards;
 - 4.3.6 Creating Places for People;
 - 4.3.7 DPTI Code of Technical Requirements for the Legal Use of Traffic Control Devices;
 - 4.3.8 Heart Foundation Initiatives (Blueprint for an Active Australia, Healthy Spaces and Places, Healthy by Design);
 - 4.3.9 National Cycling Strategy 2011-2015;
 - 4.3.10 Our Cities, Our Future: A national urban policy for a productive, sustainable and liveable future;
 - 4.3.11 South Australia's Strategic Plan-Severn Strategic Priorities; and
 - 4.3.12 Strategic Infrastructure Plan for South Australia.
- 4.4 Corporate plans, strategies, management protocols and guidelines that have relevance for this Policy are:
- 4.4.1 Arts and Recreation Policy 2012;
 - 4.4.2 Asset Management Plans;
 - 4.4.3 Bicycle Strategy 2012-2017;
 - 4.4.4 Biodiversity Strategy 2008;
 - 4.4.5 Bluestone Kerbing Policy 2007;
 - 4.4.6 Bushfire Hazard Management Policy 2012;
 - 4.4.7 Council By-Laws;
 - 4.4.8 Environment Action Plan 2008-2012;
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- 4.4.9 Environment Policy 2013;
- 4.4.10 Hedge Encroachment onto Road Reserve Policy 2007;
- 4.4.11 Open Space Policy 2013;
- 4.4.12 Open Space Strategy 2008-2018;
- 4.4.13 Parking Policy 2012;
- 4.4.14 Sport and Recreation Strategy 2013-2023;
- 4.4.15 The City of Burnside “Be the Future” Community Strategic Plan 2012-2025;
- 4.4.16 The City of Burnside Development Plan (and Amendments);
- 4.4.17 Traffic and Road Management Policy 2013;
- 4.4.18 Tree Management Policy 2012;
- 4.4.19 Urban Tree Management Strategy 2014;
- 4.4.20 Use of Road Reserve for Commercial Purposes Policy 2012; and
- 4.4.21 Verge Development Policy 2007.

5. Interpretation

For the purpose of this policy, the following definitions apply:

- 5.1 “Road Reserve” means the strip of land between opposite property boundaries, specifically for the provision of public right of way. It includes the road carriageway, as well as footpaths and verges;
 - 5.2 “Road” means an area within the road reserve that is specifically developed for, or has as one of its main uses the driving of vehicles, and includes the kerb and gutter;
 - 5.3 “Verge” is that portion of the road reserve not used for median or traffic purposes, and excludes the kerb and gutter and includes that part of the road reserve between the carriageway kerb and nearest boundary of the adjacent properties. The verge generally accommodates footpaths, streetlights, street trees, street furniture, signage, landscaping, driveways and public utilities; and
 - 5.4 “Streetscape” is the appearance and functions contained within the road reserve in relation to the built form on private and public property. Streetscapes consist of street furniture, signage, landscaping including street trees, fencing, traffic treatments, paths, driveways, street surfaces and utility services.
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6. Policy

Council will seek to deliver on the following guiding policy principles:

6.1 INTEGRATION OF ACTIVITIES

Integration of all activities associated with successful streets.

There should be minimal separation between the function of streets as corridors for time efficient movement and the role of streets as places for meeting and spending time and enhancing urban biodiversity including our wildlife. This contrasts to conventional segregation between the transport function of streets and intersections and their civic and environmental functions.

6.2 STREETS AS PLACES

All investment in streets is to provide places for economic and social activities.

Movement of people and vehicles is intended to support and enhance such activities. Traffic movement is not an objective isolated from economic and social activity.

6.3 UNDERSTANDING PEOPLE

Successful streets respond to the patterns of behaviour of humans interacting.

Rather than try to channel or constrain patterns of movement, encourage an analysis of typical pedestrian and cyclist movement patterns and observation of the often complex and unpredictable interaction of people and places. An understanding of the value of risk and intelligent response to context will be central to successful streetscapes.

6.4 THREE-DIMENSIONAL DESIGN

Streetscapes are three-dimensional spaces.

Streetscapes draw character and qualities from the relationship between horizontal surfaces and the vertical elements of buildings, street-furniture and light. Street design and renewal that responds to the specific context generated by buildings and activities will be encouraged. Streetscapes will be designed to a human scale with a good sense of visual continuity and enclosure. Streets will also be designed in response to topography and natural features, which can reveal desirable views and help to enhance an area's unique character.

6.5 DISTINCTIVENESS

Design which reflects the distinctive character of the City of Burnside, particularly our Heritage Conservation Zones.

Wherever possible, design principles will be informed by an understanding of the history, context and particular character of the City of Burnside and in particular within Heritage Conservation Zones and Hills Face Management Zone.

6.6 STREETS AS CONNECTIONS

Each street in the City of Burnside is a connector within a network.

Each street forms a connection between specific places and might incorporate a sequence of places and landmarks along its route. Encourage recognition of each street as a connector and as part of a coherent network that creates the distinctive city streetscape.

6.7 CO-ORDINATED LANDSCAPE ELEMENTS

Design streetscapes as a whole, rather than as a series of separate components.

Quality landscape design is imperative for successful streetscapes. Landscaping can create continuity and containment even when buildings are poorly designed or inconsistent. All components of the streetscape, from paving materials to road signing, will be co-ordinated as far as possible, but without compromising on heritage landscape elements.

6.8 LOW-SPEED SAFE ENVIRONMENT

Design based on low-speed traffic flow to help make streets safe for all.

Increasing evidence suggests that speeds of less than 60km can provide more efficient traffic movement as well as greater safety, accessibility and civility. A low speed environment may, if appropriate, be reinforced by formal 10, 25, 40 or 50km speed limits. The level of passive surveillance of a street, traffic speed and parking behaviour affects the actual and perceived safety of pedestrians.

6.9 ON-STREET PARKING

Consider the impact of on street parking on the streetscape amenity and functionality.

On-street parking supplements private parking areas and creates activity on the street. Activity means people and improved passive surveillance. On-street parking may also help to calm traffic speeds. Any streetscape project should consider the appropriateness and possible improvements to be gained by redesigning on-street parking.

6.10 INTERSECTIONS

Intersections are the points at which all users of the street should safely converge.

Intersections, which include roundabouts, will be designed for the safe and convenient passage of all users. Intersections that prioritise pedestrians generally cause drivers to slow down.

6.11 MINIMISING BARRIERS

Create a barrier-free clutter-free public domain, allowing free movement as far as possible for people with all ranges of abilities.

Design should seek to enhance access for people with limited mobility and sight, through the avoidance of pedestrian barriers, excessive street furniture and sudden changes in level. This will include navigational and guidance clues for people with visual impairment. Simple, barrier-free street design creates a legible and accessible public space.

6.12 IMPROVING LEGIBILITY

Encourage design measures that allow the form and patterns of the City and its streets to be easily read and understood by pedestrians, bicyclists and drivers.

Clear gateways and transition points will be encouraged that define the boundaries of the public domain. Convoluted one-way systems will be avoided wherever possible. Simplicity will remain a governing principle.

6.13 UTILITIES AND SERVICES

Consider the impact of utilities and services on the streetscape amenity and functionality.

The appearance of otherwise well-designed streets can be brought down by poorly positioned utility services and ill-considered detailing.

6.14 VERGES

Verges are a major contributor to a successful streetscape.

The street verge needs to do much more than accommodate utility services. Its design can vitally contribute to the sense of place of a neighbourhood. The design of paths affects how people use them, and landscaping and other elements contribute to the visual containment of the street. Verge design is particularly important in neighbourhoods with smaller lots – where every square metre of external space needs to contribute to the amenity of private residences and the public domain.

6.15 URBAN FOREST

Street trees are a valued and significant component of the City of Burnside streetscapes.

The City has a reputation for leafy green suburbs. Many of these contributing trees come from the public domain. The Urban Tree Strategy must be utilised and street trees will be a core consideration in the design and functioning of any streetscape.

6.16 FENCING AND HEDGES

Fences and hedges are of an appropriate style, safe and contribute positively to the streetscape amenity.

Public and private fencing and hedges should be both functional and add value to the streetscape. The Development Plan provides guidance on private realm fencing. Hedges can also retain historic value and provide borrowed character to a streetscape when well maintained and used in appropriate locations.

6.17 WATER SENSITIVE URBAN DESIGN

Streetscapes works will consider Water Sensitive Urban Design (WSUD) options for implementation.

All project briefs will ensure the development complies with our targets for potable water reduction, stormwater pollution control and flow attenuation. WSUD elements should be integrated into open space and streetscapes to collect and treat runoff prior to discharge.

6.18 SUSTAINABILITY

Design and manage the public realm in reducing emissions and in conserving resources, noting the impacts of climate change.

Minimising energy use, promoting the use of durable and local materials, and minimising the adverse impact of transport will inform the recommendations.

6.19 LONG-TERM VALUE

Well-designed streets with quality materials endure.

Decisions on the use of materials and components are likely to have enduring effects on the quality of the City and its public domain. Seek to avoid measures that require replacement in the short-term, and seek to promote elements that will minimise the long-term costs and maximise long-term benefits.

6.20 TIMESCALES

Streets change very slowly and require careful planning.

Recognise the importance of sufficient time being given to the design of streetscape projects, and to establishing adequate public consensus and support for key changes.

6.21 PRACTICALITY

Streets should be designed to suit their purpose.

Ease of maintenance and designs which promote simple, robust and easily adapted solutions will be promoted.

7. Grievances

- 7.1 Any grievances in relation to this Policy or its application should be forwarded in writing to the General Manager, Urban Services, City of Burnside.

8. Review and Authority

- 8.1 This Policy will be reviewed annually in accordance with Council's Policy and Procedure Framework.
- 8.2 The General Manager, Urban Services may approve, waiver or vary requirements of this Policy as needed to meet operational requirements.

9. Availability

- 9.1 This Policy is available to be downloaded free of charge, from Council's website www.burnside.sa.gov.au and/or may be inspected without charge at the Civic Centre during ordinary business hours. A copy may be purchased for a fee in accordance with Council's Fees and Charges Schedule.

City of Burnside Civic Centre
401 Greenhill Road, Tasmore SA 5065

Telephone 08 8366 4200
Fax 08 8366 4299

Email burnside@burnside.sa.gov.au

Office hours: Monday to Friday, 8.30am to 5.00pm (except public holidays).

10. Further information

10.1 For further information about this policy please contact:

Principal Strategy Officer
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401 Greenhill Road
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T. 08 8366 4140

DRAFT FOR COMMENT