

BETTER PLACED

# ALIGNING MOVEMENT



# AND PLACE

Outline for understanding places in relation to movement infrastructure

GOVERNMENT  
ARCHITECT  
NEW SOUTH WALES



# This document at a glance

This outline is an introduction to the Movement and Place Framework to be published by the end of 2019. It sets out a better approach to aligning movement and place in the design, planning, construction and operation of NSW's overall transport network.

The framework will build on a body of interstate and international work. It will ensure the network delivers effective and efficient movement while delivering the maximum social and economic benefits for the people of NSW through the consideration of better places.

Infrastructure New South Wales' **State Infrastructure Strategy 2018– 2038**, includes a recommendation that Government Architect NSW (GANSW) develop a Movement and Place Framework, which comprises the following components, a Practitioner's Guide with concepts, a core method and references, a Toolkit of technical resources for use in NSW and Governance – a board to provide support, guidance, resolve disagreements and provide endorsement. The outline document, **Aligning Movement and Place**, provides an introduction to this Framework. It sets out a better approach to understanding places in relation to movement infrastructure, to assist state and local government as well as practitioners to balance movement and align movement and place in the design, planning, construction and operation of NSW's transport network.

## About this document

### Who will use this outline

The NSW transport network is the responsibility of a range of government and professional organisations. The outline will assist these bodies with how they approach this responsibility.

This includes:

- state government agencies such as TfNSW, DPE, and Roads and Maritime Services
- local government
- industry professionals including engineers, traffic and transport planners, urban designers, landscape architects and strategic land use planners.

The framework (a practitioner's guide and associated toolkit) will be developed to meet the needs of design professionals, traffic and transport engineers, strategic land use planners and business case assessors.

Prepared by Government Architect NSW (GANSW), this document explains why and how we need to collaborate on strategies, plans, and projects, across all stages of design and delivery, to achieve a better built environment.

### About GANSW

GANSW provides strategic design leadership in architecture, urban design, and landscape architecture, supporting the NSW Government in delivering quality, managing risk, and fostering innovation to maximise public value in the built environment.

In 2016, while reaching a milestone of 200 years in office, the Government Architect shifted from providing a broad range of design and project services, to focusing on its strategic advisory role to government. This consolidated GANSW into a role grounded in process-based thinking from the earliest phases of planning and development. The focus is on developing policies to improve the social, environmental, and economic outcomes for NSW and its communities.

Through a strategic advisory and integrated approach, GANSW advocates for shared accountability to foster a well-designed built environment with positive social impact for the public good.



## Good design is NSW Government policy

The November 2017 amendment to the NSW *Environmental Planning and Assessment Act 1979* (EP&A Act) included a key phrase – “good design” – which elevates the importance of design in the planning system.

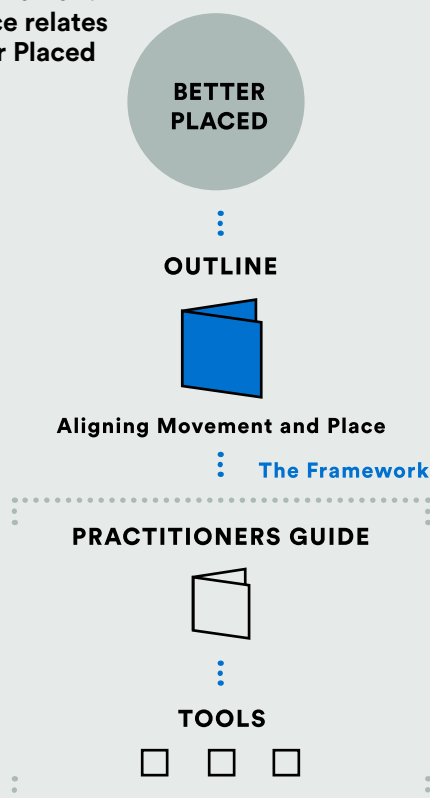
The objects of the Act (section 1.3) include: “(g) to promote good design and amenity of the built environment”.

**Better Placed: An integrated design policy for the built environment of NSW** (GANSW 2017) establishes what the NSW Government expects regarding good design and effective process across all built environment projects in NSW. Better Placed supports the amendments to the EP&A Act by defining good design and acting in the public interest. Good design is both a process and an outcome of a process – a way of making and the result of that making.

Better Placed explains how we can raise quality, expectations, and standards, and establishes a set of objectives for the NSW built environment:

- **Better fit:** contextual, local, and of its place
- **Better performance:** sustainable, adaptable, and durable
- **Better for community:** inclusive, connected, and diverse
- **Better for people:** safe, comfortable, and liveable
- **Better working:** functional, efficient, and fit for purpose
- **Better value:** creating and adding value
- **Better look and feel:** engaging, inviting, and attractive.

## How Movement and Place relates to Better Placed



## An integrated approach

Delivering alignment between movement and place involves all aspects of the built environment and at all scales of design, combining places, spaces, time, fields of work, and the disciplines who work towards built outcomes, including the community.

An integrated approach aims to redefine problems and reframe challenges to provide long-term strategising and life-cycle decision-taking. It works towards a consistent and long-term vision with a shared value system. It is not the exclusive realm of designers, although they do have a skill set that suits this highly collaborative role.

The Movement and Place practitioners guide will provide further detail on providing an integrated design approach to movement and place.

## The public good

To meet the demands and challenges of a complex world and the needs of people, our places need to be more thoroughly considered. The EP&A Act sets the tone for “good design and amenity of the built environment”, while Better Placed develops these aspirations by advocating for “design thinking” – a holistic way of finding opportunities and resolving problems. GANSW seeks to integrate possibilities and generate ideas to meet the needs of the public good and to achieve social, environmental, and economic benefits.

When these strategies and processes are implemented at the earliest stages of projects and supported throughout, they can engage whole-of-life costs and benefits to assist in reducing inequality, improving everyday life, and providing a platform for future generations.

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# Why a new approach is needed

As NSW continues to grow there are opportunities to change the way our places and transport network are designed, planned, and delivered in order to deliver the maximum benefit for most people.

In broadening our thinking about our roads, rail and streets beyond movement, places can better deliver social, environmental and economic improvements for the entire community.

Likewise, in broadening our thinking about movement to both mobility and access, we can promote the right mode for each trip purpose, and plan places that serve local areas and minimise the need to travel long distances.

## Place is important

In November 2017, the NSW Government amended the Environmental Planning and Assessment Act 1979 to introduce a new object of good design and amenity of the built environment, and the sustainable management of built and cultural heritage. In 2017, the NSW Government also published four policies that place value on places – Better Placed (Government Architect NSW), Greater Sydney Region Plan; A Metropolis of Three Cities; the Regional Development Framework and Future Transport Strategy 2056.

A place-based approach was adopted in Infrastructure New South Wales' independent report, the State Infrastructure Strategy 2018–2038, with recommendation 4 of the Strategy recommending that the NSW Government Architect develop a Movement and Place practitioners toolkit. These documents outline a place-based approach to planning and delivery of infrastructure and establish key principles that set the desired future character of that place to improve amenity, and deliver better quality outcomes.

Our roads and streets in particular deliver key public spaces for communities, places where people can socialise and add vitality to our neighbourhoods, creating better places to live. Aligning movement and place on streets can



give users of all ages and abilities better, safer and healthier travel options while creating appealing urban environments that people can enjoy.

Well designed places make people want to interact with them, be they tourists and investors looking to visit or do business, or members of a local community choosing how they will move around and where they will spend time. This makes our overall urban environment more healthy, attractive, resilient and equitable (which in turn delivers benefits such as economic productivity).

The Movement and Place Framework is being developed to provide a new cohesive approach to aligning:

- integrated and efficient **Movement** of people and goods;  
with;
- amenity and quality of **Places**;  
to contribute to the attractivity, sustainability and success of our cities and towns.

A Practitioner's Guide (the Guide) and Toolkit is being prepared by the Government Architect NSW (GANSW) in collaboration with Transport for NSW (TfNSW), Roads and Maritime Services (Roads and Maritime) and Infrastructure NSW (INSW) in recognition of the role good design and planning plays in optimising the place benefits our roads and streets can deliver. It will guide implementation of the Framework by providing detail on the Better Placed Objectives and Transport Outcomes and a variety of tools that can be deployed by practitioners in government and industry.

The Guide acknowledges the important inter-relationship and often dynamic tension between movement and delivering attractive, appealing places that people want to use and enjoy for a wide range of uses. It acknowledges that achieving the best fit between these two functions will deliver the maximum social and economic benefits.

The Guide also acknowledges that successful planning of our transport network is best achieved through a whole of government approach involving all levels of government. It acknowledges the need to coordinate resources on common goals to deliver truly sustainable investment.

**Where the framework fits**

This Outline and the Guide sit under Better Placed, a policy developed by GANSW to create a better design built environment across NSW, as well as TfNSW’s Future Transport Strategy 2056.

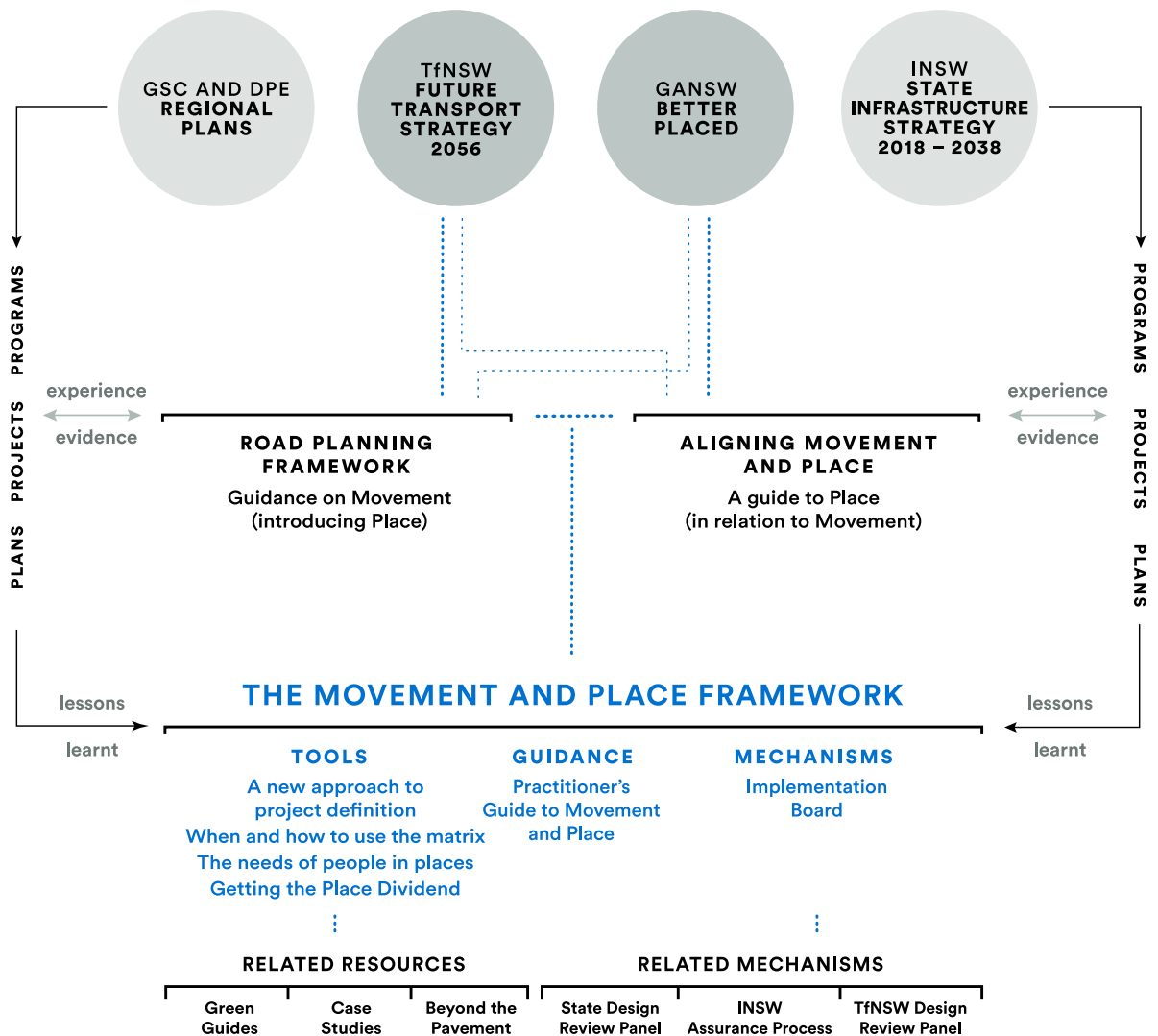
It complements other policies and strategies – most relevantly, Greener Places and Good Urban Design (GANSW), the **Greater Sydney Region Plan; A Metropolis of Three Cities** (GSC) and the State Infrastructure Strategy 2018–2038 (INSW).

**Framework structure**

The Movement and Place Framework will comprise the following components:

- collaborative guidance produced by the Government Architect NSW together with Transport for NSW, Roads and Maritime Services, the Department of Planning and Environment and other state and local government agencies, in the form of a detailed **practitioner’s guide**
- a **toolkit** of resources to help people who are using a movement and place methodology; and
- an implementation board to give people implementing the framework guidance, resolve disputes and provide endorsement.

**Where the framework fits**



# Understanding movement

## **Movement is how people get about to access their jobs, education and services, as well as the movement of goods required for our cities and towns to function.**

It enables people to connect with one another and pursue leisure and recreational activities. It is about efficiently delivering goods and services to drive economic growth. The Road Planning Framework sets out the key considerations in accounting for movement on the NSW road network.

Movement is also a key enabler of places – done well it can enhance and contribute to successful places, by improving liveability, services and economic success. It can create places, as can be seen around our major transport hubs and along our former tram routes. Designed poorly, movement can diminish places and contribute to their decline.

Individual movement links also need to be understood in relation to the overall transport system, and its role in delivering services to all people. For example, a movement link identified as a ‘centre-serving’ corridor may need to accommodate multi-modal transport access to that centre (town or suburban centre). Equally, whole transport networks also need to be overlaid on any individual movement link and a presumption made in favour of ensuring network continuity across that link.

### **Understanding desired movement patterns**

As a precursor to aligning movement and place, the right balance of movement that is sought needs to be understood. The process of balancing movement itself may contribute to better places, as well as making space (and time) for place. To understand and balance movement, the following issues need to be addressed:

- the most efficient, integrated and reliable way to connect people to jobs and key services (e.g. a network strategy or integrated transport framework)
- how to best facilitate the delivery of goods and services essential to economic prosperity and growth (e.g. freight strategy)
- the degree of access to places required to support vital economic, social and recreational activity (e.g. local access strategy)
- trip segmentation by journey purpose to understand which trips currently made could be made by other means (e.g. strategic and switchable trip analysis)
- the modes by which journeys can be made most efficiently (e.g. desired mode split)
- improving safety and encouraging sustainable transport modes to reduce emissions and contribute to public health (e.g. targets for walking, cycling and public transport).

### **Understanding by assessing options**

The consideration of different transport network improvement options is a necessary part of any movement assessment. Design, planning, and development of movement links must consider whether existing infrastructure could be reused, repurposed or used by a different mode, or whether new or replacement capacity or modality is required. In all scenarios, understanding the levels of services of all potential modes of transport is crucial to making an informed assessment.

In relation to roads and streets, movement also needs to be understood across the whole street from property line to property line – that is, including pedestrians and cyclists. Pedestrians and cyclists should be considered in both defining the issue (how walkable or cyclable an area is, and what improvements are required), as well as the solution (how to use the whole street most efficiently, and achieve the desired movement patterns).

Option assessment and selection must involve all agencies affected, including local government as the authority for local streets, so that components assigned to agencies for delivery, such as parallel cycle routes, are correctly identified, funded and delivered.



## Place analysis

There are multiple ways of identifying, analysing and assessing places. The process requires the input of many people such as built environment professionals, consultants and government agencies and also the people that live and use places. Places should be understood through their context and analysed through their social, environmental and economic factors. This can include, but is not limited to:

- an understanding of the social context, using community engagement (and captured in say a local character statement or local strategic planning statement), or by separate studies (by say a social planner, demographer or aboriginal cultural consultant);
- an understanding of the economic context, using agreed data for measuring vibrancy such as vacancy rates, or by separate study (by say an economic advisor); and
- an understanding of the environmental context (by an urban designer and/or landscape architect), including:
  - the natural environment (the setting in which the place occurs and its role in shaping the cultural meaning of that place); and
  - the built environment.

The built environment is the one aspect of place most directly and physically shaped by practitioners working in the fields of design, planning and development. Assessing the built environment forms a key component of place assessment in working with movement and place. It is undertaken primarily by place experts, urban designers and other built environment professionals, working collaboratively with government, stakeholders and local communities.

In analysing place, a comprehensive process consists of the following:

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### ACTION DESCRIPTION

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#### DISCOVER

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**Identify** Strategic assessment to identify places, their ownership, management and their geographic extent

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**Analyse** Study and analysis of the social, environmental and economic factors of each place, with detailed analysis of the built environment

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**Understand** Establishing a tangible common understanding of each place using the variables Quality, Quantity, Scale, Distribution, Diversity, Access & Connection and Materials & Details.

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**Evaluate** Evaluate the performance of the place and identify the desired built environment outcomes for each place – areas to change, enhance, maintain or conserve within that place

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#### CREATE

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**Create** Creating a brief for the movement infrastructure based on the understanding of that place and the desired actions / outcomes

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#### DELIVER

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See section *Delivering Improved Place Outcomes*, page 14

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Identification and spatial definition of places, including their significance, character and geographic extent may be drawn from existing sources, such as strategic plans (such as a region plan, district plan) and local authority plans (such as the local strategic planning statement, local area plan or place-based plan).













# Delivering improved place outcomes

**To deliver improvement, the design, planning and maintenance of movement infrastructure must consider place and aim to foster improvement.**

**The desired character of places needs to be understood, and areas of underperformance or barriers to that desired character identified.**

The Movement and Place Framework aligns with Future Transport outcome 'Successful Places' and State Infrastructure Strategy by designing infrastructure to complement and enhance the function, rather than merely dictate the form, of the place.

It reflects a shift towards place-based planning and greater place and movement integration in our strategic planning, reflected in initiatives ranging from the Greater Parramatta Growth Area's Place Infrastructure Compact through to directions in the NSW Regional Plans such as 'enhancing strategic transport links to support economic growth'.

## **A place analysis can define the desired character**

Identifying, analysing and understanding the urban environment is the starting point for aligning movement and place (see page 8).

The place analysis undertaken by a multi-disciplinary team provides an understanding of both the existing character, and a plan or series of actions for how that character must change in the future. The aim in articulating the desired state of a place is for it to become, or remain, a well-designed urban environment.

A place-based approach, or 'putting place first', is a useful method of unpacking the complex and contested territory of place versus movement dynamic. This should be done early, and distinct from any analysis of movement function. A transport study to identify the movement outcomes that support that place should also be undertaken.

An understanding of place can be enriched by community input through early consultation with the community or through information identified in prior consultation undertaken by local authorities.

Desired character for areas identified for significant change may also need to be understood through a future vision for that place, as set out in strategic plans and frameworks.

Just as we assess performance during the typical movement peak in transport planning, so too we need to ensure our places perform well in the typical 'place peak' (the highest intensity of people staying or moving within the place) when aligning movement and place. These peaks may be distinct (such as a commuter flow and late-night entertainment), leading to different performance over time, or peaks may overlap (a commuter flow and evening trading), leading to trade-offs.

There are a range of new tools that can help you analyse place including DPE Local Character & Place Guide & GANSW Advisory Note 'Place Analysis'.

## **Extent of places in terms of movement**

Generally speaking, places are areas connected to, or through by movement. While some may be linear and movement-related, as in high streets, many are broad areas with greater or lesser intensity. Therefore, in addition, understanding a place's relationship to associated movement links needs to be granular to be useful in improving place within a movement and place analysis. Broadly, places can be grouped according to how they interface with movement links:

- Places that are on movement links
- Places that are also movement links
- Places nearby to / connected with movement links but 'offline',

which will influence the manner in which the movement infrastructure needs to respond to that place.



## Methods and processes to align movement and place

Delivering better places for NSW requires a high level of ambition and careful stewardship. The interaction between movement and place is dynamic, as places create demand for the movement of people and goods, just as movement serves and shapes places. Many disciplines thus shape the optimum balance, including land use planners and transport planners in shaping and serving supply, and communities in generating demand.

The process of balancing movement and place largely requires compromise – either because of the limited space available in existing built-up areas, or in new projects due to the tension between vibrancy (often requiring compactness) or value for money vs accommodating all possible functions.

To ensure the best outcome for both movement and place, the process must be as inclusive and exploratory as possible including looking at various options, with all key stakeholders and experts from different disciplines.

For this reason, project managers must identify all key disciplines relevant to a project from the outset, and to assemble a project team and engagement process that will gather relevant views. Teams may include a number of ‘movement’ practitioners with specific expertise on modes, journey types or scales of movement, as well as practitioners focused on place, including local authorities, land use planners, social planners and urban designers. Teams should seek balance between the number of practitioners on movement and place, giving each equal weight. Multidisciplinary teams are recommended, so that both movement and place assessments can be undertaken separately at first and then brought together, but all projects should aim for interdisciplinary thinking – each member of the team working with others to achieve a best fit.

Identifying outcomes early in a process can have greatest impact with the least associated change cost. All projects should identify place outcomes for delivery at the earliest phase of the project.

Main Street, Rouse Hill









## Next steps

### Building the Framework

GANSW working together with the transport cluster, INSW, the Department of Planning & Environment and other key NSW government stakeholders will:

Produce a practitioner's guide to Movement and Place that will go into the principles set out in this document and the Road Planning Framework in more detail. A draft guide will be circulated for comment in 2019.

Produce a series of tools aimed at:

- Knowledge Gaps: Provide a common understanding, filling in any current knowledge gaps, such as how to evaluate levels of service for cycling and walking
- Methods: articulate better processes, including governance
- Design: techniques that can be used to balance movement and place.

Produce case studies of where movement and place has been well aligned, and could be improved.

Aim to establish a panel or board to champion and guide the implementation of Movement and Place in NSW, by reference to the six outcomes for NSW set out in Future Strategy 2056 (including successful places) and the seven design objectives for NSW set out in Better Placed.

Suggested functions of the panel or board include:

- reviewing referred projects, or projects it identifies for review
- providing guidance on implementation of the Movement and Place Framework
- endorsing methods for assessing movement and place for implementation on a project or programme
- endorsing the outcomes of a specific movement and place assessment for incorporation in a brief, plan, business case or funding request
- identifying emerging issues and opportunities requiring guidance or tools; and
- guiding outcomes in the case of dispute.

Aim to establish an expert reference group for guidance and feedback, with representatives from industry.



# Design objectives for NSW

Seven objectives define the key considerations in the design of the built environment.



Better fit  
contextual, local  
and of its place



Better performance  
sustainable, adaptable  
and durable



Better for community  
inclusive, connected  
and diverse



Better for people  
safe, comfortable  
and liveable



Better working  
functional, efficient  
and fit for purpose



Better value  
creating and  
adding value



Better look and feel  
engaging, inviting  
and attractive