



PARLIAMENTARY TRAVELSAFE COMMITTEE

ISSUES PAPER NO. 6

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PUBLIC TRANSPORT IN SOUTH EAST QUEENSLAND - *INTERIM FINDINGS*

THE AIM OF THIS PAPER

This paper presents interim findings from the inquiry into public transport in south east Queensland. The Travelsafe Committee of the 50th Parliament released this paper to enable affected groups and individuals to verify or respond to the issues and conclusions.

THE TRAVELSAFE COMMITTEE

The Travelsafe Committee is a select committee of the 50th Parliament required to monitor, investigate and report on all aspects of road safety and public transport in Queensland, particularly:

- ◆ issues affecting road safety including the causes of crashes and measures aimed at reducing death, injuries and economic costs to the community;
- ◆ the safety of passenger transport services, and measures aimed at reducing the incidence of related deaths and injuries; and
- ◆ measures for the enhancement of public transport in Queensland and reducing dependence on private motor vehicles as the predominant mode of transport.

THE INQUIRY INTO PUBLIC TRANSPORT IN SOUTH EAST QUEENSLAND

In November 1999, the Travelsafe Committee of the 49th Parliament commenced an inquiry into public transport in south east Queensland.

The terms of reference for the inquiry were to examine and report on:

- ◆ the importance of public transport to the south east Queensland (SEQ) region;
- ◆ the effectiveness and efficiency of the region's existing public transport system;
- ◆ Problems with the existing system; and
- ◆ Measures for the system's improvement.

For the inquiry, the committee defined public transport as transportation by bus, rail, ferry, taxi or other conveyance, either publicly or privately owned, which provide general or special services to the public on a regular and continuing basis.

The Travelsafe Committee of the 49th Parliament did not report on this inquiry during its term. The Travelsafe Committee of the 50th Parliament appointed on 2 May 2001 resolved to complete the inquiry as a priority.

SOUTH EAST QUEENSLAND REGION

SEQ is the fastest growing region of Queensland, and one of the fastest growing regions in the country. It has experienced several decades of rapid population growth. This growth is projected to continue.

While Queensland is often described as a decentralised state, the vast majority of its population and growth is centralised in one region, SEQ. SEQ is the corner of the state extending from Noosa in the north, west to Toowoomba (including Toowoomba city), south to the NSW border and east to the islands of Moreton Bay. The definition used by the committee corresponds with the regional definition for SEQ used by Queensland Transport.

SEQ has grown at a rapid and increasing rate since the 1960s, and is presently the state's fastest growing region. It is also one of the fastest growing regions in the country. Between 1976 and 2000, the population of SEQ almost doubled from 1.2 million to 2.3 million people¹. Average growth during these 24 years was nearly 46,000 people annually.

The region is expected to continue to grow. By 2011, SEQ is expected to be home to 3 million people, a 50 percent increase from the 1990 population². Current trends suggest two out of every three Queenslanders will live in SEQ by 2021, and that the region will account for three-quarters of the state's growth³.

Within SEQ, Brisbane City and Gold Coast City are expected to record the largest population increases, though, absolute increases projected for the Sunshine Coast region will equal those in Brisbane City by 2021⁴.

THE SEQ PUBLIC TRANSPORT SYSTEM

SEQ has a substantial public transport system that carries in excess of 153 million people annually⁶. Queensland Transport estimates that this is 7 percent of all trips in the region⁷. The system consists of:

- ◆ extensive bus services that carried more than 56 million people in 1998/99;

¹ Department of Local Government and Planning (2001) *Population Trends and prospects for Queensland 2001 Edition*, p.44.

² Schmidt, Department of Local Government & Planning, hearing transcript, 19 May 2000, p.94.

³ Department of Local Government and Planning (2001), *Population Trends and Prospects for Queensland 2001 Edition*, p.42.

⁴ Ibid, p.52.

⁵ Queensland Transport (1997) *Integrated Regional Transport Plan for South East Queensland*, p. 24.

⁶ Queensland Transport, submission no. 67, p.2.

⁷ Queensland Transport, correspondence, 23 May 2000. (The figure was based on an assessment of regional population growth since 1992, total person trips and known public transport patronage.)

- ◆ a radial heavy rail network carrying approximately 41 million passengers annually;
- ◆ ferry services that carry more than 4 million passenger trips annually on the Brisbane River and Moreton Bay between island communities and the mainland; and
- ◆ a fleet of 2202 fee for hire taxis that carry 52 million taxi trips in the region annually. Taxi services operate in all major SEQ urban centres⁸.

Brisbane Transport, a business unit of the Brisbane City Council (BCC), runs the majority of bus services in Brisbane. BCC is the only local government in Australia to run a major public transport service⁹. According to the council, Brisbane Transport is one of the largest public transport operators in Australia¹⁰.

Queensland Rail's Citytrain suburban heavy rail network is one of the largest in the world with over 200 kilometres of electrified track in the metropolitan area¹¹. On 7 May 2001, Airtrain Citylink Pty Ltd, a private consortium, commenced regular rail services between the Brisbane central business district (CBD) and the domestic and international airports utilising Citytrain stations, track and rollingstock.

The Integrated Regional Transport Plan for South East Queensland (IRTP) proposes to increase the proportion of trips taken on public transport in SEQ from 7 percent in 1992 to 10.5 percent by 2011¹².

THE CONTEXT FOR THIS INQUIRY

Travel in SEQ is growing faster than population, and the preferred mode of travel is the private motor vehicle.

SEQ is heavily car-dependent. Successive state governments have supported a plan to address the problems this creates for the region. The IRTP and its mid-term revision, *Transport 2007*, seek to encourage other modes of travel including greater use of the region's public transport system.

As noted above, south east Queensland has experienced several decades of sustained, high-level

⁸ Queensland Transport, correspondence, 28 February 2000.

⁹ Brisbane City Council, submission no. 79, p.3.

¹⁰ Ibid.

¹¹ Mees, University of Melbourne, hearing transcript, 14 April 2000, p.17.

¹² Queensland Transport (1997) *Integrated Regional Transport Plan for South East Queensland*, p. 24.

growth. Coupled to this, residential development has spread out from the region's cities at alarming rates – a phenomena known as urban sprawl. Unlike the infill growth patterns in cities like Sydney and Melbourne, Brisbane's urban growth occurs predominantly at its fringes, fuelled by the availability of low-cost housing¹³. SEQ, like regions surrounding other Australian capital cities, can also be characterised by growing dependence on private cars for travel.

In a pattern common to car-dependent cities and regions, urban sprawl has increased the separation between the region's housing, jobs, health services, education, recreation and other amenities, and resulted in rapid growth in personal mobility mostly travel by private motor vehicles. Newman and Kenworthy (1999) describe automobile (car) dependence as when a city or area of a city assumes automobile (car) use as the dominant imperative in its decisions on transportation, infrastructure, and land use. Other modes thus become increasingly peripheral, marginal, or nonexistent until there are no real options for passenger travel other than the automobile¹⁴. Because of the reliance on private vehicles, the region's transport system faces enormous pressures in the coming years.

More and more people are travelling more often and over longer distances in SEQ. Queensland Transport estimates that over 78 percent of all trips in SEQ are now taken in private vehicles¹⁵. Road travel demand is predicted to almost double from 47 to 93 million kilometres per day by 2007, with a 71 percent increase in total car trips projected by 2011¹⁶. Travel by private vehicle, as a driver or passenger, is the predominant mode of travel.

Queensland Transport predicts that, in the future, a growing proportion of the adult population who are of driving age will drive, particularly women. The department predicts that, by 2007, 78 percent of males and 82 percent of females of driving age in SEQ will be licensed to drive a car, compared to 73 percent and 68 percent in 1996. Car ownership levels for the region are also projected to increase to 1.53 cars per

household in 2007, up from 1.51 in 1996¹⁷. The car has, in turn, radically influenced the structure of the region's urban areas fostering even greater car dependence¹⁸. Households with cars are typically more mobile than car-less households¹⁹.

The explosion in car use has major adverse impacts on the need for and cost of road infrastructure and the costs to the community of externalities such as pollution, congestion and accidents. The growth in mobility, vehicle ownership and driving also impacts on travel speeds and travel times. Queensland Transport predicts a 39 percent decline in average vehicle speed by 2007 and a doubling in the average duration of trips by 2011 based on current trends²⁰. Reducing car dependency is a key transport issue in SEQ.

Providing infrastructure for car dependency is also expensive. Spending on roads dominates transport spending by the Federal Government. An analysis by Laird (1999) of transport funding in Australia between 1995 and 1999 found that \$43 billion of Federal transport funding has been spent on roads since 1995. In contrast, only \$1.2 billion was spent on rail and \$1.3 billion on urban public transport during the same period²¹.

Investment in roads dominates government transport spending in SEQ. Investment in the region's transport system in 1998/99 totalled \$1.596 billion. Table (1) below presents a breakdown of this government expenditure. Excluding expenditure on major projects, the Pacific Motorway Upgrade and the South East Transit project, government expenditure on roads totalled \$700m. \$443 m was spent on public transport infrastructure and passenger services.

Studies in other jurisdictions have shown that it is not possible to increase road capacity at a rate which would match the expected increase in car use (see Goodwin 1996)²². The Brisbane City Council suggests that no major city in the world has been able to

¹³ See Elliott, Property Council of Australia, hearing transcript, 19 May 2000, p.68.

¹⁴ Newman, P and Kenworthy, J, (1999) *Sustainability and Cities – Overcoming Automobile Dependence*, p.334.

¹⁵ Queensland Transport (1997), *Integrated Regional Transport Plan for South East Queensland*.

¹⁶ Queensland Transport (2001) *The Queensland Road Use Management Strategy*, p.10.

¹⁷ Queensland Transport (1999) *2007 Vision – a draft technical paper*, p.12.

¹⁸ Freeman, Logan City Council, hearing transcript, 19 May 2000, p.76.

¹⁹ Ibid.

²⁰ Queensland Transport (2001) *The Queensland Road Use Management Strategy*, p.10.

²¹ Laird, P (1999), *Interstate Rail and Road Investment and Access Pricing* Australian Transport Research Forum Conference, Perth, October, pp.27-42.

²² Goodwin, P. (1996), *Car dependence: new research findings*, Putting the Car in Its Place, Seminar, 1996, Brisbane.

provide space to accommodate all travel demand effectively²³.

The efficacy of road construction to solve traffic congestion problems is also being questioned. A study by the Surface Transportation Policy Project (STPP, 1998) in the United States (US) examines 15 years of transport infrastructure investment in that country. The project's report concludes that metropolitan areas which invested heavily in road capacity expansion fared no better in easing congestion than areas that did not²⁴. Studies have shown that building bigger roads mostly leads to people travelling further and faster. It shifts priorities away from other modes of transport resulting in urban sprawl and increasing usage of cars. According to the theory of constant travel time budgets, an average half-hour journey to work applies in every city, no matter how it invests in transport infrastructure – a settlement pattern largely unchanged since the earliest cities²⁵.

Linked to urban sprawl and growth in automobile trips in SEQ has been the decline in public transport usage. In contrast to the growth in private vehicle trips, public transport's share of the total SEQ travel market is estimated to have dropped from 40 percent in 1960²⁶ to 6.5 percent in 1997²⁷. In May 2000, the public transport mode share of trips in the region was approximately 7 percent²⁸. The share of trips taken by public transport is projected to fall to 6.3 percent of total trips by 2011 on current trends²⁹.

²³ Brisbane City Council (1998), *Evolution in Motion – Brisbane's Integrated Transport Strategy*, p.27.

²⁴ Surface Transportation Policy Project (1998), *An Analysis of the Relationship Between Highway Expansion and Congestion in Metropolitan Areas: - Lessons from the 15 year Texas Transportation Institute Study*, STTP, Washington DC, in Newman, submission no. 3, p.5.

²⁵ See Manning, I. (1978), *The Journey-to- Work*, George Allen and Unwin, Sydney, Zahavi, Y. and Ryan, J. M. (1980) *Stability of travel components over time*, Transportation Research Record 750:19-26; and Neff, J. W. (1996), *Substitution rates between transit and automobile travel*, paper presented at the Association of American Geographers' Annual meeting, Charlotte, North Carolina, April, 1996, in Newman, submission no. 3, p.7.

²⁶ Queensland Transport (1997) *Integrated Regional Transport Plan for South East Queensland*, p.18.

²⁷ Queensland Transport (1999) *2007 Vision – a draft transport technical paper*, p.3.

²⁸ Queensland Transport, correspondence, 23 May 2000. (The figure was based on an assessment of regional population growth since 1992, total person trips and known public transport patronage.)

²⁹ Queensland Transport (2001) *The Queensland Road Use Management Strategy*, p.10.

Clearly, transport options other than roads need to play a much larger role in SEQ, including public transport.

Table 1: Public Funding for Transport in South East Queensland in 1998/99

Road Infrastructure	
Main Road (National Highways and State Roads)	\$302 m
Queensland Transport (Roadside Infrastructure)	\$3 m
Brisbane City Council (Traffic and Transport Program)	\$226 m
Other Local Government Authorities (17)	\$168 m
Sub total	\$700 m
Passenger Transport Infrastructure	
Brisbane City Council (Traffic and Transport Program)	\$41 m
Interchanges (QT)	\$3 m
Park and Ride Facilities (QT)	\$3 m
Ferry Terminus (QT)	\$0.5 m
Busways (QT)	\$5 m
Environmental Management (QT)	\$4 m
Above and Below Rail (QT)	\$180 m
Integrated Ticketing (QT)	\$0.5 m
Sub total	\$237 m
Passenger Services	
Queensland Rail – Subsidies	\$110 m
Brisbane Transport – Subsidies BCC	\$22 m
Brisbane Transport – Subsidies QT	\$31 m
Subsidies to Private Bus Operators – QT	\$13 m
School Transport Subsidies	\$30 m
Sub total	\$206 m
Cycling Pedestrians	
Brisbane City Council (Traffic and Transport Program)	\$6 m
Rail Freight Subsidy (Estimate)	\$40 m
Sub-total	\$1,189 m
Pacific Motorway upgrade	\$240.0m
South East Transit Project	\$167.0m
Total public funds for transport in SEQ	\$1596.0m

Source: Based on a table contained in Queensland Transport 2000 Correspondence, 31 July 2000.

EVIDENCE COLLECTED DURING THE INQUIRY

The Travelsafe Committee of the 49th Parliament collected a substantial amount of evidence during its inquiry. To publicise the inquiry, the Travelsafe Committee of the 49th Parliament:

- ◆ placed advertisements in major newspapers on Saturday, 13 November 1999, announcing the inquiry and calling for submissions;
- ◆ issued media releases about the scope of the inquiry and inviting public submissions;
- ◆ published Information Paper No. 1: Inquiry into Public Transport in South East Queensland and mailed over 1,000 copies to stakeholder groups;
- ◆ published the information paper on the Parliament of Queensland Internet site; and
- ◆ in a targeted mail out, wrote to organisations and individuals who were likely to have an active interest in public transport in south east Queensland to advise them of the inquiry and invite submissions.

The committee received 87 written submissions, convened three public hearings in Brisbane on 14 April, 19 May and 19 June 2000 and received expert briefings by transport officials and academics. The 19 May public hearing included a round-table session with representatives from SEQ local governments. The submissions to the inquiry are listed at Appendix (1).

Throughout the inquiry, the committee's information paper, media releases, hearing transcripts and public submissions for this inquiry have been available from the committee secretariat and via the committee's pages on the Queensland Parliament's Internet site at: <http://www.parliament.qld.gov.au/committees/travel.htm>

MAJOR DEVELOPMENTS DURING THE INQUIRY

During the committee's inquiry, the Government finalised a number of significant policies, projects and decisions impacting on the directions for public transport policy in the region, and on the committee's inquiry.

BRISBANE LIGHT RAIL PROJECT

In July 2000, the Queensland Government withdrew funding for plans for a \$235 million light-rail system

for inner - city Brisbane. Queensland Transport advised the committee that, on evaluation, the project was found to be too costly both in terms of cost to Government and on the disruption the project would create in the inner city while other major projects were completed³⁰.

TRANSPORT 2007

In April 2001, Queensland Transport finalised *Transport 2007 - An Action Plan for South East Queensland*³¹, a companion document to the 25 year *Integrated Regional Transport Plan for South East Queensland* (IRTP) released in 1997³². Transport 2007 updates the IRTP. It reviews demographic and travel trends for the region, and identifies emerging transport issues and solutions. Both documents recognise the problems of car dependency and have the common goal of increasing the proportion of trips in the region taken on public transport to 9 percent by 2007 and 10.5 percent by the year 2011.

Transport 2007, like its predecessor document, provides a comprehensive summary of factors impacting on the transport task. It also sets out a series of value statements and 355 proposed actions to enhance and reform the system over the next six years.

COMMISSIONING OF THE SOUTH EAST BUSWAY

The Hon Peter Beattie MP, Premier and Minister for Trade, opened the \$350 million South East Busway in April 2001. The 16 kilometre busway runs from the Brisbane CBD in a south easterly direction to Eight Mile Plains. The busway is the first of a network of busways that Queensland Transport plans for Brisbane.

AIRTRAIN

As noted above, a private sector consortium, Airtrain Citylink Pty Ltd, commenced regular electric train services on 7 May 2001 between the Brisbane CBD and the domestic and international airports. These services use Citytrain track and rollingstock operated and maintained by Queensland Rail, and travel along an elevated spur-line between the Toombul Station and the Eagle Farm airport precinct.

³⁰ Queensland Transport, correspondence, 31 July 2000, attachment p.24.

³¹ Queensland Transport (2001), *Transport 2007 - An Action Plan for South East Queensland*.

³² Queensland Transport (1997), *Integrated Regional Transport Plan for South East Queensland*.

COMMUNITY TRANSPORT DISCUSSION PAPER

Queensland Transport released a discussion paper in May 2001 on the community transport sector³³. While community transport does not conform to the committee's definition for public transport services, the committee notes that the services provided to special needs groups in the community are both complementary and supportive of the government's public transport objectives and the SEQ public transport system. Community transport fills an essential need in regard to transport for community and special needs groups in SEQ.

SEQ 2021

On 25 September 2001, Hon Nita Cunningham MP, Minister for Local Government and Planning, and Councillor Jim Soorley, Lord Mayor of Brisbane and Chair of the South East Queensland Regional Organisation of Councils, launched SEQ 2021 - *A Sustainable Future*³⁴. SEQ 2021 is a three-year program to develop a new regional planning strategy. This program replaces the SEQ 2001 project.

SEQ 2021 will provide an opportunity to review the effectiveness of the existing regional strategy and develop a range of policies for new regional issues such as indigenous involvement, telecommunications and energy conservation.

THE IMPORTANCE OF PUBLIC TRANSPORT TO THE SOUTH EAST QUEENSLAND REGION

While presently carrying only 7 percent of total trips³⁵, evidence gathered by the committee suggests that SEQ public transport is an essential mechanism of equity. For groups without a private vehicle, it provides their principal means of transport. Because of this, public transport is a key to the effective delivery of many government services to the region's communities, whilst supporting economic, environmental and road safety objectives.

³³ Queensland Transport (2001), *Community Transport Discussion Paper*.

³⁴ Information published on the SEQ2021 website at: <http://projects.dcilgp.qld.gov.au/seq2001>.

³⁵ Queensland Transport, correspondence, 23 May 2000. (The figure was based on an assessment of regional population growth since 1992, total person trips and known public transport patronage.)

PUBLIC TRANSPORT AND TRANSPORT DISADVANTAGE

Transport is an essential component of modern, independent living, linking home, work, facilities and services in the community. It is the 'big connector'³⁶, and one of ten key indicators of public health³⁷.

For people without access to private motor vehicles, public transport is their primary mode of transport - their 'big connector' and simply essential. For many it is the only transport option - the only means of inter-urban and inter-city transport available to them³⁸. Public transport is, therefore, a key mechanism of equity in our society.

People who need public transport services but do not have sufficient public transport service opportunities may be referred to as 'transport disadvantaged'³⁹. The transport-disadvantaged groups in SEQ include people with disabilities (people who have permanent or temporary incapacity), people on low incomes, residents in out-lying areas, the elderly, women and young people⁴⁰.

Without public transport, people who are transport-disadvantaged in SEQ would not enjoy the same access as other groups to jobs⁴¹ and amenities such as education, health and other services. These transport-disadvantaged groups may also enjoy less social contact with others and less opportunity to participate in community activities⁴². Although 'transport disadvantage' is often associated with rural dwellers, recent considerations of disadvantage linked to

³⁶ Paraplegics and Quadriplegics Association of Queensland Inc., submission no. 58, p.1.

³⁷ Queensland Transport, submission no. 67, Attachment A-1.

³⁸ Department of Equity and Fair Trading, submission no. 61, p.2.

³⁹ See Murray,A.T.& Davis,R. (2001) *Equity in Public Transportation Service Provision*, p.5, p.21; Journal of Regional Science(Blackwell Publishers: London).

⁴⁰ "Transport-disadvantaged groups" in SEQ include the elderly, people with disabilities, parents with young children, youth, low-income earners, people living in urban fringe areas and others without access to private vehicles. See Watters (1996); Dore, submission no. 39, p.3; Public Transport Alliance, submission no. 52, p.21; Noosa Shire Council, submission no. 59, p.4; Department of Equity and Fair Trading, submission no. 61, p.2; Department of Families, Youth & Community Care Queensland, submission no. 62, p.3; Gold Coast City Council, submission no. 68, p.19.

⁴¹ Queensland Transport, submission, no. 67, Attachment A-2.

⁴² Department of Equity and Fair Trading, submission no. 61, p.2.

location have focused on urban sprawl and the fringe areas of major centres.

Transport disadvantaged groups are not the only people to suffer transport disadvantage. All people, including people with access to private vehicles or who choose not to drive may experience transport disadvantage⁴³.

YOUNGER PEOPLE

Young people are frequent users of public transport services. It is their link to the community. The availability of public transport services is a factor in their participation in society and the prevention of social isolation. For young people of working age, the availability of public transport is a key factor in their employment opportunities.

The committee was told that young people who are under the legal driving age are reliant on public transport or 'lifts' from friends and family. This may continue for many young people aged 18-25 years for whom car ownership may be out of reach due to lack of employment or low wages⁴⁴. It is also likely that ongoing changes in workforce participation rates will continue to directly impact upon young people's dependence upon public transport. This is unlikely to change given the entrenched levels of unemployment, low wages and the phenomenon of long-term cycles of temporary, part-time and insecure employment that characterises many jobs for young people. When combined with geographic isolation and economic disadvantage, the lack of transport options available to young people compounds their social exclusions⁴⁵.

For young people seeking apprenticeships and traineeships, access to transport to work and college is often a key consideration of prospective employers⁴⁶. Due to the inadequacy of public transport combined with the nature of employment opportunities that are available to young people, such as the varying location of work sites and the flexible working arrangements for different apprenticeship and traineeships this often means owning and maintaining a motor vehicle. This

⁴³ See Travers Morgan (1992), *Strategies to Overcome Transport Disadvantage*, Social Justice Research Program into Locational Disadvantage, Department of Prime Minister and Cabinet, AGPS, Canberra.

⁴⁴ Department of Families, Youth and Community Care Queensland, submission no. 62, p.3.

⁴⁵ Ibid, p.2.

⁴⁶ Department of Employment, Training and Industrial Relations, submission no. 16, p.2.

is a substantial financial burden at the commencement of their careers⁴⁷.

OLDER PEOPLE

11.8 percent of the SEQ population is aged over 65 years. This proportion is projected to increase to 16.8 percent by 2021 consistent with the ageing of the population⁴⁸. For older people, access to public transport is vital.

Transport is a high priority for older people according to extensive consultation by the Department of Families Youth and Community Care Queensland in 1999. Three-quarters of written submissions received by the office included comments on transport⁴⁹. The consultation revealed that many older people⁵⁰ do not drive at night, do not drive long distances or do not drive at all. This is particularly the case for older women and for people over the age of 70 years⁵¹. The consultation noted that there are many reasons why people do not drive including frailty, disability, declining driving confidence, lack of a driving licence and finances. Many older people simply cannot afford to own and run a car⁵².

Older people who do not have social contact through employment often rely on public transport to help maintain their social links and achieve healthy ageing⁵³.

WOMEN

Women of all ages are an important transport-disadvantaged group. They have less access than men to cars and fewer older women drive than older men. Average earnings for women continue to be lower than those for men in all occupational groupings and more women than men receive the age pension or sole parent benefit. Fewer women than men receive unemployment allowance and disability support pension⁵⁴.

⁴⁷ Ibid.

⁴⁸ Department of Local Government and Planning (2001) *Population trends and prospects for Queensland 2001 edition*, p.55.

⁴⁹ Department of Families, Youth & Community Care Queensland, submission no. 62, p.2.

⁵⁰ In their submission, FYCCQ define older people as people aged 65 years and over.

⁵¹ Families, Youth & Community Care Queensland (1999), *Our Shared Future: Queensland's Framework for Ageing 2000-2004*, p.39.

⁵² Department of Equity and Fair Trading, submission no. 61, p.2.

⁵³ Department of Families, Youth & Community Care Queensland, submission no. 62, p.3.

⁵⁴ Office of Women's Policy (1999), *A social & economic profile of women in Queensland*.

Women also have special transport needs. They are more likely than men to remain the primary care givers and take the main responsibility for taking children to school and other activities. As noted by Dr Paul Mees in his evidence, the fastest growing usage of private cars is the chauffeuring of children, the elderly and others without a car, and this is predominantly by women⁵⁵. Where no private transport is accessible, efficient, flexible public transport becomes essential⁵⁶.

The difficulties faced by transport-disadvantaged groups in under-serviced areas of SEQ are perhaps most significant for women. Generally, the lower incomes of women mean they are less able than men to buy and run a car for their own use and less able to choose an ideal residential location. Women as sole parents are particularly disadvantaged in this regard⁵⁷.

VISITORS

In addition to servicing the region's 2.3 million residents, the public transport system provides transport for a significant and growing number of visitors to SEQ from other parts of Australia and overseas.

Tourism is Queensland's second biggest industry. In 1999, international visitors spent a total of 1.78 million nights in Brisbane, the Gold and the Sunshine Coasts⁵⁸ and travelled an estimated 247,000 trips on public transport variants during their stays⁵⁹.

AREAS WITH LIKELY NEED FOR SERVICES

Large tracts of SEQ have little or no reasonably accessible public transport services. Ironically, these areas by virtue of their affordable housing often have a high proportion of residents from transport-disadvantaged groups⁶⁰. People in these areas who do not own or have other access to a private motor vehicle are particularly disadvantaged⁶¹. The social implications of this disadvantage include increased

⁵⁵ Mees, University of Melbourne, hearing transcript, p.34.

⁵⁶ Office of Women's Policy, submission no. 87.

⁵⁷ Department of Families, Youth & Community Care Queensland, submission no. 62, p.3.

⁵⁸ Bureau of Tourism Research (2000), *International Visitors Survey-1999*.

⁵⁹ Based on *International Visitor Survey 1999* data for transport used between stopovers by visitor, by region, for public transport categories.

⁶⁰ See discussion of Murray *et al* (1998) in the following section on effectiveness and efficiency of the public transport system.

⁶¹ Department of Families, Youth & Community Care Queensland, submission no. 62, p.3.

isolation, dislocation and social dysfunction at the individual and community levels⁶².

Improving public transport is of prime importance to regional communities to address social disadvantage, especially youth unemployment⁶³. The location of services and facilities outside of shires places greater pressure on people to travel for essential services⁶⁴. Public transport may provide the only means of travel for people without access to private motor vehicles to remote services and facilities - a key issue in communities with dispersed populations.

TRANSPORT AND ECONOMIC EFFICIENCY

The availability of an effective and efficient public transport system is likely to play an important part in SEQ's economic performance.

A number of studies by Professor Peter Newman, Dr Jeff Kenworthy and others of the Institute for Science and Technology Policy at Murdoch University conclude there are credible links between public transport, transport efficiency and regional economic performance⁶⁵. That is, cities or areas with efficient transport systems based on public transport have stronger performing economies.

The work by Kenworthy *et al* (1997) for the World Bank includes an analysis of transport systems, travel data and economic and other indicators for 37 global cities, including Brisbane, to a baseline of 1990. The study concludes that per capita wealth in developed cities appears to diminish with growth in car use. It also concludes that cities attempting to address the global and local sustainability agenda by controlling their growth in car use can look forward to improved city economies⁶⁶.

Data collected by Newman and Kenworthy in 1990 for other studies reveal that car-based cities in countries such as Australia and the US have more

⁶² Ibid.

⁶³ Knight, Noosa Shire Council, hearing transcript, 19 May 2000, p.75.

⁶⁴ Noosa Shire Council, submission no. 59, p.4.

⁶⁵ See Newman, P. and Kenworthy, J. (1999), *Sustainability and Cities: Overcoming Automobile Dependence*; Newman, P. (1998), *The Implications of the Environmental Agenda for the Future Development of Australian Human Settlements*, Royal Australasian Planning Institute National Congress, Brisbane 6-10 July 1998; Kenworthy, J., Laube, F., Newman, P., Barter, P., (1997), *Indicators for Transport Efficiency in 37 Global Cities*, Report prepared for the World Bank.

⁶⁶ Kenworthy, J., Laube, F., Newman, P., Barter, P., (1997), *Indicators for Transport Efficiency in 37 Global Cities*, report prepared for the World Bank, p.2.

roads and a much greater proportion of their city wealth invested in transport than European, Canadian and 'wealthy' Asian cities (Singapore, Tokyo and Hong Kong) that are more focused on public transport. In summary, Australian and US cities have:

- ◆ 76% more expenditure per capita on roads;
- ◆ 12.7% of their city wealth invested in the operation of passenger transport compared with 6.6% by European, Canadian and Asian cities;
- ◆ almost half the cost recovery from their public transport systems;
- ◆ 31% more total operating costs for running their private and public transport systems; and
- ◆ 56% more traffic accidents per head of population⁶⁷.

ENVIRONMENTAL & PUBLIC HEALTH BENEFITS

Travel by public transport instead of private vehicles in SEQ contributes to better outcomes in relation to transport-related air pollution and global warming, water pollution, noise pollution and the consumption of land and other finite resources associated with roads and motor vehicle use. These issues affect both environmental and public health. Of particular importance is air pollution.

Reducing transport-related air pollution is an important and growing environmental issue in SEQ. According to the *State of the Environment 1999* report produced by Environment Queensland:

- ◆ transport produces approximately 70 percent of nitrogen oxides in South East Queensland;
- ◆ motor vehicle emissions account for 90 percent of atmospheric lead in urban areas (except for those near mineral smelting operations), 83 percent of total carbon monoxide levels in urban airsheds, 52 percent of volatile organo chlorides (VOCs), about 20 percent of total carbon monoxide, 18 percent of total suspended particle emissions; and
- ◆ Brisbane is believed to have the greatest potential for photochemical smog of any major Australian city due to its combination of topographical, geographical and meteorological factors⁶⁸.

⁶⁷ See Newman P. and Kenworthy, J. (1999), *Sustainability and Cities: Overcoming Automobile Dependence*, Island Press, Washington D.C. (Harcourt Brace in Australia), Kenworthy, J. and Laube, F. *et al* (1999), *An International Sourcebook of Automobile Dependence in Cities 1960-1990*, University Press of Colorado, Boulder (July).

⁶⁸ Environment Queensland (1999), *State of the Environment Queensland*, p.2.3.

According to Queensland Transport, the state's transport-related greenhouse emissions grew by 27 percent between 1990 and 1995. A 'business as usual' projection indicates that there could be 80 percent growth in these emissions between 1990 and 2010. This contrasts sharply with Australia's Kyoto Protocol commitment to limit growth in emissions to 8 percent over the period⁶⁹.

Estimates of the health costs of vehicle emissions in Australia range from \$20 million to \$5.3 billion per annum (ie less than 0.01 percent to more than 1 percent of GDP), the upper figure being comparable to the estimated costs of road trauma. Overseas data suggests a figure of 0.1 percent to 0.4 percent of GDP. This implies pollution costs in Australia could be in the order of \$400 million to \$1.6 billion annually⁷⁰.

ROAD SAFETY BENEFITS

In addition to social justice, economic and environmental importance, public transport in SEQ provides important road safety benefits, given its relatively low crash and injury risks. Public transport also provides a safe travel alternative to driving while impaired through illness, fatigue, the effects of alcohol or other drugs. In this role, the availability of public transport underpins licence disqualification and other disincentives used to encourage road safety.

THE EFFECTIVENESS & EFFICIENCY OF THE SEQ PUBLIC TRANSPORT SYSTEM

The committee's information paper for the inquiry invited submissions on the effectiveness and efficiency of the region's public transport system.

Information contained in the Queensland Transport submission suggests the region's public transport services are reasonably effective and efficient compared to other regional/city public transport systems around the world. Other data submitted to the committee suggests that the system is unattractive to entrenched car users and fails to provide suitable access to services for a substantial proportion of the region's population. The committee concludes that the system is falling well short of its full potential.

⁶⁹ Queensland Transport, submission no. 67, Attachment A-4.

⁷⁰ Brindle R. *et al* (1999), *Transport-generated air pollution and its health effects - a source document for local government*, p.15.

PERFORMANCE DATA PROVIDED BY QUEENSLAND TRANSPORT

The Queensland Transport submission includes statistics the department compiled on cost recovery levels for the region's public transport operators, the effectiveness of services and feedback from community/user surveys. The table below is from the submission and was taken from a publication by the Department of Transport in Western Australia⁷¹.

Table 2: Cost Recovery Levels

City	Year	% Cost	System Components Recovery
Adelaide	1993-94	30	Bus, tramway and suburban rail
Atlanta, USA	1996	36	Bus, rail
Boston, USA	1996	39	
Brisbane Transport	1993-94	46	Bus
Calgary, Canada	1996	50	
Chicago, USA	1996	46	
Edmonton, Canada	1996	42	
Hamilton, Canada	1996	47	Bus
Hanover, Germany	1996	50	Bus, tramway and light rail
Lyon, France	1995	49	Bus, trolleybus and metro
Mississauga, Canada	1996	58	
Montreal, Canada	1995	49	
Newcastle Upon Tyne, UK	1995-96	96	Bus
New Orleans, USA	1995	45	Bus and tramway
Citytrain	1998-99	31	Rail
Portland, USA	1994-95	21	Bus and light rail
Perth	1996-97	22	Bus, suburban train and ferry
Philadelphia, USA	1996	41	
Rest of South East Qld	1998	58	Bus
Vancouver, Canada	1995-96	51	Bus, trolleybus and automated rapid transit
Toronto, Canada	1996	76	
Washington DC, USA	1996	55	
Zurich, Switzerland	1994	35	Bus, trolleybus, tramway and local rail

Sources: Department of Transport (1998) *Better Public Transport: Ten Year Plan for Transperth 1998-2007*, Department of Transport, Perth; Soberman, R. M. (1997), *The Track Ahead: Organisation of the TTC Under the New Amalgamated City of Toronto (Toronto Transport Commission: Toronto)*⁷².

The table shows cost recovery levels (i.e. fares revenue as a proportion of total operating costs) for SEQ and

⁷¹ Department of Transport (1998), *Better Public Transport: - The 10 year plan for public transport in the Perth metropolitan area*, Department of Transport: Perth.

⁷² Queensland Transport, submission no. 67, Attachment E-1.

other public transport operators. From the table, the cost recovery rate for Brisbane Transport is 46 percent (though the data is dated 1993/94), 31 percent for Citytrain during 1998/9; and 58 percent for other south east Queensland bus operators during 1998⁷³. These rates are mid-range compared to rates for other public transport systems shown in the table.

In its submission (see Table 3), Queensland Transport suggests that cost recovery data needs to be considered with 'passengers per population' to determine if resources are being utilised efficiently to achieve value for money.

According to the department, the table shows Brisbane Transport provides significantly more passenger trips than its regional counterparts. The submission also notes this is likely to reflect the impact of commuter travel to the Brisbane CBD⁷⁴.

Table 3: Passengers per population

LGA	Pass. per population	Pass. Per NPP*
Logan	10.84	29.25
Redlands	15.29	42.41
Sunshine Coast	12.48	24.55
Gold Coast	40.62	82.21
Brisbane (bus)	59.11	164.11
South East Qld (rail)	27.60	n.a.
Perth (rail)	23.22	n.a.
Perth (bus) ⁽¹⁹⁹⁷⁾	37.93	n.a.

Source: Department of Transport (Western Australia), *Better Public Transport: - The 10 year plan for public transport in the Perth metropolitan area*.

*Note: NPP stands for Net Patronage Potential. NPP is an estimate of likely size of the population available to catch a bus and takes into account vehicle ownership and proximity to rail stations.

In addition to information on partial measures of performance, the Queensland Transport submission provides data derived using measures of efficiency and effectiveness called 'Data Envelope Analysis' (DEA) and 'Total Factor Productivity' (TFP), as well as work using 1991-92 data by Hensher & Daniels (1993)⁷⁵. DEA and TFP are indicators of relative performance. This work was originally prepared for the Industry

⁷³ Ibid.

⁷⁴ Ibid.

⁷⁵ Hensher, D. and Daniels, R (1993), *Productivity Measurement in the Urban Bus Sector: 1991-92*, final report by the Institute of Transport Studies prepared for the Industry Commission Inquiry into Urban Transport.

Commission Inquiry into Urban Transport⁷⁶. According to the departments, analyses using DEA reveal that private bus operators in SEQ are typically more efficient than the publicly-owned Brisbane Transport. However, Brisbane Transport is more effective than the private operators, primarily because of that organisation's access to the more densely populated inner and middle suburbs of Brisbane⁷⁷.

In their submission, the departments provided technical efficiency scores for 20 bus operators throughout the state using DEA⁷⁸. According to the department, the DEA analysis suggests that bus operators in SEQ are marginally less efficient than operators in the rest of the state. The department also notes that operating conditions and restrictions in SEQ are different to other areas of the state.

OTHER PERFORMANCE DATA

For a further perspective on the effectiveness of the region's public transport system, the committee considered work by a group of independent researchers with the Department of Geographical Sciences and Planning (DGSP) at the University of Queensland. The Australian Housing and Urban Research Institute (AHURI) funds a substantial proportion of their work. DGSP provided a submission to the inquiry⁷⁹.

The DGSP submission cites a study by Murray *et al* (1998)⁸⁰. The study uses 1991 and 1996 population data and a commercial geographical information system to examine trends in the need for, and access to, public transport within SEQ.

ACCESS TO PUBLIC TRANSPORT IN SEQ

Murray *et al* (1998) examines whether the IRTP access goal for SEQ public transport is being met. "Access" can be defined as the opportunity for system use based on proximity to the service and its cost (ie the time/distance taken to reach a boarding point for a mode). The IRTP includes, as a goal for the SEQ transport system, that more than 90% of residents live within 400 metres of a well-served public transport stop⁸¹.

A general finding in Murray *et al* (1998) is that only 55 percent of the region's population (approximately 954,000 people) had suitable access to public transport in 1996⁸². This was a reduction from 58 percent in 1991. Suburbs of Brisbane recorded the higher levels of public transport access. These suburbs are home to approximately half of the region's population and a concentration of public transport services.

The study also found that access declines concentrically and dramatically from the Brisbane city centre with suitable public transport access almost non-existent 30 kilometres from the city. The study notes that the reduction in public transport access was due to an increase in the population in areas unserved by public transport⁸³.

Following the committee's public hearings, Queensland Transport provided the committee with revised results it calculated using the methodology in Murray *et al* (1998) and more recent travel data from its Transinfo Database. This gave a result for SEQ of 68 percent⁸⁴. That is, 68 percent of residents in SEQ live within 400 metres of a well-served public transport stop. While better than the earlier calculation, it suggests that almost a third (32 percent) of SEQ residents still don't have suitable access to public transport. This is well short of the IRTP goal for access to services.

⁷⁶ See Industry Commission (1994) *Urban Transport*, Report No. 37, 15 February 1994, AGPS, Melbourne.

⁷⁷ Queensland Transport, submission no. 67, Attachment E-3.

⁷⁸ For a discussion of data envelope analysis, see Queensland Transport, submission no. 67, Attachments E-5&6.

⁷⁹ University of Queensland Department of Geographical Sciences and Planning, submission no. 80.

⁸⁰ Murray *et al* (1998) in University of Queensland Department of Geographical Sciences and Planning, submission no. 80.

⁸¹ Queensland Transport (1997) *Integrated Regional Transport Plan for South East Queensland*, p.37; see also Davis *et al* (2001) cited in University of Queensland Department of Geographical Sciences and Planning, submission no. 80, pp.8-10.

⁸² Murray *et al* (1998), p.18.

⁸³ University of Queensland Department of Geographical Services, submission no. 80, p.5.

⁸⁴ Queensland Transport, correspondence, 13 June 2000.

ACCESSIBILITY

In its submission, the University of Queensland's Department of Geographical Sciences and Planning⁸⁵ examines public transport accessibility in SEQ. In terms of accessibility, the IRTP has the goal of ensuring that "all major employment and retailing centres are within 40 minutes travel from most parts of the urban area"⁸⁶. As a case study, the submission investigates the accessibility of urban areas to the Carindale Shopping Centre, a major retailing centre in Brisbane's eastern suburbs. The results show that few surrounding areas are within 40 minutes combined walking and public transport travel of the centre. However, Carindale Shopping Centre is within a 40 minute drive from most parts of Brisbane City.

EQUITY

Murray & Davis (2001) uses data from the earlier study to examine transport equity in the region in terms of access to services for people with potential need⁸⁷.

Murray *et al* (1998)⁸⁸ scores the level of public transport need in 290 SEQ suburbs according to the proportions of their populations that fit either of five indicators of transport need:

- young (0-16 years); aged (65 years and over),
- low income earners (those with an income below \$300 per week (1996 figures);
- households without automobiles; and
- persons with disabilities.

The areas of the region found to be transport disadvantaged, ie have low levels of public transport access and high public transport need, are shaded grey in Figure (1) at Appendix (2) at the back of this paper from the study. From figure (1), it appears that large tracts of SEQ lack equitable access to transport. They include rural areas such as Esk and Boonah, which have population densities too low to be adequately serviced with traditional public transport - areas such

⁸⁵ University of Queensland Department of Geographical Sciences and Planning, submission no. 80, p.6.

⁸⁶ Queensland Transport (1997), *Integrated Transport Plan for South East Queensland*; in University of Queensland Department of Geographical Sciences and Planning submission no. 80, p.4.

⁸⁷ Murray, A.T. & Davis, R. (2001) Equity in Public Transportation Service Provision, *Journal of Regional Science* (Blackwell Publishers: London).

⁸⁸ Murray, A.T., Davis, R., Stimson, R.J. & Ferreira, L. (1998) *Public Transportation Access*, Transportation Research D, Vol.3, No.5, pp.319-328.

as Woodridge in Logan and the corridor of suburbs extending south west from the Brisbane City towards Ipswich and emerging fringe areas such as Caboolture⁸⁹.

The University of Queensland Department of Geographical Services' submission notes, in contrast to the problems faced by transport-disadvantaged areas of SEQ, the growing popularity of inner-Brisbane residential areas that enjoy accessible public transport and the apparent concentration of further transport improvements in these areas.⁹⁰

COMMUNITY AND USER VIEWS OF THE SEQ PUBLIC TRANSPORT SYSTEM

A further important indicator of performance is the assessment by individual users and potential users of the system.

Queensland Transport submits that the general community tends to view public transport services overall as performing to an 'average' standard and in need of some improvement. The department also notes that existing users generally give better ratings for services than non-users and specific features of the system receive better ratings than the overall system⁹¹.

In work for the Brisbane City Council, the Royal Automobile Club of Queensland (RACQ) surveyed its members in November 1999 on their travel behaviour and attitudes⁹². The results of the survey suggest that:

- ◆ public transport is generally perceived by residents to be inadequate and uncompetitive with the car, especially when time is the main factor; and
- ◆ public transport is perceived to be inconvenient due to the difficulty in accessing the system, inability of fixed routes to meet diverse travel needs, problems with leaving cars in park and ride situations and lack of integration of services⁹³.

In its submission, the Brisbane City Council notes that over half of the Brisbane residents in the survey who are non-users of public transport say that nothing would encourage them to use public transport.

⁸⁹ See Murray *et al* (1998), p.17; University of Queensland Department of Geographical Services, submission no. 80, p.6.

⁹⁰ University of Queensland Department of Geographical Services, submission no. 80, p.7.

⁹¹ Queensland Transport, submission no. 67, Attachment E-7.

⁹² Staddon Consulting (1999) *RACQ Travel Survey* (Unpublished) in RACQ submission no. 81, p.5.

⁹³ Brisbane City Council, submission no. 79, p.6.

WHAT ARE THE PROBLEMS FACING THE SEQ PUBLIC TRANSPORT SYSTEM AND POSSIBLE SOLUTIONS?

Submissions to the inquiry highlight a broad range of problems with the SEQ public transport system and services. These ranged from issues affecting the wider transport and urban land use systems that impact on public transport, to issues specific to individual public transport modes, stations, routes, stops, services and vehicles.

It is beyond the scope and resources of the Travelsafe Committee and this inquiry to examine all of these issues in detail. Further, many of the problems raised in submissions and other evidence for the inquiry are addressed in Queensland Transport's *Transport 2007* plan released during the inquiry. The public submissions to the inquiry were included in the department's public consultation for the Transport 2007 project.

The committee has therefore resolved to concentrate on the key systemic issues that are either not addressed or only partly addressed in the Transport 2007 report:

- Management;
- Policy coordination;
- Monitoring public transport performance;
- Public transport services;
- Integrated ticketing;
- Data on travel behaviour in SEQ;
- Funding for public transport; and
- Transport subsidies and taxation.

MANAGEMENT

The evidence before the committee suggests the institutional arrangements between Queensland Transport, Brisbane Transport, Queensland Rail and other operators may be hampering the achievement of the best possible public transport system for SEQ.

SEQ public transport does not bear the hallmarks of a system such as a common purpose, interconnectivity and interaction. It is more a collection of public transport service providers often operating in direct competition with one another, rather than in competition with the real common enemy – the single-occupant car. Given the contractual and funding arrangements with the State Government,

their activities are driven largely by commercial interests to maximise their returns.

Queensland Transport in its role as transport planner, coordinator and administrator has been unable to meld the region's separate public transport operations into a single cohesive system focused on meeting the needs of users. At the service end of the business, the lack of integration of the system is apparent to users. There are problems due to operators having different fare structures, tickets and concessions rules, and the level of integration between them can be poor. Linked services often fail to provide a seamless journey. For many people, the services available simply do not take them where they need to go.

Brisbane Transport bus services, Queensland Rail Citytrain suburban rail services and private bus services are run by separate agencies that operate on a commercial profit-oriented basis. A similar situation applies with private bus operators. The committee was told this kind of arrangement guarantees operators will compete with one another for patrons, rather than cooperate to provide an alternative to the car⁹⁴. The competition between modes and operators is an historical feature of the SEQ system. These arrangements are problematic for Queensland Transport as the state government agency responsible for transport planning.

POLICY COORDINATION

A further series of problems with the public transport system arise because of the lack of policy coordination across government. The most important of these involves local governments. Land use decisions by local government can impact heavily on transport systems. The approval of unplanned residential subdivisions or other major trip generators such as hospitals and education facilities away from existing transport infrastructure creates conflicting policies within the transport portfolio.

A number of groups were critical in their evidence of the lack of policy coordination among state government departments and across the three levels of government in regard to the regions' public transport⁹⁵. The committee was told that effective

⁹⁴ Mees, submission no. 51, p.2.

⁹⁵ Strategic Liaison Committee, submission no. 82, p.2; Elliot, Property Council of Australia, hearing transcript, 19th May 2000, p.70; Santagiuliani, Redland Shire Council, hearing transcript, 19th May 2000, p.90; Leigh, Queensland Council of Social Services, hearing transcript, 14 April 2000, p.29;

coordination between government agencies is critical to the provision of essential public transport links to key trip generators. In regard to hospitals, for example, the committee was told:

The difficulty of people getting to centralised medical facilities is very real and, without that involvement at the cross-departmental level of places like the demand drivers like the health system involved in that type of planning, we are continually going to see people struggling to get to public hospitals⁹⁶.

The committee also noted Queensland Transport's apparent inability to discourage construction of new car parking facilities in the Brisbane CBD since the IRTP was promulgated⁹⁷. The availability of parking is a key determinant of vehicle usage, and controls over parking are used widely to manage travel demand. According to the department, most of the developments responsible for parking space increases in the CBD pre-dated the IRTP⁹⁸.

Queensland Transport referred in its submission to the important reforms achieved through the introduction of the *Integrated Planning Act 1997*. Under the Act, local governments advise Queensland Transport of developments and proposed decisions of local government that will impact on public transport⁹⁹. Queensland Transport also told the committee that it has established a formal protocol with the Queensland Local Government Association. This protocol guides the dealings between the department and local governments in respect of planning, coordination and provision of transport services and infrastructure¹⁰⁰.

The Strategic Liaison Committee, an advisory body to the Government's transport and main roads departments, told the committee there are apparent conflicts between different strategies and different objectives across government and transport policies:

Redlands Shire Council, correspondence, 21 January 2000; Ipswich City Council, submission no. 30, p.3.

⁹⁶ Leigh, Queensland Council of Social Services, hearing transcript, 14th April, p.30.

⁹⁷ Public Transport Alliance, submission no. 52, pp.9-15; Wilson, Queensland Transport, hearing transcript, 19th June 2000, pp.138-9.

⁹⁸ Ibid, pp.138-9.

⁹⁹ See Queensland Transport, submission no.67, attachment D-14.

¹⁰⁰ Ibid, D-14.

On the one hand busways are built to provide a better service, but at the same time, the road network is improved so that private vehicle use is made more convenient and safe¹⁰¹.

In evidence to the Public Works Committee in 1997, Queensland Transport gave a commitment to comprehensive post-construction evaluation of the South East Transit project¹⁰². According to the department this is being progressively implemented with preliminary results expected in late 2002¹⁰³.

The committee also notes a lack of coordination between state transport objectives and federal government tax policies. While Queensland Transport seeks to reduce private vehicle travel and increase public transport usage, tax policy appears to have an opposite objective. This is discussed later in this section.

MONITORING PUBLIC TRANSPORT PERFORMANCE

The performance of the SEQ public transport system is difficult to track and monitor. Transport planning documents provide important direction, however they don't translate proposals into specific, measurable actions with timeframes and accountabilities. Instead, they give proposed actions and statements of philosophy.

While a long term 25 year plan and 7 year plan are in place, there are no published year-to-year plans. The committee suggests it is at the year to year time frame that the department's performance could improve. The committee notes the lack of specific accountabilities in relation to actions contained in the department's Transport 2007 paper. The paper's 355 actions are often couched in general, non-specific terms. These actions are to be implemented over the six-year period till 2007, though the report gives no timetable for their completion - nor does it nominate specific agencies responsible for implementation.

There are currently no publicised periodical performance figures for the SEQ public transport system and much of the decision making process is never made public because of concerns about commercial confidentiality.

¹⁰¹ Strategic Liaison Committee, submission no. 82, p.2.

¹⁰² See Public Works Committee (1997) *The South East Transit Project*, p.21.

¹⁰³ Queensland Transport, correspondence, 7 November 2001.

The patronage growth targets set for operators in their contracts are not publicised, nor are the findings from much of the department's policy evaluation work. Public transport also lacks interest groups with the resources and expertise to independently monitor and critique government programs and policies in the area.

MEASURES TO IMPROVE PUBLIC TRANSPORT MANAGEMENT AND PERFORMANCE

In identifying the management and institutional issues facing the SEQ region, a number of key stakeholder groups and individuals submitted that the public transport management functions for the region be vested in a single system or centralised authority¹⁰⁴. These include the Brisbane City Council, the Redlands Shire Council, the Queensland Conservation Council, the Institution of Engineers, the Property Council, Dr Paul Mees of the University of Melbourne and Queensland Transport's expert advisory body, the Strategic Liaison Committee. In their evidence, discussed below, most groups discuss the need for the establishment of a new authority to fulfil this role.

The creation of a transit authority was a recommendation from a study by Wilbur Smith and Associates in 1970¹⁰⁵ and the *SEQ 2001* report on the region's future development¹⁰⁶.

The Strategic Liaison Committee, an advisory body to the transport/main roads portfolio stated in their submission to the inquiry:

Management needs to be unified and that requires a new authority that will bring together the separate elements in the public sector. Getting integrated transport without integrated management seems contradictory¹⁰⁷.

¹⁰⁴ Strategic Liaison Committee, submission no. 82, p.732; Hayes, Brisbane City Council, hearing transcript, 19 May 2000, p.78; Santagiuliani, Redland Shire Council, hearing transcript, 19 May 2000, p.88; Mees, University of Melbourne, hearing transcript, 14 April 2000, pp.38-9; Pekol, Institution of Engineers, hearing transcript, 14 April 2000, p.59; Elliott, Property Council of Australia, hearing transcript, 19 May 2000, p.72; Davis, University of Queensland, hearing transcript, 19 May 2000, p.112; Public Transport Alliance, submission no. 52 p.35; Koffsovitz, submission no. 31, p.3; Bruce, submission no. 43, p.4.

¹⁰⁵ Wilbur Smith and Associates (1970) *South East Queensland – Brisbane Region Public Transport Study*, report for the Minister for Transport, p.125 (Watson, Ferguson and Company: South Brisbane).

¹⁰⁶ Mees, University of Melbourne, hearing transcript, 14 April 2000, pp.38-9, *SEQ 2001*.

¹⁰⁷ Strategic Liaison Committee, submission no. 82, p.732.

Councillor Maureen Hayes, Chair of the Brisbane City Council Transport Committee, told the committee:

We will never get anywhere with those (public transport) plans unless there is integration and a single management system of some sort¹⁰⁸.

Cr Santagiuliani, the late Mayor of Redlands Shire Council, spoke of the need to “integrate decision making”¹⁰⁹.

Dr Paul Mees of the University of Melbourne advised that the initiative for a single agency would have to come from state government and that subsidy payments provide the mechanism by which this agency could achieve integration and participation in planning and coordination¹¹⁰.

Mees also noted the difficulties of getting competing commercial operators to commit to coordination and other cooperative commitment of resources when it is not in their private, economic interests, in the absence of a coordinating and funding body¹¹¹. He suggested that a regional transit authority would need to have control over operating subsidies, planning and funding for the construction of capital works, an injection of staff from outside Queensland Transport and a sub-contractor role for operators such as Brisbane Transport and Queensland Rail¹¹².

The Institution of Engineers raised the need for a regional transit authority to coordinate planning of public transport in the region and ensure coordination of services¹¹³.

The Property Council suggested that a regional transit authority may “take the politics out of the City Hall versus George Street tension” – a reference to relations between the State Government and the Brisbane City Council¹¹⁴.

¹⁰⁸ Hayes, Brisbane City Council, hearing transcript, 19 May 2000, p.78.

¹⁰⁹ Santagiuliani, Redland Shire Council, hearing transcript, 19th May 2000, p.88.

¹¹⁰ Mees, University of Melbourne, hearing transcript, 14 April 2000, pp.38-9.

¹¹¹ Mees, University of Melbourne, hearing transcript, 14 April 2000, p.41.

¹¹² Mees, University of Melbourne, hearing transcript, 14 April 2000, p.40.

¹¹³ Pekol, Institution of Engineers, hearing transcript, 14 April 2000, p.59.

¹¹⁴ Elliott, Property Council of Australia, hearing transcript, 19 May 2000, p.72.

In their evidence, Queensland Transport and one researcher, Mr Rex Davis, AHURI Research Fellow at the University of Queensland Department of Geographical Sciences and Planning, disputed the need for a new authority.

Director General of **Queensland Transport**, Mr Bruce Wilson, told the committee that Queensland Transport already fulfils the role of regional transit authority for SEQ, and questioned the need for a further level of management in the system. Mr Wilson referred in his evidence to the short-lived South East Queensland Transit Authority (SEQTA), established in 1995:

I would have to say that I do not see much purpose being served in setting up a transit authority. I think that that is actually our key role right now. Many of the things we do, many of these things you described are actually roles that a separate transit authority, I think, might undertake. I guess I have always described the roles of Queensland Transport as being in two groups: one comprising those central roles to the transport sector in Queensland, which may be what some people would think of as a transit authority, and then some other mode specific roles that happen to attach to us, such as maritime, operating public transport contracts and managing the use of roads—they are the mode specific roles. But I think the sort of things that SEQTA was gearing up to do—it never really got fully established—have been folded back into QT and we have actually developed those functions within QT. That does include the transport planning, a range of policy coordination activities, the rail service contracts and so on that you described¹¹⁵.

Mr Rex Davis of the Department of Geographical Sciences at the University of Queensland made similar comments in his evidence:

I have a different view to many transport experts on the issue of a transit authority. I am not against establishing a transit authority. However, with the Department of Main Roads channelled off in 1996, what is Queensland Transport if it is not a transport authority already? It funds most of the Government's subsidies in relation to public transport in the region. It is the sole source of subsidies for private bus operators and Queensland Rail. It partially subsidises Brisbane Transport. It has people liaising with local authorities. It writes plans on best land use practices and conducts long-term planning. It is involved in discussions on all new infrastructure. So why does everyone think we need a transit authority? (Davis, hearing transcript, p.112).

¹¹⁵ Wilson, Queensland Transport, hearing transcript, 19 June 2000, pp. 141-2.

SEQTA and the MTA

The Goss Government established SEQTA in 1995 under the *Transport and Coordination Act 1994*. SEQTA was staffed and resourced by Queensland Transport¹¹⁶ and its principal function was to:

- (a) Coordinate the strategic planning and operation of an integrated transport system in south-east Queensland; and
- (b) Manage the allocation of funds to achieve this outcome¹¹⁷.

SEQTA's controlling role over allocation of all state government transport funds in the region was a significant departure from the status quo. Section 8AD(2) of the Act required SEQTA to fulfil its responsibilities by:

...allocating transport funds to transport needs that provide the highest possible overall community benefit, taking into account social, environmental and economic considerations

and

...developing and implementing travel demand management initiatives, including marketing and promotion initiatives, to more efficiently use road capacity¹¹⁸.

On gaining office in 1996, the following year, the Borbidge Government dismantled SEQTA, merged SEQTA's functions and staff back into Queensland Transport and restored the status of Main Roads from a division of the Department of Transport to a separate department in its own right¹¹⁹.

SEQTA was the second transit authority established by the Government in SEQ. The Bjelke Petersen Government established the Metropolitan Transport Authority (MTA) in 1976, twenty years earlier. The MTA had wide powers to proceed with the coordination and rationalisation of all forms of public transport¹²⁰. The failure of the MTA has been attributed to the restriction in its scope to Greater Brisbane rather than SEQ, and by a lack of understanding of the relationship between transport

¹¹⁶ Debates, Jim Elder MLA, Minister for Transport, Legislative Assembly, Hansard 16 November 1995, p.1210.

¹¹⁷ *Transport Planning and Coordination Amendment Act 1995*, Section 8AD(1).

¹¹⁸ *Transport Planning and Coordination Amendment Act 1995*.

¹¹⁹ See debates, Jim Elder MLA, Minister for Transport, Legislative Assembly, 2 November 1995, p.901; and *Transport Planning and Coordination Act 1995* (Act No. 48 of 1995).

¹²⁰ Queensland Transport, submission no. 67, Attachment C6-7.

planning and land use – an area now known to be crucial to the viability of public transport¹²¹.

The Queensland Transport submission states that the MTA exercised little of its powers and effectively operated as a conduit for capital funding from the Commonwealth for the Railway Urban Electrification Program and Interchange Construction Program¹²². The MTA was disbanded in 1984.

IMPROVING ACCOUNTABILITY FOR PERFORMANCE

The Institution of Engineers note in their submission the importance of having a system for measuring and monitoring the performance of the public transport systems and initiatives that have or are being implemented¹²³. The committee also notes comments by the Public Transport Alliance that Queensland Transport's strategies and projects be subject to greater public and parliamentary scrutiny¹²⁴. Other suggestions raised during the inquiry include:

- ◆ an outcome-oriented approach to operator service contracts rather than concentration on outputs¹²⁵; and
- ◆ a re-evaluation of the Government's obligation to the provision of transport services including a clear statement of levels of accessibility and mobility that it deems acceptable for those without access to a motor vehicle¹²⁶.

The committee also noted calls for a more prudent approach to funding priorities and decisions in the future to ensure substantial transport investments produce the best value outcomes¹²⁷.

Queensland Transport told the committee it has introduced criteria for future investment in transport projects in its *Transport 2007* document¹²⁸. According to the department, these criteria are designed to gauge the overall effectiveness of projects. A key

¹²¹ See debates, Jim Elder MLA, Minister for Transport, Legislative Assembly, 2 November 1995, p.903.

¹²² Queensland Transport, submission no. 67, Attachment C-6.

¹²³ McLurg, Institution of Engineers, hearing transcript, 14 April 2000, p.58.

¹²⁴ Public Transport Alliance, submission no. 52, p.15.

¹²⁵ Freeman, Logan City Council, hearing transcript, 19 May 2000, p.77.

¹²⁶ Ibid.

¹²⁷ See Croft, Logan City Council, hearing transcript, 19 May 2000, p.91, Deutscher, Brisbane City Council, hearing transcript, 19th May 2000, p.91.

¹²⁸ Wilson, Queensland Transport, hearing transcript, 19 June 2000, p.128.

component of the evaluation is the scoring of projects and options by Queensland Transport staff against criteria derived from the IRTP and weighted as follows:

- Development of an integrated system (20%);
- Economic development and transport efficiency (35%);
- Environmentally sustainable transport (10%);
- Sustainable land use and urban form (10%);
- Social justice and social development (10%);
- Cost (15%)¹²⁹.

The committee suggests there are two options to address the management and performance issues with the region's public transport system.

One option is to maintain the status quo and simply make Queensland Transport more accountable for its performance as the lead agency for public transport and transport planning in SEQ. This would involve the department:

- preparing regular performance plans listing specific actions it will implement, with specific timetables, to achieve its long-term integrated transport objectives;
- releasing more information about its performance and progress in completing specific actions; and
- making its decision-making processes more open.

The committee notes that these issues are discussed in *Transport 2007*¹³⁰. The committee notes the actions concerning implementation in Chapter 18 of the plan include the following:

- Action 18.5 - *Annually develop a 3-year rolling program of IRTP and Transport 2007 actions collaboratively between agencies*; and
- Action 18.6 - *Monitor performance indicators and publish results*.

Further accountability mechanisms could include an increased emphasis on evaluation and an ongoing role for the Travelsafe Committee to monitor the department's performance and report its progress in implementing reforms (and difficulties) on a periodic basis.

¹²⁹ Queensland Transport (2001) *Transport 2007 – An action Plan for South East Queensland - Technical Working Paper* (draft), p.13.

¹³⁰ See Queensland Transport (2001) *Transport 2007 - An Action Plan for South East Queensland*, pp.89-90.

The second option to enhance public transport performance is the transfer of SEQ transit management functions and staff to a separate authority, modelled on SEQTA. The committee notes that this would also restructure the funding arrangements for, and administration of, SEQ transport.

Conclusions:

The committee concludes that the current institutional arrangements for the administration of public transport in SEQ should be enhanced through measures to make agencies and operators more accountable for their performance, and decision making processes more transparent and inclusive of the general public.

The committee invites submissions on whether the committee should report annually on the implementation of policies and actions in the IRTP and *Transport 2007*.

PUBLIC TRANSPORT SERVICES

Submissions and other evidence canvassed a wide range of public transport service problems in SEQ. These include poor service frequencies¹³¹, the lack of cross-town and cross-regional services¹³², the lack of hinterland services¹³³, poor feeder services to rail¹³⁴, lack of Sunday services¹³⁵, lack of accessible services in many areas of SEQ¹³⁶ and overcrowding on some services¹³⁷. The committee heard of particular difficulties caused by the lack of services to key trip

¹³¹ Mees, University of Melbourne, hearing transcript, 14th April 2000, p.37; Kelly, submission no. 59, p.7; Ipswich City Council, submission no. 30, p.4.

¹³² Elliott, Property Council of Australia, hearing transcript, 19th May 2000, p.73; PTA, submission no. 52 pp.5-6; Department of Local Government and Planning, submission no. 55, pp.2-4.

¹³³ Kelly, submission no. 59, pp.4-5 and 7-9.

¹³⁴ Mees, University of Melbourne, hearing transcript, 14 April 2000, p.37; Wynne, submission no. 7, p.1.

¹³⁵ Croft, Logan City Council, hearing transcript, 19 May 2000, p.84

¹³⁶ Knight, Noosa Shire Council, hearing transcript, 19 May 2000, p.75; Logan City Council, submission no. 14, p.8; Santagiuliana, Redland Shire Council, hearing transcript, 19th May 2000, p.75; Redlands Shire Council, submission no. 35, p.2; Department of Local Government and Planning, submission no. 55, pp.2-4.

¹³⁷ Queensland Council of Parents and Citizens Associations, submission no. 32, p.1.

generators such as hospitals and post-secondary education¹³⁸.

As noted in the previous section, Queensland Transport calculates that 32 percent (almost a third) of residents in SEQ do not have reasonably accessible public transport services (ie they live more than 400 metres from a public transport stop). Of particular note is the lack of accessible services in areas that have high proportions of residents with potential need for services. Areas identified by independent researchers using 1996 data are shown in figure (1) at the back of this paper. These areas include:

- ◆ a corridor of suburbs extending south west from Brisbane City towards Ipswich;
- ◆ suburbs around Beenleigh;
- ◆ emerging areas such as Caboolture;
- ◆ the Sunshine Coast; and
- ◆ rural areas such as Gatton and Boonah¹³⁹.

Providing services to these areas is a major challenge to governments.

The following actions in *Transport 2007* refer to the trial or provision of new services, extension of existing services to new areas or the investigation or planing of future transport corridors over the next six years:

- ◆ 14.56 Introduce new services (all stops and express) Mango Hill to Brisbane CBD.
- ◆ 14.64 Extend existing services: Shailer Park to Browns Plains to Ipswich via Forest Lake, Springfield and Redbank Plains; Springwood Mall to Wacol via Sunnybank Hills, Algester and Inala; Ferny Grove to Albany Creek via Strathpine and Brendale.
- ◆ 14.65 Investigate the introduction of new local feeder services: Ripley to Ipswich; Murarrie to Port of Brisbane.
- ◆ 14.69 Investigate and introduce new services: Mapleton to Nambour; Maleny to Landsborough.
- ◆ 14.73 Introduce new Trainlink bus service from Robina to Coolangatta to coordinate with improved frequency of Gold Coast rail line services.
- ◆ 14.74 Ferry services Broadwater to Broadbeach – Complete planning and seek private sector investment.

¹³⁸ Gamin, submission no. 73, p.2 (regarding Gold Coast Hospital); Kelly, submission No. 59, p.4 (regarding TAFE colleges on the Sunshine Coast).

¹³⁹ Murray *et al* (1998), pp.18-9.

- ◆ 14.76 Toowoomba – Complete public transport projects and service improvements as identified in the Eastern Downs Integrated Regional Transport Plan.
- ◆ 14.78 Trial a Transit 21-type service on the western side of the Gold Coast and expand to other suitable areas.
- ◆ 14.90 Rail extension to Browns Plains – Investigate.
- ◆ 14.91 Beerwah to Maroochydore public transport corridor (CAMCOS) – Plan and preserve.
- ◆ 14.92 Robina to Coolangatta rail extension – Plan and preserve.

The committee welcomes these planned initiatives for the next six years. However, it suggests that much greater emphasis is required to sooner address the needs of transport disadvantaged residents of SEQ.

PROVIDING MORE RESIDENTS WITH REASONABLY ACCESSIBLE SERVICES

An obvious measure to increase the availability of accessible public transport services is to improve the integration of cycling with public transport services¹⁴⁰. A number of submissions proposed measures to achieve this such as the provision of bicycle carry racks on buses and the increased availability of bicycle lockers at Citytrain stations¹⁴¹. The committee notes that *Transport 2007* proposes a range of actions to integrate cycling with public transport services¹⁴². The committee welcomes these initiatives.

The committee suggests that other more innovative approaches to the provision of services may be needed to better meet the needs of transport-disadvantaged areas including:

- ◆ making school bus services available to members of the public¹⁴³;
- ◆ allowing bus operators to sub-contract low-patronage services to taxis¹⁴⁴;

¹⁴⁰ Bicycle Institute of Queensland, submission no. 48, pp.2-3; Department of Tourism and Racing, submission no. 13, pp.1-2.

¹⁴¹ Ibid, Queensland Rail, submission no. 46, p.14; Redlands Shire Council, correspondence, 21 January 2000..

¹⁴² See Queensland Transport (2001) *Transport 2007 – An Action Plan for South East Queensland*, pp. 51-4.

¹⁴³ McMurray, submission no. 36, p.2.

¹⁴⁴ Croft, Logan City Council, hearing transcript, 19 May 2000, p.84; Koffsovitz, submission no. 31, p.5.

- ◆ allowing limousine operators to provide supplementary taxi services at high demand times and locations¹⁴⁵;
- ◆ more flexible tendering for routes¹⁴⁶;
- ◆ allowing more innovative models of taxi ride-sharing¹⁴⁷; and
- ◆ allowing commuters to access Tilt Train services to the Sunshine Coast¹⁴⁸.

Conclusions:

The committee concludes that priority should be given to extending public transport services across SEQ.

The committee also concludes that measures to facilitate the carriage of bicycles on public transport vehicles and the safe storage of bicycles at public transport stations and interchanges should be implemented as a priority.

Also related to the availability of public transport services is the issue of concessions to offset fare costs for low-income groups.

There is no common policy applying to the provision of fares concessions on SEQ public transport. Public transport operators in SEQ set their own concessions policies. As such, the fares concessions vary significantly between operators and travel modes. As noted above, many students and the unemployed enjoy no concessions. The committee notes in particular the plight of students required to commute daily on inter-city bus services to attend classes and the unemployed who receive minimal income support, are expected to actively seek work yet are obliged to fund their own travel to and from job interviews.

A further group experiencing difficulties are the carers/attendants for people with disabilities. The committee was told of the difficulties faced by people with mobility impairments or visual impairments who require an attendant to travel¹⁴⁹. The additional cost

¹⁴⁵ Department of Tourism and Racing, submission no. 13, p.3.

¹⁴⁶ See Pekol, Institution of Engineers, hearing transcript, 14 April 2000, p.59.

¹⁴⁷ Department of Tourism and Racing, submission no. 13, p.3, and Logan City Council, submission no. 14, p.5.

¹⁴⁸ Daley, submission no.76, p.1; Hutchison, submission no. 77, p.2

¹⁴⁹ See Leigh, Queensland Council of Social Services, hearing transcript, 14 April 2000, p.29; Horne, Cerebral Palsy League of Queensland Inc., hearing transcript, 14 April 2000, p.55.

of fares for their carers/attendants is a significant disincentive for travel for people in these groups.

Conclusions:

The committee concludes that a central policy on fares concessions for SEQ public transport is warranted, and that the need for fares concessions for students, the unemployed and carers/attendants for people with disabilities should be investigated.

INTEGRATED TICKETING

Perhaps as a direct result of institutional constraints, Queensland Transport has been unsuccessful in implementing a number of critical 'soft' solutions to the region's transport problems. These include improvements to the coordination and integration of the system, and the completion of specific projects such as integrated ticketing¹⁵⁰.

Integrated ticketing is common ticketing for all modes without penalties for modal transfers. Despite efforts since the early 1990s, a comprehensive integrated ticketing system for the region's public transport is still several years away.

Integrated ticketing systems are common in other capital cities. The South Australian Government introduced integrated ticketing to Adelaide's public transport system in 1972¹⁵¹.

According to the Brisbane City Council, Integrated ticketing is vital. In her evidence, Councillor Maureen Hayes, Chairperson of the council's Transport and Major Projects Committee, highlighted the public's frustration at the delays in the introduction of this important reform:

We will never get anywhere until we have integration so you can have the same ticket. People who elect me are always saying to me, "Why don't you hand out a paper ticket which can be used on anything?" That is integrated ticketing. But when we bureaucratically say "integrated ticketing", everyone groans. We have been working on it for 10 years and we cannot get it done. There is a perception in the public about that, which I believe, is right. Why can't you have one ticket and use it wherever you like?¹⁵²

¹⁵⁰ Elliott, Property Council of Australia, hearing transcript, 19 May 2000, p.70.

¹⁵¹ Mees, University of Melbourne, hearing transcript, 14 April 2000, p.40.

¹⁵² Hayes, Brisbane City Council, hearing transcript, 19 May 2000, p.78.

Queensland Transport's problems with integrated ticketing include the introduction of separate, incompatible electronic ticketing systems in the mid-1990s by the Brisbane City Council for its 600 buses and Queensland Rail for its Citytrain network. The Federal Government assisted with \$7 million in funding for the project from the Australian Land Transport Development Fund¹⁵³. Queensland Rail and the Brisbane City Council (Brisbane Transport) remain the largest operators in the region and continue to use different fare structures and ticketing¹⁵⁴. A common fare structure and business rules are essential for integrated ticketing.

Queensland Transport assured the committee that it is working to establish a common smart-card ticketing system for most services in SEQ. The department expects the system to be in place by 2003, and fully implemented by 2005, subject to Cabinet approval. The department also advised that it is taking further measures to investigate the earlier introduction of a paper-based ticketing system¹⁵⁵.

Conclusion:

The committee concludes that integrated ticketing should be implemented as soon as possible in SEQ.

DATA ON TRAVEL BEHAVIOUR IN SEQ

A number of submissions and other evidence commented on the need for better and more recent travel data for SEQ¹⁵⁶. As noted by the Northern Sub-Regional Organisation of Councils (NORSROC) in their submission, the veracity of data used to underpin the planning for billions of dollars worth of transport infrastructure is critical.

The data used by Queensland Transport for transport planning includes information on traveller behaviour,

¹⁵³ Queensland Transport (1993) *Annual Report 1992 - 1993*, p.19.

¹⁵⁴ The exceptions are the *South East Explorer*, a 24 hour ticket providing unlimited travel on Citytrain, Brisbane Transport and participating bus services operating in parts of the region, and the *1,2,3 Ticket* that allows travel on Citytrain and Brisbane Transport services over a 2 hour period. Both tickets were introduced in 1998.

¹⁵⁵ Queensland Transport, correspondence, 13 September 2001.

¹⁵⁶ NORSROC, submission no. 83, p.2; Draca, University of Queensland, hearing transcript, 14 April 2000, pp.13-4; Bain, Pine Rivers Shire Council, hearing transcript, 19 May 2000, p.77; Public Transport Alliance, submission no. 52, p.8; Davis, University of Queensland, hearing transcript, 19 May 2000, p. 10; Elliott, Property Council of Australia, hearing transcript, 19 May 2000, p.73.

ie how many times a day people travel, their origins and destinations, information on their movements and their travel in peak and off-peak periods¹⁵⁷. This data is collected through surveys commissioned by Queensland Transport. The department and its predecessors have conducted Household Travel Surveys in SEQ since the 1960s. The most recent of these was during the period 1992-94.

Most transport modelling in SEQ is predicated on the analysis of Australian Bureau of Statistics demographic data and household travel survey data collected in 1994 or previously. Both the IRTP released in 1997 and *Transport 2007* finalised this year by Queensland Transport were based on old data. It was suggested to the committee that old data may not accurately reflect the substantial population growth and movements in the region that have occurred since 1996. The Queensland Council of Social Services in their submission state that old data may also not reflect changes in work patterns or the need for cross-suburban travel and services outside the Monday - Friday 9am - 5pm block¹⁵⁸. As a consequence, assumptions in the IRTP and *Transport 2007* about travel behaviour may be incorrect resulting in fundamental weaknesses in these plans.

The committee also heard that better data is needed about the trips generated by the Brisbane CBD and whether peak period (road) congestion is because of CBD-generated work or cross-city traffic¹⁵⁹.

The department's *Transport 2007* plan proposes that 'regular' travel surveys in south east Queensland be conducted, though the timeframe and details are not specified. Queensland Transport will shortly commence a further household travel survey in SEQ costing \$1 million over a 3-4 year period, in conjunction with local government¹⁶⁰. The Department of Main Roads, Queensland Rail and the Brisbane City Council have agreed to jointly fund the surveys¹⁶¹.

¹⁵⁷ Broe, Queensland Transport, hearing transcript, 19 June 2000, p.127.

¹⁵⁸ QCOSS, submission no. 75, p.2.

¹⁵⁹ Elliott, Property Council of Australia, hearing transcript, 19 May 2000, pp. 70, 73.

¹⁶⁰ Hon Steve Bredhauer MP, Minister for Transport and Minister for Main Roads, hearing transcript, 12 July 2001, Estimates Committee C.

¹⁶¹ Wilson, Queensland Transport, hearing transcript, 19th June 2000, p.127.

Other evidence discusses the need for more detailed travel data on travel behaviour across the region including:

- the collection of effective data sets to analyse car dependency and public transport use to establish elasticities¹⁶²;
- accessibility modelling in 2001 along with the new transport demand survey¹⁶³;
- revised traffic survey data¹⁶⁴; and
- better data on travel to and through the Brisbane CBD¹⁶⁵.

Conclusions:

The committee concludes that data on the travel behaviour of residents and visitors in SEQ that is recent, comprehensive and accurate is essential for effective transport planning.

The committee invites submissions on measures for the improvement of existing SEQ travel data.

FUNDING FOR PUBLIC TRANSPORT

According to Queensland Transport, public transport is unique amongst urban services in having no systematic, on-going funding base¹⁶⁶. Because of this, public transport funding is problematic.

Queensland Transport's IRTP and the draft *Transport 2007* Vision document released for consultation in 1999 identified significant projected funding shortfalls. These were - \$10-12 billion over 25 years in the IRTP (revised to \$14 billion in 1999) and \$17.5 billion in the draft 2007 Vision, including a funding shortfall of \$4.5 billion or \$500 million per year -mostly for planned public transport related services and infrastructure¹⁶⁷. When released, the *Transport 2007* plan contained initiatives designed to match the indicative funding levels of \$11.25 billion over its life¹⁶⁸.

¹⁶² Draca, University of Queensland, hearing transcript, 14 April 2000, p.8.

¹⁶³ Davis, University of Queensland, hearing transcript, 19 May 2000, p.113.

¹⁶⁴ Bain, Pine Rivers Shire Council, hearing transcript, 19 May 2000, p.77.

¹⁶⁵ See Elliott, Property Council of Australia, hearing transcript 19 May 2000, p.70.

¹⁶⁶ Queensland Transport (1999), *2007 Vision - a draft transport technical paper*, p.166.

¹⁶⁷ Queensland Transport, submission no. 67, Attachment G-8.

¹⁶⁸ Queensland Transport (2001) *Transport 2007 - An action plan for South East Queensland*, p.87.

The lack of funding for public transport services is a fundamental issue, particularly given the access problems discussed in the previous section. According to Queensland Transport, service levels will not improve without extra funding:

...the current level of funding and subsidies for public transport services is barely sufficient to maintain the existing public transport system/services. Because core public transport services cannot be provided by the market on a commercial basis, it is an unavoidable reality the *no* real improvement in network coverage, service frequency or mix can be achieved in the absence of a *real* increase in the level of government funding for service provision¹⁶⁹.

A range of groups made similar comments in their evidence and raised particular concerns about the lack of funding for public transport infrastructure and the IRTP in the future¹⁷⁰.

The committee also noted the lack of involvement by the Federal Government and SEQ local governments in public transport¹⁷¹. The notable exception to this is the Brisbane City Council. Council provides \$25 million annually in recurrent funding to Brisbane Transport for bus services¹⁷².

TRANSPORT SUBSIDIES AND TAXATION

Private vehicle travel in SEQ is heavily subsidised by governments. Queensland Transport provided the committee with a report it commissioned in 1997 on the comparative subsidisation of travel by various modes¹⁷³. The report examines the full cost of different modes of transport.

¹⁶⁹ Queensland Transport, submission no. 67, Attachment G-11.

¹⁷⁰ Lummis, Property Council of Australia, hearing transcript 19 May 2000, p.69; Elliott, Property Council of Australia, hearing transcript, 19 May 2000, p.73; Bain, Pine Rivers Shire Council, hearing transcript, 19 May 2000, p.77; Hayes, Brisbane City Council, hearing transcript, 19 May 2000, p.79; Grose, Gold Coast City Council, hearing transcript 19 May 2000, p.79; Schmidt, Department of Communication, Local Government & Planning & Sport, hearing transcript, 19th May 2000, p.98; Baumann, Member for Albert, hearing transcript, 14 April 2000, p.2; Douglas-Smith, Queensland Bus Industry Council, hearing transcript, 14 April 2000, p.7.

¹⁷¹ Manners, Queensland Conservation Council, hearing transcript, 14 April 2000, p.20; Grose, Gold Coast City Council, hearing transcript, 19 May 2000, p.79.

¹⁷² Brisbane City Council, submission no. 79, p.4.

¹⁷³ Dennis, N. (1997), *Modal Comparison of the Full Cost of Travel*, Report for Queensland Transport (Unpublished).

It concludes that:

- ◆ 40 percent of the full costs of car travel are external costs, not paid for by the traveller; and
- ◆ effectively the cost of car travel in peak period is heavily subsidised, while public transport would be able to pay the full costs and still make a profit in the peak period¹⁷⁴.

On top of subsidies paid by governments, taxation policy appears to reward car use. Under the Commonwealth's *A New Tax System*, introduced in July 2000, the cost of purchasing a private motor vehicle was estimated to fall by 8 percent¹⁷⁵. Further Fringe Benefits Tax (FBT) concessions are available to those people able to include a motor vehicle as part of their salary package. Under the rules, people paying the highest marginal tax rate and who travel furthest (over 40,000km/annum) gain the greatest advantage. Table (4) below shows how the *Statutory Percentage* that is applied to the cost of the vehicle to calculate car fringe benefit tax payable decreases as the annual vehicle mileage travelled increases¹⁷⁶.

Table 4: Annualised Driving Distance and 'Statutory Percentage' Rates for Calculation of Car Fringe Benefits Tax Liability

Kilometres Travelled in an FBT Year	Statutory Percentage
0 to 14,999	26%
15,000 to 24,999	20%
25,000 to 40,000	11%
Over 40,000	7%

Source: Based on information contained in Australian Taxation Office (2000) *Fringe Benefits Tax (FBT) – A Guide for Employers - 2000*, Chapter 4, p.4.4.

Queensland Transport told the committee that novated leases and salary packaging of motor vehicles encourages driving and reduces incentives to use alternative transport modes¹⁷⁷. According to the

¹⁷⁴ Ibid.

¹⁷⁵ Queensland Transport, correspondence, 31 July 2000, attachment p.13. The correspondence provided results of modelling by PriceWaterhouseCoopers of the effects of the Commonwealth's *A New Tax System*.

¹⁷⁶ Using the Statutory Formula Method, Taxable Value=[(AxBxC)-E]/D where A=the base value of the car, B=the statutory percentage, C=the number of days in the FBT year when the car was used or available for private use of employees, D=the number of days in the FBT year and E=the employee contribution. For further information, refer to Australian Taxation Office (2000) *Fringe Benefits Tax (FBT) – A Guide for Employers - 2000*, Chapter 4, p.4.4.

¹⁷⁷ Queensland Transport, correspondence, 31 July 2000, attachment p.15.

UITP, the International Association of Public Transport, around 40% of the cars on the road in the peak may be either corporately owned or vehicles receiving some form of fringe benefits tax deductions¹⁷⁸.

The Commonwealth's tax reforms in July 2000 increased the tax burden on SEQ public transport operators and passengers. Due to GST, public transport fares increased by between 7 and 8 percent in metropolitan areas¹⁷⁹. Queensland Transport estimates that the added direct costs to consumers for travel when using SEQ public transport is approximately \$13 million per annum¹⁸⁰. Further indirect costs include increased congestion, an increase in the number of motor vehicles, increases in the numbers of accidents and road trauma victims and higher environmental costs¹⁸¹.

The heavy taxation of public transport fares in Australia is at odds with practices in other countries where public transport is either exempt from GST or the tax is levied at a reduced rate. Table (5) below from a submission by the International Association of Public Transport (UITP) provides GST rates for public transport fares and standard tax rates in Australia and ten other countries. From the table, Australia is the only country that levies GST on public transport fares at more than half the standard rate. In Australia GST is levied at the full rate.

Table 5: GST on urban public transport – some international comparisons

Country	Public Transport Rate	Standard Rate
Austria	10.0	20.0
Australia	10.0	10.0
Belgium	6.0	21.0
Finland	8.0	22.0
France	5.5	20.6
Germany	7.0	16.0
Greece	8.0	18.0
Italy	0	20.0
Netherlands	6.0	17.5
Spain	7.0	16.0
United Kingdom	0	17.5

Source: Based on a table from the UITP submission and information published by the Federation of International Trade Associations.

¹⁷⁸ UITP, submission no. 19, p.2.

¹⁷⁹ McShea, Queensland Transport, hearing transcript, 19 June 2000, p.134.

¹⁸⁰ Queensland Transport, correspondence, 31 July 2000, attachment p.14.

¹⁸¹ Ibid, p.15.

The committee notes that the NSW Government has sought support from the Federal Government to amend tax laws to allow highly paid workers to negotiate salary packages with public transport tickets rather than executive cars¹⁸². The committee notes this positive step.

MEASURES TO ADDRESS FUNDING PROBLEMS

Funding is a key issue for public transport in SEQ. Queensland Transport submits that all levels of government need to play a role in the funding of public transport, and the private sector in relation to infrastructure¹⁸³.

To close the projected funding gap, submissions advocate that different approaches to transport funding be considered in the future to meet projected deficits including:

- ◆ a fuel tax¹⁸⁴;
- ◆ user charging for private vehicle use¹⁸⁵;
- ◆ a US-style paradigm shift in transport funding;
- ◆ requiring developers to contribute seed funding for public transport services to green-field developments¹⁸⁶; and
- ◆ funding support for community transport solutions for small communities¹⁸⁷.

Conclusions:

Queensland Transport's funding projections for SEQ transport should be independently reviewed. Alternative sources of funding should be explored.

The State Government should lobby the Commonwealth to extend fringe benefits tax concessions to employer-provided public transport fares and remove GST from public transport fares.

¹⁸² *Sydney Morning Herald*, 'Push for tax sweeteners to take the bus'. 15 September 2001, p.31

¹⁸³ Wilson, Queensland Transport, hearing transcript, 19 June 2000, p.126; PricewaterHouseCoopers, submission no. 47, p.4.

¹⁸⁴ Grose, Gold Coast City Council, hearing transcript, 19 May 2000, p.90; QBIC, submission no. 53, pp.10-11,

¹⁸⁵ Queensland Rail, submission no. 46, p.12.

¹⁸⁶ Douglas-Smith, Queensland Bus Industry Council, hearing transcript, 14 April 2000, p.8.

¹⁸⁷ Knight Noosa Shire Council, hearing transcript, 19 May 2000, p.93.

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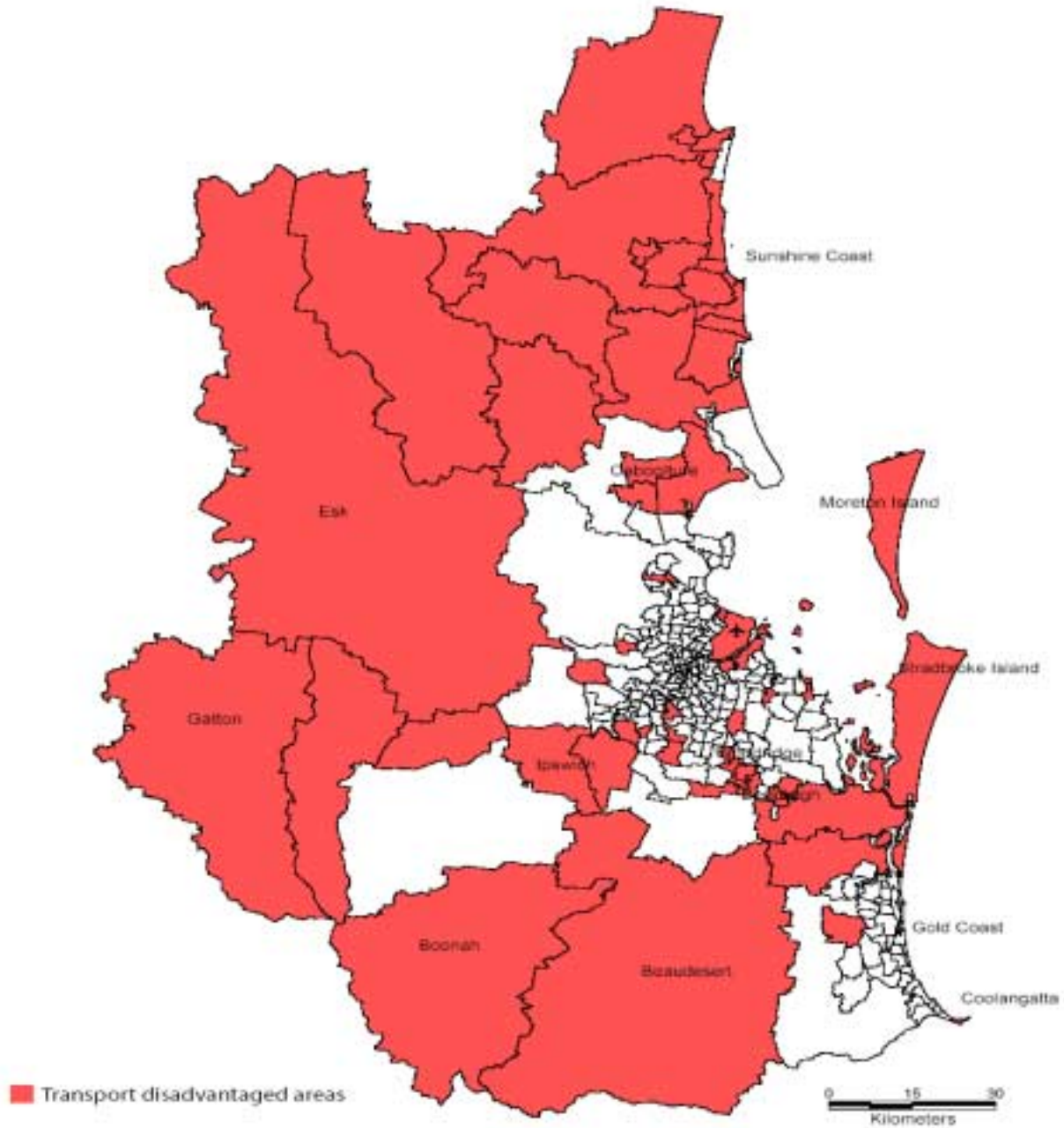
APPENDIX (1)

List of Submissions:

1. Confidential
2. Mr Robert Bromwich
3. Murdoch University – Institute for Sustainability & Technology Policy – Professor Peter Newman
4. Mr D Marshall
5. Boonah Shire Council – Mr Douglas Pennell, Acting CEO
6. Mrs J E Whitham
7. Mr Roy Wynne
8. Ms Julie & Ms Joan Finucane
9. University of Southern Queensland, Faculty of Business, Dr Rod St Hill, Associate Professor in Economics
10. Cerebral Palsy League of Queensland, Mr Brendan Horne, General Manager Disability Programs
11. King & Co – Mr Thomas Richman
12. Mr Thomas Richman
13. Department of Tourism, Sport & Racing – Mr David Williams, Director General
14. Logan City Council – Mr G R Kellar, CEO
15. Triple Bay Development Co – Mr Robert McJannett, Manager
16. Department of Employment, Training & Industrial Relations – Mr R L Marshman, Director General
17. Mr Tim Carter
18. Mr Maurice Wilson
19. International Association of Public Transport – Mr Peter Moore, Executive Director
20. Department of Emergency Services
21. Helensvale Studio Village Family Support Program – Mrs Lorraine Walker
22. Mr Peter Young
23. Helensvale State Primary School – Ms Valerie Faulks, Deputy Principal
24. Helensvale Residents Association – Mr Philip Gray, President
25. Mrs Gail Wedger
26. Ms Lynette Maclure
27. Studio Village Community Centre Inc – Mr Mark Tully, Community Development Worker
28. Ms Gloria Green
29. Australian Federated Union of Locomotive Employees (AFULE) – Mr Raymond Stafford, Divisional Representative
30. Ipswich City Council – Mr Paul Taylor, Roads & Traffic Planning Engineer
31. Mr V L Koffsovitz
32. Queensland Council of Parents & Citizens Associations Inc – Mr Colin Gould, Executive Director
33. Suncoast Pacific (Coastliner Pty Ltd) – Mr R J Wadmore, General Manager
34. Ms H Williams
35. Redland Shire Council - Mr Keith Ingerman
36. R McMurray
37. Taxi Council of Queensland Inc – Mr A J Goodridge, Executive Director
38. Mr Peter Dawson
39. St Johns Ambulance – Community Participation & Assisted Transport Project – Ms Sandy Dore, Coordinator
40. Mr Gloria Cumming
41. Raine & Horne Pomona – Mr Ted Beadnell, Principal
42. Mr Ray Sasunders
43. Mr Neil Bruce
44. Mater Misericordiae Hospitals – Ms Jane Yacopetti, Deputy CEO (Development)
45. Mrs Mary Rosenberg
46. Queensland Rail – Mr Vince O'Rourke, CEO
47. PriceWaterhouseCoopers – Ms Annabelle Murray-Smith, Manager Services Industry
48. Bicycle Queensland Inc – Mr Ben Wilson
49. Mr Carolyn La Motte
50. Queensland Conservation Council – Mr Eric Manners
51. University of Melbourne – Dr Paul Mees, Lecturer in Transport Planning, Urban Planning Program
52. Public Transport Alliance – Mr Michael Yeates
53. Queensland Bus Industry Council – Ms Lorriane Douglas-Smith, Executive Director
54. Clark's Logan City Bus Service (Queensland) Pty Ltd – Mr Reg & Mrs Yvonne Clark, Directors
55. Department of Local Government & Planning
56. Mr Maurice Wilson
57. Housing Queensland – Ms Linda Apelt, Director General
58. The Paraplegic & Quadriplegic Association of Queensland Inc – Mr John Mayo, Manager Community Relations
59. Noosa Council – Mr John Kelly, Community Services Director
60. Mr Bill Baumann MLA – Member for Albert
61. Department of Equity and Fair Trading – Ms Marg O'Donnell, Director General
62. Department of Families, Youth & Community Care – Mr Ken Smith, Director General
63. The Institution of Engineers, Australia – Mr Richard Moore, Executive Director, Queensland Division
64. The University of Queensland, Department of Economics – Professor John Mangan, Director, Centre for Economic Policy Modelling
65. Motorcycle Riders' Association Queensland Inc – Mr Stuart Mason, Vice President & Chairman, Road Safety Sub-committee
66. Confidential Submission
67. Queensland Transport, Mr Bruce Wilson, Director-General
68. Gold Coast City Council – Mr Warren Rowe, Director Planning, Environment & Transport
69. Queensland Police Service – Deputy Commissioner R N McGibbon, Executive Director – Operations
70. Department of Main Roads – Mr Jim Varghese, Director General
71. Confidential Submission
72. Ipswich Women's Health Centre & Sexual Assault Service – Ms Gillian Myers & Ms Natalie Van Der Toom
73. Mrs Judy Gamin MLA, Member for Burleigh
74. Ms Mary Shepherd
75. Queensland Council of Social Services Inc – Ms Jennifer Leigh
76. Mr John Daly
77. Mr Peter Hutchinson
78. The Moreton Bay Islands Ratepayers Association – Mrs Lyn Drew
79. Brisbane City Council – Mr Ken Deutscher, Manager Transport & Traffic, Urban Management Division
80. The University of Queensland, Department of Geographical Sciences & Planning – Mr Rex Davis
81. The Royal Automobile Club of Queensland Limited – Mr Gary Fites, General Manager, External Relations
82. Strategic Liaison Committee (SLC), Independent Advisory Committee to the Transport & Main Roads Portfolio
83. Northern Sub-Regional Organisation of Councils
84. Hans L Westerman AM, Emeritus Professor of Town Planning, University of New South Wales, Adjunct Professor, Griffith University.
85. Confidential Submission
86. Markuss & Friends of the Schizophrenia Fellowship SE Qld.
87. Office of Women's Policy Ms Stephanie Belfrage, Executive Director

APPENDIX 2.

Figure (1). Transport disadvantaged areas of South East Queensland.



Source: Murray, A.T. & Davis, R. (2001) Equity in Public Transportation Service Provision, Journal of Regional Science (Blackwell Publishers: London).

GUIDELINES FOR MAKING A SUBMISSION

- There is no prescribed form for written submissions to a committee. They may take the form of a letter or a more substantial paper and may contain facts, opinions, arguments and recommendations for action.
- The best submissions are to the point, supported by evidence and are written in plain English.
- The committee will only consider written submissions. Typed or printed text is preferable, though legible hand-written submissions are acceptable.
- All submissions must include (i) the name, (ii) a postal address and (iii) a contact telephone number of the person who makes the submission.
- Submissions must be signed and dated by the person making the submission. The original copy of the submission should be sent to the committee.
- Number the pages and, if the submission is over twenty pages long, provide a brief summary at the front and include a table of contents.

CONFIDENTIAL SUBMISSIONS

- Anonymous submissions will not be considered, however, the committee may direct that a submission be treated confidentially.
- If you want your submission to be treated confidentially, clearly write 'confidential' on each page and, in a brief covering letter explain why your submission should be treated confidentially.

OTHER MATTERS

- **Once the committee receives a submission it must not be published without the committee's authorisation.** Publication of a submission without the committee's permission may jeopardise its protection by parliamentary privilege and may amount to a contempt of parliament.
- If you make a submission, the committee may invite you to appear at a public hearing. Questioning at a public hearing allows the committee to examine particular issues in detail.

All submissions should be sent to:

*The Research Director
Travelsafe Committee
Parliament House
Brisbane QLD 4000*

THE CLOSING DATE FOR SUBMISSIONS IS FRIDAY, 25 JANUARY 2001

EXTENSIONS TO THE CLOSING DATE MAY BE GIVEN. IF YOU NEED MORE TIME TO MAKE A SUBMISSION CONTACT THE COMMITTEE SECRETARIAT. DO NOT ASSUME THAT A LATE SUBMISSION WILL BE ACCEPTED.

For further information contact the committee secretariat on:

Phone (07) 3406 7908
Fax (07) 3406 7070
E-mail tsafe@parliament.qld.gov.au

This paper and other committee publications are on the committee's internet site at:
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Miss Elisa Roberts MP, Member for Gympie
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SECRETARIAT

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Mr Tim Moroney Senior Research Officer
Ms Tamara Reader Executive Assistant

