

Report No. 38, December 2002

***Public Transport in South East Queensland***







LEGISLATIVE ASSEMBLY OF QUEENSLAND

PARLIAMENTARY TRAVELSAFE COMMITTEE

**PUBLIC TRANSPORT  
IN  
SOUTH EAST QUEENSLAND**



# **PARLIAMENTARY TRAVELSAFE COMMITTEE**

## **50TH PARLIAMENT**

### **1<sup>ST</sup> SESSION**

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<b>DEPUTY CHAIRMAN:</b>	Hon. Vince Lester MP, Member for Keppel
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<sup>1</sup> The committee thanks current and former staff of the Travelsafe Committee Secretariat for their assistance with this inquiry: Mrs Maureen Coorey (Nee McClarty), Mr Rob Hansen; Miss Tania Jackman; Mrs Gillian Keir; Mr Rob McBride; Mr Tim Moroney; and Mrs Tamara Vitale.

## ***Foreword***

The report presents the findings from the committee's review of the South East Queensland public transport system. This is one of two substantial inquiries commenced but not completed by the Travelsafe Committee of the 49<sup>th</sup> Parliament. The report comprises six parts.

Part (1) outlines the terms of reference, inquiry processes and the responsibilities of ministers with portfolio responsibility for issues that are the subject of recommendations.

Part (2) discusses the context for the inquiry. The region's public transport is part of a larger transport system that supports the daily activities of 2.4 million residents in the state's fastest growing region. Included in this part are discussions of changing population demographics, the effects of urban sprawl and car dependency.

Part (3) discusses the importance of public transport to the region. Topics discussed in this part include the dependency of transport-disadvantaged groups on public transport, transport and the economic performance of the region and the environmental and health benefits of public transport.

Part (4) describes the region's public transport system and its effectiveness and efficiency using a range of economic and social justice indicators.

Part (5) discusses twelve systemic problems and possible solutions the committee has identified. These include management issues, policy coordination, performance monitoring and funding.

Part (6) presents a summary of the committee's conclusions. The committee makes twenty-six recommendations for the government to implement to improve the region's public transport.

The committee thanks Queensland Transport, other agencies of the government, the region's councils and their coordinating groups and the many non-government groups and individuals who provided submissions, participated in hearings or provided the committee and its staff with expert advice.

I commend the report to the House.

Mr Jim Pearce MP  
Chairman

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## ABBREVIATIONS

ABBREVIATION	DEFINITION
AAA	Australian Automobile Association
ALGA	Australian Local Government Association
ATC	Australian Transport Council
ATSB	Australian Transport Safety Bureau (formerly FORS)
BTE	Bureau of Transport Economics (now BTRE)
BTRE	Bureau of Transport and Regional Economics (formerly BTE)
DMR	Department of Main Roads Queensland
FORS	Federal Office of Road Safety (now ATSB)
FYCCQ	Families, Youth and Community Care Queensland
GCCC	Gold Coast City Council
IRTP	Integrated Regional Transport Plan for South East Queensland
LATM	Local Area Traffic Management
LGA	Local Government Authority
LGAQ	Local Government Association of Queensland Inc
NORSROC	Northern Subregional Organisation of Councils
OECD	Organisation for Economic Co-operation and Development
PKM	Passenger Kilometres
QT	Queensland Transport
SEQ	South East Queensland
US/USA	United States of America



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## **PART 1 ~ INTRODUCTION**

### **THE TRAVELSAFE COMMITTEE**

1. The 50<sup>th</sup> Legislative Assembly appointed the Travelsafe Committee on 2 May 2001 to monitor, investigate and report on all aspects of road safety and public transport in Queensland, in particular:
  - (1) issues affecting road safety including the causes of road crashes and measures aimed at reducing deaths, injuries and economic costs to the community;
  - (2) the safety of passenger transport services, and measures aimed at reducing the incidence of related deaths and injuries; and
  - (3) measures for the enhancement of public transport in Queensland and reducing dependence on private motor vehicles as the predominant mode of transport.
2. The inquiry into public transport in South East Queensland (SEQ) was commenced by the Travelsafe Committee of the 49<sup>th</sup> Parliament.
3. The Travelsafe Committee of the 50<sup>th</sup> Parliament resolved to complete this work.

### **Terms of Reference for the Inquiry**

4. The terms of reference for the inquiry, set by the Travelsafe Committee of the 49<sup>th</sup> Parliament, were to examine and report on:
  - the importance of public transport to the 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.
5. 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.
6. The committee used a Queensland Transport definition for SEQ as follows:

SEQ extends from Noosa in the north, west to Toowoomba (including Toowoomba city) and south to the NSW border. It comprises the local government areas of: Beaudesert; Beenleigh; Boonah; Brisbane; Caboolture; Caloundra; Esk; Gatton; Gold Coast; Ipswich; Kilcoy; Laidley; Logan; Maroochy; Noosa; Pine Rivers; Redcliffe; Redlands; and Toowoomba. Combined, these areas comprise 1.3 percent of the state's total area and are home to almost two-thirds of its population.

## Inquiry Process

7. The Travelsafe Committee of the 49<sup>th</sup> Parliament commenced the inquiry in November 1999. To publicise the inquiry the committee:
  - placed advertisements in SEQ newspapers (a copy of the advertisement is shown in Appendix (A));
  - 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 distributed over 500 copies to members of parliament, government agencies, community groups and other stakeholders;
  - posted the information paper on the Parliament of Queensland internet site – [www.parliament.qld.gov.au](http://www.parliament.qld.gov.au);
  - wrote to organisations and individuals likely to have a substantial interest in SEQ public transport to advise them of the inquiry and invite submissions.
8. The committee held public hearings in Brisbane on 14 April, 19 May and 19 June 2000. The 19 May hearing included a round-table session with representatives from SEQ local governments. Witnesses at the hearings were examined on their written submissions and other issues under investigation. A list of those who appeared is at Appendix (B). The hearing transcripts are available from the committee secretariat and via the Internet at: <http://www.parliament.qld.gov.au/committees/travel.htm>
9. The 49<sup>th</sup> Parliament was dissolved on 23 January 2001. Under the Standing Orders of the Legislative Assembly, the Travelsafe Committee of the 49<sup>th</sup> Parliament ceased to exist on this date.
10. The Travelsafe Committee of the 50<sup>th</sup> Parliament, appointed on 2 May 2001, resolved to complete the inquiry into public transport in SEQ. In December 2001, the committee circulated *Issues Paper No. 6: Public Transport in South East Queensland - Interim Findings* based on the evidence gathered by the former committee. The committee wrote to groups and individuals who made first-round submissions inviting them to update their information. Twenty departments, organisations and individuals made further written submissions.
11. Overall, the inquiry attracted 108 written submissions. These are listed at Appendix (C).
12. This report reflects evidence collected by the Travelsafe Committees of the 49<sup>th</sup> and 50<sup>th</sup> Parliaments.

## RESPONSIBILITY OF MINISTERS

13. This report makes recommendations for the government to implement. *The Parliament of Queensland Act 2001* (the *Act*) requires ministers to provide written responses to these recommendations to Parliament.
14. ‘Section 107 – Ministerial response to committee report’ of the *Act* states:

### 107. Ministerial response to committee report

- (1) This section applies if—
  - (a) a report of a committee, other than the Scrutiny of Legislation Committee, recommends the government or a Minister should take particular action, or not take particular action, about an issue; or
  - (b) a report of the Members’ Ethics and Parliamentary Privileges Committee recommends a motion be moved in the Assembly to implement a recommendation of the committee.
- (2) The following Minister must provide the Assembly with a response—
  - (a) for a report mentioned in subsection (1)(a)—the Minister who is responsible for the issue the subject of the report;
  - (b) for a report mentioned in subsection (1)(b)—the Premier or a Minister nominated by the Premier.
- (3) The response must set out—
  - (a) any recommendations to be adopted, and the way and time within which they will be carried out; and
  - (b) any recommendations not to be adopted and the reasons for not adopting them.
- (4) The Minister must table the response within 3 months after the report is tabled.
- (5) If a Minister can not comply with subsection (4), the Minister must—
  - (a) within 3 months after the report is tabled, table an interim response and the Minister’s reasons for not complying within 3 months; and
  - (b) within 6 months after the report is tabled, table the response.
- (6) If the Assembly is not sitting, the Minister must give the response, or interim response and reasons, to the Clerk.
- (7) The response, or interim response and reasons, is taken to have been tabled on the day they are received by the Clerk.
- (8) The receipt of the response, or interim response and reasons, by the Clerk, and the day of the receipt, must be recorded in the Assembly’s Votes and Proceedings for the next sitting day after the day of receipt.
- (9) The response, or interim response and reasons, is a response, or interim response and reasons, tabled in the Assembly.
- (10) Subsection (1) does not prevent a Minister providing a response to a recommendation in a report of the Scrutiny of Legislation Committee if it is practicable for the Minister to provide the response having regard to the nature of the recommendation and the time when the report is made.
 

*Example—*

If the committee recommends that a Bill be amended because, in the committee’s opinion, it does not have sufficient regard to fundamental legislative principles and the Bill has not been passed by the Assembly, it may be practicable for the Minister to provide a response.
- (11) Subsection (6) does not limit the Assembly’s power by resolution or order to provide for the tabling of a response, or interim response and reasons, when the Assembly is not sitting.
- (12) This section does not apply to an annual report of a committee.



## PART 2 ~ CONTEXT FOR THE INQUIRY

### THE BOOMING SOUTH EAST QUEENSLAND REGION

#### Population growth, trends and impacts

15. 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. In area, SEQ comprises 1.3 percent of the state.
16. 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 people.<sup>2</sup> The average population growth during these 24 years was nearly 46,000 people annually.
17. With a current population of 2.4 million people, SEQ is home to seven of the state's ten fastest growing local government areas (LGAs).<sup>3</sup> Current trends suggest that, by 2011, SEQ will be home to 3 million people, a 50 percent increase from the 1990 population.<sup>4</sup> Within SEQ, Brisbane City and Gold Coast City are expected to record the largest population increases, however absolute increases projected for the Sunshine Coast will equal those in Brisbane by 2021.<sup>5</sup>
18. The population increase has spurred a corresponding growth in the number of households at a rate of 2.8 percent per annum. If current trends prevail, SEQ will have an additional 260,000 households by 2007. While the number of households is growing, household size is actually decreasing.<sup>6</sup>
19. SEQ's population is also ageing. Older people, aged 65 or older, comprise the fastest growing segment of the population. Over the next 50 years, the ratio of older adults to those of working age is expected to double.<sup>7</sup>
20. The largest population increases in Brisbane over the past decade have occurred in outer suburbs more than 14 kilometres from the GPO. This has been in greenfield developments in areas such as Doolandella-Forest Lake and Calamvale. Demand for inner city living, and the inner city population of Brisbane has also increased.<sup>8</sup>
21. According to *Transport 2007: An Action Plan for South East Queensland*, a medium-term transport plan prepared by Queensland Transport, envision settlement and social patterns in SEQ will feature slightly more concentrated centres, diverse and dispersed employment and more emphasis on meeting multiple needs locally.<sup>9</sup> This trend is not unique to SEQ. Surveys of urban travel patterns across organisation for Economic Cooperation and Development (OECD) member countries around the world suggest that populations and jobs in many cities continue to move outward from central areas to the urban periphery and low-density areas beyond. Similarly, commercial development on the

<sup>2</sup> Department of Local Government and Planning, *Population Trends and prospects for Queensland*, 2001 edn, DLGP, Brisbane, 2001, p.44.

<sup>3</sup> id., *Queensland Population Update*, no.3, DLGP, Brisbane, 2001, pp1,3.

<sup>4</sup> Schmidt, Department of Local Government & Planning, hearing transcript, 19 May 2000, p.94.

<sup>5</sup> Department of Local Government and Planning 2001, *Population Trends and Prospects for Queensland*, p.52.

<sup>6</sup> Queensland Transport, submission no.67, p.B-1.

<sup>7</sup> Queensland Department of Local Government and Planning, *Ideas Book: Notes from an SEQ 2021 Sustainability Workshop*, DLGP, Brisbane, 2001, p.27.

<sup>8</sup> Department of Local Government and Planning, *Queensland Population update*, loc. cit.

<sup>9</sup> Queensland Transport, *Transport 2007: An Action Plan for South East Queensland*, QT, Brisbane, 2001, p.3.



fringes of cities continues to expand, with growing competition among urban and suburban areas for development.<sup>10</sup>

## URBAN SPRAWL

22. As noted above, SEQ has experienced several decades of sustained, high-level growth. Coupled with this, residential development has spread out from the region's cities at alarming rates – a phenomenon 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 housing.<sup>11</sup> Coastal SEQ is rapidly becoming one giant conurbation.
23. In SEQ, an estimated 5,000 hectares of rural zoned land was rezoned to urban or rural residential between 1996 and 1999.<sup>12</sup> Nationally, urban sprawl has consumed more than a million square kilometres of rural lands.<sup>13</sup>
24. 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 mobility.<sup>14</sup>
25. As a result, more and more people are travelling more often and over longer distances in SEQ. Travel by private vehicle, as a driver or passenger, is the predominant mode of travel. Often it is the only feasible mode of travel. Queensland Transport estimates that over 78 percent of all trips in the region are now undertaken in private vehicles.<sup>15</sup> Road travel demand is predicted to almost double by 2007 from 47 to 93 million kilometres per day, with a 71 percent increase in total car trips projected by 2011.<sup>16</sup> Households with cars are typically more mobile than car-less households.<sup>17</sup>

## CAR DEPENDENCY

26. 'Car dependency'<sup>18</sup> has connotations beyond the mere over-reliance on cars. It is also a powerful driver of government policy. Sustainable transport advocates such as Murdoch University's Professor Peter Newman and Dr Jeff Kenworthy, describe car dependency 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 become increasingly peripheral, marginal, or nonexistent until there are no real options for passenger travel other than the automobile.<sup>19</sup>

<sup>10</sup> Organisation of Economic Cooperation and Development, 'Implementing sustainable urban travel policies: Key messages for Governments', in *European Conference of Ministers of Transport*, OECD, Paris, 2002, p.8.

<sup>11</sup> Elliott, Property Council of Australia, hearing transcript, 19 May 2000, p.68.

<sup>12</sup> Department of Primary Industries, *Rural futures SEQ 2021 - Consultation draft 8 July to 16 August 2002*, DPI, Brisbane, 2002, p.24.

<sup>13</sup> M Buxton, 'Melbourne's Choice – green belt or urban sprawl', *The Age*, 1 October, 2002, opinion p.15.

<sup>14</sup> Nationally, passenger kilometres (PKM) in urban areas grew by 2.8 percent per annum between 1971-2001. The urban transport task is predicted to grow from 181.5 billion pkm to 235.9 pkm by 2020, at an average growth rate of 1.3 percent. See Bureau of Transport and Regional Economics, *Greenhouse Emissions from Australian Transport: Trends to 2020*, DOTARS, Canberra, 2002, p.16.

<sup>15</sup> Queensland Transport, *Integrated Regional Transport Plan for South East Queensland*, QT, Brisbane, 1997, p.2.

<sup>16</sup> Queensland Transport, *Transport 2007 – An Action Plan for South East Queensland – Technical Working Paper* (draft), QT, Brisbane, 2001, p.8.

<sup>17</sup> Freeman, Logan City Council, hearing transcript, 19 May 2000, p.76.

<sup>18</sup> 'Car dependency' is often described in US literature as 'automobile dependency'.

<sup>19</sup> P Newman and J Kenworthy, *Sustainability and Cities – Overcoming Automobile Dependence*, Island Press, Washington, DC, 1999, p.334.

27. In SEQ, the car has radically influenced the structure of urban areas fostering even greater car dependence.<sup>20</sup> The committee suggests the car is now a defining element of the SEQ lifestyle or, as described by Councillor Maureen Hayes, Chair of the Brisbane City Council's Transport and Major Projects Committee, a deeply entrenched cultural icon that has dominated transport thinking.<sup>21</sup>
28. SEQ is heavily car-dependent. As noted above, almost 4 out of every 5 trips in SEQ are by cars. Car trips are expected to increase by 830,000 trips per day by 2007.<sup>22</sup> In the future, a growing proportion of the adult population who are of driving age will drive, particularly women. Queensland Transport 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 1996.<sup>23</sup>

### Car dependency, roads and costs

29. The explosion in car use is a major driver of the demand for, and cost of, road infrastructure. It also increases the costs of externalities such as pollution, congestion and accidents. The growth in mobility, vehicle ownership and driving also impact on travel speeds and trip times. Queensland Transport predicts a 39 percent decline in average vehicle speed by 2007, and a doubling in the average time per trip by 2011 based on current trends.
30. SEQ councils acknowledge the wider implications for their regions and for sustainable transport. In their submission, the Northern Subregional Organisation of Councils<sup>24</sup> (NORSROC) notes:
- Continuing urban sprawl, the expectation that outlying urban areas act simply as 'dormitories' rather than supporting economic activities, and increasing car dependence conspire to undermine the prospects of an effective balanced and sustainable transport network.<sup>25</sup>
31. Providing infrastructure for car dependency is expensive. Spending on roads dominates transport spending by governments in Australia. 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 period.<sup>26</sup>
32. Spending on roads also dominates government transport expenditure in SEQ. Investment in the region's transport system in 2000/2001 totalled \$1.897 billion. Appendix (D) at the back of this report presents a breakdown of this expenditure, compiled by Queensland Transport. From Appendix (D), \$1.036 billion or 54.6 percent was spent on roads infrastructure (capital and maintenance), planning and administration. \$593 million or 31.3 percent was spent on transport planning, public transport subsidies and infrastructure such as busways. Spending on busways accounted for \$196 million or a third of the total public transport-related expenditure.
33. Studies in other jurisdictions have shown that it is not possible to increase road capacity at a rate to match the expected increase in car use.<sup>27</sup> The Brisbane City Council suggests that no major city in the world has been able to provide space to accommodate all travel demand effectively.<sup>28</sup>

<sup>20</sup> Freeman, Logan City Council, hearing transcript, 19 May 2000, p.76.

<sup>21</sup> M Hayes, 'Strangling Mobility', A Brisbane Institute Forum, Brisbane, 22 October, 2002.

<sup>22</sup> Queensland Transport, *Transport 2007*, pp.4-5.

<sup>23</sup> id., *2007 Vision – Technical Working Paper (draft)*, Queensland Transport, Brisbane, 1999, p.12.

<sup>24</sup> The Councils that make up NORSROC comprise Noosa, Maroochy, Caloundra, Caboolture, Kilcoy, Pine Rivers and Redcliffe.

<sup>25</sup> Northern Subregional Organisation of Councils, submission no.105, p.1.

<sup>26</sup> P Laird, 'Interstate Rail and Road Investment and Access Pricing', *Proceedings of the Australian Transport Research Conference*, Perth, 1999, pp.27-42.

<sup>27</sup> P Goodwin, Car dependence: new research findings, 'Putting the Car in Its Place', paper presented at a transport seminar of the Brisbane City Council, in assoc. with Queensland University of Technology, Brisbane, 1996.

34. 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 that invested heavily in road capacity expansion fared no better in easing congestion than areas that did not.<sup>29</sup> This view is echoed in studies and best practice guidelines by leading transport practitioners and academics.<sup>30</sup> 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 increased usage of, and dependency on, 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 cities.<sup>31</sup>
35. Reducing car dependency is a key transport issue in SEQ. Transport options other than private vehicles and roads need to play a much larger role in SEQ.

## DECLINING PUBLIC TRANSPORT USAGE

36. Linked to urban sprawl and growth in automobile trips in SEQ has been the declining usage of public transport. 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 of trips in 1960<sup>32</sup> to 6.5 percent in 1997.<sup>33</sup> In May 2000, the public transport mode share in the region was approximately 7 percent.<sup>34</sup> The Brisbane City Council's latest transport plan shows that public transport mode share in Brisbane has declined from 11 percent in 1976 to 8 percent in 1992, to an all time low of 6.9 percent of all trips in 2000.<sup>35</sup>
37. Without interventions, the share of trips taken by public transport in SEQ is projected to fall to 6.3 percent of total trips by 2011 on current trends.<sup>36</sup>

## CONCLUSIONS

38. Rapid population growth, accompanying urban sprawl and car dependency pose significant threats to the lifestyle enjoyed by the residents and visitors to the SEQ region. Measures to enhance public transport are vital to reducing car dependency in SEQ.

<sup>28</sup> Brisbane City Council, *Evolution in Motion – Brisbane's Integrated Transport Strategy*, BCC, Brisbane, 1998, p.27.

<sup>29</sup> Surface Transportation Policy Project, *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, 1998, in P, Newman, submission no. 3, p.5.

<sup>30</sup> See VR Vuchic, *Transportation for Liveable Cities*, Centre for Urban Policy Research, New Jersey, 1999.

<sup>31</sup> See I Manning, *The Journey-to- Work*, George Allen and Unwin, Sydney, 1978; Y Zahavi & JM Ryan, *Stability of travel components over time*, Transportation Research Record 750:19-26, 1980; and JW Neff, 'Substitution rates between transit and automobile travel', paper presented at the Association of American Geographers' Annual meeting, Charlotte, North Carolina, April, 1996, in P Newman, submission no. 3, p.7.

<sup>32</sup> Queensland Transport, *Integrated Regional Transport Plan for South East Queensland*, p.18.

<sup>33</sup> id., *2007 Vision – a draft transport technical paper*, p.3.

<sup>34</sup> id., 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.

<sup>35</sup> Brisbane City Council, *Transport Plan for Brisbane 2002-2016*, BCC, Brisbane, 2002, p.4.

<sup>36</sup> Queensland Transport, *The Queensland Road Use Management Strategy*, QT, Brisbane, 2001, p.10.

## PART 3 ~ THE IMPORTANCE OF PUBLIC TRANSPORT

### PUBLIC TRANSPORT AND TRANSPORT DISADVANTAGE

39. Transport is an essential component of modern, independent living, linking home, work, facilities and services in the community. It is the ‘big connector’<sup>37</sup> and one of ten key indicators of public health.<sup>38</sup>
40. 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 them.<sup>39</sup> Public transport is, therefore, a key mechanism of equity in our society.
41. People who need public transport services but do not have sufficient public transport service opportunities may be referred to as ‘transport-disadvantaged.’<sup>40</sup> The transport-disadvantaged groups in SEQ include people with disabilities (people who have permanent or temporary incapacity), the unemployed, people on low incomes, residents in out-lying areas, the elderly, women, carers and young people.<sup>41</sup>
42. Without public transport, people who are transport-disadvantaged in SEQ would not enjoy the same access as other groups to jobs and amenities such as education, health and other services.<sup>42</sup> These transport-disadvantaged groups may also enjoy less social contact with others and less opportunity to participate in community activities.<sup>43</sup> Although ‘transport disadvantage’ is often associated with rural dwellers, recent considerations of disadvantage linked to location have focused on urban sprawl and the fringe areas of major centres.
43. 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 disadvantage.<sup>44</sup>

### Younger people

44. Younger 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.
45. 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 wages.<sup>45</sup> It is also likely that ongoing changes in workforce participation rates will continue to directly impact upon

<sup>37</sup> Paraplegics and Quadriplegics Association of Queensland Inc., submission no. 58, p.1.

<sup>38</sup> Queensland Transport, submission no. 67, p.A-1.

<sup>39</sup> Department of Equity and Fair Trading, submission no. 61, p.2.

<sup>40</sup> AT Murray & R Davis, ‘Equity in Public Transportation Service Provision’, p.5, *Journal of Regional Science*, Blackwell Publishers, London, 2001.

<sup>41</sup> 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.

<sup>42</sup> Queensland Transport, submission, no. 67, p.A-2.

<sup>43</sup> Department of Equity and Fair Trading, submission no. 61, p.2.

<sup>44</sup> See Travers Morgan, *Strategies to Overcome Transport Disadvantage*, Social Justice Research Program into Locational Disadvantage, Department of Prime Minister and Cabinet, AGPS, Canberra, 1992.

<sup>45</sup> Department of Families, Youth and Community Care Queensland, submission no. 62, p.3.

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 exclusion.<sup>46</sup>

46. For young people seeking apprenticeships and traineeships, access to transport to work and college is often a key consideration for prospective employers.<sup>47</sup> For young people, the nature of employment opportunities available to them such as the varying location of work sites and the flexible working arrangements for different apprenticeship and traineeships, combined with the inadequacy of public transport, often means they have little choice but to own and maintain a motor vehicle. This is a substantial financial burden for young people at the commencement of their careers.<sup>48</sup>

## Older people

47. 11.8 percent of the SEQ population is aged over 65 years. This proportion is projected to increase to 16.8 percent by 2021.<sup>49</sup> Compared to younger people, older people are over six times as likely to suffer from mobility handicaps. As the population ages, the number of people with mobility handicaps will increase substantially.<sup>50</sup> Nationally, 40 percent of people over 65 have some mobility handicap.
48. 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 transport.<sup>51</sup> The consultation revealed that many older people do not drive at night, do not drive long distances or do not drive at all.<sup>52</sup> This is especially the case for older women and for people over the age of 70 years.<sup>53</sup> 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 car.<sup>54</sup>
49. Older people who do not have social contact through employment often rely on public transport to help maintain their social links and achieve healthy ageing.<sup>55</sup>

## Women

50. Women of all ages are an important transport-disadvantaged group. Women have less access than men to cars, and fewer older women than older men drive. Average earnings for women continue to be lower than those for men in all occupational groupings. More women than men receive the age pension or sole parent benefit, while fewer women than men receive unemployment allowance and disability support pension.<sup>56</sup>

<sup>46</sup> Department of Families, Youth and Community Care Queensland, Submission no 62, p.2.

<sup>47</sup> Department of Employment, Training and Industrial Relations, submission no. 16, p.2.

<sup>48</sup> Ibid.

<sup>49</sup> Department of Local Government and Planning, *Population trends and prospects for Queensland*, p.55.

<sup>50</sup> Attorney General's Department, Regulation Impact Statement on Draft Disability Standards for Accessible Public Transport, Canberra, January 1999; Section 3.1.3 at <http://law.gov.au/publications/regdisabilityhtm/regdisability.htm#3>.

<sup>51</sup> Department of Families, Youth and Community Care Queensland, submission no. 62, p.2.

<sup>52</sup> In their submission, Families, Youth and Community Care Queensland define older people as people aged 65 years and over.

<sup>53</sup> Department of Families, Youth and Community Care Queensland, *Our Shared Future: Queensland's Framework for Ageing 2000-2004*, Department of Families, Youth and Community Care Queensland, Brisbane, 1999, p.39.

<sup>54</sup> Department of Equity and Fair Trading, submission no. 61, p.2.

<sup>55</sup> Department of Families, Youth & Community Care Queensland, submission no. 62, p.3.

<sup>56</sup> See Office of Women's Policy, *A social & economic profile of women in Queensland*, Office of Women's Policy, Brisbane, 1999.

51. Women have special transport needs. They are more likely than men to remain the primary care givers and take the main responsibility for transporting 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 done by women.<sup>57</sup> Where private transport is not accessible, efficient, flexible public transport becomes essential.<sup>58</sup>
52. 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 regard.<sup>59</sup>

### People with Disabilities

53. A significant and growing number of people have a disability. A survey by the ABS in 1998 estimated that 19.9 percent, or one in five people, were living with a disability in Queensland. Of these, 87 percent were restricted by their disability. For the survey, people were identified as having a disability if they had one or more of a selected group of limitations, restrictions or impairments for a period of six months or more that restricted everyday activities.<sup>60</sup> By 2011, the proportion of the population with a disability is expected to rise to 26 percent.<sup>61</sup>
54. Only about 6 percent of people with disabilities live in retirement villages, hospitals or institutions.<sup>62</sup> The great majority reside in the community and require access to suitable transport in order to participate in many of their day-to-day activities.<sup>63</sup>
55. In 1993, the ABS examined the ability of people with mobility handicaps to use current mainstream public transport services. It found:
- 1.36 percent of the population cannot use mainstream public transport at all;
  - 0.62 percent of the population can use some forms of public transport, but only with difficulty and/or assistance; and
  - a further 2.44 percent of the population can use all forms of public transport, but with difficulty and/or assistance.<sup>64</sup>
56. Overall, 6.8 percent of the population is either unable to use mainstream public transport services or can only do so with difficulty and/or assistance. By implication, other people with mobility handicaps (5.9 percent of the population) are able to use mainstream public transport relatively easily.<sup>65</sup>
57. The Attorney General's Department (Commonwealth) examined the 'mobility deficit' for people with disabilities and the extent of their reliance on relatively expensive forms of transport (i.e. taxis) in its regulatory impact statement for the Draft Disability Standards for Accessible Public Transport. The statement notes:
- for people with a motor vehicle available, the public transport trip rates of people with disabilities are about 35 percent of those for able people;

<sup>57</sup> Mees, University of Melbourne, hearing transcript, 14 April 2000, p.34.

<sup>58</sup> Office of Women's Policy, submission no. 87,p.2.

<sup>59</sup> Department of Families, Youth & Community Care Queensland, submission no. 62, p.3.

<sup>60</sup> Disability Services Queensland, *Disability: A Queensland Profile*, 1999, p.27.

<sup>61</sup> *Ibid*, p.2.

<sup>62</sup> Australian Bureau of Statistics, '*Disability, Ageing and Carers, Australia*', DSQ, Brisbane, 1999; '*Summary of Findings*', cat.no: 4430.0, ABS, Canberra, 1993; '*Disability and Disabling Conditions*', cat.no.: 4433.0, ABS, Canberra, 1993.

<sup>63</sup> Attorney General's Department, Regulation Impact Statement on Draft Disability Standards for Accessible Public Transport, Canberra, January 1999; Section 3.1.3 at <http://law.gov.au/publications/regdisabilityhtm/regdisability.htm#3>

<sup>64</sup> Australian Bureau of Statistics, loc. cit.

<sup>65</sup> Attorney General's Department, loc. cit.

- for people with no motor vehicle available, the relative public transport trip rates are about 45 percent;
  - among people with a car available, those with disabilities make a much smaller proportion of their trips by car (and particularly as car driver) than the general population;
  - in all cases, people with disabilities make a much smaller absolute number of trips by mainstream public transport than do able people;
  - when all forms of public transport services are included (i.e. including taxis, specialised taxis, specialised bus services etc.), people with disabilities still generally make a lower number of trips by public transport. However, people with disabilities make a higher proportion of their trips by public transport modes; and
  - people with disabilities make between 3 and 10 times as many trips by (conventional) taxi as do other people: their proportion of all trips made by taxi is between 5 and 20 times that for other people.<sup>66</sup>
58. Greater access to public transport is essential to improving the independence, employment opportunities and integration of people with a disability into the community. The net social and economic benefits to the community are immense. The Commonwealth Parliament has approved mandatory Disability Standards for Accessible Public Transport under the *Disability Discrimination Act 1992*. The standards commenced on 23 October 2002. They provide practical measures for transport operators and providers to make public transport more accessible, both for people with disabilities, as well as the elderly and those travelling with young children.<sup>67</sup>
59. Removing the barriers to access and mobility will require modifications to public transport vehicles and interchanges. The Queensland Government's draft disability standards for accessible public transport provide for the installation of lifts and footbridges, upgrades to ramps and the provision of additional features such as accessible toilets and improved passenger information systems. Modifications to trains include space allocations for wheelchairs, audible door alarms, flashing light indicators and accessible toilets. The disability access compliance project will cost \$46.8 million to implement over seven years.<sup>68</sup>

## Carers

60. According to the Queensland Council of Carers, 12 percent of the SEQ population are carers. Carers provide unpaid care and support for a parent, partner, child, relative or friend who has a disability, is frail aged, or has a physical or mental illness.
61. Carers provide 74 percent of all service needs of people who have a disability or who are frail aged and as a result save the federal government billions of dollars annually. Yet carers are some of the poorest, most disadvantaged people in our society. Many carers face financial hardship because they are often locked out of the workforce due to their care responsibilities; the income support that is available is inadequate; and they incur additional expenses due to the care needs of the person they are caring for.<sup>69</sup>
62. One of the consequences of the move from institutionalisation to community-based services has been an increased pressure on carers to meet the transport requirements of care recipients (i.e. visits to doctors, hospitals, and other health professionals; chemists; shopping; banking; social and recreational activities). As a result, transport has become one of the major costs of caring.

<sup>66</sup> Attorney General's Department, loc. cit.

<sup>67</sup> An online copy of the *Disability Standards for Accessible Public Transport 2002* is available in PDF and Word format from the Attorney-General's Department website at <http://152.91.15.12/www/civiljusticeHome.nsf/AllDocs/RWP2D7CECE1EA698DC4CA256C1D00001E0B?OpenDocument>

<sup>68</sup> Department of Main Roads and Queensland Transport, Estimates Committee F, hearing transcript, 17 July 2002, p.54.

<sup>69</sup> Australian Institute of Health and Welfare, *Australia's Welfare 1999 Services and Assistance*, AIHW, Canberra, 1998; Carers Australia, *Caring Costs*, Carers Australia, Canberra, 1998; Australian Bureau of Statistics, *Disability, Ageing and Carers: Summary of Findings*.

63. In its submission, the Queensland Council of Carers states the availability of, and access to, affordable public transport is crucial to assist the social and economic participation of carers and reduce isolation, and a necessity to maintain the health and wellbeing of the care recipients.<sup>70</sup>
64. A survey of carers in the greater Brisbane area found that for many carers public transport in the form of a bus, train, or ferry is not a viable option either because of the lack of services in the area, or because the condition of the care recipients which makes it difficult to use public transport. For many carers, a private car, taxi, or specialised transport is the only viable option. Carers who could access and utilise bus and train, reported that they would increase their patronage and frequency of use if the fare was discounted (free travel for carer when accompanying care recipient). The issue of fares concessions for carers is discussed later in the report.

## Visitors

65. In addition to servicing the region's 2.3 million residents, the SEQ public transport system provides transport for a significant and growing number of visitors from other parts of Australia and overseas.
66. Tourism is Queensland's second largest industry contributing \$6.1 billion to the Queensland Economy in 1999. In that year, international visitors spent a total of 1.78 million nights in Brisbane, the Gold Coast and the Sunshine Coast<sup>71</sup> and travelled an estimated 247,000 trips on public transport during their stays.<sup>72</sup> The Tourism Forecasting Council predicts that international visitor arrivals in Australia will grow at an average annual rate of 7.3 percent from 4.8 million in 2001 to around 10 million visitors in 2012.<sup>73</sup>

## AREAS WITH LIKELY NEED FOR SERVICES

67. 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 groups.<sup>74</sup> People in these areas who do not own or have other access to a private motor vehicle are particularly disadvantaged.<sup>75</sup> The social implications of this disadvantage include increased isolation, dislocation and social dysfunction at the individual and community levels.<sup>76</sup>
68. Improving public transport is of prime importance to regional communities to address social disadvantage, especially youth unemployment.<sup>77</sup> The location of services and facilities outside of shires places greater pressure on people to travel for essential services.<sup>78</sup> Public transport may provide the only means of travel for people without access to private motor vehicles to services and facilities - a key issue in communities with dispersed populations.

## TRANSPORT AND ECONOMIC EFFICIENCY

69. 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 Newman and Kenworthy and others of the Institute for Science and Technology Policy at Murdoch University conclude that there are credible

<sup>70</sup> Queensland Council of Carers, submission no.92, *Transport Concessions and Fares: A Carer's Perspective*, p.2.

<sup>71</sup> See Bureau of Tourism Research, *International Visitors Survey –1999*, BT, Canberra, 2000.

<sup>72</sup> Based on *International Visitor Survey 1999* data for transport used between stopovers by visitor, by region, for public transport categories.

<sup>73</sup> Department of Transport and Regional Services, (2002); p.16.

<sup>74</sup> See discussion of Murray *et al* (1998) in the following section on effectiveness and efficiency of the public transport system.

<sup>75</sup> Department of Families, Youth & Community Care Queensland, submission no. 62, p.3.

<sup>76</sup> Ibid.

<sup>77</sup> Knight, Noosa Shire Council, hearing transcript, 19 May 2000, p.75.

<sup>78</sup> Noosa Shire Council, submission no. 59, p.4.



links between public transport, transport efficiency and regional economic performance.<sup>79</sup> 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 economies.<sup>80</sup>

70. Data collected by Newman and Kenworthy in 1990 for other studies reveal that car-based cities in countries such as Australia and the United States of America (USA) have more 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, cities in Australian and the USA have:
- 76 percent more expenditure per capita on roads;
  - 12.7 percent of their city wealth invested in the operation of passenger transport compared with 6.6 percent by European, Canadian and Asian cities;
  - almost half the cost-recovery from their public transport systems;
  - 31 percent more total operating costs for running their private and public transport systems; and
  - 56 percent more traffic accidents per head of population.<sup>81</sup>

## ENVIRONMENTAL & PUBLIC HEALTH BENEFITS

71. 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 in SEQ is air pollution.

### Vehicle emissions

72. Reducing transport-related air pollution is an important and growing environmental issue in SEQ. According to the 1999 *State of the Environment* report produced by Environment Queensland:
- transport produces approximately 70 percent of nitrogen oxides in SEQ;
  - 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 factors.<sup>82</sup>

<sup>79</sup> See P Newman and J Kenworthy, *Sustainability and Cities: Overcoming Automobile Dependence*; P, Newman, *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; J Kenworthy, F Laube, P Newman, P Barter, *Indicators for Transport Efficiency in 37 Global Cities*, Report prepared for the World Bank, 1997.

<sup>80</sup> J Kenworthy, F Laube, P Newman, P Barter, *Indicators for Transport Efficiency in 37 Global Cities*, report prepared for the World Bank, 1997, p.2.

<sup>81</sup> See P Newman and J Kenworthy, *Sustainability and Cities: Overcoming Automobile Dependence*; J Kenworthy and F Laube *et al*, *An International Sourcebook of Automobile Dependence in Cities 1960-1990*, University Press of Colorado, Boulder, July, 1999.

<sup>82</sup> Environment Queensland, *State of the Environment Queensland*, Brisbane 1999, pp.2-3.

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73. 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 period.<sup>83</sup>
  74. Estimates of the health costs of vehicle emissions in Australia range from \$20 million to \$5.3 billion per annum (i.e. less than 0.01 percent to more than 1 percent of gross domestic product (GDP)), the upper figure being comparable to the estimated costs of road trauma. Overseas data suggests a likely cost between 0.1 percent and 0.4 percent of GDP. This implies pollution costs in Australia could be in the order of \$400 million to \$1.6 billion annually.<sup>84</sup>

## ROAD SAFETY BENEFITS

75. 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.

## CONCLUSIONS

76. While presently carrying only 7 percent of total trips,<sup>85</sup> 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.
77. Public transport and other alternatives to travel by private cars are vital to the efficiency of the region's transport system and the environment. Cars, however, remain the predominant mode of travel in SEQ.
78. Public transport is essential for transport-disadvantaged groups. Without it, these groups would not enjoy the same mobility and access to amenities such as education, health and other services as other groups. Members of transport-disadvantaged groups may also enjoy less social contact with other people. This contact is essential to health and well-being. The transport-disadvantaged groups in SEQ include people with disabilities (either permanent or temporary incapacity), people from low socio-economic groups, women, the unemployed, carers, youth and children.
79. Public transport is an important service for visitors to the region.

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<sup>83</sup> Queensland Transport, submission no. 67, Attachment A-4.

<sup>84</sup> R Brindle, N Houghton & G Sheridan, *Transport-generated air pollution and its health effects – a source document for local government*, ARRB Transport Research, Vermont South, Victoria, 1999, p.15.

<sup>85</sup> 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.)



## PART 4 ~ THE PUBLIC TRANSPORT SYSTEM

80. SEQ has a substantial public transport system that carries in excess of 153 million people annually<sup>86</sup> or around 7 percent of all trips in the region.<sup>87</sup> The system consists of:
- extensive bus services that carried an estimated 65.6 million passenger trips in 2001/2002;
  - a radial heavy rail network that carried approximately 45.4 million passenger trips in 2001/2002;
  - 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, including an estimated 2.2 million subsidised trips in 2001/2002. Taxi services operate in all major SEQ urban centres.<sup>88</sup>
81. In April 2001, Queensland Transport opened the South East Busway, the first of a network of busways the department plans for Brisbane. The 16 kilometre South East Busway, constructed at a cost of \$350 million, runs in a south easterly direction from the Brisbane CBD to Eight Mile Plains. The busway attracted in excess of 980,000 additional passengers in its first year of operation. The Inner Northern Busway is currently under construction.<sup>89</sup>
82. Queensland Transport estimates the cost to government of subsidies for public transport services in SEQ during 2001/2002 were 10 cents per passenger kilometre for bus services and 32 cents per passenger kilometre for rail services.<sup>90</sup> It should be acknowledged that subsidies for bus services do not reflect the costs of road infrastructure on which they operate.
83. Brisbane Transport, a business unit of the Brisbane City Council (BCC), runs the majority of bus services in Brisbane and is the only local government in Australia to run a major public transport service.<sup>91</sup> Brisbane Transport is one of the largest public transport operators in Australia.<sup>92</sup>
84. Queensland Rail's Citytrain suburban heavy rail network with over 200 kilometres of electrified track in the metropolitan area is one of the largest in the world.<sup>93</sup> 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 rolling stock.

<sup>86</sup> Queensland Transport, submission no. 67, p.2.

<sup>87</sup> id., 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.

<sup>88</sup> id., correspondence, 28 February 2000; S Bredhauer (Minister for Transport and Minister for Main Roads) *State Budget Papers; Ministerial Portfolio Statement 2002-2003*, Brisbane, 2002, pp.1-33, 1-34.

<sup>89</sup> Queensland Transport and Main Roads, correspondence, 29 July 2002, p.3.

<sup>90</sup> Ibid.

<sup>91</sup> Brisbane City Council, submission no. 79, p.3.

<sup>92</sup> Ibid.

<sup>93</sup> Mees, University of Melbourne, hearing transcript, 14 April 2000, p.17.

## THE VISION FOR SEQ PUBLIC TRANSPORT

85. The Integrated Regional Transport Plan for South East Queensland released by Queensland Transport in 1997 outlined a long-term vision for the region's public transport system. Figure (1) on page 17 is an extract from the *IRTP*. In the *IRTP*, Queensland Transport also states:

A basic aim is to provide public transport to such a standard that no household in the region has to run two or more cars in order to meet the household's travel needs. This will free up significant proportions of household income for other essential activities like education, housing and recreation.<sup>94</sup>

86. In *Transport 2007*, a mid-term review of the *IRTP*, Queensland Transport revised its objectives and actions to achieve a more integrated public transport system by 2007:

Developing a high quality, integrated public transport system

Actions in *Transport 2007* are designed to produce an integrated public transport system. Rail and buses will provide for fast inter-urban services, longer trips and local connections. More cross-town buses will link suburbs and major centres and buses will act as local feeders connecting to line haul public transport at key interchanges.

A wide range of improvements are planned to deliver an integrated public transport system, including:

- upgrades to the rail network and more rail rollingstock to support higher frequency services and extensions of the rail network to 2007 and beyond;
- a network of bus priority measures including busways, bus lanes, transit lanes and spot treatments to allow buses to bypass congestion and provide faster, more frequent and reliable services;
- upgrades to interchanges, stops and stations to provide better information, facilities and safety features and to make changing services easier;
- integrated ticketing, fares, information and branding of the public transport network; and
- ongoing review of public transport contracts to coordinate services, maximise patronage and ensure more frequent services.

**A 2007 Public Transport Network Plan and program of works will be developed to deliver the public transport actions in *Transport 2007* and many more localised improvements.**<sup>95</sup>

<sup>94</sup> Queensland Transport, *Integrated Regional Plan for South East Queensland*, p.35.

<sup>95</sup> id., *Transport 2007*, p.iii.

**Figure 1: IRTP Vision for public transport**

To achieve the public transport targets, this *IRTP* provides a major program of improvements to deliver a high quality, integrated public transport system.

The key elements of the *IRTP* vision for public transport are:

- o improvements and expansion of rail, bus, ferry and taxi services;
- o movement towards new on-demand or “personal public transport” services, in consultation with bus and taxi operators, to expand the range of public transport services; and
- o support for public transport through infrastructure, integrated ticketing, information systems and land use.

To provide the necessary level of passenger service, the future public transport system will be based on:

- a) improved speed, comfort, safety, service frequency and reliability of the region’s large and expanding bus fleet;
- b) improved service levels on the suburban and inter-urban passenger rail networks;
- c) expanding the coverage of line-haul public transport, including opportunities for light rail, rail and busway;
- d) ferry services in those areas where water transport offers a realistic alternative to land transport;
- e) expanding the range of services, including midi and mini buses to service less popular routes economically, “hail and ride” services in inner urban areas and “dial-n-ride” services, with fare structures between that of single hire taxis and buses, to respond to unscheduled user needs;
- f) taxis for rapid response, shared or individual journeys; and
- g) support services for public transport including:
  - improved vehicle design to make boarding faster and improve accessibility for people with mobility difficulties;
  - easily accessed, secure design of interchanges and stops;
  - integrated timetables so that feeder services connect to line haul services;
  - integrated fares, ticketing, passenger information and marketing to ensure convenient affordable travel; and
  - road infrastructure which gives priority to public transport vehicles through congested areas.
- h) improved access to public transport by ensuring:
  - quality connections to stations and stops;
  - more variety of uses on or around stations to increase activity, informal surveillance and security and make public transport stops more user friendly places;
  - efficient and reliable interchange between modes, including quality “park-and-ride” facilities where major arterial roads pass close to rail and busway stations;
  - all major employment and retailing centres are served by public transport and are within 40 minutes travel from most parts of the urban area;
  - more than 90percent of residents live within 400m of a well-served public transport stop;
  - almost every journey can be made by public transport with a maximum of one interchange between vehicles; and
  - public transport services in new urban development areas are commenced in the early stages of residential occupation, before people purchase a second car.

Source: Queensland Transport, *Integrated Regional Transport Plan for South East Queensland*, pp.36-7.

## THE SYSTEM'S EFFECTIVENESS AND EFFICIENCY

87. The committee considered the effectiveness and efficiency of the SEQ public transport system based on cost recovery, passenger per population, Data Envelope Analysis (DEA) and Total Factor Productivity (TFP) data provided by Queensland Transport. It also considered independent analyses of access, accessibility and equity of the system by the Department of Geographical Sciences and Planning (DGSP) at the University of Queensland, and surveys of community opinions of the system.

### Performance data provided by Queensland Transport

88. 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.

#### Cost recovery

89. Queensland Transport provided the table below in its submission. The department sourced the table from a 1998 publication by the Department of Transport in Western Australia.<sup>96</sup> The table shows cost recovery levels (i.e. fares revenue as a proportion of total operating costs) for SEQ and other public transport operators, and includes 2000-01 data for Brisbane Transport.

**Table 1: 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	
<b>Brisbane Transport</b>	<b>2000-01</b>	<b>52.5*</b>	<b>Bus</b>
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
<b>Citytrain</b>	<b>1998-99</b>	<b>31</b>	<b>Rail</b>
Portland, USA	1994-95	21	Bus and light rail
Perth	1996-97	22	Bus, suburban train and ferry
Philadelphia, USA	1996	41	
<b>Rest of South East Qld</b>	<b>1998</b>	<b>58</b>	<b>Bus</b>
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).<sup>97</sup>

Note\*: Brisbane Transport cost recovery data for 2000/2001 is taken from the Brisbane City Council's submission No. 107.

90. Although dated, the table provides a useful comparison of the performance of the major SEQ system operators compared to other systems. From the table, the cost recovery rate for Brisbane Transport is

<sup>96</sup> Department of Transport, *Better Public Transport: - The 10 year plan for public transport in the Perth metropolitan area*, Department of Transport, Perth, 1998.

<sup>97</sup> Queensland Transport, submission no. 67, p.E-1.

52.5 percent, 31 percent for Citytrain during 1998/9; and 58 percent for other SEQ bus operators during 1998.<sup>98</sup> These rates are mid-range compared to rates for other public transport systems shown in the table.

### ***Passengers per population***

91. In its submission, 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. Table (2) is also from the department’s submission. The table shows Brisbane Transport (Brisbane (bus)) provides significantly more passenger trips per capita than its regional counterparts. According to the department, this is likely to reflect the impact of commuter travel to and from the Brisbane CBD.<sup>99</sup>

**Table 2: 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) <sup>(1997)</sup>	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.

### ***Data Envelope Analysis and Total Factor Productivity***

92. 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 and Daniels (1993).<sup>100</sup> DEA and TFP are indicators of relative performance. This work was originally prepared for the Industry Commission Inquiry into Urban Transport.<sup>101</sup> According to Queensland Transport, 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 Brisbane.<sup>102</sup>
93. In their submission, the department provided technical efficiency scores for 20 bus operators throughout the state using DEA.<sup>103</sup> 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. The Brisbane City Council submission notes that Brisbane Transport’s operating efficiency is affected by its policies to provide lower fares, better infrastructure, more generous concessions, and better employee

<sup>98</sup> Queensland Transport, submission no. 67, p.E-1.

<sup>99</sup> Ibid.

<sup>100</sup> D Hensher and R Daniels, *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, Sydney, 1993.

<sup>101</sup> See Industry Commission, *Urban Transport*, Report No. 37, 15 February 1994, AGPS, Melbourne, 1994.

<sup>102</sup> Queensland Transport, submission no. 67, p.E-3.

<sup>103</sup> For a discussion of data envelope analysis, see Queensland Transport, submission no. 67, Attachments E-5&6.



conditions.<sup>104</sup> The council also disputes that SEQ bus operators are less efficient than private bus operators in the rest of the state. Council submits that the cost-recovery figures do not reflect the fact that SEQ operators deal with more intensive demand and traffic congestion, both of which affect the average speed of buses and cost recovery.<sup>105</sup>

### Other performance data

94. 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. DGSP provided a submission to the inquiry.<sup>106</sup> The Australian Housing and Urban Research Institute (AHURI) funded a substantial proportion of the work cited in the submission.
95. The DGSP submission cites a study by Murray *et al* (1998).<sup>107</sup> The study examines trends in the need for, and 'access' to, public transport within SEQ based on the targets stated in the *IRTP* vision using 1991 population data, 1996 public transport stop information and a commercial geographical information system. As noted in Figure (1) on page 19, the *IRTP* articulated Queensland Transport's vision for the region's public transport. To provide the necessary level of passenger service, the *IRTP* states the future public transport system will be based on:
- (h) improved access to public transport by ensuring:
- quality connections to stations and stops;
  - more variety of uses on or around stations to increase activity, informal surveillance and security and make public transport stops more user friendly places;
  - efficient and reliable interchange between modes, including quality "park-and-ride" facilities where major arterial roads pass close to rail and busway stations;
  - all major employment and retailing centres are served by public transport and are within 40 minutes travel from most parts of the urban area;
  - more than 90 percent of residents live within 400m of a well-served public transport stop;
  - almost every journey can be made by public transport with a maximum of one interchange between vehicles; and
  - public transport services in new urban development areas are commenced in the early stages of residential occupation, before people purchase a second car.<sup>108</sup>

### Access to public transport in SEQ

96. 'Access' can be defined as the opportunity for system use based on proximity to the service and its cost (i.e. the time/distance taken to reach a boarding point for a mode). Murray *et al* (1998) examines whether the *IRTP* access goal for SEQ public transport is being met.
97. 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 1997, when the *IRTP* was released.<sup>109</sup> 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

<sup>104</sup> Brisbane City Council, submission no.107, p.4.

<sup>105</sup> Ibid.

<sup>106</sup> University of Queensland Department of Geographical Sciences and Planning, submission no. 80.

<sup>107</sup> See Murray *et al* (1998) in University of Queensland Department of Geographical Sciences and Planning, submission no. 80.

<sup>108</sup> Queensland Transport, *Integrated Regional Transport Plan for South East Queensland*, 1997, 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.

<sup>109</sup> AT Murray, R Davis, RJ Stimson & L Ferreira, Public Transportation Access, Transport Research D, Vol. 3, No.5, 1998.

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 transport.<sup>110</sup>

98. 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 percent.<sup>111</sup> 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.
99. In a subsequent, joint submission, Queensland Transport and the Department of Main Roads criticise Murray *et al's* (1998) use of 1996 public transport stop information with 1991 population information. According to the departments, this may overestimate public transport accessibility in SEQ in 1991 thus accounting for the apparent marked deterioration in access from 1991 to 1996.<sup>112</sup>
100. The departments also state that the *IRTP's* access target of 90 percent of the population within 400 metres of a well-served public transport stop was only meant to be applied to urban areas. The departments' submission states:

While not specifically clarified in the Integrated Regional Transport Plan for South East Queensland or Transport 2007, it was never intended that this target should be applied throughout the whole of South East Queensland... It is Queensland Transport's view that the 400m target should only reasonably be applied to urban areas, which can be defined by the ABS' definition of Urban Centres and Localities. It should be noted that these areas also roughly correspond to Queensland Transport's public transport service contract areas.<sup>113</sup>

101. Queensland Transport also states that urban centres are regarded as 'metropolitan' when they display pronounced commuter peaks, a definable large CBD, urban development with multiple regional destination characteristics (such as shopping complexes containing major department stores, university campuses, industrial areas etc) and relatively high levels of night and weekend activity. The department's submission further states that metropolitan urban centres display high volume travel patterns which are capable of commercially supporting high levels of minimum service.<sup>114</sup>
102. The planning limitations of the *IRTP* for regional areas was a source of concern for the DGSP:
- Part of the problem is that there are limited plans for areas outside Brisbane City and the plans that are being undertaken in Brisbane City occur in areas where the current levels of public transport access are the highest. Busways for example, do not improve access, only accessibility.<sup>115</sup>
103. Dr Paul Mees, in his second submission, questions the use of the term 'well-served' in the DGSP analysis of access to public transport. Mees refers to international standards that stipulate that a person is well-served by public transport if they can conveniently access most trip destinations at most times. To achieve this level of access, Mees notes that services would need to run on radial and cross-suburban routes every half hour, until midnight, 7 days a week:

<sup>110</sup> University of Queensland Department of Geographical Services, submission no. 80, p.5.

<sup>111</sup> Queensland Transport, correspondence, 13 June 2000.

<sup>112</sup> Queensland Transport and Department of Main Roads, submission no. 108, p.B-6.

<sup>113</sup> *id.*, submission no. 108, pB-6,B-7.

<sup>114</sup> Queensland Transport, submission no. 67, p.D-2.

<sup>115</sup> R Davis, S Baum, R Stimson, 'Inner City Revival, Public Transport and Social Justice: A Lesson in Cross-Subsidising the Upper Middle Class with Public Approval', in University of Queensland Department of Geographical Services and Planning, submission no. 80, p.5.

On this definition, few areas of SE Queensland can be considered well-served. I suspect the measure of service developed by Messrs. Davis et al for this purpose could be more properly regarded as a measure of persons who are served at all by public transport, rather than well-served.<sup>116</sup>

### Accessibility

104. The committee notes the importance of accessibility to major centres as an indicator of public transport effectiveness. Accessibility is defined by Murray *et al* (1998) as the total travel time to complete a trip by a particular mode.<sup>117</sup> 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.<sup>118</sup>
105. In its submission, the DGSP examines public transport accessibility in SEQ using a case study.<sup>119</sup> For the study, the DGSP investigates the accessibility of urban areas to the Carindale Westfield 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, the centre is within a 40 minute drive from most parts of Brisbane.
106. Queensland Transport and the Department of Main Roads dispute the DGSP case study findings, and claim that public transport accessibility is better than the study suggests.<sup>120</sup> In their joint submission to the inquiry, they also differentiate between accessibility for urban and non-urban areas. The departments advise that parts of the Carindale Westfield Shopping Centre catchment (i.e. low density suburbs east of Carindale) are outside of the Brisbane urban area and, therefore, should not be included in the accessibility study. They also note that travel conditions and times may have changed since the study was undertaken, that the study does not describe how waiting times were calculated, nor the time of day the calculations were made. This, they argue, may explain why the DGSP's findings underestimated the 40 minute public transport catchment of the Carindale Westfield Shopping Centre. The submission states:

It also needs to be recognised that there is a large proportion of low density development east of Carindale. According the Australian Bureau of Statistics definition of Urban Centres and Localities, the large area southeast of Belmont and Mackenzie, south of Chandler and south-west of Capalaba is not included in the Brisbane urban area. It is to be expected that these areas would not have high levels of public transport accessibility, as there is not a significant population to be served. The large proportion of low density development east of Carindale is a significant factor that should be considered when interpreting the findings of Davis, Baum and Stimson.<sup>121</sup>

107. The committee notes that the majority of urban areas in SEQ to which Queensland Transport's vision for improved accessibility apparently apply are in existing high-density urban areas, most of which are in Brisbane.

### Equity

<sup>116</sup> Mees, submission no. 94, p.1.

<sup>117</sup> University of Queensland Department of Geographical Services, submission no. 80, p.4; AT Murray, R Davis, RJ Stimson, & L Ferreira, *Public Transportation Access*.

<sup>118</sup> Queensland Transport, *Integrated Transport Plan for South East Queensland*; University of Queensland Department of Geographical Sciences and Planning submission no. 80, p.4.

<sup>119</sup> R Davis, *et al*, 'Inner City Revival, Public Transport and Social Justice', in University of Queensland Department of Geographical Sciences and Planning, submission no. 80, p.6.

<sup>120</sup> Queensland Transport's submission included a critique of this work. The committee published this critique with the department's submission on the website for this inquiry at [www.parliament.qld.gov.au/committees/travel.htm](http://www.parliament.qld.gov.au/committees/travel.htm).

<sup>121</sup> Queensland Transport and Department of Main Roads, submission no. 108, p.B-9.

108. Murray & Davis (2001) uses data from Murray *et al* (1998) to examine transport equity in SEQ in terms of access to services for people with potential need.<sup>122</sup> Murray *et al* (1998),<sup>123</sup> 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.
109. The areas of the region found to be transport-disadvantaged (i.e. have low levels of public transport access and high public transport need) are shaded grey in the map at Appendix (E) at the back of this report. From this map, it appears that large tracts of SEQ lack equitable access to transport. These tracts include rural areas such as Esk and Boonah, which have population densities too low to support traditional public transport - areas such as Woodridge in Logan, the corridor of suburbs extending south west from Brisbane City towards Ipswich and emerging fringe areas such as Caboolture.<sup>124</sup>
110. The DGSP submission also notes the migration of transport-disadvantaged groups from inner city areas with high levels of public transport services to fringe and regional areas with limited access to services. The growing popularity of inner-city living and the resultant increases in property values and rents have precipitated this movement. Ironically, those residents able to afford the high cost of inner city living, stand to benefit the most from the current concentration of major transport projects in inner Brisbane.<sup>125</sup>
111. In a joint submission, Queensland Transport and the Department of Main Roads note that a significant proportion of the transport-disadvantaged areas identified in Murray & Davis (2001) are in rural areas of SEQ.<sup>126</sup> Because of the dispersed populations, rural areas are difficult to serve by traditional forms of public transport.

### ***Community and user views of the SEQ public transport system***

112. A further important indicator of performance is the assessment by individual users and potential users of the system.
113. 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 system.<sup>127</sup> User satisfaction surveys commissioned by Queensland Transport suggest people are generally happy with the services offered. On a scale of 1 (poor) to 5 (excellent), bus services scored a rating of 3.73, taxis 3.74 and rail 4.02.<sup>128</sup>
114. The Hon. Steve Bredhauer MP, Minister for Transport and Minister for Main Roads, commented in a Queensland Transport issues paper on the failure of the current public transport system to meet the needs of all SEQ residents:

<sup>122</sup> See AT Murray, & R Davis, 'Equity in Public Transportation Service Provision', *Journal of Regional Science*, Blackwell Publishers: London, 2001.

<sup>123</sup> Murray *et al*, *Public Transportation Access*, pp.319-328.

<sup>124</sup> *Ibid.*, p.17; University of Queensland Department of Geographical Services, submission no. 80, p.6.

<sup>125</sup> University of Queensland Department of Geographical Services, submission no. 80, p.7.

<sup>126</sup> Queensland Transport and Department of Main Roads, submission no. 108, p.B-10.

<sup>127</sup> Queensland Transport, submission no. 67, p.E-7.

<sup>128</sup> S Bredhauer (Minister for Transport and Minister for Main Roads), *State Budget Papers: Ministerial Portfolio Statement 2002-2003*, 2002, pp.1-33, 1-34.

From a passenger transport perspective, therefore, the fact that transport is so consistently identified through the government's community consultation processes as a priority community concern is an indicator that the existing transport system (in its broadest sense) is failing to meet all those needs. This, in turn, suggests that the underlying problem itself is a problem of unmet transport need arising from gaps in the demand for and supply of public passenger transport services.<sup>129</sup>

115. 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 attitudes.<sup>130</sup> 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 services.<sup>131</sup>

116. 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.<sup>132</sup>

## CONCLUSIONS

117. The SEQ region is served by a substantial multi-modal public transport system comprising heavy rail, bus and ferry services, busways and fee for hire taxis. Information contained in the Queensland Transport submission suggests the region's public transport services are reasonably effective and efficient with high fare-box returns and low subsidy levels paid to transit operators compared to other capital city public transport systems. Usage rates in SEQ, however are relatively low. While there has been some recent growth in public transport travel, trips by car have also increased. Overall, SEQ residents are becoming increasingly car dependent.

118. Based on 'access to the system', 'accessibility' and 'equity' indicators, the SEQ public transport system appears to be ineffective in meeting the needs of the region's transport-disadvantaged groups. A large proportion of the region's population do not enjoy reasonable access to public transport services. Other data submitted to the committee suggests 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.

119. The *IRTP* and *Transport 2007* articulate Queensland Transport's long-term objectives and goals for future improvements to the SEQ region's public transport system. Queensland Transport and the Department of Main Roads in their joint submission to the inquiry, qualify that access and accessibility objectives in the *IRTP* were never intended to be regional, but applicable only to the region's urban/metropolitan areas. The committee notes that access and accessibility are key issues for transport-disadvantaged residents in SEQ. In bringing this critical point of clarification to the committee's attention, the departments also note that it was not stated in either the *IRTP* or the *Transport 2007* plan released in 2001. The committee believes such a fundamental point should have been stated for the benefit of the region's transport stakeholders, particularly when it appears at odds with the *IRTP*'s rhetoric. The committee does not know why Queensland Transport did not include clarification in its *Transport 2007* document released in 2001, and questions the purpose of these long term planning documents if it is not to provide clear, unambiguous directions on the future development of the transport system.

<sup>129</sup> Queensland Transport, *Safe Mobility, for All, for Life Discussion Paper*, QT, Brisbane, 30 March 2001, p.4.

<sup>130</sup> Staddon Consulting, RACQ Travel Survey, 1999, in RACQ submission no. 81, p.5.

<sup>131</sup> Brisbane City Council, submission no. 79, p.6.

<sup>132</sup> Ibid.

120. The committee believes the region's transport plan must set clear, measurable objectives for public transport access, accessibility and equity for urban/metropolitan and non-urban/metropolitan areas. Without targets and a plan to address access, accessibility and equity issues, the problems confronting transport-disadvantaged residents may not be resolved.



## **PART 5 ~ PROBLEMS WITH THE SYSTEM AND POSSIBLE SOLUTIONS**

121. At the outset, the committee notes that there is no prospect for immediate, radical improvement of the SEQ public transport system. There are no magic cures. Thirty years of urban sprawl and growing car dependency cannot be turned around overnight.
122. The region's very low urban densities present an enormous challenge to operators and transport planners alike. It is a transport environment, however, that is ideally suited to the private car. It will be even more difficult as time goes on to change the entrenched attitudes of those who choose not to use public transport, even where it is easily accessible and viable. This will take a combination of inducements to use public transport and disincentives to make the car less-attractive. This fact is acknowledged in the *IRTP* and *Transport 2007* transport blueprints for the region.
123. There are however opportunities for improvements on a number of fronts. There are also valuable lessons to be learnt and opportunities to act now to prevent a worse problem for future generations.

### **SYSTEMIC ISSUES**

124. 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 micro-issues in detail. Further, many of the problems raised in submissions and other evidence are addressed in Queensland Transport's *Transport 2007* plan released during the inquiry. The public submissions to the committee's inquiry were included in the department's consultation for the *Transport 2007* project. The plan sets out 355 actions to enhance the region's transport by 2007. These actions are listed at Appendix (F).
125. The committee has therefore resolved to concentrate on key systemic issues that are either not addressed or only partially addressed in the department's *Transport 2007* report:
  - management;
  - decision-making framework;
  - policy coordination;
  - monitoring public transport performance;
  - public transport services;
  - community and school transport;
  - integrated ticketing;
  - concessions;
  - data on travel behaviour in SEQ;
  - funding for public transport;
  - transport subsidies and taxation; and
  - travel demand management.
126. Given its particular importance to the region and residents, the committee also comments in this report on the need to improve coordination of public transport modes and services.



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## MANAGEMENT

127. The evidence before the committee suggests that institutional arrangements between Queensland Transport, Brisbane Transport, Queensland Rail and other operators have hampered the achievement of the best possible public transport system for SEQ.
128. SEQ public transport does not bear the hallmarks of a coordinated system such as a common purpose, inter-connectivity and integration. Throughout its history, it has functioned more as a collection of separate public transport services and providers. These providers often operated in direct competition with one another, rather than in competition with the real common enemy – the single-occupant car. The contractual and funding arrangements between state governments and operators have, in fact, ensured this competitive relationship among operators.
129. Brisbane Transport bus and ferry 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 car.<sup>133</sup> The competition between modes and operators is a historical feature of the SEQ system. These arrangements are problematic for Queensland Transport as the state government agency responsible for transport planning and coordination.
130. In this competitive climate, 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. Queensland Transport has also been unable to encourage significant numbers of new users to the system.
131. 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 key reforms such as integrated ticketing.<sup>134</sup> At the service end of the business, the lack of integration of the system inconveniences users. Operators continue to use different fare structures, tickets and concessions rules. The level of integration between operators can also be poor. Linked services often fail to provide a seamless journey. For many people, the services available simply do not take them when and where they need to go.
132. The failure of operators to integrate their services may also be linked to a lack of direction. According to Queensland Rail, holder of the largest contract to supply services in SEQ, operators deliver services according to the requirements specified in their contracts by Queensland Transport, however the objectives may be conflicting and unclear. In the absence of appropriate direction and incentives from the department to integrate services with other modes and operators, operators may concentrate on services that achieve a better financial outcome though result in 'inappropriate competition' between the different services. According to Queensland Rail, this is evident in the lack of coordination between Citytrain services and bus services where ill-defined service contracts provide no incentive to operators to coordinate their services.<sup>135</sup>
133. A number of submissions to the inquiry questioned why the department has subsidised radial rail and bus services in the same corridors. This is discussed further under contract reforms and coordination on page 54.

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<sup>133</sup> Mees, submission no. 51, p.2.

<sup>134</sup> Elliott, Property Council of Australia, hearing transcript, 19 May 2000, p.70.

<sup>135</sup> Queensland Rail, submission no. 102, p.1; Queensland Rail, correspondence, 27 May 2002, p.1.

134. A further feature of the institutional arrangements is the treatment of taxis in the system. As noted above, SEQ taxis carry 52 million passenger journeys per annum. Taxis provide the transport umbrella to meet the needs of travellers not met by other modes. Yet little importance appears to be placed on the role taxis play in the public transport arena. The Taxi Council of Queensland submission describes an ambivalent attitude towards the industry – treated as part of the system when they're needed to meet peak demands, yet not as part of the system when it comes to support such as the allocation of pick up and set-down areas in the Brisbane CBD or funding for the supervision of ranks on New Years Eve. The submission also notes that taxis were overlooked for early inclusion in integrated ticketing initiatives, and were not mentioned in Queensland Transport's draft technical paper for its *Transport 2007* mid-term review of the *IRTP*.<sup>136</sup> The *Transport 2007* report, however, acknowledged the importance of taxis as an integral element of the provision of transport services.<sup>137</sup>

### Citytrans

135. As part of the broader integration package Citytrans, a joint venture between BCC and QR was introduced in October 2000 to address operational coordination issues. Citytrans now provides integrated bus/rail services to Ferny Grove, Darra and Carseldine Stations. Since their introduction, nearly 300,000 journeys have been made on these services. Growth in peak hour travel for services for May 2002 increased relative to April 2001 by 49 percent for Forest Lake to Darra, 69 percent for Upper Kedron to Ferny Grove, 14 percent for River Hills to Darra and 117 percent for Bracken Ridge to Carseldine.<sup>138</sup>
136. Citytrain has also negotiated joint ticketing arrangements with major sporting venues, the Gabba at Woolloongabba and ANZ stadium at Nathan. In a novel arrangement for SEQ, return public transport fares have been included in the ticket purchase price for events at these venues. These have included matches for the Queensland Rugby Union's Queensland Reds series, the Australian Rugby Union Australia versus South Africa international rugby test, the Queensland Cricket Association/Australian Cricket Board 2002/2003 International Cricket Series and the Austereo M-One Concert at ANZ Stadium.<sup>139</sup> This has proven to be a highly successful initiative.
137. The committee would like to see this joint ticketing expanded to other venues and events in the region such as the Gold Coast Indy, the Queensland Opera and other events in the Cultural Centre precinct, the Boondall Entertainment Complex and the refurbished Suncorp Stadium.

### The case for an SEQ regional transit authority

138. Historically, Queensland Transport has found it difficult to achieve the quality, seamless, integrated and coordinated public transport system to which it has aspired. As manager and administrator of the SEQ transport (including public transport) system, the department faces unique challenges. Its position is over-shadowed by the influences exerted by: The Department of Main Roads, responsible for maintaining and developing the state-controlled road network; the Brisbane City Council, largest local government in Australia and a key owner and operator of SEQ public transport; and Queensland Rail, the largest remaining integrated, government-owned railway in Australia and the other major public transport operators in the region.
139. In identifying the management and institutional issues facing public transport, a number of key stakeholder groups and individuals submitted that management functions for the region be vested in a single or centralised authority.<sup>140</sup> Depending on the model used, establishment of a SEQ regional

<sup>136</sup> Taxi Council of Queensland Inc., submission no. 37; pp.1-2.

<sup>137</sup> Queensland Transport, *Transport 2007*; p.67.

<sup>138</sup> Queensland Transport and Main Roads, correspondence, 29 July 2002.

<sup>139</sup> Queensland Transport, correspondence, 13 November 2002.

<sup>140</sup> 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, hearing transcript, 14 April 2000, pp.38-9.

transit authority could involve the transfer of responsibilities for the region's roads, public transport and land use planning from: state agencies, Queensland Transport, the Department of Main Roads, the Department of Local Government and Planning and Queensland Rail; and the region's nineteen local authorities including the Brisbane City Council; to a new organisation.

140. Ideally, regional transport and land use decisions would be made based on the same, linked objectives. The benefits of having a single organisation to make decisions on these inter-related areas are self-evident. Regional management has been a feature of successful public transport systems in other jurisdictions. The creation of a transit authority for SEQ, or integrating body, has been on the agenda for some time. It was a recommendation from a study by Wilbur Smith and Associates in 1970<sup>141</sup> and the SEQ 2001 report on the region's future development released in 2000.<sup>142</sup>
141. Groups and individuals advocating change 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, the Royal Automobile Club of Queensland, and Queensland Transport's expert advisory body, the Strategic Liaison Committee. Generally, these groups propose the establishment of a new authority.
142. The Strategic Liaison Committee, a key advisory body to the transport/main roads portfolio, state 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 contradictory.<sup>143</sup>
143. **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 sort.<sup>144</sup>
144. **Cr Santagiuliani**, the late Mayor of Redlands Shire Council, spoke of the need to integrate decision making.<sup>145</sup>
145. **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 coordination.<sup>146</sup>
146. Mees also noted the difficulties of getting competing commercial operators to commit to coordination when it is not in their private, economic interests, in the absence of a coordinating and funding body.<sup>147</sup> 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

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submission no. 94, p. 2; Pekol, Institution of Engineers, hearing transcript, 14 April 2000, p.59; Elliott, Property Council of Australia, hearing transcript, 19 May 2000, p.72, submission no. 93, pp. 1-2; 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, submission no. 99, p.4; Royal Automobile Club of Queensland, submission no. 97, p.1; Bruce, submission no. 43, p.4.

<sup>141</sup> Wilbur Smith and Associates, *South East Queensland – Brisbane Region Public Transport Study*, Report for the Minister for Transport, Watson, Ferguson and Company, South Brisbane, 1970, p.125.

<sup>142</sup> Mees, hearing transcript, 14 April 2000, pp.38-9.

<sup>143</sup> Strategic Liaison Committee, submission no. 82, p.732.

<sup>144</sup> Hayes, Brisbane City Council, hearing transcript, 19 May 2000, p.78.

<sup>145</sup> Santagiuliani, Redland Shire Council, hearing transcript, 19 May 2000, p.88.

<sup>146</sup> Mees, hearing transcript, 14 April 2000, pp.38-9.

<sup>147</sup> *Ibid.*, p.41.

outside Queensland Transport and a sub-contractor role for operators such as Brisbane Transport and Queensland Rail.<sup>148</sup>

147. **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 services.<sup>149</sup>
148. **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 Council.<sup>150</sup> According to the Property Council, a regional transit authority that oversees and coordinates transport infrastructure, services, policy and funding across all levels of government, would also simplify public transport administration and accountability.<sup>151</sup>
149. The Royal Automobile Club of Queensland advised that the establishment of a single public transport coordinating authority would help to achieve integration of all modes.<sup>152</sup>
150. Not all groups, however, have taken this line. In their evidence, Queensland Transport and Mr Rex Davis, AHURI Research Fellow at the University of Queensland Department of Geographical Sciences and Planning, disputed the need for a new authority. They argue that the region already has a transit authority in Queensland Transport.
151. 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 SEQ 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 described.<sup>153</sup>

152. **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?<sup>154</sup>

<sup>148</sup> Mees, hearing transcript, 14 April, 2000, p.40.

<sup>149</sup> Pekol, Institution of Engineers, hearing transcript, 14 April 2000, p.59.

<sup>150</sup> Elliott, Property Council of Australia, hearing transcript, 19 May 2000, p.72.

<sup>151</sup> Property Council of Australia, submission no. 93, p.1.

<sup>152</sup> Royal Australian Club of Queensland, submission no. 97, p.1.

<sup>153</sup> Wilson, Queensland Transport, hearing transcript, 19 June 2000, pp. 141-2.

<sup>154</sup> Davis, hearing transcript, p.112

153. In his further submission, Dr Mees from the University of Melbourne suggests there appears to be a clear case for change given that Queensland Transport regards the achievement of integration and coordination as having always been its responsibility, and the committee's conclusion that these roles have not been effectively discharged.<sup>155</sup> Mees also notes that Queensland Transport's professional culture has emphasised infrastructure and technology ahead of service planning and coordination. In Dr Mees' view, Queensland Transport does not have the necessary expertise and organisational culture to provide solutions to the current public transport dilemmas in SEQ.

### ***SEQTA and the MTA***

154. The committee noted that two previous regional transit authorities in SEQ were disbanded.
155. The Goss Government established SEQTA in 1995 under the *Transport and Coordination Act 1994*. SEQTA was staffed and resourced by Queensland Transport<sup>156</sup> 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 outcome.<sup>157</sup>
156. 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 capacity.<sup>158</sup>
157. 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 right.<sup>159</sup>
158. SEQTA was the second SEQ transit authority established by a Queensland Government. Twenty years earlier in 1976, the Bjelke Petersen Government established the Metropolitan Transport Authority (MTA). The MTA had wide powers to proceed with the coordination and rationalisation of all forms of public transport.<sup>160</sup> 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 planning and land use – an area now known to be crucial to the viability of public transport.<sup>161</sup>
159. 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 Program.<sup>162</sup> The MTA was disbanded in 1984.

<sup>155</sup> Mees, submission no. 94, p.2.

<sup>156</sup> Jim Elder, Minister for Transport, Legislative Assembly, Hansard, Debates, 16 November 1995, p.1210.

<sup>157</sup> *Transport Planning and Coordination Amendment Act 1995*, Section 8AD(1).

<sup>158</sup> Ibid.

<sup>159</sup> See Jim Elder, Minister for Transport, Legislative Assembly, Hansard, Debates, 2 November 1995, p.901; and *Transport Planning and Coordination Act 1995* (Act No. 48 of 1995).

<sup>160</sup> Queensland Transport, submission no. 67, p.C6-7.

<sup>161</sup> See, Jim Elder, Minister for Transport, Legislative Assembly, Hansard, Debates, 2 November 1995, p.903.

<sup>162</sup> Queensland Transport, submission no. 67, p.C-6.

160. The committee notes that Queensland Transport's jurisdiction covers all aspects of transport planning and coordination, public transport contracts, funding, school buses, ticketing and fares policy necessary to effectively manage the public transport system in SEQ. However, the department has only a limited role in regard to land use planning and development decisions by local governments. As discussed earlier in the report, land use issues and controls impact profoundly on public transport through their effects on urban densities, sprawl and car dependency. This is discussed further under policy coordination.

### ***Translink***

161. To address management concerns, Queensland Transport is in the process of establishing a new division called 'Translink' to manage transit authority-type functions such as integrated ticketing, contractual arrangements for fares and services, network planning and financing. The Minister for Transport and Minister for Main Roads, Hon Steve Bredhauer MP, has described Translink as a regional transit authority in all its essential elements without the bureaucracy.<sup>163</sup> The department advised the committee that Translink will work in partnership with Queensland Rail and Brisbane Transport to improve public transport coordination in SEQ. Staff for the group will be drawn from Queensland Transport, Queensland Rail and the Brisbane City Council. TransLink will have four business groups dedicated to addressing system design (and marketing), contract management, ticketing operations and fares. The department will also use the name 'Translink' to brand the region's public transport services. The committee notes that Translink will provide the department with a wider pool of staff and expertise.<sup>164</sup> Translink's future work is discussed further on page 62 in regard to the implementation of integrated ticketing, an important test of Queensland Transport's management of the region's public transport.

## **Conclusions**

162. It is apparent that the SEQ public transport system is not integrated. However, it is improving. The current raft of initiatives and reforms introduced by the Beattie Government give the region's public transport operators and patrons a promising opportunity. These initiatives include the establishment of a dedicated division in Queensland Transport to assume regional transit authority functions, and the establishment of a separate operational coordinating body called Citytrans. The committee also notes the political goodwill between key players, the Brisbane City Council, Queensland Rail, private bus operators and the government to reform the regions public transport system.
163. The committee acknowledges the work at Citytrans to deliver coordinated services and joint ticketing arrangements with the managers of major venues and events in SEQ. These initiatives need to be expanded across SEQ. Public transport needs to become the mode of choice to attend the football, cricket, cultural events and other shows and activities across the region.
164. When considering the reasons why the region's public transport is under-performing, Queensland Transport, the agency of the government with long-standing, legislated responsibility for the planning and coordination of the region's transport, is an obvious target for blame. However, the department did not establish the historical institutional arrangements (it merely inherited them). The failure to achieve coordination over the past forty years could be ascribed as much to failures of political will or policy of past governments as to failures of the administering organisation. It is pure conjecture to speculate that a regional transit authority operating in the same climate and constraints would or could have achieved a better result.
165. The committee considered the logistics of forming a new SEQ regional transport authority. As noted above, this would involve significant change to the roles and functions of state and local government

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<sup>163</sup> S Bredhauer (Minister for Transport and Minister for Main Roads), Strangling Mobility, Brisbane Institute forum, Brisbane, 22 October 2002.

<sup>164</sup> Queensland Transport, correspondence, July 2002.

agencies causing disruption to agency staff and work output. The committee did not determine a likely cost of this transition, but suggests it would be substantial given the scale of the changes involved. The committee also considered the potential for this change to derail current improvements and undermine the goodwill that exists between governments and operators.

166. The current management framework in SEQ is not ideal, but represents a sensible compromise for the government to achieve results without incurring the political and logistical costs and difficulties of re-configuring the entire SEQ public transport landscape.
167. In the committee's view, the best option for the government and the region at this time is not to establish a further transit authority, but to make the current administrative arrangements function properly. This includes providing Queensland Transport with the legislative backing to fulfil its role, ensuring planning and land use are considered in terms of public transport and local government policy, and bringing staff and transport planning expertise from other organisations to the department. The committee suggests that the creation of the new Translink Division within Queensland Transport is an important first step. The committee welcomes the proposed inclusion of staff from Queensland Rail and Brisbane City Council. Staff from other SEQ local governments and other major stakeholders with expertise in non-infrastructure public transport solutions should also be included.
168. While finding against the arguments for a new regional authority, the committee notes that management of the region's public transport is vulnerable because success is contingent on mutual cooperation and political goodwill among the major players (the state government, local governments particularly the BCC, Queensland Rail and private operators) to work towards common objectives and not individual commercial interests. The success of reforms will ultimately depend on maintaining the current levels of goodwill and cooperation.

### **RECOMMENDATION 1**

That Queensland Transport, through Citytrans, expands joint ticketing arrangements in conjunction with other departments and the management of major sporting and entertainment facilities across South East Queensland.

**Ministers Responsible: Minister for Transport and Minister for Main Roads**

**Deputy Premier, Treasurer and Minister for Sport**

### **DECISION-MAKING FRAMEWORKS**

169. A number of submissions called for a more prudent approach to funding priorities within the transport portfolio to ensure substantial transport investments produce the best outcomes.<sup>165</sup>
170. Queensland Transport and the Department of Main Roads have introduced mechanisms to guide their internal decision-making about major investments. These include: the Multi-Modal Evaluation Framework (MMEF); the Portfolio Prioritisation Framework (PPF); departmental strategies and project assessment methods; and joint policy forums.<sup>166</sup>
171. According to Dr John Whitelegg, Professor of Environmental Studies, Liverpool John Moores University in the United Kingdom, and founder/editor of the Journal of World Transport Policy &

<sup>165</sup> See Croft, Logan City Council, hearing transcript, 19 May 2000, p.91; Deutscher, Brisbane City Council, hearing transcript, 19 May 2000, p.91.

<sup>166</sup> Queensland Transport and Main Roads, correspondence, 29 July 2002, pp. 20-1.

Practice, transport investment should be ‘balanced’ to ensure efficiency in achieving objectives. This is especially true when balancing road and public transport investment. In a paper about transport investment he prepared for the National Transport Secretariat, Dr Whitelegg wrote:

There is no self evident logic that road funding should be prioritised over the alternatives. Every investment proposal should pass a severe test in terms of efficiency, policy relevance, benefit-cost ratio, best value and environmental impact.<sup>167</sup>

172. Queensland Transport has relied on integrated transport plans (*IRTPs*) to coordinate and plan investment in transport infrastructure across Queensland. As noted above, Queensland Transport released its *Integrated Regional Transport Plan for South East Queensland (IRTP)* in 1997 to coordinate transport planning in the region. In 2001, the department released a mid-term revision of the *IRTP* called *Transport 2007*. The plan introduced the department’s Multi-Modal Evaluation Framework (MMEF) for assessing future investment in transport projects.<sup>168</sup>

### Multimodal Evaluation Framework

173. The MMEF is a form of multi-criteria analysis<sup>169</sup> that uses the popular ‘goals achievement matrix method.’<sup>170</sup> A key component of the evaluation is the scoring of projects and options by Queensland Transport staff against criteria derived from the *IRTP*. According to the department, the framework criteria are designed to gauge the overall effectiveness of projects. The department uses the following criteria and weightings:

- development of an integrated system (20 percent);
- economic development and transport efficiency (35 percent);
- environmentally sustainable transport (10 percent);
- sustainable land use and urban form (10 percent);
- social justice and social development (10 percent); and
- cost (15 percent).<sup>171</sup>

174. The Bureau of Transport Economics discusses multi-criteria analysis in its 1999 report No.100, *Facts and Furfies in Benefit-Cost Analysis: Transport*. In summary, the report notes:

Lack of an established theoretical framework for multi-criteria analysis hinders definitive comment. The BTRE was unsuccessful in its informal approaches to personnel in various State road authorities for a ‘live specimen’ of an MCA. However, most Australian MCA studies appear to use the goals achievement matrix approach.

The GAM approach is based on ‘scoring’ goals (or ‘impacts’) that are considered relevant to the evaluation of a project. The results are adjusted by applying weights determined by analysts or planners.

<sup>167</sup> J Whitelegg, *Investing in Transport: an international perspective on methods, priorities and models*, National Transport Secretariat, Brisbane, 2002, p.14.

<sup>168</sup> Wilson, Queensland Transport, hearing transcript, 19 June 2000, p.128.

<sup>169</sup> The term ‘multi-criteria analysis’ refers to a loose collection of analytical frameworks that are seen as alternatives to benefit-cost analysis. For a full description, see Bureau of Transport Economics, *Facts and furphies in benefit cost analysis: Transport*, Report No.100, DOTARS, Canberra, 1999.

<sup>170</sup> According to the BTE, the Goals Achievement Matrix Method is the better known of the two MCA methods. Its primary focus is on selected socio-economic objectives. It does not require effects to be expressed in monetary values, and objectives are usually weighted to reflect their relative importance to the analysts or the decision-maker. For a full description, see BTE, *Facts and furphies in benefit cost analysis*, DOTARS, Canberra, 1999.

<sup>171</sup> Queensland Transport, *Transport 2007 – An Action Plan for South East Queensland - Technical Working Paper (draft)*, 2001, p.13.



Despite the very considerable mathematical and statistical sophistication that has been applied to weighting and scoring systems, the underlying analytical framework remains highly arbitrary and subjective. Nor can weighting systems obviate any errors introduced by double counting where overlapping goals are included in the analysis.

A major failing of the GAM approach is its limited policy relevance, because it cannot be used to compare projects in different sectors. A road project subjected to GAM analysis cannot be compared to the results tabulated for a hospital project, for example, in the absence of a common metric.

Even if a GAM analysis is used to compare different transport alternatives, a BCA is still essential if decision-makers are to be informed of the overall social cost.<sup>172</sup>

175. The BTE report describes the use of weightings as the ‘Achilles heel’ of the GAM approach and states:

In practice, specifying weights is probably the most arbitrary aspect of GAM analysis. It is therefore, essential that the process be as transparent as possible: to ensure that the analyst’s methodology can be fully assessed and understood.<sup>173</sup>

And

...major drawbacks of the MCA technique (particularly the GAM method), such as the use of arbitrary weights, mean that there is more scope for it to be misused, either by accident or by design.<sup>174</sup>

176. Given the BTE’s comments, the committee wonders what impact small changes in the weighting would have on the results of MMEF analysis. The committee also notes that the department has not published information that explains the criteria used and how they are assessed or rated for the MMEF.

177. In evidence to the committee, the DGSAP from the University of Queensland noted the need for social justice performance indicators in the *IRTP*:

Without some consistent approaches in terms of what projects are funded in each time-frame with a consistent logic and methodology, then there is nothing integrated about the transportation system. Since public transport funding is partially justified on the grounds of equity than this prioritisation methodology needs to include some reference to ranking projects on the achievement of not only IRTP objectives but also social justice performance.<sup>175</sup>

178. NORSROC submit that a critical criteria for any transport investment should be:

To what extent will this investment increase or decrease car dependence in the long term...And to what extent does it improve mobility and access for those currently transport-disadvantaged.<sup>176</sup>

179. The committee agrees strongly with the suggestions by DGSP and NORSROC and notes the inclusion in the MMEF of a social justice and social development criteria, albeit at a relatively low weighting (10 percent). The criteria ‘environmentally sustainable transport’ appears to relate to car dependency but again this criteria has a relatively low weighting (10 percent).

<sup>172</sup> BTE, *Facts and Furphies in benefit cost analysis*, pp.16-7.

<sup>173</sup> Ibid., p.11.

<sup>174</sup> Ibid., p.16.

<sup>175</sup> Department of Geographical Sciences and Planning, submission no. 80; Davis *et al*, *Inner City Revival, Public Transport and Social Justice*, p.11.

<sup>176</sup> Northern Subregional Organisation of Councils, submission no 105, p.2.

## Portfolio Prioritisation Framework

180. Queensland Rail raised the need for a more rigorous approach to prioritising projects in its first submission to the inquiry.<sup>177</sup> According to Queensland Rail, better prioritisation is needed to ensure that funding is directed towards the most beneficial projects. Queensland Rail explained that occasionally projects are developed without a full understanding of the issues involved or possible better alternatives.
181. In their second-round joint submission, Queensland Transport and the Department of Main Roads state that a whole of portfolio approach to prioritising projects has become important in ensuring that the limited funds available go to the most critical projects. To guide this process, Queensland Transport developed its Portfolio Prioritisation Framework (PPF).<sup>178</sup> In correspondence with the committee, Queensland Transport and the Department of Main Roads advised that the focus of the initiative is on generating the best outcomes for government and the community from the resources and funding provided to both departments.<sup>179</sup> The department further advised that a joint steering committee comprised of senior representatives of both departments will manage the portfolio prioritisation agenda.
182. The steering committee will also establish joint departmental positions that will investigate issues such as the environmental impacts of transport, travel demand management, congestion, and land use impacts on transport planning. Department of Main Roads and Queensland Transport hope that coordinating departmental resources into these areas will reduce planning costs and ensure that funds are directed to the most beneficial projects.<sup>180</sup>
183. The departments advised the committee that the criteria for the PPF, when finalised, is likely to include:
- the extent to which programs address government priorities;
  - the extent to which programs respond to the direction set in Queensland Transport's Strategic Directions and/or Main Road's Road Network Strategy;
  - the objective or the purpose of the policy, planning or funding activity; and
  - the extent to which programs are supported by performance indicators.<sup>181</sup>
184. As with the MMEF criteria, the committee notes that the criteria and their assessment for the PPF are subjective. In their submission, Queensland Rail suggests that an independent peer review would add an element of rigour to the proposed listing and prioritisation of proposals.<sup>182</sup> This remains an option for departments for all major transport investment decisions.

## Policies and forums

185. In other areas, Main Roads and Queensland Transport work closely to provide integrated transport planning through forums such as: the State Cycle Committee; the School Transport Safety Consultative Committee; and collaborative work such as the development of a travel demand management strategy; the transport portfolio's 10 Year Finance Plan; and the Memorandum of Understanding between Main Roads and the Brisbane City Council to ensure the investment by the

<sup>177</sup> Queensland Rail, submission no.102, pp3-4.

<sup>178</sup> Queensland Transport and Department of Main Roads, submission no. 108, p.12.

<sup>179</sup> *id.*, correspondence, 23 August 2002, p.12.

<sup>180</sup> *Ibid.*

<sup>181</sup> *Ibid.*, p.13.

<sup>182</sup> Queensland Rail, submission no.102, pp3-4.

state complements investment at the local government level.<sup>183</sup> Queensland Transport and the Department of Main Roads have also devised a strategy called *Roads Connecting Queenslanders*. The primary objective of the strategy is to guide decisions for roads as part of a total road system in an integrated transport planning and land-use planing context.

## Conclusions

186. Queensland Transport and the Department of Main Roads use internal decision making tools to guide their investment in major transport projects in SEQ, supplementary to the broad directions provided by the *Integrated Regional Transport Plan for South East Queensland* released in 1997, and the 2001 mid-term revision, *Transport 2007*.
187. The committee welcomes the introduction of decision-making tools Multi-Model Evaluation Framework (MMEF) and Portfolio Prioritisation Framework (PPF) within the transport portfolio, though, notes the inherent weakness of internal decision-making tools that involve arbitrary weightings and subjective assessments. As noted by the Bureau of Transport Economics (BTE) from their study of multi-criteria assessment tools, it is essential that the processes used in the MMEF and PPF be as transparent as possible to ensure that the analysts' methodology can be fully assessed and understood. It is essential therefore, in the interests of transparency, that the departments publish their assessments of major transport projects using MMEF and PPF when it has been finalised.

### **RECOMMENDATION 2**

That Queensland Transport and the Department of Main Roads publish their analyses for major transport investments using their Multi-Modal Evaluation Framework and Portfolio Prioritisation Framework.

**Minister Responsible: Minister for Transport and Minister for Main Roads**

## POLICY COORDINATION

188. A further series of problems with the public transport system arises because of the lack of policy coordination across government. In their evidence, a number of groups were critical of the lack of policy coordination across state government departments and the three levels of government in regard to the region's public transport.<sup>184</sup>
189. The most critical policy coordination problems involve local governments. As noted above, public transport cannot work efficiently in sprawling, low-density urban areas. It follows that land use decisions by local government that affect urban density have profound impacts on transport systems and ongoing infrastructure and subsidy costs to the state. The approval of residential subdivisions or other major trip generators such as hospitals and education facilities on sites away from existing transport infrastructure creates difficulties for public transport planners and users alike. The converse is also true. Local governments are well placed to make a powerful contribution to public transport and transport efficiency through land use policies and decisions that support public transport.

<sup>183</sup> Queensland Transport and Department of Main Roads, correspondence, 29 July 2002, p.21.

<sup>184</sup> Strategic Liaison Committee, submission no. 82, p.2; Elliot, Property Council of Australia, hearing transcript, 19 May 2000, p.70, Submission no.93, p.1; Santagiuliani, Redland Shire Council, hearing transcript, 19 May 2000, p.90; Leigh, Queensland Council of Social Services, hearing transcript, 14 April 2000, p.29; Redlands Shire Council, correspondence, 21 January 2000; Ipswich City Council, submission no. 30, p.3.

## SEQ 2021

190. In 2001 the Hon Nita Cunningham MP Minister for Local Government and Planning launched a new regional planning project for SEQ titled *SEQ 2021- A Sustainable Future*. Over the next three years state government agencies, local councils and non-government groups will develop a long-term plan and a new cooperative regional planning strategy to better manage the region's resources.<sup>185</sup> The issue of sustainable transport will be an important element in *SEQ 2021*.

## Shaping Up Guidelines

191. In 1998, Queensland Transport released comprehensive guidelines on urban forms that support public transport called *Shaping Up – A guide to the better practice and integration of transport, land use and urban design techniques*. These guidelines are designed to influence planning decisions at the state, regional, local and site-specific levels. While practical in nature, the guidelines are designed as a companion to other related documents such as the AUSTROADS *Guides to Traffic Engineering Practice* and the *Queensland Residential Design Guidelines*.<sup>186</sup>
192. Queensland Transport has also 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 the provision of transport services and infrastructure.<sup>187</sup> The *Shaping Up* guidelines are now explicitly recognised in planning schemes.<sup>188</sup>

## The role of Cabinet

193. The committee was told that effective coordination between government agencies is critical to the provision of essential public transport links to key trip generators. In regard to hospitals, Ms Janet Leigh of the Queensland Council of Social Services told the committee that people will continue to struggle to get to centralised medical facilities unless there is coordination between travel demand drivers like the health system and transport planners.<sup>189</sup> The effects of current difficulties on transport-disadvantaged groups are discussed in Part (3) at page 9.
194. Dr Eian Mavor OAM, director of the Lifeline Counselling Centre on the Gold Coast, in commenting on the Older Women's Network publication *Transport Woes* wrote that the problems of the 'transport poor' affected all ministerial portfolios and demanded a whole of government response to putting it right.<sup>190</sup>
195. Other policy areas with government-wide impacts have benefited from the introduction of policy impact assessment processes by Cabinet in respect of submissions. Policy impact processes currently in place in Queensland oblige agencies to consider rural/regional impacts, employment and skills development impacts and financial considerations.<sup>191</sup> Impact statements addressing these issues are required for all Cabinet submissions with the exception of information papers and significant appointments to government boards. Under these processes, agencies are required to address and report on particular policy impacts of proposals submitted to Cabinet for consideration.

<sup>185</sup> For information on the SEQ 2021 project and future plans see [http://www.seq2021.qld.gov.au/aboutseq2021/2021\\_contents.asp](http://www.seq2021.qld.gov.au/aboutseq2021/2021_contents.asp).

<sup>186</sup> Queensland Transport, *Shaping Up – A guide to better practice and integration of transport, land use and urban design techniques*, QT, Brisbane, 1998, pp. 2-3.

<sup>187</sup> Queensland Transport, submission no. 67, p.D-14.

<sup>188</sup> Broe, hearing transcript, 19 July 2000, p.135.

<sup>189</sup> Leigh, Queensland Council of Social Services, hearing transcript, 14 April, p.30.

<sup>190</sup> Older Women's Network (Qld) Inc, *Transport Woes*, 2002, p.5.

<sup>191</sup> Department of Premier and Cabinet, *The Queensland Cabinet Handbook*, Cabinet Secretariat, Department of Premier and Cabinet, Brisbane, 2000, section 5.5.4.

196. In regard to consultation, agencies are also required to consult with a range of agencies and committees to ensure a whole of government approach is taken to matters considered by Cabinet. Agencies with standing consultation requirements in regard to Cabinet submissions are:
- Department of Premier and Cabinet - Policy Coordination Division, Intergovernmental Relations Directorate, Office of the Public Service Commissioner, Office of the Parliamentary Counsel, State Affairs Branch, Multicultural Affairs Queensland;
  - Treasury Department – (financial considerations), National Competition Unit;
  - Department of Justice and the Attorney General;
  - Department of Employment, Training and Industrial Relations – Public Sector Industrial Relations Division, Workforce Strategies Unit - Employment Taskforce;
  - Department of Communications and Information, Local Government, Planning and Sport – Integrated Development Approval System;
  - Department of Primary Industries – Office of Rural Communities;
  - Department of State Development – Business Regulation Reform Unit;
  - Department of Equity and Fair Trading – Office of Women’s Policy;
  - Parliamentary Commissioner for Administrative Investigations (Ombudsman); and
  - ministerial policy committees.<sup>192</sup>
197. Given the importance of equitable access to public transport for transport-disadvantaged groups in the community to the delivery of government services and access to government facilities, the committee considered the potential benefits of the inclusion of a further impact process for Cabinet submissions concerning public transport. This impact process could require that submissions to Cabinet concerning the construction, relocation or centralisation of government service centres and facilities address issues such as:
- The catchment area for the centre or facility;
  - The clients in the catchment area, including the proportion of the population that are transport-disadvantaged and without access to private transport;
  - The likely need for clients to attend the centre or facility; and
  - The accessibility of the centre or facility by public transport services, walking and cycling.
198. The committee believes it is imperative that Cabinet is fully informed of these issues. Proper consideration of projects’ impacts on the transport needs of transport-disadvantaged groups at the earliest, formative stages would produce long-term benefits to the government and community far above the likely administrative costs of the process. The committee suggests a transport impact assessment process administered by Queensland Transport could be modelled on the Employment and Training Impact Statement process administered by the Department of Employment, Training and Industrial Relations.<sup>193</sup>
199. Alternatively, Cabinet procedures could be amended to include a standing consultation arrangement to oblige agencies to consult with Queensland Transport at the outset in relation to the transport impacts of their establishment, relocation or centralisation of service centres and facilities. This in effect would formalise the *ad hoc* consultation between agencies and Queensland Transport that already occurs in regard to Cabinet submissions with transport impacts.

<sup>192</sup> Department of Premier and Cabinet, *The Queensland Cabinet Handbook*, section 6.2.2.

<sup>193</sup> Information about the Employment and Training Impact Statement Process is available from the Department of Employment, Training and Industrial Relations website at <[www.employment.qld.gov.au/wstrategy/esdisguide.htm](http://www.employment.qld.gov.au/wstrategy/esdisguide.htm)>.

## The *Integrated Planning Act 1997*

200. The *Integrated Planning Act 1997* is a further key tool to coordinate land use with transport policies. The fundamental purpose of the *Act* is to seek ecological sustainability by-
- coordinating and integrating planning at the local, regional and state levels;
  - managing the process by which development occurs; and
  - managing the effects of development on the environment.
201. While recognising the importance of sustainability, the *Act* fails to recognise the role of Queensland Transport, steward of the transport system, in relation to development assessments. It does, however, recognise the role of the Department of Main Roads in relation to impacts of development on the road network. In the absence of *Integrated Planning Act* provisions, Queensland Transport depends on Section 145 of the *Transport Operations (Passenger Transport) Act 1994* and Section 148 of the *Transport Infrastructure Act 1994* for its jurisdiction and powers in relation to development assessment, and a protocol it established with the Local Government Association of Queensland.
202. Under s 145 of the *Transport Operations Passenger Transport Act 1994*, a local government must obtain the written approval of the chief executive (Queensland Transport's Director-General) if it intends to approve a subdivision, rezoning or development of land, carry out road works or other changes that would have a significant adverse impact on the provision of public passenger transport. The *Act* states:

### **Impact of certain decisions by local governments on public passenger transport**

145(1) A local government must obtain the chief executive's written approval if it intends to-

- (a) approve a subdivision, rezoning or development of land; or
- (b) carry out road works on a local government road or make changes to the management of a local government road;

and the approval or the works or changes would have a significant adverse impact on the provision of public passenger transport.<sup>194</sup>

203. What might constitute a significant adverse impact is not stated in the *Act* and remains a matter for interpretation. Section 145(3) provides that the chief executive may give approval that is subject to conditions. Section 145(6) provides that a local government must comply with conditions applying to it under s 145. A weakness of the legislation is that it specifies no incentives for local governments to notify the chief executive in accordance with s 145(1) nor penalties for a local government that fails to do so. In fact, the *Act* provides that, should the local government fail to obtain the chief executive's approval of the subdivision, rezoning or development of land, the local government's approval is not invalidated.
204. Section 148 of the *Transport Infrastructure Act 1994* provides that, under certain circumstances, the chief executive (Queensland Transport's Director-General) may make guidelines for local government in relation to a subdivision, rezoning or development of land impacting on a railway. The *Act* states:

### **148 Impact of certain decisions by local government on railways**

(1) The chief executive may make guidelines about what a local government must consider in relation to the safety and operational integrity of a railway if-

<sup>194</sup> *Transport Operations Passenger Transport Act 1994*.

- (a) it intends to-
  - (i) approve a subdivision, rezoning or development of land; or
  - (ii) carry out road works on a local government road ; or
  - (iii) make changes to the management of a local government road; and
- (b) the approval, works or change would –
  - (i) require works to be carried out on a railway; or
  - (ii) otherwise have a significant adverse impact on a railway; or
  - (iii) have a significant impact on the planning of a railway or a future railway.

(2) The chief executive must give a copy of any guidelines to each relevant local government.

205. Again, the *Act* is silent on what might constitute ‘a significant adverse impact on a railway’, and provides no compulsion on the local government to conform to the guidelines.
206. A protocol established by Queensland Transport with the Local Government Association of Queensland, seeks to reinforce the intent of s 145 of the *Transport Operations (Passenger Transport) Act 1994* and s 148 of the *Transport Infrastructure Act 1994*. The protocol requires local governments to advise Queensland Transport of developments and proposed decisions that will adversely impact on public transport.<sup>195</sup>
207. The committee suggests that the arrangements under the *Transport Operations (Passenger Transport) Act 1994*, the *Transport Infrastructure Act 1994* and the protocol do not match the importance of effective transport and land use coordination in relation to public transport. The joint submission by Queensland Transport and the Department of Main Roads states that Queensland Transport’s role in relation to developments impacting on public transport needs to be strengthened. According to the departments, the *Integrated Planning Act 1997* should support Queensland Transport’s jurisdiction as a ‘concurrence agency’, especially in the early stages of the development assessment process.<sup>196</sup> The committee agrees. Concurrence agency status would ensure the department automatically sees development applications.<sup>197</sup>

## **Towards a national policy on urban transport**

208. There is also a need to align state and federal government policies and objectives to achieve sustainable transport outcomes. Whilst Queensland Transport seeks to reduce private vehicle travel in the SEQ region and increase public transport usage, the federal government’s taxation policies appear to have the opposite objective. Difficulties caused by the federal government’s taxation of public transport are discussed later in this report at page 95.
209. On 7 November 2002, the Hon John Anderson MP, Deputy Prime Minister and Minister for Transport and Regional Services released the Commonwealth Government’s green paper on fundamental land transport infrastructure reform, *AusLink: Towards the National Land Transport Plan*.<sup>198</sup> According to the Deputy Prime Minister’s press release, the green paper proposes:

<sup>195</sup> Queensland Transport, submission no. 67, p.D-14; Queensland Transport and Department of Main Roads, submission no. 108, p.7.

<sup>196</sup> Ibid.

<sup>197</sup> Broe, hearing transcript, 19 July 2000, p.135.

<sup>198</sup> J Anderson (Deputy Prime Minister and Minister for Transport and Regional Services), media release, Parliament House, Canberra, 7 November 2002.

**Establishing an integrated National Land Transport Network** - transport links of strategic national importance, such as rail and road connections between cities and to major ports and airports.

**Developing a National Land Transport Plan** - a rolling five-year national plan with participation from the community, industry and all governments. A longer-term planning horizon of up to 20 years will be used to expand our understanding of the challenges our country will face.

**Establishing a national advisory body** - of public and private sector experts to provide transport ministers with strategic analysis and advice on priorities for national infrastructure investment, reforms to support intermodal integration and infrastructure pricing.

**Generating the best ideas** - expanding the range of organisations able to propose projects for Commonwealth funding, including state and territory governments, local councils, the private sector, user organisations, regional development bodies and community organisations.

**Funding the best solutions** - widening the range of solutions eligible for Commonwealth funding, including new technology that can lead to better management and pricing.

**Employing a consistent approach to funding** - establishing a single, flexible funding programme to replace the separate programmes for different transport modes. It will help to direct funds to the best projects. Regional funding will be earmarked.

**Encouraging reciprocal responsibility** - encouraging the joint and complementary development and funding of projects between governments, and with the private sector, to increase the level of available funding.<sup>199</sup>

210. The committee notes that the paper makes no mention of taxation reform, though does acknowledge the difficulties confronting state and territory governments across Australia in managing the projected increases in freight and passenger travel. Using statistics compiled by the Bureau of Transport and Regional Economics, the paper states the freight transport in Australia will double by 2020 and the urban transport task will grow from 181.5 billion passenger kilometres (pkm) to 235.9 pkm by 2020, an average annual growth rate of 1.3 percent.<sup>200</sup>
211. While the reforms described in the AUSLINK paper may sound attractive from a public transport perspective, the committee notes that the policy proposal involves no additional funding commitment by the Commonwealth Government for transport. It follows that any funding benefits to public transport will be achieved at the expense of state and territory road funding budgets. From its other work, the committee notes that roads are already under-funded in Queensland. State-controlled roads in Queensland face a \$4.8 billion backlog in rehabilitation and maintenance works.<sup>201</sup>
212. In a separate policy initiated at a national level, Australian transport ministers through the Australian Transport Council (ATC) agreed to a national strategy to lower emissions from urban traffic. The strategy devised by the National Transport Secretariat (NTS) aims to achieve six key outcomes that ministers agreed would reduce emissions from urban traffic:
- (1) more choices for urban travellers;
  - (2) smarter decisions about available choices;
  - (3) greater understanding of the full impact of transport choices;
  - (4) cleaner performance by urban vehicles;
  - (5) greater access in urban areas with less movement; and

<sup>199</sup> J Anderson (Deputy Prime Minister and Minister for Transport and Regional Services), loc. cit.

<sup>200</sup> BTE, *Greenhouse Emissions from Australian Transport: trends to 2020*, DOTARS, Canberra, 2002, p.16.

<sup>201</sup> Queensland Department of State Development, *State Infrastructure Plan 2001*, DSD, Brisbane, 2001.



(6) national funding arrangements supportive of integrated urban travel systems.<sup>202</sup>

213. The committee welcomes the development of a national transport strategy on lowering transport emissions, however notes the NTS document does not impose obligations on transport agencies to act, nor does it set specific targets or timetables for implementation.

## Conclusions

214. The committee supports the *SEQ 2021* plan for the SEQ region. *SEQ 2021* provides an opportunity for the state government and SEQ local governments to ensure alignment of land use and public transport objectives.

215. The *Integrated Planning Act 1997* should be amended to give Queensland Transport concurrence agency status in regard to developments impacting on public transport. Section 145 of the *Transport Operations (Passenger Transport) Act 1994* and s 148 of the *Transport Infrastructure Act 1994* should be used as the basis for new transport impact assessment provisions under the *Integrated Planning Act 1997*.

216. In transferring these provisions to the *Integrated Planning Act 1997*, the committee notes that it will be necessary to examine and clarify their scope. Queensland Transport's role will need to include assessment of transport system impacts such as:

- major developments that would impose unreasonable impacts on the provision of transport infrastructure and where the accessibility of a range of transport modes needs to be considered;
- major developments likely to require public transport-related infrastructure;
- development adjacent to rail corridors that may have secondary impact on the safety of the transport system by, for example, significantly increasing the use of a level crossings; and increased legal and illegal pedestrian movements through the corridor;
- significant development requiring a functional hierarchy of roads, cycle ways and pedestrian pathways; and
- development requiring cycling and pedestrian end-user facilities.

217. Queensland Transport has produced excellent guidelines on transport-friendly urban design called *Shaping Up*. Developers, councils urban designers and others involved in urban planning should be encouraged to abide by the principles in the guidelines.

218. All levels of government impact on urban transport. It follows that effective alignment of policies across all levels of government is crucial to maximise the returns from urban transport investments by all levels of government. A national urban transport policy statement with clear objectives and targets for sustainability is needed to assist state and territory governments and local governments in their forward transport planning, coordination and investment decisions. The committee recommends that the Minister for Transport lobby the Commonwealth Government through the Australian Transport Council to develop such a national urban transport policy.

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<sup>202</sup> See Australian Transport Council, *Lowering Emissions from Urban Traffic: An Integrated National Strategy*, National Transport Secretariat, Brisbane, 2002, p.1, <<http://ww.nts.gov.au/environment/indexprint.htm>>.

**RECOMMENDATION 3**

That the Department of Premier and Cabinet amend the Cabinet Handbook to include Queensland Transport and the Department of Main Roads within the range of agencies with standing consultation requirements in regard to Cabinet submissions. And further, that the Department of Premier and Cabinet consider introducing a transport impact assessment process for submissions to Cabinet.

**Minister Responsible: Premier and Minister for Trade**

**RECOMMENDATION 4**

That Queensland Transport establishes a protocol between the state government and the Local Government Association of Queensland to ensure developers, councils and other stakeholders in urban developments abide by the guidelines in Queensland Transport's 1998 *Shaping Up* guidelines to improve the integration of transport and land use in South East Queensland.

**Minister Responsible: Minister for Transport and Minister for Main Roads**

**RECOMMENDATION 5**

That the *Integrated Planning Act 1997* be amended to give Queensland Transport concurrence agency status in regard to assessment and control of the public transport implications of development applications, consistent with the status of the Department of Main Roads for roads impacts. Section 145 of the *Transport Operations (Passenger Transport) Act 1994* and s 148 of the *Transport Infrastructure Act 1994* should be used as the basis of these new transport impact provisions with clarification of their scope.

**Minister Responsible: Minister for Local Government and Planning**

**Minister Responsible: Minister for Transport and Minister for Main Roads**

**RECOMMENDATION 6**

That the Minister for Transport and Minister for Main Roads lobby the Commonwealth Government through the Australian Transport Council to develop a national policy on urban transport.

**Minister Responsible: Minister for Transport and Minister for Main Roads**

**MONITORING PUBLIC TRANSPORT PERFORMANCE**

219. The performance of the SEQ public transport system is difficult to track and monitor. There are currently no publicised periodical performance figures for the system, and much of the decision-making process is never made public because of concerns about commercial confidentiality. The patronage growth targets set for operators in their contracts are not publicised, nor the findings from much of the department's policy evaluation work.
220. The *SEQ 2021 Performance Monitoring Report* produced by the Department of Local Government and Planning notes the lack of useful regional transport indicators and performance monitoring processes for SEQ. Performance monitoring is about measuring outcomes and assessing and reporting

on a number of performance (or outcomes) indicators.<sup>203</sup> The Institution of Engineers note in their evidence the importance of having a system for measuring and monitoring the performance of the public transport systems and initiatives that have or are being implemented.<sup>204</sup> It is vitally important that performance indicators are clear, achievable, measurable and appropriate. Performance indicators can have a direct affect on the system's equity and future planning decisions.

221. As noted in Part (4), transport planning documents provide important direction concerning the future development of the region's transport system, however they don't translate proposals into specific, measurable actions. 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 proposed 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 their implementation. While a long term 25 year plan (*IRTP*) and 7 year plan (*Transport 2007*) 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 in implementing key reforms could improve.
222. Performance monitoring is discussed in *Transport 2007*.<sup>205</sup> The actions concerning implementation 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.*
223. *Transport 2007* provides for an annual reporting mechanism to track the progress and delivery of initiatives and actions. These annual implementation reports are compiled by Queensland Transport with the help of SEQ local governments, state agencies, the Commonwealth and the private sector.<sup>206</sup>
224. The table below presents the objectives and performance indicators that were monitored and reported in the *Transport 2007 Implementation Report* released in 2001. These indicators give a snapshot of the region's transport system:

**Table 3: Performance indicators – Transport 2007**

<b>IRTP objective</b>	<b>Performance Indicators</b>
1 Developing a more sustainable transport system	Total mode share splits for public transport (10.5percent), cycling (8percent) and walking (15 percent) by 2011
2 Restraining the growth of peak period car travel demands	Peak mode share splits for public transport, cycling and walking Peak travel times on major corridors in SEQ by mode: bus and private vehicle Average private vehicle occupancy rates on key routes in major urban areas
3 Providing efficient and sufficient road capacity	Urban travel time
4 Ensuring the efficient movement of freight	Annual freight tonne kilometres
5 Coordinating transport and land use planning	Proportion of Local Governments covered by plans (IPA Planning Schemes and ILTPs) that incorporate integrated transport and land use solutions
6 Ensuring social justice	Accessibility of urban transport for people who are transport-disadvantaged

<sup>203</sup> Queensland Department of Local Government and Planning, *SEQ 2021: A Sustainable Future – Performance Monitoring Report 2001*, DLGP, Brisbane, 2002, p.11.

<sup>204</sup> McLurg, Institution of Engineers, hearing transcript, 14 April 2000, p.58.

<sup>205</sup> Queensland Transport, *Transport 2007*, pp.89-90.

<sup>206</sup> Queensland Transport, *Transport 2007 Implementation Report 2001*, p. 3.

	Per capita incident rates (including injury, fatality, property) for each mode Community perception rating of the level of personal safety and security on the transport system (including experienced incident rates)
7 Maintaining environmental quality	Urban air quality levels and greenhouse gas emission levels attributable to transport use Age and fuel type characteristics of the vehicle fleet in SEQ

Source: *Transport 2007, Queensland Government, 2001.*

225. While the 2001 implementation report assessed the ‘progress’ of actions listed in *Transport 2007*, the 2002 report will measure ‘outcomes’. Queensland Transport is considering including additional indicators such as ‘average trip length’, ‘proportion of the regional population within 400 metres of an access point to regular scheduled public transport services’, ‘per capita vehicle kilometres travelled’, ‘per capita fuel consumption’ and ‘urban travel time per kilometre’.<sup>207</sup> The committee notes these further indicators would better reflect progress in regard to SEQ public transport.
226. Queensland Transport is also developing a web-based reporting mechanism to enable stakeholders to report online and in real-time on the progress of *IRTP* and *Transport 2007* actions.<sup>208</sup>
227. A number of submissions commented on the need for greater scrutiny of the work by Queensland Transport and others to implement *IRTP* strategies and initiatives. The Public Transport Alliance suggested that Queensland Transport’s strategies and projects be subject to greater public and parliamentary scrutiny.<sup>209</sup> Other suggestions raised during the inquiry include:
- an outcome-oriented approach to operator service contracts rather than concentration on outputs;<sup>210</sup> 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 vehicle.<sup>211</sup>
228. In its interim findings, the committee flagged the need for further accountability mechanisms such as 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. The Brisbane City Council responded that sufficient reporting mechanisms already exist.<sup>212</sup> Whilst supporting the need for greater accountability, the Institute of Engineers questioned whether the Travelsafe Committee had the necessary infrastructure and resources for such a task.<sup>213</sup> The Public Transport Alliance suggested that the aims and outcomes of the *IRTP* and *Transport 2007* would be better achieved if they were monitored in public by an independent transit body, with the Travelsafe Committee taking on a monitoring role in the interim period.<sup>214</sup>

## Conclusions

229. Mechanisms to make state and local government agencies and public transport operators more accountable for achieving regional system objectives and to make management decisions more transparent are essential to maintain momentum, regardless of political circumstances. The mechanisms to improve accountability and transparency will need to include:

<sup>207</sup> Queensland Department of Local Government and Planning, *SEQ2021: A sustainable Future – Performance monitoring report*, DLGP, Brisbane, 2002, p.86.

<sup>208</sup> Queensland Transport, *Transport 2007 Implementation Report 2001*, p. 3.

<sup>209</sup> Public Transport Alliance, submission no. 52, p.15.

<sup>210</sup> Freeman, Logan City Council, hearing transcript, 19 May 2000, p.77.

<sup>211</sup> Ibid.

<sup>212</sup> Brisbane City Council, submission no. 107, p.5.

<sup>213</sup> The Institute of Engineers, submission no. 106, p.1.

<sup>214</sup> Public Transport Alliance, submission no. 88, p.5.

- Queensland Transport clearly articulating its transport objectives and transport planning philosophies for the region in detail;
  - all agencies giving their commitment to an implementation timetable and meeting milestones in the timetable;
  - a meaningful, public reporting mechanism of achievements and progress; and
  - regular reporting of the health of the transport system using performance indicators that reflect service quality, accessibility, security, social and economic efficiency concerns.
230. The committee welcomes commitments by Queensland Transport to report annually on the implementation of transport reforms in SEQ against revised objectives. The committee concludes that separate annual reporting by the committee on the implementation of *Transport 2007* reforms is unnecessary.

### **RECOMMENDATION 7**

That Queensland Transport's annual reporting on the implementation of *Transport 2007* be expanded to include reporting on the indicators: average trip length; the proportion of the region's population within 400 metres of an access point to regular scheduled public transport services; per capita vehicle kilometres travelled; per capita fuel consumption; and urban travel time per kilometre.

**Minister Responsible: Minister for Transport and Minister for Main Roads**

## **PUBLIC TRANSPORT SERVICES**

### **Improving service coverage across South East Queensland.**

231. 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 groups.<sup>215</sup> People in these areas who do not own or have other access to a private motor vehicle are particularly disadvantaged.<sup>216</sup> The social implications of this disadvantage includes increased isolation, dislocation and social dysfunction at the individual and community levels.<sup>217</sup> This problem is growing as affordable housing stocks in inner-Brisbane are exhausted.
232. In a recent joint submission to the committee, Queensland Transport and the Department of Main Roads state that they will concentrate on extending public transport services to those areas that would reap the most benefit, namely those areas that the Australian Bureau of Statistics define as 'urban areas.'<sup>218</sup> In effect, current low patronage, low density areas will remain poorly serviced by public transport. While the committee acknowledges the need to target limited resources to areas that will achieve the greatest benefit, the social justice implications of not properly servicing transport-disadvantaged areas also needs to be carefully considered.
233. Improving public transport is of prime importance to regional communities to address social disadvantage, especially youth unemployment.<sup>219</sup> The location of services and facilities outside of shires places greater pressure on people to travel for essential services.<sup>220</sup> For people without access to

<sup>215</sup> See discussion of Murray *et al* (1998) in the following section on effectiveness and efficiency of the public transport system.

<sup>216</sup> Department of Families, Youth & Community Care Queensland, submission no. 62, p.3.

<sup>217</sup> Ibid.

<sup>218</sup> Queensland Transport and Department of Main Roads, submission no 108, p.B-8.

<sup>219</sup> Knight, Noosa Shire Council, hearing transcript, 19 May 2000, p.75.

<sup>220</sup> Noosa Shire Council, submission no. 59, p.4.

private motor vehicles, public transport may provide the only means of travel to remote services and facilities - a key issue in communities with dispersed populations.

234. Mrs Sally Jones, the convenor of the Gold Coast's Older Women's Network, wrote about the impact that immobility has on the community.

Without personal mobility individuals are unable to access essential goods and services, employment opportunities and other necessary requirement for a decent quality of life. This impacts not only individuals but also on the whole community.<sup>221</sup>

235. Submissions and other evidence canvassed a wide range of public transport service problems in SEQ. These include poor service frequencies,<sup>222</sup> the lack of cross-town and cross-regional services,<sup>223</sup> the lack of hinterland services,<sup>224</sup> poor feeder services to rail,<sup>225</sup> lack of Sunday services,<sup>226</sup> lack of accessible services in many areas of SEQ<sup>227</sup> and overcrowding on some services.<sup>228</sup> The committee heard of particular difficulties caused by the lack of services to key trip generators such as hospitals and post-secondary education.<sup>229</sup>

236. 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 (i.e. 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 on the map at Appendix (E) 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 Boonah.<sup>230</sup>

237. 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 planning 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.

<sup>221</sup> Ibid.

<sup>222</sup> Mees, hearing transcript, 14 April 2000, p.37; Kelly, submission no. 59, p.7; Ipswich City Council, submission no. 30, p.4; Gold Coast City Council, submission no.95, p.1; Logan City Council, submission no.101, p.2; Public Transport Alliance, submission no. 88, p.4.

<sup>223</sup> Elliott, Property Council of Australia, hearing transcript, 19 May 2000, p.73; Public Transport Alliance, submission no. 52, pp.5-6; Department of Local Government and Planning, submission no. 55, pp.2-4.

<sup>224</sup> Kelly, submission no. 59, pp.4-5 and 7-9; McMurray, submission no. 96, p.1.

<sup>225</sup> Mees, hearing transcript, 14 April 2000, p.37; Wynne, submission no. 7, p.1; Williams, submission no. 103, pp.2-3.

<sup>226</sup> Croft, Logan City Council, hearing transcript, 19 May 2000, p.84; Williams, submission no. 103, pp.2-3.

<sup>227</sup> 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, 19 May 2000, p.75; Redlands Shire Council, submission no. 35, p.2; Department of Local Government and Planning, submission no. 55, pp.2-4.

<sup>228</sup> Queensland Council of Parents and Citizens Associations, submission no. 32, p.1.

<sup>229</sup> Gamin, submission no. 73, p.2 (regarding Gold Coast Hospital); Kelly, submission No. 59, p.4 (regarding TAFE colleges on the Sunshine Coast).

<sup>230</sup> Murray *et al*, *Public Transportation Access*, pp.18-9.

- 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.
- 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<sup>231</sup> 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.<sup>232</sup>
238. The committee welcomes these planned initiatives for the next five years. However, it suggests that much greater emphasis is required to sooner address the needs of transport-disadvantaged residents of SEQ.
239. The committee notes the Brisbane City Council’s new, Downtown Loop service launched on 22 September 2002. Two free inner-city bus services ‘loop’ the CBD Monday to Friday in opposite directions at 10 minute intervals, stopping at Central Station, the Queen Street Mall, the Botanic Gardens, the Riverside Centre, the QUT and King George Square. The services target city workers, students, rail and bus commuters, shoppers and tourists. The committee welcomes this important service to Brisbane CBD travellers.
240. Logan City Council and Queensland Transport have formed a Joint Working Group for Public Transport to address service problems in Logan City. The working group aims to improve the public transport provision by developing innovative and flexible forms of service delivery.<sup>233</sup> The committee welcomes this joint initiative by Logan City Council and Queensland Transport.
241. The committee also notes the Gold Coast Hinterlink pilot bus service to outlying areas in Mudgeeraba. Hinterlink is a timetabled and hail and ride service run by Surfside Buslines. It links the outer areas of Mudgeeraba, Tallai, Worongary, Pioneer Downs and part of Bonogin to the Surfside bus network. The service provides Mudgeeraba’s regional community with greater access to railway stations, shopping centres and centres like Brisbane, the Sunshine Coast and the Gold Coast.<sup>234</sup> Queensland Transport has given in-principle support for the Gold Coast Hinterlink pilot.

<sup>231</sup> Queensland Transport refers to Transit 21 as follows - ‘The IRTP’s signature project ‘Transit 21’ will aim to introduce maxi taxis or small buses to provide more public transport choices in transport-disadvantaged communities. Transit 21 would provide a semi on-demand service, allowing door-to-door or street-corner service. Queensland Transport, *Transport 2007*, p.67.

<sup>232</sup> Ibid, p.66.

<sup>233</sup> Logan City Council, submission no. 101, p.2.

<sup>234</sup> Surfside HinterLink, *Community Bus Services for Mudgeeraba, Tallai and Worongary*, 2002, <[www.surfside.com.au](http://www.surfside.com.au)>.

242. Part (3) of the report discusses access, accessibility and equity of the region's public transport and the importance of public transport service standards. The committee is not aware of service standards published by Queensland Transport for either metropolitan or non-metropolitan areas of SEQ.
243. In correspondence with the committee, Dr Mees of the University of Melbourne outlined best-practice service standard models for public transport systems in Zurich, Vancouver and Toronto:

#### Zurich

Public transport is provided across the Canton (State) of Zurich on the basis that every community (village) with more than 300 inhabitants receives a minimum of an hourly service from 6am to 8pm 365 days per year, linking the community to a 'transfer point' (usually a railway station) which enables hourly-or-better connections to the rest of the Canton. Residents of the 'agglomeration' of Zurich (equivalent to the urbanised area defined by the Australian Bureau of Statistics...receive a minimum of a half-hourly service, from 6am until midnight.

#### Vancouver

The policy of BC Transit is to provide a minimum hourly service until around 1am, 365 days per year, to all parts of the urbanised area of Vancouver (defined in the same way as in Australia, but with a threshold of 4 persons per gross hectare). Services are designed to follow the arterial road grid, covering both north-south and east-west routes.

#### Toronto

Service standards apply only in the City of Toronto (formerly the Municipality of Metropolitan Toronto), which covers around 2.5 million of the 4 million urban area residents. This is because public transport is a municipal government responsibility. The Toronto Transit Commission publishes a detailed Service Standards Process guide...The basic minimum standard is a service every 30 minutes from 6am until around 1.30am, supplemented by a 30 minute all-night service with wider route spacing. Again, as in Vancouver, services are provided along the grid of arterial roads in all directions. The density threshold for TTC service comes from the Province of Ontario's definition of an urban transit service area, which in turn is derived from the same Statistics Canada threshold used in Vancouver, i.e. 4 persons per gross hectare.

244. Dr Mees suggests a two-tiered system like that used in Zurich would be appropriate for SEQ. This would involve half-hourly minimum services in the built up area and minimum services and hourly services with earlier finishing times in the lower-density fringe and small towns.<sup>235</sup>

### Coordination of services

245. The community-wide benefits associated with greater integration of public transport is well documented. Among other things integration increases public transport patronage and user satisfaction and promotes a more effective and efficient transport system.
246. Evidence collected by the committee highlights the need for greater coordination and integration between services. According to the Queensland Conservation Council, the lack of service integration is a fundamental flaw of existing operations.<sup>236</sup> Queensland Rail suggests that service coordination between operators and interchange facilities is more important to commuters than integrated ticketing.<sup>237</sup> Beaudesert and Gold Coast councils expressed concern at the lack of integration between bus and rail services.<sup>238</sup>

<sup>235</sup> Mees, correspondence, 14 May 2002.

<sup>236</sup> Queensland Conservation Council, submission no.91, p.1.

<sup>237</sup> Queensland Rail, submission no.102, pp.2-3.

<sup>238</sup> Gold Coast City Council, submission no. 95, p.2; Beaudesert Council, submission no. 90, p.1.



## Contracts

247. A number of submissions identified public transport service contracts as a source of problems in SEQ.<sup>239</sup> The approach to contracting was blamed for encouraging inappropriate competition between operators; causing ‘dead running’ by placing restrictions on the areas that operators can service; lacking specific incentives that encourage integration between modes and services; and having unclear performance objectives.

248. In evidence to the committee, Queensland Rail stated that operators need a coordinated understanding of the transport system as well as clear articulation of their performance objectives especially in terms of service integration. Queensland Rail used current Citytrain and bus service contracts as an example of the lack of coordination between services.<sup>240</sup> In evidence to the committee, Queensland Rail stated:

In the absence of specific requirements in their service contracts or the provision of relevant infrastructure, operators may concentrate more on the performance indicators on which they are being measured or may focus on services that achieve a better financial outcome. Inappropriate competition between services may also result.

249. Whilst it is acknowledged that there are difficulties in specifying particular requirements without reducing operator flexibility, operators will become more accountable if appropriate direction and incentives are provided in their service contracts.<sup>241</sup> The Queensland Conservation Council’s submission recommends the provision of network-based incentives in operator contracts as a means to achieve greater service integration.<sup>242</sup>

250. Queensland Transport have agreed to reform its approaches to contracting. The department told the committee the new ‘Generation 3’ contracts will remove the restrictions on contract boundaries, simplify revenue collection and remuneration, and help facilitate integrated ticketing. The main changes include:<sup>243</sup>

- collection and reimbursement of all fare revenue by Queensland Transport;
- remuneration based on the number of kilometres of service;
- elimination of current area monopolies by operators;
- conformance to key performance indicators as part of the conditions of the contract; and that
- operators will be penalised under recent amendments to the *Transport Operations (Passenger Transport) Act 1994* if they don’t meet specified key performance indicators.

251. According to Queensland Transport, these changes will ensure that operator contracts are appropriately focused on the provision of a service, rather than financially driven:

It is expected that the new contracts will ensure that services are delivered where they are most required, rather than where operator think there is the greatest opportunity for revenue.<sup>244</sup>

252. The committee welcomes Queensland Transport’s proposed reforms to public transport service contracts and suggest that incentives be offered to operators in the contracts to encourage them to coordinate their services with other operator services and modes.

<sup>239</sup> Queensland Rail, submission no. 102, p.1; Queensland Rail, correspondence, 27 July 2002, p.1; Logan City Council, submission no. 101, p.2; Queensland Transport and Main Roads, correspondence, 29 July 2002, p.18; Queensland Conservation Council, submission no.91, *A Ticket to Ride*, p.13; Northern Subregional Organisation of Councils, submission no.105.

<sup>240</sup> Queensland Rail, submission no. 102, p.1.

<sup>241</sup> Queensland Rail, correspondence, 27 July 2002, p.1.

<sup>242</sup> Queensland Conservation Council, submission no.91, *A Ticket to Ride: Executive Summary*, p.2.

<sup>243</sup> Queensland Transport and Main Roads, correspondence, 29 July 2002, p.18.

<sup>244</sup> Ibid.

### Bicycles and public transport

253. An obvious measure to increase the availability of accessible public transport services is to improve the integration of cycling with public transport services.<sup>245</sup> Ideally, accessible public transport services during peak commuter periods should be accessible for cyclists. According to *Australia Cycling 1994 – 2004 The National Strategy*,<sup>246</sup> cycling extends the geographical range for trips usually made on foot and provides a low cost transport alternative for short to medium length trips usually made with motorised vehicles. Cycling also compliments the public transport system providing multi-modal journey options for longer trips and thus increased catchments for existing services.
254. A number of submissions proposed measures to achieve better integration of cycling and public transport such as the provision of bicycle carry racks on buses and the increased availability of bicycle lockers at Citytrain stations.<sup>247</sup> The committee canvassed these options in its interim findings. The committee notes that *Transport 2007* proposes a range of actions to integrate cycling with public transport services.<sup>248</sup> The committee welcomes these initiatives.
255. Queensland Transport is currently working with the Brisbane City Council to trial bike racks on buses. The trial commenced in July 2002.<sup>249</sup> If the trial proves successful, the racks will be extended to more services throughout the region. The committee welcomes this trial.
256. Queensland Rail advised the committee of practical difficulties that prevent the carriage of bicycles on current Citytrain rolling stock during peak travel periods. Currently Queensland Rail excludes the carriage of bicycles on trains during peak hour periods because of duty of care considerations for other passengers and the potential for legal liability.<sup>250</sup>
257. Other rail systems are overcoming these difficulties through design changes to rolling stock to incorporate open plan designs and storage space for bicycles separate to the passenger areas.<sup>251</sup> These permits are valid for three months and are free. To further improve access for cyclists on trains, Transperth has ordered five rail-car sets with increased seating capacity and room for bicycles. Seating accommodation in rail cars will also be modified to accommodate wheelchairs. These spaces will be available to store bicycles when not occupied by wheelchairs.<sup>252</sup> The feasibility of these changes should be considered for future Citytrain rolling stock. The committee also notes fewer restrictions on the carriage of ‘folding’ bicycles on some North American railways.
258. Increasingly governments are recognizing the importance of beginning and end of trip facilities such as bicycle parking facilities and lockers. Queensland Transport has incorporated bicycle facilities at busway stations while Queensland Rail is continuing its program of providing bicycle parking facilities and lockers at train stations.<sup>253</sup>
259. According to a recent case study<sup>254</sup> of bicycle parking at selected Brisbane rail stations by Mr Alan Parker, Vice President of the Town and Country Planning Association, Citytrain leads Australia in the provision of bicycle parking facilities. Since 1992, Citytrain has installed 1,900 free bicycle lockers. In 2001, there were 850 double-sided lockers on the system with a total capacity of 1,700 bicycles or

<sup>245</sup> Bicycle Institute of Queensland, submission no. 48, pp.2-3; Department of Tourism and Racing, submission no. 13, pp.1-2.

<sup>246</sup> Austroads Australia, *Cycling 1994 – 2004: The National Strategy*, Austroads, Sydney, 1999, p.5.

<sup>247</sup> Queensland Rail, submission no. 46, p.14; Redlands Shire Council, correspondence, 21 January 2000.

<sup>248</sup> Queensland Transport, *Transport 2007 – An Action Plan for South East Queensland*, pp. 51-4.

<sup>249</sup> Brisbane City Council, submission no. 107, p. 6.

<sup>250</sup> Queensland Transport and Department of Main Roads, submission no. 108, p.14; Queensland Rail, submission no. 102, p.2.

<sup>251</sup> See <<http://www.state.nj.us/njcommuter/html/riding.htm>> and <<http://www.b-rail.be/internat/E/services/luggage/>>.

<sup>252</sup> See Transperth’s Ten Year Plan, ‘Bike n Ride’, p.47. <[http://www.transport.wa.gov.au/tenyearplan/pdf/bike\\_n\\_ride.pdf](http://www.transport.wa.gov.au/tenyearplan/pdf/bike_n_ride.pdf)>.

<sup>253</sup> Queensland Transport and Department of Main Roads, submission no. 108, p.14; Queensland Rail, submission no. 102, p.2.

<sup>254</sup> A Parker, ‘A case study of bicycle parking at selected Brisbane rail stations’, paper presented at 25<sup>th</sup> Australasian Transport Research Forum, Canberra, 2-4 October 2002, p.2.

one lock-up for every 20 rail commuters in Brisbane. Of the 130 stations in the Brisbane area, 70 have bicycle lockers. The paper shows that free lockers address bicycle theft and vandalism issues, encourage the greater use of bicycles as part of an integrated transport system and optimise the use of car parks. Parker also reports that, in Citytrain's experience, there is a latent demand for bike/rail travel in most low-density suburbs.<sup>255</sup>

260. The committee notes Brisbane City Council proposals to introduce a bicycle hire service. The committee welcomes this innovative scheme. It has the potential to promote healthy and sustainable transport practices while decreasing the need for inner city parking and congestion on inner city roads.

### Other service improvements for transport-disadvantaged areas

261. In the interim findings, the committee canvassed the need for other more innovative approaches to the provision of services to better meet the needs of transport-disadvantaged areas. These approaches include:

- making school bus services available to members of the public;<sup>256</sup>
- allowing bus operators to sub-contract low-patronage services to taxis;<sup>257</sup>
- allowing limousine operators to provide supplementary taxi services at high demand times and locations;<sup>258</sup>
- more flexible tendering for routes;<sup>259</sup>
- allowing more innovative models of taxi ride-sharing;<sup>260</sup> and
- allowing commuters to access Tilt Train services to the Sunshine Coast.<sup>261</sup>

262. Improving 'park and ride' facilities around stations can also positively impact patronage levels. Redland Shire Council submitted that secure commuter park and ride facilities are necessary to increase travel mode shift from private motor vehicles to buses and trains in peak commuter traffic.<sup>262</sup> The success of the council's facilities at the Capalaba Park Shopping Complex has prompted the council to implement park and ride facilities in all the central business districts of the shire.<sup>263</sup>

263. Fixed route and fixed timetable transport options are often unsuitable for regional communities with dispersed populations. Meeting the transport needs of these communities will require the introduction of flexible, innovative community transport services. Queensland Transport acknowledge that provision of non traditional services is one way that service improvements can be made in less dense areas. These include the provision of more flexible services like the Council Cabs and more 'hail and ride' services.

### Conclusions

264. There is a disparity between the levels of public transport services available to SEQ residents across the region. The SEQ public transport system offers frequent services to the inner Brisbane city, less frequent services to outer Brisbane and infrequent or non-existent services to other areas. In areas of Brisbane, there appears to be incongruence between the need for public transport services and the

<sup>255</sup> A Parker, loc. cit.

<sup>256</sup> McMurray, submission no. 36, p.2.

<sup>257</sup> Croft, Logan City Council, hearing transcript, 19 May 2000, p.84; Koffsovitz, submission no. 31, p.5.

<sup>258</sup> Department of Tourism and Racing, submission no. 13, p.3.

<sup>259</sup> Pekol, Institution of Engineers, hearing transcript, 14 April 2000, p.59.

<sup>260</sup> Department of Tourism and Racing, submission no. 13, p.3; Logan City Council, submission no. 14, p.5.

<sup>261</sup> Daley, submission no.76, p.1; Hutchison, submission no. 77, p.2

<sup>262</sup> Redland Shire, submission no. 89, p.3.

<sup>263</sup> Ibid.

standard of services that are provided. Services in Brisbane are predominantly radial services running to and from the CBD. There are few cross-town, city-circle or suburb to suburb services.

265. It is vital that public transport services be extended in terms of frequency and coverage to transport-disadvantaged areas, as a priority. The committee welcomes the service expansion initiatives planned by Queensland Transport over the next five years under *Transport 2007*. These initiatives should be prioritised according to need, and implemented as soon as possible.
266. The committee notes the Hinterlink service trial in the Mudgeeraba area by the Surfside Bus Company. The committee recommends that, subject to a positive evaluation, similar initiatives be trialled in other transport-disadvantaged areas of SEQ.
267. Queensland Transport should refine their current minimum service levels by including standards that are matched to population thresholds to take into account the population growth in urban and regional centres across SEQ.
268. It is important that public transport accommodate cyclists. The committee welcomes commitments from the Brisbane City Council to trial bicycle racks on buses and its commitment to explore end of trip facilities at public transport interchanges. Queensland Rail should review the adequacy of end of trip facilities and the provision of bicycle lockers at Citytrain stations. The committee welcomes Citytrain's bicycle parking initiatives and recommends that bicycle lockers be installed at all bus and rail interchanges in the region as a long-term goal. The committee further recommends that local governments be encouraged to provide walking and cycle paths to bus and rail interchanges to encourage non-motorised transport options.
269. The committee welcomes Queensland Transport's reforms to operator contracts. These reforms will improve the department's capacity to procure quality public transport services, and ensure conformance by operators with specific performance criteria. The elimination of current area monopolies for operators through Generation 3 contracts will encourage cooperation between operators and result in improved public transport services to the travelling public. It is also important that operators are offered incentives to coordinate their services.
270. Queensland Transport needs to establish trials of innovative approaches to providing public transport services.

### **RECOMMENDATION 8**

That Queensland Transport publish a two-tiered system of public transport service standards for SEQ based on population and urban density. The standards should provide for half-hourly minimum services in built up areas and hourly services with earlier finishing times in the lower-density fringe and small towns.

**Minister Responsible: Minister for Transport and Minister for Main Roads**

### **RECOMMENDATION 9**

That Queensland Transport and Queensland Rail install bicycle lockers at all bus and rail interchanges in the region as a long-term goal.

**Minister Responsible: Minister for Transport and Minister for Main Roads**

**RECOMMENDATION 10**

That Queensland Transport and Queensland Rail investigate the feasibility of carrying bicycles on buses and trains during peak hour traffic. This investigation should include a study of best practice approaches used by other railways and recommend design modifications for Citytrain carriages.

**Minister Responsible: Minister for Transport and Minister for Main Roads**

**RECOMMENDATION 11**

That Queensland Transport evaluates innovative service solutions like the Gold Coast Hinterlink bus service pilot and, subject to the evaluation findings, consider supporting similar pilot services in other transport-disadvantaged areas.

**Minister Responsible: Minister for Transport and Minister for Main Roads**

**COMMUNITY AND SCHOOL TRANSPORT**

271. 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 provides essential transport for community and special needs groups in SEQ. Similarly, school buses serve a niche public transport market not served by other services.
272. Queensland Transport released a discussion paper in May 2001 on the community transport sector. The paper titled *Safe Mobility, for All, for Life* defined the core role of community transport as the provision of fully assisted and accessible transport services to people who are unable to use any other form of non-private transport.<sup>264</sup> The paper recommends that the Queensland Government endorse *Safe Mobility, for All, for Life* as a whole-of-government public policy objective. This objective would be underpinned by a whole-of-government public policy principle of primary obligation. The paper also recommends that Queensland Transport be responsible for promoting and facilitating action/progress across government towards the achievement of *Safe Mobility, for All, for Life*.<sup>265</sup> The need for greater direction and coordination of these services is recognised by Queensland Transport. (Appendix (G) outlines the contribution by government departments towards community transport.)
273. The committee also notes a 2001 report by the Queensland Council of Social Services (QCOSS) that was critical of current government-funded community transport services. The report concludes that many of these programs are inflexible and uninformed. These programs target specific groups rather than the broader community and are designed in isolation from other government programs. The report recommends that programs should reward community organisations that '*think outside their square*' and create services that benefit the broader community, rather than individual target groups. QCOSS noted that a lack of effective information dissemination and community education, as well as an absence of networking and co-operation between existing community transport organisations, also hamper the effectiveness of community transport.<sup>266</sup>

<sup>264</sup> Queensland Transport, *Safe Mobility, for All, for Life*, p.9.

<sup>265</sup> Ibid., p.30.

<sup>266</sup> Queensland Council of Social Service, *Personal Access and Mobility: Unmet Transport Needs Forum*, QCOSS, Brisbane, 2001, pp.22-3.

274. The Gold Coast Manager of the Home and Community Care Program, Mr Peter Mark, wrote about the need for greater co-ordination of services at a community level and readily available information on transport options:

A major priority is information and travel planning which is a proven means of empowering clients, enabling them to be linked to available services. There are increasing number of people with high support needs who are transport-disadvantaged as a result of their social or geographical isolation...The overall objective needs to be to improve customer access to a range of public and community transport services, and to maximise the utilization of existing services by developing a co-operative system of information provision linked to co-ordination of private and funded services.<sup>267</sup>

275. The Queensland Government is trialling a number of innovative community transport options as part of its Community Renewal Program.<sup>268</sup> Community Renewal is a Queensland Government funded program to improve the quality of life, confidence and image of targeted local communities in need of renewal. The Department of Housing administers the program and works with other government agencies, local council's and the community to implement Community Renewal initiatives.<sup>269</sup>
276. Community bus services are being trialled in Loganlea, Woodridge and Kingston to improve residents' access to health and education services as well as providing opportunities to increase patronage of public transport services. The 15-month trials involve two fully-accessible buses providing hourly loop services, on weekdays and Saturdays. According to the Logan City Council, the real innovation in these trials is the level of community involvement in the design and ownership of the services and the on-going monitoring.<sup>270</sup> The committee notes the significant involvement of community reference groups in the process and the cooperation between local and state governments and stakeholder agencies. Cooperation is vitally important to the success of community transport initiatives.<sup>271</sup>
277. A number of submissions concurred with the committee's interim findings in relation to the greater utilisation of school buses in regional and rural areas.<sup>272</sup> In particular, Beaudesert Shire Council advised the committee that better utilisation of government funded mini buses operated by private schools could provide the shire with a demand responsive service during school hours, weekends and on public holidays.<sup>273</sup>
278. The committee acknowledges the work done by St John Ambulance and the Queensland Council of Social Services in producing the *Transport Options and Access Guide* to assist residents to access transport information in the greater Brisbane area.<sup>274</sup> The guide provides a list of transport services and subsidy schemes that support access to health services, doctors, hospitals, and social and recreational outings for those who have difficulty accessing transport. The committee notes that many transport-disadvantaged groups are unaware of their transport options and eligibility for transport concessions and subsidies.

<sup>267</sup> Older Women's Network (Qld) Inc, *Transport Woes*, p.16.

<sup>268</sup> For more information see the Queensland Department of Housing website on Community Renewal at <http://www.communityrenewal.qld.gov.au>.

<sup>269</sup> Queensland Department of Housing, *Community Renewal Information Paper*, DoH, Brisbane, 2001, p.4-5. According to the Queensland Department of Housing, a renewal area is identified by the high level of hardship experienced by the local community as well as its potential for improvement. Renewal areas in SEQ include: Inala, Goodna/Gailes, Riverview/Dinmore, Leichhardt, Woodridge, Kingston, Loganlea, Eagleby, Caboolture South and Deception Bay.

<sup>270</sup> Local City Council, submission no.101, p.3.

<sup>271</sup> Robert Schwarten (Minister for Public Works and Housing), *New bus service for Logan*, Ministerial Statement, 10 April 2001; Desley Scott (Member for Woodridge), *New bus service for Logan community*, 19 March 2002; and Queensland Department of Housing, *Community Renewal Information Paper*, pp.5-11.

<sup>272</sup> Queensland Transport and Department of Main Roads, submission no 108, p.7; R. McMurray, submission no.96, p.1; Beaudesert Shire Council, submission no.90, p.1.

<sup>273</sup> Beaudesert Shire Council, submission no.90, p.1.

<sup>274</sup> St Johns Ambulance, Queensland Council of Carers, *Transport Options and Access Guide*, 2001. Copies of the guide can be accessed online at <http://www.stjohnqld.asn.au> under Community Care Services.

## Conclusions

279. The committee notes the importance of community transport services to transport-disadvantaged groups in SEQ. Community transport initiatives provide invaluable services to disadvantaged groups by improving access to essential services and recreational activities for quality of life. It also notes the apparent *ad hoc* nature of the community transport sector arrangements and the need for Queensland Transport to act as a coordinating authority. The committee concludes that community transport needs to be managed as a transport resource that is complementary to public transport. To best achieve this end, the committee recommends a review to determine the feasibility of transferring administrative responsibility to Queensland Transport.
280. The committee notes the potential for community transport and school buses to be used to provide services for transport-disadvantaged groups in areas of SEQ that cannot support normal public transport services. These opportunities need to be explored.

### **RECOMMENDATION 12**

That Queensland Transport, in conjunction with the Department of Families, investigates the feasibility of transferring responsibility for administration of community transport to Queensland Transport.

**Minister Responsible: Minister for Transport and Minister for Main Roads  
Minister for Families and Community Care**

### **RECOMMENDATION 13**

That Queensland Transport explores opportunities to use community and school buses to deliver cost-effective public transport services in areas where full-services are not viable.

**Ministers responsible: Minister for Transport and Minister for Main Roads**

## INTEGRATED TICKETING

281. Integrated ticketing is common ticketing for all modes without penalties for modal transfers. Integrated fares and ticketing are critically important to the usability and patronage of multi-modal public transport systems. Integrated ticketing offers simplicity in terms of administration, usability and comprehension.
282. 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?<sup>275</sup>

<sup>275</sup> Hayes, Brisbane City Council, hearing transcript, 19 May 2000, p.78.

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283. Integrated ticketing systems are commonplace in cities around the world and other Australian capital cities. The South Australian Government introduced integrated ticketing to Adelaide's public transport system thirty years ago in 1972.<sup>276</sup>
284. Integrated ticketing has been on the agenda of SEQ transport agencies and governments for some time. The Courier Mail reports that recently released Cabinet Minutes of 1971 show that the Bjelke-Petersen Government planned to have an integrated public transport system by 1976. In a letter to Cabinet, then Premier of Queensland, Sir Joh Bjelke-Petersen, recommended that the Transport Policy Committee develop a five year plan to introduce an 'adequate and balanced' public transport network in SEQ. Among the recommendations was a plan to introduce one ticket for all forms of transport on a co-ordinated public transport system. Unfortunately the plan was aborted.<sup>277</sup> Figure (2) presents a potted history of integrated ticketing initiatives in SEQ based on information compiled and submitted by the Queensland Conservation Council.
285. Queensland Rail and the Brisbane City Council (Brisbane Transport) remain the largest operators in the region and continue to use different fare structures and ticketing.<sup>278</sup> A common fare structure and business rules are essential for integrated ticketing. Despite efforts since the early 1970s, a comprehensive integrated ticketing system for the region's public transport is still several years away. A limited range of integrated ticketing products are available including the all-day South East Explorer introduced in 1998 and the 1-2-3 ticket in Brisbane in 1999. However, these products are only partial solutions.
286. In its interim findings, the committee concluded that integrated ticketing should be implemented in SEQ as soon as possible. Most second-round submissions agreed. A significant number expressed concern at the time it was taking to introduce an integrated ticketing system, with many calling for an interim paper-based system.
287. The NORSROC submission is critical of Queensland Transport's handling of integrated ticketing, though supports paper-based tickets as a precursor to the development of the ultimate smart-card system.<sup>279</sup>
288. Dr Paul Mees of the University of Melbourne in his submission supports the committee's findings that integrated ticketing should be implemented as soon as possible. He also states that Queensland Transport's smart card technology is not necessary for integrated ticketing as seen in Perth, Adelaide, Melbourne, Canberra and most cities in Europe.<sup>280</sup>
289. The Queensland Conservation Council (QCC) submission suggests that a paper-based system could be implemented by January 2003.<sup>281</sup>

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<sup>276</sup> Mees, hearing transcript, 14 April 2000, p.40.

<sup>277</sup> M McKinnon, 'Transport Plan Gridlocked', *The Courier Mail*, 1 January 2002.

<sup>278</sup> 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.

<sup>279</sup> Northern Subregional Organisation of Councils, submission no. 105, p.4.

<sup>280</sup> Mees, submission no. 94, p.2.

<sup>281</sup> Queensland Conservation Council, submission no.91, *Ticket to Ride*, pp.1,10.



**Figure 2: Integrated ticketing proposals in SEQ 1970 - 2001**

- **1970 (March) Wilbur Smith & Associates - SE Qld Brisbane Region Public Transport Study**  
Recognised the need for a *single fare for multi modal transport*.
- **1976 Wilbur Smith - Literature Review of Fare Systems for Public Transport Services**  
Brief for the report was to *aid in the decision process relative to a fare system for unified services*.
- **1976 (Oct) Metropolitan Transit Authority (MTA)** formed in Oct 1976 *to develop an integrated and efficient system of public transport in the declared region*.
- **1979 Review of the Brisbane Fare System** *The need for integrated services ... requires the adoption of a totally integrated fare system*. A firm commitment to integrated ticketing was requested by early 1980 to allow the system to be implemented prior to the 1982 Commonwealth Games.
- **1984 (June) Courier-Mail** Minister for Transport, Mr Lane, *blamed the demise of the MTA on the lack of co-operation between the BCC and the MTA. BCC Transport spokesman, Ald Leese, denied this and blamed the demise on Mr Lane's emphasis on trains at the expense of buses*.
- **1990 (July) Courier-Mail** The Transport Minister, Mr Hamill announced *Single travel ticket for bus and train could be introduced under government moves for an integrated transport system*.
- **1991 Hansard South East Queensland Passenger Transport Study (SEPTS)**  
A 21-month study ... 49 recommendations ... including integrated ticketing. *This year, \$500,000 is being spent on the development of integrated ticketing arrangements* (Mr Hamill).
- **1997 Integrated Regional Transport Plan (Qld Government)**  
Included provision for *a common fare and ticketing arrangements*.
- **1997 (July) Qld Parliamentary Public Works Committee Inquiry into the SE Transit Project**  
Recommended that *QT in cooperation with QR and BCC review fare structures establish an integrated ticketing system... and that the system be operational within 12 months*.
- **1998 BCC Brisbane Corporate Plan 1998-2002** *Introduce an integrated ticketing system for buses, ferries and trains together with Qld Rail by December 2000*.
- **1999 BCC Brisbane Corporate Plan 1999-2003** *Integrating bus/rail/ferry services by 2002... innovative fare and ticketing policies*.
- **1999 Qld Environment Protection Agency: SEQ Regional Air Quality Strategy Action TSP 5.5** – *...the development of integrated multi-modal ticketing. (Start: 1999. Duration: Ongoing)*
- **2000 Queensland Road Use Management Strategy (QT)** *Improving public transport to provide an attractive and realistic alternative to car travel is one of the single most important issues for the better management of road use. Support the development of integrated ticketing systems*.
- **2001 Transport 2007 (QT)** *Integrated ticketing, fares, information and branding of the public transport network. By 2007 SE Queensland will have an integrated public transport network*.
- **2001 BCC Seven Themes of Liveability** *An accessible city is affordable, safe and open to all. An integrated public transport system with a single ticket will let us travel easily, quickly and cheaply*.
- **2001 (June) Courier-Mail – Integrated-ticketing push gains impetus** *The state government has recommitted itself to the troubled integrated ticketing project, promising a strong focus on finalizing the project over the next 12 months*.

Source: Queensland Conservation Council (2001) *A Ticket to Ride: Getting passengers on-side and on-board with Integrated Public Transport Tickets, Smogbusters Queensland Vision Statement, December 2001*

## The Integrated Ticketing Project

290. On 10 June 2002, the Hon Peter Beattie MP, Premier and Minister for Trade and Hon Steve Bredhauer MP, Minister for Transport and Minister for Main Roads, announced the introduction of a new integrated ticketing system for SEQ.<sup>282</sup> The system will be similar to systems operating in Hong Kong and will involve the use of state-of-the-art smart card technology. According to the Premier, Queensland will be ‘...close to the cutting edge’ and will ‘...lead the country with a system that is truly world-class’. The new SEQ ticketing system will span the region from Coolangatta to Noosa and west to Helidon. It will apply across urban bus, train and Brisbane Transport ferry services, and feature a simple zonal system, free transfers between modes and the standardisation of fares and concessions.

<sup>282</sup> P Beattie (Premier and Minister for Trade) and S Bredhauer (Minister for Transport and Department of Main Roads), *Integrated ticketing to revolutionise public transport*, Brisbane, 10 June 2002.

291. Queensland Transport will take the lead role in coordinating and implementing the integrated ticketing system, and has established an advisory board to oversee the project. The department advised the committee that membership of this body includes representatives of departments, operators and the BCC, though excludes input on behalf of users of the system. The table below provides the timetable for the integrated ticketing project.

**Table 4: Integrated Ticketing Project – Key Milestones**

Activity	Date
Announcement of preferred smartcard tender	August 2002
Governance structures finalised by government	September 2002
Translink divisional structure finalised by government	October 2002
Contracts with QR/BT and private operators in place	From July 2003
Programming of interim system complete and ready for testing	December 2003
Interim system operational and smart card system rollout and testing	From July 2004
Smart card system is fully implemented across SEQ	2006

Source: Based on information provided by Queensland Transport, July & August 2002.

292. The project will implement integrated ticketing in two stages. The first stage of the project will provide paper-based integrated tickets by July 2004. Single trip, daily, off-peak, weekly and monthly tickets will be available from most of the operators however the Ten-Trip-Saver tickets and the 3-6-12 monthly periodical tickets will be supplied by specific operators only.<sup>283</sup> Stage two of the project will replace the paper tickets with ‘contact-less’ smart card tickets by 2006.
293. Smart cards are no bigger than credit cards and contain a microprocessor and memory chip that process and store electronic data.<sup>284</sup> The contact-less smart cards being introduced by Queensland Transport will be capable of interacting with computers and readers using radio waves so that data stored on the system and on cards is updated automatically.
294. Smart card tickets will enable passengers to ‘tag on’ and ‘tag off’ at the beginning and end of their journeys. A major feature of the card technology is the ability to credit and store a money value for future transactions. According to Queensland Transport, smart cards will produce faster transaction speeds, greater storage capacity, enhanced security and greater endurance than the previous magnetic strip technology. In 2000, the New South Wales Audit Office reviewed fare evasion and revenue impacts on government-owned and operated public transport in the greater Sydney area.<sup>285</sup> The report notes that the introduction of smart card technology should improve the convenience of ticketing arrangements for passengers and, if implemented with appropriate controls, should reduce the level of fare evasion.<sup>286</sup>
295. Smart cards are planned for the major transit systems of Berlin, Moscow, Paris, Singapore, Madrid, Rome and San Francisco. In August 2002, London Transport released smart cards for use on London’s buses and subways. Switzerland hopes to implement a contact-less smart card system for the country’s entire public transport network by 2006 - the same time that smart cards should be fully implemented in SEQ.<sup>287</sup>
296. Like stage one paper-based ticketing, the smart card system proposed for SEQ will include discounted weekly and monthly fare arrangements. The number of trips and other variables like time of day, zone, transfers and concessions will be automatically accounted for and deducted from the stored value on the smart card. Single trip cash fares will still be available.

<sup>283</sup> Queensland Transport and Main Roads, correspondence, 29 July 2002, p.3.

<sup>284</sup> For comprehensive information on smart cards see Smart Card Alliance (2002), *Smart Cards and Biometrics White Paper*. Or go to <[www.smartcardalliance.org](http://www.smartcardalliance.org)>.

<sup>285</sup> New South Wales Audit Office, *Performance Audit Report: Fare Evasion on Public Transport*, New South Wales Audit Office, Sydney, 2000, p.2.

<sup>286</sup> Ibid.

<sup>287</sup> See <<http://www.transport2000.org.uk/platform/smartcards.htm>>.

297. The cost of implementing and operating the new integrated ticketing system using smart card technology is significant. The smart card ticketing system alone is estimated to cost \$100m (in net present value terms). An estimated 80 percent of the cost will go towards replacing the existing ticketing machines with smartcard compatible equipment, with the remaining 20 percent accounting for the cost of the smart cards themselves. Queensland Transport told the committee that smart cards are currently valued at 80 cents each. While the smartcards are more expensive than paper tickets, Queensland Transport expects significant savings through reduced fraud and faster boarding times and operating efficiencies. Queensland Transport also believe that the sale of 'third party applications' will either provide additional revenue or reduce the cost of issuing the cards.
298. Additional costs associated with integrated ticketing include the costs associated with aligning fares concessions outside of SEQ, and the establishment of the new coordinating authority, *Translink*. The new division of Queensland Transport will manage the marketing, educational, and financial functions of the integrated ticketing project as well as managing operator contracts, system design and network planning.<sup>288</sup>
299. The net benefits of having an integrated ticketing system in SEQ are vast and the costs will be compensated by improved system efficiencies, reductions in ticketing fraud, and the sale of third party applications<sup>289</sup>. The committee notes that while \$100m is a substantial investment, according to Queensland Transport much of the costs (80 percent) would have been incurred anyway as a result of any replacement program as the current ticketing equipment is nearing the end of its useful life and will need to be replaced irrespective of smartcard ticketing initiatives.
300. Queensland Transport told the committee smart cards are highly secure and difficult to copy or disrupt. The cards that Queensland Transport will purchase will be low-value, non-personalised cards similar to phone cards. The committee notes that the data contained in the smartcards will hold information regarding users' individual travel movements and may provide a new avenue for surveillance by law enforcement agencies or other interested parties. Queensland Transport told the committee that it will own the data generated by the smartcards and that privacy safeguards would be developed and enforced. In briefing material provided to the committee, Queensland Transport states it is:
- ...very sensitive to privacy issues and will ensure that all safeguards are taken. Strict use and management guidelines will be put in place to ensure compliance with privacy law. Only aggregated data will be available for transport planning purposes.<sup>290</sup>
301. The committee notes that the integrated ticketing system proposed for SEQ will not cover the entire region. Toowoomba services, Moreton Bay ferry services and taxis will be excluded. Queensland Transport advised the committee that the project could be extended during its second phase to other SEQ areas and services, dependent on Cabinet funding approval.

## Conclusions

302. A fully integrated ticketing system for SEQ is essential to make the region's public transport simpler to use. It is important that integrated ticketing be operating as soon as possible. The committee welcomes the recent announcement by the government of the introduction of smart card ticketing and an interim paper-based system for the region over the next four years.

<sup>288</sup> *Translink* will also be the product name that will be given to the public transport system across SEQ.

<sup>289</sup> Third party applications of smart cards refer to the card's interoperability. The same smart card could be used as a university or club membership identification card; provide access to car parks; used to purchase food from vending machines or coffee from a café; utilised as a tollway charge card; or as a bank or credit card.

<sup>290</sup> Queensland Transport and Main Roads, correspondence, 29 July 2002, p.12. For a useful discussion on smartcard privacy issues in the Australian context see Privacy Committee of New South Wales, *Smart Cards: Big Brother's Little Helpers*, No.66, Privacy Committee of New South Wales, Sydney, August 1995.

303. There is significant and justifiable public scepticism about Queensland Transport's ability to deliver this essential public transport reform to the region without further delays. The committee believes it is sufficiently important to warrant close monitoring by the Minister for Transport at each milestone, and regular progress reports by the Minister to Parliament.
304. The committee acknowledges that Queensland Transport has made significant progress on integrating the system's business rules. This is necessary, preliminary work to achieve the integrated ticketing system proposed. The committee believes the department should implement the revised zones, fares and operating rules affecting concessions in the interim.
305. The committee notes the proposed integrated ticketing system will not cover all services in the region. The committee believes the department should examine the feasibility, costs and benefits of doing so.
306. The committee notes the key role the advisory board for the integrated ticketing project will play in the delivery of integrated ticketing to the region's public transport system. The committee suggests that representatives of public transport users should be included on the advisory board to ensure the system meets the needs of all interested parties - departments, operators and users.

#### **RECOMMENDATION 14**

That paper-based and smart card integrated ticketing systems be fully implemented for the South East Queensland public transport system by 2006 and, in the interim, that standardised fares and concessions be introduced across all services by July 2004. The minister should report to Parliament on the achievement of significant milestones for the project.

**Minister Responsible: Minister for Transport and Minister for Main Roads**

#### **RECOMMENDATION 15**

That Queensland Transport examines the feasibility, costs and benefits of extending the proposed integrated ticketing project to give the widest coverage of South East Queensland areas and services.

**Minister Responsible: Minister for Transport and Minister for Main Roads**

#### **RECOMMENDATION 16**

That representatives of public transport users be appointed to Queensland Transport's integrated ticketing project advisory board.

**Minister Responsible: Minister for Transport and Minister for Main Roads**

### **CONCESSIONS**

307. Related to the availability of public transport services is the issue of concessions to offset fare costs for low-income groups.
308. The Industry Commission's report into urban transport states that access to transport by all members of society is often identified as a prime goal of social policy.<sup>291</sup> According to the commission, the provision of transport concessions is the most visible way in which governments provide targeted

<sup>291</sup> Industry Commission, Urban Transport, Report No.37, Australian Government Publishing Service, Melbourne, 1994, p.191.

financial assistance to otherwise disadvantaged groups. Queensland Transport's discussion paper, *Safe Mobility, for All, for Life* (2001), comments on the development of an overarching policy objective of government of removing personal mobility barriers in the community. According to Queensland Transport's *Transport 2007 Implementation Report*, substantial progress has been made in adopting *Safe Mobility, for All, for Life* as a whole-of-government goal underpinning transport planning.<sup>292</sup> In the discussion paper, Queensland Transport notes that the Department of Families, Youth and Community Care Queensland (FYCCQ) pays \$23 million a year directly to Queensland Rail for free pensioner rail travel on Traveltrain services, while Queensland Transport outlays the same amount again for fare concessions provided by urban bus operators throughout Queensland.<sup>293</sup>

309. At present, 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 a result, concessions vary significantly between operators and travel modes. The committee notes the plight of groups not eligible for concessions. These include:
- tertiary students required to commute daily on inter-city bus services,
  - people who are unemployed, in receipt of unemployment benefits and required to fund their own full-price fares to attend job interviews, and
  - carers for people unable to travel unaccompanied.
310. Fares concessions will be standardised across all modes and operators in most areas of SEQ as part of Queensland Transport's integrated ticketing project. The project will deliver integrated ticketing from 2004. The committee welcomes this initiative. The concessions for eligible groups will be flat-rate, 50 percent discounts on the full adult fare. Groups eligible for the concessions will include:
- School students;
  - full-time post-secondary students enrolled in Austudy (Youth Allowance, Abstudy) -approved courses in Queensland;
  - full-time post-graduate students;
  - Queensland Seniors Card holders;
  - Australian Pensioner Concession Card holders; and
  - Department of Veterans' Affairs Gold Card holders.<sup>294</sup>
311. Unemployed people and carers will not be entitled to fares concessions in Queensland unless they hold an Australian Pensioner Concession Card.
312. Table (5) compares concessions available across Australia to carers and people who are unemployed. From the table, Queensland is the only jurisdiction that does not provide concessions for the unemployed, and one of three jurisdictions that provide some concessions for carers. The following sections discuss the issues of concessions for these two groups.

**Table 5: Public transport fares concession entitlements for carers and people who are unemployed, by jurisdiction, 2002.**

Concessions	ACT	NSW	NT	QLD	SA	TAS	VIC	WA
Unemployed	✓ <sup>1</sup>	✓ <sup>2</sup>	✓ <sup>3</sup>	x	✓ <sup>4</sup>	✓ <sup>5</sup>	✓ <sup>6</sup>	✓ <sup>7</sup>
Carers	x	✓ <sup>8</sup>	x	✓ <sup>9</sup>	x	x	x	✓ <sup>10</sup>

Sources: Centrelink Health Care Card brochures as at July 2005 for each jurisdiction; Travelsafe Committee correspondence; and government internet sites.

<sup>292</sup> Queensland Transport, *Transport 2007 Implementation Report*, QT, Brisbane, 2002, p.16.

<sup>293</sup> Excluding the funding for the School Transport Assistance Scheme (STATS). Queensland Transport, *Safe Mobility, for All, for Life*, Discussion Paper, p.14.

<sup>294</sup> Queensland Transport and Main Roads, correspondence, 29 July 2002, p.9. The Queensland Government has also released a national travel pass for people with vision impairment. This pass has been extended for use across the state.

<sup>1</sup> ACTION Buses is the sole provider of public transport in the ACT. Action Concessions Cards are issued by CentreLink to eligible benefit recipients. These include: Newstart Allowance; Partner Allowance; Youth Allowance (job seekers only); Sickness Allowance; Additional Parenting Allowance (Partnered); Special Benefit Pensioner Concession Card (PCC) clients eligible on interim basis (whilst waiting receipt of PCC Card); and Health Care Card holders - who are classified as low income earners. The Health Care Card (HCC) itself is not accepted by ACTION for travel concession purposes (as not all recipients of this card are entitled to concessional travel)

<sup>2</sup> The unemployed have access to a CentreLink-issued Half Fare Entitlement Card but only if they receive the maximum rate of Commonwealth benefit and are registered as looking for work.

<sup>3</sup> Concession fares on most government transport services and some privately operated transport services are available to Health Care Cardholders who receive Newstart Allowance or Special Benefit.

<sup>4</sup> A Transport Concession Card is available from South Australia's Family and Youth Service offices. The card is available to recipients of Youth Allowance (unemployed), Newstart Allowance, Sickness Allowance, Widow Allowance, Special Benefit, and Parenting Payment (partnered).

<sup>5</sup> Health Care Cardholders who receive Youth Allowance, Newstart Allowance, Widow Allowance or Special Benefit are entitled to concession fares on all public transport services and privately operated bus lines.

<sup>6</sup> Transport concessions are provided to those who hold a Health Care Card and receive Newstart Allowance; Youth Allowance; Widow Allowance; Sickness Allowance; and/or Special Benefit.

<sup>7</sup> Health Care Cardholders who receive Newstart Allowance, Sickness Allowance or Special Benefit are eligible for concession fares on most government transport services and many privately operated transport services.

<sup>8</sup> In NSW, carers are entitled to 'Travel Warrants'.

<sup>9</sup> QCC in partnership with members of the Public Transport Stakeholders Network negotiated with Queensland Rail to implement the 'Travel Companion Scheme'. The scheme provides free travel on Citytrain services to primary carers when accompanying a person unable to travel unaided. It is expected that this scheme will not be available when integrated ticketing is introduced.

<sup>10</sup> Available to holders of a Carers Permit.

## Concessions for the unemployed

313. As at August 2002, there were 129,500 people living in Queensland who were unemployed.<sup>295</sup> The majority of these people are located in SEQ.<sup>296</sup>

314. While cheaper than a owning a car, public transport fares can drain the meagre resources of people on unemployment benefits. In a recent *Courier Mail* article, Executive Director of the Brisbane Institute, Peter Botsman, describes the journeys a job seeker may take in the pursuit of a job:

Your first journey in the quest to find work is to turn up at your local Centrelink. If you find a job vacancy you are referred to a Job Network agency that represents journey number two. After you register with the Job Network member, you're given the details of the job, assuming that it is still vacant, you then make the journey back home to wait until the appointed time for an interview. That's journey number three and you still haven't made it to the interview...it is possible to go through a 10-trip fare saver – formerly \$25.60 now \$28.80 – in the pursuit of just one job interview. That amounts to 17 percent of the total allowance (\$172.45) that a single unemployed person has to live on for a week.<sup>297</sup>

315. All states and territories, except Queensland, provide fares concessions for the unemployed who are holders of a Centrelink-issued concession card. Victoria, Tasmania, Western Australia and the Northern Territory recognise holders of the Commonwealth Health Care Card (HCC) for concession travel.<sup>298</sup> Recipients of unemployment benefits such as the Newstart Allowance and the Youth

<sup>295</sup> Australian Bureau of Statistics, Labour Force Australia, cat. no 6203.0, ABS, Canberra, August 2002, p.28.

<sup>296</sup> <<http://www.premiers.qld.gov.au/about/economic/unemployment/unemploy.htm#unemployment>>

<sup>297</sup> P Botsman, 'Perspectives: Fares unfair', *Courier Mail*, 12 August 2000.

<sup>298</sup> The Commonwealth Government issues Health Care Cards and other concession cards to low income earners and disadvantaged Australians. Apart from federal government entitlements, these cards also allow a limited range of state provided concessions. Health Care Cards are available to those who receive: Newstart Allowance; Exceptional Circumstances Relief Payment; Special Benefit; Sickness Allowance; Partner Allowance; Widow Allowance; Youth Allowance (job seekers); Parenting Payment (Partnered); maximum rate of Family Tax Benefit Part A; Mobility Allowance (excluding those in receipt of a Disability Support Pension); Care Allowance (for a child under 16 – to benefit the child only); a foster carer; or a low income earner (if

Allowance receive the HCC from Centrelink. All other jurisdictions, apart from Queensland, recognise separate Centrelink-issued concession cards. In South Australia a Transport Concession Card is available to recipients of Youth Allowance (unemployed) and Newstart Allowance. Similarly, an ACTION Concession Card is available in the ACT to people receiving Newstart Allowance and Youth Allowance. In New South Wales, a Half Fare Transport Concession Card is issued to people who receive the maximum rate of Commonwealth benefit and are registered as looking for work.<sup>299</sup>

316. In Queensland, people who are unemployed and do not qualify for a pensioner concession card pay the full adult fare on all public transport modes.
317. Queensland Transport's integrated ticketing project will continue to exclude people who are unemployed from fares concessions. This is on the basis that the funding responsibility rests with the Commonwealth. Queensland Transport advised the committee:

The Commonwealth has national responsibility for assistance to the unemployed. To suggest that the State should assume responsibility for the payment of travel concessions to the unemployed would constitute a clear case of cost shifting to the State and a diminution of Commonwealth responsibilities. The Commonwealth's abolition of the Fares Assistance Scheme that was administered by the defunct Commonwealth Employment Service is indicative of the Commonwealth's position on fares assistance and inappropriate rationale for the State to assume the responsibility.<sup>300</sup>

318. Queensland Transport estimates the cost of providing limited fares concessions for people who are unemployed to be \$18.105m per annum.<sup>301</sup> The department also points out that, while not funding public transport concessions, the Queensland Government invests more in programs to assist the unemployed in relative and absolute terms than other state and territory governments.<sup>302</sup> Programs like *Breaking the Unemployment Cycle* initiative provide employment and training opportunities for participants.
319. A working group established by the Queensland Government's Jobs Policy Council examined the issue of fares concessions for people who are unemployed in 1998. The working group found that the financial costs of providing the concessions would be significant, and that implementation would be problematic.<sup>303</sup> In evidence to the committee, Queensland Transport referred to a further investigation in 2002 by the Breaking the Unemployment Cycle Interdepartmental Labour Market Review Committee, though, this review did not examine the need for concessions. The Travelsafe Committee understands that this recent examination did not include an investigation into fares concessions for the unemployed.
320. In evidence to the committee, the Department of Families Youth and Community Care Queensland (FYCCQ) describes the importance of transport concessions for disadvantaged groups and supports the provision of concessions for the unemployed. The department notes that the provision of concessions for the unemployed should consider the following issues:
- Apart from assistance to young people in Work for the Dole<sup>304</sup> programs, there are currently no travel incentives for young people who are unemployed to assist them in seeking employment or training.

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weekly income is below a specified limit). This information was gained from the Federal Government's Centrelink website and is current as at 21 August 2001. <[http://www.centrelink.gov.au/internet/internet.nsf/payments/conc\\_cards\\_hcc.htm](http://www.centrelink.gov.au/internet/internet.nsf/payments/conc_cards_hcc.htm)>.

<sup>299</sup> This information comes from Health Care Card brochures for each state and territory (as at July 2002); personal correspondence; and government websites.

<sup>300</sup> Queensland Transport and Main Roads, correspondence, 29 July 2002, p.10.

<sup>301</sup> id., p.11. This estimate was based on a take-up rate of 25 percent of unemployed people in Queensland as at May 2002, using a 50 percent concessional fare to cover three return trips for 50 weeks in the year.

<sup>302</sup> Ibid.

<sup>303</sup> Ibid.

<sup>304</sup> Work for the Dole is a Commonwealth Government funded program that provides work experience opportunities for eligible job seekers.

- Young people who are either employed full-time or part-time often receive a low youth wage, yet pay a full adult fare.
  - The majority of other states provide a transport concession for unemployed people. The absence of a public transport concession for unemployed people in Queensland is inconsistent with, and works against, the government's commitment to reducing unemployment in a group with particularly high rates of unemployment.<sup>305</sup>
321. In their submission, the FYCCQ also refer to the department's draft discussion paper titled *FYCCQ Interests in Transport* which provides a checklist for possible use by transport planners and FYCCQ social planners. The checklist was developed by the department to ensure that transport development proposals address the social needs of local and regional communities. The affordability segment of the list refers to the young unemployed, older people and people with a disability. As part of the checklist, the department asks transport planners whether or not affordable transport options are available for low income groups.<sup>306</sup>
322. The committee notes the importance of equity and consistency in the delivery of transport concessions. People who are unemployed comprise a large proportion of the region's growing transport-disadvantaged that cannot obtain transport concessions and are not targeted in community transport initiatives. In her evidence, Jennifer Leigh, Project Officer of the Transport Options Project for QCOSS, highlighted the inequities of the current transport concessions regime:
- Consistently we have in our community some subgroups, for example, senior citizens and pensioner concession card holders, consistently getting quite a range of income support plus concession travel, yet other groups of individuals in society, because they are not quite so easily identifiable through such things as holding a card of some description, are actually disfranchised. So the second issue for me is about the continued disfranchisement of people who are not easily identifiable or screened by such mechanisms as the pensioner concession card holders. They are primarily health benefit card holders, because that is the most catch-all kind of benefit for the groups that we are interested in representing.<sup>307</sup>
323. While acknowledging the substantial assistance already provided by the Queensland Government to people who are unemployed, the committee remains concerned at the impacts that the lack of fares concessions imposes on people on unemployment benefits.

### Concessions for carers

324. Carers/attendants for people with disabilities also experience transport difficulties, yet receive limited fares assistance. Approximately 12 percent of Queenslanders (413,000) were identified as carers by the Australian Bureau of Statistics in 1999. According to the Queensland Council of Carers (QCC) submission, this number is likely to be underestimated as many people who undertake a caring role have not officially identified themselves as carers.<sup>308</sup>
325. A recent report by the Department of Health and Aged Care found that half of all carers in Australia earned less than \$200 per week.<sup>309</sup> According to the QCC these carers are living on the poverty line.<sup>310</sup> The committee notes, in these cases, travel costs can be a significant financial burden. In their submission, the FCCQ acknowledges the need for concessions for carers and recommends the provision of a carer concession ticket to be used when a person with a disability needs an assistant.<sup>311</sup>

<sup>305</sup> Queensland Department of Families and Community Care, submission no. 62, p.8.

<sup>306</sup> Ibid, pp.9-11.

<sup>307</sup> Jennifer Leigh, hearing transcript, 14 April 2000, p.29.

<sup>308</sup> Queensland Council of Carers, submission no.92, *Transport Concessions and Fares: A Carer's Perspective*, p.2.

<sup>309</sup> Department of Health and Aged Care, *Health Policy and Inequality*, Occasional Papers, New Series no.5, Canberra, 1999, p.19.

<sup>310</sup> Queensland Council of Carers, submission no.92, *Transport Concessions and Fares: A Carers Perspective*, p.2.

<sup>311</sup> Department of Family and Community Care Queensland, submission no.62, p.8.



326. The committee was told of the difficulties faced by people with mobility and/or visual impairments who require an attendant to travel.<sup>312</sup> Transport costs vary depending on the health needs of the care recipient and the distance to appropriate health services.<sup>313</sup> For many carers, the costs of travelling with their care recipient on public transport are significant and provides these groups with a substantial disincentive to travel.
327. Before discussing transport concessions for carers, it is important to firstly address the types of concessions that carers already receive from the Commonwealth Government. As part of the Federal Government's Carer Payment, eligible carers receive income support of \$201 per week (maximum), rent assistance, a health care card and a pensioner concession card. The Pensioner Concession Card currently provides carers with a 50 percent discount on most public transport services in Queensland. The committee notes that this payment is means-tested and is therefore not available to all carers. Recipients of the Carer Payment are unable to receive other income support payments, however they may be entitled to also receive a Carer Allowance.<sup>314</sup> The Carer Allowance is not means tested and currently amounts to income support of \$41 a week.<sup>315</sup>
328. Despite the Commonwealth Government's income assistance schemes, a significant number of carers fall through the gaps in government funding and are required to pay the full cost of public transport fares. The Australian Bureau of Statistics *Survey of Disability, Ageing and Carers* (1999) is the only national survey specifically designed to collect information on disability and carers in Australia. The QCC submission refers to statistics from the 1998 survey in relation to carers and their incomes in Queensland. The QCC states that 29 percent of Queensland carers receive no government pension or benefit.<sup>316</sup> The next survey of disabled groups, older people and carers will commence in 2003.
329. The QCC further advises that many carers receive little or no benefits from the federal government's Carer Payment. Not all carers are able to access the Carer Allowance due to a lack of information, complex administration, or ineligibility due to the nature of the care recipient's health.<sup>317</sup>
330. A recent survey by the QCC found that 47 percent of carers would increase their use of buses to transport their care recipient if their fare was covered by a scheme similar to Queensland Rail's *Travel Companion Scheme*.<sup>318</sup> The innovative *Travel Companion Scheme* provides carers and paid support workers with free travel on Citytrain services when accompanying a person who is unable to use the service unaided.<sup>319</sup> The scheme is subsidised by Queensland Transport and is currently operating on a trial basis.
331. The committee notes that Queensland Rail's *Travel Companion Scheme* is expected to cease with the implementation of integrated ticketing and standardised concessions arrangements across all public transport services.<sup>320</sup> The Queensland Council of Carers submitted to the committee that the *Travel Companion Scheme* should be included into the integrated ticketing system. Subsequent to a favourable evaluation of the trial, the committee agrees.

<sup>312</sup> 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.

<sup>313</sup> Queensland Council of Carers, submission no.92, *Transport Concessions and Fares: A Carer's Perspective*, p.1.

<sup>314</sup> Department of Family and Community Services, *A Carer's Guide to Financial Support, Respite Co-ordination and Information Services*, Department of Family and Community Services, Canberra, 2000, p.5.

<sup>315</sup> Queensland Council of Carers, submission no.92, *Transport Concessions and Fares: A Carer's Perspective*, p.2.

<sup>316</sup> Australian Bureau of Statistics, *Ibid.*

<sup>317</sup> *Ibid.*

<sup>318</sup> Queensland Council of Carers, *Review of Public Transport Use by Carers in Greater Brisbane: Addendum to Transport Concession and Fares – Carers Perspective*, p.2.

<sup>319</sup> Queensland Council of Carers, submission no.92, *Transport Concession and Fares – A Carer Perspective*, p.3.

<sup>320</sup> *Ibid.*

332. The committee acknowledges the treatment of carers in other states. Carers in Western Australia can use their Carer's Permit to gain free travel on all scheduled *Transperth* bus, train and ferry services.<sup>321</sup> In New South Wales, approved carers are eligible for a Travel Warrant which entitles them to free travel on public transport when in the company of their care recipient.<sup>322</sup>
333. As with fares concessions for the unemployed, the issue of extending concession fares to carers comes down to funding. Queensland Transport estimates the cost of providing a 50 percent fares discount to carers to be \$9.104m per annum.<sup>323</sup> The committee notes that this figure would double if carers were provided with free travel as part of an intermodal *Travel Companion Scheme*. The committee acknowledges that the cost of this exercise would be significant.
334. Queensland Transport is also concerned at the financial viability of extending concessions to carers given the projected increase in the numbers of older people requiring carers and the corresponding increase in the numbers of carers.<sup>324</sup>
335. As noted in Part 3, 11.8 percent of the SEQ population is aged over 65 years.<sup>325</sup> Compared to younger people, older people are over six times as likely to suffer from mobility handicaps. The numbers of people with mobility handicaps will increase substantially as the population ages.<sup>326</sup> The committee notes that this issue will need to be addressed as the number of people requiring carers, and the number of people claiming fares concessions increase. The development of a new integrated ticketing system provides the government with an opportunity to examine this issue further.
336. The committee notes that Queensland Transport has not finalised their decision on this issue. The department told the committee:

In terms of the concession regime that we will have in place for our new ticketing systems, carers have not specifically been approved in that policy group. Notwithstanding that, we are aware of concerns that have been raised through various bodies of carers about their particular needs and it has been raised with our business partners. We are intending to look further at that issue. But it will be a policy decision again as to whether we extend it further to carers.

## Conclusions

337. Public transport fares and concessions vary across modes and operators in SEQ. The committee welcomes the establishment of a common fares and concessions policy as part of the integrated ticketing project. This policy will exclude the unemployed and carers from fares concessions.
338. A working group established by the Queensland Government's Jobs Policy Council examined the justification for concessions for the unemployed in 1998. There has been no study of the case for concessions for carers.
339. The committee considers there is sufficient justification to warrant an independent study of the feasibility, benefits and costs of providing public transport fares concessions for both groups in Queensland. This study should occur prior to the implementation of the interim paper-based ticketing system in July 2004. This study should consult stakeholder and community groups and review the concession regimes of other states and territories.

<sup>321</sup> See <[http://www.fcs.wa.gov.au/content/concessions\\_guide/travel.html#transperth](http://www.fcs.wa.gov.au/content/concessions_guide/travel.html#transperth)> for information about transport concessions in Western Australia.

<sup>322</sup> Queensland Council of Social Services, correspondence, 19 August 2002.

<sup>323</sup> Queensland Transport and Main Roads, correspondence, 29 July 2002, p.11.

<sup>324</sup> *Ibid.*, pp.11-12. This figure was based on a 25 percent take up rate of the number of registered carers in Queensland in 1988, receiving a 50 percent discount on three return bus trips per week for 50 weeks in the year.

<sup>325</sup> Department of Local Government and Planning, *Population trends and prospects for Queensland*, p.55.

<sup>326</sup> Attorney General's Department, Regulation Impact Statement on Draft Disability Standards for Accessible Public Transport. Section 3.1.3 at <<http://law.gov.au/publications/regdisabilityhtm/regdisability.htm#3>>.

**RECOMMENDATION 17**

That Queensland Transport commission an independent study of the feasibility, benefits and costs of providing public transport fares concessions for:

- (a) the unemployed to assist in their pursuit of work; and
- (b) registered carers while attending to people in their care who are unable to travel unaided.

**Minister Responsible: Minister for Transport and Minister for Main Roads**

**DATA ON TRAVEL BEHAVIOUR IN SEQ**

340. A number of submissions and other evidence commented on the need for better and more recent travel data for SEQ.<sup>327</sup> As noted by NORSROC in their submission, the veracity of data used to underpin the planning for billions of dollars worth of transport infrastructure is critical.

**Data currently used in SEQ**

341. The data used by Queensland Transport for transport planning includes information on traveller behaviour, i.e. how many times a day people travel, their origins and destinations, information on their movements and their travel in peak and off-peak periods.<sup>328</sup> 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. 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 earlier.

342. Both the *IRTP* released in 1997 and *Transport 2007* finalised in 2001 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. For instance, 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 block.<sup>329</sup> As a consequence, assumptions in the *IRTP* and *Transport 2007* about travel behaviour may be incorrect resulting in fundamental weaknesses in these plans.

343. The committee also heard that better data is needed about the trips to and from the Brisbane CBD and whether peak period (road) congestion is because of CBD-generated work or cross-city traffic.<sup>330</sup>

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 elasticities;<sup>331</sup>
- accessibility modelling along with the new transport demand survey;<sup>332</sup>
- revised traffic survey data;<sup>333</sup>

<sup>327</sup> Northern Subregional Organisation of Councils, 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.

<sup>328</sup> Broe, Queensland Transport, hearing transcript, 19 June 2000, p.127.

<sup>329</sup> Queensland Council of Social Services, submission no. 75, p.2.

<sup>330</sup> Elliott, Property Council of Australia, hearing transcript, 19 May 2000, pp. 70, 73.

<sup>331</sup> Draca, University of Queensland, hearing transcript, 14 April 2000, p.8.

<sup>332</sup> Davis, University of Queensland, hearing transcript, 19 May 2000, p.113.

- better data on travel to major health, educational and retail centres;
- the collection of data that measures vehicle occupancy rates across the region;
- travel patterns of low income groups and the travel disadvantaged;
- passenger loads per trip data to better assess the relationship between passengers and locations;<sup>334</sup> and
- data that identifies why users choose particular modes over others.<sup>335</sup>

### Household travel surveys

344. The department's *Transport 2007* plan proposes that regular travel surveys be conducted in SEQ. Queensland Transport will shortly commence a household travel survey in the region costing \$1 million over a 3-4 year period, in conjunction with local government.<sup>336</sup> The Department of Main Roads, Queensland Rail and the Brisbane City Council have agreed to jointly fund the survey.<sup>337</sup>
345. The household travel survey will be similar to Queensland Transport's previous survey conducted in 1992. Demographic characteristics and the travel habits of a sample of 2000 households across SEQ will be surveyed each year. The survey area will cover Cooloolo Shire in the north, Toowoomba City in the west and south to the Queensland border. Queensland Transport advised the committee that it had consulted with the relevant agencies and the Office of Economic Statistical Research (OESR) to ensure that the survey methodology is sound, that the right information is gathered, and that the exercise is cost-effective. Initial data from the project is expected to be released at the end of 2003<sup>338</sup>.
346. The need for recent, accurate and comprehensive data to ascertain emerging and existing travel patterns is fully recognised by the committee. However the committee is concerned that the household travel survey will be limited in scope and depth. The survey will not cover travel to and from major trip generators such as hospitals, universities, TAFE colleges, shopping centres and airports, nor the travel behaviour of travel-disadvantaged groups and captive riders<sup>339</sup>. These gaps in travel behaviour data could limit the effectiveness of future transport planning strategies in SEQ.
347. The committee acknowledges that the advent of smart cards will provide very high quality and extremely useful travel data that will further assist transport planning activities and network planning development<sup>340</sup>.
348. The committee also notes that there is currently no program in place in SEQ for collecting data on vehicle occupancy throughout SEQ. Vehicle occupancy data is a key indicator of the proportion of trips in single occupant vehicles. *Transport 2007* includes a vehicle occupancy target figure of 1.36 persons per vehicle by 2007<sup>341</sup>. Given the importance of this indicator as a measure of the performance of the region's transport, the committee urges that a program be established to collect vehicle occupancy data.

<sup>333</sup> Bain, Pine Rivers Shire Council, hearing transcript, 19 May 2000, p.77.

<sup>334</sup> Public Transport Alliance, submission no.88, p.4.

<sup>335</sup> Royal Automobile Club of Queensland, submission no.97, p.2.

<sup>336</sup> S Bredhauer (Minister for Transport and Minister for Main Roads), Estimates Committee C, hearing transcript, 12 July 2001.

<sup>337</sup> Wilson, Queensland Transport, hearing transcript, 19<sup>th</sup> June 2000, p.127.

<sup>338</sup> Queensland Transport and Department of Main Roads, submission no.108, pp.9-10; id., correspondence, 29 July 2002, pp.12-13.

<sup>339</sup> 'Captive riders' are defined as users of public transport who have no other travel option.

<sup>340</sup> Queensland Transport and Main Roads, correspondence, 29 July 2002, p.12.

<sup>341</sup> Queensland Transport, *Transport 2007*, p.7.

## Conclusions

349. In the absence of integrated ticketing, SEQ data on the travel behaviour of residents and visitors remains incomplete and difficult to gather. In the absence of better data, Queensland Transport has based their transport planning for SEQ on periodic household travel surveys. These surveys offer a limited and dated picture of the travel behaviour of the region's residents and visitors. This travel data is losing usefulness as the SEQ region experiences rapid population and urban growth. The absence of accurate and recent travel data also makes it difficult for the department to objectively evaluate their transport policies and projects.
350. Queensland Transport, in conjunction with the Brisbane City Council and Queensland Rail, have commissioned a series of surveys over the next four years to supplement their data on travel for the region. The committee supports this initiative. The committee recommends that this data be supplemented by studies of travel behaviour to and from major trip generators across the region such as airports, hospitals, universities and TAFE colleges and shopping centres, and of travel-disadvantaged groups and captive riders.
351. The committee acknowledges that the government's Integrated Ticketing Project will yield high-quality and extremely useful trip data for SEQ public transport users.
352. A program is needed for the collection of vehicle occupancy data for the region.

### **RECOMMENDATION 18**

That Queensland Transport, in consultation with transport-disadvantaged groups, collects travel behaviour data in connection with major trip generators across the region such as airports, hospitals, universities, TAFE colleges and shopping centres to supplement data collected through household travel surveys.

**Minister Responsible: Minister for Transport and Minister for Main Roads**

### **RECOMMENDATION 19**

That Queensland Transport implements a program to collect vehicle occupancy data for the South East Queensland region.

**Minister Responsible: Minister for Transport and Minister for Main Roads**

## FUNDING FOR PUBLIC TRANSPORT

353. One of Queensland Transport's key roles is to provide funding subsidies for public transport services, facilities and infrastructure. Financial support is provided to Queensland Rail, Brisbane Transport and private bus operators for the provision of public transport services. Queensland Transport also provides financial assistance to local governments for the provision of public transport facilities such as bus stops, shelters, lighting, security, interchanges and park and ride facilities. The majority of the funding for public transport initiatives and major capital expenditure is administered by Queensland Transport.<sup>342</sup> According to Queensland Transport, public transport is unique amongst urban services in having no systematic, on-going funding base.<sup>343</sup> Because of this, public transport funding is problematic.

<sup>342</sup> Queensland Transport, submission no.67, pp.D13, D14.

<sup>343</sup> Queensland Transport, *2007 Vision – a draft transport technical paper*, p.166.

354. In total, public sector spending on transport in SEQ during 2000/01 totalled \$1.897 billion. Of this total, expenditure by the state government exceeded \$1.1 billion.<sup>344</sup>
355. Funding is a key issue for public transport in SEQ. The committee notes the lack of involvement by the federal government and SEQ local governments in public transport.<sup>345</sup> The notable exception to this is the Brisbane City Council which provides \$32 million annually in recurrent funding to Brisbane Transport for bus services.<sup>346</sup>

### Projected funding to implement *Transport 2007*

356. 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 infrastructure.<sup>347</sup> When released, the *Transport 2007* plan contained initiatives designed to match the indicative funding levels of \$11.25 billion over its life.<sup>348</sup>
357. 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 that 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 provision.<sup>349</sup>
358. 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 future.<sup>350</sup>
359. Reforms to transport funding arrangements mooted by the federal government are expected to further inflate the funding shortfall in Queensland. As noted in Part (5), on 7 November 2002, the Hon John Anderson MP, Deputy Prime Minister and Minister for Transport and Regional Services released the Commonwealth Government's green paper on fundamental land transport infrastructure reform, *AusLink: Towards the National Land Transport Plan*.<sup>351</sup> The policy outlined in the green paper would change the focus of Commonwealth transport funding from roads-only to all modes. The committee was told that, under Auslink, national land transport projects will be funded from a pool of funds that were previously dedicated to funding the national road network.<sup>352</sup> In the absence of an increase in overall funding from the Commonwealth for transport, the committee understands that, the

<sup>344</sup> Appendix (D) provides a detailed breakdown of public sector transport expenditure in SEQ during 2000/01.

<sup>345</sup> Manners, Queensland Conservation Council, hearing transcript, 14 April 2000, p.20; Grose, Gold Coast City Council, hearing transcript, 19 May 2000, p.79.

<sup>346</sup> Brisbane City Council, submission no. 107, p.4.

<sup>347</sup> Queensland Transport, submission no. 67, p.G-8.

<sup>348</sup> Queensland Transport, *Transport 2007 – An action plan for South East Queensland*, p.87.

<sup>349</sup> Queensland Transport, submission no. 67, p.G-11.

<sup>350</sup> 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, 19 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.

<sup>351</sup> J Anderson (Deputy Prime Minister and Minister for Transport and Regional Services), media release, 7 November 2002, Parliament House, Canberra.

<sup>352</sup> Queensland Transport and Main Roads, correspondence, 23 August 2002, p.1.

Commonwealth's funding previously dedicated to national highways will be spread across rail and other transport infrastructure projects under the Auslink proposal.

360. In evidence to the committee, Queensland Transport stated that AusLink was the federal government's attempt to 'water down' their funding commitments especially with regard to National Highway projects.<sup>353</sup>

Under AusLink, the federal government effectively ignores its existing responsibility for fully funding the building and maintaining of National Highways and Roads of National Importance.<sup>354</sup>

361. Queensland Transport believes that Auslink will be particularly detrimental to Queensland. Queensland's national highway system is one of the worst in the country with an identified funding need of \$130 million per annum for 10 years.<sup>355</sup> According to Queensland Transport, it was Queensland's turn to receive the bulk of national highway funding. Auslink's reforms will affect the feasibility of important roads projects planned for Queensland.<sup>356</sup> These include:

- the Ipswich Motorway upgrade;
- the Gateway Motorway upgrade;
- the extension of six-laning of the Bruce Highway from Brisbane to Caboolture; and
- Toowoomba's second range crossing.

362. Increasingly, state governments across Australia struggle to raise the funds needed to meet the transport challenge. The Auslink reforms will make this task more difficult. This sentiment was echoed by State and Territory Ministers at an Australian Transport Council meeting in August 2002. A communiqué from the meeting noted that:

The state and territory ministers reaffirmed their belief in the fundamental principle that the federal government should retain full funding responsibility for the National Highway System.<sup>357</sup>

#### **Funding alternatives:**

363. 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 infrastructure.<sup>358</sup>

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

- a fuel tax;<sup>359</sup>
- user charging for private vehicle use;<sup>360</sup>
- a US-style paradigm shift in transport funding;
- requiring developers to contribute seed funding for public transport services to green-field developments;<sup>361</sup> and

<sup>353</sup> Queensland Transport and Department of Main Roads, correspondence, 23 August 2002, p.1.

<sup>354</sup> Ibid

<sup>355</sup> Local Government Association of Queensland, Public Inquiry on Mechanisms to fund Queensland's Roads and Transport Infrastructure, Final Report, LGAQ, Brisbane, 2002, p.19.

<sup>356</sup> Queensland Transport and Main Roads, correspondence, 23 August 2002, p.1.

<sup>357</sup> Australian Transport Council, Joint Communiqué, 8 August 2002, p.1. See <<http://www.dotars.gov.au/atc/atc13/htm>>.

<sup>358</sup> Wilson, Queensland Transport, hearing transcript, 19 June 2000, p.126; PricewaterHouseCoopers, submission no. 47, p.4.

<sup>359</sup> Grose, Gold Coast City Council, hearing transcript, 19 May 2000, p.90; Queensland Bus Industry Council, submission no. 53, pp.10-11,

<sup>360</sup> Queensland Rail, submission no. 46, p.12.

- funding support for community transport solutions for small communities.<sup>362</sup>
365. User charging, whether as an access charge or a road user charge, has become a key issue for the community and for government. International trends have seen increased reliance on user charging systems as an effective funding mechanism and a means to ensure that the costs of using the transport system are accounted for.<sup>363</sup> Financial disincentives have been used as part of travel demand management strategies to decrease congestion in peak hour traffic and on main roads. Electronic pricing mechanisms have become more sophisticated and advanced to ensure that only those specific road users are targeted. The electronic road pricing system in Singapore adjusts pricing rates with the time of day. The Tasmanian Government's Intelligent Vehicles Trial (IVT) is testing the feasibility of using Global Positioning Systems as part of a road pricing system.<sup>364</sup>
366. A number of submissions support road user charging systems as a source of funding. In evidence to the committee, NORSROC stated that there was a clear need for the establishment of mechanisms to identify non-stated subsidies and recover funds through a user charging system. According to NORSROC, this was especially important in circumstances where a viable public transport or non-motorised option is available.<sup>365</sup> The RACQ submits that funding needs to be raised through a fair and transparent user-charging system with the monies raised hypothecated back into transport.<sup>366</sup>

### Infrastructure planning and funding – LGAQ Inquiry

367. The need for a comprehensive range of funding alternatives for local and state governments was explored in a recent report commissioned by the Local Government Association of Queensland. The report concluded that an additional \$1 billion a year was required just to meet the state's needs.<sup>367</sup> The funding options canvassed by the report included:
- a greater hypothecation of Commonwealth funding into roads and transport;
  - continuation of the Roads to Recovery program;
  - elimination of the current Queensland Fuel Subsidy Scheme;
  - greater private sector involvement in funding road and transport projects;
  - electronic tolling of roads that save on travel time and the diversion of traffic to alternative non-tolled roads;
  - annual parking levies by local councils on car parking in major urban areas;
  - greater utilisation of public sector borrowing capacity by governments; and
  - impact fees – amendment to the *Integrated Planning Act 1997* to ensure that new developments pay for the full costs imposed on the wider regional road and public transport system.<sup>368</sup>
368. The committee supports, in principle, the findings of the LGAQ inquiry into road funding. In particular, the committee supports the option that the Commonwealth should provide greater funding for local and state roads, and the ability of governments to improve road and public transport infrastructure through greater utilisation of user-pays systems like toll ways and car parking levies.

<sup>361</sup> Douglas-Smith, Queensland Bus Industry Council, hearing transcript, 14 April 2000, p.8.

<sup>362</sup> Knight Noosa Shire Council, hearing transcript, 19 May 2000, p.93.

<sup>363</sup> Organisation for Economic Cooperation and Development, Road Travel Demand: *Meeting the Challenge*, OECD, Paris, 2002, p.88.

<sup>364</sup> Ibid.

<sup>365</sup> Northern Subregional Organisation of Councils, submission no. 105, p.5.

<sup>366</sup> Royal Automobile Club of Queensland, submission no. 97, p.2.

<sup>367</sup> Local Government Association of Queensland, *Public Inquiry on Mechanisms to Fund Queensland's Roads and Transport Infrastructure: Final Report*, pp.4-11.

<sup>368</sup> Ibid.



However the LGAQ report hinges on the public acceptance of the removal of current state fuel subsidies to provide government with the revenue to make significant transport improvements. While sound in principle, the removal of fuel subsidies is a highly controversial issue. This is discussed later in this section.

### Public Private Partnerships

369. In September 2001 the Queensland Government endorsed a policy framework for public private partnerships for infrastructure projects. Queensland Transport is currently exploring the public private partnerships scheme as an avenue for private sector funding of transport projects. Queensland Transport has identified a number of candidate projects for private investment. These include upgrades to arterial roads, the provision of new roads and funding for public transport infrastructure for new developments.<sup>369</sup> Queensland Transport expects private sector involvement in the Petrie to Kippa-Ring rail line and the possible Gold Coast light rail project.<sup>370</sup>

### Conclusions

370. Sustained, increased funding is needed for public transport infrastructure and services in SEQ.
371. The committee supports the development by Queensland Transport of a long-term infrastructure plan for public transport in SEQ. This will assist state government agencies, local governments and private operators to align and plan their future investment decisions.
372. Current approaches to transport funding and user charging promote inefficiencies and inequities in the use of resources, and promote greater car dependency in SEQ. Alternative models of funding and charging should be explored. Irrespective of changes to how the state government approaches its funding obligations, it is imperative that alternative sources and mechanisms of funding for SEQ public transport infrastructure be explored. Options used in other jurisdictions that should be considered include: public-private sector partnerships; build, own, operate and transfer (BOOT) schemes for major infrastructure; commercial exploitation of transport corridor development opportunities and benefits, and alternative transport user charging regimes.
373. The committee welcomes reforms that reflect competitive pricing of all transport modes, but not at the expense of a vital transport funding base. The committee recommends that the Queensland Government, with the support of other states and territories, continue to lobby the federal government through the ATC to fully fund the maintenance and development of the national highway network.
374. The Commonwealth and local governments need to contribute to the costs of operating and maintaining urban public transport systems. Other SEQ local governments should follow the lead of the BCC.

### **RECOMMENDATION 20**

That Queensland Transport and Main Roads continue to explore alternative sources of funding to supplement funding available from consolidated revenue.

**Minister Responsible: Minister for Transport and Minister for Main Roads**

<sup>369</sup> Queensland Transport and Department of Main Roads, submission no. 108, p.13.

<sup>370</sup> Ibid.

**RECOMMENDATION 21**

That the Queensland Government, with the support of other states and territories, continue to lobby the federal government through the Australian Transport Council to fully fund the maintenance and development of the national highway network.

**Minister Responsible: Minister for Transport and Minister for Main Roads**

**TRANSPORT SUBSIDIES AND TAXATION****Who pays**

375. 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 modes.<sup>371</sup> The report examines the full cost of different modes of transport. 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 period.<sup>372</sup>

**Commonwealth Government tax concessions for cars and driving**

376. 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 percent.<sup>373</sup> 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 increases.<sup>374</sup>

**Table 6: 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.*

<sup>371</sup> N Dennis, 'Modal Comparison of the Full Cost of Travel', 1997, report for Queensland Transport.

<sup>372</sup> Ibid.

<sup>373</sup> 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*.

<sup>374</sup> 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 *Fringe Benefits Tax (FBT) – A Guide for Employers - 2000*, ATO, Canberra, p.4.4.

377. Queensland Transport told the committee that novated leases<sup>375</sup> and salary packaging of motor vehicles encourage driving and reduce incentives to use alternative transport modes.<sup>376</sup> Company cars are by far the most used fringe benefit. They accounted for around half the FBT payable in 1997-98.<sup>377</sup> The provision of company cars often includes the vehicle, maintenance, fuel and parking costs that are tax deductible to the employer and bring no personal tax liability for the employee.<sup>378</sup> According to the International Association of Public Transport (UITP), around 40 percent of the cars on the road in the peak periods may be either corporately owned or vehicles receiving some form of fringe benefits tax deductions.<sup>379</sup> This increases the number of one vehicle/one person commuter trips in Australian cities. Company car trips account for 18 percent of all car trips at all time periods of the day.<sup>380</sup> These vehicles comprise private and government-owned vehicles.
378. Most of the 12,700 vehicles owned by the Queensland Government are based in SEQ. NORSROC submits that local and state governments in Queensland should demonstrate leadership in the area of travel-related subsidies by substituting car-dependent arrangements with public transport concessions and privileges.<sup>381</sup>

### Taxation of public transport fares

379. The Commonwealth's tax reforms in July 2000 increased the tax burden on SEQ public transport operators and passengers. Due to general sales tax (GST), public transport fares increased by between 7 and 8 percent in metropolitan areas.<sup>382</sup> Queensland Transport estimates that the added direct costs to consumers for travel when using SEQ public transport is approximately \$13 million per annum.<sup>383</sup> Queensland Transport advised the committee that 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 costs.<sup>384</sup>
380. 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 (6) 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.

<sup>375</sup> A novated lease refers to an arrangement whereby all or part of the lessee's rights or obligations under the vehicle lease are taken over by an employer. The lessee is usually the employee. However, the lessee may be an associate of the employee. In this case, the associate's rights or obligations under the lease are taken over by the employer. For further information see the Australian Tax Office website at < <http://www.taxreform.ato.gov.au/content.asp?doc=/content/23465.htm&from=TR/IN> >.

<sup>376</sup> Queensland Transport, correspondence, 31 July 2000, attachment p.15.

<sup>377</sup> Department of Treasury, *A Platform for Consultation*, Discussion Paper, 1999 in National Transport Secretariat, *Reducing Car dependency in Australia through Remuneration Options – Background paper*, National Transport Secretariat, Brisbane, October 2000.

<sup>378</sup> National Transport Secretariat, *Reducing Car dependency in Australia through Remuneration Options – Background paper*, p.3

<sup>379</sup> UITP, submission no.19, p.2; National Transport Secretariat, *Reducing Car Dependency in Australia through Remuneration Options – Background Information*, NTS, Brisbane, 2000, p.3.

<sup>380</sup> National Transport Secretariat, National Transport Secretariat, *Reducing car dependency in Australia through improved remuneration options – Background Paper*, 2000, pp.3-4.

<sup>381</sup> Northern Subregional Organisation of Councils, submission no. 105, p.5.

<sup>382</sup> McShea, Queensland Transport, hearing transcript, 19 June 2000, p.134.

<sup>383</sup> Queensland Transport, correspondence, 31 July 2000, attachment p.14.

<sup>384</sup> *Ibid*, p.15.

**Table 7: GST on urban public transport – some international comparisons**

Country	Public Transport Rate	Standard Rate
Austria	10.0	20.0
<b>Australia</b>	<b>10.0</b>	<b>10.0</b>
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.

381. The committee questioned the federal government's imposition of GST on public transport fares. According to Senator the Honourable Helen Coonan, Minister for Revenue and Assistant Treasurer, in her correspondence with the committee, widening GST exemptions would further complicate the tax system and thus would be inappropriate:

Every additional exemption adds to the complexity of the tax system and creates new anomalies. To limit this complexity, the GST applies to a wide range of goods and services, including many that are necessities for various members of the community.<sup>385</sup>

382. Queensland Rail advised the committee that the Queensland Government, in conjunction with other states and territories, should lobby the federal government to remove the GST on fares.<sup>386</sup>
383. The committee also notes that the New South Wales 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 cars.<sup>387</sup> The committee notes this positive step. In many countries, 'green' commuter travel choices attract significant tax concessions. In the Netherlands, all work-related public transport costs are tax free. In the United States of America, fringe benefits tax arrangements enable employers to provide their workers with tax-free monthly transit subsidies up to the value of US\$65.<sup>388</sup> In Belgium, workers who use public transport or their bicycle to commute to work receive significant tax credits.<sup>389</sup>

### State fuel subsidies – costs and impacts

384. Given the growing dependency on cars for travel in SEQ, the most pressing transport problem in the region, the committee considered the impacts and costs of the State Fuel Subsidy Scheme.
385. The Queensland Government's fuel subsidy scheme costs \$450 million per annum. The scheme provides motorists with a subsidy of 8.3 cents/litre. Queensland is the only state that provides a fuel subsidy and, as a result, fuel is cheaper on average in Queensland than in other states and territories. Given that Australia has the third lowest petrol prices in the world and one of the lowest levels of government fuel taxation, Queensland fuel is among the world's cheapest.<sup>390</sup> In contrast to its low fuel prices, Queensland has higher than average motor vehicle registration fees. According to a recent estimate, Queensland's registration fees are 15 percent higher on average than any other Australian

<sup>385</sup> Helen Coonan (Minister for Revenue and Assistant Treasurer), correspondence, 27 May 2002.

<sup>386</sup> Queensland Rail, submission no.102, p.8.

<sup>387</sup> 'Push for tax sweeteners to take the bus', *Sydney Morning Herald*, 15 September 2001, p.31

<sup>388</sup> National Transport Secretariat, *Reducing car dependency in Australia through improved remuneration options*, pp.7,8.

<sup>389</sup> Organisation for Economic Cooperation and Development, *Road Travel Demand: Meeting the Challenge*, p.91.

<sup>390</sup> P Moore, 'Australia: Do we have the political will to change the transport offer?', *Public Transport International*, June 2002, p.32.

state or territory.<sup>391</sup> Despite higher registration fees, motoring in Queensland is cheaper than in other states and territories.

386. The committee received a number of submissions that advocate the removal of the 8.3 cents/litre fuel subsidy, with the funds raised hypothecated back into transport infrastructure and operations.<sup>392</sup> In May 2000, the state government investigated a proposal to abolish the subsidy scheme and decrease motor vehicle registration. The government received significant negative community sentiment, especially from rural and regional areas, and decided not to proceed with the proposal.
387. Parties opposed to the removal of the subsidy state-wide, have been receptive to the option of removing the subsidy just in SEQ. While describing the state-wide proposal as 'excessive', NORSROC supports removal within SEQ.<sup>393</sup> According to their submission, the removal or reduction of the subsidy within the SEQ region would encourage more efficient vehicle use as well as provide much needed funds to improve the region's transport system. LGAQ's recent inquiry into transport funding also recommended the elimination of the subsidy in SEQ if removal state-wide was too problematic for government. Both NORSROC and the LGAQ stated that if the subsidy was eliminated in the SEQ region, only SEQ should benefit from the funding windfall.<sup>394</sup>
388. In the conclusions of the interim report, the LGAQ state that Queenslanders have a choice - whether to have improved transport services and infrastructure or cheap fuel and the continued problems of poor roads and increasing urban congestion:

Ultimately, of course, Queenslanders do have a choice. They can choose to maintain the lowest taxes, fuel prices and per capital debt in Australia. However, they must also be prepared to accept that a consequence of this choice may then be an inadequate road and transport system with a relatively poor safety record, high vehicle operating costs through wear and tear, lack of access in periods of wet weather, low levels of service, increasing congestion and lengthy travel times. The alternative is that they can choose to support the financing of major road and transport infrastructure upgrade programs across the state using some suitable combination of measures such as have been outlined in this report.<sup>395</sup>

389. Separate studies around Australia show that governments and politicians have underestimated public sentiment regarding fuel pricing and public transport investment. According to a recent article by the Australian director of the UITP, community attitudes to fuel pricing and transport investment are changing.<sup>396</sup> The article outlined the findings from a number of recent studies:
- a study undertaken in 2000 by Taylor Nelson Sofres found that 64 percent of Australians would support an increase in fuel prices if the money raised is redirected back into public transport and the development of non-polluting alternative fuels;
  - a study from the West Australian Department of Transport found that 87 percent of respondents supported the diversion of funds from roads to non-motorised and public transport options; and
  - a study from the Warren Centre at the University of Sydney found that 70 percent of Sydney residents and 90 percent of decision-makers supported moves to improve public transport at the expense of the roads budget.
390. The LGAQ, as part of their inquiry into transport funding, sampled 1,000 households across the state in order to survey community attitudes to transport funding and funding options. The results of the

<sup>391</sup> Local Government Authority of Queensland, 'Public Inquiry on Mechanisms to Fund Queensland's Roads and Transport Infrastructure: Final Report', p.24.

<sup>392</sup> Northern Subregional Organisation of Councils, submission no. 105, p.4; Gold Coast City Council, submission no. 95.

<sup>393</sup> Ibid., p.4.

<sup>394</sup> Local Government Authority of Queensland, op. cit., p.5.

<sup>395</sup> Local Government Authority of Queensland, 'Public Inquiry on Mechanisms to Fund Queensland's Roads and Transport Infrastructure: Interim Report', LGAQ, Brisbane, 2002, p.vi.

<sup>396</sup> P Moore, *Public Transport International*, p.33.

survey showed that approximately 58.2 percent of the Queensland population would support the elimination of the fuel subsidy if the funds were directed to lowering registration charges and improving roads and public transport.

### Federal Fuel Excise

391. In an international context, fuel taxes are used to tax the environmental impact of fuel consumption as well as a source of revenue for road infrastructure. Most European countries see fuel taxes as an environmental tax even though the funds raised go to general revenue. Differences in tax arrangements reflect governments' desire to encourage the use of more environmentally friendly fuels and to decrease consumption generally. In the United States, unlike Europe and Australia, the majority of the revenue raised from fuel taxes is hypothecated to road funding at state and federal levels.<sup>397</sup>
392. Australian motorists are taxed approximately \$0.38 per litre of fuel in federal excise tax. Unlike the United States, there are no hypothecation arrangements for road funding with all the funds appropriated to general revenue. In fact, only a fraction of the revenue collected by the Commonwealth is spent on roads. In 2000/2001 the federal government netted \$12.19 billion from the fuel excise yet spent only \$1.6 billion on road funding.<sup>398</sup>
393. Queensland Transport submitted that the Queensland Government 'is strongly of the view' that a greater proportion of the fuel excise revenue should be spent on transport.<sup>399</sup> This message was echoed in the LGAQ report which recommended an allocation of 16 percent of revenue to roads and urban public transport initiatives, with this amount increasing to 20 percent by 2008.<sup>400</sup>
394. In their submission, NORSROC notes the lack of transparency in the federal government's redirection of funds raised by transport-related excise, and advocate that the federal government and its elected representatives should be 'strongly lobbied' to ensure that funds are dedicated to addressing the transport task.<sup>401</sup>

### Conclusions

395. The Commonwealth Government's taxation policies promote travel by cars and discourage public transport travel. These policies have reduced the costs of purchasing and owning cars and offer generous FBT concessions for employer-provided company cars, while levying full-rate GST on public transport fares.
396. The committee recommends that the Minister for Transport continue to lobby the Commonwealth Government through the Australian Transport Council to adopt taxation policies that support sustainable transport options, such as public transport, and discourage car dependency.
397. The committee recommends that the Queensland Government investigates the feasibility of offering government employees green transport choices and incentives for the private sector to do the same. These choices should include car pooling, secure cycle parking, subsidising public transport fares, negotiating improvements to bus services and reward schemes for green commuting. To fund these initiatives, the government should review its policies on vehicles provided to staff for home garaging and private use in SEQ, and parking provided to staff. As the largest employer in the state, the

<sup>397</sup> Department of Treasury, *Federal Fuel Taxation Inquiry: Issues Paper*, DOT, Canberra, 2002, p.8.

<sup>398</sup> Local Government Authority of Queensland, *Public Inquiry on Mechanisms to Fund Queensland's Roads and Transport Infrastructure: Final report*, p.22. These figures do not include the federal government's *Roads to Recovery Program* or the revenue that the government receives on the GST.

<sup>399</sup> Queensland Transport and Main Roads, correspondence, 23 August 2002, p.11.

<sup>400</sup> Local Government Authority of Queensland, op. cit., p.5.

<sup>401</sup> Northern Subregional Organisation of Councils, submission no. 105, p.6.

Queensland Government is poised to lead the move towards sustainable work-related travel choices by employees.

### **RECOMMENDATION 22**

That the Minister for Transport and Minister for Main Roads lobby the federal government through the Australian Transport Council to adopt taxation policies that support public transport and other sustainable transport choices including the exemption of public transport fares from goods and services tax (GST) and fringe benefits tax (FBT) concessions for employer-provided public transport fares.

**Minister Responsible: Minister for Transport and Minister for Main Roads**

### **RECOMMENDATION 23**

That the Public Service Commissioner, in conjunction with Queensland Transport and Queensland Treasury, reviews policies on the provision of government vehicles to staff for home garaging and private use in South East Queensland, and parking provided to staff, to identify options to minimise adverse impacts on travel demand in South East Queensland

**Minister Responsible: Premier and Minister for Trade**

### **RECOMMENDATION 24**

That Queensland Treasury examines options to better target the State Fuel Subsidy Scheme to achieve optimal outcomes for the South East Queensland transport system.

**Minister Responsible: Deputy Premier and Treasurer**

## **TRAVEL DEMAND MANAGEMENT**

398. In the past, meeting travel demand meant building more roads and bridges to cater for increases in vehicle traffic. In today's context, travel demand management strategies aim to improve the sustainability of the transport system. Travel Demand Management (TDM) has become the pro-active approach to reducing the growth in the number of unnecessary car trips and using the existing transport network to its best advantage.<sup>402</sup> According to recent research the most effective travel demand management (TDM) measures are those that include financial incentives or disincentives.<sup>403</sup>

399. TDM strategies traditionally provide a mix of soft and hard measures:

- soft measures – measures to influence travel behaviour in a desired way involving incentives, disincentives, and education; and
- hard measures – physical measures such as the provision of bus lanes, high occupancy vehicle (HOV) lanes, parking supply adjustments, etc.<sup>404</sup>

400. The committee notes that TDM measures include a variety of economic, social and planning tools to decrease car dependence and promote sustainable transport choices. Measures include:

<sup>402</sup> Brisbane City Council, *Transport Plan for Brisbane 2002-2016*, BCC, Brisbane, 2002, p.34.

<sup>403</sup> National Transport Secretariat, *Reducing car dependency in Australia through improved remuneration options*, p.5.

<sup>404</sup> P Sayeg, 'Travel Demand Management Issues', *Transport Futures*, June 2000, p.3.

- tollways and cordon tolls;
  - parking management and parking pricing schemes;
  - carpooling and bicycle hire schemes;
  - tax incentives for commuting by public transport and tax disincentives for motor vehicle commuter travel (changing fuel taxation regimes);
  - demand responsive public transport choices like hail and ride programs; and
  - infrastructure projects like busways and park and ride facilities.
401. Queensland Transport, the Department of Main Roads and the Brisbane City Council are currently devising a travel demand strategy for the SEQ region. The strategy will provide a framework for managing travel demand in SEQ and will help guide transport investment and sustainable transport practices.<sup>405</sup> The strategy is expected to be completed by the end of 2002.<sup>406</sup>
402. A number of specific TDM measures highlighted in *Transport 2007* provide a guide to the direction of the government's TDM strategy. These include:<sup>407</sup>
- Workplace travel plans (Action 10.9, 10.12);
  - Telecommuting (Actions 10.12, 10.20, 10.22, 10.16);
  - Flexible working hours arrangements (Actions 10.19, 10.20);
  - Car pooling projects (Actions 10.21, 10.22);
  - Destination travel plans (Action 10.25);
  - TravelSmart school programs (Actions 10.27, 10.28);
  - Household travel strategies including the TravelSmart Suburbs pilot and the *Living Neighbourhoods* trial (Actions 10.31, 10.35);
  - Non-stop, free-flow electronic toll collections (Action 10.36);
  - Real-time traveller information systems (Action 10.38);
  - Parking guidance systems (Action 10.39);
  - Traffic flow management programs in urban areas (Action 10.40);
  - A parking policy for SEQ (Action 10.42);
  - Parking plans for major centres (10.44); and
  - Changes to parking supply and pricing in the Brisbane CBD and other key centres (Action 10.45).
403. During the consultative phase of the IRTP the public were more supportive of improving public transport services than implementing measures that curbed car use.<sup>408</sup> Studies by the ARRB Transport research Limited on new public transport services in Adelaide, Perth and Queensland found that improvements to public transport led to higher patronage levels.<sup>409</sup> However, the report concludes that improving public transport alone does not provide significant reductions in road demand. It notes that more persuasive travel demand measures are needed to effectively reduce road travel demand.<sup>410</sup> These may include tollways and cordon tolls; congestion pricing; park and ride schemes; parking management and parking pricing schemes; tax incentives for commuting by public transport and tax disincentives for motor vehicle commuter travel; and changing fuel taxation regimes.<sup>411</sup> A report by Austroads in 1991 provides a comprehensive summary of TDM measures. These are listed at Appendix (H). A key TDM strategy is individualised marketing of public transport.

<sup>405</sup> Queensland Transport and Department of Main Roads, submission no.108, p.11.

<sup>406</sup> Queensland Transport, *Transport 2007*, p.21.

<sup>407</sup> *Ibid.*, pp.19 - 21.

<sup>408</sup> P Sayeg, *Transport Futures*, p3.

<sup>409</sup> J Luk, N Rosalion, R Brindle, and R Chapman, *Reducing road demand by land-use changes, public transport improvements and TDM measures – a review*, ARRB Transport Research, Vermont South, Victoria, 1998, p.89.

<sup>410</sup> *Ibid.*, p.70.

<sup>411</sup> For national and international TDM examples see OECD, *Road Travel Demand: Meeting the Challenge*.



### TravelSmart Suburbs – Individualised marketing.

404. Queensland Transport’s TravelSmart initiatives aims to encourage individual travel behaviour change that has the effect of reducing car dependence and increasing usage of current public transport infrastructure. TravelSmart is the brand name for a voluntary travel behaviour change program that encourages sustainable travel options such as walking, cycling, public transport and ride sharing. TravelSmart is an initiative of the Australian Transport Council, and is managed by Queensland Transport.<sup>412</sup>
405. Queensland’s TravelSmart Suburbs Pilot was conducted in Brisbane in the inner northern suburbs of the Grange, Newmarket, Wilston, Windsor, Alderley, Gordon Park and Lutwyche. Various soft approaches incorporating individualised travel information and travel incentives were used to change residents’ travel behaviour in favour of public transport, cycling and walking. Results from the pilot were very positive with significant increases in public transport usage:<sup>413</sup>
- Walking Increase of 16 percent
  - Cycling Increase of 6 percent
  - Public Transport Increase of 33 percent
  - Car as Driver Decrease of 10 percent
  - Vehicle kilometres travelled (VKT)<sup>414</sup> Decrease of 10 percent
406. The concept behind the project is known as individualised or ‘dialogue’ marketing and has been used in Adelaide, Perth and Brisbane in Australia, as well as thirteen European countries to reduce car dependency.<sup>415</sup> Individualised marketing campaigns ensure that users are informed of the services and alternatives that best meet their needs.<sup>416</sup>
407. The success of the TravelSmart pilot in South Perth has encouraged the Western Australian government to apply the individualised marketing strategy to the entire city. The evaluation of the pilot included a benefit cost ratio of 13:1. The cost of the pilot amounted to \$1.3 million and the benefits came to \$16.8 million. Preliminary results from the current broad-scale application indicate that it is even more successful than the initial pilot.<sup>417</sup>

### Conclusions

408. The committee welcomes the development of a travel demand management strategy for SEQ by Queensland Transport and other stakeholders.
409. The committee notes the success of the recent Brisbane pilot of the TravelSmart Program in the Windsor/Grange district, and recommends that Queensland Transport apply the program across other parts of SEQ where public transport services are available but under-utilised.

<sup>412</sup> Queensland Transport and Department of Main Roads, submission no.108, pp. 5,11

<sup>413</sup> id., correspondence, 23 August 2002, p.9.

<sup>414</sup> Vehicle Kilometres Travelled.

<sup>415</sup> D Henschler, *Urban Public Transport Delivery in Australia: Issues and Challenges in Retaining and Growing Patronage*, Institute of Transport Studies, Sydney, 13 May 2002, p.9.

<sup>416</sup> UB Lodden, ‘Simplifying Public Transport’, *Nordic Road and Transport Research*, no.1, Institute of Transport Economics, Oslo, 2002, p.24.

<sup>417</sup> I Ker, Deconstructing the future: assessing new initiatives in transport, including demand management and walking, *World Transport Policy and Practice*, Volume 7, Number 4, 2001, p.56.

**RECOMMENDATION 25**

That Queensland Transport extends its TravelSmart program to areas of South East Queensland where public transport services are available but underutilised.

**Minister Responsible: Minister for Transport and Minister for Main Roads**



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## PART 6 – SUMMARY OF CONCLUSIONS

### CONTEXT FOR THE INQUIRY

410. Rapid population growth, accompanying urban sprawl and car dependency pose significant threats to the lifestyle enjoyed by the residents and visitors to the SEQ region. Measures to enhance public transport are vital to reducing car dependency in SEQ.

### THE IMPORTANCE OF PUBLIC TRANSPORT TO THE REGION

411. While presently carrying only 7 percent of total trips,<sup>418</sup> 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.
412. Public transport and other alternatives to travel by private cars are vital to the efficiency of the region's transport system and the environment. Cars, however, remain the predominant mode of travel in SEQ.
413. Public transport is essential for transport-disadvantaged groups. Without it, these groups would not enjoy the same mobility and access to amenities such as education, health and other services as other groups. Members of transport-disadvantaged groups may also enjoy less social contact with other people. This contact is essential to health and well-being. The transport-disadvantaged groups in SEQ include people with disabilities (either permanent or temporary incapacity), people from low socio-economic groups, women, the unemployed, carers, youth and children.
414. Public transport is also an important service for visitors to the region.

### THE SYSTEM'S EFFECTIVENESS AND EFFICIENCY

415. The SEQ region is served by a substantial multi-modal public transport system comprising heavy rail, bus and ferry services, busways and fee for hire taxis. Information contained in the Queensland Transport submission suggests the region's public transport services are reasonably effective and efficient with high fare-box returns and low subsidy levels paid to transit operators compared to other capital city public transport systems. Usage rates in SEQ, however are relatively low. While there has been some recent growth in public transport travel, trips by car have also increased. Overall, SEQ residents are becoming increasingly car dependent.
416. Based on 'access to the system', 'accessibility' and 'equity' indicators, the SEQ public transport system appears to be ineffective in meeting the needs of the region's transport-disadvantaged groups. A large proportion of the region's population do not enjoy reasonable access to public transport services. Other data submitted to the committee suggests 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.
417. The *IRTP* and *Transport 2007* articulate Queensland Transport's long-term objectives and goals for future improvements to the SEQ region's public transport system. Queensland Transport and the Department of Main Roads in their joint submission to the inquiry, qualify that access and

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<sup>418</sup> 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.

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accessibility objectives in the *IRTP* were never intended to be regional, but applicable only to the region's urban/metropolitan areas. The committee notes that access and accessibility are key issues for transport-disadvantaged residents in SEQ. In bringing this critical point of clarification to the committee's attention, the departments also note that it was not stated in either the *IRTP* or the *Transport 2007* plan released in 2001. The committee believes such a fundamental point should have been stated for the benefit of the region's transport stakeholders, particularly when it appears at odds with the *IRTP*'s rhetoric. The committee does not know why Queensland Transport did not include clarification in its *Transport 2007* document released in 2001, and questions the purpose of these long term planning documents if it is not to provide clear, unambiguous directions on the future development of the transport system.

418. The committee believes the region's transport plan must set clear, measurable objectives for public transport access, accessibility and equity for urban/metropolitan and non-urban/metropolitan areas. Without targets and a plan to address access, accessibility and equity issues, the problems confronting transport-disadvantaged residents may not be resolved.

## **PROBLEMS WITH THE SYSTEM AND POSSIBLE SOLUTIONS**

### **Management of Public Transport**

419. It is apparent that the SEQ public transport system is not integrated. However, it is improving. The current raft of initiatives and reforms introduced by the Beattie Government give the region's public transport operators and patrons a promising opportunity. These initiatives include the establishment of a dedicated division in Queensland Transport to assume regional transit authority functions, and the establishment of a separate operational coordinating body called Citytrans. The committee also notes the political goodwill between key players, the Brisbane City Council, Queensland Rail, private bus operators and the government to reform the regions public transport system.
420. The committee acknowledges the work at Citytrans to deliver coordinated services and joint ticketing arrangements with the managers of major venues and events in SEQ. These initiatives need to be expanded across SEQ. Public transport needs to become the mode of choice to attend the football, cricket, cultural events and other shows and activities across the region.
421. When considering the reasons why the region's public transport is under-performing, Queensland Transport, the agency of the government with long-standing, legislated responsibility for the planning and coordination of the region's transport, is an obvious target for blame. However, the department did not establish the historical institutional arrangements (it merely inherited them). The failure to achieve coordination over the past forty years could be ascribed as much to failures of political will or policy of past governments as to failures of the administering organisation. It is pure conjecture to speculate that a regional transit authority operating in the same climate and constraints would or could have achieved a better result.
422. The committee considered the logistics of forming a new SEQ regional transport authority. As noted above, this would involve significant change to the roles and functions of state and local government agencies causing disruption to agency staff and work output. The committee did not determine a likely cost of this transition, but suggests it would be substantial given the scale of the changes involved. The committee also considered the potential for this change to derail current improvements and undermine the goodwill that exists between governments and operators.
423. The current management framework in SEQ is not ideal, but represents a sensible compromise for the government to achieve results without incurring the political and logistical costs and difficulties of re-configuring the entire SEQ public transport landscape.

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424. In the committee's view, the best option for the government and the region at this time is not to establish a further transit authority, but to make the current administrative arrangements function properly. This includes providing Queensland Transport with the legislative backing to fulfil its role, ensuring planning and land use are considered in terms of public transport and local government policy, and bringing staff and transport planning expertise from other organisations to the department. The committee suggests that the creation of the new Translink Division within Queensland Transport is an important first step. The committee welcomes the proposed inclusion of staff from Queensland Rail and Brisbane City Council. Staff from other SEQ local governments and other major stakeholders with expertise in non-infrastructure public transport solutions should also be included.
425. While finding against the arguments for a new regional authority, the committee notes that management of the region's public transport is vulnerable because success is contingent on mutual cooperation and political goodwill among the major players (the state government, local governments particularly the BCC, Queensland Rail and private operators) to work towards common objectives and not individual commercial interests. The success of reforms will ultimately depend on maintaining the current levels of goodwill and cooperation.

### Decision-Making Frameworks

426. Queensland Transport and the Department of Main Roads use internal decision making tools to guide their investment in major transport projects in SEQ, supplementary to the broad directions provided by the *Integrated Regional Transport Plan for South East Queensland* released in 1997, and the 2001 mid-term revision, *Transport 2007*.
427. The committee welcomes the introduction of decision-making tools Multi-Model Evaluation Framework (MMEF) and Portfolio Prioritisation Framework (PPF) within the transport portfolio, though, notes the inherent weakness of internal decision-making tools that involve arbitrary weightings and subjective assessments. As noted by the Bureau of Transport Economics (BTE) from their study of multi-criteria assessment tools, it is essential that the processes used in the MMEF and PPF be as transparent as possible to ensure that the analysts' methodology can be fully assessed and understood. It is essential therefore, in the interests of transparency, that the departments publish their assessments of major transport projects using MMEF and PPF when it has been finalised.

### Policy Coordination

428. The committee supports the *SEQ 2021* plan for the SEQ region. *SEQ 2021* provides an opportunity for the state government and SEQ local governments to ensure alignment of land use and public transport objectives.
429. The *Integrated Planning Act 1997* should be amended to give Queensland Transport concurrence agency status in regard to developments impacting on public transport. Section 145 of the *Transport Operations (Passenger Transport) Act 1994* and s 148 of the *Transport Infrastructure Act 1994* should be used as the basis for new transport impact assessment provisions under the *Integrated Planning Act 1997*.
430. In transferring these provisions to the *Integrated Planning Act 1997*, the committee notes that it will be necessary to examine and clarify their scope. Queensland Transport's role will need to include assessment of transport system impacts such as:
- major developments that would impose unreasonable impacts on the provision of transport infrastructure and where the accessibility of a range of transport modes needs to be considered;
  - major developments likely to require public transport-related infrastructure;

- development adjacent to rail corridors that may have secondary impact on the safety of the transport system by, for example, significantly increasing the use of a level crossings; and increased legal and illegal pedestrian movements through the corridor;
  - significant development requiring a functional hierarchy of roads, cycle ways and pedestrian pathways; and
  - development requiring cycling and pedestrian end-user facilities.
431. Queensland Transport has produced excellent guidelines on transport-friendly urban design called *Shaping Up*. Developers, councils urban designers and others involved in urban planning should be encouraged to abide by the principles in the guidelines.
432. All levels of government impact on urban transport. It follows that effective alignment of policies across all levels of government is crucial to maximise the returns from urban transport investments by all levels of government. A national urban transport policy statement with clear objectives and targets for sustainability is needed to assist state and territory governments and local governments in their forward transport planning, coordination and investment decisions. The committee recommends that the Minister for Transport lobby the Commonwealth Government through the Australian Transport Council to develop such a national urban transport policy.

### Monitoring Public Transport Performance

433. Mechanisms to make state and local government agencies and public transport operators more accountable for achieving regional system objectives and to make management decisions more transparent are essential to maintain momentum, regardless of political circumstances. The mechanisms to improve accountability and transparency will need to include:
- Queensland Transport clearly articulating its transport objectives and transport planning philosophies for the region in detail;
  - all agencies giving their commitment to an implementation timetable and meeting milestones in the timetable;
  - a meaningful, public reporting mechanism of achievements and progress; and
  - regular reporting of the health of the transport system using performance indicators that reflect service quality, accessibility, security, social and economic efficiency concerns.
434. The committee welcomes commitments by Queensland Transport to report annually on the implementation of transport reforms in SEQ against revised objectives. The committee concludes that separate annual reporting by the committee on the implementation of *Transport 2007* reforms is unnecessary.

### Public Transport Services

435. There is a disparity between the levels of public transport services available to SEQ residents across the region. The SEQ public transport system offers frequent services to the inner Brisbane city, less frequent services to outer Brisbane and infrequent or non-existent services to other areas. In areas of Brisbane, there appears to be incongruence between the need for public transport services and the standard of services that are provided. Services in Brisbane are predominantly radial services running to and from the CBD. There are few cross-town, city-circle or suburb to suburb services.
436. It is vital that public transport services be extended in terms of frequency and coverage to transport-disadvantaged areas, as a priority. The committee welcomes the service expansion initiatives planned by Queensland Transport over the next five years under *Transport 2007*. These initiatives should be prioritised according to need, and implemented as soon as possible.

437. The committee notes the Hinterlink service trial in the Mudgeeraba area by the Surfside Bus Company. The committee recommends that, subject to a positive evaluation, similar initiatives be trialled in other transport-disadvantaged areas of SEQ.
438. Queensland Transport should refine their current minimum service levels by including standards that are matched to population thresholds to take into account the population growth in urban and regional centres across SEQ.
439. It is important that public transport accommodate cyclists. The committee welcomes commitments from the Brisbane City Council to trial bicycle racks on buses and its commitment to explore end of trip facilities at public transport interchanges. Queensland Rail should review the adequacy of end of trip facilities and the provision of bicycle lockers at Citytrain stations. The committee welcomes Citytrain's bicycle parking initiatives and recommends that bicycle lockers be installed at all bus and rail interchanges in the region as a long-term goal. The committee further recommends that local governments be encouraged to provide walking and cycle paths to bus and rail interchanges to encourage non-motorised transport options.
440. The committee welcomes Queensland Transport's reforms to operator contracts. These reforms will improve the department's capacity to procure quality public transport services, and ensure conformance by operators with specific performance criteria. The elimination of current area monopolies for operators through Generation 3 contracts will encourage cooperation between operators and result in improved public transport services to the travelling public. It is also important that operators are offered incentives to coordinate their services.
441. Queensland Transport needs to establish trials of innovative approaches to providing public transport services.

### **Community and School Transport**

442. The committee notes the importance of community transport services to transport-disadvantaged groups in SEQ. Community transport initiatives provide invaluable services to disadvantaged groups by improving access to essential services and recreational activities for quality of life. It also notes the apparent *ad hoc* nature of the community transport sector arrangements and the need for Queensland Transport to act as a coordinating authority. The committee concludes that community transport needs to be managed as a transport resource that is complementary to public transport. To best achieve this end, the committee recommends a review to determine the feasibility of transferring administrative responsibility to Queensland Transport.
443. The committee notes the potential for community transport and school buses to be used to provide services for transport-disadvantaged groups in areas of SEQ that cannot support normal public transport services. These opportunities need to be explored.

### **Integrated Ticketing**

444. A fully integrated ticketing system for SEQ is essential to make the region's public transport simpler to use. It is important that integrated ticketing be operating as soon as possible. The committee welcomes the recent announcement by the government of the introduction of smart card ticketing and an interim paper-based system for the region over the next four years.
445. There is significant and justifiable public scepticism about Queensland Transport's ability to deliver this essential public transport reform to the region without further delays. The committee believes it is sufficiently important to warrant close monitoring by the Minister for Transport at each milestone, and regular progress reports by the Minister to Parliament.



446. The committee acknowledges that Queensland Transport has made significant progress on integrating the system's business rules. This is necessary, preliminary work to achieve the integrated ticketing system proposed. The committee believes the department should implement the revised zones, fares and operating rules affecting concessions in the interim.
447. The committee notes the proposed integrated ticketing system will not cover all services in the region. The committee believes the department should examine the feasibility, costs and benefits of doing so.
448. The committee notes the key role the advisory board for the integrated ticketing project will play in the delivery of integrated ticketing to the region's public transport system. The committee suggests that representatives of public transport users should be included on the advisory board to ensure the system meets the needs of all interested parties - departments, operators and users.

### **Concessions**

449. Public transport fares and concessions vary across modes and operators in SEQ. The committee welcomes the establishment of a common fares and concessions policy as part of the integrated ticketing project. This policy will exclude the unemployed and carers from fares concessions.
450. A working group established by the Queensland Government's Jobs Policy Council examined the justification for concessions for the unemployed in 1998. There has been no study of the case for concessions for carers.
451. The committee considers there is sufficient justification to warrant an independent study of the feasibility, benefits and costs of providing public transport fares concessions for both groups in Queensland. This study should occur prior to the implementation of the interim paper-based ticketing system in July 2004. This study should consult stakeholder and community groups and review the concession regimes of other states and territories.

### **Data on Travel Behaviour in SEQ**

452. In the absence of integrated ticketing, SEQ data on the travel behaviour of residents and visitors remains incomplete and difficult to gather. In the absence of better data, Queensland Transport has based their transport planning for SEQ on periodic household travel surveys. These surveys offer a limited and dated picture of the travel behaviour of the region's residents and visitors. This travel data is losing usefulness as the SEQ region experiences rapid population and urban growth. The absence of accurate and recent travel data also makes it difficult for the department to objectively evaluate their transport policies and projects.
453. Queensland Transport, in conjunction with the Brisbane City Council and Queensland Rail, have commissioned a series of surveys over the next four years to supplement their data on travel for the region. The committee supports this initiative. The committee recommends that this data be supplemented by studies of travel behaviour to and from major trip generators across the region such as airports, hospitals, universities and TAFE colleges and shopping centres, and of travel-disadvantaged groups and captive riders.
454. The committee acknowledges that the government's Integrated Ticketing Project will yield high-quality and extremely useful trip data for SEQ public transport users.
455. A program is needed for the collection of vehicle occupancy data for the region.

### **Funding for Public Transport**

456. Sustained, increased levels of funding is needed for public transport infrastructure and services in SEQ.
457. The committee supports the development by Queensland Transport of a long-term infrastructure plan for public transport in SEQ. This will assist state government agencies, local governments and private operators to align and plan their future investment decisions.
458. Current approaches to transport funding and user charging promote inefficiencies and inequities in the use of resources, and promote greater car dependency in SEQ. Alternative models of funding and charging should be explored. Irrespective of changes to how the state government approaches its funding obligations, it is imperative that alternative sources and mechanisms of funding for SEQ public transport infrastructure be explored. Options used in other jurisdictions that should be considered include: public-private sector partnerships; build, own, operate and transfer (BOOT) schemes for major infrastructure; commercial exploitation of transport corridor development opportunities and benefits, and alternative transport user charging regimes.
459. The committee welcomes reforms that reflect competitive pricing of all transport modes, but not at the expense of a vital transport funding base. The committee recommends that the Queensland Government, with the support of other states and territories, continue to lobby the federal government through the ATC to fully fund the maintenance and development of the national highway network.
460. The Commonwealth and local governments need to contribute to the costs of operating and maintaining urban public transport systems. Other SEQ local governments should follow the lead of the BCC.

### **Transport Subsidies and Taxation**

461. The Commonwealth Government's taxation policies promote travel by cars and discourage public transport travel. These policies have reduced the costs of purchasing and owning cars and offer generous FBT concessions for employer-provided company cars, while levying full-rate GST on public transport fares.
462. The committee recommends that the Minister for Transport continue to lobby the Commonwealth Government through the Australian Transport Council to adopt taxation policies that support sustainable transport options, such as public transport, and discourage car dependency.
463. The committee recommends that the Queensland Government investigates the feasibility of offering government employees green transport choices and incentives for the private sector to do the same. These choices should include car pooling, secure cycle parking, subsidising public transport fares, negotiating improvements to bus services and reward schemes for green commuting. To fund these initiatives, the government should review its policies on vehicles provided to staff for home garaging and private use in SEQ, and parking provided to staff. As the largest employer in the state, the Queensland Government is poised to lead the move towards sustainable work-related travel choices by employees.

### **Travel Demand Management**

464. The committee welcomes the development of a travel demand management strategy for SEQ by Queensland Transport and other stakeholders.

465. The committee notes the success of the recent Brisbane pilot of the TravelSmart Program in the Windsor/Grange district, and recommends that Queensland Transport apply the program across other parts of SEQ where public transport services are available but under-utilised.

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## **APPENDIX A – ADVERTISEMENT CALLING FOR SUBMISSIONS**

**12 November 1999**



CALL FOR  
SUBMISSIONS

**Parliamentary Travelsafe Committee  
INQUIRY INTO  
PUBLIC TRANSPORT IN  
SOUTH EAST QUEENSLAND**

The **Queensland Parliamentary Travelsafe Committee** is conducting an inquiry into public transport in South East Queensland. In particular, the committee will examine and report on:-

1. The importance of public transport to the region;
2. The effectiveness and efficiency of the region's existing public transport system;
3. Problems with the existing system; and
4. Measures for the system's improvement.

A paper with information about the inquiry and guidelines for making submissions is available from the committee's secretariat by:

- telephone (07) 3406 7908
- facsimile (07) 3406 7262
- e-mail [tsafe@parliament.qld.gov.au](mailto:tsafe@parliament.qld.gov.au) or

from the committee's Internet site at: <[www.parliament.qld.gov.au](http://www.parliament.qld.gov.au)>.  
Submissions should be sent by Friday 11 February 2000 to the Research Director, Travelsafe Committee, Parliament House, BRISBANE Q 4000.

Nita Cunningham MLA, Chairman, 12 November 1999



## **APPENDIX B – LIST OF SUBMISSIONS**

### **Travelsafe Committee of the 49<sup>th</sup> Legislative Assembly**

Sub No.	Name
1.	Confidential
2.	Mr R Bromwich, Birkdale
3.	Professor P Newman, Institute for Sustainability and Technology Policy, Murdoch University, Perth
4.	Mr D Marshall, Redlands
5.	Mr D Pennell, Acting Chief Executive Officer, Boonah Shire Council, Boonah
6.	Mrs J E Whitham, Loganholme
7.	Mr R Wynne, Ormeau
8.	Ms J and Ms J Finucane, Coorparoo
9.	Dr R St Hill, Associate Professor in Economics, Faculty of Business, University of Southern Queensland, Toowoomba
10.	Mr B Horne, General Manager, Disability Programs, Cerebral Palsy League of Queensland, New Farm
11.	Mr T Richman, King and Co, Woolloongabba
12.	Mr T Richman, Woolloongabba
13.	Mr D Williams, Director-General, Department of Tourism, Sport and Racing, Brisbane
14.	Mr G Kellar, Chief Executive Officer, Logan City Council, Logan City
15.	Mr R McJannett, Manager, Triple Bay Development Co., Kippa Ring
16.	Mr R Marshman, Director-General, Department of Employment, Training and Industrial Relations, Brisbane
17.	Mr T Carter, Woolloowin
18.	Mr M Wilson, Landsborough
19.	Mr P Moore, Executive Director, International Association of Public Transport, Canberra
20.	Hon S Robertson MLA, Minister for Emergency Services, Brisbane
21.	Mrs Lorraine Walker, Helensvale Studio Village Family Support Program, Helensvale
22.	Mr P Young, Helensvale
23.	Ms V Faulks, Deputy Principal, Helensvale State Primary School, Helensvale
24.	Mr P Gray, President, Helensvale Residents Association, Helensvale
25.	Mrs G Wedger, Gaven
26.	Ms L Maclure, Oxenford
27.	Mr M Tully, Community Development Worker, Studio Village Community Centre Inc, Helensvale
28.	Ms G Green, Helensvale
29.	Mr R Stafford, Divisional Representative, Australian Federated Union of Locomotive Employees, Mayne
30.	Mr P Taylor, Roads and Traffic Planning Engineer, Ipswich City Council, Ipswich
31.	Mr V L Koffsovitz, Clayfield
32.	Mr C Gould, Executive Officer, Queensland Council of Parents and Citizens Associations Inc., Albion
33.	Mr R J Wadmore, General Manager, Suncoast Pacific (Coastliner Pty Ltd), Maroochydore
34.	Ms H Williams, Arana Hills
35.	Mr K Ingerman, Manager, Infrastructure Development, Redland Shire Council, Cleveland
36.	R McMurray, Pomona
37.	Mr A Goodridge, Executive Director, Taxi Council of Queensland Inc., Stones Corner
38.	Mr P Dawson, Kalinga
39.	Ms S Dore, Coordinator, Community Participation and Assisted Transport Project, St Johns Ambulance, Fortitude Valley
40.	Mrs G Cumming, Mooloolaba
41.	Mr T Beadnell, Principal, Raine and Horne Pomona, Pomona
42.	Mr R Saunders, Sunshine Beach
43.	Mr N Bruce, Tarragindi
44.	Ms J Yacopetti, Deputy CEO (Development), Mater Misericordiae Hospitals, South Brisbane
45.	Mrs M Rosenberg, Caboolture
46.	Mr V O'Rourke, CEO, Queensland Rail, Brisbane

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**Sub No. Name**

47. Ms A Murray-Smith, Manager-Services Industry, Price Waterhouse Coopers, Melbourne
48. Mr B Wilson, Bicycle Queensland Inc., Woolloongabba
49. Ms C La Motte, Elanora
50. Mr E Manners, Queensland Conservation Council, Brisbane
51. Dr P Mees, Lecturer in Transport Planning, Urban Planning Program, University of Melbourne, Melbourne
52. Mr M Yeates, Public Transport Alliance, Indooroopilly
53. Ms L Douglas-Smith, Executive Director, Queensland Bus Industry Council, Mount Ommaney
54. Mr R & Mrs Y Clark, Directors, Clark's Logan City Bus Service (Queensland) Pty Ltd, Loganholme
55. Hon T Mackenroth MLA, Minister for Communication and Information, Local Government and Planning, and Minister for Sport, Brisbane
56. Mr M Wilson, Landsborough
57. Ms L A Apelt, Director-General, Housing Queensland, Brisbane
58. Mr J Mayo, Manager-Community Relations, The Paraplegic and Quadriplegic Association of Qld Inc, Kangaroo Pt
59. Mr J Kelly, Community Services Director, Noosa Council, Tewantin
60. Mr B Baumann MLA, Member for Albert, Oxenford
61. Ms M O'Donnell, Director-General, Department of Equity and Fair Trading, Brisbane
62. Mr K Smith, Director-General, Department of Families, Youth and Community Care, Brisbane
63. Mr R Moore, Executive Director-Queensland Division, The Institution of Engineers, Australia, Brisbane
64. Professor J Mangan, Director, Centre for Economic Policy Modellings, The University of Queensland, Brisbane
65. Mr S Mason, Vice-President and Chairman, Road Safety Sub-Committee, Motorcycle Riders' Association Qld Inc, Upper Mount Gravatt
66. Confidential
67. Mr B Wilson, Director-General, Queensland Transport, Brisbane
68. Mr W Rowe, Director - Planning, Environment and Transport, Gold Coast City Council, Gold Coast
69. Deputy Commissioner R N McGibbon, Executive Director-Operations, Queensland Police Service, Brisbane
70. Mr J Varghese, Director-General, Department of Main Roads, Brisbane
71. Confidential
72. Ms G Myers & Ms N Van Der Toorn, Ipswich Women's Health Centre and Sexual Assault Service, Ipswich
73. Mrs J Gamin MLA, Member for Burleigh, Burleigh Heads
74. Ms M Shepherd, Landsborough
75. Ms J Leigh, Queensland Council of Social Service Inc., Kelvin Grove
76. Mr J Daley, Nambour
77. Mr P Hutchinson, Mountain Creek
78. Ms L Drew, The Moreton Bay Islands Ratepayers Association Inc., Russell Island
79. Mr K Deutscher, Manager Transport & Traffic, Urban Management Division, Brisbane City Council, Brisbane
80. Mr R Davis, ARC Research Associate, The University of Queensland, Brisbane
81. Mr G Fites, General Manager External Relations, RACQ, Fortitude Valley
82. Emeritus Professor A Brownlea AM, Chair, Strategic Liaison Committee, Griffith University, Nathan
83. Mr W Wight, NORSROC Coordinator, Northern Sub-Regional Organisation of Councils, Caloundra
84. Mr H Westerman AM, Emeritus Professor-Town Planning, UNSW, Adjunct Professor, Griffith University, Nathan
85. Confidential
86. Markuss, Friends of the Schizophrenia Fellowship SE Qld, Fortitude Valley
87. Ms S Belfrage, Executive Director, Office of Women's Policy, Department of Equity and Fair Trading, Brisbane

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**Travelsafe Committee of the 50<sup>th</sup> Legislative Assembly****Sub No. Name**

- 88. Mr M Yeates, Convenor, Public Transport Alliance, Indooroopilly
- 89. Cr D Seccombe, Mayor, Redland Shire Council, Cleveland
- 90. Mr C H Lawson, Director Civil Operations, Beaudesert Shire Council, Beaudesert
- 91. Mr E Manners, Smogbusters Project Officer, Queensland Conservation Council, Brisbane
- 92. Mr K Jones, Chief Executive Officer, Queensland Council of Carers, Camp Hill
- 93. Mr M Miller, Executive Director, Property Council of Australia - Qld Division, Brisbane
- 94. Dr P Mees, Lecturer in transport planning, The University of Melbourne, Melbourne
- 95. Mr W Rowe, Director Planning Environment and Transport, Gold Coast City Council, Gold Coast
- 96. R McMurray, Pomona
- 97. Mr P J N Weller, Public Policy Manager, The Royal Automobile Club of Queensland Limited, Fortitude Valley
- 98. Mr M Yeates, Convenor, Cyclists Urban Speedlimit Taskforce, Indooroopilly
- 99. Mr V Koffsovitz, Clayfield
- 100. Mr F J Peach, Director General, Department of Families, Brisbane
- 101. Mr G R Kellar, Chief Executive Officer, Logan City Council, Logan City
- 102. Mr M Scanlan, Group General Manager Passenger Services, Queensland Rail, Brisbane
- 103. Ms H Williams, Arana Hills
- 104. Mr A White, Acting Senior Policy Officer, Department of Emergency Services, Kedron
- 105. Mr W Wight, NORSROC Coordinator, Northern Sub-Regional Organisation of Councils, Caloundra
- 106. Ms L Bond, President, The Institution of Engineers Australia, Queensland Division, Brisbane
- 107. Mr Ken Deutscher, Manager Transport and Traffic, Urban Management Division, Brisbane City Council, Brisbane
- 108. Mr B Wilson, Director-General, Queensland Transport, and Mr S Golding, Director-General, Main Roads, Brisbane





## **APPENDIX C – WITNESSES AT PUBLIC HEARINGS**

### **14 April 2000**

	Mr Bill Baumann MLA, Member for Albert
Cerebral Palsy League of Queensland	Mr Brendan Horne, General Manager, Disability Program
Institution of Engineers, Australia	Mr Adam Pekol (Adam Pekol Consulting) Mr John Dudgeon (Department of Main Roads) Mr Dennis Walsh (Department of Main Roads) Mr Brett McClurg (Eppell Olsen and Partners)
International Association of Public Transport	Mr Peter Moore, Executive Director
Queensland Bus Industry Council	Ms Lorraine Douglas-Smith, Executive Director
Queensland Conservation Council	Mr Eric Manners, Mr James Wheelan
Queensland Council of Social Services	Ms Jennifer Leigh, Project Officer
Queensland Rail	Mr Mike Scanlan, Group General Manager, Metropolitan and Regional Services Mr Barry Moore, A/g. General Manager - Business Services, Metropolitan and Regional Services
University of Melbourne	Dr Paul Mees, Lecturer in Transport Planning, Urban Planning Program
University of Queensland, Department of Economics	Mr Mirko Draca, Senior Research Officer, Centre for Economic Policy Modellings

### **19 May 2000**

Department of Local Government and Planning	Mr Ian Schmidt, Director of the SEQ Regional Planning Project
Department of Main Roads	Mr Colin Jensen, Executive Director, Strategic Policy; Mr Phil Stay, Director, Program Development; Mr John Dudgeon, Director, Road Use Management
International Association of Public Transport	Mr Peter Moore, Executive Director
Property Council of Australia	Mr Ross Elliott, Executive Director Mr Stewart Lummis, Member PCA Committee
SEQ Local Authorities	Brisbane – Cr Maureen Hayes, Mr Ken Deutscher Logan – Cr John Freeman, Mr Peter Way, Mr Bill Croft Ipswich – Mr Paul Taylor Redland – Cr Eddie Santagiuliana, Mr Gary White Noosa – Ms Julia Knight Gold Coast – Mr Rod Grose NORSROC – Mr Stephen Bain
University of New South Wales; and Adjunct Professor, Griffith University.	Mr Hans Westerman AM, Emeritus Professor of Town Planning
University of Queensland, Department of Geographical Sciences & Planning	Mr Rex Davis, ARC Research Associate

### **19 June 2000**

Queensland Transport	Mr Bruce Wilson, Director-General Mr John Gralton, Deputy Director Mr John Chambers, A/g Executive Director - Metropolitan Transport Development Mr Mick McShea, Executive Director – Public Transport & Integrated Public Transport Mr Barry Broe, Director – Transport Planning South East Queensland Mr Allan Parsons, Director – Public Transport Management Mr Don Bletchly, Director – Public Transport Strategy & Planning
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## **APPENDIX D – PUBLIC SECTOR EXPENDITURE FOR TRANSPORT IN SEQ**

Expenditure category	Source	Notes	2000/01
<b>Road Infrastructure - Capital Expenditure and Maintenance</b>		1	
Local Roads and bridges	Grants Commission	2	430,040,041
	Council annual reports	3	61,397,525
Transport Infrastructure Develop Scheme			
Black Spot	Commonwealth	4	1,876,000
Transport Infrastructure Develop Scheme	Department of Main Roads	5	9,941,000
National Highways - Capital expenditure	Commonwealth	6	58,738,000
National Highways - Maintenance	Commonwealth	7	21,745,000
State Controlled Roads	Department of Main Roads	8	317,953,000
State Controlled Roads - Black Spot	Commonwealth	9	1,370,000
State Controlled Roads - Maintenance	Department of Main Roads	10	71,621,000
Motorways	Queensland Motorways Ltd	11	35,400,000
		Sub Total	1,010,081,566
<b>Transport Planning, Infrastructure and Services</b>			
Local expenditure	Council annual reports	12	212,749,158
Regional expenditure		13	
Transport planning SEQ		14	3,260,109
Roads Planning and Administration	Department of Main Roads	15	25,916,000
Transport plans -other	Queensland Transport	16	4,806,000
Subsidies			
Contract payments to bus operators	Queensland Transport	17	40,329,622
School Transport services	Queensland Transport	18	49,045,215
Concessions	Queensland Transport	19	8,574,732
Fleet Upgrade Interest Offset	Queensland Transport	20	2,550,029
Taxi	Queensland Transport	21	6,496,666
Accessible Buses	Queensland Transport	22	2,895,713
Rail Bus	Queensland Transport	23	614,232
Ferry Subsidies	Queensland Transport	24	666,508
Transport Infrastructure			
Busways	Queensland Transport	25	196,000,000
Boating / Maritime	Queensland Transport	26	345,000
Ports	Queensland Transport	27	32,410,000
Aviation	Queensland Transport	28	-
Other	State Development	29	14,641,000
Rail Infrastructure and services			
Contract payment to QR	Queensland Transport	30	283,000,000
Corridor Acquisition and Land Protection	Queensland Transport	31	2,267,000
		Sub Total	886,566,984
<b>Total Public Funds expended in 2000/01 for Transport in South East Queensland</b>			<b>1,896,648,550</b>

See attached notes for explanation of figures

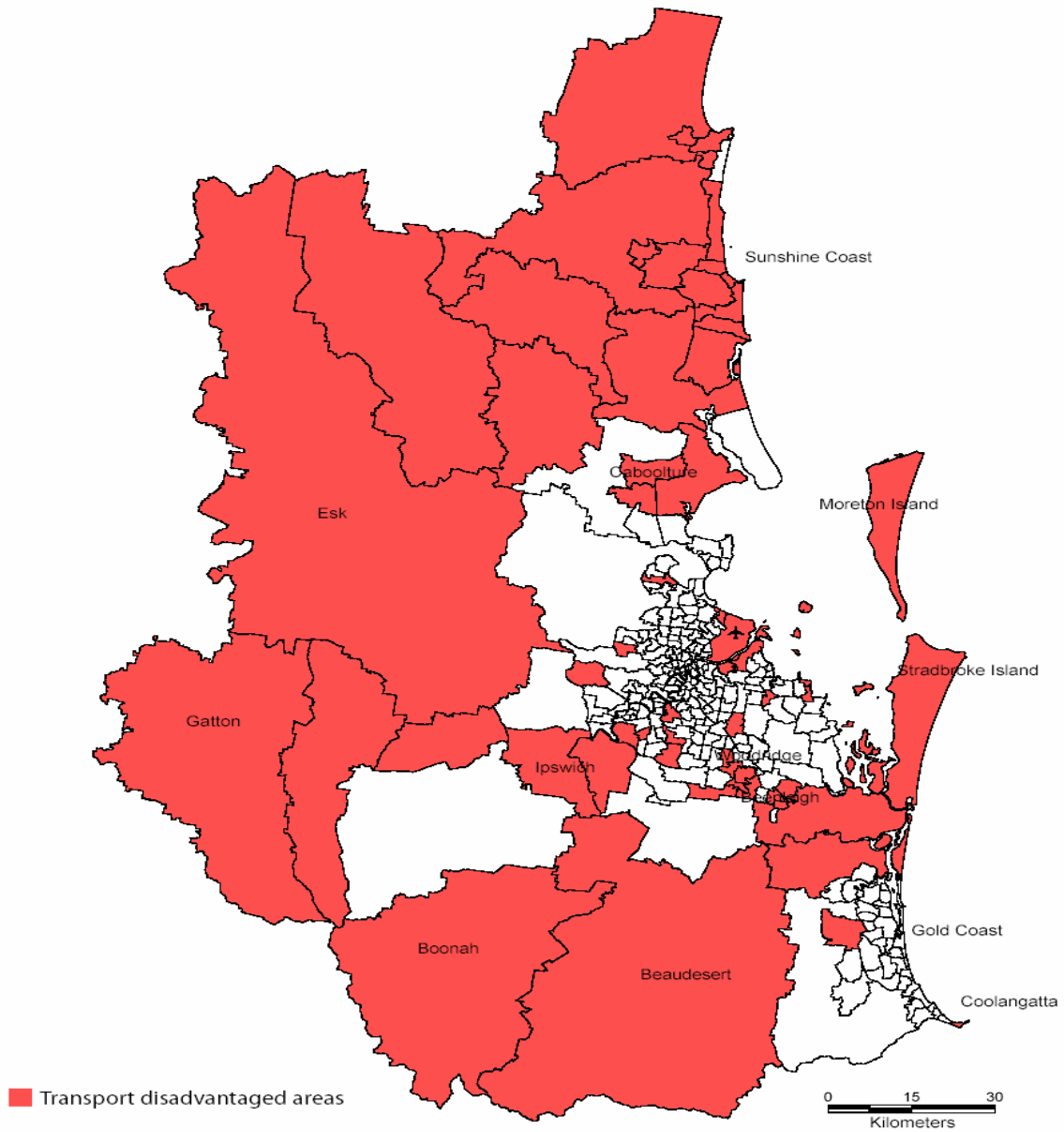
## Funding table notes

1	Includes expenditure on bridges and culverts and drainage that is part of road engineering.
2	<b>Data prepared by local government. Not warranted by state government.</b> Grants Commission / Austroads data supplied through Department of Local Government and Planning does not include data for Redlands, Laidley, Caloundra and Maroochy. Figures are program expenditure only.
3	<b>Data prepared by local government. Not warranted by state government.</b> Includes operating expenses associated with the activity. Includes depreciation for Redlands but not other local governments Redlands - Redland Shire Council 2000/01 Annual Report Financial Statements (F6, F9) - infrastructure expenses and capital expenditure; overstatement of transport expenditure Laidley - estimate based on average rural SEQ expenditure - no reports available; Caloundra - Caloundra City Council 2000/01 Annual Report (56) - essential services (includes drainage); Maroochy - Maroochy Shire Council 2000/01 Annual Report (85) - Roads and Street works (capital expenditure only)
4	Commonwealth funding provided to local government as grants under the Black Spots program. Funds administered by Department of Main Roads. Program expenditure only for south east Queensland. Data supplied by Department of Main Roads.
5	Funding provided to local government as grants under the Transport Infrastructure Developments Scheme. Program funded by Department of Main Roads. Program expenditure only for south east Queensland. Data supplied by Department of Main Roads.
6	Commonwealth program allocation for National Highways development and upgrades - south east Queensland. Data provided by Department of Main Roads. Figures are program expenditure only.
7	Commonwealth program allocation for National Highways maintenance - south east Queensland. Data provided by Department of Main Roads. Figures are program expenditure only.
8	Department of Main Roads program expenditure for development and upgrade of the state controlled roads network. Program expenditure only. Expenditure in 2000/01 was significantly higher due to extra funding being provided to meet scope changes and accelerated works on the Pacific Motorway project. Data supplied by Department of Main Roads.
9	Commonwealth funding provided as grants under the Black Spots program for state controlled roads in south east Queensland. Program expenditure only for south east Queensland. Data supplied by Department of Main Roads.
10	Department of Main Roads program expenditure for maintenance of the state controlled roads network. Program expenditure only. Data supplied by Department of Main Roads.
11	Expenditure by Queensland Motorways Limited on the development and upgrade of motorways (toll roads) operating in south east Queensland. Program expenditure only. Data supplied by Department of Main Roads.
12	<b>Data prepared by local government. Not warranted by state government.</b> Transport expenditure for local governments. Excludes program expenditure reported to Grants Commission / Austroads (see note 2). Figures include expenditure of grant moneys, except for TIDS (Black Spot and Department of Main Roads grants) which are reported elsewhere (see notes 4 and 5). Expenditure for Redlands, Laidley, Caloundra and Maroochy reported elsewhere (Roads and bridges - other). See note 3. Expenditure for Esk and Kilcoy fully included in Grants Commission / Austroads reported expenditure. <b>NB</b> Local councils have moved to reporting expenditure, including transport expenditure, on a 'full cost' basis. Reported figures include capital expenditure and all expenses attributed to this activity -which may include staff expenses. The reporting of all other transport expenditure, including state expenditure has been made on a program expenditure (outputs) basis. Comparative analysis of the expenditure by local councils with state and Commonwealth expenditure is therefore not directly possible. Figures reported excludes depreciation where this has been reported as part of operating expenses. Note: The reporting of expenditure through expense activity will over-represent the amount of capital expenditure in any local government area but it will capture any planning or service activities that are otherwise excluded in capital expenditure reporting. Some smaller local government areas only report through expense activity. In some cases, reporting of transport expenditure has been aggregated with other expense activities. These are noted below. If a revenue has been generated as part of a service provision this has been subtracted from any operating expense. Brisbane - Brisbane City Council 2000/01 Annual Report (41-42,99-100) - transport and traffic program - operating expenses (less revenue - including Brisbane Transport revenue and subsidies) and capital expenditure. Redcliffe - Redcliffe City Council 2000/01 Annual Report (43) - Roads Infrastructure Capital Expenditure only Logan - Logan City Council 2000/01 Annual Report - Financial Report (13) City Works - Capital Expenditure only. Includes drainage and maintenance of the council plant fleet. Pine Rivers - Pine Rivers Shire Council 2000/01 Annual Report (67) - Roads (expenses) Ipswich - Ipswich City Council 2000/01 Annual Report (21) - Road and Drainage projects (capital expenditure) Gold Coast - Gold Coast City Council 2000/01 Annual Report (74, 84) - Engineering Services - expenditure and capital funding. Includes drainage, flood mitigation, beaches, waterways and operation of city's quarry. Significant overstatement. Beaudesert - Beaudesert Shire Council 2000/01 Annual Report Financial Statements (5) - Roads (operating expenses) Boonah - Boonah Shire Council 2000/01 Annual Report Financial Statements (19) - Transport management (operating expenses) Gatton - Gatton Shire Council 2000/01 Annual Report Financial Statements (19) - Roads and drainage (operating expenses) Toowoomba - Toowoomba City Council 2000/01 Annual Report (44) - Roads and Transport (expenditure by function) Caboolture - Caboolture Shire Council 2000/01 Annual Report Financial Statements (18) - Transport Planning, Works (expenses by function) (function is described as solely for transport) Noosa - Noosa Shire Council 2000/01 Annual Report Financial Statements (17) - Works (operating expenses) (function is described as solely for transport)

13	The reported regional transport funding does not include funding provided by agencies outside the transport portfolio provided for purposes external to transport which might nonetheless include transport activities. The figures do not include general transport planning, policy or service provisions not directly attributable to South East Queensland. Figures do not include aviation or waterways infrastructure programs. Rail infrastructure provision is included in payment to QR. Does not include the South East Busway.
14	Queensland Transport expenditure on transport network planning activities for south east Queensland. Figure Includes funds expended on transport studies. Figure represents full costs for operating unit, but does not represent full portfolio planning costs. Queensland Transport internal accounting. Transport Planning SEQ
15	Expenditure on road network planning activities by the Main Roads for south east Queensland. Figure does not include road network planning costs for Esk, Gatton, Laidley, and Toowoomba City. Includes Cooloola Shire. Data supplied by Department of Main Roads.
16	Assistance with BCC transport plan Queensland Transport Annual Report 2000/01 (108) - Grants and Subsidies
17	Payments to the 18 bus operators that provide scheduled services in south east Queensland. Includes payment to Brisbane Transport as a single subsidy for all services and concessions. Program expenditure only. Queensland Transport internal accounting. Scheduled Services Unit
18	School transport assistance payments made by the relevant QT regional offices. The figure includes SEQ (Brisbane and Moreton Statistical Divisions) and for Toowoomba City only. Total figures for the Toowoomba Office would have included significant expenditure outside target area. The other offices cover the various remaining local authorities. Program expenditure only. Queensland Transport internal accounting. School Services Unit
19	Payments made to private operators to compensate for concession trips provided for pensioners, health card holders and unemployed. Payments to Brisbane Transport for concession offset are included in its contract payment. Program expenditure only. Queensland Transport internal accounting. Scheduled Services Unit
20	Payments made to private operators to assist with interest levied on capital upgrades for service provision. Payments to Brisbane Transport for interest offset are included in its contract payment. Program expenditure only. Queensland Transport internal accounting. Scheduled Services Unit
21	Payments for the provision of taxi support services. Program expenditure only. Queensland Transport internal accounting. Taxi and Limousine Services Unit
22	Assistance to private bus operators for the provision of wheelchair access buses. Payments to Brisbane Transport for accessible buses is included in its contract payment. Program expenditure only. Queensland Transport internal accounting. Scheduled Services Unit
23	Queensland Transport Annual Report 2000/01 (79) - Miscellaneous payments- Rail Bus services. Program expenditure only.
24	Assistance with the provision of private ferry operations to serve south east Queensland. Brisbane Transport does not receive payment for ferry services. Program expenditure only. Queensland Transport Annual Report 2000/01 (79) - Miscellaneous Payments - Ferry
25	Queensland Transport expenditure on the South East Busway (as part of the South East Transit project) and the Inner Northern Busway Capital expenditure only. Queensland Government, State Budget 2001-02, Capital Statement, expenditure 2000-01, (74/75) Queensland Government, State Budget 2000-01, Capital Statement, (44/45)
26	Queensland Transport capital expenditure and maintenance of public boat ramps, jetties and other maritime infrastructure. Queensland Government, State Budget 2001-02, Capital Statement, expenditure 2000-01, (74/75) Queensland Government, State Budget 2000-01, Capital Statement, (44/45)



## **APPENDIX E – 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).





## **APPENDIX F – ACTIONS FROM TRANSPORT 2007**

<b>Actions</b>	
<b>8. Safe mobility for all, for life</b>	
8.1	Adopt a Safe mobility for all, for life as a whole-of-government goal underpinning transport planning.
8.2	Develop Social Impact Assessment guidelines for future transport planning processes
8.3	Acknowledge the wider strategies and protocols established for social justice through the RFGM.
8.4	Expand current consultation efforts related to transport planning and projects by building better relationships with stakeholders.
8.5	Develop a policy and planning framework to facilitate transport planning and services development at a community level.
8.6	Continue the implementation of Queensland Rail's Easy Access program and evaluate its effectiveness through consultation with stakeholders.
8.7	Maintain funding levels for the Accessible Bus Program (ABP) and evaluate its effectiveness through consultation with stakeholders.
8.8	Continue the Taxi Subsidy Scheme and evaluate its effectiveness through consultation with stakeholders.
8.9	Complete development of a prototype system of tactile paving at stations along the Queensland Rail network to assist people with sight impairments, and evaluate its effectiveness through consultation with stakeholders.
8.10	Develop a strategic framework related to mobility aimed at improving transport services for specific groups (eg people with disabilities, aged people).
8.11	Improve security at bus stops, taxi ranks and interchanges by ensuring that they are well lit, visible and in active areas.
8.12	Continue Queensland Rail's Safe Station Program.
8.13	Continue the current program of Guardian Trains (security guards on board for the full length of the journey).
8.14	Improve safety at rail and busway stations and car parks by installing security cameras, help phones or by staffing key stations for full operating hours.
8.15	Build on current safety programs and, where necessary, amend guidelines for transport facilities and services to ensure the needs of people with disabilities are adequately provided for.
8.16	Install gated mazes connected to the train signalling system at key pedestrian level crossings.
8.17	Implement and enhance the Queensland Road Safety Strategy and annual road safety action plans.
<b>9. A transport system that values our environment</b>	
9.1	Implement and expand AirCare to implement the SEQRAQS Transport Actions
9.2	Facilitate the introduction of more stringent new vehicle emission standards and improved fuel quality standards.
9.3	Maintain the Smoky Vehicle Reporting Program.
9.4	Expand the On-road Vehicle Emissions Random Testing (OVERT) Program.
9.5	Expand the AirCare Public Education campaign to improve vehicle tuning and maintenance.
9.6	Support development of the National Environment Protection Measure for Diesel Vehicles.
9.7	Review the National Environment Protection Council evaluations of light and heavy vehicle emissions testing, when completed.
9.8	Undertake a review of the Queensland vehicle registration charging scheme to explore options to better encourage the use of environmental friendly vehicles.
9.9	Promote improved vehicle emissions and fuel management for heavy freight vehicles, and support increased use of high-efficiency vehicles.
9.10	Implement relevant parts of the NGS and QIP.
9.11	Seek introduction of incentives for the purchase of more fuel-efficient vehicles through changes in the Commonwealth tax system for vehicles.
9.12	Facilitate transport industry participation in the Greenhouse Challenge Program.
9.13	Coordinate Transport Portfolio greenhouse gas responses and programs and report on transport system emissions.
9.14	Support introduction of more stringent noise design standards for new motor vehicles.
9.15	Support the introduction of noise-limiting road pavements and appropriate use of noise barriers along high volume traffic routes.
9.16	Promote use of "eco-tyres" on cars, which generate up to 50 percent less noise, and enable a 40 percent lower rolling resistance and 5 percent fuel savings.
9.17	Seek improved industry cooperation in minimising the use of engine-breaking in noise-sensitive urban areas.
9.18	Ensure that road transport operations involving waste materials and dangerous goods comply with relevant State and national law regulations.
9.19	Provide a mechanism to ensure a high level of State-wide preparedness for monitoring and responding to marine pollution incidents through planning and investment in enforcement, infrastructure, resources and training.
9.20	Promote high-density development capable of supporting public transport in a manner that ensures remnant bushland identified of nature conservation significance is protected.
9.21	Avoid fragmenting or encroaching on areas of nature conservation or cultural significance when planning and providing transport infrastructure.
9.22	Develop improved environmental assessment procedures and guidelines for transport projects in South East Queensland to conserve natural and cultural resources.
9.23	Develop and adopt environmental management systems to ensure that air, noise, energy and water management and cultural management techniques and procedures are used during the planning, design, construction and operation of transport infrastructure.

<b>Actions</b>	
9.24	Continue development of the TPEF.
9.25	Implement Queensland Transport's EMS Implementation Plan and complete the Queensland Transport Environmental Policy and Strategy.
<b>10. Making better use of our existing system through travel demand management (TDM)</b>	
10.1	Continue project-specific marketing such as that conducted for the South East Busway and transit lanes.
10.2	Support the Share the Road cycling campaign
10.3	Extend the existing TravelSmart initiatives.
10.4	Form alliances with Queensland Health, the Department of Sport and Recreation, Environmental Protection Agency, and industry bodies to promote healthy-active travel alternatives.
10.5	Continue to implement the Clean Air Campaign to raise awareness of more sustainable transport choices.
10.6	Work with community groups to raise awareness of transport issues.
10.7	Implement a wide-ranging <i>IRTP</i> communication strategy.
10.8	Develop and implement programs to educate the community about the costs and impacts of unrestrained car use.
10.9	Trial workplace programs with interested employers.
10.10	Develop a Workplace kit to assist workplaces in developing their own workplace travel plans.
10.11	Investigate feasibility of legislating that workplaces with more than a specified number of employees must develop workplace travel plans with specific vehicle kilometres travelled (VKT) or mode share targets.
10.12	Implement a workplace plan in Queensland Transport.
10.13	Expand the workplace program though the whole- of-government.
10.14	Investigate opportunities for use of peak spreading-compressed working to manage travel demand.
10.15	Investigate and implement where appropriate teleworking schemes as part of TravelSmart Workplaces and Destinations.
10.16	Investigate implementation of teleworking in Queensland Transport as part of a Workplace plan.
10.17	Develop a comprehensive teleworking policy suitable for implementation in state government organisations.
10.18	Work with private Industry to develop a comprehensive teleworking policy suitable for implementation in private sector organisations.
10.19	Investigate and implement where appropriate peak spreading schemes as part of TravelSmart Workplaces and Destinations.
10.20	Investigate implementation of flexible working hours in Queensland Transport as part of a workplace plan.
10.21	Investigate and implement where appropriate car pooling schemes as part of TravelSmart Workplace and Destination travel plans.
10.22	Investigate implementation of a carpooling program in Queensland Transport as part of a Workplace travel plan.
10.23	Develop carpooling programs to support transit lanes projects (eg South East transit lanes, Waterworks Road transit lanes).
10.24	Investigate suitable priority corridors that could support a formal broad-scale car pool matching service (eg Brisbane-Gold Coast, Springwood-CBD, Carseldine-CBD, Browns Plain-Rocklea-Acacia Ridge, Ipswich-Western Brisbane Industrial Area, Laidley-Brisbane).
10.25	Pilot destination travel plans at a major centre-destination (eg hospital, university, regional centre).
10.26	Expand the destinations program to all major institutions-centres in South East Queensland.
10.27	Extend TravelSmart Schools initiative with selected schools.
10.28	Progressively expand the TravelSmart Schools program throughout South East Queensland.
10.29	Implement TravelSmart Curriculum Project.
10.30	Implement TravelSmart Rural Schools Project.
10.31	Conduct a TravelSmart Suburbs (Individualised Marketing) pilot in a Brisbane neighbourhood-suburb.
10.32	Expand TravelSmart Suburbs across a wider area in Brisbane.
10.33	Conduct TravelSmart trials on the Gold and Sunshine Coasts.
10.34	Implement TravelSmart Suburbs throughout South East Queensland.
10.35	Complete and evaluate the Living Neighbourhoods trial.
10.36	Implement non-stop or free-flow electronic toll collection at toll plazas.
10.37	Establish a Cooperative Traffic Management Centre to provide travel information for traffic management for agencies in the Brisbane area (24 hours) and South East Queensland (outside normal business hours) to allow improved traffic and incident management.
10.38	Implement traveller information systems to provide real-time information on traffic, road conditions and public transport.
10.39	Develop parking guidance systems to reduce the time to locate parking spaces and improve the traffic flow on the surrounding road network.
10.40	Implement traffic flow management programs in urban areas to help buses run to schedule.
10.41	Investigate the application of ITS to non-motorised transport.
10.42	Develop a parking policy for SEQ aimed at maximising use of public transport, cycling and walking.
10.43	Encourage introduction of preferential parking at both public and private sector workplaces for high- occupancy vehicles.
10.44	Develop and implement parking plans for major centres.
10.45	Investigate changes to parking supply and pricing in the Brisbane CBD and other key centres.
10.46	Research the policy and legal issues relating to the possible introduction of parking pricing levies in South East Queensland.
10.47	Change parking pricing to discourage all day commuter parking and support medium-term business and shopping parking.
10.48	Undertake research into technology, policy and legal issues relating to the possible future introduction of road user pricing in South East Queensland.
10.49	Lobby the Commonwealth Government to change tax legislation to favour public transport, cycling and walking over private vehicle

<b>Actions</b>	
	use.
10.50	Develop a travel demand management strategy.
10.51	Work with key stakeholders to promote and implement TDM measures.
10.52	Work with local government to establish TravelSmart plan.
<b>11. Creating transport-friendly communities through better land use planning.</b>	
11.1	Implement the Centre Development Strategies for Key Centres identified in the RFGM
11.2	Ensure that planning schemes facilitate a mix of retail, entertainment, commercial, leisure and civic uses and functions at all Key Regional Centres and Major District Centres identified in the RFGM.
11.3	Ensure that proposals for new centres or expansion of existing major centres are consistent with transport requirements contained in <i>Transport 2007</i> .
11.4	Ensure that proposals for new centres or the expansion of any existing major centres provide for safe, well-located public transport facilities of sufficient capacity to satisfy their functional requirements, as identified in of <i>Transport 2007</i> .
11.5	Ensure that Planning schemes require the provision of safe, direct and comfortable pedestrian access to and from major public transport stops at centres.
11.6	Ensure that Planning schemes to facilitate mixed-use development (typically commercial-retail uses in close proximity to residential uses) at centres and around transport nodes to provide for multi-purpose trips and to support public transport services.
11.7	Ensure Planning Schemes to facilitate land use mix, connectivity and minimum neighbourhood densities of 15 dwellings per hectare in newly developing areas to support bus services.
11.8	Ensure Planning Schemes to facilitate minimum residential densities of 40 dwellings per hectare within 800m walking distance of existing rail or busway stations.
11.9	Ensure Planning Schemes require any new noise-sensitive uses in proximity to existing rail corridors to comply with noise level criteria.
11.10	Ensure Planning Schemes avoid locating new incompatible land uses close to existing or proposed transport corridors.
11.11	Ensure Planning Schemes appropriately depict long-term transport corridors as identified in <i>Transport 2007</i> sub-regional infrastructure maps.
11.12	Car parking requirements in planning schemes: Are consistent with transport strategies applying to the region Require no more than absolute minimum numbers of spaces necessary to support a given land use Reduce standard parking requirements for land uses that are well served by public transport (for example in major centres precincts or in proximity to existing rail stations).
11.13	Ensure that Planning Schemes concentrate future freight-generating development in proximity to major freight routes and protect major industrial areas.
11.14	Ensure that any new rural residential development: Does not constrain future urban expansion needs Is located within reasonable proximity to existing towns, centres and facilities so that school bus services and other costly infrastructure can be economically provided Consolidates already fragmented rural residential areas, prior to opening up new dispersed areas for development.
11.15	Ensure that at least 90 percent of all new residential dwellings are within 400m walk of possible bus stops.
11.16	Ensure that all new residential development provides direct connections for vehicles and pedestrians to adjoining neighbourhoods, community facilities and existing public transport services.
11.17	Prepare outline or structure plans for all newly developing areas (particularly in areas of fragmented ownership) to provide a framework to guide future development. As a minimum, these plans should provide guidance for individual development within the overall area on the location of key non-residential uses (such as centres), the higher order movement system including the road network and key open space elements.
11.18	Ensure that street networks in new residential areas are well connected and minimise the use of culs-de-sac.
11.19	Ensure Planning Schemes require major new land uses that will result in significant transport demands to undertake comprehensive accessibility and transport analysis in support of such proposals.
11.20	Ensure government agencies responsible for the planning and delivery of major uses and facilities adequately analyse and respond to the transport demands that will be created by such developments
11.21	Prepare and implement Integrated Local Transport Plans (ILTPs).
11.22	Develop guidelines on how to prepare ILTPs.
11.23	Include transport infrastructure planning in the preparation of new Planning Schemes.
11.24	Develop benchmark development sequencing (BDS) plans to support the efficient provision of public transport services.
11.25	Ensure that local area traffic management schemes do not impede bus services, through consultation between local governments and bus operators.
11.26	Ensure public transport services are available at early stages of new residential or industrial development.
11.27	Continue to promote and use Shaping Up as a guide to integrated transport and land use planning.
<b>12. Encouraging more people to cycle</b>	
12.1	Finalise the Regional Cycle Network Plan and implement through agency programs
12.2	Develop guidelines on the preparation of local cycling network plans
12.3	Prepare local cycling network plans for incorporation into Planning Schemes
12.4	Undertake accessibility audits of areas surrounding major cycle trip attractors including schools, universities, employment centres

<b>Actions</b>	
	and public transport nodes, to identify deficiencies in existing cycle infrastructure.
12.5	Ensure Infrastructure Charging Plans include provision for cyclists.
12.6	Include cycling network issues in structure plans for all new developing areas.
12.7	Incorporate provisions and design standards in Planning Schemes and local area plans for: <ul style="list-style-type: none"> <li>- interconnective cycling networks in the development of activity centres, schools, universities and other major trip attractors</li> <li>- well connected street networks in new residential areas, with minimal use of culs – de – sac</li> </ul>
12.8	Continue to develop local cycling networks to link with regional networks.
12.9	Adopt Crime Prevention Through Environmental Design principles when designing cycle facilities.
12.10	Adopt AUSTRROADS design standards Guide to Traffic Engineering Practice, Part 14 – Bicycles and the Manual of Uniform Traffic Control Devices Australian Standard and Part 9, Bicycle Facilities.
12.11	Brisbane CBD – Develop key routes and end of trip facilities.
12.12	Brisbane CBD to Normanby – Construct cycle link.
12.13	QUT Carseldine, Chermiside, Toombul and Caboolture-Morayfield – Develop cycle routes within 5km radius.
12.14	Brisbane CBD to Sandgate – Complete cycle link.
12.15	Chermiside to Strathpine – Progressively develop cycle links as part of road upgrades.
12.16	Newmarket to Normanby – Complete cycle link
12.17	Indooroopilly, University of Queensland (St Lucia), Ipswich town centre, University of Queensland (Ipswich) – Develop cycle routes within 5km radius.
12.18	Centenary Hwy bikeway – Complete.
12.19	Ipswich Mwy corridor – Progressively develop cycle links as part of road upgrades.
12.20	Garden City, Loganholme, Woodridge, Logan Central, Beenleigh and Eight Mile Plains – Develop cycle routes within 5km radius.
12.21	Capalaba and Carindale – Develop cycle routes within 5km radius.
12.22	Brisbane CBD to Carindale – Progressively develop cycle links as part of road upgrades.
12.23	Albany Creek to Aspley – Progressively develop cycle links as part of road upgrades.
12.24	Newmarket to Ferny Grove – Progressively develop cycle links.
12.25	Albany Creek to Everton Hills – Progressively develop cycle links as part of road upgrades.
12.26	Normanby to The Gap - Progressively develop cycle links as part of road upgrades.
12.27	Brisbane CBD to Indooroopilly - Progressively develop cycle links.
12.28	Brisbane CBD to Upper Mt Gravatt – Complete cycle links and improve connectivity.
12.29	Mt Gravatt to Sunnybank - Progressively develop cycle links as part of road upgrades. .
12.30	Sunnybank to Woodridge – Progressively develop cycle links.
12.31	Woodridge to Logan Central - Progressively develop cycle links.
12.32	Logan Central to Loganholme - Progressively develop cycle links.
12.33	Brisbane CBD to Wynnum - Progressively develop cycle links as part of road upgrades. .
12.34	Brisbane CBD to Chermiside – Develop cycle link.
12.35	Maroochydore, Mooloolaba, Nambour, Kawana Waters, Sunshine Coast University, Caloundra – Develop cycle routes within a 5km radius.
12.36	Sunshine Coast University to Mooloolaba and Maroochydore – Improve connectivity of cycle link.
12.37	Maroochydore to Caloundra – Progressively link local cycle routes.
12.38	Helensvale, Bond University, Southport, Nerang, Surfers Paradise, Broadbeach, Robina, Coolangatta, Griffith University – Develop routes within a 5km radius.
12.39	Paradise Point to Coolangatta – Progressively improve cycle link.
12.40	Robina to Bond University and Mermaid Beach – Complete cycle link.
12.41	Toowoomba CBD and Gatton – Develop cycle routes within a 5km radius.
12.42	Provide additional bicycle lockers at train stations with high demand, including Ferny Grove, Birkdale, Norman Park, Strathpine, Lawnton, Petrie, Burpengary and Caboolture stations.
12.43	Investigate providing bike parking at major bus stops including Garden City interchange, Logan Hyperdome bus interchange, Morayfield shopping centre, Capalaba shopping centre, busway stations, Chermiside shopping centre and Strathpine shopping centre.
12.44	Undertake audits of existing major trip attractors to identify the deficiencies and needs of bicycle end of trip facilities.
12.45	Include requirements for end of trip facilities for commercial and other major developments in Planning Schemes.
12.46	Provide secure bike storage, shower, change and locker facilities at Key Regional Centres.
12.47	Investigate statutory changes to ensure end of trip facilities are included in new buildings and redevelopments.
12.48	Investigate measures to integrate cycling into new public transport initiatives such as busways and integrated ticketing systems (eg smartcard could include access to bike storage facilities).
12.49	Investigate the benefits and impacts of allowing bikes on public transport, including trialing a 'bikes on buses' program and trialing bikes on trains during peak hours.
12.50	Ensure that projects in the Department of Main Roads' Roads Implementation Program (Transport Infrastructure Development Scheme) and local government programs assist in achieving an interconnected cycling network.
12.51	Implement a communication strategy that promotes cycling as a safe, economical, environmental and healthy transport mode.
12.52	Develop, promote and coordinate cycle education programs to meet the needs of all cyclists.

<b>Actions</b>	
12.53	Establish and-or review appropriate enforcement systems for cyclist offences and motorist offences related to cycling.
12.54	Develop and promote codes of behaviour for cyclists, pedestrians and motorists.
12.55	Identify existing and potential high frequency bike crash sites and routes and undertake 'black spot' works to improve safety at these locations.
<b>13. Encouraging more people to walk more</b>	
13.1	Undertake audits to identify deficiencies within the pedestrian network around activity nodes such as schools, public transport and employment nodes.
13.2	Produce Safety and Accessibility Audit Guidelines.
13.3	Ensure Infrastructure Charging Plans include provisions for pedestrian facilities
13.4	Adopt AUSTRROADS design standards Guide to Traffic Engineering Practice, Part 13 – Pedestrian Facilities.
13.5	Adopt Crime Prevention Through Environmental Design (CPTED) principles when establishing and upgrading pedestrian paths, including: locating pedestrian paths to maximise surveillance from surrounding properties ensuring that landscaping and vegetation adjacent to pedestrian routes does not concern obscure sight lines and visibility or provide concealment locations. ensuring that all major pedestrian paths and public transport stops-interchanges are well lit ensuring that major public transport stops-interchanges are not surrounded by large expanses of car parking or hidden by structures or dense landscaping.
13.6	Trial walking promotion programs in schools and workplaces.
13.7	Promote the benefits of walking as a transport mode.
13.8	Sponsor 'walk to work' days.
13.9	Include pedestrian network issues in structure plans for all newly developing areas.
13.10	Incorporate provisions and design standards for pedestrian facilities in Planning Schemes for: pedestrian facilities and interconnected pedestrian networks well-connected street networks in new residential areas, minimising the use of culs-de-sac.
13.11	Avoid the development and use of unsafe, narrow pedestrian paths and easements not surveillance by surrounding activities and buildings.
<b>14. Developing a high quality, integrated public transport system</b>	
14.1	Develop and implement the 2007 Public Transport Network Plan for South East Queensland.
14.2	Develop and implement the 3-Year Public Transport Network Program for South East Queensland.
14.3	Ensure future bus service contract requirements focus on: maximising patronage across the whole system integrated ticketing common fares common fare discounts clear revenue sharing rules greater responsiveness to customers common branding for integrated multi-modal services providing a mix of vehicles and services to meet a wide range of needs greater integration and service coordination specifying requirements in more detail to plan the network more flexibility in providing services across contract and local government boundaries incentives for quality services (eg on-time running, customer service)
14.4	Northgate to Petrie third track – Construct
14.5	Airtrain – Construct
14.6	Selected signalling and junction upgrades
14.7	Rail extension Petrie to Kippa-Ring – Plan, preserve and construct first stage from Petrie to Mango Hill
14.8	Inner Northern Busway (CBD to RBH) - Construct
14.9	South East Busway (CBD to Eight Mile Plains) – Construct
14.10	Upper Roma St-Milton Rd – Bus lane and bus priority (Countess St to Castlemaine St) – Construct
14.11	Musgrave Rd – Tidal flow bus lane and bus priority (Windsor Rd to Inner Northern Busway)
14.12	Coronation Dr – Tidal flow bus lane and bus priority (Stage 1 to Hale St) – Construct
14.13	Sir Fred Schonell Dr – Tidal flow bus lane and bus priority – Construct
14.14	Old Cleveland Rd bus lanes (South East Busway to Camp Hill) other priority sections to Carindale – Construct
14.15	Gympie Rd bus lanes (RBH to Chermiside)
14.16	Nundah Bypass and bus-transit lanes on Sandgate Rd – Construct
14.17	Pacific Mwy transit lanes (Klumpp Rd to Albert River) – Construct
14.18	Waterworks Rd transit lanes (Settlement Rd to Windsor Rd) – Construct
14.19	South Pine Rd-Enoggera Rd-Kelvin Grove Rd transit lanes (Alderley to Windsor Rd) – Convert existing lanes
14.20	Off-street bus layovers (Milton Rd, Countess St, RBH) – Construct
14.20	Off-street bus layovers (Milton Rd, Countess St, RBH) – Construct
14.22	David Low Way (Pacific Paradise to Noosa) – Provide bus priority and bus infrastructure.
14.23	Caboollure to Landsborough rail – Commence partial duplication

<b>Actions</b>	
<b><i>Gold Coast</i></b>	
14.24	Broadbeach to Coolangatta: (Broadbeach to Burleigh Heads) bus lanes – Construct (Burleigh Heads to Coolangatta) bus lanes – Plan and preserve
14.25	Nerang – Broadbeach Rd:– (Nerang to Carrara) – Complete duplication, including bus priority and cycling – Two bus lanes (Nerang to Broadbeach) – Plan and preserve
14.26	Gold Coast rail line (Ormeau to Robina) – Capacity enhancing works to meet demand
14.27	Light rail (Southport to Broadbeach) - Plan, preserve and seek private sector investment.
<b><i>Western</i></b>	
14.28	Develop an Integrated Regional Transport for the Eastern Downs and implement recommended actions in the Western sub-region of South East Queensland (including Toowoomba) based on the following studies: Bus Infrastructure and Modal Guidelines Study Rail Corridor Direction Proposals Study
14.29	Improve public transport information and facilities at stops across the system to meet the minimum standards identified in Table 14.1
<b><i>Upgrade to premium interchange:</i></b>	
<b><i>Brisbane Metropolitan</i></b>	
14.30	Caboolture
14.31	Capalaba
14.32	Indooroopilly
14.33	Petrie
14.34	Queen Street Bus Station
14.35	Roma Street
14.36	South Bank
14.37	Springwood
14.38	Ipswich
<b><i>Sunshine Coast</i></b>	
14.39	Maroochydore
14.40	Nambour
<b><i>Gold Coast</i></b>	
14.41	Broadbeach
14.42	Robina
14.43	Strathpine
14.44	Buranda
14.45	Altandi
14.46	Cleveland
14.47	Goodna
14.48	Manly
14.49	Mitchelton
14.50	Mango Hill
14.51	Shailer Park
<b><i>Sunshine Coast</i></b>	
14.52	Caloundra
14.53	Kawana Waters
14.54	Noosa Heads
14.55	Mooloolaba
<b><i>Brisbane metropolitan</i></b>	
14.56	Introduce new services (all stops and express) Mango Hill to Brisbane CBD
14.57	Enhance Citytrain service levels making best use of additional rolling stock
14.58	All base services (excluding peak period only services) to be at minimum hourly services in off-peak periods
14.59	Provide high frequency through-running services joining major centres through the CBD as improved priority measures are provided: – Mt Gravatt, University of Old, Cherside, Carseldine
14.60	Provide high frequency through-running services joining lower order centres through the CBD as improved bus priority measures are provided: – Cannon Hill, Bulimba, Salisbury, Bardon, The Gap, West Ashgrove, Brookside and Stafford
14.61	Upgrade suburb to CBD terminating services to meet increased demand
14.62	Upgrade local feeder bus services to key line haul public transport interchanges
14.63	Improve on-time running of Great Circle Line service to support cross-town movements
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 Ferry Grove to Albany Creek via Strathpine and Brendale

<b>Actions</b>	
14.65	Investigate the introduction of new local feeder services: Ripley to Ipswich Murarrie to Port of Brisbane
14.66	Investigate service level improvements to meet demand
<i>Sunshine Coast</i>	
14.67	All base services (excluding peak period only services) to be minimum hourly services in off-peak periods.
14.68	Enhance service levels (peak and off-peak periods) for selected services in high travel demand areas
14.69	Investigate and introduce new services: Mapleton to Nambour Maleny to Landsborough
<i>Gold Coast</i>	
14.70	Introduce additional express rail services from Gold Coast to Brisbane CBD
14.71	All base services (excluding peak period only services) to be at minimum hourly services in off-peak periods
14.72	Enhance service levels (peak and off-peak periods) for selected services in high travel demand areas
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
<i>Western</i>	
14.75	All base services (excluding peak period only services) to be minimum hourly services in off-peak periods
14.76	Toowoomba – Complete public transport projects and service improvements as identified in the Eastern Downs Integrated Regional Transport Plan
14.77	Investigate and provide extended hours for public transport services for suitable locations
14.78	Trial a Transit 21-type service on the western side of the Gold Coast and expand to other suitable areas
14.79	Investigate the potential for personal public transport in Redcliffe, Toowoomba, Southport, Noosa, Maroochydore and other suitable communities. Trial and implement where appropriate
14.80	Evaluate the Queensland Council of Social Service (Wynnum) demand-responsive trial and other demand-responsive services, to determine their viability in other areas
14.81	Develop local government action plans to provide pick-up and set-down locations to ensure accessibility for older people and people with mobility impairments
14.82	Continue to support and organise educational and information initiatives to influence school transport behaviour, through initiatives such as the TravelSmart student competition
14.83	Progressively introduce integrated ticketing, fares and ticketing equipment between 2001 and 2003.
14.84	Continue to investigate and implement suitable pricing initiatives such as: time-specific fare reductions (eg off-peak) innovative fares targeted at specific users (eg group discounts and special event fares) standard fare concessions as part of integrated fares
14.85	Investigate common branding for the public transport network.
14.86	Develop a Major Events Service Charter in consultation with stakeholders.
14.87	Develop and implement a well-publicised public transport service plan for regular major events or popular venues
14.88	Promote the use of joint entry-public transport tickets for major events.
14.89	New rail alignment (Rosewood to Toowoomba) – Plan and preserve
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
14.93	Develop an action plan to improve accessibility to key destinations in the inner city area, such as bus priority on: Milton Rd-Cribb St (Castlemaine to Coronation Dr) Coronation Dr-Eagle Tce (Hale St to Upper Roma St) Adelaide St (North Quay to Queen St) Queen St (Edward St to Creek St)
14.94	Eastern Busway – Plan and preserve
14.95	Northern Busway – Plan and preserve
14.96	Investigate the introduction of new cross-town bus services in the Brisbane metropolitan area
14.97	Southport-Nerang Rd – Plan and preserve for bus lanes and cycling facilities
<b>15. A road network to link people, goods and services</b>	
15.1	Implement intersection improvements including bus priority.
15.2	Implement traffic accident and incident management systems
15.4	Manage parking along major routes
15.5	Develop and commence implementation of high-occupancy vehicle lane network across South East Queensland, including providing support measures.
15.6	Develop bus and transit lanes to key centres.
15.7	Develop and implement the Intelligent Dynamic Traffic Signal system.
15.8	Implement electronic toll collection as appropriate.
15.9	Gateway Mwy (Mt Gravatt-Capalaba Rd to Toombul Rd) – Six laning



<b>Actions</b>	
15.10	Inner City Bypass – Construct
15.11	Mt Gravatt-Capalaba Rd-Mt Cotton Rd (east of Gateway Mwy) – Commence duplication
15.12	Redland Bay Rd (Windermere Rd to Vienna Rd) – Duplicate
15.13	Brisbane-Beenleigh Rd (Logan River to Beenleigh) – Complete duplication
15.14	Bruce Hwy (Gateway Mwy to Caboolture) – Six laning
15.15	Centenary Hwy (Ipswich Mwy to Logan Mwy) – Commence duplication
15.16	Southport-Burleigh Rd (Slatyer Ave to Rudd St) – Commence duplication
15.17	Gold Coast Hwy Helensvale to Arundel – Complete duplication Helensvale to Stevens St, Labrador – Bus priority measures
15.18	Maroochydore Rd (Bruce Hwy to Maroochydore) – Complete duplication
15.19	Caloundra Rd (Bruce Hwy to Pierce Ave) – Duplicate
15.20	Sunshine Mwy (Mooloolaba Rd to Maroochydore Rd) – Duplicate
15.21	Cunningham Hwy – New bridge at Ebenezer Creek, safety improvements and overtaking lanes
15.22	Mango Hill North-South Arterial Rd and public transport corridor (Caboolture-Bribie Island Rd to Gateway Arterial) – Complete planning and commence construction of Boundary Rod to Anzac Ave section.
15.23	Boundary Rd – Connect missing links and upgrade intersections
15.24	Pine to Caboolture local arterial (west of the Bruce Hwy) – Commence upgrade in line with development
15.25	Eenie Creek Arterial – Construct
15.26	Kawana Arterial (Caloundra Rd to Sunshine Mwy) – Commence construction of key road works
15.27	Noosaville Bypass (Emu Maintain Rd to Eenie Creek Rd) – Construct
15.28	Eumundi Bypass – Construct
15.29	Oxenford-Southport Rd (Pacific Mwy to Lae Dr, Runaway Bay) – Commence staged duplication
15.30	Local arterial road and public transport corridor (Coomera River to Nerang-Broadbeach Rd) – Commence staged construction in line with urban development.
15.31	Develop local arterial network west of the Pacific Mwy (Nerang to Currumbin) – Commence staged construction in line with urban development.
15.32	Mt Lindesay Hwy to Springfield Arterial – Plan and preserve
15.33	Camp Cable Rd to Coomera – Plan and preserve
15.34	Local arterial network (Caloundra Rd to Maroochydore Rd) – Plan and Preserve.
15.35	Tewantin Bypass (Emu Mountain Rd to Cooroy Rd) – Plan and preserve.
15.36	Smith St Connection – Investigate additional 2 lanes for transit purposes
15.37	Western Brisbane transport network investigation
<b>16. Ensuring the efficient movement of freight</b>	
16.1	Develop local government guidelines on freight planning in urban areas to address community issues, safety, amenity, environment, traffic management, road maintenance, land use planning, industrial areas, road linkages, development planning, freight efficiency and freight operations.
16.2	Support national freight ITS standards for vehicle management and scheduling.
16.3	Encourage freight-generating development to locate within 500m of major freight corridors.
16.4	Identify and progress options to maximise rail freight capacity and minimise conflict with passenger rail.
16.5	Undertake road network enhancements Granard-Riawena-Kessels-Mount-Gravatt-Capalaba Rd corridor.
16.6	Caboolture Northern Bypass – Construct
16.7	South Pine Rd-Linkfield Connection Rd-Telegraph Rd (Leitchs Rd to Gateway Mwy) – Construct two lanes from South Pine Rd to Gympie Arterial
16.8	Bruce Hwy (Yandina to Cooroy) – Duplicate.
16.9	Ipswich Mwy (Rocklea to Riverview) – Six laning
16.10	Mt Lindesay Hwy (Johnson Rd to Chambers Flat Rd) – Six laning and partial grade separation
16.11	Toowoomba Bypass – Preserve and complete pre-construction activities
16.12	Warrego Hwy – Improvements including duplication of Gatton Bypass, Marburg Bypass and grade separated interchanges
16.13	Tugun Bypass – Construct
16.14	Move towards a nominated mass strategy and develop mechanisms for introducing a scheme throughout South East Queensland.
16.15	Develop quarry haul roads or other non-road-based haulage options to the freight network. Establish suitable routes for hard rock haulage from significant resources (eg Kholo, Whiteside, Hillcrest).
16.16	Develop guidelines for 45 tonne Gross Vehicle Mass trucks to access local government roads.
16.17	Investigate-identify a network hierarchy of preferred routes for freight movements in South East Queensland.
16.18	Construct the Port of Brisbane Mwy and undertake improvements to Lytton Rd
16.19	Investigate freight handling facilities to northern and western Brisbane.
16.20	Conduct a planning study to assess the need for additional transport capacity in the Gateway corridor to service current and future Australia TradeCoast development.
16.21	Plan to improve travel conditions along the corridor from Toowoomba to the Port of Brisbane to allow the safe movement of freight-efficient vehicles
16.22	Freight access to proposed Redbank Industrial Area – Investigate and develop.

<b>Actions</b>	
16.23	Investigate measures to manage the impact of freight transport between the Australia Trade Coast and Acacia Ridge-Archerfield.
16.24	Freight rail spur to Yatala – Investigate
16.25	Western Ipswich Bypass – Plan and preserve
16.26	South West Transport Corridor (Cunningham Hwy to Springfield) – Plan and preserve
16.27	Beaudesert Western Bypass – Plan and preserve
<b>18. Implementing <i>Transport 2007</i></b>	
18.1	Continue regular meetings with the Regional Coordination Committee, <i>IRTP</i> Implementation Group and <i>IRTP</i> Working Group to guide, coordinate and implement <i>IRTP</i> and <i>Transport 2007</i> activities
18.2	Review the <i>IRTP</i> every five years, with the first to commence in 2002-03, in line with the review of the RFGM
18.3	Develop a medium-term action plans (such as <i>Transport 2007</i> ) at regular intervals
18.4	Review the role, form and function of the 3 Year Rolling Program in light of <i>Transport 2007</i>
18.5	Annually develop a 3 Year Rolling Program of <i>IRTP</i> and <i>Transport 2007</i> actions collaboratively between agencies
18.6	Monitor performance indicators and publish results.
18.7	Conduct regular travel surveys in South East Queensland
18.8	Develop appropriate transport models and analytical techniques to assist transport planning



## **APPENDIX G – QUEENSLAND GOVERNMENT EXPENDITURE ON NON-ACUTE PATIENT TRANSPORT**

DEPARTMENT	PROGRAM	REGISTERED USERS	NUMBER OF TRIPS	EXPENDITURE
Queensland Health	PTAS	Not applicable	40,757	\$14,036,976
	QAS IHT by Road	Not applicable	47,163	\$12,644,000*
	IHT by air	Not applicable	980	\$144,972
	QAS Fixed Wing Service	Not applicable	1,122	\$150,130*
	QHealth Road Ambulance	Not applicable	Not available	\$1,200,000
	HACC	Not applicable	Not available	\$11,851,717
	RFDS—IHT	Not applicable	2,697	\$3,056,270
	RFDS—General Business	Not applicable	1,173	\$3,392,000
RFDS	General Business	Not applicable	As above	\$1,712,547
Department of Emergency Services	QAS Non-urgent Transports		203,340	\$11,400,400
	QAS IHT by air	Not applicable	52	\$928,000
	Community Helicopters	Not applicable		\$1,200,000**
Queensland Transport	Taxi Subsidy Scheme	19,774	1,113,290	\$4,178,848
	Charity & CSO Registered Vehicles	Not applicable	Not available	Not applicable
Department of Social Security	Mobility Allowance	25,000	Not available	\$34,600,000
Department of Veterans Affairs	'Car with Driver' Service	Not applicable	Not available	\$2,500,000
	Transport Reimbursement	Not applicable	Not available	\$1,500,000
	Air Travel Warrant	Not applicable	Not available	\$300,000
	QAS Reimbursement	Not applicable	Not available	\$1,200,000
Department of Education	Disabled Students Access	2,600	1,040,000	\$8,800,000
<b>TOTAL</b>				<b>\$114,795,860</b>

Source: *Safe Mobility, for All, for Life Discussion Paper, 30 March 2001*

Note: \* Whole of government programs for people who by virtue of their health status require assistance with transportation. Recurrent spending only. While the majority of these amounts were expended on non-urgent transports, it is acknowledged that a proportion of this should be attributed to urgent transports. However, the exact amount cannot be determined.

\*\* While the majority of this amount was spent on emergency transports, it is acknowledged that a proportion of this should be attributed to non-urgent transports. However, the exact amount cannot be determined.



## APPENDIX H - TRAVEL DEMAND MANAGEMENT (TDM) MEASURES

Strategy	Method	Technique
Improved asset utilisation	Peak spreading	Staggered hours Flexible hours Working week changes Fare or toll differentials Parking cost differentials Parking availability differentials
	Vehicle occupancy	Ride-sharing Van pools Transit lanes Parking priority Park and ride schemes
Physical restraint	Area limitation	Traffic cells Traffic mazes Area licences/permits Cordon collars
	Link limitations	Access metering Signal timing Reduced capacity Public transport priority
	Parking limitations	Parking space limits Parking access controls
Pricing	Road pricing	Tolls Area entry fees/licenses Congestion pricing/electronic road pricing
	Parking pricing	Short term priority policies Higher entry costs
	Taxes	Higher fuel taxes Parking taxes Higher ownership taxes
Urban and social changes	Urban form	More compact cities Efficient urban development
	Social attitude	Community information and awareness Community education
	Technical change	Communication substitutions Transport development

- Source: Austroads (1991) *Road Demand Management, Report AP – 9/91* (Austroads: Sydney).