Introduction

The NSW Division of the Planning Institute of Australia (PIA NSW) welcomes the opportunity to provide comments on the NSW Long Term Transport Master Plan Discussion Paper (LTTMPDP). Representatives from the Planning Institute were pleased to be invited to attend the Sydney (North) Regional Forum on the development of the NSW Long Term Transport Master Plan on 6th March 2012.

The PIA congratulates the NSW Government for undertaking this study, and placing the Discussion Paper before the public for comment. PIA NSW represents members with a depth of knowledge on urban, land use and transport planning. This submission concentrates on those areas of expertise, rather than the details of the infrastructure or implementation or operation of transport in NSW. PIA NSW has also made a number of previous submissions to the NSW Government on transport planning for NSW as detailed in the footnote1 below and available for viewing on the PIA website2.

This submission is framed around the format of the eight chapters of the LTTMPDP with comments made for each of the key discussion areas relevant to PIA NSW’s area of expertise.

Purpose of the Discussion Paper

PIA NSW is very supportive of the Governments ‘Vision for Transport ‘documented within Figure 1 of the Discussion Paper.

A key vision for the LTTMP should also be to ensure that Sydney has a transport system in place that supports higher level liveability and sustainability objectives and also provides transport systems needed for Sydney to maintain its position as a Global City.

PIA NSW would comment that the LTTMPDP does tend to place an emphasis on processes and managing the transport system, rather than meeting liveability and sustainability objectives and promoting business growth. The Government should not focus solely on providing new transport infrastructure to relieve congestion, but to investigate the current causes of congestion, including labour force movements, freight and connections for business.

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1 Independent Public Inquiry into Sydney’s Long term Public Transport Plan (8th October 2009); Transport Blueprint for NSW (28th September 2009); NSW Grain Freight Review (March 2009)
PIA NSW however, is very supportive of the links conveyed within the overview diagram (figure 3, page 7) of the Discussion Paper that demonstrates the importance of integrating the proposed Master Plan with national urban policy and NSW land use planning policy.

PIA NSW recommends that the Master Plan should be drafted as a simple legible transport blueprint with the following criteria met:

- decision makers (government and all agencies) committed;
- accountability identified;
- provide ongoing explanation of facts, issues and solutions;
- need to deliver tangible benefits;
- explain consequences of not doing a project or not sticking with it; and
- community confident in long term action plan to address congestion, accessibility, efficiency, affordability and safety.

The final Master Plan could be a blueprint to detail specific projects with cost, timing, project location and key benefits addressed.

**Progress to Date**

PIA NSW is very supportive of the NSW Government’s initiative to set up a new integrated transport authority, ‘Transport for NSW’ which is intended to place the needs of the customer at the centre of planning and decision making for the transport system.

**The NSW Government and Transport Objectives**

A Transport Master Plan is integral to retaining the global significance of Sydney and NSW. Sydney needs to develop a world class transport system to maintain its position as a global city of choice for residential, business and investment purposes. This means it is vital to address congestion (car and bus) and amenity in the Sydney CBD through solutions such as limiting cars (for example, congestion charges and parking policy), reducing buses (for example, through investment in light rail and metros), widening footpaths and providing more space for cyclists. It is also imperative for the future growth of NSW, that transport links from Sydney to the regional cities are strengthened.

The approved Master Plan should include the following objectives:

- To fully integrate all modes of transport.
- To integrate a multi-modal transport system with existing and future planned land use as set out in the Metropolitan Strategy for Sydney and in the Draft Subregional strategies.
- To maximise use of existing infrastructure and investment.
- To recognise future oil shortages and plan for transport infrastructure in a ‘post carbon city’.
- To encourage use of environmentally sustainable modes of transport.
- To reduce private vehicle use and dependence and build public transport patronage.
- To provide equal access and opportunity for all residents (physically and economically) with multi mode links at key locations in the integrated network across the city.
- To reduce the economic stress of high car dependency, and social stress of lengthy commuter journeys.
- To limit the journeys to work and education, so that a significant proportion of the working population lives within than thirty minutes from their place of work. To achieve this, high speed or express services should be considered to extend the distance between place of residence and place of work.
To recognise that Sydney is the main destination for inbound freight in NSW and to plan for integrated transport and distribution centres accordingly.

To achieve a reliable, transport system for the efficient and effective distribution of goods and people.

To ensure that there is true, total cost accounting for all private car use as against public transport services (including all hidden subsidies).

The Master Plan will not sit in isolation to deal solely with transport matters. It should also consider the following key components in an integrated planning context:

1. Environmental issues:
   - Climate Change—what transport actions are necessary to mitigate and adapt to climate change (such as vehicle emissions, fuel selection and impact of “food miles”).
   - Sustainability; particularly use of non-renewable resources and land for transport corridors.
   - The impact of Peak Oil and the timing of the global rate of petroleum production to implement alternative transport modes.
   - Sustainable urban development (for example, don’t release land for development without appropriate transport choice).
   - Pollution and environmental damage.

2. Social issues:
   - Social equity in access to transport options and costs.
   - Affordability: who pays - user pays or community?
   - Achieving healthy cities: design that encourages walking, cycling and public transport.
   - State and community costs of vehicular accidents, injuries and mortality rates.
   - The access and mobility needs of a growing aged population and the need for accessible public transport and demand responsive transport.

3. Economic Issues:
   - Costs and funding.
   - Pricing, taxation and other economic measures to help manage demand and/or encourage policy outcomes.
   - Affordability and equity of access.
   - Maximise cost effectiveness of public transport.
   - Application of levies and subsidies to fund public transport infrastructure.
   - Carbon credit trading to support public transport.
   - Land value capture associated with up-zoning of land at transport nodes.

Each of these components can be applied as performance indicators to monitor and test the merits of transport decisions.
The 20 Year Challenge

The following issues present the key challenges for transport in NSW over the next 20 years or so:

- Better integration between modes of transport in terms of connectivity and accessibility.
- Funding and implementation - commitment to long term goals and transport projects as well as arrangements for funding with the Federal Government.
- Integration with Land Use Planning – There is a need to show how metropolitan planning and transport are being integrated.
- Need for East West and North South connections rather than all routes focused on the CBD.
- Communications – customer improved integrated ticketing technology.
- Congestion problems – the capacity of the network needs to be examined.
- Freight Transport – what is the long term plan for road, rail and shipping?
- Behaviour changes - There needs to be more emphasis on transport behaviour change through provision of attractive public transport choices to deter excessive car use. People need to be encouraged to shift from cars, through pricing incentives (for example, congestion charges in the CBD) and, through providing safe alternatives for cycling and pedestrians (for example, off road/protected bicycle paths to major employment nodes such as the CBD, Parramatta and North Sydney).
- Local Area initiatives - local area cycle and pedestrian routes need to be developed to local centres, schools and shops.

Integrated Land Use and Transport Planning

The Discussion Paper should highlight the integration between transport and land use planning. Transport planning should be linked to key planning priorities and policies, such as the Centres Policy (with employment closer to population centres where sustainable transport is available), a Metropolitan Car Parking Policy and the growth plans under each of the Regional Strategies. There should be opportunities for ‘up zoning’ areas for higher density development if they have good transport access. PIA has a National Position Statement on ‘Integrated Land Use and Transport Planning’ (May 2007), which supports planning initiatives to develop an integrated planning and transport decision making framework.

PIA NSW supports integrated land use and transport planning which acknowledges that transport and development are not two separate things but two facets of the same challenge (i.e. transport is land use planning). There should be an integrated planning and decision making framework that considers cost effective and efficient and sustainable movement of people and freight, and a focus to reduce car dependency and subsequent emissions.

The NSW Government requires a fundamental structural change in the way transport (with land use) planning occurs. This change means a shift away from the current approach involving specific transport projects to one involving an analysis of the spatial relationships that exist, and are developing, between the cities and regions of the metropolitan area. It is no longer appropriate for transport planning to be done on a ‘project by project’ basis. Projects need to be planned and assessed only as part of a longer term integrated land use and transport strategic framework.

It is important that Transport for NSW and the Department of Planning & Infrastructure work together to deliver the outcomes of the Master Plan, together with other relevant Government Departments. The roles are inextricably linked and this has strategic implications for funding and delivery. There are economies that can be achieved if land use and transport work in unison.

There is a need to align the Planning horizons, including the Metropolitan Strategy and the State Infrastructure Strategy with the Transport Master Plan. There also needs to be an all party
agreement to the life of the plan as it needs commitment to go beyond the current government. The Master Plan should also be linked to the NSW State Plan.

The Master Plan does not address how the Department of Planning & Infrastructure and Transport for NSW will work together to deliver the outcomes. The roles are interdependent and this has strategic implications for funding and delivery.

It is also unclear where the Master Plan sits in the hierarchy of nested plans under the State Plan.

**Centres Policy**

The integration of the Metropolitan Transport Plan with the Metropolitan Strategy should not miss the opportunity to review the role of urban centres across the Sydney metropolitan area in respect to each centre’s defined transport role and where they sit in a transport typology. This is essential to provide greater certainty for infrastructure investment and for planning for growth. The analysis should assess the demand and role of each major centre and transport node centre for passenger services by bus/ ferry /rail/and for cycle/ pedestrian/commuter parking interchanges (with targets for modes split).

Past transport planning in Sydney has generally continued the focus of public transport radiating from the Sydney CBD. Public transport planning for Sydney for the next 30 years and beyond needs to consider a multi-centered regional network of centres (like the “City of Cities”) with particular focus in the short term on Parramatta (not only the Sydney CBD) as the spatial /geographical / population centre of the region. Transport planning should aim to develop a network of various modes connecting and expanding radially from all main centres, as opposed to a single “hub and spoke” system (based on the Sydney CBD). The Master Plan should also address travel behaviour (not just infrastructure). A similar approach is warranted for all NSW regional cities.

The Master Plan should adopt a car parking policy for all centres in the metropolitan area served by public transport, based on parking demand management. The car parking policies would aim to influence travel behaviour and support planning and investment in public transport modes.

**Peak Oil Issues and Encouragement of Alternative Transport Options**

It is widely understood that oil supplies are limited and that there is the need to plan for ‘post carbon cities’ to adapt to oil conditions. The focus must now be on planning ‘how to live’ around transport rather than planning transport for ‘how we live’, as has been done in the past. It is necessary to consider the distribution of trips and journeys across different modes of transport and consider what trips can be shifted to alternative sustainable modes. For example, at the local level, improvements and establishment of local bikeways and pedestrian pathways will encourage access to local schools, shops and services by bike and foot with a view to reducing private vehicle trips and dependency.

The factors of distance and transport costs have shaped our nation and cities. Relatively cheap oil has recently allowed our communities to sprawl. Transport may become more expensive as oil production declines. It is important, therefore, that future land use plans focus settlement and development on existing infrastructure. Transport planning must aim to make the transport systems efficient and equitable, with high levels of access to those areas where socio-economic need is greatest. Increasingly this is on the urban fringe. Urbanisation of land use at the metropolitan fringe and in the urban release areas should not continue to be expanded in the absence of mass transit public services being available.

Transport planning should include incentives and strategies to encourage public transport use and reduce car dependence and per capita oil consumption, such as:
• Ticketing systems: Review of pricing and fare structures and introduce opportunities for common ticketing to facilitate and encourage public transport use.

• Timetabling: Improve options and choices and improve integration between various modes of transport to facilitate and encourage public transport use.

• Improve opportunities for walking and cycling

• Where public transport provides a realistic alternative, demand management of general parking in centres should be used to encourage access to centres by public transport and free up parking and access for essential road trips such as freight and goods delivery.

• Where suitable alternatives are available, use economic incentives to manage (decrease) demand for road use. Many major roads are “free” and seen as cheaper to use in terms of time and cost than public transport.

**Sydney Transport**

**Use of Existing Infrastructure**

Opportunities to maximise the capacity of all areas of existing transport infrastructure should be examined and assessed, such as:

• For the rail networks: revised timetabling, use of modern rolling stock, station improvements such as platform extensions, etc. Examine all unused or under utilised rail corridors for future potential use for rail or other public or self propelled transport options (bus ways, cycle paths, freight rail, light rail etc)

• For bus networks: extended duration and distance of clearways, extended bus transit ways, dedicated bus lanes, use of priority light sequences for buses in peak periods

• For vehicle trips: traffic management to address priorities / traffic peaks such as tidal flows, “S lanes”, priority light sequences.

• For ferry network: revised timetabling to develop more frequent “shuttle” type services, better integration of bus and ferry timetables.

• Use of ferry wharves as “mini transport hubs”: More frequent buses to connect with more frequent ferry services to increase the capacity of ferry services, with a view to alleviating bus congestion in peak hours on main routes and at hubs such as Wynyard, North Sydney and Parramatta.

• Road network: examine opportunities to allocate sections of existing road corridors for alternative modes of transport such as light rail, bus rapid transport systems, trams and regional cycle routes.

• For freight: Manage road transport movements such as planning truck movements away from peak periods, more use of ‘inland ports’ or distribution centres, better traffic management at strategic freight generators and increase the role of rail by enhancing rail infrastructure and better coordination of rail operations.

PIA NSW does not support the disposal of existing transport corridors and infrastructure in general, such as railway corridors not in current use and other public land currently deemed surplus to needs. This land should be retained and options examined for its use as part of the integrated transport network. These assets may be invaluable as future bikeways, pedestrian paths, parking areas, marshalling yards, transport depots, or for conversion from say heavy rail to light rail or bus transit ways. If any sale of land occurs then it must be hypothecated back into expenditure on other transport infrastructure.
Capacity maximisation studies and works should be undertaken in the immediate short term (10 year period). This would provide 10 years to plan for and fund larger major projects that add significant additional capacity as part of a new integrated network.

Second Sydney Airport

A key omission within the LTTMPDP is the failure to nominate a location for a Second Sydney Airport, or discuss this issue. The reference to long distance travel on page 57 of the Discussion Paper refers only to “…radical options to increase use of the existing facilities at Sydney Airport or the introduction of high speed rail between Melbourne, Canberra, Sydney and Brisbane.”

Of all the transport projects under consideration for Sydney, the location of a Second Airport would be expected to have the greatest single impact on the siting of new transport corridors and nodes and new industrial and commercial growth areas.

The Joint Study on aviation capacity for the Sydney region, released on Friday 2 March 2012 concluded that is becomes apparent that the Kingsford Smith airport, under its current operating framework, will over time become unable to meet the forecast demand effectively. The limitations are already evident but will increase with continued growth of services and impact in the medium to long term.

PIA NSW does not support any decision to reject the Badgerys Creek site, without providing clear reasons for this decision. This is because extensive research undertaken by the Government has previously concluded that this was the optimal site. As a result of this research, the Government purchased land for the future development of the second airport in the area. PIA NSW contends that this previous research cannot be dismissed without substantial justification, for the following reasons:

- Airports are recognised as being major generators of jobs and a boost to the local economy, and this would be of great advantage to Liverpool and Fairfield, which have some of the highest levels of unemployment in the Sydney region. An airport at Badgerys Creek would also become the focus of transport infrastructure, particularly rail, which would greatly benefit Western Sydney.
- The reasons stated by the Government for abandoning the Badgerys Creek site are that the area has been overtaken by years of urban growth and that it is inconsistent with future NSW spatial planning and land use development for the south-west region of Sydney. However, these comments appear unsubstantiated as strategic plans for the Sydney region over the last 20 years have consistently incorporated Badgery’s Creek as Sydney’s second airport site.
- PIA NSW acknowledges the importance of fully considering the social impacts and public safety issues for surrounding communities that relate to airport location. The community must not be exposed to any undue level of risk from aircraft operations.

The land acquired for the Second Sydney Airport at Badgery’s Creek should not be sold until a firm decision has been taken that Badgery’s Creek is unacceptable and there is a commitment to develop a second airport at an alternative site.

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Regional Transport

There is a need for accessibility and equity of transport opportunities across the metropolitan area and the regional areas of NSW. The Master Plan must acknowledge the importance of addressing improved regional transport connections within the metropolitan area to regional cities such as Newcastle and Wollongong. These transport connections should be at intermodal and nodal change locations.

In many respects, the transport requirements for regional NSW are no different to those applying elsewhere in that they centre on the movement of people and goods, balancing safety and efficiency, as well as access and mobility. However, regional NSW does have some distinct differences from major urban centres, including:

- The large distance to major centres;
- The lower population density, which reduces the ability to offer economies of scale when it comes to provision of public transport;
- The smaller city size, which reduces daily commutes; and
- The isolation from other areas, which can restrict the ability to work collaboratively on projects and share resources.

The Master Plan should be used to help drive regional transport outcomes.

Freight Transport

The Master Plan acknowledges that freight is an important part of the transport system in NSW and that Port Botany, Port Kembla and the other regional ports will continue to play an important role as international gateways for freight. PIA NSW recognises that the location of appropriate corridors for freight movement is essential to support existing port operations, distribution centres as well as new business start-ups in the right locations to serve growth areas in the metropolitan area. The Master Plan should identify the intermodal connections for freight and nominate key distribution nodes. However, the Master Plan should also address the need to protect the amenity of inner city residential areas where freight movement battles for space on roads that do not have the capacity for journey to work, general traffic and freight.

PIA NSW has identified the following points as key transport and planning considerations for freight transport:

- Manage road transport movements such as planning truck movements away from peak periods, better traffic management at strategic freight generators.
- Increase the role of rail by enhancing rail infrastructure and better coordination of rail operations.
- Support the interfaces between freight and passenger movements along key road and rail corridors, such as support for freight rail movements on passenger rail networks in Sydney outside peak hours of passenger rail use, (especially commuter rail use), corridor preservation for future freight corridors, road and rail enhancements to support future freight volumes.
- There is potential for Enfield-Moorebank-Eastern Creek as staging points for freight management with possible longer term connection to Melbourne/Brisbane freight corridor. PIA NSW considers that any solution involving Ingleburn would prejudice the long term benefit of this structure. It is noted that the NSW Government announced in April 2012 that an intermodal freight terminal is to be built at Moorebank and that the terminal will be crucial to the long-term productivity of Sydney's freight network and the capacity of Port Botany.
- Expand the intermodal network such as linkages to supply chains, appropriate role of government and industry in managing network.
- Develop a strategic framework to consider all freight supply chains and key industry sectors, and their relationship to transport and land use planning (industrial zoning where highest level of freight transport access).
- Prepare guidelines for plan making to take account of freight requirements through zoning, plan objectives and development control provisions so that the freight requirements are not compromised by ad hoc development decisions.
- The continued work of Infrastructure NSW on the Southern freight line is supported and also the removal of the ‘kinks’ in the Northern line system.

**Funding**

PIA NSW considers that the main priority is for a Master Plan that leads to a commitment on land use and transport and that can be realistically costed, and programmed, and budgeted for. This should be a plan that avoids unrealistic outcomes over and above what the Government is willing to budget or pay for, or unrealistic expectations about what the private sector should be encouraged to provide.

Good planning such as locating jobs near homes and providing walkable communities will actually reduce the need for transport at the source of the problem.

It is important to ensure that long term and sufficient funding for public transport is linked to the State Infrastructure Strategy and appropriate legislation.

The Institute urges the Government to consider ways to unlock the potential of rail corridors, terminals and future rail stations by building in the opportunity for the value capture of increased private development potential from the identification of the transport node, sale of airspace and surrounding development sites. This can be used to support funding of the transport improvement programs.

There is a tendency for funding considerations to focus on construction costs of transport infrastructure. The LTTMP should clearly identify land reservations required for the future, and the preferred means of preserving that land through purchase, re-zoning, or other planning instruments. The cost of establishing these reservations is much less if done soon, and can always be released if not required by future generations. Examples include the M7 motorway and that this may not have been feasible if the land was not set aside in the Sydney Region Outline Plan in 1968, or the current second airport site and flight paths option at Badgery's Creek if the land was not reserved. The proposed North West Rail Link tunnels and M4 East Motorway are examples of projects forced into constructing long tunnels at many times the cost of similar surface infrastructure constructed on surface reservations in Perth, West Australia. The Western Sydney Parklands are an example of turning reservations over to changing community needs. Early planning of reservations can make a substantial reduction in long term funding requirements.
Conclusions

PIA NSW commends the NSW Government for developing a Long Term Transport Master Plan for NSW as part of an integrated land use and transport plan for the Sydney Metropolitan area and regional NSW. An integrated land use and transport plan for Sydney should be given statutory force through legislation. This is needed to ensure bi-partisan support, provide longevity beyond changes of government, and to legislate for implementation and funding commitments.

PIA NSW seeks to highlight and emphasise the need for holistic planning solutions to Sydney’s transport needs, as opposed to ad-hoc, short term engineering solutions in the form of individual projects. It is recommended that a significant amount of Sydney’s future growth be accommodated within built up areas to maximise use of existing infrastructure and encourage shorter journeys for all transport tasks. To mitigate resultant congestion, public transport and personal active transport infrastructure could be improved in these areas as well.

The issue of peak oil must be recognised and implementation of programs that use a broad range of alternatives transport modes to private vehicle use should be commenced through the Masterplan initiatives. Car parking policies to manage private vehicle use within existing and future centres also need to be used wherever possible to influence behaviour.

PIA NSW is very supportive of the initiative by Transport for NSW to prepare a Long Term Transport Master Plan for NSW and is pleased to have had the opportunity to make this submission. PIA NSW would be pleased to discuss any aspect of the points raised in the Submission with Transport for NSW.

Planning Institute of Australia
(NSW Division)
10th May 2012