



INDEPENDENT PUBLIC INQUIRY INTO A
LONG-TERM PUBLIC TRANSPORT PLAN FOR SYDNEY



FINAL REPORT

THEMES AND
RECOMMENDATIONS

26 MAY 2010



 INDEPENDENT PUBLIC INQUIRY, LONG-TERM PUBLIC TRANSPORT PLAN FOR SYDNEY

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THIS INDEPENDENT PUBLIC INQUIRY was established by *The Sydney Morning Herald* on 22 August 2009 to create a *Long Term Public Transport Plan for Sydney* that would inform decisions by future governments on priorities over the next 30 years. The inquiry has been chaired by Mr Ron Christie, AM, and assisted by a team of independent experts.

TERMS OF REFERENCE

The Independent Public Inquiry will create a *Long Term Public Transport Plan for Sydney* after receiving public submissions.

The plan is to be designed to assist both the public and future governments to make informed decisions about priorities for transport investment.

The plan will cover the following topics:

- The optimisation and integration of existing public transport operations (including ferry, bus, light rail and heavy rail)
- The expansion of public transport services and infrastructure, as well as cycle commuting infrastructure, over a 30-year planning horizon, taking into account existing transport accessibility problems and integration with future land use changes
- The most appropriate governance arrangements to guarantee the plan's longevity, to remove the negative impact of single-term party politics and to optimise investments
- Key environmental sustainability issues
- Key social and economic issues
- Proposals for short term and long term funding, and
- The cost-effectiveness of solutions, taking into account short-term financial costs and benefits and longer term environmental, congestion and other external costs and land-use and accessibility benefits.



OFFICE OF THE INDEPENDENT PUBLIC INQUIRY,
LONG-TERM PUBLIC TRANSPORT PLAN FOR SYDNEY

26 May 2010

Mr Peter Fray
Editor
The Sydney Morning Herald

Dear Mr Fray

I am pleased to advise that the Independent Inquiry has now completed its work.

The accompanying report, which contains the Inquiry's findings and recommendations, consists of two volumes.

The first, *Final Report—Themes and Recommendations*, is a summary document which is intended to convey the essential "flavour" and recommendations of the Inquiry.

The second, the full *Final Report*, provides a much greater depth of analysis of the issues, problems and recommended solutions to many of the deficiencies in Sydney's public transport.

A 30-year outline of a long-term public transport plan has been developed in the course of addressing the Terms of Reference.

Sydney is a world class city but has a public transport system which, over several decades, has not kept pace with its increasing population and therefore does not provide a realistic alternative to private vehicle ownership and use for most of the population.

The last decade, in particular, has been characterised by a lack of integrated transport planning based on medium and longer term objectives. As a result, individual projects which are not part of any coherent plan have been announced and cancelled at regular intervals.

This surely raises significant issues, which must be of concern to every citizen, as to why this has occurred and, more importantly, why it is allowed to continue.

In addressing the Terms of Reference the Inquiry reached the conclusion, very early in its deliberations, that **the way public transport in Sydney is planned, managed and funded needs to be overhauled and reformed.**

Unless this is acknowledged and addressed, the malaise of the last decade will continue, punctuated by a few disconnected project announcements from time to time, and Sydney will continue to slip behind comparable cities in providing decent transport for its citizens.



The financial resources available for transport improvements are always going to be limited, so the Inquiry has paid particular attention to funding issues and options.

In particular, the Inquiry has seriously investigated the community's willingness to pay for real public transport improvements.

The Inquiry commissioned statistically sound market research, conducted and analysed by the Centre for Study of Choices at the University of Technology, Sydney, with a wide variety of propositions being put to a representative sample of 2,400 Sydney residents. Examples of these questions have been included in the *Final Report*.

This research revealed that people are prepared to pay additional, limited amounts for the certainty of realistic solutions delivered within a defined period.

A further important finding of the research was a very strong preference for any increased payments to be directed to public transport improvements, rather than further road building.

The Inquiry's strongly held view is that any system of increased payments that are merely fed into the existing arrangements of endless individual project announcements—without reference to a long-term plan derived from a genuine process of public consultation and involvement—will quickly erode public support.

In agreeing to propositions about increased payments, the public would *not* be expecting just more of the same sort of outcomes as those presented to them over the last decade.

There needs to be an acknowledgement that **the existing governance arrangements do not deliver a managed, fully integrated public transport system in Sydney**. The current pretence of integrating fares, while in most cases simply re-badging non-integrated fares, provides just one example.

Furthermore, unless there is **the certainty of dedicated funding sources**, in addition to farebox revenue and current levels of government funding, the public transport expansion, frequency and service quality improvements which are needed to match population growth will never eventuate, and Sydney will increasingly fail to take its place among the more liveable cities around the world.

The result will be a continuation and worsening of the congestion, general frustration and inefficiency which currently plague mobility and accessibility in the greater Sydney area.

Unless the reach and quality of public transport can be markedly improved, under a long-term plan with a strong focus on the next three decades but also, just as importantly, through continuous smaller improvements, starting immediately, private vehicle users will not be presented with a viable alternative.

The Inquiry believes that there is nothing more important or urgent than:

- **Genuine reform of the way the planning and management of public transport takes place** (“governance”)
- **A long-term plan which is developed with real community input and has real certainty, backed by legislation, and**
- **Guaranteed, dedicated funding** for implementing the plan.

Without all three of these legs of what the Inquiry calls the “**Iron Triangle**”, confidence in the way public transport is handled in Sydney will continue to erode.

The Inquiry has developed proposals for solutions embracing all three components of the “iron triangle”. These solutions are not “ground breaking”. Rather, they draw together approaches which have proved highly successful in comparable cities around the world.

Following the release of the Inquiry’s *Preliminary Report* in February 2010, a new round of written submissions has been invited and received, many of them addressing specific aspects of that report, and a workshop has been held, involving a number of interested groups and individuals.

I wish to take this opportunity to thank all who have contributed to the Inquiry’s deliberations. This includes the organisations and individuals who took the time to attend public meetings, provide written submissions, attend interview sessions and participate in the workshop.

I also wish to thank members of the Inquiry team for their various contributions.

In initiating the concept of an independent public inquiry *The Sydney Morning Herald* has provided a forum for the public and various stakeholders to participate in a public consultation process of a type and scale not normally available in this city.

What is needed now is exactly what these people have been telling the Inquiry.

They want a public transport plan which will meet their needs both now and in the future, a plan whose components can and will be implemented and a plan which they will be willing to pay for *because* it will happen and *because* it will meet their needs.

And they want our political leaders to listen, act and lead—and above all else, show some real foresight which transcends the electoral cycles.

Yours faithfully,



Ron Christie AM





ACKNOWLEDGEMENTS

The Inquiry has been fortunate to have the assistance of a number of persons with special expertise.

I wish to acknowledge the contribution of the Inquiry team. The team consisted of:

- Dick Day
- Innes Ferguson, formerly of Transport for London
- Garry Glazebrook, Senior Lecturer, University of Technology Sydney (UTS)
- Alex Gooding, Director, Gooding Davies Consultancy
- Roderick Simpson, Architect & Urban Designer, Simpson & Wilson
- Sandy Thomas, Managing Director, Catalyst Communications
- Jarrett Walker, Principal Consultant, McCormick Rankin Cagney
- Jim Wells, and
- Another person who has chosen to remain anonymous but has convinced himself he is “The Stig”.

Most members of this Inquiry team generously donated their time and all contributed their particular expertise to the outcomes of this Inquiry.

The Inquiry has also had the benefit of reports commissioned by the Inquiry from:

- The Allen Consulting Group (funding advice):
 - ✕ Kerry Barwise, Director
 - ✕ Mayela Garcia, Manager
 - ✕ Ben Lodewijks, and
 - ✕ Angela Phang.
- The UTS Centre of the Study of Choice (CenSoC) team (market research):
 - ✕ Jordan Louviere, Executive Director
 - ✕ Terry Flynn, Senior Research Fellow
 - ✕ Stephen Bush, Lecturer, UTS, and
 - ✕ Karen Cong.

Assistance has also been provided by:

- Jana Milosovicova
- Mark Cole, and
- Benjamin Driver, Urban Designer, Hill Thalys Architecture + Urban Projects.

Secretariat assistance to the Inquiry has been provided by Jon Burton.



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A GUIDE TO THE INQUIRY'S *FINAL REPORT*



The Inquiry's *Final Report* is arranged in four **parts**, each containing one or more **chapters** on various groupings of major public transport issues.

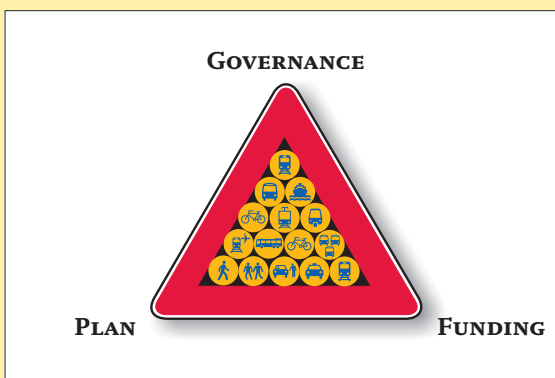
PART A, comprising **Chapter 1: What Sydneysiders say**, summarises the principal themes and visions of the 571 submissions received by the Inquiry and presents an overview of the findings of market research commissioned by the Inquiry.

PARTS B, C AND D then address the Inquiry's responses to these inputs and its terms of reference, structured around what the Inquiry has termed...

THE 'IRON TRIANGLE'

The Inquiry has concluded that significant progress in providing Sydney with a world-class public transport system will occur *only* if:

- **There is a complete overhaul of public transport governance**, fundamentally changing the ways Sydney's public transport is planned and provided.
- The development and delivery of public transport services are **planned with a high degree of certainty of implementation**, through:

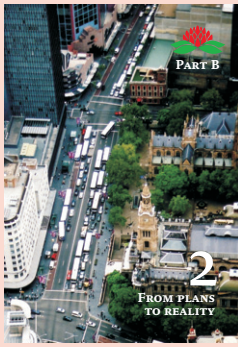


- ✕ **A long-term Public Transport Network Plan for Sydney**, developed and periodically updated through transparent statutory processes with significant and real community inputs to achieve high levels of consensus and then entrenched through legislation to protect it from short-term politically motivated interference, and
- ✕ Within the context of this plan, and in addition to the longer-term and major projects, **continuous shorter term improvements**, including major reforms to public transport fare structures.

- **These plans and their implementation are backed by certainty of funding**, with identified, reliable and committed sources of funds *dedicated* to public transport service quality and infrastructure improvements and expansions.

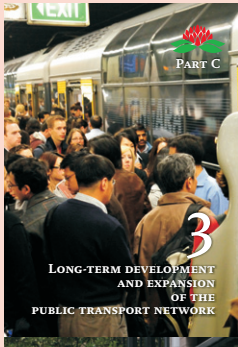
All three of these "Iron Triangle" elements are essential. Past experience in Sydney, and the Inquiry's examinations of practices in other countries, show that a concentration on only one or two of the elements, while neglecting or downplaying the other(s), *cannot* yield the required improvements.





PART B of the Inquiry’s *Final Report*, comprising **Chapter 2: From plans to reality**, addresses the first element of the “Iron Triangle”, governance, and the *process* aspects of the second, planning.

It proposes a fundamental change in the way Sydney’s public transport is managed and governed, to reduce its vulnerability to *ad hoc* decisions driven by short-term political considerations. The proposals in Part B aim to establish a proven and reliable system, with *real* community input and *certainty*, for planning and delivering substantial improvements and delivering a truly integrated, multi-modal public transport network.



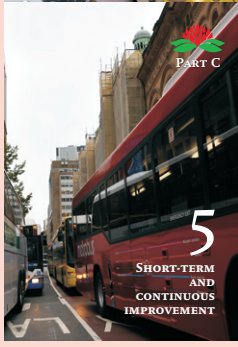
PART C of the *Final Report* then addresses three *content* aspects of the second element of the “Iron Triangle”, planning. It comprises:

- **Chapter 3: Long-term development and expansion of the public transport network.** The analyses in this chapter recognise that successful public transport planning for a city such as Sydney always *starts* with a long-term perspective on the type of city people want and the purposes they need and want its transport systems to serve, leading to the development of concepts and options for long-term public transport infrastructure and operational responses.



Several scenarios for Sydney’s future development are investigated, and the Inquiry’s recommendations for new and improved public transport services and infrastructure under the preferred scenario are presented.

- **Chapter 4: Fixing the fares**, which discusses the need, both immediately and in the longer term, to simplify and fundamentally reform Sydney’s complex, archaic and often counter-productive public transport fare structures. The recent “MyZone” fare changes have fundamentally failed to address the critical problems with these fare structures.



- **Chapter 5: Short-term and continuous improvement**, which discusses a wide range of other more immediate measures, some major and many small, identified as important—and in some cases essential—for improving Sydney’s public transport services while the longer-term measures get underway.

PART D of the *Final Report*, comprising **Chapter 6: Funding certainty**, addresses the third element of the “Iron Triangle”, how we ought best to pay for major improvements in public transport, anchored to an analysis of what and how the community would be *willing* to pay.



Interspersed between some of the chapters, in *yellow-shaded* boxes, are several “Thought Provokers”. These are short articles which provide more detailed background information and opinions on important issues considered by the Inquiry and addressed in the *Final Report*.

Comments on recently released NSW government plans and changes to public transport fares and ticketing are also provided, in *blue-shaded* “sidebar” boxes.

The *Final Report* concludes with four **Appendices**, providing greater detail on particular matters examined by the Inquiry. The first of these appendices lists the 571 submissions made to the Inquiry. Two of the appendices reproduce reports, by independent experts commissioned by the Inquiry, on the methodologies and findings of the Inquiry’s market research surveys and options for funding the proposed public transport improvements, and the remaining appendix presents an analysis of the relative merits of single and double deck trains in Sydney.





THEMES





NINE THEMES IN AN INQUIRY

NINE THEMES HAVE CONSISTENTLY EMERGED in the 571 public submissions to the Inquiry, in the market research commissioned by the Inquiry and in the Inquiry's own deliberations:

- *We have tried the “do nothing” option for public transport. It has failed.*
- *We need a complete public transport network plan and an agency that can deliver it.*
- *A three-legged stool: urban form, pricing and transport.*
- *Public transport, not just roads.*
- *the need for a single, seamless public transport network.*
- *Cost-effectiveness.*
- *Short-term urgency and continuous improvement.*
- *The need for long-term commitment, now.*
- *Leadership, transparency and consultation for the hard choices that will have to be made.*

THEME 1:

WE HAVE TRIED THE ‘DO NOTHING’ OPTION FOR PUBLIC TRANSPORT. IT HAS FAILED.

Over the last two decades, NSW governments from both major parties have published plenty of glossy documents about their public transport “plans”—but behind this façade they have essentially attempted to defer, ignore or deny the need for the government to lead the development of public transport services and infrastructure in Sydney.

For example, since the opening of the Eastern Suburbs Railway in 1979 only five segments have been added to the suburban rail network, and one of these, the Airport line, relied on private sector construction and operation of its stations, leading to excessive fares and thus preventing the city from making the best use of this important infrastructure.

This recent history has now produced a spectacular public transport infrastructure deficit, placing Sydney well behind comparable cities in Europe, Asia and in some cases even North America.

Within Australia even Brisbane and Perth have moved ahead: recent major infrastructure projects such as the Brisbane busway network and Perth's new Mandurah

rail line are on a scale that Sydney no longer even attempts.

Sydney needs to return to the path that “best practice” cities have all followed: one where government has a leading role in planning and building public transport infrastructure and in funding its operations.

No comparable city has ever found a cheap solution to the complex problems of public transport. Instead, they have recognised the fundamental role of public transport in the success of a city, and have invested in it accordingly.

A new approach to funding public transport is needed, one which fully values the unique ability of public transport to support growth in Sydney without the additional sprawl and congestion that growth would otherwise imply.

An effective long-term public transport network services and infrastructure plan will have a substantial long-term funding requirement, especially in the light of the current infrastructure deficit.

Surveys commissioned by the Inquiry have revealed a readiness to consider new ways of funding public transport so as to accelerate its development. The necessary funding sources should be included in legislation implementing the plan.

The funding sources for implementing Sydney's long-term public transport network plan will need to reflect the wide range of beneficiaries of public transport, including but not limited to those who travel on public transport.

Successful cities of Sydney's size see public transport not just as a product or service to be sold to customers, but as an essential support for the city's social, economic and environmental vitality and an expression of its character and values.

THEME 2:

WE NEED A COMPLETE PUBLIC TRANSPORT NETWORK PLAN— AND AN AGENCY THAT CAN DELIVER IT.

Over the last decade or so systematic public transport planning in Sydney has gradually been replaced by a project-by-project “grand announcement” approach that



is both failing to deliver these projects and failing to develop a coherent network.

In recent years, following its failure to deliver almost all of the public transport projects announced in plans released before the Olympics—in marked contrast to a steady rollout of their tollroads—the government has seemed so desperate to show progress in public transport that it has taken to repeatedly announcing individual projects before they have been clearly thought through, only to withdraw them when a new idea arises.

A better approach is to take the time to plan the entire public transport network and fully engage the public in the decision-making process, so that the conclusions are widely understood and thus have some political resilience.

Sydney’s transport network has major implications for its urban form, and vice versa. So both must be discussed and widely grasped as the transport network is being planned.

A successful *Public Transport Network Plan* is not just a prioritised list of projects or lines on the map. It is an achievable, fundable vision for the city in its transport dimension, one that attracts broad support, excitement and resolve.

Developing and delivering such a plan requires a bit of distance from the daily pressures of the news cycle. The Inquiry has reviewed many options for governance in its *Final Report*, and has observed that **the most successful structures have included a semi-autonomous authority responsible for public transport.** Elected governments create this authority, define its mission, secure its funding and measure its outcomes, **but they do not micro-manage it.**

THEME 3: *INTEGRATING URBAN FORM, PRICING AND TRANSPORT*

In imagining the transport future we want to see for Sydney and the goals we want it to serve, it can help to visualise this future as resting on a stool with three legs: the city’s urban form, transport pricing and transport infrastructure and operations.

The transport environment of any major city depends very heavily on the relative convenience of private vehicles and more sustainable transport modes, with the latter category including public transport.

Increasing the “convenience” of public transport is not solely a matter of public transport planning and operations. Rather, it emerges from three major groups of policies:

- **Urban form.** The physical form of the city determines how far people have to go to do the things they need to do. These distances, in turn, determine whether each trip can be made by walking or requires some kind of vehicle.

“Urban form” also encompasses urban density, a dominant variable in determining whether public transport can be more viable than the private car.

Responsibilities for Sydney’s urban form lie largely with the Department of Planning and local governments, although of course private decisions about where to locate drive the markets that determine how the city is built.

- **Pricing.** Decisions about how to travel depend heavily on pricing.

The elements of pricing under some form of government control include fares, parking charges, road tolls and taxes.

The relationship between the cost of making a trip by public transport and the cost of driving can do much to determine the outcome. If public transport fares are complex this can also discourage patronage.

- **Transport infrastructure and operations.** The policy area of “transport”, as usually understood, encompasses investments in transport infrastructure and the operation of transport services. In Australia, this function is usually divided between “Transport” and “Roads” departments in some form.

These three areas of activity are all absolutely fundamental to determining the success of a city’s transport system in meeting the demands of liveability, sustainability and economic vitality.

Policy failures in any of the three areas can largely negate any accomplishments in the others.

In accordance with its terms of reference this Inquiry has focussed most on the “transport” leg. However, the *Final Report* also attempts to point out situations where Sydney’s urban form and/or pricing may take the lead in determining public transport outcomes.

The fact that urban form, pricing and transport are so connected does not mean they have to be managed by the same government department or ministry. However, any functional transport agency must have real opportunities to provide inputs into decisions about the city’s urban form and pricing.

Equally, assessments of the likely outcomes of a transport project must acknowledge that urban form and pricing may well determine the outcomes every bit as much as the transport project itself might do.

A successful public transport plan must therefore fully reflect the interdependence of urban form, pricing and transport. While the plan should focus on transport, it must envision how urban form and pricing options can both cause transport needs and result from transport projects.

The goal must be an integrated system in which urban form, pricing and transport develop together toward a common goal, with a real commitment to muster the various relevant areas of government to this common end.



As examples,

- All relevant legislation, including planning legislation, should be reviewed and amended to support this process and require full account to be taken of the potential for any decision by government agencies to affect the planning and provision of an integrated public transport network
- The transport, energy and emissions efficiencies of different development patterns—including their compatibility with efficient public transport—must be important considerations in the current review and updating of Sydney’s 2005 *Metropolitan Strategy*, and
- All existing public transport corridors and reservations for future corridors in Sydney should immediately be preserved through legislation, and additional public transport corridors should be identified in Sydney’s long-term public transport plan and then acquired and preserved, just as the corridors for future major roadways have been preserved for decades.

THEME 4: ***PUBLIC TRANSPORT, NOT JUST ROADS***

The balance between public transport investment and road investment is always politically difficult.

Some motorists, in particular, tend to become attached to their cars and insist on road-based solutions for all of their transport needs.

In fact, however, **cars are intrinsically unsuited to transport in very dense cities and urban areas.** The streets of the denser centres of Sydney simply do not have room for everyone to claim 12 to 15 square metres of road space so that they can travel in a separate vehicle or the same amount of space so they can park their vehicle while they are at their destination.

The sheer limits of urban space—quite apart from other cost and sustainability issues—mean that urban centres *must* rely on a suite of transport options in which the private car will play a diminishing role as densities rise.

Public transport, walking and cycling all use limited urban space much more efficiently than the car. Taxis and carsharing also have a role, because although they occupy urban streetspace while they are operating they do not require long-term parking space, the other scarce resource that private cars use very inefficiently.

Of course, not all of Sydney is dense, nor should it be. In lower-density suburbs, for trips not going into urban centres, the private car is likely to remain a dominant mode of travel, although there are good sustainability reasons to encourage alternatives such as cycling even here, and also to support, develop and progressively improve a more basic level of public transport.

At a time when the RTA and the NSW government appear set to embark once more on a spate of motorway upgradings on radial routes to and from the CBD and

other major Sydney centres, it is essential—before we are all locked into a future in which most Sydneysiders have to drive to their destinations—to learn from cities in the developed world that have gone furthest along this path, such as Los Angeles, Houston and Phoenix.

It was indeed possible for these cities to grow for many decades in an almost purely car-oriented form, investing almost exclusively in road infrastructure. Today, however, all of these cities are trying to change course, making major public transport investments that aim to shift away from car dependence and nourish more sustainable, denser urban forms.

Compared to such cities, Sydney has been fortunate in its history. In particular, during the mid-20th century, when American cities were abandoning their rail systems to spread out along freeways, Sydney retained the suburban rail system it had developed, with tremendous foresight, over the previous decades, even though the inner city’s tram network was dismantled and the rail system would have to wait a long time before any major new investments were made.

Moreover, Sydney features much of Australia’s “best practice” when it comes to the use of public transport to guide urban form. It is the only Australian city where major regional activity centres, organised mostly around railway stations, can be found throughout the urban area, from Parramatta to Chatswood to Penrith. Melbourne and Brisbane both aspire, in their long range planning documents, to create such centres, but only Sydney has actually done so.

Sydney’s suburban rail network remains the backbone of its urban structure, which means it is also critical to the operations of the city’s economy.

Unfortunately, Sydney has faltered in its investments in this rail network, yielding not just a fragmented network with missing links but also the crises of increasingly inadequate capacity and poor service quality that all passengers witness today.

In the face of these difficulties and opportunities, we need to recognise that:

- **For access into Sydney’s CBD and other dense centres, road-building solutions—whether road widenings or new roads—are destined to fail,** because these dense centres, by their very nature, simply do not have room for everyone’s car.
- In the face of projected major increases in Sydney’s population and the desire to accommodate most of this growth within Sydney’s existing urban areas, **high quality public transport *must* now be the priority for scarce financial resources.**
- Only an intense expansion of public transport can halt the steady increase in congestion and its resulting inefficiencies and ensure adequate road space remains to support commercial activity.
- **Any major new road investments in Sydney, beyond maintenance, should only be in the form of circum-**



ferential rather than radial connections, enabling travel between lower density areas.

- All such road developments should be designed and constructed to permit and facilitate the future provision of priority public transport services along these corridors or in complementary corridors if these are better suited to public transport needs.
- Because outer low density areas will still rely heavily on cars while denser areas must rely more on public transport, **the two types of networks must be connected through real opportunities to “park and ride”.**

THEME 5: **A SINGLE, SEAMLESS** **PUBLIC TRANSPORT NETWORK**

The notion of an “integrated” public transport network is widely accepted in many comparable cities around the world, but is poorly understood in Sydney.

“Integration” means that publicly funded public transport services must work together in every possible way, rather than competing or seeming to compete with each other.

Integrated services seek to fit together into a single network by encouraging connections between one service and another.

Integration does not mean that operating companies need to be combined. Nor does it imply any view about which operations should be publicly or privately owned.

The principle of integration simply states that all public funding for public transport is for the purpose of purchasing a single complete system for the whole city. The operators which form parts of this system, and the public agency which manages them, are all responsible for ensuring that the pieces are connected to form a whole.

This principle conflicts with deeply embedded notions in Sydney that view public transport operations as “territories” that are in some sense “owned” by certain government agencies or companies.

It also requires bus, rail, light rail and ferry planners to start thinking about all the modes of public transport, not just their own, and about how to provide the best possible interchanges between different services and modes.

Indeed, it demands a system in which there are fewer bus, rail, light rail and ferry planners and more *public transport* planners who understand all the modes and how they can work together.

Public transport services become a “network” only when they work together. In a large city like Sydney with many travel destinations, it is impossible to run direct service from every origin to every destination. Instead, services must connect with each other in convenient ways so that people can use any combination of services to complete their trip. So **interchanging**, an aspect of public transport planning which has largely fallen

between the cracks created by the city’s reliance on separate public transport providers in the past, will be an increasingly important component of the creation of a seamless, integrated network in the future.

Another vitally important factor is the **integration of fares across all modes of public transport, throughout the integrated public transport network.** Sydney lags well behind most so-called “world class” cities—and other Australian capital cities—in not having a simple system of integrated fares. Indeed, notwithstanding some grossly misleading claims about the recently introduced *MyZone* fare structures, **the current fare system significantly penalises customers for most interchanges**, even though these interchanges can often be an inconvenience and even though interchanging is the foundation of efficient public transport network design.

In the light of these considerations, planning for public transport in Sydney must:

- **Be based on establishing and developing an integrated public transport network, with all the various forms of public transport being used to complement and support each other.**
- Address not only the various conventional public transport modes (heavy rail, metros, light rail, buses and ferries) but also the roles of pedestrian access, cycling, community transport, transport services for people with special needs and “transport on demand” services, including taxis.
- In choosing modes and developing services, recognise that, on average, commuters in greater Sydney travel further and longer to and from their places of work than in many comparable cities, so passenger comfort is very important, as is the ability of passengers to do things while travelling that one cannot do while driving a car.
- Focus on the **quality of interchange facilities** and the attractiveness of interchange experiences.
- **Rapidly introduce simple, fair and truly integrated fares, without interchange penalties.**

This will permit the unlocking of significant efficiencies in the public transport network and greatly improve the attractiveness of public transport for many current and potential users. Without such a change, it would be very difficult, whatever the changes made to the public transport services themselves, to achieve an adequately integrated and sufficiently attractive network.

- **Create less complicated bus routes which can be run much more frequently**, with a particular emphasis on developing orbital and cross-regional services, including a complete grid of frequent service in the inner city that would significantly reduce the need to funnel non-CBD trips through the CBD.

Services which come so frequently that “no timetable is required” should be highlighted as “frequent services” in all network mapping and other public information.



THEME 6: **COST-EFFECTIVENESS**

Any public transport agency should obviously be required to use its resources cost-effectively to maximise public benefits.

But two pre-conditions for this are certainty of funding, with known amounts being committed to and dedicated for public transport for much longer periods than the normal annual State Budget cycle, and the agency's full control over its budgets.

This would not only motivate the agency to save money where this could readily be done, but would also ensure it would be able to make logical investments in situations where a small expenditure now would prevent a much larger problem later, such as by not deferring important maintenance.

THEME 7: **SHORT-TERM URGENCY AND CONTINUOUS IMPROVEMENT**

The development of Sydney's public transport network certainly needs to be expedited, but this will involve a series of major and often very expensive projects and will inevitably have to occur over the span of two to three decades.

We Sydneysiders often get the impression that "nothing else is happening" while we wait for these types of huge investments. We see the same infrastructure and services year after year, with no real signs of improvement and quite often a gradual (or even sharp) deterioration.

Successful public transport authorities actively counter this impression by constantly looking for sensible, smaller investments that can be done quickly and yield quick results.

This Inquiry has identified many opportunities for existing infrastructure to be used more efficiently to achieve better results. Sydney needs an intense focus on seizing these types of immediate opportunities.

But there is also a need to establish and maintain an *ongoing* spirit of continuous improvement in all its activities. Customers should *notice* things getting better every year, in small but useful ways, even as they look forward to the bigger and more transforming investments that will take years to deliver.

There should be a focus on optimising the reach, usefulness and attractiveness of existing infrastructure. As an example, immediate improvements in service frequencies and journey times should be sought, wherever possible, within the constraints of current infrastructure.

Future time-saving improvements, such as contactless smartcard ticketing, should also yield measurable travel time savings that are visible to customers.

Improvements in minimum service levels are also very important. There should be clear requirements, set by the government, for acceptable minimum levels of service to all developed parts of Sydney, even though

some of these will generate low patronage, and the extent and frequency of service to be provided for reasons of equity and/or social inclusion, despite low patronage, should be spelt out in Sydney's long-term public transport plans.

THEME 8: **LONG-TERM COMMITMENT, NOW**

Few things destroy public confidence more than the cancellation of projects after they are announced, especially when this becomes the pattern, as it has in Sydney in recent years.

Developers, councils, businesses and individuals all need to make decisions each day that affect the future shape of the city. Major public transport infrastructure, in particular, must have the opportunity to positively influence the urban form around stations etc, but this will not occur unless all the actors believe that once something is announced it really is going to happen.

The need for certainty about future infrastructure is one of the main reasons that it is important to carry out a *serious* planning process (Theme 2) that seeks to build a strong consensus around a particular vision of the city's future. Only such a consensus can ensure there will be a stable investment program that stays on course.

Fortunately, the need for a much better planning process does not mean Sydney has to halt public transport development in the meantime. The North West Rail Link, for example, has long been defined and should now proceed *quickly*, using funding previously "guaranteed" by the NSW government for the now-abandoned "CBD Metro", and not in seven years, with an unspecified completion date, as recently announced by the government in its latest *Metropolitan Transport Plan*.

The Inquiry has identified a series of such investments that will be needed under almost any scenario, including a new cross-CBD, cross-Harbour heavy rail link, a revised form of a Parramatta-Epping rail link and an expansion of light rail routes in inner and western Sydney.

THEME 9: **LEADERSHIP, TRANSPARENCY AND CONSULTATION FOR HARD CHOICES**

One of the major themes of the Inquiry's reviews has been a recognition of the fact that the development of coherent and useful public transport in Sydney will require more than money alone.

It will require real leadership.

Sydney is held back by archaic habits that have grown from a widespread attitude of "avoid complaints at all costs".

Many of the steps that urgently need to be taken *will* arouse some opposition from people who are used to things the way they are. In common political parlance, there *will* be "winners and losers".



The cities that are ahead of Sydney in this race are those that have had the courage to confront these issues, explain why change is needed—even though some will dislike it—and build a consensus for moving ahead.

This Inquiry has identified a range of issues that present this basic political problem, including:

- **Fare simplification.** Sydney’s arcane and archaic fare structure is a major impediment to easy use of the public transport system. Most other cities have moved well beyond such a complex and often incomprehensible approach.

And despite all the government’s advertising to the contrary, the recently introduced *MyZone* fare changes have done very little to simplify Sydney’s fares *from the public transport user’s perspective*.

Unfortunately, any genuine simplification of the fare system *is* going to change some people’s fares, and if the simplification is revenue-neutral some people’s fares *will* go up.

- **Bus network modernisation.** Inner Sydney’s antiquated bus network structure—much of it along old tram routes—is built on a fear of asking anyone to make connections, exacerbated by a fare structure that penalises customers for doing so.

This fear has a range of consequences, including (a) inadequate frequencies, (b) overwhelming complexity, especially in the STA bus network, and (c) too many buses in the CBD.

Any modernisation of this network will, however, inevitably require some passengers who currently have a direct trip to make a connection. Similar tradeoffs will play out in other parts of the network.

- **Alignments of major infrastructure.** The locations of railway stations and busway stops can have large effects on local land values and development possibilities, arousing both support and opposition.

Above-ground infrastructure can also have a range of visual impacts.

It can be difficult to ensure the overall need for the project remains in focus as all of these conflicts are negotiated, segment by segment, station by station.

One of the few advantages of Sydney’s loss of initiative in public transport in recent years has been the fact that the city has now fallen so far behind that Sydneysiders can more easily see the direction most other cities are going.

This doesn’t mean we should follow them blindly, but it does mean that many cities have shown how to do it—not just technically, but politically as well.

This begins with leadership: key figures in government who *care* about public transport enough to really understand it, and who are willing to take some heat to build a system that really works.

Leadership must come not just from the party in government, but also from the opposition, other political parties, the media—which have an important role to play in presenting and explaining difficult issues, and not just running “quick and easy” stories about problems and stuff-ups—and other civic leaders.

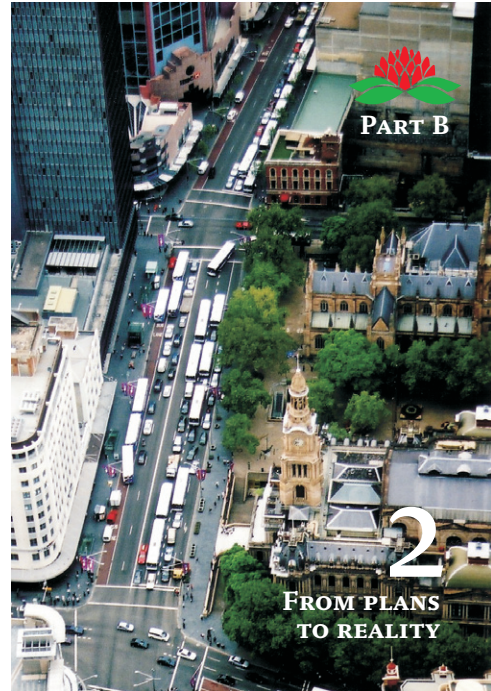
All have a role in helping the public *understand* the choices that serious public transport planning must address.

Any good long-term public transport plan must be based on **real consultation** and be “**transparent**”, clearly showing how and why its recommendations were reached, how they relate to the larger stated goals of the government and under what conditions (if any) a recommendation might change.

Another of the most crucial results of a good transport plan is long-term stability, so that private investment can take place in confidence that the network will be built as planned. **Transparency and broad consultation are both crucial in achieving this outcome.**



RECOMMENDATIONS



FROM PLANS TO REALITY

(CHAPTER 2 OF THE INQUIRY'S *FINAL REPORT*)



ESTABLISHMENT OF TRANSPORT FOR SYDNEY

RECOMMENDATION GOV 1:

The NSW government should legislate to establish a new public transport authority, **TRANSPORT FOR SYDNEY** (TfS), with the mandate, responsibility and powers to plan, create, improve, expand, manage and provide all public transport services, as a fully integrated public transport network, in the Sydney metropolitan area and on the rest of what is currently the CityRail network.

📖 **For more details**, see section 2.7.1 in Chapter 2 of the Inquiry's *Final Report* and **RECOMMENDATIONS GOV 2 TO GOV 7** below.

📖 **Background:** Sections 2.1, 2.3, 2.4 and 2.6 of the Inquiry's *Final Report* review the strengths and weaknesses of various public transport governance models in NSW, elsewhere in Australia and overseas, and draw on this experience in discussing the options for Sydney.



THE PUBLIC TRANSPORT NETWORK PLAN FOR SYDNEY

RECOMMENDATION GOV 2:

The legislation establishing **TRANSPORT FOR SYDNEY** should encompass the establishment and regular updating of a well-considered, integrated long-term **Public Transport Network Plan for Sydney**, with the timing of updates generally being tied to New South Wales' four-yearly fixed term electoral cycles.



Under this legislation,


- The *Public Transport Network Plan for Sydney* should set out, in a series of stages, TfS's plans for the development, funding and operation of public transport infrastructure and integrated public transport services over at least the next 30 years.
- The *Plan* should have to satisfy criteria specified in the legislation, including, in particular, consistency with and support for the *Metropolitan Strategy* or its future equivalent(s) and the dedication by the NSW government of adequate funding for implementation of TfS's plans.

(Other, more specific recommendations by the Inquiry concerning the content of the *Public Transport Network Plan* are set out in **RECOMMENDATIONS LT 1 TO LT 12** (see Chapter 3 of the Inquiry's *Final Report*), **RECOMMENDATIONS FARES 1 TO FARES 7** (Chapter 4), **RECOMMENDATIONS ST 1 TO ST 30** (Chapter 5) and **RECOMMENDATIONS FUNDING 1 TO FUNDING 7** (Chapter 6).)

- TfS should be required to prepare an initial draft *Plan* and release it for public comments, under the supervision of a new independent CUSTOMER ADVOCATE (see **RECOMMENDATION GOV 6**), as soon as practicable, and then finalise and obtain the NSW government's approval of this initial *Plan* as soon as practicable and in any event by no later than one year after the formation of TfS.
- Subsequently, a draft updated *Plan*, highlighting key choices that will need to be made in finalising the next version of the *Plan*, should have to be prepared by TfS and released for public comments, under the supervision of the CUSTOMER ADVOCATE (see **RECOMMENDATION GOV 6**), nine months before each State election.
- After the election the new or returned NSW government's policies and funding commitments, as announced prior to the election in response to the draft updated *Plan*, should be applied by TfS, along with comments from the public, in resolving the key choices and finalising the next version of the *Plan*, which should be finalised, approved by the government and adopted as soon as practicable and in any event by no later than one year after the election.
- TfS and the government should be required to satisfy specified minimum procedures and standards for these and other TfS consultations on public transport matters, including consultations on overall policies as well as specific projects, and these consultations should be supervised by the CUSTOMER ADVOCATE (see **RECOMMENDATION GOV 6**).
- Once it is approved by the new or re-elected NSW government, each new version of the *Plan* and its associated funding commitments by the NSW government—locked in for at least the next four years plus, in the case of all infrastructure projects commencing during the next four years, the full duration of these projects—should be entrenched in legislation, either automatically under the legislation originally establishing TfS and the *Plan* or under specific legislation, in order to protect both the *Plan* and its funding from short-term politically or bureaucratically motivated interference.



- TfS and the government should be entitled to review and amend the *Plan* outside this four-yearly cycle only in the event of a major unanticipated change of any of a limited range of types defined in the legislation, *not* including mere political or bureaucratic convenience, and then only after releasing a draft of the proposed revisions for public comments, under the supervision of the CUSTOMER ADVOCATE (see **RECOMMENDATION GOV 6**), and transparently taking these comments into account.
- TfS should be obliged, by the legislation, to implement the *Plan*.
- All future major land-use developments in Sydney—including all growth centres and other “greenfield” developments, the redevelopment of existing residential areas to higher densities and the creation and expansion of commercial centres, business parks, employment lands, education and health precincts and other major activity centres—should proceed only if:
 - ✘ TRANSPORT FOR SYDNEY certifies that the proposed developments are supported by, and support, the planned and actual provision of high-quality, effective public transport as set out in the *Public Transport Network Plan*, and
 - ✘ Both the Minister for Transport and the Minister for Planning approve the developments on this basis.

 **For details**, see sections 2.5 and 2.7.2 in Chapter 2 of the Inquiry’s *Final Report*.



TRANSPORT FOR SYDNEY’S RESPONSIBILITIES

RECOMMENDATION GOV 3:

TRANSPORT FOR SYDNEY should have the responsibility and powers to:

- Undertake both short-term and long-term public transport planning, in conjunction with Sydney’s metropolitan planning processes, and prepare and update the *Public Transport Network Plan for Sydney* as described in **RECOMMENDATION GOV 2**.
- Liaise closely with the Department of Planning, local government and other relevant agencies to ensure full integration of land-use planning and the planning of public transport and facilities for cyclists and pedestrians, in particular in the case of policies, proposals and decisions that might affect public transport, especially near stations and other major public transport nodes and along routes with frequent public transport services.
- Provide, improve and expand public transport services in accordance with the *Public Transport Network Plan for Sydney*.
- Deliver public transport infrastructure—including interchange facilities and cycling and pedestrian facilities that will encourage the use of public transport—in accordance with the *Public Transport Network Plan*, generally through contracts with the private sector and with TfS owning existing and new infrastructure where appropriate.



- Manage Sydney’s public transport systems and budget within frameworks established by the *Plan*, based on TfS’s control of all public transport farebox revenue and legislated commitments by the government to the long-term provision of funding.
- Determine public transport fare structures, set fares and implement integrated fares and integrated ticketing within the overall public transport budget framework specified in the *Public Transport Network Plan*, subject to any policy ceilings on total fare revenue established by the Independent Pricing and Regulatory Tribunal (IPART) prior to finalisation of the *Plan*.
- Specify routes, timetables and performance standards for all public transport services, to create and maintain an integrated and attractive public transport network.
- Contract for the provision of these services with individual public transport operators, from both the public and private sectors, on the basis of competitive tenders if TfS decides this would maximise both the quality and the value-for-money of the services.
- Assist efforts to organise community transport and “at call” feeder public transport services.
- Manage its contracts with public transport operators, including timely and systematic monitoring of and public reporting on the quality of their services.
- Where necessary, coordinate public transport for major events.
- Approve or veto proposals for road improvements or expansions on “radial” routes to Sydney’s “centres” and provide significant inputs on whether major “circumferential” road improvements should proceed (for details on the relevant criteria, see **RECOMMENDATION Gov 5**)
- Determine requirements for road-based public transport corridors and public transport priority measures on types of roads specified in the *Public Transport Network Plan for Sydney* (and see **RECOMMENDATION Gov 5**).
- Contract with the Roads and Traffic Authority (RTA) for specified types of improvements to nominated types of roads to assist public transport.
- Identify, acquire and preserve future corridors for public transport.
- Advise governments and the community on all aspects of transport policies, including parking policies.
- Develop constructive relationships with the Commonwealth and local governments, to coordinate planning and maximise the potential for funding and other support.
- Provide public information for the entire public transport network, including:
 - ✦ A network-wide “branding” system that emphasises the way all services work together and facilitates easy identification of the best services and routes for all public transport journeys

- ✘ Integrated “real time” and other information across all modes and operators
 - ✘ Fast, accurate and comprehensive reporting of the quality of all public transport services and of incidents and responses to incidents, and
 - ✘ Regular reporting to parliament and the community on TfS’s progress in delivering the *Public Transport Network Plan* (see **RECOMMENDATIONS GOV 4 AND GOV 6**)
- Market and promote public transport services, again always presenting public transport as a single interconnected system.
 - More specifically, promote public transport alternatives to proposals to expand or augment major roads.
 - Compile and publish comprehensive data on public transport and other modes, prepare forecasts of future transport demand and, in conjunction with local government, conduct surveys to gauge local opinion on specific transport improvements which might involve a local levy.



TRANSPORT FOR SYDNEY’S RELATIONSHIPS WITH THE NSW GOVERNMENT AND OTHER NSW AGENCIES

RECOMMENDATION GOV 4:

The legislation establishing TRANSPORT FOR SYDNEY and the *Public Transport Network Plan for Sydney* should define TfS’s relationships with the NSW government and other government agencies, based on the following principles:

- State parliament should remain the ultimate budgetary and accountability authority for public transport in Sydney, with these roles being built into the legislation for TfS’s formation, objectives, responsibilities, powers and reporting requirements (**RECOMMENDATIONS GOV 1 AND GOV 3 TO GOV 6**) and the legislated processes for and entrenchment of the *Public Transport Network Plan* and its associated funding commitments (**RECOMMENDATION GOV 2**).

Among other things, TfS should be required to submit an annual report on its performance directly to State parliament, without Ministerial intervention, together with any comments and/or verification by the new independent CUSTOMER ADVOCATE (see **RECOMMENDATION GOV 6**).

- The legislation should specify the powers and responsibilities of the NSW government and Minister for Transport for:
 - ✘ Selecting the members of the TRANSPORT FOR SYDNEY Board in accordance with the criteria in **RECOMMENDATION GOV 7**, other than the members nominated by the Commonwealth government and local governments.
 - ✘ Setting overall goals, targets and performance standards for TfS and the *Public Transport Network Plan*, consistent with relevant



wider objectives, criteria and processes set out in the TfS legislation and other laws and including, for example,

- More specific requirements concerning consistency with and support for the government's *Metropolitan Strategy* or its future equivalent(s)
 - Minimum acceptable public transport service standards
 - Minimum public transport service frequencies
 - Public transport patronage and mode share targets, progressing towards at least a doubling of patronage over the next 25–30 years (see **RECOMMENDATION LT 3**)
 - Minimum requirements for extending and maintaining the geographic accessibility (reach) of the public transport network
 - Minimum environmental standards and targets (including air quality and greenhouse gas emission targets)
 - Minimum access requirements and targets, including employment access requirements and disabled access requirements
 - Minimum standards for the integration of fares and the introduction of integrated ticketing
 - Minimum interchanging standards
 - Minimum public and passenger information standards
 - Minimum efficiency, continuous improvement, time, cost and budget management requirements and targets, and
 - Limits on overall fare revenues, reflecting any policy ceilings on total fare revenue established by the Independent Pricing and Regulatory Tribunal (IPART) prior to finalisation of the *Public Transport Network Plan*.
- ✘ Establishing essential additional funding sources for improved public transport, such as the sources discussed by the Inquiry in Part D (Chapter 6) of the Inquiry's *Final Report*.
 - ✘ Providing (and publicly announcing) detailed policy and funding commitment responses to each draft updated *Public Transport Network Plan* released by TfS nine months before each State election under the processes specified in **RECOMMENDATION GOV 2**.
 - ✘ Approving TfS's final post-election update of the *Public Transport Network Plan*, which under the processes specified in **RECOMMENDATION GOV 2** would have to be based on the new or returned government's policies and funding commitments, as announced prior to the election in response to the draft updated *Plan*.

- ✘ Monitoring TfS's progress in performing its statutory functions and meeting its statutory objectives and the overall goals, targets and performance standards set by the government.
- TRANSPORT FOR SYDNEY should have considerable autonomy in:
 - ✘ Preparing each draft of the *Public Transport Network Plan*
 - ✘ Implementing the *Public Transport Network Plan*, as approved by the government under the processes specified in **RECOMMENDATION GOV 2**, and
 - ✘ Otherwise performing its statutory functions and meeting its statutory objectives and the overall goals, targets and performance standards set by the government, including control of the public transport budget and management of day-to-day operations (see **RECOMMENDATION GOV 3**)
- As already specified in **RECOMMENDATION GOV 2**, all future major land-use developments in Sydney should proceed only if:
 - ✘ TRANSPORT FOR SYDNEY certifies that the proposed developments are supported by, and support, the planned and actual provision of high-quality, effective public transport as set out in the *Public Transport Network Plan*, and
 - ✘ Both the Minister for Transport and the Minister for Planning approve the developments on this basis.

 For details, see section 2.7.4 in Chapter 2 of the Inquiry's *Final Report*.



MAJOR ROAD DEVELOPMENTS

RECOMMENDATION GOV 5:

The legislation establishing TRANSPORT FOR SYDNEY and the *Public Transport Network Plan for Sydney* should require the Roads and Traffic Authority (RTA) to:

- Obtain TfS's concurrence before approving any expansions of or major improvements to "radial" roads to and from Sydney's "centres"
- Obtain TfS's inputs before approving any road expansions or major improvements on major "circumferential" routes nominated by TfS
- In both cases, where relevant and judged desirable by TfS, incorporate public transport priority measures and cycling and pedestrian access facilities as specified by TfS, so that:
 - ✘ Fast, efficient cross-regional public transport is actively assisted and definitely not disadvantaged, and
 - ✘ The expansions do not—as has frequently occurred in the past—simply encourage greater use of private vehicles for travel to and from the major centres and/or induce more private vehicle trips,



exacerbating the problem of congestion by concentrating more and more vehicles in and around the centres.

- Make submissions to TfS for all proposed expansions of and major improvements to “radial” roads, plus major “circumferential” routes nominated by TfS, at the time each draft initial or updated *Public Transport Network Plan* is being formulated.

These major road proposals should be subject to the same public consultation rigour as the *Public Transport Network Plan*, with TfS, the government and the public being advised of their effect, or otherwise, on the efficiency and attractiveness of public transport and future levels of congestion. They should also be assessed in terms of their relevance to the government’s current strategic planning policies.

Assessments of the effects of these major road projects should be made jointly by the Department of Planning and TfS, be made public and be available to the government and the RTA as an input into their decisions on major road projects.

 See also **RECOMMENDATIONS LT 4 AND LT 5** (page 18 below).



AN INDEPENDENT CUSTOMER ADVOCATE

RECOMMENDATION GOV 6:

The legislation establishing **TRANSPORT FOR SYDNEY** and the *Public Transport Network Plan for Sydney* should also establish a new statutory **CUSTOMER ADVOCATE**, which should be empowered to:

- Independently report, directly to parliament, on the extents to which TfS is meeting its objectives, delivering the projects and service improvements promised in the *Public Transport Network Plan for Sydney* and, more generally, meeting the expectations of customers for an integrated, efficient and attractive public transport network and continuously improving the system, and
- Provide independent verification of TfS’s consultation processes, particularly during the formulation of the *Public Transport Network Plan*, including the formation of questions in TfS customer surveys and the interpretation of data, but also during the formulation of concepts for individual projects and service changes, including timetable alterations.



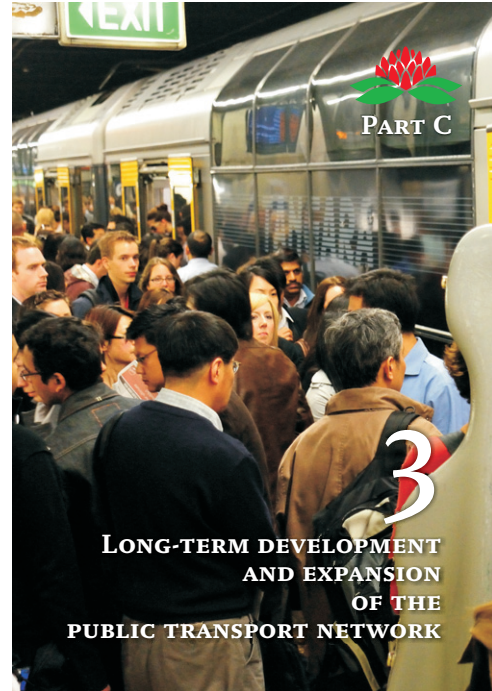
RECOMMENDATION GOV 7:

The legislation establishing TRANSPORT FOR SYDNEY should:

- Establish an independent Board to oversee all of TfS's activities, comprising:
 - ✦ Two members nominated by the NSW government, one of them the Board's Chairperson
 - ✦ One member nominated by the Commonwealth government, reflecting its role as a major source of public transport funding
 - ✦ One member nominated by local government, because local government also makes funding contributions and TfS would be directly involved in local planning, and
 - ✦ Four other persons chosen on the basis of their expertise by the NSW government, two with practical management expertise in the transport sector, one with expertise in business and marketing and one with experience in transport advocacy.
- Authorise the establishment and funding of a small TfS secretariat with sufficient resources to undertake TfS's tasks.

 **For details,** see section 2.7.7 in Chapter 2 of the Inquiry's *Final Report*.





LONG-TERM DEVELOPMENT AND EXPANSION OF THE PUBLIC TRANSPORT NETWORK

(CHAPTER 3 OF THE INQUIRY'S *FINAL REPORT*)



THE NEED FOR A LONG-TERM PLAN

RECOMMENDATION LT 1:

The development of public transport in Sydney should be governed by a well-considered, integrated long-term *Public Transport Network Plan for Sydney*, developed and updated as described in **RECOMMENDATION GOV 2**.



LAND-USE PLANNING, PRICING AND A RENEWED FOCUS ON SYDNEY'S 'CENTRES'

RECOMMENDATION LT 2:

Public transport planning should be integrated with the other two essential components of successful urban transport management, land-use planning and pricing (see **RECOMMENDATIONS GOV 2 TO GOV 4, FARES 1 TO FARES 7** and **FUNDING 1 TO FUNDING 7**), and both of these other two components should always actively support the attractiveness, viability and development of integrated public transport.



In particular, Sydney's updated *Metropolitan Strategy* and other land-use plans should restore strong emphases on:

- Public transport friendly “centres”-based development, and
- Transit-oriented development near stations and other major public transport nodes and along routes with frequent public transport services,

to at least the levels adopted in the 2005 *Metropolitan Strategy* and assumed in the “European” scenario examined by the Inquiry.

☞ **For details** on the NSW government's latest Sydney population and employment forecasts, see section 3.2 in Chapter 3 of the Inquiry's *Final Report*.

☞ For details on the Inquiry's population and employment growth scenarios, see sections 3.5.1 to 3.5.3 in Chapter 3 of the Inquiry's *Final Report*.

☞ For details on the transport demand implications of these forecasts and scenarios, see section 3.3 in Chapter 3 of the Inquiry's *Final Report* and *Thought Provoker #3* at the end of Chapter 3.

☞ For discussions of fares, see Chapter 4 of the Inquiry's *Final Report*.

☞ For discussions of funding options, see Chapter 6 of the Inquiry's *Final Report*.



PLANNING TARGETS FOR PUBLIC TRANSPORT, WALKING, CYCLING AND DEMAND MANAGEMENT

RECOMMENDATION LT3:

The *Public Transport Network Plan for Sydney* should adopt:

- Objectives and timeframes for increased mode shares for public transport, walking and cycling, and
- Travel demand management measures linked to specific timeframes

as part of its contribution to the development of a more liveable, efficient, sustainable and economically competitive city.

☞ Mode share and other “travel task” projections and targets by the NSW government and the Inquiry, including at least a doubling of Sydney's public transport patronage demand by 2036-2040, are set out in section 3.3.2 of Chapter 3 of the Inquiry's *Final Report*. *Table 3.7* in Chapter 3 sets out the Inquiry's own projections.





PUBLIC TRANSPORT AHEAD OF ROADS

RECOMMENDATION LT 4:

In view of the backlogs in the provision of public transport in Sydney, the projected growth of Sydney's population to 6 million by 2036-2040, the increase in the density of development in Sydney which this inevitably implies, the needs to enhance sustainability and manage transport congestion and the strong support of Sydneysiders for greater investments in public transport in preference to roads, **public transport should have priority over road spending for at least the next three decades.**

RECOMMENDATION LT 5:

Transport planning in Sydney should recognise that **investments in road widenings and new roads for the provision of access to the CBD and other dense centres in Sydney are destined to fail**, and that high-quality public transport solutions are essential for this transport task.

Any major new road investments in Sydney, beyond maintenance, should only be in the form of circumferential rather than radial connections, enabling travel between lower density areas, and the principles and procedures recommended in **RECOMMENDATIONS GOV 2 AND GOV 5** should apply.

☞ For details, see Theme 4 in *Nine Themes in an Inquiry* (page 3 above) and section 3.3.6 in Chapter 3 of the *Final Report*.

☞ For recommended processes to govern all major new road proposals, see **RECOMMENDATION GOV 5**.



APPLICATION OF THE INQUIRY'S RECOMMENDATIONS TO THE FIRST *PUBLIC TRANSPORT NETWORK PLAN FOR SYDNEY*

RECOMMENDATION LT6:

The initial draft long-term *Public Transport Network Plan for Sydney* prepared by TRANSPORT FOR SYDNEY under the processes described in **RECOMMENDATION GOV 2** should **adopt, develop and refine the Inquiry's proposals and priorities for major public transport projects over the next 30 years under the "European" scenario examined and preferred by the Inquiry** (Chapter 3 of the Inquiry's *Final Report*), recognising that these proposals and priorities reflect:

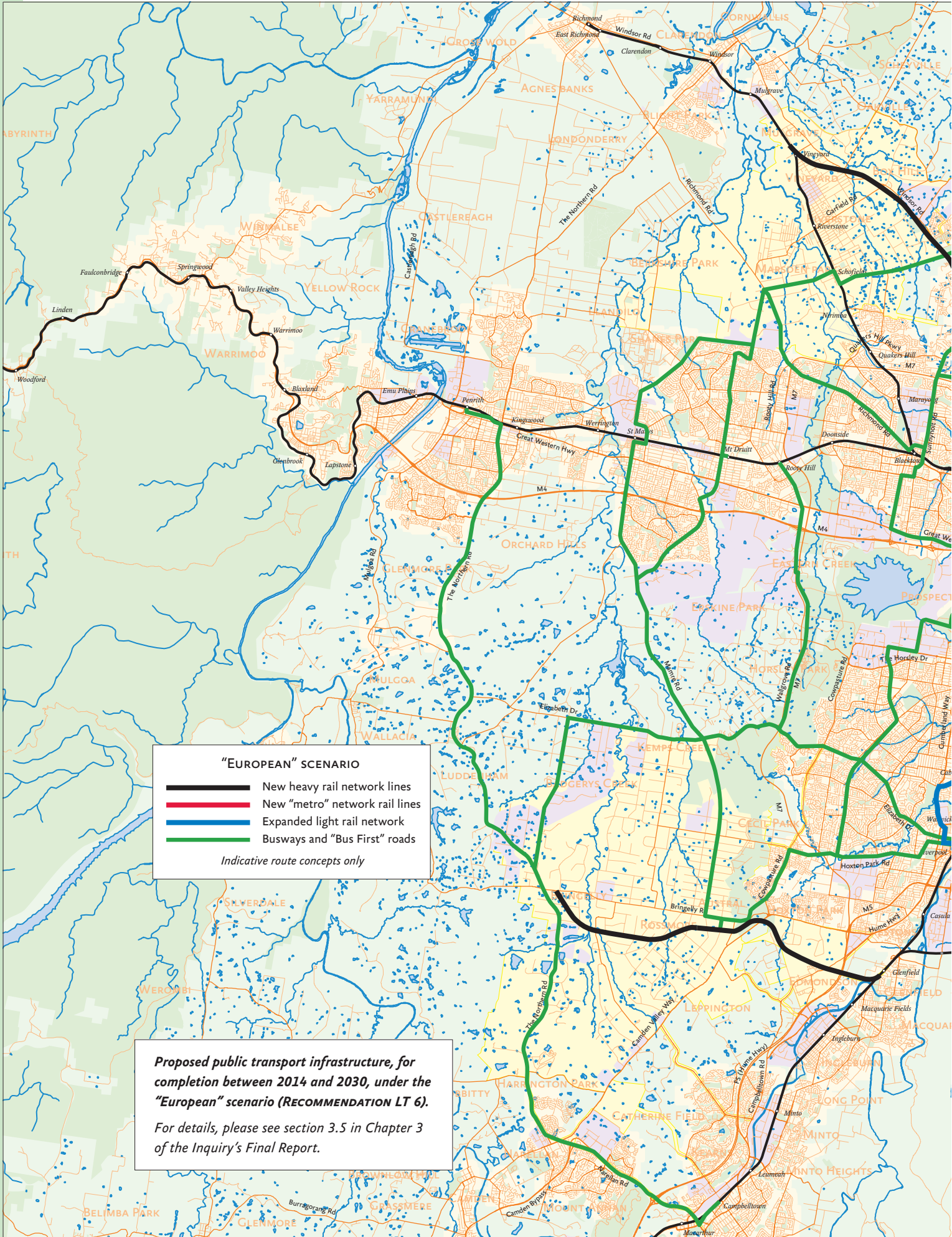
- An updated application of the land-use planning principles of the 2005 *Metropolitan Strategy* (see **RECOMMENDATIONS GOV 2 AND LT 2**)
- A comprehensive but realistic approach to essential longer-term public transport improvements, integrated with and supported by the Inquiry's recommendations on fares and short-term and continuous improvements (**RECOMMENDATIONS FARES 1 TO FARES 7** and **RECOMMENDATIONS ST 1 TO ST 30**), and



- The public’s willingness to pay for real public transport improvements (Chapters 1 and 6 of the Inquiry’s *Final Report*) and the funding principles, opportunities and constraints described in Chapter 6 and **RECOMMENDATIONS FUNDING 1 TO FUNDING 7**.

- ☞ For details on the “European” population, employment and land-use scenario developed by the Inquiry and the major public transport projects recommended by the Inquiry under this scenario, see sections 3.5 and 3.6 in Chapter 3 of the Inquiry’s *Final Report*. These projects are listed and indicatively costed and scheduled in *Table 3.12* and *Figure 3.35* in Chapter 3, and are mapped in *Figure 3.31*, which is reproduced overleaf.
- ☞ The reasons for the Inquiry’s identification of the “European” scenario as its preferred scenario are set out in section 3.7 in Chapter 3 of the Inquiry’s *Final Report*.
- ☞ Comparisons with the NSW government’s most recent proposals for major public transport projects over the next ten years, in the *Metropolitan Transport Plan, Connecting the City of Cities* released on 21 February 2010, are presented on pages 204-207 in Chapter 3 of the Inquiry’s *Final Report* and in *Thought Provoker #3* at the end of Chapter 3.
- ☞ Additional information on the complex and interwoven factors taken into account in developing the Inquiry’s heavy rail project recommendations are presented in *Thought Provokers #2 and #3* at the end of Chapter 3 of the Inquiry’s *Final Report* and in *Appendix 3* to that report.
- ☞ For an analysis of the reasons why a new cross-CBD, cross-Harbour heavy rail link is considered essential by the Inquiry (**RECOMMENDATIONS LT 10 AND LT 11**), see *Thought Provoker #3* at the end of Chapter 3 of the Inquiry’s *Final Report*.
- ☞ For additional information on an innovative and potentially cheaper concept submitted to the Inquiry for such a cross-CBD, cross-Harbour heavy rail link, using the Harbour Bridge, see *Thought Provoker #4* at the end of Chapter 3 of the Inquiry’s *Final Report*.
- ☞ The most immediate light rail projects within and near the CBD are discussed further in sections 5.3 and 5.4 of Chapter 5 of the Inquiry’s *Final Report* (**RECOMMENDATIONS ST 11 AND ST 12**).
- ☞ The most immediate busway and “Bus First” priorities in both inner Sydney and outer suburban areas are discussed further in sections 5.2 and 5.3 of Chapter 5 of the Inquiry’s *Final Report* (**RECOMMENDATIONS ST 7 TO ST 9**).





"EUROPEAN" SCENARIO

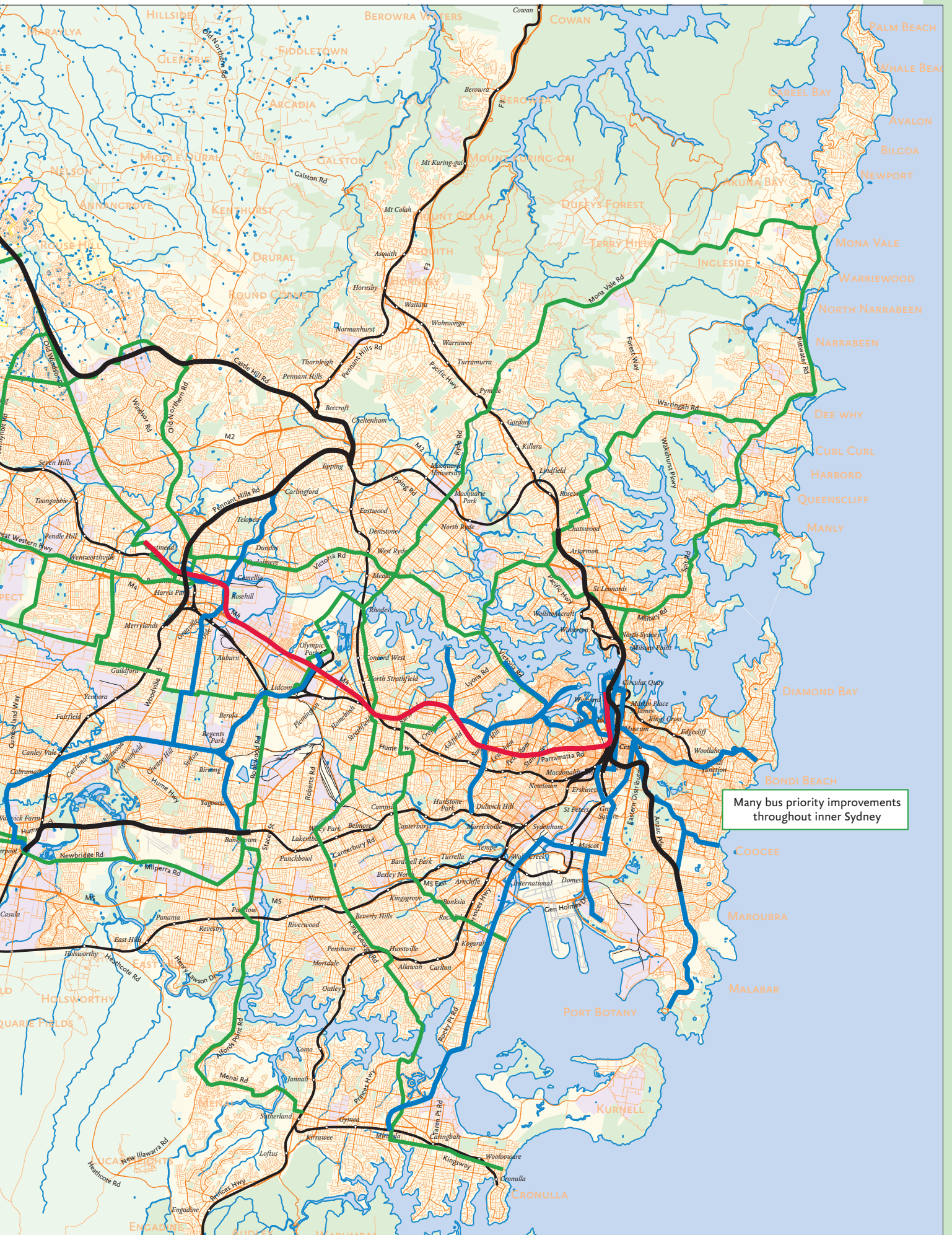
- New heavy rail network lines
- New "metro" network rail lines
- Expanded light rail network
- Busways and "Bus First" roads

Indicative route concepts only

Proposed public transport infrastructure, for completion between 2014 and 2030, under the "European" scenario (RECOMMENDATION LT 6).

For details, please see section 3.5 in Chapter 3 of the Inquiry's Final Report.





Many bus priority improvements throughout inner Sydney





THE HIGHEST PRIORITY LARGE-SCALE HEAVY RAIL PROJECTS

RECOMMENDATION LT 7:

Four major heavy rail projects are essential and should receive the highest priority in the immediate future:

- The North West Rail Link (see **RECOMMENDATION LT 8**)
- The South West Rail Link (see **RECOMMENDATION LT 9**)
- A new cross-CBD, cross-Harbour Rail Link (see **RECOMMENDATIONS LT 10 AND LT 11**), and
- A new Merrylands–Parramatta–Epping rail link (see **RECOMMENDATION LT 12**).



NORTH WEST RAIL LINK

RECOMMENDATION LT 8:

Construction of the North West Rail Link from Epping to Rouse Hill should be commenced and fully completed as soon as practicable. Alignment, operational and environmental studies should be finalised and all necessary approvals obtained to permit construction to start by no later than 2011-12.

 See section 3.5.7 in Chapter 3 of the Inquiry's *Final Report*.



SOUTH WEST RAIL LINK

RECOMMENDATION LT 9:

The design and construction of and operational planning for the South West Rail Link, initially from Glenfield to Leppington, should continue as a high priority, in conjunction with planning for the Leppington and Edmondson Park town centres.





ESSENTIAL AND URGENT: A NEW CROSS-CBD, CROSS-HARBOUR RAIL LINK

RECOMMENDATION LT 10:

Transport planning in Sydney should once again recognise:

- The critical importance of a new cross-CBD, cross-Harbour heavy rail link as a pre-requisite for increasing train frequencies and patronage capacity throughout Sydney's heavy rail network, and
- The inabilities of the "alternatives" adopted (and in the case of "metros" discarded) by the government in recent years to provide this essential additional patronage capacity

and should therefore take urgent action to ensure this link will be available by the time it is needed (on the Inquiry's analyses, by around 2022).

✎ The urgent need for a new cross-CBD, cross-Harbour rail line and the possible forms it could take are discussed at length in section 3.5.7 in Chapter 3 of the Inquiry's *Final Report* and *Thought Provokers #3 and #4* at the end of Chapter 3.

✎ The NSW government's latest (December 2009 and February 2010) concept for an alternative—a "City Relief Line" stub railway without any second Harbour crossing for at least the next 30 years—is analysed on pages 205-207 in Chapter 3 and in *Thought Provoker #3* at the end of Chapter 3.

RECOMMENDATION LT 11:

All the route, station and operational options for a new cross-CBD, cross-CBD heavy rail link should now be seriously, independently, fairly and transparently investigated as a matter of urgency, before the options are forever closed off or compromised by further *ad hoc* decision-making.

The route options to be investigated should include the two options originally developed and adopted by the NSW government—a "central CBD" (Pitt Street) alignment and a "western CBD" (Sussex and Kent Streets) alignment—and the alternative route utilising the Harbour Bridge proposed to this Inquiry (see *Thought Provoker #4*), plus all other viable heavy rail route alternatives.

The investigations should also take account of, and seek to protect, all viable potential routes for and interchanges with surface public transport, especially within the CBD (including light rail services), and future "metro" lines and/or lines for medium and long-distance high-speed rail services into and through the CBD in the longer term.

Opportunities for the new link to be shared with high-speed services should also be explored, along with all the other relevant considerations discussed by the Inquiry in its *Final Report*.



The investigations should be conducted in conjunction with the Commonwealth government (including Infrastructure Australia, as a potential contributor to the funding of this project), Sydney City Council and other stakeholders, and should incorporate genuine public consultations and real opportunities for significant and well informed public inputs.

The “City Relief Line” stub rail link proposed by the NSW government in its February 2010 *Metropolitan Transport Plan, Connecting the City of Cities* should not proceed until these investigations have been completed, and should then proceed, as an interim measure only, *only* if:

- The ultimately preferred option for the new cross-CBD, cross-Harbour heavy rail link is a “western CBD” (Sussex and Kent Street) route with connections to the “Main” tracks to and from Sydney’s west, rather than the Airport Line and southwest connections previously considered superior by the government and currently considered superior by the Inquiry, and
- The investigations conclude it is cost-effective and desirable to construct and operate the necessary major (but interim) underground turn-back and passenger interchange facilities at Wynyard.



A NEW MERRYLANDS-PARRAMATTA-EPPING RAIL LINK

RECOMMENDATION LT 12:

All the route, station and operational options for a new Merrylands-Parramatta-Epping heavy rail link should immediately be seriously, independently, fairly and transparently investigated, with particular emphasis on:

- Maximising employment access for residents of Sydney’s southwest
- Identifying the best alignment and station options within and near the Parramatta CBD, and
- Providing the best synergies and connections with existing and possible future surface public transport services (including light rail) and possible future underground “metros”, including the east-west “West Metro” identified as a longer-term priority by the Inquiry.

 See section 3.5.7 in Chapter 3 of the Inquiry’s *Final Report*.



FIXING THE FARES (CHAPTER 4 OF THE INQUIRY'S *FINAL REPORT*)



INTEGRATION OF ALL FARE LEVELS AND STRUCTURES

RECOMMENDATION FARES 1:

Integrated fare levels and structures for all public transport services in Sydney should be developed, reviewed and amended by **TRANSPORT FOR SYDNEY (RECOMMENDATION GOV 1)** in a public and transparent way through the initial development processes and subsequent four-yearly updating processes established for the *Public Transport Network Plan for Sydney* under **RECOMMENDATION GOV 2**, with inputs from and approvals by the NSW government and agencies such as IPART as recommended in **RECOMMENDATION GOV 4**.

- ☞ The problems with Sydney's existing public transport fare structures, including the *MyZone* fare structures introduced in April 2010, are analysed in section 4.1 of Chapter 4 of the Inquiry's *Final Report*, and the broader consequences of these problems are discussed in section 4.2.
- ☞ Objectives for a better fare structure are summarised in section 4.5 of Chapter 4, and the advantages and disadvantages of different types of zonal fares and other options are described in section 4.6.





IMMEDIATE PRIORITIES

RECOMMENDATION FARES 2:

The first priority in fixing Sydney's public transport fares and ticketing should be to develop and implement immediate improvements to Sydney's fare systems, using currently installed ticketing technologies, which will, as much as possible,

- Overcome the critical problem of interchange fare penalties
- Cover both multi-modal and multi-vehicle trips
- Apply the same fares structure and levels to all modes of public transport, including light rail and ferries, without surcharges for private sector stations or operations
- Remove the current *MyMulti* system's discrimination against western Sydney journeys by introducing additional rail zone combinations
- Introduce shorter term *MyMulti* tickets (e.g. two-hour and four-hour)
- Introduce cheaper daily and shorter term *MyMulti* tickets that do not force passengers to unnecessarily buy expensive tickets covering the entire rail network
- Genuinely simplify fare structures and practical day-to-day fare-paying experiences *from the passenger's perspective*, and
- Significantly reduce the data processing loads imposed on existing ticketing systems and any future smartcard ticketing systems.

☞ The improvements and remaining deficiencies of the *MyMulti* zonal fares and the distance-based *MyZone* fare structures for individual modes are summarised in section 4.1 of Chapter 4 of the Inquiry's *Final Report*.

RECOMMENDATION FARES 3:

The option of a single and potentially free public transport fare zone in the Sydney CBD should be examined as a way of immediately simplifying fare structures, eliminating CBD interchange fare penalties, eliminating other CBD fare anomalies and maximising the efficiency, convenience and attractiveness of CBD public transport systems for both users and operators.

☞ A "free public transport within the CBD" fare zone has been suggested by Sydney City Council.





ALL MODES, NO INTERCHANGE PENALTIES, SIMPLICITY

RECOMMENDATION FARES 4:

Any long-term, permanent integrated fare structure for Sydney should:

- As an essential prerequisite for efficient public transport network design, cover all modes of public transport in Sydney and imposes fares that do *not* depend on the mode(s) or number of connections required, and
- While acknowledging that a tradeoff between simplicity and fairness is unavoidable, emphasise simplicity, so that customers can readily calcu-



RAPID IMPLEMENTATION

RECOMMENDATION FARES 5:

Once a long-term fare policy has been established (**RECOMMENDATIONS FARES 1 AND FARES 4**), every effort should be made to identify aspects of this policy that can be implemented sooner rather than later. (For example, even measures that did nothing more than eliminate fare connection penalties within the STA bus system would unlock significant possibilities for network efficiencies, improved services, improved mobility and reduced CBD bus congestion.)



SMARTCARD TICKETING

RECOMMENDATION FARES 6:

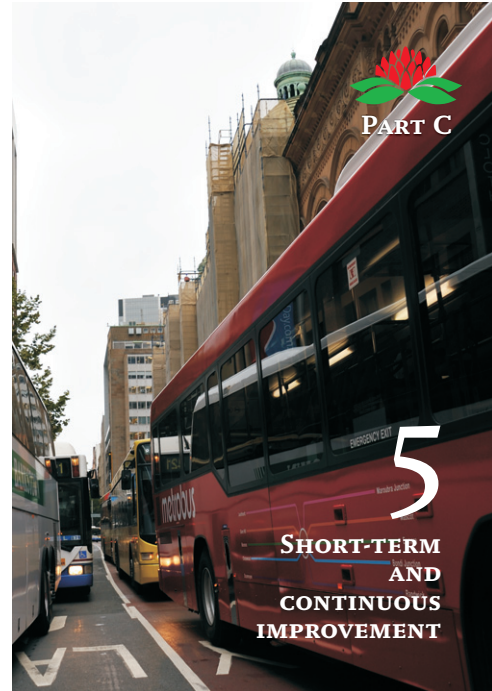
Any smartcard ticketing system should be based on the immediate-term fare principles described in **RECOMMENDATION FARES 2** (as relevant) and the permanent fare principles described in **RECOMMENDATION FARES 4**.

RECOMMENDATION FARES 7:

If it is not possible to have a high degree of confidence that a smartcard ticketing system will be *fully and successfully* operational within three to five years, consideration should be given to the option of delaying smartcards for a decade or more and instead proceeding, in the interim, with the next generation of magnetic stripe ticketing technologies.

🗨️ “Smartcard” ticketing cannot, by itself, overcome the core deficiencies in Sydney’s current fare structures, including their increasingly severe fare penalties on interchanges, and may well, once again, be defeated by the complexities of the existing structures (see section 4.4 in Chapter 4 of the Inquiry’s *Final Report*).





SHORT-TERM AND CONTINUOUS IMPROVEMENT

(CHAPTER 5 OF THE INQUIRY'S *FINAL REPORT*)



PLANNING FOR SHORT-TERM AND CONTINUOUS GAINS

RECOMMENDATION ST 1:

In addition to addressing longer term issues, the *Public Transport Network Plan for Sydney* (**RECOMMENDATION GOV 2**) should set out plans and processes for short-term and continuous improvements to Sydney's public transport services, including improvements to the utilisation, usefulness, reach and attractiveness of existing public transport infrastructure and resources.

 See the introduction to Chapter 5 of the Inquiry's *Final Report*.



MORE AND BETTER RAIL SERVICES

RECOMMENDATION ST 2:

Peak period rail service frequencies should be improved as soon as possible, with minimum service frequencies of 20 trains per track per hour, where feasible, in the core of the rail system (from Parramatta, Chatswood, Hurstville, the Airport and Bondi Junction into and through the CBD), utilising measures to reduce station "dwell" times and other measures discussed in the Inquiry's *Final Report*.

 For details, see section 5.1.1 in Chapter 5 of the Inquiry's *Final Report*.



RECOMMENDATION ST 3:

In order to better exploit the latent capacity of the existing rail network and realise the potential improvements in peak period train frequencies, **20 additional eight-car trains**, over and above the number the government currently has on order, should be purchased immediately.

 For details, see section 5.1.1 in Chapter 5 of the Inquiry's *Final Report*.

RECOMMENDATION ST 4:

The following **improvements in off-peak rail frequencies** should be introduced as soon as possible :

- Weekend daytime frequencies should match weekday mid-day frequencies
- There should be:
 - ✦ At least eight trains per hour each way on the Eastern Suburbs and Airport segments and at least ten trains per hour each way on the Chatswood-CBD and Parramatta-CBD segments, all with reasonably even headways
 - ✦ At least four trains per hour (i.e. a train roughly every 15 minutes) each way for most other suburban stations within 25 km of Central (including almost all of the area built before World War 2, which generally has a much higher average density than areas built later)
 - ✦ Eight trains per hour each way stopping at Newtown, a significant all-day, every-day activity centre and by far the busiest station currently served only by Inner West line trains, and
 - ✦ All-day services on the Cumberland line direct from Glenfield/Liverpool to Parramatta, Blacktown and Riverstone, with at least two trains each way per hour.
- There should be no daytime track closures for track inspections. Modern technologies should be used to carry out all track inspections safely at night.

 For details, see section 5.1.2 in Chapter 5 of the Inquiry's *Final Report*.

RECOMMENDATION ST 5:

Rail journey times should be restored to those prevailing before 2005 within one to two years at most, and further continuous improvements should be identified in the *Public Transport Network Plan for Sydney* and implemented in the following years.

 For details, see section 5.1.3 in Chapter 5 of the Inquiry's *Final Report*.





RECOMMENDATION ST 6:

Cost increases should be ameliorated by restoring the practice of **using four-car trains instead of eight-car trains on weekends and maybe at night.**

📖 For details, see section 5.1.4 in Chapter 5 of the Inquiry's *Final Report*.

BETTER BUS SERVICES

RECOMMENDATION ST 7:

Sydney's current **inner city bus network**, focussed overwhelmingly on radial services to and from the CBD, should be reviewed and developed into a *connective* network with much more frequent (and orbital as well as radial) services.

📖 For details and an illustrative initial concept for such a connective bus network, see sections 5.2.2, section 5.2.3 and especially section 5.2.4 in Chapter 5 of the Inquiry's *Final Report*.

RECOMMENDATION ST 8:

Significant improvements should be made to bus service frequencies in **outer Sydney suburbs**, especially on key corridors able to support high-frequency services, and the times of the day during which bus services are provided in outer suburban areas.

To assist this, there should be an immediate end to any NSW Treasury or other government policies prohibiting increases in bus service kilometres in existing urban areas.

📖 For details, see sections 5.2.2 and 5.2.5 in Chapter 5 of the Inquiry's *Final Report*.

RECOMMENDATION ST 9:

Sydney's "strategic bus corridor" concept should be replaced by a network which presents customers with **a clear hierarchy of the service types actually provided**, each of which is clearly useful for particular kinds of trips and appropriate for particular settings and all of which work together via connections.

For each of these service types there should be:

- A definition in terms of its minimum levels of service frequency and "span" (times of the day during which it operates).
- A definition in terms of its stopping pattern (close, wide) and thus its speed.
- A guideline on the types of land-use situations, distances and road types that typically warrant this particular type of service.
- Clarification of whether the type of service is intended for high patronage or to serve a "social inclusion" need. (Services should be judged on the



purpose they are designed to meet. The key performance indicators for a service that is not trying to maximise patronage should not emphasise patronage.)

☞ For details, including a suggested hierarchy, see sections 5.2.6 and 5.2.7 in Chapter 5 of the Inquiry's *Final Report*.

RECOMMENDATION ST 10:

Priority should be given to developing a "**FREQUENT NETWORK**" of bus services which run frequently all day, in the evenings and on weekends. This *FREQUENT NETWORK* should comprise two types of service, deployed as discussed in the Inquiry's *Final Report*:

- "**FREQUENT RAPID**" services, running every 10 minutes or better all day and serving relatively widely spaced stops (every 500–1,000 m) in order to achieve high average speeds, and
- "**FREQUENT LOCAL**" services, running every 12 minutes or better all day but stopping more frequently, generally every 200–400 m, to provide continuous local coverage.

Particular attention should be paid to maximising the extent to which the *FREQUENT NETWORK* routes connect with each other to serve useful trips in many directions, instead of all converging on single destinations such as the CBD.

☞ For details, see section 5.2.8 in Chapter 5.



BUS AND LIGHT RAIL INITIATIVES IN THE SYDNEY CBD

RECOMMENDATION ST 11:

In addition to the Sussex Street/Hickson Road light rail extension from Hay Street to Barangaroo and Circular Quay announced in the NSW government's February 2010 *Metropolitan Transport Plan*, there should be a **light rail extension from Hay Street to Circular Quay via George Street**, connecting with the Barangaroo–Circular Quay extension at Circular Quay.

The George Street extension should be accompanied by a rationalisation of bus services and private vehicle access in the CBD, to enhance the efficiency, amenity and liveability of the city centre and provide capacity for further, longer term light rail extensions to the inner suburbs.

This project should proceed as an immediate priority.

☞ For details, see section 5.3 in Chapter 5 of the Inquiry's *Final Report*.





OTHER SHORT-TERM LIGHT RAIL INITIATIVES

RECOMMENDATION ST 12:

The existing light rail system from Central to Lilyfield should immediately be **extended to Dulwich Hill** utilising the unused freight rail line, in conjunction with the provision of a regional cycleway and “greenway” habitat regeneration.

☞ See section 5.4 in Chapter 5 of the Inquiry’s *Final Report*. (This light rail line also forms part of the inner Sydney connective network concept presented in section 5.2.4.)



FERRIES

RECOMMENDATION ST 13:

Ferry services should be **fully integrated with the rest of the public transport network**. In particular, the market for ferry services should be extended through reliable, well marketed bus connections.

☞ For details, see section 5.5.1 in Chapter 5 of the Inquiry’s *Final Report*.

RECOMMENDATION ST 14:

An aggressive “**frequent ferry**” **strategy** should be developed and implemented, focussing on short, competitive routes that can be run very frequently and can thus encourage spontaneous use. Most of these opportunities will be close around the CBD.

☞ For details, see section 5.5.2 in Chapter 5 of the Inquiry’s *Final Report*.

RECOMMENDATION ST 15:

Inner Harbour ferries should operate like “buses on the water”. They should be designed for a low unit operating cost and fast turnarounds, so that they can be run frequently and intensively.

☞ For details, see section 5.5.3 in Chapter 5 of the Inquiry’s *Final Report*.

RECOMMENDATION ST 16:

Longer ferry services should have more of a peak and/or commuter focus, should retain or increase their current service frequencies and should again be closely integrated with bus services. New longer distance services should also be investigated and developed where feasible.

☞ For details, see section 5.5.4 in Chapter 5 of the Inquiry’s *Final Report*.





DEMAND-RESPONSIVE TRANSPORT SERVICES

RECOMMENDATION ST 17:

TRANSPORT FOR SYDNEY should work with potential customers for demand-responsive transport (DRT) services, and with existing and potential new operators, to undertake pilot DRT services.

 See section 5.6 in Chapter 5 of the Inquiry's *Final Report*.



INTERCHANGES

RECOMMENDATION ST 18:


One of the key goals of TRANSPORT FOR SYDNEY should be to achieve better integration between all modes of public transport and between public transport modes and other modes, especially walking, cycling, taxis, demand-responsive transport and private vehicle used for “park and ride” and “kiss and ride” access to public transport facilities.

There should be a strong emphasis on removing barriers to interchanging and ensuring that passengers are provided with consistent levels of service as they interchange.

 See section 5.7 in Chapter 5 of the Inquiry's *Final Report*.

RECOMMENDATION ST 19:

For ease of comparison by customers, every interchange location should be categorised in a way that reflects the type of role it plays in the transport network. (Possible categories are suggested in the Inquiry's *Final Report*.)

 See the suggestions in section 5.7.2 in Chapter 5 of the Inquiry's *Final Report*.

RECOMMENDATION ST 20:

TRANSPORT FOR SYDNEY should:

- Develop minimum design and operational standards and ‘best practice’ guidelines for each interchange category, to guarantee passengers a consistent experience
- Develop packages for improving particular aspects of interchanging, such as “real time” information across the network, and
- Audit and review interchanges against its standards and co-ordinate work programs to develop the interchanges so full compliance is achieved.

 See section 5.7.2 in Chapter 5 of the Inquiry's *Final Report*.



RECOMMENDATION ST 21:

TRANSPORT FOR SYDNEY should monitor and plan for future interchange needs, liaise with the developers of projects potentially affecting interchanges and ensure conflicts between interchanges and other uses are minimised.

 For details, see section 5.7.3 in Chapter 5 of the Inquiry's *Final Report*.

RECOMMENDATION ST 22:

Additional “park and ride” facilities should be concentrated:

- Where high-quality roads (including motorways) pass close to stations which have low-cost land suitable for the development of these facilities, and
- High-quality bus and light rail stops, again where there is good access and suitable low-value land is available.

All stations and other major public transport stops should be designed to facilitate “kiss and ride”, so people can be dropped off or picked up safely and easily.

 For details, see section 5.7.4 in Chapter 5 of the Inquiry's *Final Report*.



INFORMATION SERVICES

RECOMMENDATION ST 23:

Public transport information services should always be customer-orientated and always be multi-modal, covering whole journeys and not just individual trip components or individual modes.

They should provide people with simple, easy-to-access information which is based on their whole journey and delivered in “real time” as much as possible.

 For details, see section 5.8.1 in Chapter 5 of the Inquiry's *Final Report*.

RECOMMENDATION ST 24:

TRANSPORT FOR SYDNEY should maintain a centralised database of routes, schedules, fares, ticketing options and interchange facilities for all public transport services in Sydney, accessible by all public transport operators.

This information should be made available in standardised formats to *Google Transit* and other third-party information providers.

 For details, see section 5.8.2 in Chapter 5 of the Inquiry's *Final Report*.

RECOMMENDATION ST 25:

TRANSPORT FOR SYDNEY should produce maps of:

- The entire Sydney public transport network, including “regional structure” maps catering especially for longer-distance travellers and showing not just the rail system but all the services useful for long-distance travel between major centres
- The “*FREQUENT NETWORK*” (see **RECOMMENDATION ST 10**), and
- All public transport services in smaller areas, with the highlighting of *FREQUENT NETWORK* services (**RECOMMENDATION ST 10**) and “major” and “strategic” interchanges (**RECOMMENDATION ST 19**).

These maps should be widely displayed at public transport stops and interchanges and on vehicles, and should be made available free of charge, both in print form and on-line (in both interactive and downloadable formats).

 For details, see section 5.8.3 in Chapter 5 of the Inquiry’s *Final Report*.

RECOMMENDATION ST 26:

TRANSPORT FOR SYDNEY should make a major investment in outreaching to employers, to ensure they have the means to encourage good transport decisions by their staff.

 For details, see section 5.8.4 in Chapter 5 of the Inquiry’s *Final Report*.

RECOMMENDATION ST 27:

TRANSPORT FOR SYDNEY should:

- Develop a consistent “look” for all public transport signage in Sydney, to convey and reinforce the message that all public transport services are part of one integrated network.
- Work with appropriate disability and stakeholder groups to produce guidelines on how information is displayed and presented (e.g. the minimum size of text and the use of colours and symbols).

 For details, see section 5.8.5 in Chapter 5 of the Inquiry’s *Final Report*.





CYCLING

RECOMMENDATION ST 28:

TRANSPORT FOR SYDNEY should have primary responsibility for co-ordinating cycling programs across all of Sydney, with councils continuing to have a lead role in developing their own infrastructure. TRANSPORT FOR SYDNEY should:

- Coordinate the production and enforcement of cycling-related design codes, standards and guidelines
- Develop a “strategic” bicycle network
- Implement a city-wide bicycle hire scheme, and
- Coordinate and integrate cycle parking at stations and interchanges, in conjunction with all Sydney councils and public transport operators.

 For details, see section 5.9 in Chapter 5 of the Inquiry’s *Final Report*.



PEDESTRIANS

RECOMMENDATION ST 29:

Additional and longer “green times” should be provided for pedestrians at signalised intersections and other signalised pedestrian crossings, not just within the CBD but throughout Sydney.

RECOMMENDATION ST 30:

Pedestrian countdown timers should be installed at signalised intersections and other signalised crossings to increase pedestrians’ tolerance of waiting and thereby reduce jay-walking.

 For details, see section 5.10 in Chapter 5 of the Inquiry’s *Final Report*.





FUNDING CERTAINTY

(CHAPTER 6 OF THE INQUIRY'S *FINAL REPORT*)



THE NEED FOR FULL AND DEDICATED FUNDING

RECOMMENDATION FUNDING 1:

Any long-term public transport plan for Sydney, such as the *Public Transport Network Plan for Sydney* recommended by the Inquiry (**RECOMMENDATION GOV 2**), should be fully funded to ensure projects are delivered on time and in accordance with the plan.

Additional funds therefore need to be raised to cover all additional costs of the *Plan*.

To ensure these funds are directed to the purposes for which they are raised and not reallocated to other government activities, a clear governance and accountability mechanism is required (see **RECOMMENDATIONS GOV 1 TO GOV 4**).

- ☞ Section 6.1 in Chapter 6 of the Inquiry's *Final Report* discusses the need for the third critical component of the “iron triangle”, certainty of funding.
- ☞ Section 6.2 in Chapter 6 summarises the funding tasks addressed by the Inquiry, covering capital, operational and financing costs under three scenarios developed by the Inquiry, including the preferred “European” scenario (section 3.5 in Chapter 3 and **RECOMMENDATION LT 6**).





GENERAL PRINCIPLES

RECOMMENDATION FUNDING 2:

The funding plan should be based on the principles of “good taxation” and sound infrastructure funding.

☞ Section 6.3 in Chapter 6 of the Inquiry’s *Final Report* sets out the basic principles recommended by the Inquiry.



A BROAD RANGE OF REVENUE SOURCES

RECOMMENDATION FUNDING 3:

Because both public and private transport users are likely to enjoy the benefits of improved public transport services, through reduced congestion, reduced energy costs, reduced emissions and improved air quality, a *broad* range of funding sources should be used, to obtain contributions from this wide range of beneficiaries.

☞ Sections 6.4, 6.5 and 6.9 in Chapter 6 of the Inquiry’s *Final Report* detail a particular example of a viable combination of funding sources, tailored to satisfying the funding task identified in section 6.2 in a way consistent with the public’s willingness to pay (section 1.4 in Chapter 1, section 6.6 in Chapter 6 and **RECOMMENDATION FUNDING 4**).



MATCHING FUNDING WITH WILLINGNESS TO PAY

RECOMMENDATION FUNDING 4:

The funding mechanisms for the *Public Transport Network Plan for Sydney* (**RECOMMENDATION GOV 2**) should ensure that:

- Any charges and levies are **in line with the community’s willingness to pay** for the planned public transport improvements, and
- The funds are **dedicated** to implementation of the *Plan*.

☞ Section 6.6 in Chapter 6 of the Inquiry’s *Final Report* presents detailed comparisons between the example of a viable combination of funding sources developed in sections 6.4, 6.5 and 6.9 and the Inquiry’s market research data on the public’s willingness to pay for real public transport improvements (section 1.4 in Chapter 1), to demonstrate that this recommendation *can* be realised.





PPPs AND OTHER FUNDING INSTRUMENTS

RECOMMENDATION FUNDING 5:

The choice of funding instruments should ultimately be a decision for the NSW government.

It should be clearly understood that Public Private Partnerships (PPPs) do not provide a “magic bullet”. Nonetheless, PPPs could be incorporated, where suitable, *within* an “iron triangle” approach based on an effective long-term public transport plan, an effective public transport governance framework and an effective public transport funding plan.

 See section 6.7 in Chapter 6 of the Inquiry’s *Final Report*.



IMPACT ON THE STATE’S CREDIT RATING

RECOMMENDATION FUNDING 6:

The government should not be timid about increasing public sector debt as part of the public transport funding plan. The additional funding requirements and sources should not lead to an increase in debt levels sufficient to trigger a review of the State’s AAA credit rating.

 See section 6.8 in Chapter 6 of the Inquiry’s *Final Report*.



MANAGING THE CONSTRUCTION AND TRANSPORT INDUSTRIES’ CAPACITIES TO DELIVER

RECOMMENDATION FUNDING 7:

The long-term *Public Transport Network Plan for Sydney* (**RECOMMENDATION GOV 2**) should contain a clear timeline of projects designed both to minimise capacity constraints in the construction industry and to manage debt-servicing costs, so that projects can be delivered on time and within their budgets.

 See section 6.10 in Chapter 6 of the Inquiry’s *Final Report*.



