Submission in response to

PUBLIC TRANSPORT FOR PERTH IN 2031

Draft for Consultation

OCTOBER 2011

Western Australian Local Government Association
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EXECUTIVE SUMMARY

Local Governments in Western Australia have recognised the need and called for the development of long term strategic transport plans for the Perth region. The draft Public Transport Plan for Perth, 2031 (PTP) is an important component in the suite of integrated plans required, and the WA Local Government Association (WALGA) commends the State Government for initiating and releasing this work and the Department of Transport and independent panel for the draft plan.

While Local Governments do not generally have direct responsibility for public transport service provision in Western Australia, their activities in integrated land-use planning, infrastructure provision (including roads, paths, cycle ways and end of trip facilities) and policy making (particularly parking) have a major influence on the efficiency of moving people and goods around and across the city.

WALGA convened a policy forum, comprising elected members from Councils across the Perth – Peel region supported by industry experts to review the PTP from a holistic perspective and highlight issues and opportunities across Local Governments and the public transport network. Individual Local Governments and where appropriate Regional Councils have been encouraged to provide submissions highlighting issues in the context of each jurisdiction. If underpinned by a realistic future vision of Perth and strongly supported by Federal, State and Local Governments along with private sector investors and developers, the Public Transport Plan will be influential in driving the strategic and sustainable urban development and ensuring an efficient and liveable city is enjoyed by future generations.

The major themes addressed in this submission are identified below.

Governance

It is recommended that, while recognising the responsibility of the State Government for provision of public transport services, an appropriate governance arrangement be established to deliver key regional components of the plan, with an integrating and co-ordinating group responsible for network – wide outcomes. This approach recognises that the target outcomes, measured in terms of accessibility and liveability, have much broader requirements than the public transport network and services alone.

Long Term Strategic Focus

While acknowledging the growth of the city to a population of 3.5 million, the focus of the PTP is on the twenty years to 2031. Because of the high cost and lost efficiency in retrofitting public transit corridors in established areas, and the opportunity to drive urban form through public transport infrastructure, the Public Transport Plan should include identification and preservation of transit corridors to and through “green fields” and “brown fields” developments in accordance with an overarching plan for the network development.

The Public Transport Plan should be a dynamic document that is regularly reviewed against population, employment and travel data and projections to ensure optimal service provision to Perth's rapidly growing population. The first of these reviews should be in the context of the Directions 2031 Sub-Regional Strategies, Moving People Plan, Bicycle Plan and Metropolitan Freight Plan; all of which are currently under development.

Targets

The PTP should establish targets for public transport utilisation that are consistent with realistic population and employment growth targets for Perth and transformation in the way people choose to move about the city. Delivery of these targets will assist in sequencing development of the network and funding decisions.

Network Connectedness

The PTP highlights the current importance of the central city and Northbridge areas as employment areas. However, Directions 2031 identifies the need to develop diverse employment opportunities outside of these areas in order to allow the city to grow. While the potential centres have been identified and some such as the Perth Airport precinct are rapidly expanding, the provision of high speed, efficient public transport services to these locations from across the metropolitan area is not a central feature of the PTP. Local Governments believe that transforming the way people move around Perth, rather than to and through the central districts, is critical to the development of an effective public transport network.

Urban Development

Local Governments strongly support the investment in public transport to drive urban form outcomes including appropriate residential density, employment and use of active transport. This can occur though planning around new public transport routes and investment in existing infrastructure at transport nodes that it not attractive for use.

Local Government Engagement

The construction, management and maintenance of public transport infrastructure is, and should remain the responsibility of the State Government. However, Local Governments believe that it is critical that communities, through their Local Governments are actively engaged in planning and designing this infrastructure because of its importance in the development of place.

Local Governments recognise and acknowledge the release of this draft PTP as a significant first step in the transformation of the way in which people move about the city. However, Local Governments firmly believe that an on-going and inclusive process with all stakeholders, particularly Local Governments, other State Government agencies and private sector property owners / developers and the Federal Government is critical to achieving transformational change in the way the city develops and meets the transport needs of its people.

Recommendations

1. That a highly inclusive governance framework be developed as part of the planning process for the public transport network, building on existing governance structures addressing the development of key activity centres in the Perth metropolitan area.

2. That public transport corridors be identified and protected, particularly in redeveloping inner metropolitan urban growth corridors and newly developing outer metropolitan urban growth corridors in line with Local Government District Planning Strategies.

3. The Department of Transport undertake analysis of the capacity of proposed routes beyond 2031.

4. The PTP should identify and specifically seek to service future employment centres identified in the Industrial Lands Strategy, as well as the Activity Centres identified in Directions 2031, with priority planning to occur in the short term in and around the Specialised Centre of Perth Airport and adjoining industrial areas because of its significance to the State.

5. Ensure that required corridors for rail links to the airport and beyond are identified in the short term in and included in the PTP.

6. Further consultation with Local Government is required during the preparation phase and following public release of the “Moving People” and “Moving Freight” plans.

7. In evaluating the costs and benefits of the public transport network the impacts on economic development including labour productivity should be explicitly considered.

8. That the significant, acknowledged under-estimates in population growth included in Directions 2031, particularly in the South East corridor of Perth, are corrected and the transport demands remodelled prior to completion of the final report.

9. That the impacts on the public transport network plan, particularly timing of delivery of components of the plan, if higher that forecast population growth occurs, be modelled and included in the final report.

10. Define a target for growth in the use of public transport over the next twenty years that is at least the annual growth rate in use observed over the past ten years

11. In the context of addressing realistic targets for congestion, pollution and fossil fuel reliance, develop targets for the proportion of all passenger trips using public transport and ensure that the proposed services have sufficient capacity in design to meet these targets.

12. Establish travel time targets for public transport journeys to and between activity centres across the Perth metropolitan area.

13. Establish targets for the accessibility of jobs within a reasonable travel time using public transport.

14. Ensure that proposed expenditure on public transport infrastructure is consistent with that required to achieve the proposed objectives.

15. That the cost of alternative strategies of meeting the personal transport requirements of the city be considered when evaluating public transport investments.

16. Use Public Transport to drive urban form outcome investments including density, local employment, use of active transport, private sector investment, decentralisation of services, equitable access to opportunities and services taking into account future demographic changes.

17. Establish strong connectivity between all centres to strengthen activity and employment centres.

18. The PTP should be linked to State Government planning policy and Local Government structure plans and planning schemes to produce an integrated transport plan.

19. The formation of partnerships between State and Local Government to detail a clear plan for connections between centres, being as important in network connectivity as the centres themselves, to achieve equity of access and mobility to all parts of greater metropolitan Perth.

20. Infrastructure investment should be centred around TODs, activity centres and areas of growth and density, and where high employment potential can be achieved.

21. Facilitate intermodal movement from active transport to public transport including cycles on trains, luggage, security and walkability issues at stations.

22. That light rail gauge chosen is compatible with the existing heavy rail network.

23. Produce a network of higher quality nodes to support increases in population and encourage public transport utilisation.

24. That a holistic approach to the planning and delivery of public transport transit corridors be developed in conjunction with Local Governments and other key stakeholders, which considers all of the land-use, place-making and amenity issues and does not focus on public transport outcomes in isolation.

25. That the PTP identify the need for and benefits of detailed implementation plans on on-going reporting to the community on the development, utilisation and benefits achieved from investment in the public transport network.

26. That a holistic approach to the planning and delivery of public transport transit corridors be developed in conjunction with Local Governments and other key stakeholders, which considers all of the land-use, place-making and amenity issues and does not focus on public transport outcomes in isolation.

27. That the PTP identify the need for and benefits of detailed implementation plans on on-going reporting to the community on the development, utilisation and benefits achieved from investment in the public transport network.

28. Where bus rapid transport is the proposed mode it should be designed and implemented in such a way that it achieves at least the same efficiency and priority performance as light rail services, including rapid entry and exit at high patronage stops and independence from other road users.

29. The Public Transport Plan to include design consideration for the conversion from bus rapid transit to light or heavy rail where it is anticipated that the demands will require this as the city grows toward a population of 3.5 million.

30. That Local Governments and local communities be strongly engaged in the detail of routing Rapid Bus Transit is particularly important at a local level, because of its influence on place-making.
31. The achievement of a comprehensive set of cross network targets should determine project timing and funding.

32. Local and State Government work together to examine the use of betterment opportunities and developer incentives to contribute to the cost of public transport infrastructure and services.

33. The PTP should examine the national and international evidence base and consider a wider range of strategies in relation to fare recovery including, but not limited to, differential timing charges.

34. Comprehensively investigate the use of parking charges could be used as a contribution to public transport capital and operational funding.

35. Planned infrastructure should consider immediate parking issues and potential areas of transfer.

36. State Government engages with the private sector in securing funding.

37. The State compare the benefit cost analysis of initially introducing bus rapid transit in new developments and delaying the introduction of light rail or heavy rail, with the provision of light or heavy rail early in the development process.

Contents

1. Introduction

The Western Australian Local Government Association (WALGA) is the united voice of Local Government in Western Australia. The Association is an independent, membership-based group representing and supporting the work and interests of all 139 Local Governments in Western Australia.

The Association provides an essential voice for almost 1,300 elected members and over 14,000 Local Government employees as well as over 2 million constituents of Local Governments in Western Australia. The Association also provides professional advice and offers services that provide financial benefits to the Local Governments and the communities they serve.

It is critical to consider transport infrastructure and services as part of an integrated land use and transport system that creates resilient and vibrant cities and minimises the need of private vehicle car use by supporting population densities to support effective public transport use.

Local Governments strongly support the need for a comprehensive, strategic and long term plan for public transport in the Perth metropolitan area, and have called on the State Government to prepare such a plan. This submission provides comments on the draft plan and proposes a number of recommendations on behalf of Local Government from a whole of sector perspective. It does not, and nor is it appropriate to, address each issue and topic dealt with in the draft Public Transport Plan for Perth 2031.

Individual Local Governments and Regional Councils will make their own submissions, addressing a range of other issues, including direct impacts on the communities they represent and their objectives in terms of economic and employment development, access and amenity.

This submission have been considered by representatives of all thirty metropolitan Local Governments through WALGA's Zone meetings and endorsed by the Association's State Council.

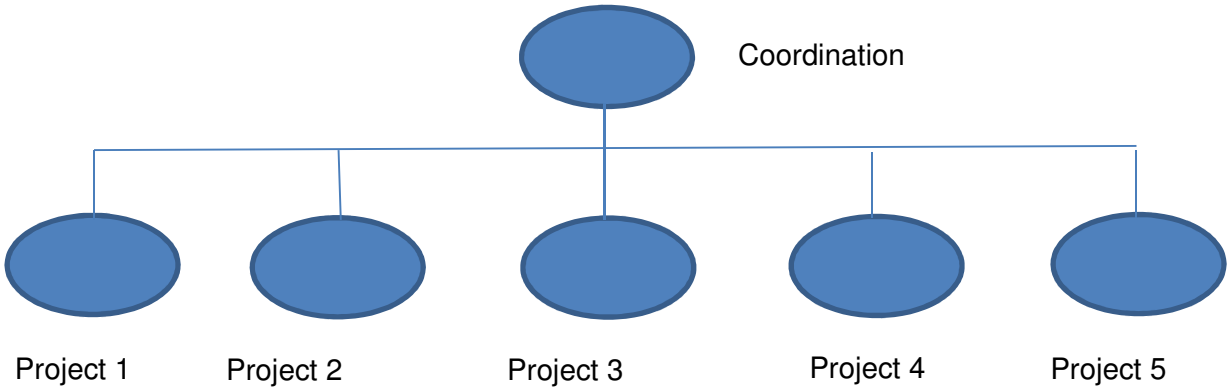
2. Strategic and Long Term Issues

2.1 Governance Framework

Recommendation

That a highly inclusive governance framework be developed as part of the planning process for the public transport network, building on existing governance structures addressing the development of key activity centres in the Perth metropolitan area.

The need for strategic alignment of objectives between state transport agencies and Local Government, along with the need to engage effectively with landowners and developers is articulated in the draft plan. However, a strong "top down" approach to planning is reflected in the tentatively proposed approaches to project delivery.



Several of the important key projects identified in the Draft Public Transport plan are already in progress and governance structures of varying types in place. For example the Stirling Alliance, and Airport Precinct (including Gateway). In these cases the governance structure would include representatives from appropriate State Government agencies, Local Government, private sector interests and the community. Appropriate representation from each Project area would be included in the Co-ordination group, to ensure that the public transport network development unfolds in a coherent manner.

The contribution of transport and land-use planners needs to be augmented at the project development and implementation stage with a wide variety of other skill sets.

2.2 Corridor Identification and Protection

Recommendation

That public transport corridors be identified and protected, particularly in redeveloping inner metropolitan urban growth corridors and newly developing outer metropolitan urban growth corridors in line with Local Government District Planning Strategies.

The draft PTP identifies the difficulties and high costs associated with retrofitting adequate public transport in established areas, particularly in areas where major redevelopment is unlikely to occur for many years. It also identifies the major influence that the provision of transport nodes and public transport services has on urban form and design. However, in very few areas does the plan propose to identify corridors for public transport services to and through existing lightly developed areas and "greenfields" or "brownfields" developments. It is recognised that demand for public transport in these areas may be more than twenty years into the future and the optimum mode choice remains uncertain. However, an alignment and protection of the transit corridor will enable the efficient development of a public transport network well into the future. Long term public transport corridors connecting the public transport network to the proposed Kerelup urban area, Perth airport spur to the commercial, industrial and urban areas east of the airport precinct and Ellenbrook are just three examples where this approach is required.

2.3 Network Capacity beyond 2031

Recommendation

The Department of Transport undertake analysis of the capacity of proposed routes beyond 2031.

Infrastructure needs should allow for continued expansion of capacity on key routes beyond 2031. Given the anticipated issues that will be generated to create the light rail system and bus priority routes on today's road network, the Department needs to ensure that they will not need to repeat the process in the medium term future when the new system is at capacity. Once investment is made in a particular mode such as rapid bus transit, and land is committed to this purpose, it becomes extremely difficult to change the mode to rail, using the same corridor at a future point in time. In this context, a twenty year planning horizon is limiting, particularly as any transformational investments are unlikely to be in service within the first five years of this plan.

2.4 Identify Future Employment Centres

Recommendation

The PTP should identify and specifically seek to service future employment centres identified in the Industrial Lands Strategy, as well as the Activity Centres identified in Directions 2031, with priority planning to occur in the short term in and around the Specialised Centre of Perth Airport and adjoining industrial areas because of its significance to the State.

Directions 2031 identifies the need to significantly increase employment self-sufficiency and self-containment, particularly in Perth's north west corridor, but also in a wide range of other locations outside of the Perth CBD. State and Local Government plans identify where these employment centres will be located. In order to transform the way in which Perth residents travel to work, effective public transport services will be required to service these locations as they are developed.

2.5 Perth Airport Connections

Recommendation

Ensure that required corridors for rail links to the airport and beyond are identified in the short term and included in the PTP.

Planning for the expansion and co-location of the Perth Airport terminals is well advanced. Transport planning and corridor protection should be occurring as part of this process and new transport infrastructure made available concurrently with these developments.

This connection needs to be considered in conjunction with proposed modifications to the proposed Perth Airport terminal expansion - the first stage of which is now under construction.

This also provides an opportunity to extend the rail transport system through the eastern suburbs to provide a 'circle link' with the south east (Armadale), and south west line (Cockburn Central).

2.6 Consultation with Local Government

Recommendation

Further consultation with Local Government is required during the preparation phase and following public release of the "Moving People" and "Moving Freight" plans.

It is critical to consider public passenger transport infrastructure and services as part of an integrated land use and transport system that create a resilient and vibrant city.

To date only parts of this set of integrated plans have been made available for public and stakeholder consideration. The Department of Transport is currently leading several concurrent transport planning projects which cover the Perth metropolitan area. Identifying and addressing potential synergies and conflicts between these plans will be important to the achievement of the objectives of each. WALGA is willing sponsor the coordination of an ongoing forum as a mechanism to achieve this. It is strongly urged that the State Government, through the Department of Transport, establish a mechanism for continuing contribution from Local Governments as the plan is finalised and evolves.

3. Targets and Objectives

3.1 Strengthen Economic Development Linkages

Recommendation

In evaluating the costs and benefits of the public transport network the impacts on economic development including labour productivity should be explicitly considered.

An effective and efficient public transport network and service should be considered and framed in the context of the vision for long term economic development of the city and State. It is about much more than moving people. The public transport network should support the growth sectors of our future economy.

Perth and Western Australia has enjoyed a period of sustained economic growth over the past decade, strongly supported by resource developments in the State. These opportunities have stimulated strong population growth, particularly from overseas and interstate migration (Figure 1).

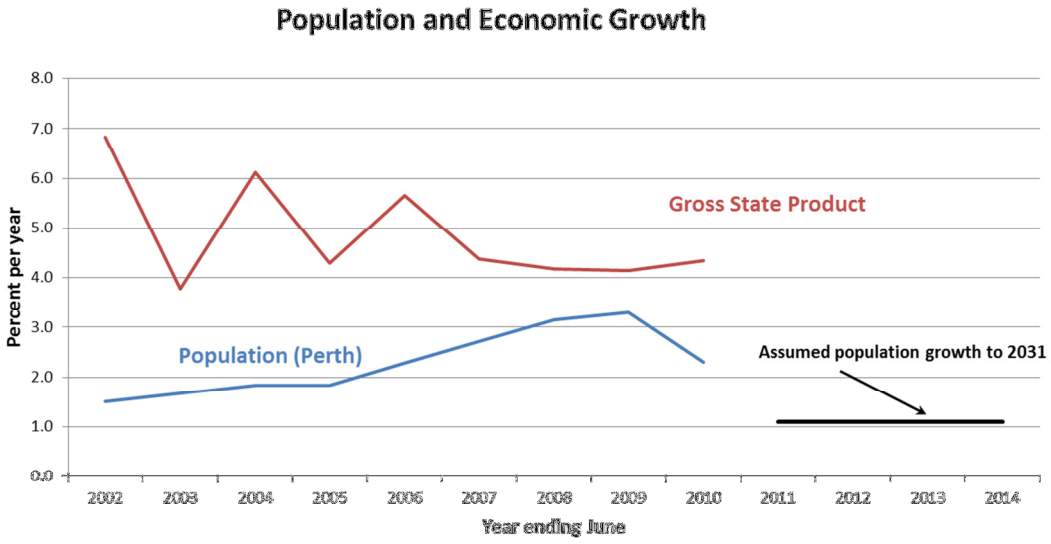


Figure 1: Annual growth in residential population and economic activity (Gross State Product, Chain Volume Measures)

Source: Australian Bureau of Statistics

Strong growth in population and economic activity has brought new challenges. The spatial planning framework, *Directions 2031*, highlights that the current structure of the Perth metropolitan area will need to evolve and envisages the development of identified activity centres outside of the Perth CBD.

Realisation of this vision will require much more intensive utilisation of the developing Activity Centres. This will require efficient public transport links not only between the CBD and these centres but also between the centres to facilitate their growth.

The development of this city shaping project should be seen as more than land use and transport planning and clearly recognised as key to driving forward the city's economy beyond the current economic cycle. Macroeconomic and microeconomic reforms need to be supported by the way in which the city is spatially organised and connected. Transport links (for both freight and people) are critically important to this.

Consequently it is argued that the economic benefits arising from the development of a public transport network should go beyond congestion costs avoided, and beyond value added to property to include the capture increases in labour productivity through a well connected, adaptable city.

3.2 Revise Population Growth Estimates

Recommendation

That the significant, acknowledged under-estimates in population growth included in Directions 2031, particularly in the South East corridor of Perth, are corrected and the transport demands remodelled prior to completion of the final report.

That the impacts on the public transport network plan, particularly timing of delivery of components of the plan, if higher that forecast population growth occurs, be modelled and included in the final report

The *Directions 2010 and Beyond Spatial Planning Framework* prepared by the WAPC were developed on the basis of a projected Perth population of 2.2 million people by 2031. The population forecasts used to develop the Draft Public Transport Plan for Perth are consistent with this assumption. Given that the estimated [1] population of the Perth metropolitan area in June 2010 was 1.77 million people, this equates to an average compound growth rate over the next 20 years of 1.1% per annum. This compares with an average annual population growth of more than 2.2% per year over the past decade. While it is acknowledged that there is significant uncertainty surrounding 20 year population forecasts, there are soundly based and strongly held views that this population projection is conservative, particularly in the short and medium term. Given the importance of these population forecasts for public transport planning it is important that these are reviewed and the assumptions and methodology used clearly explained. Given the uncertainty surrounding medium and long term population growth, the final plan should consider the implications, particularly in terms of project timing, should the population growth rate continue to be significantly higher than that used to develop the plan. As the plan highlights, retrofitting public transport into established areas is extremely disruptive and expensive. As population growth pressures continue to provide a catalyst for development of both green fields and established areas, the opportunity for timely provision of public transport corridors and services must not be missed. If new residents to an area establish travel behaviour based around efficient use of public transport rather than first purchasing and using private cars this will be an important first step in increasing utilisation of public transport services.

[1] ABS Cat No 3218.0 June 2010

3.3 Set Realistic Targets for Public Transport Use

Recommendation

Define a target for growth in the use of public transport over the next twenty years that is at least the annual growth rate in use observed over the past ten years

In the context of addressing realistic targets for congestion, pollution and fossil fuel reliance, develop targets for the proportion of all passenger trips using public transport and ensure that the proposed services have sufficient capacity in design to meet these targets.

Over 10 years to 2009 public transport patronage in Perth increased 67% (5.3% per year), over a time when the population grew by 22%. The Draft Public Transport Plan anticipates a 120% (just 4% per year) increase in public transport trips over the twenty years to 2031, based on an assumed 24% increase in population. The annual rate of increase in public transport use in the next twenty years is anticipated to be lower than the rate of increase observed over the past ten years, with the lower rate of population growth being the only explanation for this anticipated trend. Given the projections of much higher fuel, parking and congestion over the coming twenty years the projections for public transport utilisation by 2031 would appear highly conservative. This may result in the utilisation of public transport being constrained by supply rather than by demand.

The utilisation of public transport anticipated in the plan does not appear to give significant weight to changing transport habits or the implementation of effective public transport in influencing the development of urban, commercial and industrial areas across the city. Given that the Plan also envisages the introduction of a light rail system over the next 20 year period, the increased patronage seems unrealistically low.

3.4 Set Network-wide Travel Time Targets

Recommendation

Establish travel time targets for public transport journeys to and between activity centres across the Perth metropolitan area.

Establish targets for the accessibility of jobs within a reasonable travel time using public transport.

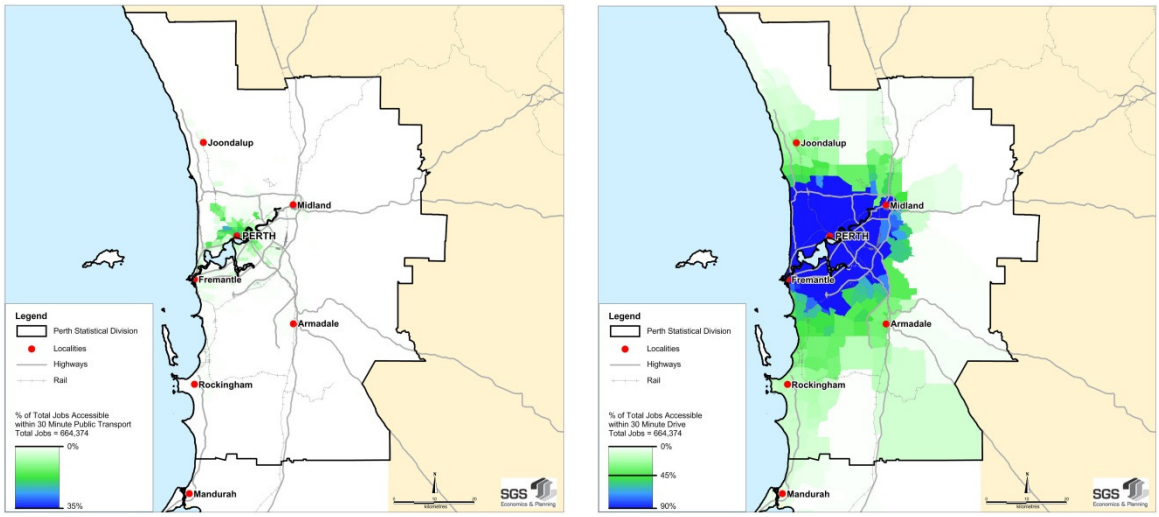


Figure 2: Percentage of jobs available within 30 minute travel time using public transport (left) and private car (right).

Source: SGS Economics and Planning Pty Ltd based on Place of Work Data from ABS 2006 Census and WA Department of Transport 2006 Travel Time Matrices.

An open and transparent approach to data and projections upon which demand is based will support the rationale for sequencing, priority and timing of each development within the network, without losing sight of the overall objectives across the city.

Achievement of good accessibility across Perth is not just about liveability of the city. Arguably the next increments in boosting Western Australia's labour productivity will lie in part in the way we spatially organise and manage the capital city. This has important economic implications for the State and the nation. With a rapidly growing population and high levels economic activity demanding high mobility, the city is rapidly reaching its limits. Overcoming this barrier will require a new generation of reforms and infrastructure investments. Public transport infrastructure is a key component of this package.

3.5 Recognise Realistic Expenditure Requirements

Recommendation

Ensure that proposed expenditure on public transport infrastructure is consistent with that required to achieve the proposed objectives.

Investment in Perth's commuter rail network has been substantial in the past seven years, and instrumental in achieving much greater utilisation of public transport. The proposals outlined in the draft Public Transport Plan anticipate halving the annual rate of capital expenditure on network infrastructure to $138 million per year ($2010) compared with the average investment of $270 million per annum over the past seven years. This would appear to be a very conservative investment to develop a public transport system capable of carrying more than twice as many people as serviced today.

Investment in fleet expansion and replacement has averaged $79 million per annum during the past seven years. This is expected to fall by 28% over the coming 21 years (not including replacement and refurbishment of existing fleets).

While an improvement in efficiency can be expected this is a marked downward change in the level of new investment in public transport, which seems inconsistent with the objectives of the plan and anticipated demands. Local Governments are concerned that the combination of conservative targets for service demand, coupled with limited investment plans will result in a public transport network that is unable to meet demand, despite the stated targets being achieved.

It is noted that there is no commitment to funding of the proposed light rail connections nor detailed proposals as to how this will be achieved.

A well-developed financial plan, including opportunities for attracting Commonwealth funding and private sector contributions needs to be identified as a requirement of the network development, rather than focussing on business cases for each individual investment.

Consideration should be given to extending the planning horizon beyond the current twenty years proposed in this plan, in order to be able to more strongly support investment in long-life infrastructure and transport corridors.

3.6 Quantify Opportunity Costs

Recommendation

That the cost of alternative strategies of meeting the personal transport requirements of the city be considered when evaluating public transport investments.

If effective public transport services are not implemented as the population of the Perth metropolitan area continues to grow, then there will be demands on the government to fund alternative transport options, which is likely to include significant upgrades to the capacity of the road network.

The most obvious alternative strategy is to modify the road network to accommodate increased traffic. In this situation the “triple bottom line” should be used when making any investment decision. A focus on community and environmental benefits is essential not just patronage. The full cost of increasing the road capacity should be taken into account (including land resumptions, road construction and residual redundant sterile land). The impact on the environment should also be considered, i.e. increased vehicle emissions and consumption of fuel as a scarce resource).

4. Land-use and Public Transport Integration

4.1 Incentives to Influence Urban Form

Recommendation

Use Public Transport to drive urban form outcome investments including density, local employment, use of active transport, private sector investment, decentralisation of services, equitable access to opportunities and services taking into account future demographic changes.

The Plan acknowledges that well designed and located public transport can act as a catalyst that enables revitalisation, redevelopment and intensification of landuse. The State also needs to consider that public transport infrastructure needs to be shaped to accommodate for active transport, private sector investment, decentralisation of services, equitable access to opportunities and services taking into account future demographic changes including an aging population.

Such opportunities present options to State, Local Government and the private sector to enter into a partnership whereby developer contributions could be levied to assist with project funding in exchange for inducements in the form of increased development rights.

4.2 Address Connectivity between Activity Centres

Recommendation

Establish strong connectivity between all centres to strengthen activity and employment centres.

The PTP identifies development of the transport network including increasing the capacity of the existing network, expanding the network, other transformational projects and connections to strategic centres**.** Local Government perceives the need for better connectivity between all centres which will enable development and subsequently strengthen each centre. There remains a very strong emphasis on the hub and spoke public transport model that has historically operated in Perth.

Activity Centre planning in the PTP should refer to and consider all centres identified in *Directions 2031 and Beyond*. The PTP Directions Map used on Page 16 illustrates the activity centre locations, however does not acknowledge Figure 11, *Directions 2031 and Beyond*, which indicates the possible key public transport connections. Clarity should be provided on how the objectives of *Directions 2031 and Beyond* are achieved through the PTP. Although the plan mentions that objectives are in alignment with *Directions 2031 and Beyond*, it needs to be more specific in describing how these outcomes are achieved.

The PTP is focused on providing a network for a city of 3.5 million, however does not vision beyond this point. Further analysis and detail should be provided on peak hour activity around centres and furthermore articulate when activity centres will reach capacity and how this challenge will be addressed. This information can be used to establish connectivity outcomes between all centres within the network.

In particular, the centres requiring better connectivity between other centres are those focused on employment. High frequency connections should be established between major employment nodes and population growth centres. The PTP should adequately reflect transport infrastructure requirements for the Eastern region being the second highest employment catchment area and the North West sub region between major employment centres and population growth centres. Southern coastal centres should also be considered further than bus rapid transfer at 2031 and beyond 2031.

The proposed PTP reinforces the current focus on the Perth CBD and immediately surrounding areas, in an attempt to meet the anticipated growth in demand in the short to medium term. It has much less emphasis on strengthening the regional centres identified in *Directions 2031*. In a move towards decentralisation, provision of sufficient services to the outer rim as the area is developed is necessary to both influence the development form and household investment in private transport. Improvement of connections to the East may also reduce pressure on residential development in the North and South.

The document should also consider the impacts on the metropolitan network of provision of integrated public transport links to regional centres including Bunbury and Kalgoorlie as the population increases and the demand grows for rapid intercity public transport.

4.3 Link to Local Government Planning Schemes

Recommendation

The PTP should be linked to State Government planning policy and Local Government structure plans and planning schemes to produce an integrated transport plan.

The Plan has been developed in consultation with the Western Australian Planning Commission (WAPC) and is broadly consistent with *Directions 2031.* However, it does not identify any alignment with Local Government town plans and Schemes. In the two years since the introduction of Directions 2031, many Local Governments have progressed their Local Planning Schemes and have provided for higher urban density and set out land use plans for developing transit oriented developments and employment centres. The PTP has not explicitly taken this work into account, which will provide a different view of the location of employment growth will occur. In the implementation of the PTP, State Government needs to consult with the planning and policy requirements for Local Government around activity centres, mixed use precincts and higher density locations.

In further development of an integrated transport plan, close consultation is required between all spheres of government to ensure that Local Government's requirements are addressed.

With respect to State Planning Policy, there is a distinct lack of connection between the State Planning Policy 4.2 Activity Centres and how the PTP achieves the objectives of State Planning Policy 4.2. The only reference is cited at the back of the document. There is no reference to the Industrial Lands Strategy.

4.4 Collaboration with Local Governments

Recommendation

The formation of partnerships between State and Local Government to detail a clear plan for connections between centres, being as important in network connectivity as the centres themselves, to achieve equity of access and mobility to all parts of greater metropolitan Perth.

State Government and Local Government should work in collaboration to develop connections between centres. The document specifies the importance of connectivity and accessibility of the Perth CBD, Stirling, Murdoch, Joondalup, Cannington, Rockingham and Fremantle as the strategic centre public transport hubs and has highlighted potential of Canning Bridge, Bull Creek, Warwick, Whitfords and Bayswater. The affected Local Governments should be engaged by State Government to undertake further planning regarding connections between centres to further plan, improve and establish connections between centres an integrated transport system.

Significant opportunities exist to promote higher density mixed use development along these connections between Activity Centres that would generate not only patronage but increased economic development activity.

4.5 Investment in Transit Orientated Developments

Recommendation

Infrastructure investment should be centred around TODs, activity centres and areas of growth, population density and where high employment potential can be achieved.

The principles to support integration of public transport and land-use planning are reflected in point one, under activating and integrating –"develop concentrated centres containing the highest appropriate density housing, employment, services, retail and public facilities with an acceptable walking distance… from major transport nodes such as railway stations and high frequency bus routes"(37).

The PTP supports sinking of the railway at Subiaco as a model for increasing public transport use and urban redevelopment outcomes. However, the PTP has not made detailed comment on other TODs with the exception of the potential Stirling, Glendalough, Leederville and Canning Bridge (21) developments. Although TOD principles are supported in the document, they are not clearly articulated in future development options.

The PTP will also need to align with the Future Major Development centres which will be a component of the soon to be released *Growth Strategies* by the DoP and WAPC.

4.6 Intermodal Movement

Recommendation

Facilitate intermodal movement from active transport to public transport including cycles on trains, luggage, security and walkability issues at stations.

Activating and integrating and the rapid transit services concepts are outlined in the PTP. However, further detail and attention needs to be articulated in terms of facilities available on public transport (for example luggage storage on trains) and movement between modes of public transport that inhibit walkability. Cyclists also need to be accommodated to facilitate change between modes. The plan should account for the needs of all patrons and with particular attention drawn to accessibility issues for disability needs including the aging population (37).

The ferry service only receives a few small comments in the plan. Local Government would expect greater analysis of the future activity centre areas, ie population forecasts in surrounding areas should be used to examine future feasibility. Further analysis of ferry services have been discounted in the plan without a rationale. Ferries are perceived to play a significant role in future transport requirements in the *Capital City Planning Framework* which has been developed by the Department of Planning and the WAPC.

4.7 Gauge Compatibility

Recommendation

That light rail gauge chosen is compatible with the existing heavy rail network.

Enabling light rail and heavy rail gauge compatibility allows for flexibility to service equipment by enabling the option for car sets to travel throughout the network. Retrofitting alternate gauges would obviously prove to be logistically challenging and costly. In the short term this will also enable more cost effective maintenance of rolling stock. In an expanded light rail network, gauge compatibility would enable this to be designed such that light rail cars can be moved between lines using the heavy rail network.

Karlsruhe in Germany was the first European city to develop track sharing for light and heavy rail systems and so created the “Karlsruhe Model”. This method is considered the most viable means in facilitating travel to and from the city centre and was developed at relatively low cost and with minimal disruption of engineering works. It has inspired similar developments in both the Netherlands and in France.

4.8 Transit Facilities

Recommendation

Produce a network of higher quality nodes to support increases in population and encourage public transport utilisation.

The public transport plan identifies a small number of transport nodes which require substantial upgrades in order to cater for current demand and that anticipated in the near future. However, throughout the existing rail network are a large number of rail stations that are little more than a platform that is poorly connected to the surrounding areas. As part of the development of the public transport network there needs to be continuing investment in heavy rail stations, to make these attractive for patrons to use public transport and catalyse development of activity centres and higher density residential options in the walkable catchment from the station.

Because of the lack of integration between the rail stations and the residential areas, the demand for Park and Ride facilities is high. In many situations, there have already been parking facility extensions and spaces fully consumed by peak hour traffic.

5. Governance

5.1 Holistic Approach to Transit Ways and Transit Priority

Recommendation

That a holistic approach to the planning and delivery of public transport transit corridors be developed in conjunction with Local Governments and other key stakeholders, which considers all of the land-use, place-making and amenity issues and does not focus on public transport outcomes in isolation.

It is of concern that the plan contemplates that Main Roads WA could require Local Government to undertake of maintain infrastructure works or could assume responsibility for local roads in order to implement transit ways and transit priority. This approach has the potential to disregard local community values and transport needs as well as impose an additional financial burden on Local Governments.

5.2 Implementation Planning and Community Reporting

Recommendation

That the PTP identify the need for and benefits of detailed implementation plans on on-going reporting to the community on the development, utilisation and benefits achieved from investment in the public transport network.

6. Transport Mode

6.1 Bus Rapid Transport

Recommendation

Where bus rapid transport is the proposed mode it should be designed and implemented in such a way that it achieves at least the same efficiency and priority performance as light rail services, including rapid entry and exit at high patronage stops and independence from other road users.

The level of service to be provided by a Bus Rapid Transit service is not well described in the plan, despite the major emphasis on this mode as being a major provider of services into the future. It is proposed that the Road Rapid Transit network be extended to 413km in comparison to 29km of priority bus lanes currently provided. The criteria for public transport priority, depending on the level of service, patronage and land uses are set out. However, this provides only general indications of the level of service provided ("significant delays"; "reliability of service adversely affected on a regular basis"). To be effective, bus rapid transit requires at least the same efficiency and priority performance as light rail services, including rapid entry and exit at high patronage stops and independence from other traffic. There is a need to clearly define what is meant by a Bus Rapid Transit service, particularly in terms of travel times and levels of amenity compared with heavy or light rail services.

6.2 Consideration of Mode Change with Demand

Recommendation

The Public Transport Plan to include design consideration for the conversion from bus rapid transit to light or heavy rail where it is anticipated that the demands will require this as the city grows toward a population of 3.5 million.

Given the proposed criteria for the choice of public transport mode on given routes of the twenty years to 2031, it would appear that in some situations the optimal mode choice will change over time, from rapid bus transit to light rail; and potentially light rail to heavy rail. The plan provides no indication of how this transition between rapid bus transit and light rail can be effectively achieved within the proposed transit corridors.

This has been implemented to a limited extent in existing public transport infrastructure development. For example, the Rockingham train station design includes provision for construction of light rail within the existing bus transit corridor. This type of longer term planning should be included in planning across the public transport network.

6.3 Engage Local Communities in Route Planning

Recommendation

That Local Governments and local communities be strongly engaged in the detail of routing Rapid Bus Transit is particularly important at a local level, because of its influence on place-making.

7. Funding

7.1 Targets to Determine Funding and Timing

Recommendation

The achievement of a comprehensive set of cross network targets should determine project timing and funding.

The plan provides a target for CBD travel but does not identify broad network targets. A number of potential targets are identified in Section 3 (above) and would include measures such as accessibility (to jobs and activity centres), service level (frequency and trip duration) and road congestion costs.

7.2 Betterment

Recommendation

Local and State Government work together to examine the use of betterment opportunities and developer incentives to contribute to the cost of public transport infrastructure and services.

A careful approach to betterment charges is required to ensure that this encourages and does not hinder development. In further development of the PTP, Local Government should be engaged to work in collaboration with State Government to explore these opportunities. Local Governments have a distinct advantage in the knowledge and opportunities within their own jurisdictions and furthermore have the ability to enhance and provide optimal outcomes in both planning and implementation of an integrated transport plan to achieve the necessary densities to make high quality public transport viable.

7.3 Fare Recovery

Recommendation

The PTP should examine the national and international evidence base and consider a wider range of strategies in relation to fare recovery including, but not limited to, differential timing charges.

As a means of providing a transport system which is sustainable, it is necessary to examine the fare system for the future, as outlined in the PTP under Policy Issues (41). Examples can be provided from abroad where differential timing charges are implemented such as the London and Singapore models where a surcharge is payable during peak travel times.

Differential timing charges and an approach to smart fare recovery should be raised as issues for further consideration, to ensure that congestion management is a consideration in the future development of Perth.

It is understood that increasing fares is a sensitive political issue but higher fare recovery is a key to expansion of the network. A strategy of fixing off peak fares and gradually increasing peak and shoulder fares is recommended.

7.4 Parking Charges

Recommendation

Comprehensively investigate the use of parking charges could be used as a contribution to public transport capital and operational funding.

It is understood that a comprehensive parking policy is to be implemented for Metropolitan Perth. Parking availability, cost and access are key drivers for increased use of any public transport system. Whilst the level of income able to be contributed from parking to transport infrastructure is limited it should be directly linked to improved local transport systems, walkability and intermodal transfer.

7.5 Strategic Parking Policy

Recommendation

Planned infrastructure should consider immediate parking issues and potential areas of transfer.

The PTP comments that 'park and ride facilities could be provided along the light rail route'. This contradicts the encouragement of the use of use public transport and may result in more parking stations outside the Perth central area to cater for commuters. Infrastructure planning should consider current and potential parking problems and propose methods for resolution.

7.6 Private Sector Engagement

Recommendation

State Government engages the private sector for funding

Various case studies from both interstate and overseas demonstrate positive outcomes utilising private sector engagement.

Portland, Oregon
The Portland area presents as an exceptional example of coordinated land use and transport planning which has relied on the collaboration of both community involvement and private sector implementation. Streetcar investment is the focus of the shift in density and new developments within the Portland Central Business District. Through linking transport investment with development the City has achieved immense success by providing a stable funding source for infrastructure improvements while the developers have contributed to infrastructure costs and commitment to build high density, mixed-income housing.

Infrastructure Australia and Superannuation
Infrastructure Australia's annual report highlights the urgency for Governments around Australia to begin having conversations with the public regarding the reasons for change including user pay and the great scope for private sector funding. Infrastructure Australia has recently established a committee that is generating innovative ways of financing infrastructure. Members from the public and private sector and considering encouraging superannuation funds to invest in infrastructure by restructuring how projects are presented to the market, updating guidelines on public-private partnerships, specifically in the area of demand risk, recycling of government assets to fund new infrastructure and finance models such as land value capture.

Gold Coast PPP
The Gold Coast rapid Transit Project is being delivered as a public private partnership involving the Queensland Government, Gold Coast City Council, the Commonwealth of Australia and GoldLinQ. It is the first time that 3 tiers of government and the private sector have collaborated to form major transport infrastructure. This project provides a model for other projects around Australia in the future.

7.7 Staged Implementation

Recommendation

The State compare the benefit cost analysis of initially introducing bus rapid transit in new developments and delaying the introduction of light rail or heavy rail, with the provision of light or heavy rail early in the development process.

The introduction of bus rapid transit as a transition to light or heavy rail services results in the government failing to capture some of the key benefits from a public transport investment including:

1. Avoiding the need to construct additional road capacity (and consume high value land), as the evidence in most situations is that bus rapid transit does not achieve the same patronage as light or heavy rail;

2. Missing the opportunity to secure a share of the benefits of increased land value associated with urban or commercial developments with good access to rail services.

Potentially high value developments such as the Cockburn Coast would make a particularly useful case study of this approach. In this situation of constrained, high value land, maximising the use of limited available transport corridors is an important component of maximising community benefits from the land development.

8. Conclusions

As evidenced from case studies drawn from around the world, the provision of fixed public transport infrastructure is a major influence on urban and commercial development. Consequently from a Local Government perspective the PTP is about much more than moving people to and from their place of employment. It is about much more than how Perth's residents access education, health and recreation services. Over the long term, public transport infrastructure will drive urban form outcomes and transform the way in which Perth operates, to ensure that it not only remains one of the most liveable cities, but also one of the most sustainable.

This submission has identified matters that Local Governments believe require further investigation and consultation as the plan is refined, developed and implemented. The sector strongly supports the need for a public transport plan for Perth and looks forward to working with the Department of Transport and the panel to finalise a dynamic plan that can be clearly supported by all major stakeholders.