Auditor-General of Queensland

Report to Parliament No. 3 for 2009

Transport network management and urban congestion in South East Queensland

A Performance Management Systems Audit

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QUEENSLAND

Prepared under Part 6 Division 3 of the
Financial Administration and Audit Act 1977

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Auditor-General of Queensland

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The Honourable J Mickel MP
Speaker of the Legislative Assembly
Parliament House
BRISBANE QLD 4000

Dear Mr Speaker

This report is prepared under Part 6 Division 3 of the *Financial Administration and Audit Act 1977*, and is on transport network management and urban congestion in South East Queensland. It is the third in the series of Auditor-General's Reports to Parliament for 2009.

In accordance with s.105 of the Act, would you please arrange for the report to be tabled in the Legislative Assembly.

Yours sincerely

Glenn Poole
Auditor-General

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1 Executive summary

1.1 Audit overview

This report presents the results of a performance management systems (PMS) audit conducted under Section 80 of the *Financial Administration and Audit Act 1977* (FA&A Act) of the management of the transport network. The audit examined the systems in place to plan for, manage and report on the transport network, including urban congestion, in South East Queensland (SEQ) by selected Queensland Government sector and Local Government entities.

'Peak hour traffic continues to strain the limits of Brisbane's road network'.[1] Unprecedented population growth in SEQ and economic prosperity across Queensland in recent years has meant increased demand on the transport network which is operating at or near its capacity.[2] Brisbane City Council (BCC) reports that buses had increasing patronage and carried over 67 million passengers in 2007-08.[3]

SEQ has reached a critical stage with its current transport policies and services. The ability of the transport network to meet current transport demand in terms of capacity, reliability, safety and choice is highly topical.

1.2 Audit opinion

Both the Queensland Government and BCC are committed to an efficient transport network and have identified urban congestion as a significant issue to be addressed. I recognise that a great number of initiatives and projects have been recently undertaken at strategic, tactical and operational levels, some with a deliberate focus on public transport.

For instance, the Queensland Government established the Urban Congestion Task Force (UCTF) to coordinate the response to urban congestion around five key elements.[4] BCC is also active and carrying out a number of transport projects, several in collaboration with the Queensland Government. Transport initiatives and projects completed in recent times include introducing the goCard, constructing the Eleanor Schonell bridge, opening the Brisbane Metropolitan Transport Management Centre and completing the Inner Northern Busway to Herston.

[1] RACQ, '*Road network not coping with traffic at peak times*', media release, accessed 26 February 2009, <http://www.racq.com.au>.
[2] Department of Transport (2008) *Strategy Element Paper: Expanding Public Transport*, v2, unpublished paper, pp.6-7.
[3] Brisbane City Council, '*Reducing the impact of travel*', accessed 1 May 2009, <http://www.brisbane.qld.gov.au>.
[4] Department of Transport, '*Dealing with congestion in south east Queensland*', accessed 1 May 2009, <http://www.transport.qld.gov.au>.

However, despite many activities to improve the transport network in SEQ, renewed efforts to address the critical issue of urban congestion and high levels of spending on transport infrastructure, the expected outcomes might not be realised as the framework supporting these initiatives has deficiencies. Through this audit I have identified four key areas of concern:

- the leadership at the state level for managing the transport network and urban congestion is not coordinated effectively and makes it more difficult for government agencies to drive a strategic response in an integrated and coordinated manner
- due to a systemic weakness in integrated planning across entities, there is no certainty that the agreed responses will achieve the optimal mix between the different elements of an urban transport network, such as land use, transport infrastructure, demand management and intermodal options
- the continued use of out of date key transport documents and plans may result in decisions that are based on obsolete data and assumptions and not effectively address the current challenges
- inconsistencies in data collection and reporting might have significant impact on the entities' ability to base their plans on accurate, complete and timely data, as well as to report on outcomes achieved.

Overall, I determined that all entities had systems in place to manage the transport network in SEQ and address urban congestion albeit at varying levels of development and maturity. However, these systems are not complete, integrated or consistently applied. Also, these systems are not subject to review over time to ensure their continued relevance.

I identified that, while the audited entities are committed to addressing urban congestion in SEQ, formal systems are not operating effectively across government to oversee a coordinated, concerted approach. No entity can deal with the critical issue of congestion alone and genuine collaboration between all levels of government is vital to tackle it successfully.

The field work for this audit was conducted between October 2008 and February 2009. In the context of this report, the following naming conventions have been adopted:

- DoT: Department of Transport prior to the Machinery of Government change effective 26 March 2009
- DMR: Department of Main Roads prior to the Machinery of Government change effective 26 March 2009
- DIP: Department of Infrastructure and Planning prior to the Machinery of Government change effective 26 March 2009
- BCC: Brisbane City Council
- TTA: TransLink Transit Authority.

I consider that the merger of DoT and DMR into a single new department is an opportunity to enhance integration, embed genuine collaboration and leverage the synergies that exist in the roles of the former departments.

1.3 Key findings

The audit opinion is supported by the following findings:

1.3.1 Leadership at state level not coordinated effectively

The significant investment by government in the transport network and the complex nature of planning, constructing and maintaining transport infrastructure, and delivering multimodal transport services across SEQ, demand a highly coordinated approach to achieve a reliable, flexible, safe and integrated transport network. Additionally, it is critical that government agencies work closely together to respond to the complex policy challenge of increasing demand on the transport network which is operating at or near its capacity.

Audit noted that roles and responsibilities of government agencies for various modes of transport and land use integration are mandated in legislation. However, strategic leadership at the state level is not effectively coordinated and the following are contributing factors:

- the responsibility for policy development is split across a number of entities as illustrated in Figure 3A
- the current governance structure does not support effective decision-making and makes it more difficult for entities involved to clearly define common goals and priorities and work collaboratively toward achieving them
- there is minimal external performance reporting on the impact various initiatives and projects are having on the efficiency of the transport network and the level of urban congestion.

To effectively manage the transport network in SEQ, including urban congestion, an integrated government response involving entities working across portfolios, agency boundaries and tiers of government is necessary. In so doing, it is critical that entities collaborate to plan for and deliver transport services and infrastructure in a broad, consistent and concerted manner.

Audit also found that while transport agencies have defined roles, responsibilities and accountabilities for the transport network within their respective organisational boundaries, entities tend to give effect to their mandate with a narrow focus on their own activities.

State agencies have not developed a clear definition of congestion as the issue being addressed nor have they defined the specific outcomes at the strategic level to be achieved through the list of initiatives.

1.3.2 Systemic weakness in integrated planning across entities

Transport planning and land use cannot be considered in isolation and therefore an integrated approach is required to provide the best outcomes for the transport network in SEQ. A high level of coordination and collaboration at various levels of government is necessary.

Inadequate strategic planning in the past has consequences that are evidenced by the current flurry of activity to develop systems, plans and initiatives to manage the transport network and address urban congestion. The current plans are at various stages of development and lack integration because of their immaturity. Figure 2C 'Spending on road works programs between 1993 to 2012' shows that expenditure has increased substantially after 2004. The approval of this major spending program based on immature plans does not provide comfort that the expenditure will address urban congestion in an effective manner.

Options analysis and scenario testing is important when planning for new infrastructure and utilising existing infrastructure. Building new infrastructure is not the solution to congestion in all cases.[5] While there are plans and frameworks in place in all entities to consider transport options, audit found that they are inconsistently used and therefore decisions about the transport network may not be well considered.

Travel demand management is the responsibility of DoT and DMR at the state level. BCC is also actively working on this aspect as evidenced by its participation in the Travel Smart program and the establishment of the Active School Travel program in 2004. The successful North Brisbane Travel Smart program has produced tangible results. However, demand management requires an integrated approach across the boundaries of all planning agencies to maximise the effectiveness of the existing transport network.

1.3.3 Out of date key transport documents and plans

Both state and local governments have identified urban congestion as a significant issue to be addressed and all entities audited have systems in place to consult and coordinate with each other for the purposes of delivering transport outcomes, albeit at varying degrees of maturity. Genuine collaboration, built on trust and common goals, is vital as no single entity can deal with this critical issue alone.

Audit identified that some long term transport plans were not reviewed, updated or renewed on a timely basis. The Transport Coordination Plan (TCP) was allowed to lapse by DoT in 2004 and was not replaced until 2008. Additionally, some policy documents contain out of date research and data to support their policy positions. Therefore there is a risk that decisions are being made based on out of date or now irrelevant data contained in these documents.

The 2007[6] recommendation by the former Department of Local Government, Planning, Sport and Recreation for the development of a State Planning Policy (SPP) for transport and land use integration needs to be re-assessed against the current systems to ensure that the concerns and issues underlying this recommendation are addressed.

[5] Department of Transport (2008) *Strategy Element Paper: Managing Congestion*, v2, unpublished paper, p.5.
[6] Department of Local Government, Planning, Sport and Recreation (2007) *Planning for a Prosperous Future*: *A reform agenda for planning and development in the Smart State*, Queensland Government, Brisbane.

1.3.4 Inconsistencies in data collection and reporting

Systems supporting data collection and reporting for urban congestion management have significant deficiencies which put the entities' ability to make informed decisions at risk. The shortcomings also limit the range of performance measures on which entities can report and ultimately might impact on the transparency and accountability of the initiatives and projects being undertaken to address urban congestion.

The inconsistencies in data collection are highlighted by the scarcity of data collection by DoT between 1993 and 2004. There are also inconsistencies in the regional activity centres for which data is collected.

While each entity uses its data systems to support its transport network planning activities and some information is being exchanged, audit found no framework or leadership to share data between entities and no shared data base to provide a complete picture about urban congestion in SEQ.

1.4 Summary of recommendations

The following recommendations are made to address the audit findings detailed in Section 3 of this report.

It is recommended that the Department of Transport and Main Roads (DTMR):

- **exercise its leadership position to ensure the approach adopted by state agencies to manage the SEQ transport network and address urban congestion is highly coordinated, with minimal overlap or gaps**
- **build strong interrelationships between all entities involved, whether at the state government or local government level, to support genuine collaboration**

I have identified opportunities for improvement at all audited entities. These are contained in Section 4 of this report.

1.5 Responses from audited entities

1.5.1 Department of Transport and Main Roads

The Director-General stated in his response of 28 May 2009:

'Key drivers in the recent merger of the Department of Transport and Main Roads were the reinforcement of end to end policy and planning outcomes and the introduction of true market contestability from both a supply and demand perspective.

You correctly state that the new Department of Transport and Main Roads should lead the government's charge in relation to strategic transport planning, working closely with the Department of Infrastructure and Planning and local government.

Leadership and authority in transport management requires the operation of common and integrated systems and services. The Department of Transport and Main Roads will adopt a whole-of-government and network approach to deliver the government's social, economic and environmental objectives. This will require some prioritisation at a local level to ensure the whole of network outcomes are optimised.

The Department will lead the strategic transport policy, planning and operational agenda across all relevant agencies, levels of government and with industry partners to build genuine collaboration and strong relationships in delivering the most effective suite of urban congestion actions in a highly coordinated manner.

This approach will build upon established programs to address growth and its impacts, such as South East Queensland Infrastructure Plan and Program (SEQIPP), the Integrated Regional Transport Plan for SEQ (IRTP for SEQ), the Roads Implementation Program (RIP), the TransLink Network Plan and the additional congestion management initiatives.

The Urban Congestion Management CEO Committee was established in 2008 to facilitate collaboration between agencies on urban congestion. This committee facilitates close cooperation and consistency in policy direction and project delivery amongst the following key agencies: Premier and Cabinet, Treasury, Department of Infrastructure and Planning, Department of Transport and Main Roads, Department of Public Works and Environment and Resource Management. The Urban Congestion Task Force advises and supports the CEO Committee and drives new congestion initiatives and approaches.

This cooperation complemented the integrated road and transport infrastructure project delivery mechanism, established in 2006 through the formation of the Major Projects Office (MPO) which served as a dedicated infrastructure delivery group for the former departments of Transport and Main Roads.

The Department of Transport and Main Roads continues to deliver a SEQIPP program report on transportation infrastructure every 3 months and actively engages with the annual development of the SEQIPP, which coordinates whole-of-government delivery of infrastructure.

The development of the next IRTP for SEQ, Connecting SEQ 2031, has been significantly progressed and undertaken as a joint project by the former Queensland Transport and Main Roads in which local government is included through a number of avenues.'

1.5.2 Department of Infrastructure and Planning

The Coordinator-General stated in his response of 2 June 2009:

'DIP takes seriously its responsibility to provide whole-of-government leadership on matters of land-use and transport integration.

The Department sees one of its key roles as working proactively with local government and State agencies to promote alignment of priorities and infrastructure funding associated with land-use and transport integration and TOD projects and to better coordinate the State's involvement in development assessment and commercial negotiations associated with major TOD projects and development applications.

The Department will work proactively to support and assist DTMR in their leadership and coordinated management of the transport network and urban congestion response.'

1.5.3 Additional responses

DTMR and DIP have also provided additional comments in the relevant agency specific section in Section 4 of this report.

Comments provided by BCC and TTA can also be found in Section 4 of this report.

2 Context and audit focus

Summary

Background

This section outlines the context of urban congestion, some of its causes, effects, costs and potential remedies identified from the research performed on the topic.

This section also provides details on the audit objective and scope.

Key findings

- Congestion is not caused by one single factor but is an accumulation of factors that, when combined, cause what is known as congestion.
- Urban congestion is negatively impacting on the social amenity, economic growth and environmental sustainability in SEQ.
- The annual economic costs of urban congestion in Brisbane could reach $3b by 2020.
- Transport decision-making is highly complex and involves a number of stakeholders.

2.1 Context of urban congestion

'Congestion can be described as

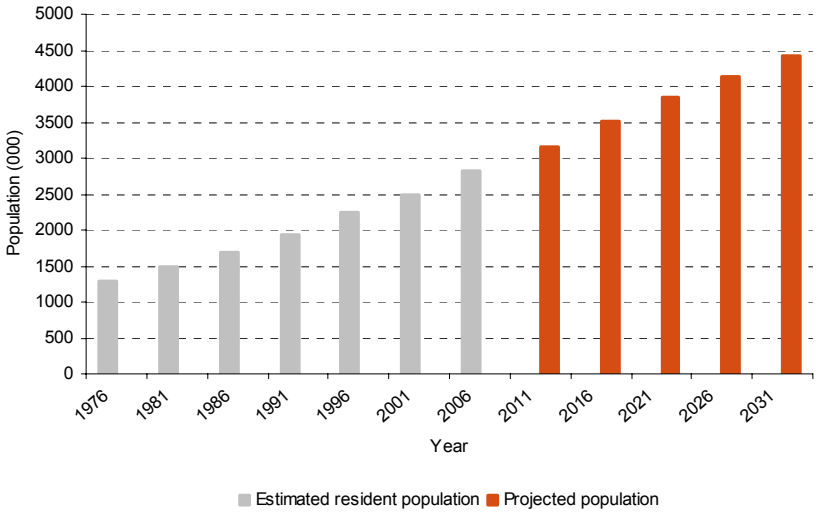
- *traffic volume exceeding road capacity*
- *excessive 'cost' of delays imposed on other road users*
- *excessive travel time, delays and unreliability and*
- *a symptom of growth, success and prosperity'.*[7]

2.1.1 Causes of congestion

Congestion occurs when demand for a transport mode exceeds the capacity of the system causing delays and unreliability of travel times on the road network and overcrowding on the public transport network. Congestion is not caused by one single factor but is an accumulation of factors that, when combined, causes what is known as congestion. The Council of Australian Governments Review of Urban Congestion Trends report in 2006 stated that a certain level of urban congestion is natural and unavoidable.[8] Causes of congestion identified are predominately due to bottlenecks (40 per cent), traffic incidents (25 per cent), bad weather (15 per cent), work zones (10 per cent), poor signal timing (5 per cent) and special or other events (5 per cent).[9]

Research has shown that in SEQ, population growth, economic prosperity and urban sprawl have led to more vehicles on the road network. Economic prosperity has led to greater vehicle affordability, while urban sprawl has resulted in a greater reliance on private vehicles in areas not serviced by public transport infrastructure.

Figure 2A : Estimated resident population and projected population for SEQ region, years to 30 June 1976 to 2006 and 2011 to 2031[10]



[7] Department of Transport (2008) *Moving SEQ Forward*, accessed 1 May 2009, <http://www.transport.qld.gov.au>.
[8] Competition and Regulation Working Group (2006) *Review of Urban Congestion: Trends, Impacts and Solutions*, report prepared for COAG, Department of Transport and Regional Services, Canberra, p.29.
[9] Cambridge Systematics (2005) *Traffic Congestion and Reliability: Trends and Advanced Strategies for Congestion Mitigation*, accessed 28 February 2009, <http://www.ops.fhwa.dot.gov>.
[10] Queensland Government (2008) *SEQ State of the Region Report 2008*, Queensland Government, Brisbane, p.59.

Public transport infrastructure has been under increasing pressure due to growth in usage averaging around 10 per cent annually since 2004. Peak period overcrowding on buses and trains is increasing.[11] Audit also found that this situation is exacerbated by the fact that rail transport is restricted by the Merivale Street rail bridge across the Brisbane River that must cater for all north and south bound passenger and freight movements.

Another cause of congestion is that the road network and public transport system in Brisbane is radially based, meaning that the majority of transport (road, rail and buses) is channelled through the Central Business District (CBD). This is then constricted by the Brisbane River and compounded by the fact that the Brisbane CBD is the major employment centre for SEQ. BCC has adopted a strategy to bypass the CBD such as the Clem 7 tunnel between Woolloongabba and Bowen Hills, scheduled for completion in late 2009 to early 2010.12

The TransLink Network Plan indicates that additional buses will be required to cope with increases in service levels.13 The South East Busway is close to capacity in some sections and with the increase in the number of buses, the kerbside space will also reach congestion point.14

The Inner City Rail Capacity Study, Bus Access Capacity Study and CBD Kerbside Study have all identified strategies and actions that can be taken to alleviate congestion. However, the Integrated Transport and Land Use Inner City Strategy, 2008, states that:

'none of these projects can, on its own, reasonably meet the forecast demand for all variations of commuter access and internal distribution required for the envisaged residential and employment growth'.[15]

2.1.2 Effects of congestion

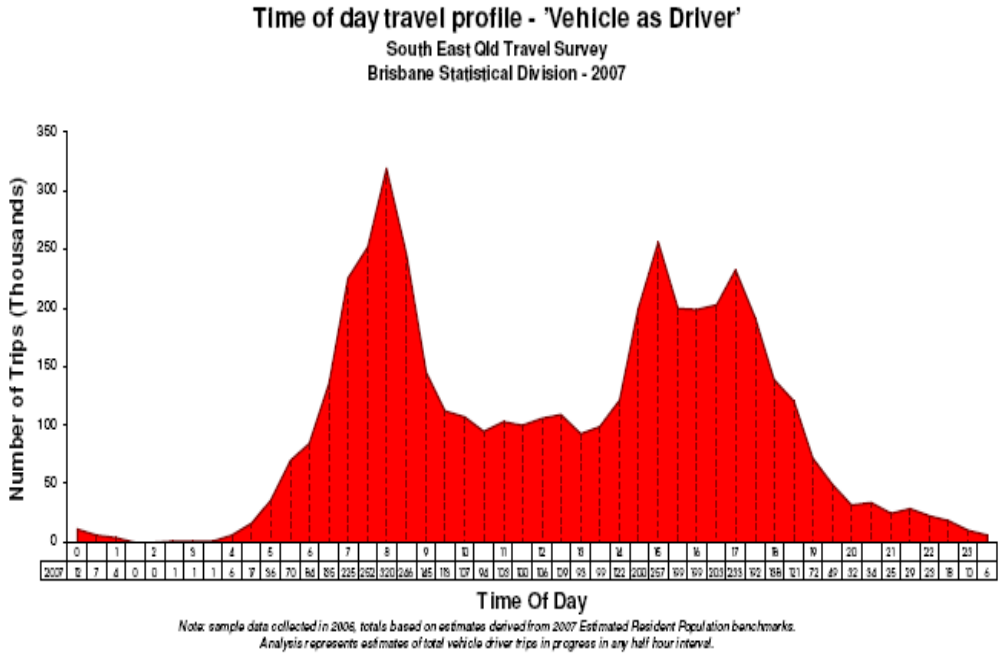
'Increasing congestion means lost time for people, longer and less predictable trip times, rising costs for industry, delays to public transport, declining road safety, environmental degradation due to vehicle emissions, and loss of amenity'.[16]

Urban congestion is negatively impacting on the social amenity, economic growth and environmental sustainability in SEQ.[17] Congestion reduces the 'liveability' of the region and will continue to impact with the increase in population in SEQ. Of the 1700 people who move to Queensland each week, 66 per cent will remain in the south east region.[18]

[11] Department of Transport (2008) *Strategy Element Paper: Expanding Public Transport*, v2, unpublished paper, p.3.
[12] GCI (2008) *Integrated Transport and Land Use – Inner City Study* , GCI, Brisbane, p. 20.
[13] Department of Transport (2007) *TransLink Network Plan: South East Queensland*, Queensland Government, Brisbane, p.58.
[14] Department of Transport (2008) *Strategy Element Paper: Expanding Public Transport*, v2, unpublished paper, p.6.
[15] GCI (2008) *Integrated Transport and Land Use – Inner City Study*, GCI, Brisbane, p.21.
[16] Department of Transport (2008) *Strategy Element Paper: Managing Congestion*, v2, unpublished paper, p.3.
[17] Department of Transport (2008) *Connecting SEQ 2031*: *Terms of Reference*, Queensland Government, Brisbane, p.5.
[18] Department of Transport (2008) *Strategy Element Paper: Managing Congestion*, v2, unpublished paper, p.4.

Total vehicle kilometres travelled will increase as vehicle ownership increases and people make economic and lifestyle choices to live further from their place of work. The morning (7am to 9am) and afternoon (4pm to 6pm) peaks account for 42 to 48 per cent of trips in a period of 24 hours resulting in congestion during these periods of high use.[19] Figure 2B illustrates the intensity of the number of trips in the morning and afternoon traffic peaks.

Figure 2B : Hourly travel statistics



Source: Department of Transport (2007) Travel Survey, unpublished data.

Congestion has negative impacts on the economy by delaying the transportation of goods into and out of regions.[20] Costs to industry are quantifiable in terms of vehicle maintenance, increase in fuel usage and costs, loss of trade due to unreliability of delivery and lost time due to road congestion. The encroachment of urban sprawl causes increased travel distances for farming and industrial products and results in increased costs of transportation and impacts on sustainability.

Based on research conducted, audit concluded that environmental sustainability is affected by the increase in the use of fossil based fuels and the resulting pollution from private and commercial vehicles use. An ever-expanding transport network may mean the loss of habitat for native species as more land is cleared and used, negatively impacting on the objective of sustainable growth.

2.1.3 Remedies for congestion

'Transport decision-making is complex with competing objectives, trade-offs, constraints, uncertainty, multiple options, and quantifiable and unquantifiable impacts'.[21]

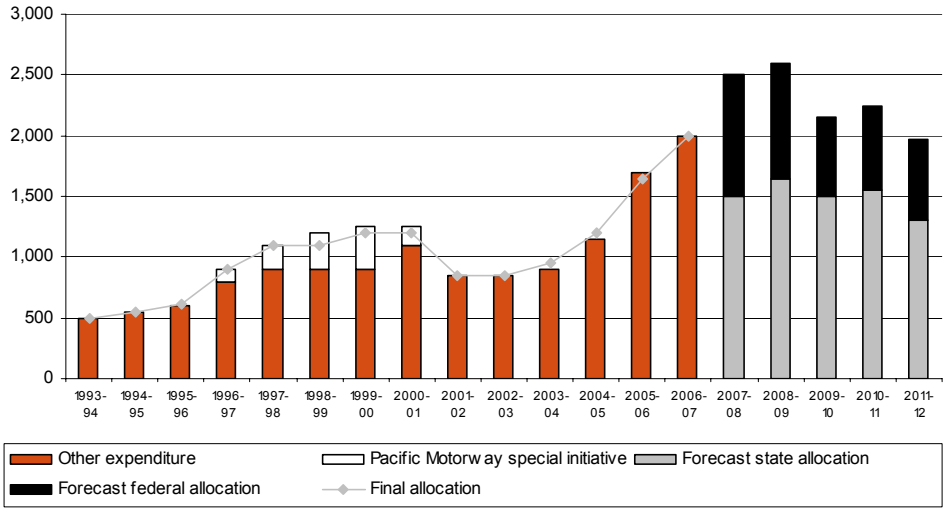
[19] Department of Transport (2008) *Strategy Element Paper: Managing Congestion*, v2, unpublished paper, p.4.
[20] Department of Transport (2008) *Connecting SEQ 2031: Terms of Reference*, Queensland Government, Brisbane, p.5.
[21] Competition and Regulation Working Group (2006) *Review of Urban Congestion: Trends, Impacts and Solutions*, report prepared for COAG, Department of Transport and Regional Services, Canberra, p.16.

Current planning practice requires a wider approach to transport decision-making that involves transport infrastructure supply, travel demand management[22] and land use management. In the urban environment transport planning must be integrated with land use planning to facilitate the use of transport options such as active and public transport. It is necessary for these facilities to be available to support sustainability objectives associated with green house gas emissions, environmental sustainability and efficiency and effectiveness of investment in existing and planned infrastructure.

A quality transport system should be people-centred and supportive of sustainable development. Shorter trip lengths and the use of alternative modes of transport are critical to achieving sustainable growth in the region. DoT is the lead agency responsible for developing and managing the land, air and sea transport environments in Queensland.[23] However, 'projects of state significance' declared under the *State Development and Public Works Organisation Act 1971* are coordinated by the Coordinator General.[24] Intermodal planning is undertaken by state and local governments either individually or in collaboration and consultation with other stakeholders.

Increases in transport spending over the past 10 years at all levels of government have improved the physical condition of motorways, roads and public transport facilities, but congestion has worsened and any safety gains may have levelled off. Figure 2C shows the spending on roadwork programs between the years 1993-94 to 2011-12.

Figure 2C : Spending on roadworks programs between 1993 and 2012



Source: Walsh D. & Cridland M. (2008) *Urban Congestion: An Agency Perspective*.

Funding for transport infrastructure at the state level is through the South East Queensland Infrastructure Plan and Program (SEQIPP). The Queensland Government has allocated:

- *'2008-09 to 2012-13 Roads Implementation Program $16.2 billion over 5 years*
- *$7.9 billion allocated over five years for SEQ, including $4 billion of state funding for projects under the SEQIPP*

[22] Brisbane City Council (2008) *Transport Plan for Brisbane 2008 – 2026*, Brisbane City Council, Brisbane, p.28.
[23] Queensland Government (2008) *State Budget 2008-09: Service Delivery Statements*, Book 3, Queensland Government, Brisbane, p.195.
[24] *State Development and Public Works Organisation Act 1971*.

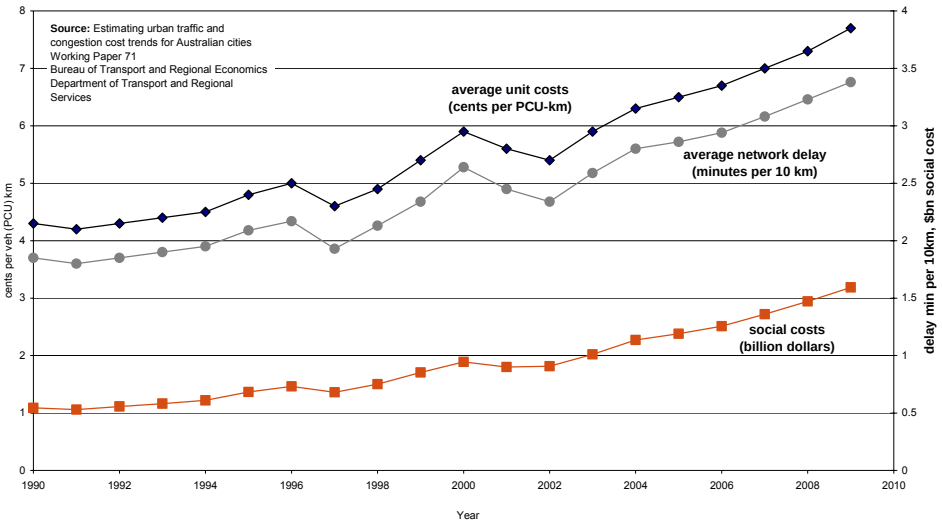
- *$5.7 billion over five years for the Airport Link, Northern Busway and Airport Roundabout Upgrade Project and Gateway Upgrade Project'.*[25]

Demand on transportation facilities has grown considerably since current transportation systems were built and is projected to increase in the coming decades as population, income levels, and economic activity continue to rise beyond previous estimates. This demand, despite the increasing cost of oil, and with modal shifts from private travel to public transport, has been increasing by around 10 per cent per annum over the past three years.[26] Transport plans at the state level have assumed an annual rate of growth for public transport patronage of nine per cent per annum.[27]

2.1.4 Costs of congestion

According to the Bureau of Transport and Regional Economics (BTRE) the annual economic costs of congestion in Brisbane were $1.2b in 2005 and could reach $3b by 2020, exceeding the projected congestion growth in Sydney and Melbourne[28] (see Figure 2D). DMR uses a travel time survey to report on congestion measures based on urban average weekday AM and PM peak travel times in the urban metropolitan area.

Figure 2D : Congestion costs Brisbane 1990-2009



Source: Bureau of Transport and Regional Economics & Department of Transport and Regional Services (2009) *Estimating urban traffic and congestion costs trends for Australian cities, working paper 71*, Tables 2.11, 2.12 and 2.13.

[25] Department of Transport (2009) *Moving Queensland Forward*, Queensland Infrastructure Summit, accessed 1 May 2009, <http://www.transport.qld.gov.au>.
[26] Department of Transport (2008) *Connecting SEQ 2031: Terms of Reference*, Queensland Government, Brisbane, p.4.
[27] Department of Transport (2001) *Transport 2007: An action plan for South East Queensland,* Queensland Government, Brisbane, p.59.
[28] Competition and Regulation Working Group (2006) *Review of Urban Congestion: Trends, Impacts and Solutions*, report prepared for COAG, Department of Transport and Regional Services, Canberra, p.5.

2.2 Audit objective

The overall objective of the audit conducted under Section 80 of the *Financial Administration and Audit Act 1977* included determining whether performance management systems were in place to enable the entities, individually and at state and local government levels to efficiently and effectively manage the SEQ transport network and address urban congestion. Specifically, the audit determined whether systems were in place to ensure that:

- comprehensive transport network planning, options analysis and evaluation is undertaken and is in line with the State Plans and land use requirements
- governance and management coordination of the transport network is consistent with better practices, state policies, procedures and legislative requirements
- accountability and reporting of performance informs planning and is relevant, appropriate and fairly represents current and future requirements.

2.3 Audit scope

The performance management systems audit on transport network and urban congestion selected five entities, all of which play a significant role in SEQ. As the fieldwork for this audit was conducted between October 2008 and February 2009, specific naming conventions have been adopted in the context of this report. These are:

- DoT: Department of Transport prior to the Machinery of Government change effective 26 March 2009
- DMR: Department of Main Roads prior to the Machinery of Government change effective 26 March 2009
- DIP: Department of Infrastructure and Planning prior to the Machinery of Government change effective 26 March 2009
- BCC: Brisbane City Council
- TTA: TransLink Transit Authority.

2.3.1 Restrictions in audit scope

The audit did not include the following:

- assessing the options resulting from the planning process, but looked at options for development and analysis to meet legislative requirements
- GoCard implementation and operation, but considered its merits in terms of providing data input to planning an intermodal transport network
- transport network operations such as delivery of services
- transport network resourcing including transport solutions, human resources, funding and delivery of transport infrastructure
- examination of transport network funding arrangements
- maritime, aerial and freight transportation systems, but recognised freight as a user of the transport network
- areas outside SEQ

- Queensland Rail owing to it being primarily an entity delivering transport services and not having a primary function in respect of the planning of new transport infrastructure
- Commonwealth agencies.

2.3.2 Audit procedures

The audit team conducted the audit through the following procedures:

- a review of policy documents, procedures and guidelines developed by central agencies and individual departments and entities
- an examination of key legislation in relation to the planning and coordination of the transport network and infrastructure
- identifying the resultant systems that are in place, ensuring they that are auditable and accountable
- an examination of the type of data collected, data integrity, including performance information, for congestion management, planning and coordinating the transport network and infrastructure performance as well as the systems providing assurance on the quality of that data
- an examination of the systems to provide assurance on the planning procedures and processes, including the analysis of transport options
- an examination of the governance and management systems to coordinate planning, operations and information flow for decision-making
- review of the monitoring and reporting mechanisms of planning achievements.

2.4 PMS audit approach

The legislative basis for this audit is Section 80 of the FA&A Act. A PMS audit includes an independent examination of whether an entity or part of an entity's activities have performance managements systems in place to enable management to assess whether its objectives are being achieved economically, efficiently and effectively. While a PMS audit will not review or comment on government policy, it may extend to include a focus on the entity's performance measures and whether, in the Auditor-General's opinion, the performance measures are relevant, purposeful and fairly represent the entity's performance.

The intent of a PMS audit is to provide independent assurance to the parliament and to act as a catalyst for adding value to the quality of public administration by assisting entities in the discharge of their governance obligations. A PMS audit has a focus on ascertaining whether the systems and controls used by management to monitor and measure performance, assist the entity in meeting its stewardship responsibilities.

The statutory office of the Auditor-General, as the external auditor for the parliament, is established pursuant to the FA&A Act. Although the Auditor-General takes note of the entity's perspective, the scope of a public sector audit is at the sole discretion of the Auditor-General as the FA&A Act prescribes that the Auditor-General may conduct an audit in the way the Auditor-General considers appropriate.

3 Summary of audit findings

Summary

Background

This section presents a summary of the audit findings.

Key findings

- The leadership at the state level for managing the transport network and urban congestion is not coordinated effectively and makes it more difficult for government agencies to drive a strategic response in an integrated and coordinated manner.
- Due to a systemic weakness in integrated planning across entities, there is no certainty that the agreed responses will achieve the optimal mix between the different elements of an urban transport network, such as land use, transport infrastructure, demand management and intermodal options.
- The continued use of out of date key transport documents and plans may result in decisions that are based on obsolete data and assumptions, and not effectively address the current challenges.
- Inconsistencies in data collection and reporting might have significant impact on the entities' ability to base their plans on accurate, complete and timely data, as well as to report on outcomes achieved.

3.1 Leadership at state level not coordinated effectively

The significant investment by government in the transport network and the complex nature of planning, constructing and maintaining transport infrastructure and delivering multimodal transport services across SEQ, demands a highly coordinated approach to achieving a reliable, flexible, safe and integrated transport network. Additionally, it is critical government agencies work closely together to respond to the complex policy challenge of increasing demand on the transport network which is operating at or near its capacity.

To effectively manage the transport network in SEQ, including urban congestion, an integrated government response involving agencies working across portfolios, agency boundaries and tiers of government is necessary. In so doing, it is critical that agencies collaborate to plan for and deliver transport services and infrastructure in a broad, consistent and concerted manner.

3.1.1 Entities' roles and responsibilities

For accountability purposes, clearly defined roles and responsibilities of individual entities for managing the transport network, including urban congestion, need to be formally established. This includes clearly defined roles and responsibilities across all key management roles, such as policy maker, regulator, purchaser and/or service provider.

Roles and responsibilities for various modes of transport and land use integration are mandated in legislation. The entities audited have a number of differing roles and responsibilities in relation to managing the transport network. The functional responsibilities of each audited entity are shown in Figure 3A.

Figure 3A : Functional responsibilities of each audited entity

Sector	Entity	Principal area of responsibility	Policy maker	Regulator	Purchaser	Provider
State Govt	DoT	Roads, rail	✓	✓		
State Govt	DMR	Roads	✓	✓		✓
State Govt	DIP	Land use planning	✓			
Statutory Authority	TTA	Bus, rail and ferries			✓	
Local Govt	BCC	Land use, bus, roads and ferries	✓		✓	✓

Audit assessed that all transport entities developed their internal systems in accordance with legislated responsibilities and accountabilities. For example, DMR has aligned its organisational structure to the Road System Manager (RSM) framework. This ensures there is clear role definition at a broad functional level with commensurate structural accountability. The RSM is used by DMR to guide its management activities, for both infrastructure and non-infrastructure. The RSM comprises forward planning of outcomes and outputs, programmed development and delivery of investments in the road system, as well as review of how effective the investment has been in achieving government priorities.

DoT contributes to the management of the transport network across government through its status[29] as the lead agency for transport in Queensland. It also provides the secretariat for the CEO Committee responsible for urban congestion. The CEO Committee's Terms of Reference states that its first task was to:

'develop a strategy document, with short, medium and long-term measures, for Cabinet's consideration, that focuses on tackling urban congestion'

to be completed by June 2008. Audit found that a strategy had been developed, however it had not been finalised. The delay in implementing the strategy could result in ad hoc solutions being implemented with minimal long term benefits.

UCTF, a unit within DoT, confirmed that it has been tasked with the management of urban congestion initiatives across the Queensland Government. The Commonwealth report, '*Connecting Government, Whole of Government Responses to Australia's Priority Challenges'*, identifies a Best Practice Checklist for taskforces and notes that a taskforce operation should have the key elements as described in Figure 3B.

Figure 3B : Key elements for a taskforce

Key elements for a taskforce are:

- clear governance arrangements
- clearly identified roles and responsibilities
- there is a strategic review of program effectiveness and delivery
- strong support from the key decision makers
- there is a high level of trust and willingness to move from negotiation to joint problem solving
- a high level of cooperation is required
- a clear charter and timeframe
- good protocols for interaction
- strong team skills among members.[30]

However, audit noted that UCTF has not developed strategic or operational plans with clearly defined targets and timeframes to ensure effective measurement of its outcomes. This shortfall in governance arrangements means that the clarity of UCTF's role and responsibilities is reduced and the lack of key performance indicators to report against could affect transparency and accountability.

[29] Queensland Government (2008) *State Budget 2008-09: Service Delivery Statements*, Book 3, Queensland Government, p.195.
[30] Management Advisory Committee (2004) *Connecting Government: Whole of Government Responses to Australia's Priority Challenges*, Commonwealth of Australia, pp.31-32.

Audit found that the entities tend to give effect to their mandate with a narrow focus on their own activities. For example, TTA does not have policy frameworks, documented goals or objectives to address urban congestion. TTA is mandated to deliver the mass transit system in SEQ.[31] The legislation applying to TTA states that:

'Other purposes of this Act are, consistently with the objectives of the Transport Planning and Coordination Act 1994, to do the following in relation to the TransLink area:

(d) help the government achieve its congestion management priorities relating to transport.' [32]

TTA's focus is on public transport - trains, buses and ferries. It does not systematically consider 'active' transport elements such as walking and cycling. Failing to include active transport elements means that the Queensland Government policy objective of encouraging multimodal transport options, risk not being addressed effectively.

3.1.2 Land use and transport integration responsibilities shared between state and local governments

'Building more roads as a response to congestion is becoming less viable for governments and less acceptable to the community. Efficient use of the existing road network is critical to avoiding or postponing road widening and additional constructions.'[33]

When transport and land use decision-making and implementation are poorly integrated, people and goods have to travel longer distances between origin and destination, and congestion will be exacerbated.[34] The *Integrated Planning Act 1997* (IPA) mandates the development of regional plans to manage urban growth. The South East Queensland Regional Plan 2005-26 (SEQRP), prepared by DIP, with contributions by DoT and DMR fulfils this requirement and makes recommendations for the integration of the transport network and land use. Transport specific plans such as the TCP, the Integrated Regional Transport Plan (IRTP) and BCC's transport plan for Brisbane align with SEQRP. Audit noted that SEQRP was under review and an updated SEQRP 2009–2031 is scheduled for release in July 2009.

'A key land use factor that impacts on transport infrastructure will be the degree of self-containment within activity centres identified in the SEQRP. Effective centres therefore need to encompass a range of land uses and activities including employment, residential, recreational and social infrastructure.' [35]

Research has shown that the growth in SEQ has resulted in urban sprawl. Housing estates are being developed to accommodate the increasing population growth, in some cases without appropriate service facilities such as shopping, education, business and provision for public transport. Out of sequence greenfield developments place increasing pressure on the existing infrastructure by the need to use private vehicles as the principal transport mode.

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[31] *Transport Operations (TransLink Transit Authority) Act 2008*.
[32] *Transport Operations (TransLink Transit Authority) Act 2008*.
[33] Department of Transport (2008) *Strategy Element Paper: Intelligent transport systems*, v2, unpublished paper, pp.2-3.
[34] Competition and Regulation Working Group (2006) *Review of Urban Congestion: Trends, Impacts and Solutions*, report prepared for COAG, Department of Transport and Regional Services, Canberra, p.11.
[35] Department of Transport (2008) *Strategy Element Paper: Expanding Public Transport*, v2, unpublished paper, pp.5-6.

Demand for multimodal transport options in new and established areas needs to be managed by relevant transport entities. This can be achieved by effective land use and transport integration decisions such as concentrating new and infill developments (i.e. Transit Orientated Developments) on established transport infrastructure corridors as well as marketing and education.

DoT plans for the effective use of existing transport infrastructure through its role as a concurrent agency mandated by the IPA. Development applications are referred by local government entities and assessed by DoT's Land Use Planning division to evaluate the impact on the existing infrastructure and to protect transport corridors. While the authority to approve a development application rests with local government, DoT applies a regulatory influence through the Integrated Development Application System and sets requirements in terms of existing or planned transport infrastructure.

Transit Orientated Developments (TOD) are recognised by all audited entities and are promoted in the SEQRP. DoT is undertaking an exemplar development at Varsity Lakes on the Gold Coast. The project is to create an environment where residential, employment, commercial and recreational space that are aligned with access to public transport, thereby reducing the need for private vehicles.

However, audit found that there are no publicly available guidelines for TODs to assist stakeholders with development applications concentrated around transport corridors. There is a high risk that the lack of information on the concept could result in lost opportunities to actively promote transport centric development applications.

3.1.3 Governance arrangements do not support effective decision-making

While audited entities are individually committed to managing the transport network and addressing urban congestion, there is little evidence of a formal high level protocol for collaboration and coordination across levels of government to effectively manage priorities and initiatives on a common approach for an integrated transport network. Audit found that agencies have agreements and alliances in place but these mostly relate to specific projects, services or initiatives.

Effective decision-making to manage the impact of urban traffic growth is essential across government agencies for an effective, reliable transport network. Audit found that the current governance structure at the state level does not support effective decision-making. The risk is that decisions about infrastructure could be made by individual agencies without proper consideration of the flow on effects on the existing infrastructure.

An enhanced governance structure supporting effective collaboration across entity boundaries could improve the decision-making process and assist achieving common objectives. It should also establish relevant accountability for the outcomes for the transport network.

3.1.4 Public reporting lacks focus on urban congestion

To fairly represent output performance, entities need to report publicly on output performance measures that are relevant and appropriate and are used consistently over time. Performance reporting is important to ensure an adequate standard of accountability, transparency, decision-making and planning. Performance reports allow an informed assessment of whether transport entities, either individually or collectively, are achieving their objectives and policy priorities as set down in their strategic documents.

The audited entities include information in their annual reports on how they have given effect to their legislative responsibilities. Each has responsibilities to contribute to the management of urban congestion by virtue of each entity's mandate.

State agencies have performance measures in place which are aligned with their strategic documents. However, the measures lack a direct link to the Queensland Government's objectives to address urban congestion. There was little focus on urban congestion results against performance measures in the agencies' annual reports.

UCTF manages a list of congestion management initiatives and active transport facilities such as cycleways and walkways in conjunction with other state agencies. These other agencies report on the progress of their individual project to UCTF which in turn report to the CEO Committee. Audit found that the proposed and realised outcomes of UCTF initiatives in terms of urban congestion are not publicly reported.

DoT reported on the work of Professor G Hazel who has been consulting with the Queensland Government on urban congestion management solutions in the department's annual report 2007-08.[36] The annual report also provides comment on DoT's contribution to the ongoing development of a whole of government Congestion Management Strategy.[37]

Audit recognises that other reporting systems on congestion programs are in place such as the quarterly SEQIPP report and the annual State of the Region Report, both of which are managed by DIP. Both DoT and DMR contribute to these reports.

Overall, audit found that entities collected data and utilised data systems to support their planning activities and fulfil their reporting requirements. However, there is minimal focus on urban congestion in external reporting and the strategic priorities identified are more often organisational principles or process rather than the transport outcomes sought.

3.1.5 Conclusion

To effectively manage the transport network in SEQ, including urban congestion, an integrated government response involving entities working across portfolios, agency boundaries and tiers of government is necessary. In so doing, it is critical that agencies collaborate to plan for and deliver transport services and infrastructure in a broad, consistent and concerted manner.

[36] Department of Transport (2008) *Queensland Transport Annual Report* 2007-08, Volume 1, Queensland Government, Brisbane, p.48.
[37] Department of Transport (2008) *Queensland Transport Annual Report* 2007-08, Volume 1, Queensland Government, Brisbane, p.39.

While DoT is the lead agency for the transport network under its legislative mandate, a number of agencies, including local government, play a significant role in planning for, delivering and managing transport services and infrastructure.

Audit noted that roles and responsibilities of entities for various modes of transport and land use integration are mandated in legislation. However, strategic leadership at the state level is not effectively coordinated. In my view the following are contributing factors:

- the responsibility for policy making is split across a number of entities
- the current governance structure does not support effective decision-making and makes it more difficult for entities involved to clearly define common goals and priorities and work collaboratively toward achieving them
- there is minimal external performance reporting on the impact various initiatives and projects are having on the efficiency of the transport network and the level of urban congestion.

Audit also found that while transport agencies have defined roles, responsibilities and accountabilities for the transport network within their respective organisational boundaries, agencies tend to give effect to their mandate with a narrow focus on their own activities.

State agencies have not developed a clear definition of congestion as the issue being addressed nor have they defined the specific outcomes at the strategic level to be achieved through the list of initiatives. Minimal external reporting on urban congestion performance measures creates the risk that the government's congestion initiatives and projects lack accountability and transparency.

3.2 Systemic weakness in integrated planning across entities

Planning for urban transport is necessary to ensure the network is safe, reliable, multi-modal and integrated. Effective planning activities that adopt a coordinated approach of complementary measures, tailored to the particular circumstances of each urban area, offer the best prospect of managing urban congestion. Moreover, effective planning must consider the complex interactions of different elements of urban transport, such as land use, the existing transport infrastructure, transport demand management, transport options analysis and intermodal options.

Planning activity that adopts an integrated approach of complementary measures, tailored to the particular circumstances of each urban area, offers the best prospect of managing urban congestion.[38] Moreover, the complex interactions of different elements of urban transport – such as land use, the existing transport infrastructure and transport demand management – requires multi-faceted and integrated planning responses.

[38] Competition and Regulation Working Group (2006) *Review of Urban Congestion: Trends, Impacts and Solutions*, report prepared for COAG, Department of Transport and Regional Services, Canberra, p.7.

'Integrated land use and transport planning influences the creation of a sustainable urban form by shaping:

- *geographic footprint of urban areas*
- *type, distribution and mix of land uses*
- *density of residential and employment areas*
- *attraction of activity and employment centres*
- *connectivity of land uses.'* [39]

3.2.1 Inconsistent use of integrated transport planning framework

Major transport networks such as roads, railways and busways require significant investment from government and the private sector.[40] To protect this investment, preferred options for future transport should be identified. The use of scenario planning to test the choice of options and their capacity to change and to perform as desired in the future is desirable when developing transport options. For example, DoT and DMR collaborated to produce the *Foreseeable Futures* scenario planning document in 2000 forward to 2025.

DoT and DMR jointly developed the integrated transport planning framework in 2003. Audit found that DoT also used the *State Development and Public Works Organisation Act 1971* when planning for projects of state significance.

However, despite the publication of the framework as a practical guide for integrated transport planning[41], audit found that it was used inconsistently for options analysis and development and in some cases was not used at all. There is a risk, that if options are not investigated systematically, then decisions about the development of the transport network may not provide the best outcome for the community.

Audit also found that provision for walking and cycling facilities in land developments and major projects lacks consistency of inclusion despite the development of strategies such as DoT's '*Shaping Up'* document and '*Queensland Cycle Strategy*'. Provision for inclusion of these active transport plans is not mandated in the IPA.[42]

Failing to include active transport elements in developments and projects could mean that the development or project may not meet government policy objectives of managing demand on the existing transport infrastructure or future expensive alterations may be required.

3.2.2 Plans in various stages of development

Audit recognises that strategic transport network planning is a multi-dimensional process that develops strategies to improve the performance of the Queensland transport network at the state-wide, regional, corridor, route and link level. Accordingly, there are numerous transport plans.

[39] Department of Transport (2008) *Strategy Element Paper: Sustainable Urban Form*, v2, unpublished paper, p.4.
[40] Queensland Government (2003) *Integrated Transport Planning Framework*, Queensland Government, Brisbane, p.46.
[41] Queensland Government (2003) *Integrated Transport Planning Framework*, Queensland Government, Brisbane, p.1.
[42] Department of Transport (2008) *Strategy Element Paper: Increasing active transport*, v2, unpublished paper, p.13.

These plans, however, are at various stages of development – proposed, being developed, draft, developed and approved. For example:

- the SEQRP is under review[43] with an expected release in 2009
- the *Integrated Regional Transport Plan (IRTP) Connecting SEQ 2031* is in draft form and due for with release in 2010.

However, the IRTP informs the SEQRP about transport issues and forms the basis of its transport plan. The current development and implementation of plans and spending on infrastructure, evidenced by Figure 2C, may not result in alleviating the congestion issue because the transport network is catching up from years of inadequate planning.

Further, plans at various stages of development cannot genuinely inform the development of other plans. As such, the plans lack integration and alignment, thereby adversely impacting upon the strategic understanding of the state-controlled transport network in Queensland and the ability to respond effectively to transport issues.

Travel demand management is an important element in addressing the issue of congestion. Congestion is a by-product of economic prosperity and is compounded by lifestyle choices of car ownership and commuting. Travel demand can be influenced by education, marketing of public transport services, pricing for use of infrastructure and services (tolls, congestion and off peak concession pricing) and high occupancy vehicle priority on the road network.

For instance, the Active School Travel program is managed by BCC. The program, commencing in 2004, assists participating schools to develop and implement a School Travel Plan. The aim of the plan is to facilitate behaviour change towards active and sustainable transport modes.

Additionally, the Brisbane North Travel Smart Communities Project is managed by Travel Smart Queensland, a division of DoT. The program, undertaken in late 2006, is the largest program of its type undertaken worldwide and involved in excess of 74,000 households. The program has resulted in a 13 per cent reduction in private car use. Figure 3C shows the results of the Travel Smart program and its effects on all modes of transport as a result of the program activity.

Figure 3C : Travel Smart program and its effects on all transport

Number of households	Vehicle Kilometres Travelled Reduction	Car mode share (driver)	Relative % increase in public transport mode share	Relative % increase in cycle mode share	Relative % increase in walk mode share	Relative % reduction in km travelled per year
70,000	13.2%	-13%	22%	58%	49%	-13%

Source: Australian Transport Council (2008) Improving Urban Congestion, Information for Decision Making, p.16.

[43] Department of Transport (2008) *Transport working paper: South East Regional Plan*, v2, unpublished paper p.1.

Despite the success of the Travel Smart program, audit found that planning for public transport growth is currently at six per cent per annum while actual growth is around 10 per cent per annum.[44] Audit also found that there is a discrepancy in planning for public transport growth between BCC and TTA. BCC's planning horizon (2026) and public transport targets (13 per cent) differed from TTA's (2018) and public transport targets (18.3 per cent). This planning imbalance could contribute to greater demand and further congestion on the public transport infrastructure and network.

However, audit notes that under section 42(1) of the *Transport Operations (TransLink Transit Authority) Act 2008*, TTA's planning horizon is constrained to funded improvements in mass transit services and infrastructure.

3.2.3 Conclusion

Transport planning and land use cannot be considered in isolation and therefore an integrated approach is required to provide the best outcomes for the transport network in SEQ. A high level of coordination and collaboration across all entities is necessary.

Inadequate strategic planning in the past has consequences that are evidenced by the current flurry of activity to develop systems, plans and initiatives to manage the transport network and address congestion. The current plans are at various stages of development and lack integration because of their immaturity. The current situation of catch up, evidenced by Figure 2C where the expenditure is shown to increase substantially after 2004, may not address urban congestion in an effective manner.

Options analysis and scenario testing is important when planning for new transport infrastructure and utilising existing transport infrastructure. Building new transport infrastructure is not the solution to congestion in all cases. While there are plans and frameworks in place in all agencies audited to consider transport options, audit found that they are inconsistently used and therefore decisions about the transport network may not be well considered.

Travel demand management is the responsibility of DoT and DMR at the state level. BCC is also actively working on this aspect as evidenced by its participation in the Travel Smart program and the establishment of the Active School Travel program in 2004. The successful North Brisbane Travel Smart program has produced tangible results, however demand management requires an integrated approach across the boundaries of all planning entities to maximise the effectiveness of the existing transport network.

[44] Department of Transport (2008) *Transport working paper: South East Regional Plan*, v2, unpublished paper pp.2-3.

3.3 Continued use of out of date key transport documents and plans

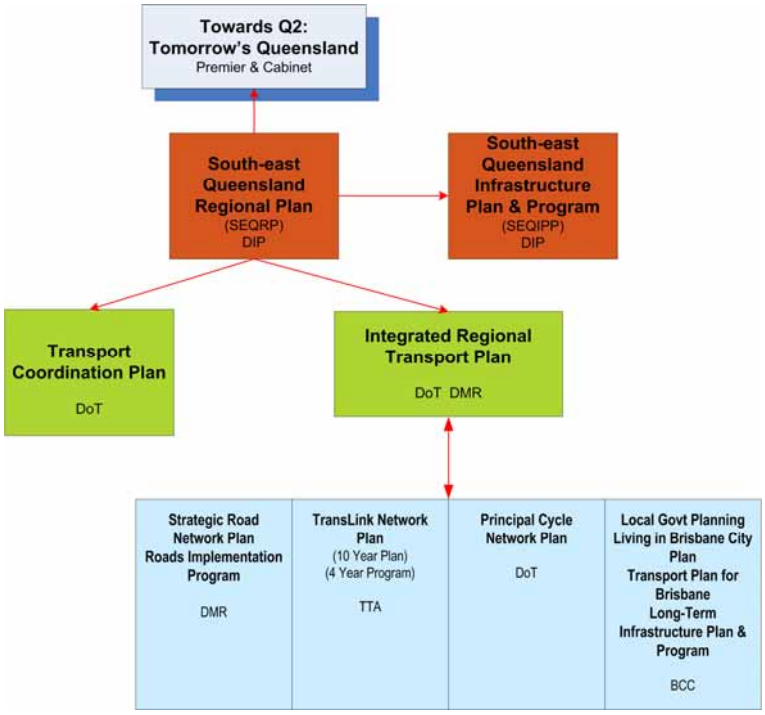
To effectively manage the transport network in SEQ, including urban congestion, a clear framework laid down in legislation, strategic plans and key policy documents as well as sound governance and systems to facilitate their implementation is needed.

This framework should clearly articulate the strategic direction for the transport network aimed at a reliable, integrated, multimodal transport network, along with clearly defined roles and responsibilities of the various agencies responsible for the planning and management of the transport network.

The principal legislation applying to Queensland public sector transport agencies are the *Transport Planning and Coordination Act 1994* (TPCA) and the *Transport Infrastructure Act 1994* (TIA). Under these Acts, transport agencies aim to achieve overall transport effectiveness through strategic planning and management of transport resources including land and transport corridors. This includes a strategic overview of the provision and operation of all transport infrastructure. Additionally, transport agencies are to provide a regime that allows for and encourages effective integrated planning and management of a system of transport infrastructure.

Audit assessed that all transport entities have a policy framework in place to manage the transport network, including urban congestion. To give effect to the legislation, audit found that the key transport policy document outputs for Queensland are the TCP, IRTP, SEQIPP, SEQRP, *Roads Connecting Queenslanders* (RCQ) and the *Roads Implementation Program* (RIP) and *Transport Plan for Brisbane 2008-2026*. See Figure 3D for the hierarchical arrangements of these plans.

Figure 3D : Major plans and their linkages to the Toward Q2: Tomorrow's Queensland, Transport Coordination Plan, SEQRP and SEQIPP



3.3.1 Transport Coordination Plan allowed to lapse

The management of the transport network is a highly complex matter involving a number of stakeholders and affecting the community as a whole. To effectively manage the transport network in SEQ and address urban congestion, it is critical that transport entities across government have access to comprehensive strategies and plans to deliver transport services and infrastructure in a broad, consistent and concerted manner.

DoT is the lead agency responsible for developing and managing the land, air and sea transport environments in Queensland.[45] It fulfils its legislative responsibilities through the development and implementation of strategic transport network plans such as the IRTP, and the TCP 2008-2018.

The TCP is a high level policy document that is intended to provide guidance towards integrated planning of transport infrastructure and has a ten year life. The first plan was for the period 1994 to 2004 while the subsequent plan covers the period 2008 to 2018. Audit found that the TCP was allowed to lapse in 2004 which is in direct breach of the legislative requirement.

The four year delay between the expiry of the initial TCP and the development of the subsequent TCP presents a significant deficiency in strategic direction for the transport network and subsequent strategies based on the first TCP may lack relevance and reliability for the current social and economic environment.

3.3.2 Integrated Regional Transport Plan 1997 not reviewed

The IRTP balances a region's future needs for public transport, freight, general motor traffic, walking and cycling. This type of planning facilitates a coordinated approach to transport planning and enables the impact of transport modes on existing transport infrastructure to be considered.

Audit found a systemic weakness in the review and updating of key strategies and plans that facilitate land use and transport network planning as evidenced through the IRTP.

The IRTP was developed in 1997 and described as 'the blueprint for the transport system'.[46] The IRTP 1997 was used to inform the SEQRP 2005-2026. Audit found very little evidence that the plan was reviewed despite provision for review every five years.[47] Given the considerable demographic, social and economic change and development within SEQ in the life of this document, there is a serious risk that transport decisions made on the basis of this document have the potential to be inefficient and ineffective in the current environment.

As Queensland's population continues to grow and change and the transport needs of Queenslanders change accordingly, it is of critical importance that any research and data used in key policy documents are reviewed and updated on a regular basis.

However, audit acknowledges that DoT is currently working on Connecting SEQ 2031, a document which will replace the IRTP 1997.

[45] Queensland Government (2008) *State Budget 2008-09: Service Delivery Statements*, Book 3, Queensland Government, Brisbane, p.195.
[46] Department of Transport (1997) *Integrated Regional Transport Plan*, Queensland Government, Brisbane, p.i.
[47] Department of Transport (1997) *Integrated Regional Transport Plan*, Queensland Government, Brisbane, p.vi.

3.3.3 No state planning policy for transport and land use integration

DoT has legislative responsibility for the development and implementation of strategic transport network plans such as the IRTP 1997 and the TCP 2008-2018.

Audit found that the development of an SPP for transport and land use integration had been recommended in 2007 in '*Planning for a Prosperous Future*' as a stronger and more effective tool in development assessment.[48] However, no such policy had been developed at the time of the audit.

Audit notes DIP's concerns about the development of a SPP for transport and land use integration as it might impose an additional regulatory burden to deal with matters that can be effectively addressed through existing policies and processes, including those provided under the SEQRP.

The Queensland Government in its *'Toward Q2: Tomorrow's Queensland'* document identified urban congestion as one of the challenges to achieving its 'Strong' target. Audit noted that DoT was developing a strategy for managing congestion around five key elements:

- land use and planning
- pricing and travel demand
- travel options
- efficiency
- capacity.

Audit also noted that the Queensland Government engaged an international expert in 2008, Professor G Hazel, to provide advice on the implementation of a balanced approach to dealing with congestion now and into the future.

3.3.4 Conclusion

Both state and local governments have identified urban congestion as a significant issue to be addressed and all entities audited have systems in place to consult and coordinate with each other for the purposes of delivering transport outcomes, albeit at varying degrees of maturity. Genuine collaboration, built on trust and common goals, is vital as no single entity can deal with this critical issue alone.

Audit identified that some long term transport plans were not reviewed, updated or renewed on a timely basis. The TCP document was allowed to lapse in 2004 and was not replaced until 2008. Additionally, some policy documents contain out of date research and data to support their policy positions. Therefore, there is a risk that decisions are being made based on out of date or irrelevant data contained in these plans.

The 2007 recommendation for the development of a SPP for transport and land use integration needs to be re-assessed against the current systems in place to ensure that the concerns and issues underlying this recommendation are being addressed.

[48] Department of Local Government, Planning, Sport and Recreation (2007) *Planning for a Prosperous Future, A reform agenda for planning and development in the Smart State*, Queensland Government, Brisbane, p.16.

3.4 Inconsistencies in data collection and reporting

Transport entities need systems to collate accurate, complete and timely information as well as governance structures to be able to report planning inputs and delivery outcomes. Both quantitative and qualitative data and assessment play an important role in any transport network data systems framework. Where quantitative data is available, it can greatly assist planning and decision-making. To be useful, data needs to be relevant and timely and focus on the transport network as a total system encompassing vehicle, public transport and active transport modes. This can be achieved by collaborative data sharing across all levels of government.

Where data collection has a focus on individual transport modes, such as vehicle travel times, there may be a tendency for project decisions to relate primarily to single solution options rather than considering a multimodal response.

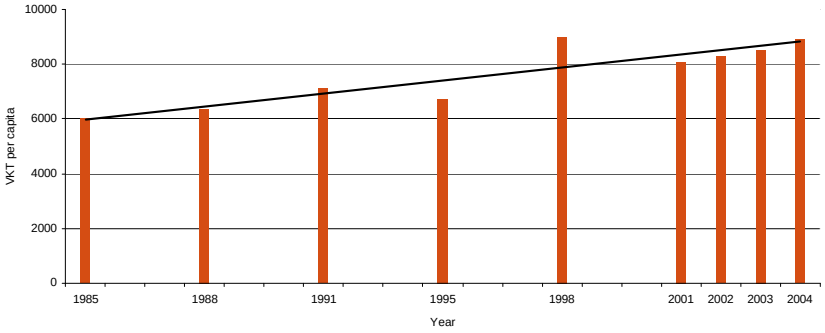
In the transport network data framework, the role of analysis, quality data and tools becomes progressively more detailed as decisions move from strategic planning to specific initiatives. Final decisions about the exact nature and timing of initiatives require detailed assessment and information.

3.4.1 No comprehensive transport data collection between 1993 and 2003

In 2004 the National Transport Data Working Group (NTDWG) recognised that current transport data collections were insufficient to meet the longer-term needs of transport infrastructure planning, investment analysis and management.[49] Queensland was represented on this working group by DoT and DMR.

DoT seeks to plan for an integrated transport network based on evidence and collects data to inform the department's planners and other stakeholders. However, the department has confirmed that there was very limited data collection to plan for transport needs between 1993 and 2001. This may have contributed to the lack of capacity to adapt the transport network to the rapidly changing social, economic and environmental conditions. Figure 3E shows the availability of data between 1993 and 2004 to measure Vehicle Kilometres Travelled. The figure shows the gaps in data availability.

Figure 3E : Gaps in data availability



Source: Department of Infrastructure and Planning (2008) State of the Region Report, p.344.

[49] Australian Transport Council (2004) *National Transport Data Framework*, Commonwealth of Australia, Canberra, p.iii.

3.4.2 Incomplete data collection for regional activity centres identified in SEQRP

Reporting on the accessibility, reliability and sustainability of the transport network requires access to relevant and reliable transport data. Transport data in Queensland is derived from Household Travel Surveys, Travel Time Surveys, the Australian Bureau of Statistics (ABS) and consultants.

The ABS undertakes a survey of motor vehicle usage and the NTDWG has concerns that the ABS has reduced its sample size and therefore the data would have limited use because of its broader applications.[50]

Audit found that there were significant limitations in the data sources because of the sample size and the lack of availability of data for specific regional areas. There are concerns of inconsistencies in the data because of interfacing the data between regional areas and the Brisbane metropolitan areas.

The data for SEQ is limited to the greater Brisbane area, the Gold Coast and the Sunshine Coast, excluding the areas of Toowoomba and Beaudesert. However, the excluded areas are included in the SEQRP as regional activity centres within the urban footprint and therefore there is a risk that the lack of transport data will restrict planning for these areas.

3.4.3 No systematic consolidation of data

Each entity uses its data systems to support its transport network planning activities. A major issue is the lack of coherent transport data required to effectively implement the transport network data framework.[51]

A co-ordinated approach to strategic transportation research, data collection and information dissemination across all modes will provide improved support for transport policy-making and strategy development. Outcomes delivered through this co-ordinated policy framework can be expected to deliver important economic, safety and sustainability benefits for the transport network.

There is some evidence of information exchanges between entities, however this collaborative approach is not championed or led by any entity. BCC collects data about road, bus and ferry use within Brisbane and TTA collects data about buses within the greater Brisbane area as well as rail. There is a concern about the reliability of public transport data because of the lack of capacity to verify data from bus operators and the rail data being retrospective. Not only is there a lack of leadership in the system of exchange, there is no data base available with consolidated information to give the 'complete picture' of urban congestion in SEQ and the effectiveness and efficiencies of the initiatives whether already in place or proposed.

[50] Australian Transport Council (2004) *National Transport Data Framework*, Commonwealth of Australia, Canberra, p.20.
[51] Australian Transport Council (2006) *National Guidelines for Transport System Management in Australia*, Commonwealth of Australia, Canberra, p.24.

3.4.4 Conclusion

Systems supporting data collection and reporting for urban congestion management have significant deficiencies, which put the entities' ability to make informed decisions at risk. The shortcomings also limit the range of performance measures on which entities can report and ultimately might impact on the transparency and accountability of the initiatives and projects being undertaken to address urban congestion.

The inconsistencies in data collection are highlighted by the scarcity of data collection between 1993 and 2004. There are also inconsistencies in the regional activity centres for which data is collected.

While each entity uses its data systems to support its transport network planning activities and some information is being exchanged, audit found no framework or leadership to share data between entities and no shared data base to provide a complete picture about congestion in SEQ.

4 Overview of audited entities

Summary

Background

This section provides a brief overview of individual entities selected for this audit. The conclusions drawn from this audit have been discussed with each entity.

Key findings

- All audited entities have systems in place to manage the transport network in SEQ and address urban congestion, albeit at varying levels of development and maturity.
- Audit identified a number of areas for improvement.

4.1 Department of Transport

4.1.1 Overview

DoT's role is described as being '*the lead agency responsible for developing and managing the land, air and sea transport environments in Queensland*'.[52] The department's strategic plan states its vision as *'Better transport for Queensland…to enhance economic, social and environmental well being'*. This is supported by its mission statement that is to *'Develop, lead, and manage transport in Queensland which is safe, secure, efficient, inclusive, ecologically sustainable and promotes a strong economy'*.

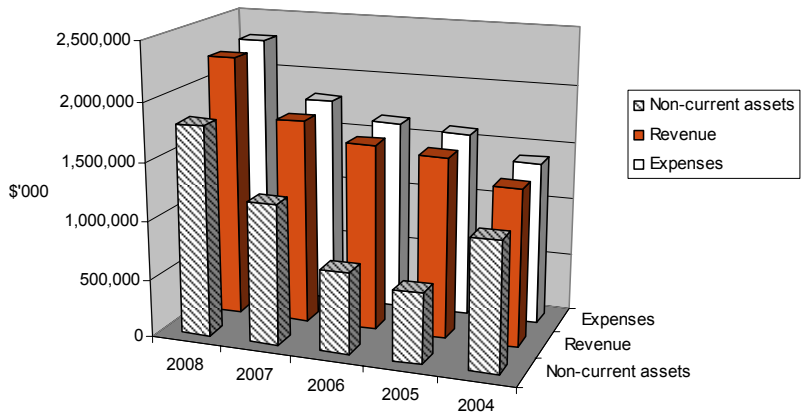
DoT develops strategic transport plans as required by legislation. At a glance these are:

Figure 4A : Department of Transport – at a glance

Legislation	*Transport Planning & Coordination Act 1994*
	Transport Infrastructure Act 1994
	Integrated Planning Act 1997
	Public Service Act 2008
Strategic Plans	Transport Coordination Plan
	Integrated Regional Transport Plan
	Integrated Transport Planning Framework
	Queensland Cycle Strategy
Contributes to	South East Queensland Regional Plan
	South East Queensland Infrastructure Plan & Program

Out of a capital works budget of $3.65b[53] for 2008-09, initiatives in the SEQIPP make up a significant part of DoT's projects, with a capital budget this financial year (2008-09) of $1.3b.[54]

Figure 4B : Five year departmental overview



Source: Department of Transport Annual Report 2007-08, Volume 1, p.8.

[52] Queensland Government (2008) *State Budget 2008-09: Service Delivery Statements*, Book 3, Queensland Government, Brisbane, p.195.
[53] Queensland Government (2008) *State Budget 2008-09 Queensland Transport: Agency Budget Highlights*, Queensland Government, Brisbane.
[54] Queensland Government (2008) *State Budget 2008-09 Queensland Transport: Agency Budget Highlights*, Queensland Government, Brisbane.

The audit focused on the Integrated Planning Division and the Urban Congestion Task Force within DoT. The audit reviewed the department's strategic plans and programs and examined its systems for managing and reporting on the transport network in SEQ.

4.1.2 Conclusion

Audit found that DoT and DMR jointly developed the integrated transport planning framework in 2003. However, DoT does not use the integrated transport planning framework consistently for options' analysis and development and in some cases the framework was not used at all.

The department has developed plans to cover the transport network, such as the TCP and the IRTP 1997. Audit found that the TCP was allowed to lapse and the IRTP 1997 had not been reviewed on a regular basis.

The department uses the TCP, IRTP and transport data collection activities to guide its transport network planning. However, audit identified that there was a period between 1993 and 2001 when there was very little data collection to assist planning for the transport network. Audit also identified that the department does not collect data for all regions identified in the SEQRP and the IRTP 1997.

The department has governance structures to support internal and external reporting activities, including systems to collect and analyse data and report against performance indicators. However, the department's annual report does not identify and report on specific congestion initiatives.

The following areas have been identified for improvement:

- review, update and evaluate its key transport documents such as the TCP and IRTP in a timely manner
- strengthen the coordination of land use and transport integration
- implement timely collection of data that is relevant, accurate and complete
- report congestion performance indicators to external parties to enable a comprehensive assessment of the department's actions to address congestion.

The management of the transport network is a highly complex matter involving a number of stakeholders and affecting the community as a whole. A highly coordinated approach is critical to achieve a reliable, flexible, safe and integrated transport network and address urban congestion in SEQ. Genuine collaboration between all levels of government and transport agencies is vital as no single entity can deal with this critical issue alone. There is an opportunity to enhance consultation and cooperation processes already in place through clear identification of common goals and priorities and leveraging from each entity.

Audit considers that the merger of DoT and DMR into a single new department from 26 March 2009 is an opportunity to enhance integration, embed genuine collaboration and leverage on synergies.

4.1.3 Department of Transport and Main Roads response

The Director-General, Department of Transport and Main Roads, stated in his response of 28 May 2009:

'1. Within SEQ this is happening through Connecting SEQ 2031: An Integrated Regional Transport Plan for SEQ, aimed for release of draft around late 2009 or early 2010. This is after the release of the finalised SEQ Regional Plan that the transport plan is intended to respond to.

The original IRTP for SEQ (1997) set mechanisms in place to ensure ongoing coordination of IRTP initiatives. Transport 2007 was a 10 year action plan under the longer-term IRTP for SEQ vision. Transport 2007 reflected changing priorities and contained more up-to-date, short-term actions consistent with the longer-term directions of the IRTP for SEQ (1997).

Following the establishment of the Office of Urban Management to undertake regional land use planning SEQ, updated information and analysis were input into that regional planning process rather than a stand alone IRTP for SEQ. It has since been determined that there is an important ongoing role for a stand alone IRTP for SEQ.

2. *Agreed. The former Queensland Transport worked closely with other state agencies, such as the Department of Infrastructure and Planning and the Department of Main Roads and local governments in developing priorities and initiatives for the transport network such as developing a suite of state planning instruments, updating integrated regional transport plans and continuing to collect data to monitor system performance.*

   The Connecting SEQ 2031: Transport Working Paper submitted to the Department of Infrastructure and Planning in September 2008 by the former departments of Transport and Main Roads was about ensuring stronger transport and land use integration as part of the development of the SEQ Regional Plan.

   The Department of Infrastructure and Planning has overall responsibility for guidelines for development around Transit Oriented Developments. The Department of Transport and Main Roads has collaborated closely with the Department of Infrastructure and Planning in the development of these guidelines and also in the development of building codes to address noise issues around roads and railways. These will be in place by late 2009.

   Clarification of jurisdiction for amenity and reverse amenity is being proposed. If legislative amendments are accepted, then policy guidelines will be developed to ensure developments near transport infrastructure ameliorate environmental impacts from transport infrastructure and to protect the transport infrastructure from reverse amenity impacts.

   The Department of Transport and Main Roads is actively involved with the TransLink Transit Authority in the development of the TransLink Network Plan, which maps out public transport service and infrastructure improvement over the next 10 years and outlines a four year program of actions including land use impacts.

3. *The Department of Transport and Main Roads is committed to obtaining data at regular intervals to support evidence-based planning and policy. The Department has demonstrated its commitment to the timely collection of data that is relevant, accurate and complete through the creation and funding of the Transport Research and Analysis Centre since 2004. This unit has a comprehensive program of data collection, cleansing and analysis to support transport planning and policy for the department. The instruments used by the unit have received comprehensive peer review, by such organisations as the Office of Economic and Statistical Research, to ensure that they meet national and international standards. The unit has also commissioned independent authorities to examine the timing of the various data instruments. The department is committed to a number or rolling data programs. Since 2004, the unit has established a 3 year rolling program to gather household travel behaviour across the SEQ region, an annual travel time survey across state and local roads in the SEQ region and a 3 year rolling program to determine vehicle occupancy in the SEQ region.*
4. *The Department has a number of effective reporting mechanisms which are under ongoing review and development.*

   The Department of Transport and Main Roads reports on its contribution to whole-of-government outcomes through its annual Service Delivery Statement and through a SEQIPP program report every 3 months.

   The Department has reported back to CBRC as required, and will provide an annual report on the implementation of the whole-of-government congestion management program of works (the first report is due September 2009).'

4.2 Department of Main Roads

4.2.1 Overview

The role of DMR is to manage the state's largest built community asset—the Queensland state-controlled road network. DMR's strategic plan 2008-13 outlines the strategic direction of the department for the next five years. The vision of DMR is 'Connecting Queensland'.

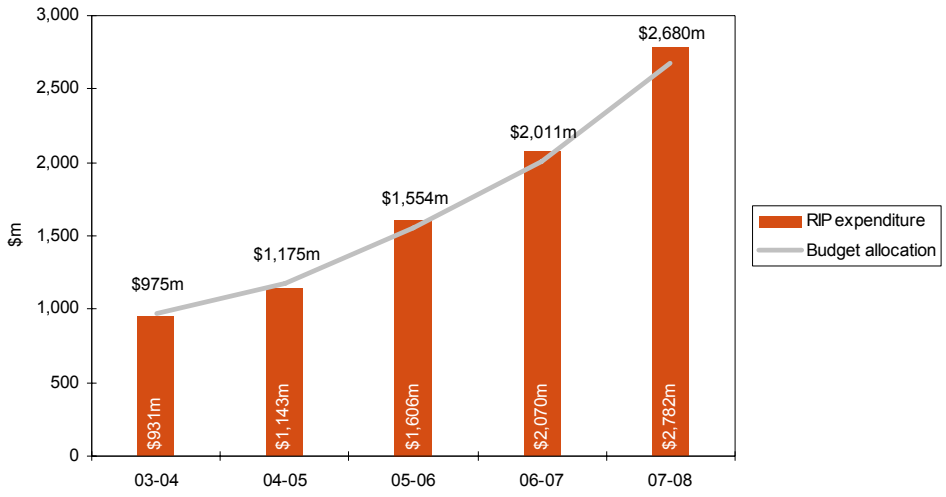
To achieve the four strategic priorities outlined in the strategic plan, DMR uses a suite of major transport strategies and plans described below in Figure 4C. The department collaborates and consults with other government agencies and stakeholders including local governments and informs the development of strategies and plans to manage the road network.

Figure 4C : Department of Main Roads – at a glance

Legislation	*Public Service Act 2008*
	Transport Planning and Coordination Act 1994
	Transport Infrastructure Act 1994
Strategies	Queensland Road System Performance Plan (QRSPP)
	Roads Connecting Queenslanders (RCQ)
	Roads Implementation Program (RIP)
	State-wide Plan
Contributes to	Integrated Regional Transport Plan
	South East Queensland Regional Plan
	South East Queensland Infrastructure Plan & Program

DMR's budget provides for capital works expenditure of $3.24b for 2008-09, of which $1.5b is for SEQ. The figure below provides the RIP expenditure for the years 2003-2008.

Figure 4D : Roads implementation program expenditure



Source: Department of Main Roads Annual Report 2007-08, p.25.

The audit focused on the department's strategies, plans and programs to manage urban congestion in SEQ.

4.2.2 Conclusion

Audit found that DMR has sound planning, management and reporting systems in place to construct, maintain and operate the state-controlled road network in Queensland. It adopts a tiered and transparent approach to strategic planning and uses the RSM to guide its planning activity. The department considers all transport modes as part of its planning activity.

However, while the department has developed numerous plans covering the state-wide network, area, corridor, route and link level, these plans are at various stages of development. As such, its planning activity lacks integration and alignment and compromises its overall effectiveness in managing the Queensland road network.

The department has a sound policy framework and systems to guide the management of the Queensland road network. The policy framework is clearly linked to legislative requirements and has been established in accordance with these requirements. The department, however, needs to ensure that research and data used to support policy positions is regularly reviewed and updated accordingly.

The department has appropriate governance structures to support internal and external reporting activities, including appropriate systems to collect, analyse and report against performance indicators. However, an area of reporting that has not been embedded is urban traffic growth.

The following areas have been identified for improvement:

- adopt a more integrated approach to the development of strategic road network planning
- align departmental plans to reflect a whole-of-government approach to Queensland's transport network as outlined in the TCP
- report congestion performance indicators to external parties to enable a comprehensive assessment of the department's actions to address congestion.

4.2.3 Department of Transport and Main Roads response

The Director-General, Department of Transport and Main Roads, stated in his response of 28 May 2009:

'1. *Congestion is an important community issue and the road system will not be able to meet projected growth rates over the next 20 years without decisive management.*

With the South East Queensland Infrastructure Plan and Program, there has been a major emphasis on infrastructure with proposals to increase capacity at critical locations on the road network. Whilst these projects are critically needed, it has been recognised that it is not possible to build our way out of congestion.

Within the Transport portfolio the Department of Main Roads was responsible for strategic road network planning. This involves developing a management approach (including the right investments) for Queensland's roads that deliver Government and community outcomes.

In 2002 Main Roads introduced its Road System Manager framework, based on work by Austroads. It was the first jurisdictional road agency in Australia to implement such an approach. It was introduced to ensure that broader government and departmental priorities were being reflected in how Main Roads determined infrastructure and non infrastructure investment decisions.

In July 2006 Main Roads re-structured its operations, moving away from an approach which largely set priorities within regional areas to a whole-of-state prioritisation framework, the aim of which was to ensure consistent functional practices across Queensland whilst maintaining a strong regional delivery focus. Road System Manager was the foundation of this revised Main Roads business model, informed the organisational strategic plan and ensured an integrated approach to the development of strategic road network planning within a whole of transport context. The Road System Manager planning is a continuous process and as development pressures change planning needs to be reviewed regularly.

Main Roads formed a senior management group known as the Managing Impacts of Urban Traffic Growth Board to oversee a program of work aimed at improving the reliability of road system. Main Roads recognised that effective planning must consider the complex interactions of different elements of urban transport networks such as land use, the existing transport infrastructure, transport demand management, transport options analysis and intermodal options. A more holistic approach has been adopted by the Managing Impacts of Urban Traffic Growth Board that emphasises managing the road network using a range of actions in those areas.

2. *Whilst the Transport Coordination Plan was published in 2008, during its formation over a four year period the Transport Coordination Plan has directly informed Main Roads' current strategic plan which is reviewed each year. The principles in the Transport Coordination Plan directly underpin the role and responsibilities of key business units across Queensland Transport and Main Roads. Roads Connecting Queenslanders is the strategic long-term direction to the Queensland road system. It is consistent with the objectives articulated in the Transport Coordination Plan. Departmental plans will continue to reflect a whole-of-government approach to Queensland's transport network as outlined in the Transport Coordination Plan, Roads Connecting Queenslanders, Integrated Regional Transport Plan, SEQ Strategic Road Network Plan and Road Operations Strategy.*
3. *Main Roads has reported congestion performance indicators annually through the national Austroads reporting process which is made freely available to external parties. Main Roads' Strategic Plan reported on core business activities and methods used to respond to traffic growth.*

   Main Roads focused the primary performance indicators on travel speed. This in conjunction with the program report on Managing the Impacts of Urban Traffic Growth, ensured that reporting on urban traffic growth was embedded into Main Roads reporting.'

4.3 Department of Infrastructure and Planning

4.3.1 Overview

DIP's vision is '*Sustainable development – Sustainable Communities*'. This is supported by the department's mission '*to shape a sustainable future for Queensland*'. The department does not have a separately published Strategic Plan.[55]

The Director-General of DIP holds the Office of the Coordinator-General. The *State Development and Public Works Organisation Act 1971* provides the person holding this office with significant powers to manage major projects on a whole-of-government basis.[56]

The department is currently redefining its role in the coordination of urban development, and particularly transport networks. The department works across Queensland to ensure planning and infrastructure essential to the state's economic future is developed and delivered through its legislative responsibilities, strategies and plans.

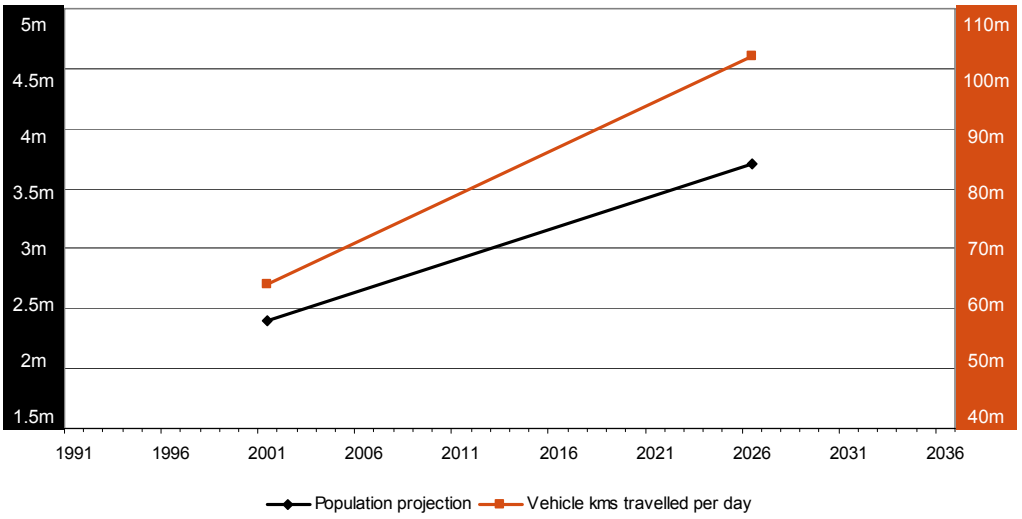
[55] Department of Infrastructure and Planning (2008) *Department of Infrastructure and Planning Annual Report 2007-08*, Queensland Government, Brisbane, p.4.
[56] Department of Infrastructure and Planning (2008) *Department of Infrastructure and Planning Annual Report 2007-08*, Queensland Government, Brisbane, p.9.

Figure 4E below outlines DIP's key legislation and strategies. Figure 4F shows the predicted trends in population growth and increase in vehicle kilometres travelled per day.

Figure 4E : Department of Infrastructure and Planning – at a glance

Legislation	*Integrated Planning Act 1997* (IPA)
	State Development and Public Works Organisation Act 1971
Strategies	SEQ Regional Plan Communication Strategy – Regulatory Provisions
	South East Queensland Infrastructure Plan and Program
	South East Queensland Regional Plan
Contributes to	Integrated Regional Transport Plan
	Social Infrastructure Planning – Strong Communities

Figure 4F : SEQ population and vehicle kilometres travelled per day: the trend to 2026



Source: Department of Local Government, Planning, Sport and Recreation (2005) South East Queensland Regional Plan 2005-2026, p.107.

DIP's combined operating and capital works budget for 2008-09 is $153.7m. Infrastructure/capital works funding is provided by other departments' budgets.

Audit reviewed the department's systems, strategies, plans and programs to manage urban congestion and its contribution to the management of the transport network.

4.3.2 Conclusion

Audit found that DIP has planning, management and reporting frameworks and systems in place to plan, co-ordinate, implement, manage and monitor significant projects to deliver the infrastructure for the transport network in SEQ. However, these do not extend to the management of congestion.

The Planning Group within DIP focuses on land-use management and incorporates aspects of transport network planning in its processes. Considerations of multimodal transport systems options are focussed through the department's TOD Co-ordination Unit and managing the TOD Taskforce. While the TOD concept and principles are contained in the SEQRP, audit found no publicly available guidelines for TODs to assist stakeholders with development applications concentrated around transport corridors.

Audit found that the development of a SPP for transport and land use integration had been recommended in 2007 in '*Planning for a Prosperous Future*' as a stronger and more effective tool in development assessment.[57] However, no such policy had been developed at the time of the audit. DIP has expressed concerns about the development of such an SPP.

There is a negligible formal and documented focus on urban congestion by DIP in its planning, management and reporting processes.

The following areas have been identified for improvement:

- document how the concerns and issues underlying the recommendation of developing a SPP for transport and land use integration is effectively addressed through existing policies and processes
- develop and publish TOD guidelines across the community, industry, state and local government entities to ensure awareness and consistency
- implement the integration of land-use and transport co-ordination to incorporate a greater focus on urban congestion.

Audit also identified that there is an opportunity to leverage from DIP's co-ordination expertise and planning and management input to develop a coordinated strategy for managing urban congestion.

4.3.3 Department of Infrastructure and Planning response

The Coordinator-General stated in his response of 2 June 2009:

'DIP agrees certain areas require improvement. The Department prides itself on an ability to quickly respond to emerging issues to secure long term sustainability and a better future for Queenslanders. The SEQ Regional Plan 2005-2026 provides policies and principles to promote TOD, recently reinforced through the draft SEQ Regional Plan 2009-2031. Since 2005 the Department has established a solid platform for TOD delivery in SEQ including revised policy, governance arrangements, infrastructure funding, research and education. This has included initiatives such as the TOD Taskforce and working with stakeholders to facilitate TOD in appropriate locations.

A range of guidelines is currently being developed or supported by DIP to promote a deeper community and practitioner understanding of TOD principles:

- *Community Diversity in Transit Oriented Development Precincts' Guide (Supports practitioner understanding of TOD best practice - August/September 2009)*
- *Residential Density Handbook (Supports community understanding of urban density and TOD anticipated publication - August/September 2009)*

[57] Department of Local Government, Planning, Sport and Recreation (2007) *Planning for a Prosperous Future, A reform agenda for planning and development in the Smart State*, Queensland Government, Brisbane, p.16.

- *Medium Density Subtropical Design Guideline (Supports climate responsive medium density development including for TOD - third quarter 2009)*
- *Transit oriented development – A Guideline for Practitioners (supports practitioner knowledge of TOD – fourth quarter 2009)*
- *QLD Streets (revision) (supports sustainable street design including for TOD – partnership with Institute of Public Works Engineers, fourth quarter 2009).*

The Department will implement the integration of land use and transport coordination to incorporate a greater focus on congestion, however still reflecting the importance of land use and transport integration to deliver of a range of other key government priorities, including growth management, climate change, housing affordability and economic development.'

4.4 Brisbane City Council

4.4.1 Overview

Brisbane is the largest local government authority in Australia.[58] BCC's legislative power relating to traffic management derives from the *City of Brisbane Act 1924* which enables sections of the *Local Government Act 1993* giving the council control of roads, ferry services, harbours, jetties and canals in the Brisbane metropolitan region. BCC is also required to comply with relevant state acts and policies including the *Transport Infrastructure Act 1994* and the *Integrated Planning Act 1997*. Figure 4G shows the legislation and key strategies that BCC applies to transport management within its local government area.

BCC is responsible for the majority of arterial road and bridge infrastructure within the City boundaries. BCC is recognised as the largest municipal public transport provider in Australia.[59] Brisbane's City Centre Master Plan 2006 links with the SEQRP.

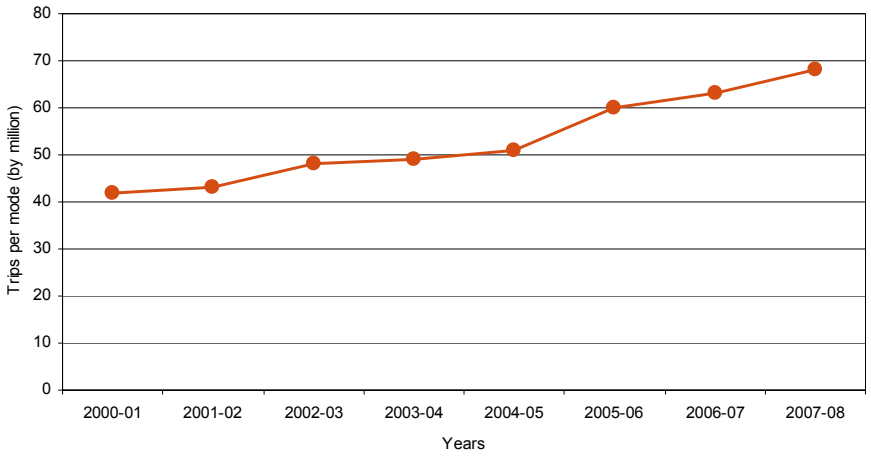
Figure 4G : Brisbane City Council – at a glance

Legislation	*City of Brisbane Act 1928*
	Integrated Planning Act 1997
	Local Government Act 1993
	Statutory Bodies Financial Arrangements Act 1982
Strategies	The Brisbane City Council Transport Plan for Brisbane 2008-2026
	The Brisbane City Plan 2000
	The Brisbane City Centre Master Plan 2006
	The shared vision living in Brisbane 2026

The Transport Plan for Brisbane 2008-2026 outlines how increased public transport use, walking and cycling can assist a program of targeted road investment to manage travel demand and congestion on Brisbane's road network. The financial summary of program outcomes lists the expenditure for Sustainable Transport – Cycling and Walking, Public Transport and Transport Network as being $380.8m for 2008-09. Figure 4H shows the growth of bus patronage since 2000-01.

[58] Brisbane City Council (2006) *Our shared vision: living in Brisbane 2026*, Brisbane City Council, Brisbane, p.Foreword.
[59] Brisbane City Council (2006) *Our shared vision: living in Brisbane 2026*, Brisbane City Council, Brisbane, p.24.

Figure 4H : Growth of bus patronage



Source: Brisbane City Council Annual Report 2007-08, p.72.

Audit focused on BCC's transport strategies and plans to manage the transport network within Brisbane City boundaries.

4.4.2 Conclusion

BCC has sound planning, management and reporting frameworks in place to manage its current transport network roles and responsibilities within the Brisbane City region. It adopts an integrated approach between land use and transport network planning. BCC infrastructure planning includes assessment of different options using computer modelling and scenario analysis.

BCC planning also aims for a mix of transport modes with a goal of increasing mode shares in place of single vehicle car travel. The shift of modes is supported by travel demand management programs that have been implemented by BCC.

BCC has a sound policy framework and systems to guide the management of the part of the Brisbane transport network for which they are responsible. The policy framework is clearly linked to legislative requirements and state plans such as SEQRP. However, audit found that formal arrangements needed to be finalised between TTA and BCC to clearly identify each party's roles and responsibilities in planning as well as data collection, scheduling, operating and funding the Brisbane bus and ferry network.

BCC has appropriate governance structures to support internal and external reporting activities, including appropriate systems to collect, analyse and report against performance indicators. One aspect of reporting that could be improved is the public reporting of current congestion and trends.

The following areas have been identified for improvement:

- work with TTA to finalise the contract outlining each party's roles and responsibilities
- report congestion performance indicators to external parties to enable a comprehensive assessment of BCC's actions to address urban congestion.

Audit also identified that there is an opportunity for government departments to leverage off BCC's systems and expertise given its intrinsic different role as a local government entity.

4.4.3 Brisbane City Council response

The Chief Executive Officer stated in her response of 3 June 2009:

'Brisbane City Council reiterates its ongoing commitment to addressing congestion in South East Queensland. In response to areas that have been identified for improvement:

- *TTA and Council have reached historic agreement and are close to executing agreements covering each party's roles and responsibilities:*
  a) *an MOU covering roles and responsibilities in the planning, funding and provision of public transport,*
  b) *a contract (3G Contract) covering the operations of Brisbane transport, which incorporates Council's unique role of funding*
- *Council supports the reporting to external agencies on how congestion levels are changing and the impacts of policies and investments. To be effective, it needs to be on the basis of:*
  a) *a commitment by all parties to Council/State cooperation in strategic planning and congestion management with agreed and common objectives*
  b) *a common framework based on National and State standards to measure results*
  c) *targets that are realistic and fundable rather than aspirational*
  d) *shared information on an open book basis (but confidential to the parties involved)*
  e) *public disclosure of overall results and performance.*
- *The State should publish the targets and outcomes it has set for congestion and report these to parliament and the public. At present, BCC reports to Council and in our annual report.*

BCC agrees that reporting congestion performance indicators in this way will enable a comprehensive assessment to be made of government's actions to address congestion. Examples such as Coronation Drive, where reforms of the traffic system were able to achieve travel time reduction of up to 14% on one corridor, show that proactive management and understanding the causes of congestion does provide measurable results.

Accountability should help to ensure that levels of investment and policy effort close the gap between actual and desired congestion outcomes.

Brisbane City Council welcomes the opportunity to further to work with State government in sharing its expertise in urban congestion management, measuring and reporting.'

4.5 TransLink Transit Authority

4.5.1 Overview

TTA was established in July 2008 under the *Transport Operations (TransLink Transit Authority) Act 2008*.

TTA's vision is supported by a set of ten objectives covering all aspects of the business and which outline the objectives and priorities which set TTA's strategic direction.

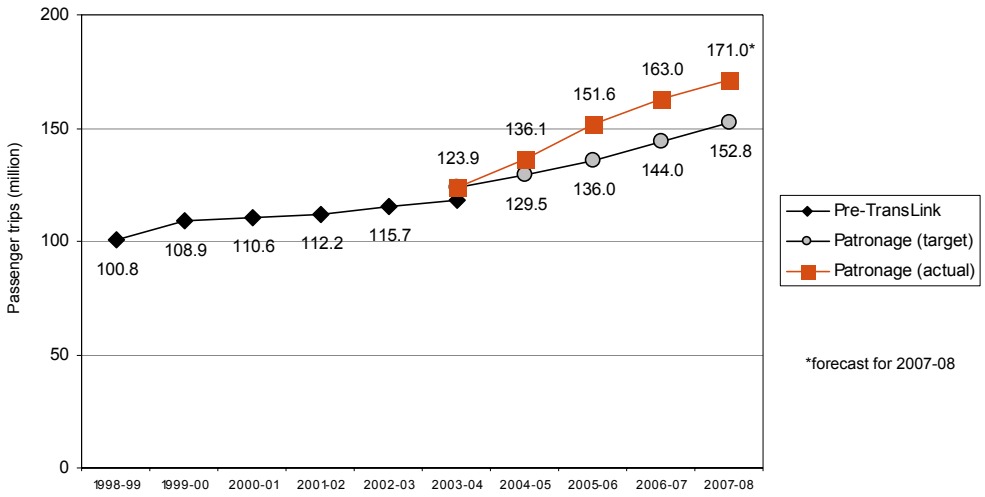
TransLink's purpose is to '*lead and deliver an integrated public transport system that is used and valued by the people of South East Queensland*'.[60] It is responsible for the integration and improvement of the key elements of the SEQ public transport system.

Figure 4I : TransLink Transit Authority – at a glance

Legislation	*Transport Operations (TransLink Transit Authority) Act 2008*
Strategies	TransLink Network Plan 2004-2014

Funding of $168.4m over the next four years is aimed to address growth in passenger demand and by providing improved levels of services in key growth corridors. An additional $2.9m has been allocated for the development of an integrated scheduling system to improve public transport scheduling.[61]

Figure 4J : Public transport patronage before and after TransLink establishment



Source: Department of Infrastructure and Planning (2008) South East Queensland Infrastructure Plan and Program 2008-2026, p.22.

Audit focused on TTA's systems and strategies to manage an integrated public transport system within SEQ.

[60] Department of Transport (2007) *TransLink Network Plan: South East Queensland*, Queensland Government, Brisbane, p.25.
[61] Queensland Government (2008) *State Budget 2008-09 Queensland Transport: Agency Budget Highlights*, Queensland Government, Brisbane.

4.5.2 Conclusion

TTA is mandated to deliver the mass transit system in SEQ[62] and has strategies, plans and programs in place to plan, deliver and manage the public transport network. As such, the authority's focus is public transport- trains, buses and ferries. It does not systematically consider 'active transport' options.

TTA also has a mandate to contribute to the achievement of the Government's congestion management priorities. Audit found that there was minimal formal and documented focus on urban congestion, in the key areas of planning, collaboration and reporting.

TTA has clearly defined roles, responsibilities and accountabilities for planning, delivering and managing the public transport network in SEQ. However, audit found that formal arrangements needed to be finalised between TTA and BCC to clearly identify each party's roles and responsibilities in planning as well as data collection, scheduling, operating and funding the Brisbane bus and ferry network.

Audit noted that TTA has documented review frameworks and systems in place relative to the efficient and effective use of existing transport infrastructure.

TTA undertakes extensive data collection activities. Audit identified gaps in the completeness, timeliness and reliability of that data. Better practice requires comprehensive and current data on which the authority can rely to plan and manage the mass transit network with confidence.

The following areas have been identified for improvement:

- work with BCC to finalise the contract outlining each party's roles and responsibilities
- review, implement and monitor a robust data collection system and adopt rigorous validation systems to enable performance measurement, analysis and planning
- include 'active transport' options with all integrated transport options in the planning processes.

4.5.3 TransLink Transport Authority response

The Chief Executive Officer stated in his response of 2 June 2009:

- *'Work with BCC to finalise the contract outlining each party's role and responsibilities*

  There is agreement on the concerns expressed regarding the need to finalise formal arrangements with the BCC for planning, delivering and managing the public transport network in SEQ between the TTA and the BCC. A number of steps have been implemented over the past few months in addressing this situation resulting in a contract being finalised and ready for execution by the TTA and BCC.

[62] *Transport Operations (TransLink Transit Authority) Act 2008*.

- *review, implement and monitor a robust data collection system and adapt rigorous validation systems to enable performance measurement, analysis and planning*

  I support this recommendation and advise that the problems identified in your audit are known to me. In addition to the discussion earlier in this letter, I advise that the TTA is in the process of implementing a new public transport specific data warehouse system call netBI. The system is scheduled for the first stage of implementation which is August, 2009. The system will interface with the go card system and other systems in use or proposed by the TTA.

- *include "active transport" options with all integrated transport options in the planning processes*

  I support this recommendation. As you know, active transport is the policy responsibility of the Department of Transport and Main Roads. The TTA's responsibility in this regard is related to the management and operation of the mass transit system. In the planning of this system, the TTA sees active transport as an important element in a customer's total journey and takes that into account in a number of ways including:

  – *providing way-finding signage around major public transport hubs;*
  – *providing bike lockers and quality pedestrian pathways at busway stations and at many rail stations; and*
  – *working with local government to provide quality pedestrian pathways to stops and stations.'*

5 Acronyms, glossary and references

5.1 Acronyms

BCC	Brisbane City Council
BTRE	Bureau of Transport and Regional Economics
CBD	Central Business District
DMR	Department of Main Roads
DIP	Department of Infrastructure and Planning
DoT	Department of Transport
DTMR	Department of Transport and Main Roads
FA&A Act	*Financial Administration and Audit Act 1977*
IPA	*Integrated Planning Act 1997*
IRTP	Integrated Regional Transport Plan
NTDWG	National Transport Data Working Group
PMS Audit	Performance Management Systems Audit
QRSPP	Queensland Road System Performance Plan
RCQ	Roads Connecting Queenslanders
RSM	Road Systems Manager
RIP	Roads Implementation Program
SEQ	South-East Queensland
SEQIPP	South-East Queensland Infrastructure Plan and Program
SEQRP	South East Queensland Regional Plan
SPP	State Planning Policy
TCP	Transport Coordination Plan 2008-2018
TOD	Transport Orientated Development
TTA	TransLink Transit Authority
UCTF	Urban Congestion Task Force

5.2 Glossary

Corridor

The land area to accommodate road, rail, pipelines, services and utility infrastructure or broadly defined transport connections that carry people and goods between locations.

Integrated Regional Transport Plan

A plan to develop and manage the transport system of a region in an integrated manner to accommodate the region's forecast population, employment, and economic and social activities.

Mode

The means used to make a trip, such as a ship, plane, car, bus, train, walking or cycling.

Multimodal

Use of more than one mode of transport to move people, goods and services.

South East Queensland Infrastructure Plan and Program 2007-2026

The SEQIPP outlines the Queensland Government's infrastructure priorities to support the South East Queensland Regional Plan. It established the priorities for regionally significant infrastructure over the next twenty years, and considers the longer term planning horizon of the South East Queensland Regional Plan.

Transport infrastructure

Fixed structure or equipment such as roads, bridges, railways, bikeways, footpaths, busways, traffic lights and facilities which are necessary for the provision of transport services.

5.3 References

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Glenn Poole
Auditor-General

7 Auditor-General's reports

7.1 Tabled in 2009

Report No.	Subject	Date tabled in Legislative Assembly
1	Auditor-General's Report No. 1 for 2009 Results of 2007-08 audits of local governments **Financial Compliance Audit**	20 May 2009
2	Auditor-General's Report No. 2 for 2009 Department of Health – Service Planning for the Future **Performance Management Systems Audits**	9 June 2009
3	Auditor-General's Report No. 3 for 2009 Transport network management and urban congestion in South East Queensland **Performance Management Systems Audits**	June 2009

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