

Review of Auditor-General's Report No. 4: 2017-18 – Integrated Transport Planning

**Report No. 14, 56th Parliament
Transport and Public Works Committee
November 2018**

Transport and Public Works Committee

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Abbreviations

BCC	Brisbane City Council
the committee	Transport and Public Works Committee
DILGP	Department of Infrastructure, Local Government and Planning
DNRME	Department of Natural Resources, Mines and Energy
DTMR/TMR	Department of Transport and Main Roads
EDQ	Economic Development Queensland
PDA	Priority development areas
QAO	Queensland Audit Office
QTP	Queensland Transport Policy
RTP	Regional transport plan
<i>ShapingSEQ</i>	South East Queensland Regional Plan 2017
SIP	State Infrastructure Plan
SPP	State Planning Policy
TCP	Transport Coordination Plan
TPCA	<i>Transport Planning and Coordination Act 1994</i>

Chair's foreword

This report presents a summary of the Transport and Public Works Committee's examination of Auditor-General's Report No 4: 2017-18 – Integrated Transport Planning.

The committee reviewed the report and discussed its conclusions and recommendations with both the Auditor-General and officials from the Department of Transport and Main Roads. The committee is satisfied that the department is working towards implementation of the audit recommendations.

The committee will continue to monitor the issues raised in the Auditor-General's report until the implementation of the audit recommendations has been finalised.

On behalf of the committee, I thank the Department of Transport and Main Roads for their assistance. I would also like to thank the Parliamentary Service staff.

I commend this report to the House.

A handwritten signature in black ink that reads "Shane King". The signature is written in a cursive, slightly slanted style.

Shane King MP
Chair

Recommendations

Recommendation 1

2

The committee recommends the Legislative Assembly note the contents of this report.

1 Introduction

1.1 Role of the committee

The Transport and Public Works Committee (committee) is a portfolio committee of the Legislative Assembly which commenced on 15 February 2018 under the *Parliament of Queensland Act 2001* and the Standing Rules and Orders of the Legislative Assembly.¹

The committee's primary areas of responsibility are:

- Transport and Main Roads
- Housing, Public Works, Digital Technology and Sport.

Under section 94 of the *Parliament of Queensland Act 2001*, the committee has the following responsibilities to the extent that they relate to the committee's portfolio area:

- (a) the assessment of the integrity, economy, efficiency and effectiveness of government financial management by—
 - (i) examining government financial documents; and
 - (ii) considering the annual and other reports of the auditor-general;
- (b) works (*public works*) undertaken by an entity that is a constructing authority for the works if the committee decides to consider the works;
- (c) any major works if the committee decides to consider the works.²

1.2 Role of the Auditor-General

The Auditor-General is an independent statutory officer appointed by the Governor in Council under the *Auditor-General Act 2009*. The Auditor-General is supported by the Queensland Audit Office (QAO).³

The Auditor-General undertakes both financial audits and performance audits of public sector entities. Financial audits provide an opinion on the financial statements of public sector entities, whilst performance audits address important aspects of public services, examining efficiency and effectiveness.⁴

1.3 Referral of Auditor-General's reports

Standing Order 194B provides the Committee of the Legislative Assembly (CLA) shall as soon as practicable after a report of the Auditor-General is tabled in the Assembly, refer that report to the relevant portfolio committee for consideration.

A portfolio committee may deal with this type of referral by considering and reporting on the matter and making recommendations about it to the Assembly.⁵

On 12 December 2017 the Auditor-General tabled Auditor-General's Report No 4: 2017-18 – Integrated Transport Planning. On 22 March 2018, the CLA referred the report to the committee for its consideration.⁶

¹ *Parliament of Queensland Act 2001*, section 88.

² *Parliament of Queensland Act 2001*, sections 94, 96 and Schedule Dictionary.

³ *Auditor-General Act 2009*, sections 6 and 9.

⁴ See Queensland Audit Office, <https://www.qao.qld.gov.au/our-role>.

⁵ *Parliament of Queensland Act 2001*, section 92(3)

⁶ Queensland Parliament, Record of Proceedings, 22 March 2018, p 727.

1.4 Inquiry process

On 30 April 2018, the committee held a private briefing with the Auditor-General and officers from the QAO.

On 11 June 2018, committee held a public briefing with representatives from the Department of Transport and Main Roads (DTMR). A transcript is published on the committee's web page. A list of officials is contained in Appendix A.

The committee also received written advice from the department in providing an update on the implementation of the audit recommendations on 25 October 2018.

1.5 Recommendations and conclusions

The committee is satisfied that DTMR is progressing with the implementation of the audit recommendations, all be it at a slower pace than initially anticipated. The committee will continue to monitor the implementation of audit recommendations.

Recommendation 1

The committee recommends the Legislative Assembly note the contents of this report.

2 Examination of the Auditor-General's report

2.1 Audit rationale

Auditor-General's Report No 4: 2017-18 assessed whether the state's approach to strategic transport planning enables effective use of transport resources and a transport system that is sustainable over the long term.

The objective of the audit was to determine whether the state's approach to strategic transport planning enables effective use of transport resources and a transport system that is sustainable over the long term.⁷

QAO assessed whether DTMR provides an effective framework for coordinating transport planning that integrates with other government plans and the Department of Infrastructure, Local Government and Planning (DILGP), DTMR and local councils effectively integrate land use and transport planning.⁸

The audit was conducted between October 2016 and August 2017 and included:

- interviews with staff from DTMR; DILGP, Brisbane City Council (BCC), Isaac Regional Council, Whitsunday Regional Council and Mackay Regional Council
- analysis of documents provided by those audited
- analysis of performance data and transport modelling data.⁹

2.2 Audit background and context

QAO noted that governments use transport plans to define their policies, goals and designs for how they intend to successfully move people and goods now and in the future. QAO considers that transport plans need to integrate the components of the transport system in an effective and efficient way and needs these plans to integrate with other state, regional and local government plans. QAO also considers that transport plans must address many challenges, including mobility and access issues, changing consumer expectations, new technology and growth pressures.¹⁰

The reasons for the audit cited in the report include:

- *Past population and economic growth have created access and mobility challenges across the state and particularly on peak commuting routes in South East Queensland. The State Infrastructure Plan expects significant population and travel growth over the next 20 years to intensify these challenges. This represents a significant risk to the state's economic prosperity and liveability.*¹¹
- *The 2015 Infrastructure Australia audit confirmed that Australia needs integrated infrastructure and land use planning across all levels of government to realise significant efficiency and service delivery benefits.*¹²

⁷ Queensland Audit Office, *Report 4: 2017-18 – Integrated transport planning*, December 2017, p 1.

⁸ Queensland Audit Office, *Report 4: 2017-18 – Integrated transport planning*, December 2017, p 66

⁹ Queensland Audit Office, *Report 4: 2017-18 – Integrated transport planning*, December 2017, p 66.

¹⁰ Queensland Audit Office, *Report 4: 2017-18 – Integrated transport planning*, December 2017, p 3.

¹¹ Queensland Audit Office, *Report 4: 2017-18 – Integrated transport planning*, December 2017, p 66.

¹² Queensland Audit Office, *Report 4: 2017-18 – Integrated transport planning*, December 2017, p 66.

The report notes there are four key pieces of legislation and the State Planning Policy (SPP) that guide transport planning in Queensland. The key planning documents include:

- the transport coordination plan (TCP) – provides a framework for coordinating planning and management of transport over the next decade (*Transport Coordination Plan 2017-2027*) (TCP 2017-2027)
- regional plans – define desired outcomes for each region and provide the policy framework for achieving them
- regional transport plans – provide direction on how strategic transport objectives can be achieved for a regional area¹³

It should be noted that the SPP was updated in July 2017.

The report also notes that DTMR is developing a 30-year long-term transport strategy (Queensland Transport Policy (QTP)) to prepare for future transformations in transport and to improve transport system outcomes.

South East Queensland Regional Plan 2017 (ShapingSEQ) was published in August 2017 by DILGP. QAO notes that the approach to planning focuses on making more effective use of existing resources including:

- promoting higher density development, located where transport infrastructure exists
- making the best use of existing assets rather than providing new infrastructure
- improving the capacity of the public transport system through high-frequency services and connecting these with active transport connections (for example, walking and cycling).¹⁴

QAO also notes that *ShapingSEQ's* preferred future is for transport users to have better transport experiences.

QAO identifies that in developing and implementing various planning documents to achieve their objectives and preferred transport trends, a number of challenges need to be addressed, including:

- expected population growth
- rapidly changing consumer expectations
- extreme weather that affects the transport system
- rapidly changing technology (eg self-driving vehicles)
- the need to maintain and improve transport in regional areas
- constrained funding for maintaining the transport network
- the need to integrate planning across all levels of government.¹⁵

At the time of the audit, the TCP 2017-2027 was in draft form. The plan was published in October 2017, after the draft audit report had been provided to agencies for comment.

¹³ Queensland Audit Office, *Report 4: 2017-18 – Integrated transport planning*, December 2017, p 6.

¹⁴ Queensland Audit Office, *Report 4: 2017-18 – Integrated transport planning*, December 2017, p 4.

¹⁵ Queensland Audit Office, *Report 4: 2017-18 – Integrated transport planning*, December 2017, p 21.

2.3 Audit conclusions

QAO concluded that:¹⁶

- DTMR and DILGP are developing the foundations they need to effectively integrate land use and transport planning and engaging well with each other and local councils to develop plans that emphasise the need to integrate land use and transport better than they have in the past.
- DTMR's framework for coordinating transport planning is well designed, but it needs more time to implement all elements to be fully effective.
- Delays in finalising the QTP and publishing the TCP 2017-2027 mean there is a lack of certainty over strategic direction. The report notes that state and local governments are working together to integrate their land use and transport plans but these delays could result in a disconnect with strategic priorities. QAO acknowledged that the delays were due to changes in government, which are not entirely within DTMR's control.
- DTMR remains focused on delivering a sustainable transport system by prioritising its funding towards running and maintaining the existing transport network, including repair and renewal, and then investing in new infrastructure when it can.
- The report states that renewal of the existing network has been, and continues to be, underfunded. Underfunding has resulted in risks to the sustainability of the transport network and the overall condition of the transport network falls well short of DTMR's target standards.
- DTMR forecasts that the renewal backlog on the state-controlled road network will exceed \$9 billion over the next decade. Without alternative strategies to address the funding issues, DTMR faces a risk that it will not be able to maintain or improve service standards on the transport network to meet future needs.
- The report notes that transport modelling for vehicle travel indicates that the transport system performance under most of *ShapingSEQ's* assumptions show potential average peak travel times will increase significantly by 2041 compared with 2016 average travel times and that modelling indicates that delivering the intended transport outcomes will require infrastructure and non-infrastructure solutions, including new strategies to manage user demand and influence how people travel.
- QAO considers that the challenges to managing growth with a transport network, that is at risk of deteriorating as a result of insufficient renewal funding, demonstrates how critical it is for DTMR to complete its work on the QTP, as an approved and published policy. It needs to clearly communicate the transport challenges being faced and how best to address them.

2.3.1 Coordinating transport planning

2.3.1.1 *Strategic framework for coordinating transport planning*

The audit found that DTMR was still developing or awaiting approval for documents within the strategic framework of the TCP 2017-2027. QAO considers that this means it is not yet clear how the various outputs of the strategic framework integrate.

However, QAO acknowledged DTMR has clear processes and practices that it can apply to program planning once approved.¹⁷

¹⁶ Queensland Audit Office, *Report 4: 2017-18 – Integrated transport planning*, December 2017, p 4-5.

¹⁷ Queensland Audit Office, *Report 4: 2017-18 – Integrated transport planning*, December 2017, p 5.

2.3.1.2 Developing transport coordination plans

The report notes that at the time of the report DTMR's approved and published TCP covered the period 2008–2018. DTMR has developed three draft plans—in 2011, 2013, and 2016. It did not publish the 2011 and 2013 versions because of changes in government. It did, however, use the 2013 draft for internal decision-making purposes, until it drafted its most recent plan.

QAO noted that because DTMR was not able to publish any of the three draft TCPs, it is not being held to account publicly for its performance against all its current TCP objectives.¹⁸

2.3.1.3 Defining transport coordination plan objectives

The report notes the TCP 2017-2027 includes specific and measurable objectives and defines the intended transport outcomes better than previous plans have. With clear, measurable objectives, DTMR can monitor progress and make informed decisions to achieve the desired results.¹⁹

2.3.1.4 Prioritising transport investments

The report notes DTMR has defined spending criteria that are consistent with the State Infrastructure Plan's (SIP) principles. These prioritise running and maintaining the existing transport system (repair and renewal) over building and expanding the system. This is because there has been insufficient investment to renew transport infrastructure.²⁰

QAO considers that the funding DTMR plans to allocate to maintain and renew the network is not enough to stop the transport system from further deteriorating. DTMR has calculated that it had a \$4 billion renewal backlog for its road network as at 30 June 2017. QAO considers that this will affect DTMR's ability to meet minimum performance targets; it will compromise service standards; and it will require DTMR to reprioritise works to address safety-related defects on its network at the expense of works to renew its assets.²¹

2.3.1.5 Integrating strategies for modes of transport

The report identifies that because DTMR has not been able to publish its draft TCPs, the modal strategies developed for different modes of transport, such as passenger transport and cycling, do not fully integrate with TCP objectives.²²

2.3.2 Integrating regional and transport planning

2.3.2.1 Planning engagement

DILGP engaged DTMR and local councils when developing its plans.²³

2.3.2.2 Planning analysis

QAO found that DILGP and DTMR provided an adequate basis for their core strategies and directions within the SIP and *ShapingSEQ* plans. DTMR has developed a suite of strategic and more locally-focused transport modelling tools to assess the impact of proposed state wide, regional and local policies and plans and specific projects.²⁴

¹⁸ Queensland Audit Office, *Report 4: 2017-18 – Integrated transport planning*, December 2017, p 5.

¹⁹ Queensland Audit Office, *Report 4: 2017-18 – Integrated transport planning*, December 2017, p 5.

²⁰ Queensland Audit Office, *Report 4: 2017-18 – Integrated transport planning*, December 2017, p 5.

²¹ Queensland Audit Office, *Report 4: 2017-18 – Integrated transport planning*, December 2017, p 6.

²² Queensland Audit Office, *Report 4: 2017-18 – Integrated transport planning*, December 2017, p 6.

²³ Queensland Audit Office, *Report 4: 2017-18 – Integrated transport planning*, December 2017, p 6.

²⁴ Queensland Audit Office, *Report 4: 2017-18 – Integrated transport planning*, December 2017, p 7.

However, QAO's analysis of the consistency of DTMR's modelling with *ShapingSEQ*'s measures showed there were inconsistencies making it difficult to compare. QAO acknowledged DTMR's model includes substantial components of *ShapingSEQ* policies and provides valuable information on the potential transport outcomes.²⁵

2.3.2.3 Developing transport plans

QAO found there has been inconsistent coverage of transport plans for regional areas with plans outside SEQ being outdated, draft or having no plan. The report notes DTMR recognised this problem and advised it would deliver transport plans for all regions by February 2018.²⁶

2.3.3 Measuring and monitoring performance

2.3.3.1 Transport coordination plan

QAO found DTMR has improved the way it measures and communicates the performance of the transport system. However, DTMR has not yet documented a consolidated analysis of its performance measures to show to what extent it achieved the TCP objectives.²⁷

QAO also found that while DTMR's performance framework for the TCP 2017-2027 addresses all the goals and objectives of the plan, it has gaps in terms of adequately reporting:

- public transport efficiency, reliability and integration
- safety and security related to public transport and ports
- customer satisfaction and the impact on customers.²⁸

The TCP 2017-2027 indicates that DTMR will update the performance measures as required to ensure it effectively measures performance against the objectives.²⁹

2.3.3.2 Regional land use and transport plans

ShapingSEQ is not clear about who will track, monitor, report and identify strategies for addressing adverse trends in performance. QAO considers that DTMR needs to set baselines for performance measures in its regional transport plans so it can show over time to what extent it is achieving the intended outcomes.³⁰

2.3.3.3 Priority development areas

QAO found the agencies responsible for the four priority development areas (PDAs), that QAO reviewed, adequately engaged with relevant state agencies and local councils to understand and address transport issues likely to affect the success of the PDAs.

However, Economic Development Queensland (EDQ), which is responsible for planning PDAs under the *Economic Development Act 2012*, has not demonstrated how it will monitor progress towards intended outcomes and respond to trends and risks that potentially undermine them.³¹

²⁵ Queensland Audit Office, *Report 4: 2017-18 – Integrated transport planning*, December 2017, p 7.

²⁶ Queensland Audit Office, *Report 4: 2017-18 – Integrated transport planning*, December 2017, p 6.

²⁷ Queensland Audit Office, *Report 4: 2017-18 – Integrated transport planning*, December 2017, p 6.

²⁸ Queensland Audit Office, *Report 4: 2017-18 – Integrated transport planning*, December 2017, p 6.

²⁹ Queensland Audit Office, *Report 4: 2017-18 – Integrated transport planning*, December 2017, p 6.

³⁰ Queensland Audit Office, *Report 4: 2017-18 – Integrated transport planning*, December 2017, p 6.

³¹ Queensland Audit Office, *Report 4: 2017-18 – Integrated transport planning*, December 2017, p 6.

2.4 Audit recommendations

The Auditor-General has made 13 recommendations as follows³²:

For DTMR:

Queensland Transport Policy

1. Assess the merits of amending the *Transport Planning and Coordination Act 1994* to require its chief executive to prepare a transport policy for the minister's approval.

Regional transport planning

2. Strengthen how its regional transport plans integrate with regional land use plans

When both plans are developed in a region, this means documenting how:

- regional transport plans are regional and land use plans align in terms of the goals, outcomes and input assumptions
- transport-related actions in regional plans are considered in regional transport plans.

3. Set baselines for key performance measures in all 12 regional transport plans.

This should be based on the performance measures that are most appropriate for each region

4. Develop a plan to implement the actions from the regional transport plans.

This should include identifying the resources it requires for each action (including transport modelling tasks), and the timeframe and priority of each action.

5. Update the regional transport plans after it has implemented the actions that will help it define the problems for each region.

This should include:

- defining problems for each region based on the evidence it collates when it implements the actions from the plans
- identifying any necessary new actions
- prioritising all actions based on the problem definition.

Modal strategies

6. Develop performance monitoring mechanisms for the objectives of the TCP for all of its modal strategies.

7. Update its modal strategies and once approved, publishes them with the TCP plan as an integrated framework.

The modal strategies should show how they support the TCP objectives.

Performance reporting

8. Develop an integrated performance report to track progress against the TCP objectives.

DTMR should periodically publish performance results against the TCP to show the extent to which it achieves the plan's objectives.

³² Queensland Audit Office, *Report 4: 2017-18 – Integrated transport planning*, December 2017, p 10.

For DILGP:

Regional land use planning

9. When developing future regional plans, document its analysis of DTMR's strategic transport modelling and how it uses the modelling to inform regional plans that have a transport focus.
10. Develop and implement a performance monitoring framework for regional plans.

This should detail how and who will be responsible for:

- tracking progress against objectives and actions
- monitoring and reporting progress on outcomes, including transport outcomes
- identifying whether strategies are performing as expected and adjusting where required.

Priority development areas

11. Clarify how it will monitor and measure transport outcomes in its existing priority development scheme evaluations.

This should describe the key performance indicators, and the methods DILGP will use to measure progress, and assess and mitigate risks to the achievement of objectives.

For both DTMR and DILGP:

Regional land use planning

12. Assess and analyse the risks of not achieving the preferred transport future in *ShapingSEQ* and report it to DILGP, where relevant, for the purpose of monitoring and reporting on the performance of the plan.

When testing planning scenarios, documentation for transport modelling should summarise the objectives, scope, assumptions, results, conclusions, any limitations, and any decisions made.

2.5 Agency responses to the audit

Section 64 of the *Auditor-General Act 2009* outlines that a copy of the report is required to be provided to the responsible Ministers and agencies. Responses were received from both DTMR and DILGP. The report contains copies of the formal responses received, including DTMR's response to individual recommendations.

The Director-General, DTMR, while acknowledging the report concluded that the department has been effective in developing an integrated planning framework, noted his disappointment that the report, in his opinion, did not fully reflect the breadth and depth of DTMR's activities to plan for and invest in the transport network.³³

With regard to funding, the response notes:

TMR is the steward of the state transport network. With a gross replacement value of \$73 billion as at June 2017, it represents the state's largest built asset and requires ongoing maintenance and renewal operations. As the report recognises, TMR has successfully managed over the past five years to increase funding of its Maintenance, Preservation and Operations Program, in both absolute terms and as a proportion of total investment spend, to ensure the state-controlled asset is maintained in a safe and serviceable condition.

³³ Queensland Audit Office, *Report 4: 2017-18 – Integrated transport planning*, December 2017, p 55.

However, the proposed QAO report gives little consideration to the considerable efforts TMR undertakes in monitoring the ongoing condition of such a significant asset portfolio. Further, the report gives limited attention to the severe weather events, such as tropical storms and cyclones, which regularly disrupt the transport network across Queensland. In addition to their impact on customers, these events require TMR to deliver significant and urgent repair and reconstruction projects within available funding.³⁴

The Director-General, DILGP noted that:

...while *ShapingSEQ* identifies a 'SEQ preferred future' of a reduction in average time, *ShapingSEQ* further recognises that 'business as usual approach to transport will not get us to this future. Our improved approach will prioritise transport infrastructure and associated land use changes that will significantly increase the share of trips made by walking, cycling and public transport'. This improved approach sees a shift in transport modes to public and active transport, which aims to achieve the SEQ preferred future of reducing the average travel time.³⁵

With regard to PDAs, the response notes that EDQ is committed to robust evaluations of development schemes. However, the monitoring of transport outcomes in PDAs is a dynamic process that is routinely embedded into development assessment and infrastructure planning and funding and is not limited to formal evaluations of PDA development schemes.³⁶

Tables 1 and 2 below summarise the departments' responses to the individual recommendations.

Table 1: Response to recommendations addressed to DTMR³⁷

Recommendation No	Agree/ Disagree	Implementation timeframe	Additional comments
Queensland Transport Policy			
1.	Agree	Quarter 1 2018-19 (July – September 2018)	TMR will undertake an assessment of the merits of amending the <i>Transport Planning and Coordination Act 1994</i> in accordance with recommendation 1. The assessment will make recommendations regarding amendment of the Act.
Regional transport planning			
2.	Agree	Quarter 3 2017-18 (January-March 2018) and then ongoing for future reviews and regional plan/ regional transport plan development.	The Regional Transport Plans (RTPs), including the Mackay Isaac Whitsunday plan, are being updated to reflect transport related-regional land use plan actions and clarify the strategic alignment of goals, objectives and outcomes between regional land use plans and RTPS.

³⁴ Queensland Audit Office, *Report 4: 2017-18 – Integrated transport planning*, December 2017, p 56.

³⁵ Queensland Audit Office, *Report 4: 2017-18 – Integrated transport planning*, December 2017, p 60.

³⁶ Queensland Audit Office, *Report 4: 2017-18 – Integrated transport planning*, December 2017, p 60.

³⁷ Queensland Audit Office, *Report 4: 2017-18 – Integrated transport planning*, December 2017, p 57-59.

Recommendation No	Agree/ Disagree	Implementation timeframe	Additional comments
3.	Agree	Identification of measures of success – Quarter 3 2017-18 (January-March 2018) Setting of baseline data – Quarter 2 2018-19 (October – December 2018)	RTPs will include a specific 'Measures of Success' component linked to the transport objectives for each plan. The measures will be sourced from existing TMR indicators or other publically reported information (eg, TCP, Performance Statements). Not all of TMR's current data collection and reporting metrics are reported at the district level. The establishment of baselines will require further work to disaggregate current information to confirm district level baselines.
4.	Agree	Quarter 1 2018-19 (July-September 2018)	All RTPs will be supported by a departmental implementation schedule which will detail the responsibility, indicative timing and priority for the delivery of actions.
5.	Agree	Ongoing	TMR has planned for RTPs to be updated regularly through the Transport System Planning Program. Reviews will capture changes to land use, the region's economy, environmental considerations, demography, technological innovations, the progress of significant infrastructure projects and other factors which may influence the plan.
Modal strategies			
6.	Agree	Ongoing	TMR will ensure alignment of future modal strategies to the objectives of the TCP, and where relevant, the high-level transport KPIs, through the inclusion of suitable reporting mechanisms.
7.	Agree	Ongoing	TMR will publish modal strategies, once approved, with the TCP. TMR will also update the TMR website page for the TCP to provide appropriate linkages to the relevant published modal strategies. In approved modal strategies, TMR will include detail on how the strategy aligns with the objectives of the TCP.
Performance reporting			
8.	Agree	Quarter 2 2018-19 (October-December 2018) and then biennially	Performance against the TCP's KPIs will be reported every two years and made available on the TMR website.
Risk identification and management			
12.	Agree	Identification of actions through the SEQ RTP – Quarter 3 2017-18 (January-March 2018) Provision of analytical and transport planning support – Quarter 2 2018-19 (October-December 2018)	TMR will identify and incorporate potential actions to manage the risks to achieving the preferred transport future into the development of RTPs and other TMR programs as appropriate. TMR will undertake an analytical review of the SEQ land use plan to inform and assist DILGP in the management of risks associated with achieving the preferred transport future of the plan.

Recommendation No	Agree/ Disagree	Implementation timeframe	Additional comments
QAO recommended that DILGP work with DTMR to:			
13.	Agree	Ongoing	TMR's future transport and land use modelling, including investigations of the transport network's sensitivity to land use scenarios, will be summarised in a transport modelling report to capture the objectives, scope, assumptions, results, conclusions, and any decisions made.

 Table 2: Response to recommendations addressed to DILGP³⁸

Recommendation No	Agree/ Disagree	Implementation timeframe	Additional comments
Regional land use planning			
9.	Agree	As future regional plans are developed	DILGP will document the analysis undertaken of the DTMR's strategic transport modelling as part of the preparation of future regional plans.
10.	Agree	Implemented (ongoing)	DILGP as part of <i>ShapingSEQ</i> has already implemented a growth monitoring program. This program meets best practice for regional planning projects and provides necessary input to transport monitoring and modelling. Future plans will also incorporate an appropriate performance monitoring framework subject to the availability of data.
Priority development areas			
11.	Agree	As each scheme's evaluation is finalised	The <i>Economic Development Act 2012</i> does not prescribe when development schemes must be reviewed. Economic Development Queensland (EDQ) periodically evaluates the currency of development schemes to determine their effectiveness against benchmarks such as transport outcomes and whether they should be replaced with a new development scheme, amended or revoked. The current evaluation program involves the development of two new development schemes to replace existing ones, a possible amendment to one development scheme and the potential revocation of seven priority development areas. EDQ will ensure transport outcomes continue to be included as part of these evaluations.
QAO recommended that DILGP work with DTMR to:			
13.	Agree	As future regional plans are developed	DILGP will work with DTMR to provide this on future regional plans to the extent relevant for the regional plan being prepared. The focus and priorities for each regional plan is determined by the specific requirements for the region.

³⁸ Queensland Audit Office, *Report 4: 2017-18 – Integrated transport planning*, December 2017, p 62-63.

2.6 Issues considered

The committee considered a number of issues which are discussed below.

2.6.1 Implementation of audit recommendations

The department advised it worked in close collaboration with the audit team, which enabled the department to progress matters raised during the audit process to ensure issues identified were in progress by the time the final report was tabled in Parliament.³⁹

At the public briefing, DTMR reported that all actions were well underway and the actions were on track. The department advised it was undertaking investigative studies to work out exactly what they are going to do.⁴⁰

In October 2018, the committee wrote to DTMR seeking an update on the progress on the implementation of each of the Auditor-General's recommendation. DTMR responded that it:

*...is committed to ensuring it conducts coordinated and effective transport planning to guide transport investments across the state. These investments support our overarching vision to create a single integrated transport network accessible to everyone.*⁴¹

And that the department:

*...will continue to refine its approach to the delivery of integrated transport planning to ensure the best for Queenslanders now and in to the future.*⁴²

Table 3 below provides an update on the status of the department's actions relating to the individual recommendations as at 25 October 2018.

Table 3: Update on status of DTMR actions⁴³

Recommendation No	Action	October Update
1.	Underway	TMR has undertaken an assessment of the merits of amending the <i>Transport Planning and Coordination Act 1994</i> (TPCA) in accordance with the scope of recommendation 1, in the form of an options paper which was finalised and approved in June 2018. The recommended option is that the TPCA not be amended at this time, and that any amendments be considered as part of a holistic review, rather than in isolation
2.	Completed	All draft RTPs now include stronger alignment and integration with Regional Plans. This alignment is greater for areas with recent/central Regional Plans eg SEQ, NQ. Each RTP priority outlines how it supports not only Regional Plan goals but also TMR's TCP 2017-2027 and the State Infrastructure Plan (SIP).
3	Underway	All draft RTPs include measure of success. Measures of success align with measures identified in the TMR TCP. Baseline metrics will be established following consultation on RTP drafts.

³⁹ DTMR, Public briefing transcript, Brisbane, 11 June 2018, p 1.

⁴⁰ Public briefing transcript, Brisbane, 11 June 2018, p 2.

⁴¹ DTMR correspondence dated 25 October 2018, p 1.

⁴² DTMR correspondence dated 25 October 2018, p 1.

⁴³ DTMR correspondence dated 25 October 2018, p 2-3.

Recommendation No	Action	October Update
4	Underway	<p>Draft Implementation Plans are under development for all RTPs. These detail the relevant action owner responsible, indicative timing and priority for the delivery of actions.</p> <p>The Implementation Plan for Mackay Isaac Whitsunday (MIW) RTP has progressed following the plan's finalisation in June 2018, and will be complete by December 2018.</p> <p>Implementation Plans for the remaining RTPs will be developed following the release of the draft RTPs for engagement with stakeholders, and the final plans are developed.</p>
5	Underway	<p>It is intended that a review of this Plan will be carried out every three to five years to maintain its alignment with other government and non-government plans, programs and initiatives.</p> <p>This review will also consider changes to land use, the region's economy, environmental considerations, demography, technological innovations, the progress of significant infrastructure projects and any other factors which may require a shift in the priorities or objectives for the region.</p>
6.	Underway	<p>All new modal strategies will include detail on how the strategy aligns with the objectives of the TCP and where relevant, the high level transport KPIs, through the inclusion of suitable reporting mechanisms.</p>
7.	Underway	<p>All new modal strategies will include detail on how the strategy aligns with the objectives of the TCP.</p>
8.	Underway	<p>A draft Integrated Performance Management Framework is under development and will be finalised in mid 2019, following TMR internal review. The purpose of the framework is to enable a more holistic and structured way to monitor performance against the TCP objectives</p>
12.	Underway	<p>In July 2018 TMR commenced the South East Queensland (SEQ) Multi-modal planning study in response to QAO's assessment that if we continue to develop the transport network in line with trend the preferred future in <i>ShapingSEQ</i> is unlikely to be realised.</p> <p>The study will assess the risk of not achieving the preferred transport and land use future in <i>ShapingSEQ</i>.</p> <p>Outputs from the study will allow TMR to effectively support the government in articulating the evidence-base behind current and future policy positions and will be critical to position the Queensland Government ahead of the next iteration of the SEQ Regional Plan and RTPs and to respond to work being led by other stakeholders.</p>
13.	Underway	<p>TMR is in the process of establishing a development project to implement an integrated demographic transport demand model with the ability to test different land use scenarios in response to key infrastructure projects. TMR are partnering with University of Queensland and iMove Cooperative Research Centre to deliver the project and ongoing development and support.</p>

2.6.2 Transport Coordination Plan and Regional Transport Plans

The department confirmed:

Key elements of the integrated planning framework of Transport and Main Roads include the Transport Coordination Plan and regional transport plans. The Transport Coordination Plan 2017-2027 was released late last year and provides a strategic framework for the planning and management of the transport system in Queensland over a 10-year time frame. It includes high-level objectives for the Queensland transport system which outline the government's expectation of what the system will provide for Queenslanders over the next decade.⁴⁴

DTMR confirmed the TCP has informed other transport planning including RTPs. DTMR advised RTPs are a key element of the department's planning framework which define the priorities for developing the transport system in each region based on identifying problems and opportunities for improvement.⁴⁵ DTMR advised:

The RTPs determine how high-level transport objectives outlined in the Transport Coordination Plan are best delivered in each region in the five- to 15-year time frame. RTPs also consider regional demographic and industry changes and local government land use and transport planning and respond to relevant regional plans—that is, land use plans—and the State Infrastructure Plan.⁴⁶

With regard to the program to develop RTPs, the department advised the committee:

The program to develop RTPs across Queensland is well underway, with consultation drafts providing statewide coverage to be delivered by the end of June 2018. The Mackay Isaac Whitsunday RTP has been released as a final version and is available on TMR's website. TMR has incorporated the QAO's audit recommendations around achieving intended outcomes for each region by clearly articulating strategic alignment of the regional transport plan priorities to the objectives of the Transport Coordination Plan and including key performance measures in regional transport plans to monitor their success. TMR will continue to refine our approach to delivery of integrated transport planning to ensure the best for Queenslanders now and in the future.⁴⁷

DTMR confirmed it has incorporated the audit recommendations, about achieving intended outcomes for each region, by clearly articulating strategic alignment of the RTP priorities to the objectives of the TCP and including key performance measures to monitor success. The department noted it will continue to refine the approach to delivery of integrated transport planning.⁴⁸

With regard to engagement of stakeholders on the RTPs, the department advised that it has extensively engaged with local governments, state government agencies and business and industry stakeholders. It also invited stakeholder organisations to attend workshops to inform each RTP.⁴⁹

The department advised:

Following approvals, the draft RTPs will be published on TMR's website for consultation. The final RTPs will take account of feedback received during consultation.⁵⁰

⁴⁴ Public briefing transcript, Brisbane, 11 June 2018, p 2.

⁴⁵ Public briefing transcript, Brisbane, 11 June 2018, p 2.

⁴⁶ Public briefing transcript, Brisbane, 11 June 2018, p 2.

⁴⁷ Public briefing transcript, Brisbane, 11 June 2018, p 2.

⁴⁸ Public briefing transcript, Brisbane, 11 June 2018, p 2.

⁴⁹ DTMR correspondence dated 18 June 2018, p 8.

⁵⁰ DTMR correspondence dated 18 June 2018, p 8.

2.6.2.1 *Committee comments – RTPs*

The committee notes the department's advice at its public hearing that the consultation drafts providing state-wide coverage was to be delivered by the end of June 2018. The updated information provided by the department in October 2018 identified these plans were underway and implementation plans will be developed following the release of the draft RTPs for engagement with stakeholders. The committee also notes only the Mackay Isaac Whitsunday RTP has been published on DTMR's website.

The committee encourages the department to finalise and publish these outstanding RTPs as soon as practicable, noting that appropriate consultation with relevant stakeholders is required in order to achieve the best outcome.

2.6.3 **Funding to renew the transport network**

The committee noted QAO's conclusion:

DTMR has calculated that it has a \$4 billion renewal backlog for its road network as at 30 June 2017. It estimates the renewal gap will increase to more than \$9 billion over the next 10 years. This will affect DTMR's ability to meet minimum performance targets; it will compromise service standards; and it will require DTMR to reprioritise works to address safety-related defects on its network at the expense of works to renew its assets.⁵¹

Figure 1 below depicts the funding gap, identified by QAO, to renew roads and bridges to the standard that would give DTMR an asset sustainability ratio of 99 per cent by 2019-20 and 90 per cent by 2026-27.

⁵¹ Queensland Audit Office, *Report 4: 2017-18 – Integrated transport planning*, December 2017, p 6.

Figure 1: Renewal funding gap

Renewal funding gap as at 30 June 2017 based on the maintenance level DTMR recommended in its total asset management plan

Element	Backlog (at 30/06/17)	New need (next 10 years)	Total need (capability gap)	Summary of DTMR comment
	\$ millions	\$ millions	\$ millions	
Programmed maintenance (renewal)	\$453	\$1 793	\$2 246	Programmed maintenance allocations are currently funding about 65 per cent of the network need. The proportion of the network that has a surface age exceeding the optimal age continues to grow.
Rehabilitation (renewal)	\$2 659	\$2 449	\$5 108	Pavement rehabilitation is funded to about 16 per cent of its need. The condition of roads is declining, causing an increased safety risk and increased routine maintenance demand.
Bridge/culvert strength (renewal)	\$1 084	\$150	\$1 234	Bridge and culvert rehabilitation funding provides for 19 per cent of the known need and is too small to respond to emerging needs. There are significant structural issues across the network which have the potential to impact on road user safety and heavy vehicle accessibility.
Intelligent transport systems (ITS) and electrical equipment (component renewal)	n/a *	\$685	\$685	The rapid installation and deployment of ITS and electrical devices across the state-controlled road network has resulted in a future liability for asset renewal/replacement which is not currently funded.
TOTAL	\$4 196	\$5 077	\$9 273	

* The existing forward program did not cover the replacement or renewal of ITS and electrical components. However, it is included in scenario two of the total asset management plan.

Source: Queensland Audit Office from DTMR's Total Asset Management Plan (2017–18 to 2026–27) and further information provided by DTMR.

Source: Queensland Audit Office, *Report 4: 2017-18 – Integrated transport planning*, December 2017, p 31.

The committee identified DTMR faces a risk that it will not be able to maintain or improve service standards on the transport network to meet future needs. In addition, the forecast growth will place increasing pressure on the existing transport network and require additional investment and that commonwealth funding was required.

In response, the department advised:

In terms of the challenge of the environments and the transparency of Australian government contributions to investment, it is fairly clear. We have just had the federal budget handed down. We are well aware of the major programs that were included in the budget. What is not as clear at the moment is some of the announcements in the budget, including a large pot of money for roads of strategic importance. There was also an urban congestion fund. There was also a fund around major business cases. At the moment there is no guidance in terms of what the process will be, the time frames and the guidelines that each state will adopt to try to bid for those pots of money. That is probably the uncertain bit.

In terms of the context of the network and the state of the network and the sustainability of the network, we are constantly raising that with the Australian government. In about 12 months' time—June 2019—that is the end of the current five-year national partnership agreement. Probably over the next few months we will be putting down a large list of prioritised candidate investments and maintenance of our network and rehabilitation and renewal. It will be No. 1 on the list that we send down.⁵²

With regard to the finalisation date for the next national partnership agreement, the department advised:

If we assume that the timing of the next federal budget is similar to what it has been in past years, we will be looking to finalise the next five-year national partnership agreement and have the announcements—again, assuming the timing falls within the normal time frame as part of the next federal budget. We are well advanced in our planning, but we are yet to engage with the Australian government on a formal basis with the listed investments.⁵³

The committee sought a response from the department regarding what changes and alternative strategies have been identified to be able to fund future transport needs. The department advised:

If I can just highlight our approach, if you look at the various layers of planning such as the State Infrastructure Plan and the Transport Coordination Plan flowing through to the various planning documents inside the department, there are the principles of run, maintain and build. That is certainly penetrating in our decision-making processes and our governance of the organisation. There is a three-pronged approach. Funding is one aspect, and an increasing level of funding. There is also getting a better outcome from the existing network from an optimisation point of view. There is also some innovation and research.

In terms of the funding piece, per the report it is highlighted that, of the overall share of the funding that we have available to us, we are increasingly allocating a bigger portion to the rehabilitation and renewal of the network. Per the report, in 2015 TMR has allocated 39 per cent of available funds towards these activities and by 2019-20 this increases to 53 per cent. We are 100 per cent fully aware of the state of the network and the challenges in front of us and, where possible, we are allocating a greater portion towards that in a priority sense. Another statistic in terms of the funding is that in 2013-14 the level of funds that we had allocated to maintenance, preservation and operations was \$607.9 million. The funding to be allocated in 2021 is currently set at \$1.020 billion. That is approximately a 69 per cent increase in the level of funding over a seven-year period. Again, a greater share of the funds available has been allocated to those types of activities.

⁵² Public briefing transcript, Brisbane, 11 June 2018, pp 3-4.

⁵³ Public briefing transcript, Brisbane, 11 June 2018, p 4.

If we look at the network optimisation piece, we do have a network optimisation framework and as part of options analysis it provides guidance to prioritise lower cost and non-infrastructure solutions. There are a couple of aspects here that will help the sustainability of the network. Where there are other options that deliver a similar benefit as large infrastructure projects, obviously we will be looking at those other options. If we are able to get a similar benefit, we will go with the lower cost options. Again, that allows more money to be freed up to be allocated to rehabilitation and renewal. There is also the aspect of managing demand on the network. Some of the examples are traffic management systems, incident management systems, freight lanes, bus priority lanes, variable speed limits and continued investment in public transport.

Jumping over to the third piece, being research and innovation, we are looking to provide asset sustainability benefits by research that TMR is doing on road-building materials like gravel, concrete and bitumen and other products and work practice improvements. The aim of this research, as well as reducing the initial cost of construction, is to increase the effective life of assets and reduce their susceptibility to extreme weather events like flooding. Some of the examples are using crumb rubber from recycled tyres as an additive in bitumen seals to improve performance and extend the useful life. We are upgrading our many departmental specifications based on the review of world's best practice and laboratory research. There is the use of a resin based sock cured in place for realigning and strengthening minor and major culverts and we are also trialling cold applied plastics for line marking. While it is an increase in the initial cost, it is five to 10 times the life expectancy. They are just some of the examples. It is clear that the solution will not just be found in extra funding. We need to focus on those other two aspects as well.⁵⁴

With regard to appropriate renewal times, the department advised:

There are quite complex calculations and they are large calculations in terms of the backlog that is highlighted in the report. The key point is that the optimal time to rehabilitate or renew some pavement is based on what is the best from a whole-of-life cost perspective and it is also based on the pavements performing to a certain standard, so we are well aware. If we miss the optimum time to rehabilitate or renew, the road is functionally generally fine. It is useable. The key point is that the longer we leave it the more it will cost to replace. We are aware. I fully stand behind our processes in terms of prioritising the dollars that we have available across the state. It is quite a detailed process that all districts and regions go through to monitor and measure the condition of the entire state network, but I hear what you are saying. There are certainly any number of challenges out there and we are past the optimal investment in quite a number of different areas, but again we are aware of it. Safety will not be compromised. It is the No. 1 priority.⁵⁵

The committee also sought additional information regarding the inflationary pressures on the costs of construction. The department advised:

There are many factors influencing the cost of delivering transport infrastructure projects. Issues that are particular relevance to M1 projects are outlined below.

⁵⁴ Public briefing transcript, Brisbane, 11 June 2018, p 4.

⁵⁵ Public briefing transcript, Brisbane, 11 June 2018, p 5.

The timing of funding capacity improvement projects means that some roads are operating at, or beyond, their design traffic capacity when works are carried out. Current construction works on the M1 are predominantly widening works. Widening works require additional temporary works, and night works to minimise disruption to the road user. Significant costs associated with widening works 'under traffic' include traffic management, retaining structures, inefficient staging and sequencing of works, limited space to store materials on-site, and construction vehicles being held up in traffic. The increasing duration of the morning and afternoon peak also reduces available time for the contractor to work efficiently.

Changes to state and federal legislation, regulation and policies including training, reporting, and insurances have caused additional costs to contractors. For example, on-site overheads for contractors has seen an estimated 30 to 40 per cent increase since the 1990s, as contractors engage additional resources to meet their obligations. Reduced productivity in some trades, increased temporary works, and changes to work methods have all contributed to the rise in road construction costs.

In addition to general inflation, key costs such as labour, concrete, quarry products and oil products are susceptible to external market activity. Competition for resources from the energy and resources sector, the building sector, and interstate projects have a major impact on procurement choices and costs in Queensland. Cyclical government investment, particularly when it coincides with private sector investment, also creates greater inflationary pressure.

The Department of Transport and Main Roads (TMR) is currently working on multiple fronts to improve infrastructure planning and management with the strategic intent to drive economic growth in Queensland. This includes ongoing improvement of procurement methods, working with industry peak bodies and the establishment of best practice institutional and governance arrangements for the provision of public infrastructure.

TMR uses competitive tendering processes involving prequalified contractors to ensure best value is delivered at an individual project level.⁵⁶

2.6.3.1 Committee comments – funding

The committee acknowledges funding remains a constant issue for government. The committee is satisfied the department is aware of the issue and working on strategies to counteract these issues.

2.6.4 Impact of severe weather events

The committee sought information regarding the impact of, and planning for, of severe weather events. DTMR advised:

...we are working with our specifications to make our pavements much more resilient to flooding. Pavements and water do not generally go well at all and we have a lot of expansive clays in this state. About two-thirds of our state's roads are built on expansive clays, so when you get water into them they will deform and they break up as you traffic them. We have done a lot of research into different methodologies, like foam bitumen stabilisation, and we have found that you can completely submerge that and even after a couple of days it will come up shining. We are putting a lot of money into that space in making sure we come up with solutions that are very resilient.

⁵⁶ DTMR correspondence dated 18 June 2018, p 7.

As far as extreme weather events, we as a department tap into the weather very early, and in a whole-of-government space we are constantly watching for low-pressure systems and we deploy people to the relevant areas to be ready in the case of there being major cuts to links. We then have RoadTek obviously that are our first responders and they are out there bringing the network back to its form and inspecting bridges to ensure that they are still able to be trafficked and that the road pavement still exists, because sometimes after it has been flooded it has just completely gone. We are pretty good at it now. We have had a lot of practice over the last five years and the department is extremely responsive to the extreme weather events.⁵⁷

2.6.4.1 Committee comments – weather events

The committee is satisfied that the department has put in place measures to ensure the timely rectification of transport networks subsequent to severe weather events.

2.6.5 Exposure to silicates

The committee noted that, whilst two thirds of pavements are built on clay, some are built on rock. The committee sort further information about the department's actions in relation to silicosis for those workers who were cracking into rock.

The department advised:

The people who are out on the road area who may be exposed to the silicates from our road pavements are put through routine testing on the set basis as required by the relevant code, so we are aware of the issue. Our lab workers are more exposed to it because they are working with it when they are testing it and playing with gravels. We have extraction systems to ensure they are not exposed to it and we monitor them very closely to make sure it is not an issue for them.⁵⁸

The department further advised:

Section 368 of the Work Health and Safety Regulation 2011 requires health monitoring with respect to crystalline silica where workers are carrying out ongoing work at a workplace and where there is a significant risk to their health arising from exposure.

A significant risk can arise at a workplace if it is likely that workers will be exposed to respirable crystalline silica at a level that could adversely affect their health. If the risk of workers inhaling respirable crystalline silica is controlled in accordance with known control measures, the risk is not considered to be significant and health monitoring is not required.

Crystalline silica is only considered hazardous when inhaled in the form of airborne dust particles.

Not all silica causes silicosis. There are many areas in Queensland where the rock type does not cause problems.

Common controls in use by the Department of Transport and Main Roads (TMR) for preventing dust inhalation, which can include crystalline silica, include:

- *sealing materials and surfaces to prevent release of dust (e.g. sealing pavements with bitumen)*
- *dust suppression, such as use of water (e.g. use of water during pavement construction or sawing activities)*
- *dust extraction and filtering systems (e.g. in laboratories, plant cab filtration systems, use of vacuum excavation)*
- *respiratory protection equipment (e.g. masks).*

⁵⁷ Public briefing transcript, Brisbane, 11 June 2018, p 5.

⁵⁸ Public briefing transcript, Brisbane, 11 June 2018, p 5.

On the basis of the above, TMR does not routinely undertake health monitoring with respect to crystalline silica, but has done so in the central laboratory when there were concerns about employees' dust exposure.

In May 2018, the Department of Natural Resources, Mines and Energy released a Guideline for Management of Respirable Crystalline Silica in Queensland Mineral Mines and Quarries under the Mining and Quarrying Safety and Health Act 1999. The application of this guideline to TMR activities is currently being assessed.⁵⁹

2.6.5.1 Committee comments – exposure to silicates

The committee encourages the department to implement the Department of Natural Resources, Mines and Energy (DNRME) guidelines as soon as practicable to ensure the safety of its workers.

2.6.6 Managing growth on the transport network

The committee identified that the challenge of managing growth on the transport network includes increasing usage rates, particularly by heavy vehicles, can impact on road surfaces causing them to deteriorate at a greater rate than anticipated. The department advised:

...we are monitoring usage very closely, particularly the mix between light and heavy vehicles. There are different design specifications for the roads, and the greatest input influencing piece into those different designs, and hence the useful life of the pavement, comes back to usage of the network. If we just talk in terms of a higher level, for the lower traffic volume, lower strength they are designed to a minimum 20-year useful life. For your higher traffic volume, higher strength it is designed to a minimum of 40 years useful life. Again, as things change across the network when we do get to come along and redo a particular section of road it is not just if we are seeing a significant increase in traffic volumes. It is not just a different design piece of pavement that we will need to build; rather, it will likely result in greater capacity—that is, from a single-lane dual carriage to a double lane. It could involve some grade separated interchanges. There is a whole series of things that need to be considered...⁶⁰

...

...it is a different design based on the higher traffic needs which will result in a stronger piece of pavement that would last longer and any of the other particular items that we might need to consider to address the particular challenge or problem in a specific area.⁶¹

With regard to the issue of reducing heavy vehicle traffic on local roads, the department advised:

The Department of Transport and Main Roads (TMR) is aware of heavy vehicle movements along the Centenary, Cunningham and Warrego Highways and the Ipswich Motorway. These state-controlled roads play an important role in providing for the freight movement across the state, and trucks have an 'as-of-right' access to use them.

TMR continually monitors the condition of Queensland's highways and state-controlled roads to ensure they are safe and capable of handling growing traffic demand. TMR is currently undertaking planning projects in the area to meet current and projected traffic demands.

⁵⁹ DTMR correspondence dated 18 June 2018, p 9.

⁶⁰ Public briefing transcript, Brisbane, 11 June 2018, p 7.

⁶¹ Public briefing transcript, Brisbane, 11 June 2018, p 7.

*TMR is undertaking the Warrego to Cunningham Highway Connection Planning project. Due to an increased number of heavy vehicles using River Road at Dinmore to connect between the Warrego and Cunningham Highways, TMR has completed a planning project to improve freight connectivity between the two highways. Options resulting from this project are currently being reviewed.*⁶²

2.6.6.1 Committee comments – managing growth

The committee is satisfied the department is monitoring issues relating to network usage and implementing appropriate strategies.

2.6.7 Public transport usage

The committee sought information about public transport usage in South-East Queensland. The department advised:

While public transport numbers in South East Queensland (SEQ) fell in 2016–17, compared to 2015–16, the following events need to be taken into consideration:

- *2016 was a leap year, giving an extra day for travel in 2015–16*
- *there was decrease in travel due to Tropical Cyclone Debbie*
- *Kingsford Smith Drive works had an impact on Brisbane City Council ferries.*

More than 177 million trips were taken on public transport across SEQ in the 2016–17 financial year and 182.46 million trips are projected to be taken in the current financial year. This equates to an estimated 5.05 million passenger increase year on year. This is set to be the highest ever annual number recorded for SEQ.

Continued growth in public transport usage is estimated for 2018–19, with patronage expected to reach 186.36 million trips. This equates to 3.9 million extra trips compared to 2017–18 estimates.

To support public transport usage, the Department of Transport and Main Roads has taken a number of steps including, but not limited to, the following.

1. *Implementing Fairer Fares, making fares in SEQ about 44 cents, or 13.5 per cent, lower on average per eligible adult trip.*
2. *Introducing a number of concession and discount schemes including asylum seeker, job seeker and veterans concessions and off-peak discounts.*
3. *Undertaking a competitive procurement process for a new ticketing system which will make paying for a fare easier with more payment options, and when public transport is more convenient, more people use it.*
4. *Continuing to invest in bus services to improve reliability and better meet changing customer needs. Since 2016, the government has invested in excess of \$5 million per year into the Brisbane bus network to increase network reliability. Significant recent investment has also been made in the Mackay and Toowoomba bus networks to provide more services to growth areas, as well as longer operating hours, including weekends, to provide people with greater access to employment, education, health and recreation.*
5. *The extension of Gold Coast Light Rail between Helensvale and Gold Coast University Hospital has continued to transform public transport on the Gold Coast. In January 2018, three new all-day high frequency bus services were introduced providing more people with access to this world class infrastructure.*

⁶² DTMR correspondence dated 18 June 2018, p 6.

6. *Investment of \$75 million on the Eastern and Northern Transitway projects will make bus travel on these key corridors more efficient and reliable, making public transport a more attractive choice.*
7. *Making accessing public transport easier by committing \$114 million to upgrade park 'n' ride facilities in SEQ, adding around 2300 new spaces to the existing 30,000 spaces on the network.*
8. *The recent \$8.5 million upgrade of the Redland Bay marina bus station has provided better access for customers to commute or travel to the Southern Moreton Bay Islands. To further support better connections to our island communities, government has committed approximately \$17.5 million to improve ferry services across the TransLink network.*
9. *In the forward estimates, over \$300 million has been committed to the Passenger Transport Infrastructure Investment Program. In addition to funding some of the projects previously identified, such as the transit ways and park 'n' rides, the program will continue to fund key public transport infrastructure to deliver more connected, integrated networks. This will offer value to customers and make passenger transport an attractive option for everyone.⁶³*

2.6.7.1 Committee comments – public transport usage

The committee notes that whilst public transport usage declined between 2015-16 and 2016-17, encouraging public transport usage remains a goal of the department and it is proactively taking steps towards achieving this goal.

⁶³ DTMR correspondence dated 18 June 2018, p 4.

Appendix A – Officials at public departmental briefing – Monday 11 June 2018

Department of Transport and Main Roads

- Ms Penny Ford, Acting General Manager, Transport Strategy and Planning
- Ms Julie Mitchell, Deputy Director-General, Policy, Planning and Investment Division
- Mr Kris Panagiotopoulos, Director, Portfolio Management Office
- Mr Anthony Philp, Acting General Manager, Portfolio Investment and Programming
- Mr Jaco Van Den Berg, Director, Transport Analysis