

Report No. 39, July 1997

The South East Transit Project

LEGISLATIVE ASSEMBLY OF QUEENSLAND

PUBLIC WORKS COMMITTEE

THE SOUTH EAST TRANSIT PROJECT

Report No. 39

PUBLIC WORKS COMMITTEE

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PREFACE

This committee considers transport planning for the future of south east Queensland an extremely important issue. Evidence before the committee clearly shows that if residents do not reduce car travel and adopt public transport the region will disappear under a maze of freeways and overpasses and choking smog. Brisbane may well become another Los Angeles. For this reason, the committee applauds Queensland Transport's attempts to do something to increase public transport usage and reduce the use of motor cars.

Having said that, the committee would like to have seen Queensland Transport take a different approach. The committee believes that Queensland Transport could have looked more closely at improving the current public transport system rather than investing large sums in yet more road space. However, the committee acknowledges that the South East Transit project will more than likely provide most of the benefits, with some notable exceptions, claimed by Queensland Transport.

The committee makes recommendations in several areas. These areas include the need to fully evaluate the project before proceeding with the rest of the busway network, better coordination of public transport, the ability of the regional road network to support the project and the environmental impacts of the project. The committee believes that implementation of its recommendations will improve the project.

With this report the committee has taken the opportunity to advocate a focus on improving the effectiveness of current public transport infrastructure before the government spends large sums on new infrastructure. The committee advocates better coordination of public transport services, more frequent services, better use of rail and better use of existing infrastructure. A focus on these issues may well produce better value for money for government than expensive infrastructure development.

I thank my fellow committee members for their assistance during the inquiry. Thanks to the Queensland Transport officers, particularly Les Ford, Barry Broe and Don Steele, who assisted the committee during the inquiry. A special thanks to Dr Paul Mees for his advice to the committee. Finally, thanks to the committee staff for their assistance to the committee.

Len Stephan MLA
Chairman

RECOMMENDATIONS

The committee makes the following recommendations:

RECOMMENDATION 1:

(Paragraph 28)

The committee recommends:

- (a) that, with the exception of the SET project and the inner northern busway study, construction of the rest of the busway network not proceed until a comprehensive evaluation of the south east transit project has been completed**
- (b) that an organisation independent of Queensland Transport conduct the evaluation**
- (c) that this evaluation consider non engineering solutions to increase public transport usage and decrease use of motor cars**
- (d) that the Minister for Transport table the report of the evaluation in the parliament within 1 year of the completion of the project.**

RECOMMENDATION 2:

(Paragraph 37)

The committee recommends:

- (a) that Queensland Transport in cooperation with Queensland Rail and the Brisbane City Council review fare structures and establish an integrated ticketing system for buses, trains and ferries**
- (b) that Queensland Transport in cooperation with Queensland Rail, the Brisbane City Council and private bus operators develop a public transport map for south east Queensland**
- (c) that the integrated ticketing system be operational within 12 months**
- (d) that a public transport map of south east Queensland be available to the public within 12 months**
- (e) that the Minister for Transport include in his response to this report an account of the action Queensland Transport has taken to review fare structures, establish an integrated ticketing system for buses, trains and ferries and produce a public transport map.**

RECOMMENDATION 3:*(Paragraph 40)***The committee recommends:**

- (a) that Queensland Transport in association with Queensland Rail undertake a study to establish how Queensland Rail can improve its passenger rail service to better meet the public transport needs of south east Queensland**
- (b) that the study consider operational as well as infrastructure improvements**
- (c) that the Minister for Transport table in parliament the results of the study within 6 months.**

RECOMMENDATION 4:*(Paragraph 65)***The committee recommends:**

- (a) that Queensland Transport develop a management model for the busway component of the south east transit project**
- (b) that the Minister for Transport table in parliament, within 12 months, a management model for the busway component of the south east transit project.**

RECOMMENDATION 5:*(Paragraph 68)***The committee recommends:**

- (a) that Queensland Transport evaluate the viability of extending the busway further south to the Logan Motorway during the current project**
- (b) that the evaluation consider the option of an extended busway replacing the extra two general traffic lanes along this section of the South East Freeway**
- (c) that the Minister for Transport include the results of Queensland Transport's evaluation in his response to this report.**

RECOMMENDATION 6:*(Paragraph 78)***The committee recommends:**

- (a) that Queensland Transport engage an independent consultant to undertake a review of the Logan City regional road network to ascertain the network's ability to support the south east transit project**
- (b) that the Minister for Transport table the report of the review in parliament within six months**
- (c) that where the report of the review identifies the Logan City regional road network to be inadequate the Minister for Transport allocate funds to upgrade the regional road network.**

RECOMMENDATION 7:*(Paragraph 80)*

The committee recommends that the Minister for Transport include in his response to this report details of the Queensland Transport evaluation process and the evaluation timetable for the south east transit project.

RECOMMENDATION 8:*(Paragraph 94)*

The committee recommends:

- (a) that in its Implementation Management Program for this project, Queensland Transport specifically take into account the effects of vehicle emissions and increased traffic noise levels on residents living near the south east freeway corridor**
- (b) that for future major upgrades of existing infrastructure similar to the South East Transit project, Queensland Transport carry out a full impact assessment.**

INTRODUCTION

THE COMMITTEE

1. The *Parliamentary Committees Act 1995* (Qld) establishes the Public Works Committee. It consists of six members of the Legislative Assembly. Both the government and the opposition nominate three members. The chairperson must be a government member and has a casting vote if the votes are equal (s. 4A.(1)). The all-party committee adopts a non-partisan approach to its inquiries.
2. The committee's role is to scrutinise the government's capital works program. This can occur at any stage from planning to completion. The committee may determine to conduct a particular inquiry, or the Legislative Assembly may refer specific works for investigation. Amendments contained in the *Parliamentary Committees Legislation Amendment Act 1996* (Qld) allow the committee to consider major works conducted by Government-Owned Corporations (GOCs) (s. 20(1)(b)).
3. The committee considers a variety of matters when conducting its inquiries, many of which also form the basis of its decisions to inquire into particular areas or projects. The committee endeavours to review projects from as wide a selection of departments and other constructing authorities as is practicable, in a variety of locations throughout Queensland, of differing cost and scale, and at various stages of their implementation.
4. When investigating a work, the committee may consider:
 - the stated purpose of the work and the apparent suitability of the work for the purpose
 - the necessity for, and the advisability of, the work
 - value for money achieved, or likely to be achieved, by the work
 - revenue produced by, and recurrent costs of, the work or estimates of revenue and costs for the work
 - the present and prospective public value of the work, including consideration of the impact of the work on the community, economy and environment
 - procurement methods for the work
 - the balance of public and private sector involvement in the work
 - the performance of -
 - the construction authority for the work and
 - the consultants and contractors for the workwith particular regard to the time taken for finishing the work and the cost and quality of it and
 - the actual suitability of the work in meeting the needs and in achieving the stated purpose of the work (s. 20(2)).

5. The committee considers that when investigating public works, it is essential to listen to the views of end users as well as those held by people and organisations either affected by or with an interest in a particular project. One of its roles in facilitating this process is providing a public forum in which the community can express an opinion, whether it be a suggestion, praise or criticism. This enables the committee to assess the extent of public acceptance of the state's capital works program.
6. The committee believes the focus of all state government capital works projects must be upon maximising the benefits to the community. It is determined to ensure Queensland gets best value for money from the development of capital assets, and that state government agencies manage such assets to provide the best possible outcomes.

SCOPE OF INQUIRY

7. In this inquiry the committee looks beyond the characteristics of the actual project. It looks at what it believes are important issues which the government should look at before it spends \$500,000,000 on transport infrastructure. The report examines possible alternative measures to infrastructure investment which may achieve the same or better results at vastly less cost.
8. The report does not contain detailed proposals as alternatives to infrastructure development. The committee does not have the time or resources to develop them. The report identifies alternatives and leaves it to the government to explore their full potential.
9. The committee's terms of reference for this inquiry were as follows.

In relation to the south-east busway project the committee is to inquire into and report on:

- the purpose of the work and the suitability of the work for the purpose
- the necessity for and advisability for the work
- the value for money achieved, or likely to be achieved, by the work
- the concurrent costs or estimates of concurrent costs of the work
- the present and prospective public value of the work, including the impact of the work on the community, economy and environment
- procurement methods for the work.

SUBMISSIONS, INSPECTION AND HEARINGS

10. The committee sought public submissions in relation to the South East Transit (SET) Project by public advertisement and by direct mail to selected interest groups and individuals. A copy of the advertisement is at Appendix A. A list of submissions is at Appendix B.
 11. On 11 February 1997 members of the committee inspected the proposed route of the South East Busway.
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12. The committee held public hearings at Parliament House on 12 February and at Underwood on 24 March. A list of those who appeared at the hearings is at Appendix C.

RESPONSIBILITY OF MINISTERS

13. This report makes recommendations for action by government. Section 24(4) *Parliamentary Committees Act 1995* requires the responsible minister to table a response in the parliament within 3 months after the committee tables the report.

DESCRIPTION OF THE PROJECT

WHAT IS A BUSWAY?

14. Busways are lanes separated from general traffic which only high occupancy public transport vehicles and emergency vehicles can use. Busways are not part of the existing road but are dedicated roadways of their own. Cars, trucks and other traffic cannot use the busway. Passengers get on and off buses at stations, similar to rail stations. Buses are able to pick up passengers in suburban areas and then enter the busway or they can operate as a dedicated service along the busway.
15. Queensland Transport describe the parts of a busway as (submission 6:2):
 - the corridor
 - stations
 - access links to stations
 - vehicles which use the busway
 - access ramps for vehicles
 - services
 - information and ticketing systems
 - complementary high density land use around stations and the corridor.
16. Queensland Transport lists the advantages of busways as (submission 6:1):
 - the exclusive right of way improves the speed, frequency and reliability and reduces the operating costs of buses
 - regular stations and ramp access for buses to the busway makes for more cost effective services for both short and long trips
 - frequent stations and ramp access enables the busway to interact with roadside developments and employment areas and to link the busway with other forms of transport
 - busways can carry 10,000-15,000 passengers per hour
 - because of the ability of buses to operate on or off the network there is less need for feeder and line haul buses, reducing the need for passengers to transfer between buses
 - because of operational benefits busways reduce the required size of the existing bus fleet and the long term fleet required to meet increases in demand.

WHAT IS A HIGH OCCUPANCY VEHICLE LANE?

17. Queensland Transport describes a high occupancy vehicle (HOV) lane as a lane beside general traffic lanes restricted to buses and other high occupancy vehicles with two or more passengers to use during set times (submission 6:3). All other submissions to the inquiry and those that appeared at public hearings stated they believe HOV lane vehicles should have 3 or more passengers. Regardless of whether it is 2 or 3

passengers in the vehicle, the purpose of HOV lanes is to increase the amount of people a particular piece of road can carry.

THE SOUTH EAST TRANSIT PROJECT

18. The South East Transit (SET) project is part of a regional busway project with four proposed corridors — north, south, east and west — radiating out of the CBD (submission 6:10). The map at Appendix D shows the proposed routes of the busway network. The project has two sections — a dedicated 2 lane busway along the route of the current South East Freeway from the Brisbane CBD to the Gateway Motorway and 2 high occupancy vehicle (HOV) lanes from the Gateway Motorway to the Logan Motorway. Table 1 outlines the various components of the project. The total cost for the project is over \$500,000,000. Although the committee's inquiry is into the busway project, it feels that the HOV lanes are an integral part of the project and has included them in its inquiries.

Table 1

Section	Length (km)	Existing no. lanes	Recommended plan	Additional lanes	Use of new lanes	Cost (\$m)
CBD - Stanley St	3.5	6	2 lane busway	2	2 busway lanes	30
Stanley St - Mains Rd	8	6	6 lanes + 2 lane busway	2	2 busway lanes	100
Mains Rd - Gateway Motorway	6	4	6 lanes + 2 lane busway	4	2 busway lanes 2 general traffic lanes	70 60
Gateway Motorway - Logan Motorway	15	6	6 lanes + 2 HOV lanes	2	2 HOV lanes	260
TOTAL						\$520m

Source: submission 6:31

19. The busway between the CBD and the Gateway Motorway may have up to 14 on line stations and direct connections to areas such as Garden City and Griffith University. There will be links to the rail system at South Brisbane and Buranda (submission 6:2).
20. Queensland Transport lists the benefits of the SET project as (submission 6:26):
- 25 % increase in peak hour bus usage
 - 30 % reduction in vehicle emissions from the transport network by the year 2011 compared to a network without busways
 - reduced accident costs of \$19,000,000 per year resulting from increased public transport usage
 - an increase in average bus travel speed from 18 km/hour to 27 km/hour generating over \$1,000,000,000 savings in bus operating costs

- increased cost recovery for the bus system through more efficient bus operations and higher revenues from carrying more passengers
 - reduced bus fleet size from reduced operating costs and greater reliability
 - the creation of 21,000 person years of employment from busway construction
 - reduced urban sprawl, more sustainable urban forms and more transit oriented employment centres and residential developments
 - reduced air and noise pollution, including reduced greenhouse gas emissions from reduced car use.
21. While the committee is not in a position to directly challenge some of the supposed benefits of the SET project it has doubts about some of the claims. For example, the committee would like to see hard evidence to support claims of over \$1,000,000,000 in operational savings and would particularly like to see the assumptions upon which Queensland Transport base such a claim. Also, the committee cannot see how the project will result in a 25 per cent increase in peak hour bus usage or that the bus fleet size will reduce. As the project is aimed at commuter travel during peak hour (see paragraph 24), it seems unlikely that the majority of buses will be unable to get in more than one trip during this period, making it difficult for the project to deliver the supposed benefits. The committee does not suggest these claims are untrue, but it would have liked to see more evidence to support them.

TERMS OF REFERENCE**1. THE PURPOSE OF THE WORK AND THE SUITABILITY OF THE WORK FOR THE PURPOSE****Purpose of the work**

22. The committee had difficulty in establishing the exact purpose, or objective, of the SET project at a public hearing. Queensland Transport told the committee that the objective of the project is to:

“Complement the policies and philosophies outlined in the draft integrated regional transport plan for south-east Queensland. In simple terms, I think that involves trying to achieve specific public transport patronage targets, particularly in peak hours and a second part of that is to reduce reliance on the motor vehicle as the primary mode of transport.” (transcript:2)

23. Yet, Queensland Transport also told the committee, “[T]he focus of our project is to free up the freeway to the extent that we can ... The other focus of the project is the enhanced public transport usage” (transcript:10). The committee interprets this to mean that relief of congestion along the south east transport corridor may also be an objective of the project.
24. In its submission to the inquiry, Queensland Transport told the committee that a key element of the state government transport policy for south east Queensland is to increase public transport usage from 7% of all daily trips to 10.5% of daily trips (submission 6:ii). Queensland Transport sees travel during peak hour along major radial routes to the CBD as the greatest opportunity for increasing public transport usage. The busway and associated HOV lanes are key elements in this policy (submission 6:ii). The busway will achieve this by making public transport more attractive and the HOV lanes will achieve it by increasing average car occupancy levels. This leads the committee to believe, in simple terms, that the purpose of the busway is as a tool to increase public transport usage along the south east transport corridor while at the same time decreasing car usage. The committee does not believe that relieving traffic congestion along the south east transport corridor is a worthwhile objective for the project. The committee discusses congestion in detail at paragraphs 53-58.
25. Most submissions to the inquiry would agree with the committee’s general statement of the purpose of the SET project. However, not many of them agree that the project will achieve its purpose. Several submissions point to the contradiction between, trying to increase public transport usage with the busway, and widening the highway with the HOV lanes and the government’s current 8 laneing of the Pacific Highway project which will encourage more people to use cars. The Public Transport Alliance sees the project as “a Trojan horse designed to provide greatly increased car capacity in the corridor ‘sold’ on the basis of improved bus service” (submission 2:1). Two submissions suggest that the obvious, much cheaper, alternative of converting existing lanes to busways and HOV lanes would be an equally efficient public transport solution

- (submissions 2 & 3). The committee does not necessarily agree with these views, but sees them as a valid criticism of the project.
26. When assessing the purpose of the project the committee considered the role of the project within the Integrated Regional Transport Plan (IRTP) for south east Queensland. The committee supports the objectives of the IRTP. The committee notes that the IRTP outlines 12 factors which make up quality public transport (IRTP; 1997:35, 36). Most of these factors are operational, not infrastructure issues. The committee finds it odd that by its own admission Queensland Transport describes most of its import factors as operational yet its initial move in implementing the IRTP, is to spend \$500,000,000 on major infrastructure.
27. Given the expected increase in population in south east Queensland the committee accepts that there is a case for proceeding with the SET project (paragraphs 63-67). But it does not see the entire busway network as a long term solution to public transport problems in south east Queensland. Before the government proceeds with the rest of the proposed busway network the committee believes it should take some other issues into account — such issues as a more intense use of rail, better coordination of public transport services, more frequent services and more effective use of the current infrastructure. The following section of the report looks at these issues.
28. It is essential to get the planning for this particular section of the busway project correct. If the government proceeds with construction of the rest of the busway network this project will be seen as a model for future busway development. The Brisbane City Council (BCC) believes the future development of the busway network deserves careful consideration and should be dealt with at the strategic level as a matter of urgency (transcript:20). The committee agrees. It believes that Queensland Transport should look very carefully at the assumptions it has relied on to justify the project and calculate the benefits it is supposed to provide.

Recommendation 1

The committee recommends:

- (a) that, with the exception of the SET project and the inner northern busway study, construction of the rest of the busway network not proceed until a comprehensive evaluation of the south east transit project has been completed**
- (b) that an organisation independent of Queensland Transport conduct the evaluation**
- (c) that this evaluation consider non engineering solutions to increase public transport usage and decrease use of motor cars**
- (d) that the Minister for Transport table the report of the evaluation in the parliament within 1 year of the completion of the project.**

OTHER ISSUES THE GOVERNMENT SHOULD CONSIDER

Coordination of public transport services

29. The committee believes that there is wide scope for improvement to the existing public transport services through better coordinating services — both within a particular service and across the bus and rail networks. Very important aspects of properly coordinating a public transport system are frequency and interchange (transcript:24). Even a cursory glance at the Brisbane public transport network, such as it is, shows that there is a vast amount of room for improvement in service frequency and interchange. The BCC admit there are some areas where coordination of public transport could be improved (transcript:22). Unfortunately, BCC failed to add who they thought should be responsible for improving public transport coordination.
30. The committee sees the apparent competition between BCC buses and Queensland Rail's CityTrain as a major impediment to better coordination of public transport services. The map at Appendix D shows the close relationship between the proposed busway routes and existing rail lines. Queensland Transport themselves admit that the rail line may only be up to 4-6 km away from the busways (submission 10:attachment 5). Queensland Transport argue that this distance is too far for passengers other than those that live along the rail line to use the train as public transport (submission 6:8). To use a Canadian example, in a city such as Toronto operators of the rail system consider the catchment area for use of rail as public transport to be a 10 or 15 minute bus ride to the train station. Ironically, this type of catchment could not occur in south east Queensland as bus routes do not connect to rail stations.
31. Yencken (1996:37) basing his argument on evidence from experience in Canadian cities points out that it is inefficient to have buses run in competition with trains. Having the two modes in competition will destroy service frequency which is the crucial component for making public transport competitive with car travel. A recent joint Queensland Transport and Queensland Conservation Council survey of community attitudes to transport related air pollution in Brisbane, "Smogbusters", reinforces the importance of frequency of services by showing, that for those Brisbane people surveyed frequency was an important aspect of service where operators could improve the city's bus and rail services (Smogbusters 1997:7,9).
32. The committee agrees with Yencken's assessment and believes competition between modes of public transport is unproductive. The committee suspects it is costing the residents of south east Queensland and the government money. The committee believes that it is not only desirable to have better coordination between bus and rail, it also believes there is plenty of scope for the coordination to occur within each service.
33. The committee views a coordinated, high frequency network system, such as that operating in Toronto, would be as likely to achieve an increase in public transport use and a reduction in car use as the SET project. A system where small suburban buses (these already exist in New Farm and West End) feed passengers into the existing rail system, which provides an increased level of frequency and service, may be viable.
34. Some argue that if passengers have to interchange between public transport modes they won't use the system. This may not be the case. Yencken (1996:33) argues that

changes of mode are not a problem where frequency is high and waiting times are short. Yencken uses the example of Toronto and Vancouver which have a high frequency rail service which requires changes of train but has a much higher public transport usage than Australian cities. Also, Mogridge (1990:17) argues that in London, service frequency and network density are vital issues for improving public transport services. The committee believes interchange between different public transport modes will not be a problem where the service frequency means a short waiting time.

35. The lack of an integrated ticketing system is a clear indication of a lack of coordination within south east Queensland's public transport system. BCC believes it is important that integrated ticketing and other coordination issues "*need a bit of emphasis over the next year or two*" (transcript:22). The committee believes it is time that Queensland Transport, Queensland Rail and Brisbane City Council stopped talking about integrated ticketing and did something about it. Adelaide has had integrated ticketing since 1971 and Melbourne has had integrated ticketing for 15 or so years. The Public Transport Alliance showed the committee an integrated ticket from Melbourne and explained how it worked (transcript:24). If the problem with implementing integrated ticketing is a communication problem between Queensland Rail and Brisbane City Council, the committee sees it as a good reason for the state government to take a much stronger position with the BCC over its bus operations.
36. Not only does the committee believe that there should be an integrated ticketing system, it believes that interchanges between modes should be free and that fares should be a reasonable price. If passengers change from a bus, to a ferry, to a train, they should only have to pay one fare. The cost of an all day ticket in Melbourne, which allows interchange between modes is \$4.30 (transcript:24). In Brisbane, \$4.30 would not get you to and from work in some suburbs. For example, a return BCC bus trip to Browns Plains is \$6.00, or \$5.40 with a 10 trip ticket. The committee sees this as unacceptable. If Queensland Transport is serious about increasing the use of public transport by residents of south east Queensland it should look at fare structures. The committee does not have the time or resources to conduct detailed research into the effect of price on public transport usage. But it believes that along with frequency, reliability and speed, price would be a significant determinant of usage. The committee believes that Queensland Transport should consult with other public transport providers to review fare structures with an emphasis on reducing fares and encouraging multi trips through a pricing scheme.
37. The Public Transport Alliance told the committee that Brisbane has never been able to produce a map which shows the various public transport networks and how they integrate with each other (transcript:24). The committee believes a comprehensive, easy to read map which contains a reliable timetable is an essential element in increasing public transport usage. Once again southern capitals, such as Melbourne, have managed to produce such a map, whereas Brisbane has not.

Recommendation 2

The committee recommends:

- (a) that Queensland Transport in cooperation with Queensland Rail and the Brisbane City Council review fare structures and establish an integrated ticketing system for buses, trains and ferries**
- (b) that Queensland Transport in cooperation with Queensland Rail, the Brisbane City Council and private bus operators develop a public transport map for south east Queensland**
- (c) that the integrated ticketing system be operational within 12 months**
- (d) that a public transport map of south east Queensland be available to the public within 12 months**
- (e) that the Minister for Transport include in his response to this report an account of the action Queensland Transport has taken to review fare structures, establish an integrated ticketing system for buses, trains and ferries and produce a public transport map.**

Increased use of rail

- 38. Queensland Transport argue that there are infrastructure and operational problems which prevent rail taking a larger share of the public transport market (transcript:8). They suggest that because the rail system must serve both passenger and freight traffic there are operational problems with increasing passenger rail services. Also, they suggest that CityTrain has problems with track infrastructure and insufficient rolling stock. Queensland Transport argue that these problems in association with the fixed nature of the rail system prevent rail from carrying a larger share of the public transport task (transcript:8,9).
- 39. The committee does not agree. It would like to see more work go into looking at improving the rail service. It would be interesting to see a comparison between the increase in public transport patronage caused by either \$1,000,000,000 spent on the busways and a \$1,000,000,00 spent on improving CityTrain services.
- 40. The committee is not suggesting that rail is the total answer. However, it believes that a coordinated bus/rail system where trains run at a reasonable frequency may be an effective means of increasing public transport usage and getting people out of their cars. This approach has the added benefit of the government not needing to widen the south east transport corridor.

Recommendation 3

The committee recommends:

- (a) that Queensland Transport in association with Queensland Rail undertake a study to establish how Queensland Rail can improve its passenger rail service to better meet the public transport needs of south east Queensland**

- (b) that the study consider operational as well as infrastructure improvements**
- (c) that the Minister for Transport table in parliament the results of the study within 6 months.**

Better use of existing road space

41. Several submissions suggest that bus lanes would be a better option than busways (submission 2 & 3). They suggest that conversion of an existing lane into a bus lane would provide similar benefits as construction of a busway. Queensland Transport do not discuss in either of their submissions or in evidence at a public hearing the possibility of converting a current lane into a busway as part of the current project.
42. Queensland Transport address the bus lane argument by arguing that a busway will improve the following services better than a bus lane would (submission 10:12):
 - reliability and speed — due to the busway’s exclusive grade separated right of way
 - frequency — high frequencies due to higher speed on the freeway
 - accessibility — due to on-line stations integrated into local areas
 - safety and comfort — better due to busway separated from general traffic
 - convenience and a wide range of services meeting travel needs — the busway has greater potential to match local needs
 - cost effectiveness — greater operating benefits in terms of reduced fleets and more bus km/hours.
43. The committee acknowledges that the separated grade offered by busways may give them an operational edge over bus lanes. As Vuchic et al (1994) point out, many countries recognised as far back as the 1970s the importance of providing a separate right of way for public transport to make it competitive with car travel. Queensland Transport argue that bus lanes would not improve public transport services enough to meet the expected increase in demand (transcript:7). This is probably true, however, the committee believes that a system of bus lanes with bus activated lights at intersections and other priority bus measures, such as priority bus turning lanes, may have produced a similar return as a busway system. The committee would feel more comfortable with the project if Queensland Transport had looked at the bus lane option more seriously.
44. It seems that the committee and Queensland Transport approach this issue from different perspectives. The committee believes that the project, as it currently stands, will by increasing road space increase the number of single occupancy vehicles using the corridor. The committee does not believe the project should achieve this end. Even the Institution of Engineers, Australia, who it would be fair to assume support infrastructure development, state:

“[I]ndeed experience and studies in other countries have shown that latent demand can be released by the construction of transport infrastructure and that this is particularly likely in the case of new urban roads in congested areas.” (1996:1)

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45. The committee has similar concerns with the HOV lanes at the southern end of the project. In regard to adding a HOV to an existing road Vuchic et al state:

“Adding HOV lanes represents the traditional approach of ‘solving’ congestion by increasing vehicular capacity of highways. This action actually represents a ‘HOV incentive/SOV incentive’ policy, and it usually results in decreased average auto occupancy. Although politically popular in the short run, it is extremely costly and counterproductive in the long run” (Vuchic et al; no date:82).

46. At the time of the public hearing Queensland Transport could not tell the committee how many passengers must be in a car using the HOV lanes. The committee believes that the HOV lanes should only accommodate cars which have more than 3 passengers. A car with 5 seats only carrying 2 passengers is not a high occupancy vehicle. Queensland Transport must also provide assurances that a 3+ HOV lane will not be diluted in the future. There is a powerful temptation, as congestion increases, to ease the requirements of the HOV lanes. Evidence from the United States shows that governments will buckle to pressure and reduce HOV lane requirements (Vuchic et al:85). The government must resist this temptation. If the government were to alter the HOV lane requirements it should tighten, not ease, them.
47. The project’s gradual funnelling of more traffic into less road space concerns the committee. At the Logan Motorway the 8 lanes of the Pacific Highway will enter into 6 general traffic lanes and two HOV lanes. At Klumpp Road the HOV lanes run out and all traffic will have to fit into the existing 6 general traffic lanes. This appears to the committee as transport planning gone mad. Queensland Transport seems to have lost sight of the objectives of the project. In a perverse twist, the severe congestion this may cause may force more passengers on to public transport.
48. At the public hearing Queensland Transport were unable to tell the committee how it will manage traffic from HOV lanes entering general traffic lanes (transcript:14). This is understandable as yet no decision has been made on where to place the HOV lanes in the transport corridor. Queensland Transport has included the operation of the HOV lanes for discussion in its Impact Management Plan (Impact Management Plan:21). The committee discusses other HOV lane issues — congestion and policing at paragraphs 50-62.
49. If the project must include HOV lanes, the committee agrees with Vuchic (1994), who when discussing an elevated road project in the United States suggests that a better solution to congestion problems than construction of new road space, would be to convert one of the existing lanes into a HOV lane.

Policing

50. During the inquiry there was some discussion of the difficulties of policing HOV lanes. The position of the lane on the road surface will be critical. If the lane is on the median side it seems, other than for electronic surveillance, there is little opportunity for effective enforcement. Although during the inquiry there was some criticism of the effectiveness of electronic surveillance (transcript:47).
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51. Queensland Transport state that the Queensland Police Service has indicated that the preferred method of enforcement will be by police observation on site and ticketing off site (submission 10:16). The committee understands this to mean identification of offenders at the HOV lane and offenders receiving a ticket through the mail. In its submission Queensland Transport suggests that governments in North America have been successful in policing HOV lanes. It goes on to say that it will adapt these practices to best suit the SET project (submission 10).
 52. The committee sees effective enforcement as essential if the HOV lanes are to work as they are supposed to. If HOV lanes are not properly policed they will be little more than glorified general traffic lanes. It is interesting to note that one of the arguments Queensland Transport make against bus lanes is that they are difficult to police (transcript:7). Yet, Queensland Transport assured the committee they would be able to effectively police HOV lanes (submission 10:16). The committee sees little difference between the two. In the future the committee will monitor Queensland Transport's policing of the HOV lanes.

Congestion

53. Vuchic (1994) states that there were three lessons from the road expansion period in the 1950s and 60s. First, excessive use of automobiles, particularly single occupant vehicles, is the main cause of congestion and air pollution. Second, congestion cannot be solved simply by widening highways. Third, all large cities need to use other forms of transport as well as the private motor vehicle.
54. The committee agrees with Vuchic's assessment. It does not view the relief of congestion along the south east transport corridor as a worthwhile objective for the project. In fact the committee believes that by increasing overall road space the project will make congestion and air pollution worse by attracting more cars to the transport corridor.
55. The Public Transport Alliance quotes statistics which show that the south east busway project may increase HOVs by 45% and single occupancy vehicles (SOV) by 29% (submission 2:2). This increase it says will contribute to pollution and congestion and will undermine the efficiency achievable by a dedicated public transport system. Other literature also shows that it is very likely that increased road space will increase traffic. For example, Hansen (1995:20), using Californian statistics suggests that:

“[N]ew roads generate substantial new traffic in metropolitan regions. A 1.0 per cent increase in lane miles induces a 0.9 per cent increase in VMT (vehicle miles travelled) within five years. With so much induced traffic, adding road capacity does little to reduce congestion”.

Hansen goes on to qualify his finding by saying it is a general statement and may not hold for a particular highway. Nonetheless, there appears to be a relationship between providing more road space and increased levels of traffic.

56. As recently as 31 March this year an article in the *Vancouver Sun* points out that a major government project to increase road space for car pools and buses has resulted in an increase in the number of single occupancy vehicles on the highway. The project

did, however, relieve congestion in the short term. There has also been a drop in bus passengers and less than expected patronage on a parallel train service. The article goes on to say that there is some belief that the new road project may have merely transferred the congestion to another location (Vancouver Sun:1996).

57. Queensland Transport maintains that the project does not increase road space at the CBD end of the freeway (transcript:7). They suggest that the project is trying to get the best of both worlds by increasing public transport usage at the same time as increasing road space at the Gold Coast end of the project. Queensland Transport suggest that over the next decade or so congestion will force commuters on to public transport (transcript:7). The committee agrees with this. However, it is concerned that the HOV lanes up to the Gateway Motorway will encourage more private vehicles on to the freeway making congestion at the city end worse. There is also the problem of what happens when the HOV lanes run out at Klumpp Road. Queensland Transport were unable to tell the committee how it would manage vehicles travelling in HOV lanes entering general traffic lanes.
58. The committee does not believe the SET project will reduce the number of single occupancy vehicles using the south east transport corridor. It believes the project will increase the number of single occupancy vehicles. Keeping in mind that the purpose of the project is to increase public transport usage and reduce the use of motor cars, if Queensland Transport has made a decision to allow an increase in single occupancy vehicles using the south east transit corridor, Queensland Transport should clearly state this to the residents of south east Queensland.

Ottawa comparison

59. The committee was astonished to see that the BCC employed McCormick Rankin to do a study on the potential of busways for Brisbane (transcript:18). As the committee understands that McCormick Rankin designed the Ottawa busway system — it came as no surprise that McCormick Rankin recommended a busway system as the answer to Brisbane's public transport problems.
 60. The use of the Ottawa busway as an example concerns the committee as it does not see Ottawa as a valid comparison. For example, Ottawa does not have an existing rail system and when Ottawa decided to build the busway it was a choice between rail or bus. David Yencken (1996:31) shows that Canadian cities such as Toronto or Montreal which have much better public transport usage levels than Australian cities, with much of the patronage outside of walking distance of rail stations, may be better comparative examples. In Brisbane also many potential patrons live outside walking distance to rail stations.
 61. Also, proponents of the Ottawa experience tend to gloss over the down sides. For example, because Ottawa has such frequent services, and buses only carry 50 people, it must operate a lot of buses during peak times. Consequently, Ottawa faces the problem of having many of its buses and drivers idle during the middle of the day when many of the buses are not required to carry peak loads. If Queensland Transport must use a Canadian example, the committee believes Toronto or Montreal are more appropriate than Ottawa.
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62. The similarities between Australian cities and cities such as Toronto and Montreal give cause for deep reflection. A comparison highlights important findings for Australia because they force transport planners to look at their assumptions and look for other explanations for the poor level of public transport usage (Yencken 1996). The committee agrees with this point of view and encourages planners within Queensland Transport to examine a wider selection of case studies.

Management of the busway

63. The issue of management of the busway arose during the inquiry. It is unclear what model the government will use to manage the busway. It may be a corporation, a government department or government could contract management to the private sector. It is important that the government clear this issue up as soon as possible as issues such as use of facilities and a charging regime cannot be settled until all parties involved resolve who will manage the busway.
64. The committee has genuine concerns about the relationship between the BCC, Queensland Transport and private bus operators over the ownership, operation and access to public transport facilities (transcript:19). The committee understands that these issues have not been sorted out. For example, access by private buses to the Queen Street bus terminal (where the busway ends) is to be a matter of negotiation between operators and the council. Given that the state government is to spend \$500m on the SET project the committee believes it should involve itself in these issues. For example, the committee understands that there is no agreement between Queensland Transport and the BCC on how to fund the busway from when it leaves Stanley Street through to the city (transcript:20).
65. During the inquiry Queensland Transport suggested it may *“be possible to capture some of the benefits in the form of some direct or shadow toll, which could then be used to finance the advance construction of the network”* (transcript:11). The committee does not agree with this approach as it cannot see how charging extra to use public transport would increase usage. The state government should encourage buses to use the busway and charging them to use it won't help. The committee does not believe the state government should effectively capture the benefits of the busway. Operators should be free, and the government should encourage them, to use gains from operational improvements to increase service levels or reduce fares — they should not have to pay them as a charge for the busway.

Recommendation 4

The committee recommends:

- (a) that Queensland Transport develop a management model for the busway component of the south east transit project**
- (b) that the Minister for Transport table in parliament, within 12 months, a management model for the busway component of the south east transit project.**

2. THE NECESSITY FOR AND ADVISABILITY FOR THE WORK

66. Given its dramatic population growth, south east Queensland is facing a significant transport problem if the government does not act. Queensland Transport suggest that by 2021 south east Queensland will have a population of 3.8 million (submission 6:14). Queensland Transport outline consequences of this population growth as (submission 6:14,15):
- the number of trips made each working day will increase to 11.8 million, up 70%
 - the number of trips by car will increase to 9.3 million, up 71%
 - the average vehicle occupancy will decline from 1.3 to 1.2 persons
 - public transport's market will decline from 7% to 6.3%
 - the proportion of all trips made by non motorised modes will remain at 15%
 - the total amount of motorised travel will increase by nearly 100% to about 93,000,000 kilometres per day
 - trips to work will increase by 110% to 2.4 million each day, with about 200,000 commuters entering Brisbane from around the region
 - the amount of freight carried will increase by between 80% and 120%
 - the average length of trips will increase from 12.5 km to 15 km.
67. Taking these possible eventualities into account the committee agrees that if the government does not do something to reduce reliance on private motor vehicles and improve public transport services the region will face serious congestion and pollution problems. The committee is satisfied that the situation warrants some form of government action. As the committee considered when it discussed the purpose of the project it is not sure that the SET project is the ideal solution. But as the project is going ahead the committee acknowledges that the SET project will go some way in addressing the south east transport corridor's problems.
68. In assessing the necessity of the project the committee considered the future expansion of the busway. The Member for Sunnybank, Stephen Robertson, in evidence before the committee suggested that the government should extend the busway during the current project, not in 20 years time. Mr Robertson makes the point that if there is sufficient demand to expand the freeway to 8 lanes there is enough demand to extend the busway. The committee agrees. Mr Robertson offered some simple calculations based on Queensland Transport figures which he suggested show that, over a 25 year period, it is as cost effective to build busways now as it is to build HOV lanes (transcript:42). The Logan Council put another perspective on the issue by suggesting they currently faced 5 years of disruption from road construction and to avoid disruption in the future they would prefer any proposed expansions happened now. The committee believes that Queensland Transport should look at its options to extend the busway further south to the Logan Motorway in preference to expanding the freeway to 8 lanes.

Recommendation 5

The committee recommends:

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- (a) **that Queensland Transport evaluate the viability of extending the busway further south to the Logan Motorway during the current project**
 - (b) **that the evaluation consider the option of an extended busway replacing the extra two general traffic lanes along this section of the South East Freeway**
 - (c) **that the Minister for Transport include the results of Queensland Transport's evaluation in his response to this report.**

3. THE VALUE FOR MONEY ACHIEVED, OR LIKELY TO BE ACHIEVED, BY THE WORK

69. Queensland Transport looked at 4 options for improving transport efficiency along the south east corridor. These were (submission 6:18):
 - 8 general traffic lanes
 - 6 general traffic lanes and 2 HOV lanes
 - 6 general traffic lanes and 2 bus lanes
 - 6 general traffic lanes and a 2 lane busway.
 70. Queensland Transport evaluated the options against the following criteria:
 - achieve an efficient and reliable transport system
 - ensure there is sufficient transport capacity to meet the longer term needs of the region
 - minimise the social and environmental impacts of the transport system on the community
 - positively influence land usage.
 71. On the basis of this evaluation Queensland Transport decided to opt for the busway/HOV lanes and general traffic lanes.
 72. According to Queensland Transport calculations the busway project offers good value for money. Queensland Transport state:

“From a regional perspective, the SET Project is expected to yield the best overall outcomes and provide longer term solutions to the corridor’s transport capacity and efficiency problems, consistent with the RFGM [Regional Framework for Growth Management] and the IRTP.” (submission 6:26)
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73. Table 2 shows the cost effectiveness of the different modes of transport.

Table 2: Cost effectiveness of different public transport modes

	Bus lanes	Busway	Light rail	Heavy Rail
description	bus services on freeway or arterial road lanes for use by buses	exclusive right-of-way for buses 8.2m wide	rail service on right-of-way or on street 9.0m wide	rail on right-of-way
areas served	connects local areas to centres	connects centres and suburbs to CBD	connects centres to CBD	connects major centres to CBD
limitations	buses have to mix with general traffic and illegal use of bus lanes occurs. Can be difficult to link bus lanes on a freeway to key stops	cannot carry as many people as heavy rail when volumes exceed 15,000 passengers/hour	needs high densities and compact land uses to support it; cannot generally serve outside its catchment	cannot serve outside its catchment, needs high densities to make it cost-effective
station spacing	bus stops at 300-400m	800-1500m	500-800m	1500-3000m
average speed	20 km/h	30 km/h	30 km/h	40 km/h
capacity (peak direction)	6,000-8,000 passengers/hour	10,000-15,000 passengers/hour	20,000-25,000 passengers/hour	50,000-60,000 passengers/hour
capital costs	\$7m/km	\$10-15m/km	\$15-20m/km	\$20-20m/km
operating costs	low	low	high	high
benefits for long distance CBD trips	medium	high	medium	high
benefits for short distance CBD trips	low	high	high	high
benefits for trips to centres other than the CBD	low	high	medium	medium
benefits for suburb to suburb services	medium	medium	low	low
benefits for off-peak services	low	medium	low	low
residential and nodal density needed to make effective	low	medium	high	high
ability to positively effect nodal development	low	high	high	high

Source: submission 6:9

74. Queensland Transport have developed a model, the Strategic Integrated Mode Choice Assessment Tool (SIMCAT), which shows the value for money benefits of the busway (submission 6:28). Computer modelling shows that there are three critical issues in increasing public transport usage. These are:
- increased frequency
 - enhanced service reliability
 - reduced running times.
75. A strategic cost benefit analysis of the options showed that all of the options would have significant benefits and would improve transport capacity in the corridor (submission 6:25). However, it showed that the 6 lanes plus a 2 lane busway would return the best benefit. Queensland Transport argue that while the initial capital cost for the project is high it guarantees a solution to the transport needs in the corridor (submission 6:v). Queensland Transport suggest the project has a benefit cost ratio of more than 6. That is, the potential benefits of the project are 6 times the capital invested, meaning that \$500,000,000 investment may return up to \$3,000,000,000 in benefits (submission 6:21).
76. The committee has its doubts about the efficacy of cost benefit analysis where it is applied to major road projects. It is not clear whether the analysis considered many issues which the committee considers important, such as the environmental impact on residents' health or the ability of the local road system to support the project. There are precedents where the results of a cost benefit analysis have not shown an accurate picture of the real impact of the project. For example, Goldberg (1993) shows that the NSW Roads and Traffic Authority cost benefit analysis for the F2 freeway in Sydney was not accurate. Goldberg (1993:145) states:
- “Clearly, cost-benefit analysis has not provided a justification for the F2 expressway, because the performance of such an urban expressway is dependent on that of the regional network in which it is placed.”*
77. This statement concerns the committee as it believes the regional local road network cannot cope with expected increases in traffic levels. The Logan City Council told the committee:
- “When you look at the sub region and you look at the roads that are necessary to support the highway by taking local traffic away from the highway — this is within the sub region — when you are looking at roads to use if there is a crash or something on the highway they just do not exist. This is picked up in the integrated regional transport plan, which you would be aware of. That is one of their [Queensland Transport] very high objectives — to get the supporting structure of roads into the place.”* (transcript:51)
78. The committee is very concerned that the supporting regional road network will not be able to support the expanded highway, of which the SET project is part. If the regional network can not support the expanded highway it may seriously undermine the value
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for money the project can deliver. Queensland Transport's failure to take the regional road network into account undermines their assertions as to the value for money of the project.

Recommendation 6

The committee recommends:

- (a) that Queensland Transport engage an independent consultant to undertake a review of the Logan City regional road network to ascertain the network's ability to support the south east transit project**
- (b) that the Minister for Transport table the report of the review in parliament within six months**
- (c) that where the report of the review identifies the Logan City regional road network to be inadequate the Minister for Transport allocate funds to upgrade the regional road network.**

79. The busway will offer good value for money for the owners of the \$200,000,000 invested in buses in south east Queensland as it will allow for more efficient use of buses (submission 6:26). The busway will result in reduced travel times for buses. Table 3 shows possible reductions in travel times.

Table 3

Location	Existing local travel time	Express travel time	Future busway travel time	Travel time saving
Ekibin Rd/Cracknell Rd	25	-	17	8
Logan Rd/Ridge	26	15	12	14/3
Kessels/Griffith	38	-	22	16
Pinelands/Beenleigh	37	25	20	17/5
Garden City	-	25	15	10
Gateway Ramps	-	-	19	-

Source: submission 6:31

80. An essential element of assessing value for money is the evaluation process for the project. The committee sees evaluation as the last and vitally important part of the policy process. In this case it is especially important because it is the first of a new type of project. In response to a question at a public hearing, Queensland Transport told the committee that it had evaluation plans in place and that these plans went beyond a strict transport focus, as they also included the value of the project in general (transcript:12). Queensland Transport does not discuss its evaluation plans in its submission. Queensland Transport has not set out its performance indicators, how it intends to measure results and on what grounds it will assess the results of its evaluation. The committee believes that Queensland Transport should publish details of its evaluation process for the project.

Recommendation 7

The committee recommends that the Minister for Transport include in his response to this report details of the Queensland Transport evaluation process and the evaluation timetable for the south east transit project.

81. The SET project is an engineering solution to what is not essentially an engineering problem. The committee believe improving and increasing the frequency of public transport services, implementing an integrated ticket system, producing a timetable which allows effective and easy interchange between modes and developing a useable public transport map for the city may do as much to increase public transport usage, at dramatically less cost, than the SET project. The bottom line is that the committee believes energy and resources spent on improving coordination and level of service of public transport services would be better value for money for the government than the SET project. The committee does not believe more road space is the answer to south east Queensland's public transport problems. The committee agrees with the Royal Commission on Environmental Pollution — Transport and the Environment — which makes a recommendation, aimed at discouraging motor car use, that funding for motorways and other trunk roads in London be halved (1995:244). This recommendation fundamentally refocusses the past engineering approach of the British Department of Transport. The committee urges Queensland Transport to begin looking at non engineering solutions to public transport. south east Queensland has enough public transport infrastructure. It is how operators run the system which will determine whether people use it or not.

4. THE CONCURRENT COSTS, OR ESTIMATES OF CONCURRENT COSTS, FOR THE WORK

82. Table 1 (page 5) shows the elements of the south east transit project and their cost.
83. Queensland Transport estimates that the operating and maintenance costs of the busway will be 1.2% of the total capital cost. For the CBD to Gateway section this is \$150,000 per kilometre/year which compares with \$135,000 per kilometre/year for general traffic lanes (submission 6:32).
84. The SET project will reduce bus operating costs (submission 6:32). It will “*speed schedules, allow equipment and drivers to be used more efficiently, and improve service reliability and safety*” (submission 6:32). This will allow the state government to choose between reducing subsidy levels, increasing levels of service or a combination of both. The state government should redirect any benefits gained by improved operational performance of buses to improving levels of service. In its submission, Queensland Transport makes the point that price is inelastic and decreasing price will not result in increased public transport usage, however an increase in levels of service will (submission 6:32). Keeping in mind the purpose of the SET project the committee believes the state government should concentrate on increasing public transport usage by increasing service frequency.
85. Queensland Transport suggests that the SET project also offers other operational benefits (submission 6:33). These are:
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- a reduction in costs of providing and maintaining local roads
 - reduced health costs associated with reduced pollution and accidents
 - reduced infrastructure and service costs associated with more transit oriented development.
86. Queensland Transport goes on to assert that by 2011 the SET project will deliver to the community indirect savings of \$53,000,000 (submission 6:33). Queensland Transport provides no evidence to support any of these claims. The committee does not agree with Queensland Transport's estimates of indirect benefits to the community. For example, there is no evidence to suggest that the SET project will reduce pollution, on the contrary, evidence the committee has received indicates that the project will increase car usage and will increase pollution (see paragraphs 53-58). The committee believes that Queensland Transport should reassess the potential indirect benefits to the community.
- 5. THE PRESENT AND PROSPECTIVE PUBLIC VALUE OF THE WORK, INCLUDING THE IMPACT OF THE WORK ON THE COMMUNITY, ECONOMY AND ENVIRONMENT**
87. Several submissions point out the close proximity of the SET project to residential areas and suggest that there may be significant health problems from increased levels of vehicle emissions (submissions 7, 8). The Queensland Conservation Council submission points out that a recent QUT study shows that along the south east freeway, adjacent to the Parliamentary Annexe, levels of ultra fine submicron particles are up to 8 times greater than a nearby permanent background monitoring station (submission 8:appendix 1). The submission attaches an article from *The Lancet* which provides test results which show that increased levels of fine particle pollutants as a result of vehicle emissions may be a cause of increased deaths and respiratory, pulmonary and cardiovascular disease (submission 8:appendix 3). The committee acknowledges that there may be other research results available, however this research has convinced it that there is sufficient concern for the government to act.
88. This information concerns the committee. Especially as Queensland Transport has decided that as the busway is an extension of an existing project it did not need to carry out a full environmental impact assessment. Queensland Transport suggests it will manage the environmental impacts of the project through an Impact Management Plan (IMP). The committee does not agree with Queensland Transport's assertion that building in an existing right of way makes management of the impacts easier than for construction in a new right of way (submission 6:36). The committee notes that this may be an international problem. The British Royal Commission on Environmental Pollution in its report 'Transport and the Environment' makes a recommendation for the government to restructure the Department of Transport "*to reflect a fundamentally different approach which a sustainable transport policy will involve.*" This recommendation followed frequent criticism of the Department of Transport, during the commission's inquiry, for being concerned with roads at the expense of other elements of transport.
89. The IMP process is a clear case of shutting the stable door (worrying about the environmental impacts) after the horse has bolted (deciding to go ahead with the
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project). Queensland Transport has failed to convince the committee that the project will not increase levels of vehicles emissions and noise. Taking into account the recent QUT study it would seem that vehicle emission levels along the south east freeway are already too high. The committee believes that Queensland Transport should take measures to reduce overall emission levels not just lessen the increase. To say the increase in levels of vehicle emission levels will not be as bad as it could have been is not good enough.

90. Traffic noise is another problem. State member for the area, Stephen Robertson, told the committee (transcript:45):

“If you go 50 metres away [from the south east freeway] and have to live there and have to sleep there, the impost on local residents along this section of the freeway [Underwood] is horrendous currently.”

91. The Queensland Conservation Council states that no credible noise studies, which enable a comparison between actual noise levels and the requirements of the Environmental Policy for Noise (*Environmental Protection Act 1995*), have been made publicly available (submission 8:2). Queensland Conservation Council also points out that no studies on the effectiveness of current noise barriers or the requirements of future noise barriers have been done.
92. Queensland Transport plans to handle the noise issue within its IMP. The draft terms of reference for the Impact Management Plan show that Queensland Transport is aware of the noise problem. It requires the Impact Management Plan consultant to describe the noise problems and to undertake noise monitoring and modelling to determine the requirements for position and type of noise amelioration devices (Impact Management Plan:21). The draft terms of reference do not include an analysis of the effectiveness of existing noise barriers, nor does it include an analysis of the effect of traffic noise on nearby residents. The draft terms of reference for the Impact Management Plan should require the consultant to address these issues.
93. Another issue is visual pollution. It is possible that the busway’s clearance above natural ground level could be up to 7 metres, with a bus on top this would mean an above ground height of around 9.5 metres (transcript:11). Queensland Transport stated in evidence that the Impact Management Plan places a high priority on visual impact (transcript:12). Certainly, the Impact Management Plan includes provision for advertising and signage, landscaping, visual impact where there are significant earthworks and creek crossings and the visual impacts of interchanges (Impact Management Plan:25). In the committee’s view the Impact Management Plan does not expressly cover visual pollution as a result of the height of the busway. Queensland Transport has told the committee that it will work to minimise the effects of visual pollution, but that the ultimate design of the busway may have to be a compromise between dealing with visual pollution and the possible future requirements of the busway if it were turned into a light rail system (transcript:12).
94. The committee believes that Queensland Transport should have carried out an environmental impact assessment for an expanded south east freeway, particularly in relation to vehicle emissions and noise. It believes there is sufficient evidence available to indicate there could be a problem with high levels of vehicle emissions for those

residents living nearby. That is why traditionally, impact assessments are carried out prior to approving a project to assess whether the project should proceed.

Recommendation 8

The committee recommends:

- (a) that in its Implementation Management Program for this project, Queensland Transport specifically take into account the effects of vehicle emissions and increased traffic noise levels on residents living near the south east freeway corridor**
- (b) that for future major upgrades of existing infrastructure similar to the South East Transit project, Queensland Transport carry out a full impact assessment.**

6. PROCUREMENT METHODS FOR THE WORK.

- 95. In evidence to the committee Queensland Transport stated that it will establish tender evaluation committees to award each project. The committee will comprise representatives of the SET project team, an independent consultant and, for those contracts let so far, a Brisbane City Council representative (transcripts:14).
- 96. Queensland Transport will cut up the project into five or so geographical based projects for both design consultancies and construction contracts (submission 6:39). The different segments will be staged to ensure that a number of Queensland firms will have the opportunity to bid for the work. As the work is similar to general traffic lane construction there are several contractors capable of carrying out the work. Having a number of firms bidding for the work will ensure competitive prices and good value for money for the government (submission 6:38).
- 97. Queensland Transport states it will have a 2 stage tender process for the projects (submission 6:38). These stages are as follows.

Stage 1

- call for expressions of interest
- registration of interest
- registration of suppliers
- pre-qualification of suppliers
- shortlisting of companies/consortiums capable of undertaking the work.

Stage 2

- invitation to submit full detailed and priced proposals
- awarding the contract to the company offering the best overall value.

- 98. Queensland Transport's plans for managing the procurement process appear adequate.

CONCLUSION

99. During the inquiry Queensland Transport presented the committee with evidence supporting the SET project. Much of this evidence the committee agreed with, some it did not. A central plank of this evidence was the SET project's position within the IRTP for south east Queensland. The committee supports the IRTP process. It notes that the IRTP talks about a new strategy for transport in south east Queensland. It talks about a new focus on operational planning, of getting people out of their cars and on to public transport, of increased bike access and walkways, of improved land use and of increased community participation in transport planning. The committee applauds these objectives.
100. After taking these worthwhile objectives into account the committee is surprised that the initial step in implementing the IRTP should be a major infrastructure project. Based on evidence it received during the inquiry, the committee doubts that large investment in public transport infrastructure in south east Queensland is necessary to improve public transport services and reduce reliance on the motor car. The committee believes that Queensland Transport should have looked at improving the operational performance of the existing public transport system before it committed huge amounts of funds for a busway network. The committee is mindful that the entire 75 km busway network is supposed to cost \$1,000,000,000 — if it runs to budget. There is enough public transport hardware in south east Queensland — planners need to work on the software.
101. A particularly disappointing aspect of the planning process which arose during the inquiry was the lack of cooperation and coordination between public transport service providers and transport planners. The committee saw no evidence that Queensland Transport, Brisbane City Council, Queensland Rail and private bus and ferry operators ever spoke to one another other than to plan more major infrastructure projects. The classic example is the lack of an integrated ticketing system. Why Brisbane does not have one, the committee does not know. Southern capitals seem to have managed it. The committee can only assume there is a lack of communication and cooperation between Queensland Transport, Brisbane City Council and Queensland Rail.
102. The committee's recommendations address several major issues. First, they suggest Queensland Transport fully evaluate the current project **before** they move on to constructing the rest of the busway network. Second, they ask Queensland Transport to fix the lack of coordination between public transport providers by addressing such issues as implementation of an integrated ticketing system and production of a public transport map. Third, they suggest Queensland Transport evaluate the option of extending the current project and the ability of the regional road network to support the project. Finally, the recommendations require Queensland Transport to reassess its policy of not carrying out an impact assessment for extension of an existing project. The committee believes it a little ingenious for Queensland Transport to describe a \$500,000,000 project as an extension of an existing project. One wonders what criteria are necessary for Queensland Transport to describe a project as new.
103. One aspect of the project which particularly concerned the committee was the imposition of the project upon the residents of the area with no consultation. Evidence
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before the committee suggests that the decision to build the project was made before local residents were consulted. If this was the case, it does not fit well with statements in the IRTP about community consultation. It is not good enough to consult local residents about what type of busway they would like after the decision has been made. They should be consulted over whether they want a busway in the first case.

104. With this report the committee has taken the opportunity to present a different point of view to the ongoing engineering solutions offered by Queensland Transport. The committee acknowledges that the SET project may well deliver the benefits claimed by Queensland Transport. Nonetheless, the committee believes the new approach to transport planning spoken about in the IRTP would be better represented by a focus on operational and planning issues rather than major infrastructure investment. Infrastructure investment is the easy way out — the committee would like to see Queensland Transport, Brisbane City Council and Queensland Rail get the best out of the existing system.

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APPENDIX A — CALL FOR SUBMISSIONS

The following advertisement appeared in the Courier-Mail on Saturday 28 September 1996.

Title: (Legislative Assembly Logo)
Creator: Adobe Illustrator(TM) 3.2.2
CreationDate: (4/30/93) (11:45 AM)

PUBLIC WORKS COMMITTEE**Call for Submissions****South East Busway Project**

The Public Works Committee, an all-party committee of the Legislative Assembly of Queensland, inquires into public works constructed by the Queensland Government and its Government Owned Corporations.

The committee is currently undertaking an inquiry into the South East Busway Project. To help in its inquiry, the committee is asking for submissions from interested individuals and organisations. You should base your submission on the terms of reference for the inquiry. The terms of reference for the inquiry are:

1. the purpose of the work and the suitability of the work for the purpose
2. the necessity for and advisability for the work
3. the value for money achieved, or likely to be achieved, by the work
4. the concurrent costs or estimates of concurrent costs of the work
5. the present and prospective public value of the work, including the impact of the work on the community, economy and environment
6. procurement methods for the work.

Submissions can be made to the committee by writing to:

The Research Director
Public Works Committee
Parliament House
George Street
Brisbane Qld 4000.

The closing date for submissions is Wednesday 30 October 1996.

If you need further information, contact the committee's research director on (07) 3406 7689 or the research officer on (07) 3406 7926.

Len Stephan MLA
Chairman

APPENDIX B — LIST OF SUBMISSIONS RECEIVED

1. D M Angus
37 Besser Street
MACGREGOR QLD 4109
2. Mr Michael Yeates
Convenor
Public Transport Alliance
7 Marston Avenue
INDOOROOPILLY QLD 4068
3. Mr G R Kellar
Chief Executive Officer
Logan City Council
PO Box 226
WOODRIDGE QLD 4114
4. Mr Dennis Kyling
34 Gunalda Street
UNDERWOOD QLD 4119
5. Mr Neil Cagney
Manager
Brisbane Transport
Brisbane City Council
GPO Box 1434
BRISBANE QLD 4001
6. Mr Bruce Wilson
Director-General
Queensland Transport
GPO Box 1549
BRISBANE QLD 4001
7. Mr Stephen Robertson MLA
Member for Sunnybank
Unit 5
Pinelands Road
SUNNYBANK HILLS QLD 4109
8. Mr Brian Clark
Adviser
Queensland Conservation Council
PO Box 12046
Elizabeth Street
BRISBANE QLD 4002
9. Mr Ian Olsson
Ausplan Research
PO Box 3133
SUNNYBANK SOUTH QLD 4109
10. Queensland Transport
(supplementary submission)
11. Mr Ben Wilson
Vice President
Bicycle Institute of Queensland
PO Box 8321
WOOLLOONGABBA QLD 4102

APPENDIX C — LIST OF WITNESSES**Brisbane 12 February 1997**

1. Mr Les Ford
Executive Director
Integrated Transport Planning
Queensland Transport
GPO Box 1549
BRISBANE QLD 4001
2. Mr Don Steele
SE Transit Busway Project Manager
Queensland Transport
GPO Box 1549
BRISBANE QLD 4001
3. Mr Barry Broe
A/Principal Manager
Transport Planning SEQ
Queensland Transport
GPO Box 1549
BRISBANE QLD 4001
4. Mr Ken Gosselin
Consultant
c/- Queensland Transport
GPO Box 1549
BRISBANE QLD 4001
5. Mr Peter Quick
Director
Transport Policy & Planning
Brisbane City Council
GPO Box 1434
BRISBANE QLD 4001
6. Mr John Dudgeon
Principal Engineer
Transport Strategic Planning
Brisbane City Council
PO Box 1402
FORTITUDE VALLEY QLD 4006
7. Mr Michael Yeates
Convenor
Public Transport Alliance
7 Marston Avenue
INDOOROOPILLY QLD 4068
8. Mr Brian Clark
Adviser
Queensland Conservation Council
PO Box 12046
Elizabeth Street
BRISBANE QLD 4002
9. Ms Frances Herbert
Project Officer
Queensland Conservation Council
PO Box 12046
Elizabeth Street
BRISBANE QLD 4002
10. Mr James Whelan
Queensland Conservation Council
PO Box 12046
Elizabeth Street
BRISBANE QLD 4002

Underwood 24 March 1997

1. Mr Dennis Kyling
Chairman
Concerned Residents
Against Super Highway
34 Gunalda Street
UNDERWOOD QLD 4119

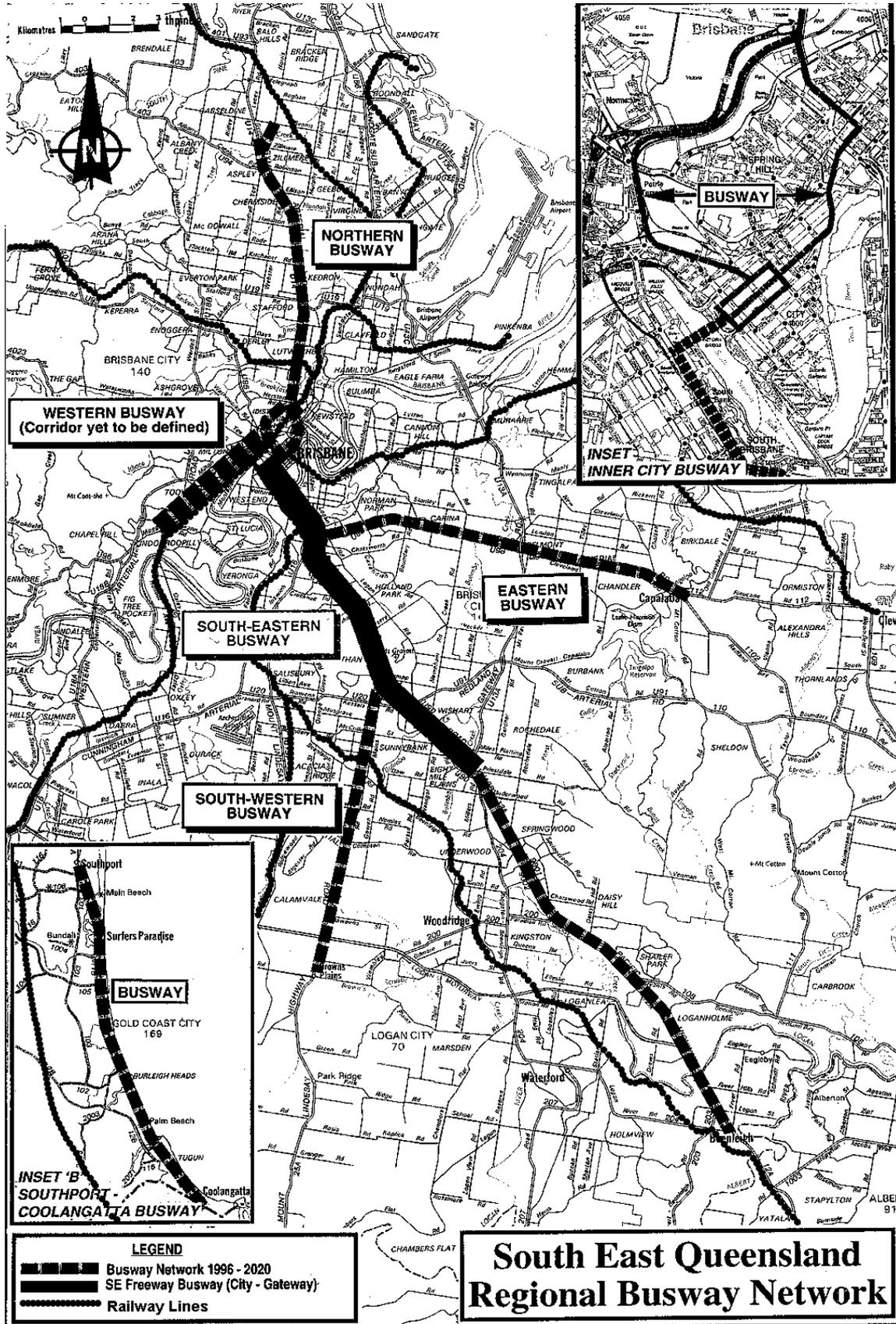
2. Mr Stephen Robertson MLA
Member for Sunnybank
Unit 5
62 Pinelands Road
SUNNYBANK HILLS QLD 4109

3. Councillor Rod Golledge
Mayor
Logan City Council
PO Box 226
WOODRIDGE QLD 4114

4. Mr Peter Way
Director of Engineering Services
Logan City Council
PO Box 226
WOODRIDGE QLD 4114

5. Mr Greg Lester
Manager — Roads & Drainage Design
Logan City Council
PO Box 226
WOODRIDGE QLD 4114

APPENDIX D — MAP OF SOUTH EAST QUEENSLAND REGIONAL BUSWAY & RAIL NETWORK



PUBLIC WORKS COMMITTEE

No.	Report	Date Tabled
1	Annual Report for the Period Ending 30 June 1989	6 July 1989
2	Inquiry into the Proposed Construction by the Brisbane and Area Water Board of a Dam on the Albert River at Wolffdene (September 1989)	28 September 1989
	Report for the Period 1 July to 19 October 1989	19 October 1989
3	No Public Works Committee Report No. 3 was issued	
4	Annual Report for the Period 6 March to 30 June 1990	23 August 1990
5	Bundaberg Hospital Redevelopment - Stage Two (October 1990)	24 October 1990
6	Aboriginal and Torres Strait Islander Housing - The Future (May 1991)	28 May 1991
7	Annual Report for the Period 1 July 1990 to 30 June 1991	18 July 1991
8	Building Another Mental Institution or Housing a New Mental Health Service? - A Report on Community Debate Concerning Construction of the New Kirwan Psychiatric Rehabilitation Unit (October 1991)	24 October 1991
9	Consultation and Planning for Schools and Colleges between State and Local Authorities (November 1991)	5 December 1991
10	The Proposal to Build a 33-Level Office Block at 111 George Street (November 1991)	5 December 1991
	Annual Report for Year 1991-1992	25 November 1992
11	Kirwan Psychiatric Rehabilitation Centre	2 March 1993
12	The Proposed Upgrade of the Townsville Correctional Centre	3 March 1993
13	Public Housing in Toowoomba	19 March 1993
14	The Development of the Sciencentre - the Old Government Printery	13 May 1993
15	Queensland Centre for Advanced Technologies	13 May 1993
16	Cairns Courthouse, Police Headquarters and Watchhouse Complex	20 May 1993
17	Replacement Schools for Herberton and Mission Beach	15 July 1993
	Annual Report for Year 1992-1993	1 September 1993

No.	Report	Date Tabled
18	Brisbane Convention and Exhibition Centre	13 October 1993
19	The Construction of New Government Office Accommodation in Rockhampton	18 November 1993
20	Health Facilities in Far North Queensland - Preliminary Report	3 December 1993
21	Health Facilities in Far North Queensland - Final Report	25 February 1994
22	Cairns Convention Centre	28 April 1994
23	Landsborough Highway, Jessamine Creek, and University Road, Townsville	28 April 1994
	Annual Report for Year 1993-94	2 August 1994
24	The Development of Mountain Creek High School	31 August 1994
25	Nambour Hospital Block 6 and Associated Matters	9 September 1994
26	Queensland Cultural Centre - Stage Five	28 October 1994
27	Technology Facilities Toowoomba College of Technical and Further Education	23 February 1995
28	Development of the Teemburra Dam and Associated Irrigation Areas	24 March 1995
29	Development of the Mackay Small Craft Harbour	31 March 1995
30	Development of the Hervey Bay Courthouse	6 June 1995
31	Development of the Bundaberg Police Headquarters and Watchhouse	6 June 1995
	Annual Report 1994-95	19 October 1995
32	Redevelopment of the Cairns Base Hospital	23 July 1996
33	Expansion of the Lotus Glen Correctional Centre Farm	23 July 1996
	Annual Report 1995-96	8 October 1996
34	Construction of the new Woodford Correctional Centre	29 October 1996
35	Tilt Train Project	26 March 1997
36	The Expansion of the Dalrymple Bay Coal Terminal	8 May 1997
37	Redevelopment of the Princess Alexandra Hospital — interim report	27 May 1997
38	The provision of infrastructure in Cape York	27 June 1997
39	The South East Transit Project	

