Transport Coordination Plan
for Queensland

2008–2018

Queensland Government
Queensland Transport
Main Roads

Foreword — a message from the Ministers

Queensland is one of the fastest growing states in Australia. Its growing population and economy indicate both a bright future for this Smart State and a challenge for its transport system. Queensland is the engine room of Australia, and the State Government invests heavily to ensure we have the necessary transport road infrastructure and services to support continued growth.

Investment in the transport system is at record levels. Queensland Transport and the Department of Main Roads are putting in place world class transport infrastructure and introducing an integrated and seamless public transport system in South East Queensland, major regional centres and across the State.

The TransLink Network Plan commits significant state funding over the next decade to boost public transport services in South East Queensland. The government also intends to significantly improve public transport infrastructure over the next 20 years as part of the *South East Queensland Infrastructure Plan and Program 2007–2026*.

In terms of roads, the Queensland Government, over the five year period to 2008–09, is investing $7.4 billion while the Federal Government is providing $2.6 billion through AusLink for national highways and Black Spot projects. However, during the five year period to 2011–12, the Queensland Government will boost its estimated expenditure to $13.3 billion or by almost 80%.

Current Queensland Government road expenditure is more than 100% higher than the revenue collected from vehicle registrations and equates to approximately $453 per Queenslander.

The transport sector in Queensland supports trade, industry and regional development. Our vital manufacturing, resources and service sectors rely on the transport system to remain competitive, both nationally and internationally. This area also presents a challenge to the Queensland Government in moving freight through timely, cost-effective and sustainable means.

Transport is also important to our quality of life and social networks. It provides access to essential health and community services and to our families and friends.

This Transport Coordination Plan (TCP) acknowledges the significance of Queensland's transport system and sets its strategic direction for the next 10 years. It will create a transport environment capable of delivering on the needs of our growing economy and population into the future.

The TCP identifies the 10 main objectives for the transport system. It includes criteria to prioritise spending and indicators to measure the system's performance.

The TCP is the overarching document that provides direction to other major transport strategies and plans (such as Roads Connecting Queenslanders, Integrated Regional Transport Plans (IRTPs) and Strategic Plans). It will lead the Government's response to the transport challenges in Queensland in the coming years. Its objectives will be relevant in any foreseeable operating environment that unfolds in Queensland over the life of the TCP, and to achieving the Queensland Government's priorities for the long term development of the transport system.

John Mickel
Minister for Transport,
Trade, Employment
and Industrial Relations

Warren Pitt
Minister for Main Roads
and Local Government

Message from the Directors-General

The operating environment for transport in Queensland is changing rapidly, driven by factors such as strong population growth, expanding international markets and increased demand for both freight and passenger movements. Queensland Transport and the Department of Main Roads have worked actively as partners to develop the Transport Coordination Plan (TCP).

The purpose of the TCP under the *Transport Planning and Coordination Act 1994* is to provide a framework for strategic planning and management of transport resources. It will contribute to the economic, trade and regional development of Queensland, to improve the quality of life of Queenslanders. The TCP will also give guidance to modal strategies and Integrated Regional Transport Plans.

We see the TCP as shaping the direction for the transport system in Queensland to meet the challenges that we will face in the coming years. We believe that, to meet these challenges, we need improved integration across the whole transport system in Queensland. Queensland Transport and the Department of Main Roads will work in partnership with our stakeholders to provide 'best value' transport system solutions for Queensland.

Sustainability and the environmental impacts of transport are key themes in the TCP. We expect the TCP to guide and influence the choices of decision makers and transport users towards more sustainable transport modes.

Queensland Transport and the Department of Main Roads will respond to the transport challenges through an integrated package of policy initiatives, which include:

- integrating land and transport planning
- providing new infrastructure for roads and public transport
- preserving and enhancing our existing assets
- improving operations and the use of existing facilities
- improving services
- promoting walking and cycling.

We are confident that this Plan and its objectives will mobilise the coordinated effort that is needed to achieve the best transport outcomes for Queensland. We look forward to working collaboratively across the whole transport sector to achieve Queensland's vision for the transport system.

Bruce Wilson
Director-General
Queensland Transport

Alan Tesch
Director-General
Department
of Main Roads

The purpose of the Transport Coordination Plan

The Transport Coordination Plan (TCP) sets the strategic direction for Queensland's transport system over the next 10 years.

The TCP will guide the planning and operations of Queensland Transport and the Department of Main Roads, as well as shaping the planning and decisions of other stakeholders in Queensland's transport system.

In accordance with the *Transport Planning and Coordination Act 1994*, the TCP includes:

- objectives for the transport system
- criteria for deciding priorities for spending on transport
- performance indicators to determine the effectiveness of decisions
- a framework for the coordinated planning of transport
- ways of achieving effective and efficient use of land for transport purposes.

The TCP is the overarching strategic transport policy document, which provides direction to other major strategies and plans (such as Roads Connecting Queenslanders and Departmental Strategic Plans).

The transport context in Queensland

Over the next 10 years the transport operating environment in Queensland is expected to change significantly.

The challenges include:

- population growth and demographic changes
- a continued high level of private vehicle dependency
- high stakeholder and community expectations
- a growing economy and diverse industry base
- rapid technological change
- increasing complexity in the transport environment
- climatic extremes and environmental concerns
- meeting the needs of Queensland's diverse regions.

Opportunities in the transport sector include the ability to:

- support industry and stimulate employment
- provide direct employment through road construction and other transport activities, particularly in regional Queensland
- support economic, trade and regional development, particularly in manufacturing, resource and service sectors
- maintain and improve quality of life for Queenslanders by providing connectivity to employment, health, education and community services, amongst others.

The TCP objectives

Ten objectives have been defined that respond to the challenges and opportunities facing the transport system.

These objectives will be relevant in any operating environment that unfolds in Queensland over the life of the TCP. They will contribute to sustainable use of the transport system and help to meet the government's key outcomes and priorities. The objectives, in no particular priority order, are:

1. Make the most of the existing transport system

Balancing demand and supply of infrastructure and services to maximise efficiency.

Policy responses

- The transport network will be progressively enhanced to reduce traffic impact on high demand areas.
- Demand for travel will be managed by encouraging travel behaviour change.
- Innovative traffic management solutions will be used to improve travel reliability.
- The transport system will be progressively developed to achieve a seamless and connected network.
- The views of stakeholders will be considered in transport planning decisions.

Performance indicators

- Level of congestion in urban areas.
- Travel reliability.

2. Invest in Queensland's transport system

Targeting investment to achieve best value for industry and the community.

Policy responses

- The three levels of government and the private sector will collaborate to provide transport infrastructure and services.
- Investment will be directed to areas of greatest need.
- A 'fitness-for-purpose' approach to transport infrastructure and service provision will be adopted to ensure maximum value from investments.
- Consideration will be given to a range of options to meet transport needs including the provision of infrastructure and non-infrastructure solutions and improved services.

Performance indicators

- Level of investment in transport infrastructure (including maintenance).
- User satisfaction with delivery of transport infrastructure and services.

3. Keep the system working well

Ensuring the transport system performs well and accommodates the changing travel patterns and requirements of society and industry.

Policy responses

- Preserving transport infrastructure through proper maintenance will continue to be a priority.

- The operational effectiveness of the transport system will be improved by better traffic management and vehicle access arrangements.

- Public transport operations will be integrated and targeted to meet people's needs.

- Access to a broader funding base will be sought to facilitate the most effective operation of Queensland's transport system.

- Infrastructure and services will be planned and managed in a flexible way to meet changing demands on the system.

Performance indicators

- User satisfaction with delivery of transport infrastructure and services.

- Level of maintenance expenditure to preserve the transport asset.

4. Get more people walking, cycling and using public transport

Increasing the share of trips made by public transport, walking and cycling and providing alternatives to private car use.

Policy responses

- The benefits of sustainable travel will be promoted to influence the travel choices people make.

- Community-based vehicles and services to meet local needs will be encouraged.

- Obstacles to the accessibility of transport for disadvantaged groups will be removed.

- Measures that integrate passenger transport services will be supported.

- The development of cycling and walking facilities will be encouraged for local trips.

- High-occupancy vehicles (buses, taxis, etc.) will be given priority in traffic arrangements, where appropriate.

- Safety and security for walking, cycling and public transport will be given priority.

- Timely and comprehensive information on walking, cycling and public transport will be provided to users.

Performance indicators

- Mode share for public transport, walking and cycling.

- Community satisfaction with public transport services, walking and cycling facilities.

- Patronage growth on public transport.

5. Support regional and remote communities

Connecting regional and remote communities to essential services to support economic development and social cohesion.

Policy responses

- Transport infrastructure and services will be targeted to meet regional needs.

- Economic development in regional Queensland will be encouraged through the timely provision of transport infrastructure and services.

- Regional development will be supported by partnerships between government and industry.

- Regional communities will have access to reliable and effective passenger transport.

Performance indicator

- Level of user satisfaction with access and amenity (by region).

6. Move freight efficiently

Contributing to a strong and diverse trading environment.

Policy responses

- Key freight corridors will be identified to support industry and limit the impacts of freight on local communities.

- The transport needs of industry and commercial users will be identified and supported as the basis for updating and improving supply chains and freight movement systems.

- Multi-modal and integrated freight networks will be developed to support industry and economic growth.

- Queensland's transport system and industrial development will be coordinated to deliver strong, cost-competitive industries.

- Urban freight distribution will improve through the use of congestion management initiatives, land-use arrangements, Intelligent Transport Systems and targeted infrastructure.

- Freight in Queensland will be moved by the most effective and sustainable means.

- Industry and governments will work together to introduce vehicles and practices that limit infrastructure impacts (for example, road damage).

Performance indicators

- Freight share by mode, for the State (by tonne, kilometre and percentage).

- Unit cost by mode, of containerised freight between Brisbane and Townsville.

7. Make transport safer

Reducing transport-related incidents, fatalities and injuries.

Policy responses

- Transport infrastructure (roads, bridges, rail systems, lighting, etc.) in high-risk locations will continue to be designed, constructed and maintained to minimise crash consequences.

- Minimising the risk of injury to workers at transport sites will continue to be a priority.

- High-risk behaviour by users of Queensland's transport system will continue to be targeted.

- New technology will be used to improve vehicle, vessel and train safety.

- Transport safety campaigns will promote a culture where transport deaths and serious injuries are not considered inevitable.

Performance indicator

- Overall and per capita transport-related fatalities, serious injuries and other incidents by mode.

8. Make transport more secure

Protecting personal security and the integrity of the transport network.

Policy responses

- Traffic management and monitoring will be expanded on heavily trafficked roads to improve the safety and security of road users.

- There will be a high level of security at rail and bus stations and in public transport vehicles.

- Risks in accessing and using public transport will be reduced by providing increasingly flexible transport services.

- A risk management approach will be taken to strategically assess and manage the major security risks in the transport system.

- National arrangements for the transport of dangerous goods will be enhanced and enforced.

- The risk of Queensland's air and sea ports being used to transfer illegal or terrorist material will be reduced.

Performance indicators

- Preparedness levels of key elements of the transport system as determined through security audits.

- Community perception of security on public transport.

9. Care for our natural and built environment

Contributing to a cleaner, healthier and more liveable environment for all Queenslanders.

Policy responses

- Air quality will be improved by reducing air pollution from transport.

- Noise and other impacts from transport will be minimised.

- Growth in rates of greenhouse gas emissions from transport will be reduced.

- Transport system activities will identify and protect culturally significant sites and artefacts.

- Transport agencies will lead in the implementation of good environmental management practices.

- Water quality will be improved by reducing waterway and marine pollution.

Performance indicators

- Level of greenhouse gas emissions from transport in Queensland.

- Level of noxious emissions and toxic spills by mode.

10. Integrate transport planning and land use planning

Matching transport and land use patterns to enhance liveability and trade.

Policy responses

- All initial planning for major government infrastructure will include planning for transport.

- Conditions on land development will be used to provide sustainable transport options for purchasers of the land.

- Development in growth corridors and around transit nodes will receive preference.

- Future transport corridors and essential transport infrastructure (for example, ports) will be identified and protected from encroachment.

Performance indicator

- Accessibility to transport services, markets, social opportunities and desired destinations.

Criteria for spending on transport

The criteria for deciding priorities for spending on transport emphasise effectiveness and efficiency and apply to all spending on transport infrastructure or operations, arrangements for the management of land resources for transport and all regulatory intervention. The criteria inform strategic investment decisions within Queensland Transport and the Department of Main Roads and the development (or refinement) of modal strategies, within a framework of the State's broader fiscal objectives.

By way of ensuring that resources are targeted to implement the TCP objectives, priority will be given to spending on transport projects that:

1. are consistent with the overarching direction for the transport system in Queensland as set out in the TCP, and with other integrated transport plans and strategies endorsed by the government

2. are based on a 'triple bottom line evaluation' of relative transport needs (economic, social and environmental needs)

3. provide a rigorous assessment of overall system performance and the whole-of-life benefits and costs of the funding/financing options

4. are focused on optimising the existing network and maximising the use of available resources before providing new infrastructure and services

5. are fit-for-purpose, long-term solutions offering whole-of-life benefits and achieve multiple positive outcomes

6. facilitate integration between transport modes where appropriate, and promote a high level of integration between transport planning and land-use planning

7. are innovative and cost-effective and promote a more sustainable use of the transport system

8. contribute to improving the value and condition of key transport assets and services

9. maximise available funding from sources other than State revenue

10. include a post-implementation evaluation process to increase knowledge about the characteristics of worthwhile future investments.

Conclusion

The long-term objectives and policy directions set out in the TCP will be implemented over time by Queensland Transport and the Department of Main Roads. These policy directions and the investment criteria in the TCP will be reflected in the departments' investment and program development processes.

Performance monitoring for the TCP will build on the existing performance frameworks of Queensland Transport and the Department of Main Roads. The review and evaluation process for the TCP will include a regular review of progress, expected about every three years.

Progress against the performance indicators in the TCP will be reported to the Ministers with responsibility for roads and transport. Reviews will also form the basis of ongoing transport planning and management activities in Queensland Transport and the Department of Main Roads, and for further regular updates of the TCP.

Glossary

Accessibility: The ability of people, goods, services and information to connect at reasonable cost, time and convenience.

Amenity: Physical or material comfort.

AusLink: A national land transport funding program, administered by the federal Department of Transport and Regional Services. It aims to provide investment and cooperative long-term planning for land transport infrastructure.

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

Emissions: Greenhouse gases produced as a result of combustion: principally nitrogen dioxide, sulphur dioxide, carbon monoxide, and carbon dioxide.

Fit-for-purpose: Applying engineering standards in the context of function, risk management, and budget to provide affordable standards that do not neglect the use and support of minimum standards and statutory requirements. Fitness-for-purpose solutions must be derived from a network wide assessment of corridor functions, budgets and risk management.

Integrated Regional Transport Plan (IRTP): A plan to develop and manage the transport system of a region in an integrated manner to accommodate the region's forecast population, employment, and economic and social activities.

Integration: A holistic approach that combines separate elements into a unified system taking into account all modes of transport, land use and social, environmental and economic considerations.

Intelligent Transport Systems (ITS): The integrated application of modern computer and communications technologies to transport systems to improve transport safety, use of infrastructure, transport operations and the environment.

Maintenance (road): Activities that are designed to:

- ensure user safety
- preserve the road asset
- service the functionality and efficiency of the network.

There are two broad categories of road maintenance:

- Program maintenance – that primarily addresses the structural integrity of the road through repairs and enhancements
- Routine maintenance – that addresses the more general maintenance and service requirements of the road.

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

Multi-modal: Use of more than one mode of transport to move people, goods and services.

Passenger transport: Transport systems that move people between places.

Performance indicator: A measurement used to give an indication of the extent to which a desired outcome is achieved.

Public transport: Transport that is available for the use of the public, usually by producing a ticket or paying a fare.

South East Queensland Infrastructure Plan and Program 2007–2026 (SEQIPP): The SEQIPP outlines the Queensland Government's infrastructure priorities to support the South East Queensland Regional Plan. It established the priorities for regionally significant infrastructure over the next twenty years, and considers the longer term planning horizon of the South East Queensland Regional Plan.

Stakeholder: An individual or group of people that has a particular interest or stake in a matter under consideration.

Supply chains: The movement of materials and information through the logistics process from acquisition of raw materials to delivery to end user, including all vendors, service providers and customers.

Sustainability: Meeting the needs of the present without compromising the ability of future generations to meet their own needs.

Transit nodes: Places (usually stations) where people get access to public transport.

Transport infrastructure: Fixed structures or equipment such as roads, bridges, railways, bikeways, footpaths, pipelines, wharves, busways, traffic lights, stations, rolling stock, airports, seaports, vehicle fleets and facilities which are necessary for the provision of transport services.

TransLink: Integrated public transport services, fares and ticketing throughout South East Queensland.

Transport services: Regular operation of transport infrastructure or related activities to connect people, places, goods and services.

Transport system: The collection of infrastructure, services and equipment that provides for the movement of people, goods and services.