



# *Tasmanian* Urban Passenger Transport Framework



# Foreword

Transport is an essential part of our daily lives. It enables us to access work and school, to shop or visit friends, and to meet our essential needs, including access to health care and child care facilities. As we become busier, balancing work, education, family and other commitments, we are travelling more, over longer distances, and undertaking more complex trips – for example, dropping off and collecting children from school and child care around work times, picking up a few items from the local shop on the way home. Often, these different destinations are located some distance from each other and from where we live, necessitating longer travel times.

Like many communities, Tasmanians rely on cars to meet most of their daily transport needs. We have a high per capita car ownership and this has been increasing over the past few decades. Cars provide significant travel flexibility – we can go where we want, when we want – but also generate externalities – greenhouse emissions, noise pollution, health impacts and take up significant areas of our cities in roads and parking areas. For some trips, private cars can be substituted by more sustainable options.

How we plan our urban areas is critical. Where we live, and where shops, schools and health facilities are located, all have a direct impact on how we travel and how far we need to travel. While changing our land use patterns is a long-term challenge, which requires new initiatives in integrating land use and transport planning, we need to start implementing a range of other measures now.

Two of the biggest challenges we are going to face in coming decades are responding to climate change and increasing fuel prices. We need to make the right decisions now on transport strategies so that we can enhance our transport flexibility and healthy lifestyle opportunities in a carbon and oil constrained future.

We can do this by investing in new services and infrastructure that increase transport choices, better utilise our existing transport infrastructure and which accommodate a changing climate.

Government initiatives such as the Tasmanian Community Transport Trust and the Trails Tasmania Project are examples where smart investment can increase community mobility, reduce transport costs and encourage healthier lifestyles.

*“The Tasmanian Urban Passenger Transport Framework is a key initiative under both the Tasmanian Infrastructure Strategy and the Tasmanian Framework for Action on Climate Change. It is the starting point for action, a framework for us to work together as a community to better understand our transport challenges, and develop practical and effective local solutions. Our Urban Transport Advisory Group is a key action of the Framework - highlighting the collaborative and consultative approach underpinning this Framework.”*

**Graeme Sturges MP**  
Minister for Infrastructure





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# 1. Our Vision

A safe and responsive passenger transport system that supports improved accessibility, liveability and health outcomes for our communities, in the context of the challenges of climate change.

The importance of transport to our daily lives means that any improvements to our passenger transport system can deliver significant, flow-on benefits for individuals and the community.

The implications of climate change mean that we need to reconsider our high carbon emitting travel habits. We need to strategically plan our settlements, make planning decisions and invest in transport infrastructure that support a low carbon emissions future and are adaptive and resilient to a changing climate.

The Tasmanian Urban Passenger Transport Framework provides the direction to shape our future for sustainably moving people and creating liveable, connected urban communities. It guides the development and delivery of economically, socially and environmentally sustainable transport options for our urban areas over the long term.

The Framework addresses all urban passenger transport needs, including commuting to work or school and travelling to access goods, services, leisure or social activities.

## *Links to other initiatives*

The Tasmanian Government has invested considerably in its strategic planning frameworks. The Tasmanian Infrastructure Strategy brings many of these initiatives together for the first time, providing future direction and key actions in relation to the transport, water, energy and telecommunications sectors.

The Tasmanian Urban Passenger Transport Framework is a key output of the Tasmanian Infrastructure Strategy. It builds on existing policies and plans across our passenger transport system, including the Core Passenger Services Review, regional integrated transport plans and the Walking and Cycling Strategy for Active Transport, released in partnership with the Framework.

The Tasmanian Framework for Action on Climate Change identifies the significant challenges climate change poses for the State, and identifies opportunities for Tasmania to show leadership in a low-carbon world. Transport is one of eight priority areas for action.

These key initiatives are summarised on the next page.

### TASMANIAN INFRASTRUCTURE STRATEGY

- Addresses the challenges facing us in the critical transport, telecommunications, energy and water sectors.
- Objectives and actions to guide future priorities and decision-making.
- Developed as a 1-3 year, 3-5 year and 5-10 year strategic plan.

### TASMANIAN FRAMEWORK FOR ACTION ON CLIMATE CHANGE

- Reduce our greenhouse gas emissions to at least 60% below 1990 levels by 2050
- Transport is one of eight priority action areas
- Adapt to a changing climate
- Capture the opportunities climate change presents
- Demonstrate national and international leadership as a model low-carbon economy

### WALKING AND CYCLING FOR ACTIVE TRANSPORT STRATEGY

- State-wide policy and planning for cycling and walking to encourage both as viable and desirable forms of transport.
- Strategies and actions to ensure our transport and land use systems create a more supportive and encouraging environment for pedestrians and cyclists.

### CORE PASSENGER SERVICES REVIEW

- Detailed review of government-funded passenger transport services.
- Focus to improve the quality of Tasmania's public transport services through improved administration and service delivery.
- Resulted in significant changes to the delivery of services, fares and bus infrastructure.

### TASMANIAN HEALTHY BY DESIGN GUIDELINES

- Guidance on planning, design and development of our urban and rural areas to positively improve the health and well being of our communities.
- Creating an attractive and safe walking and cycling environment is a key component of these projects.

### REGIONAL INTEGRATED TRANSPORT PLANS

- Strategic and coordinated framework for planning and managing regional transport systems long term.
- Improved integration of transport and land use planning, and local area transport
- In final or draft form in all regions: Cradle Coast, North and South.

### REGIONAL LAND USE STRATEGY

- Strategic and coordinated framework for land use planning over the long term.
- Development of new planning schemes.
- Improved integration of transport and land use planning, and local area transport.
- Currently underway in all three regions.

## 2. Our Challenges

Any changes to our passenger transport system must respond to the challenges we face.

Tasmania's urban areas have small but highly dispersed populations. While traffic volumes are increasing and congestion is an issue of concern to some in the community, generally our traffic congestion is minor and we experience limited travel delays during peak periods. Public transport services require economies of scale to remain sustainable; major infrastructure solutions generally require high traffic or passenger volumes to warrant investment. Our population size and its dispersed nature will remain key influences on both over the long term.

In other respects, we face similar challenges to other jurisdictions. Our land use has developed around car-based travel and road-based solutions, and responded to opportunities provided by the development of road infrastructure. These have been major factors in our existing low use of public transport and other non-car based modes. These factors have also contributed to significant greenhouse gas emissions from passenger transport, mainly associated with car-based travel. Additionally, our population is ageing and this will generate new demands on our passenger transport system, including a greater need for services throughout the day, infrastructure to support safe walking and cycling opportunities and better localised access to services.

### *Reducing greenhouse gas emissions*

Tasmania has a legislated target to reduce our greenhouse gas emissions to at least 60% below 1990 levels by 2050.

Transport is the second largest producer of greenhouse gas emissions in Tasmania, contributing around 21% of Tasmania's overall emissions in 2007. Transport emissions have grown by over 12% since 1990. Continuing growth in travel demand means that a shift to modes of transport with lower carbon emissions and a reduction in both the need to travel and overall distances travelled will be necessary to achieve our emission reduction targets.

Tasmania is also one of only a few places in the world where electric vehicles can be powered from renewable energy. This provides an opportunity for Tasmania to lead the adoption of a new generation of transport.

### *Reducing greenhouse gas emissions*

- Greenhouse gas emissions by cars have grown 21% Australia-wide since 1990 and are expected to rapidly increase without any form of active intervention (Australian National Greenhouse Accounts, 2006).
- Road transport contributes 92% of transport greenhouse gas emissions in Tasmania, with cars being the largest contributors.

### *Integrated transport and land use planning*

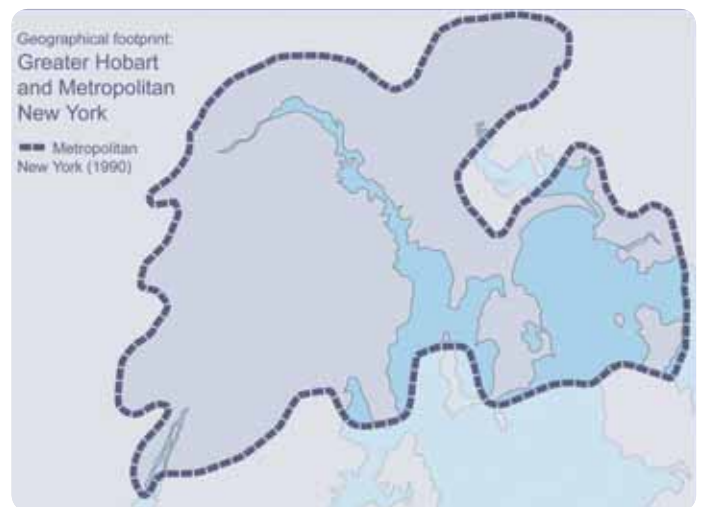
Decisions about land use directly affect both demand for travel and mode of travel. It is the starting point for thinking about how we manage and respond to demand for passenger travel.

Our existing urban development patterns present major impediments to the effective provision of public transport, and limit walking and cycling opportunities for many people.

### *Dispersed suburbs; separation of land uses*

Tasmania has small, but generally highly dispersed urban areas.

For example, Greater Hobart has an average population density of only 217 people per km<sup>2</sup>. However, its development footprint is comparable to Sydney (2 058 people per km<sup>2</sup>), New York City (10 194 people per km<sup>2</sup>) or London (4 761 people per km<sup>2</sup>) – cities with populations of many millions. A preference for single detached houses, often on larger blocks, lifestyle choices to live in outlying coastal and rural areas and the location of affordable housing (both public and market-driven) in outer urban areas where land is cheaper, contribute to the dispersed nature of our urban areas.



At the suburb level, where we live, shop, work or conduct many of our daily activities are often located some distance apart. This is particularly the case in newer and/or outer suburbs – for example Granton/Austins Ferry, Old Beach and Blackstone Heights.

The combined result of small, dispersed populations and separation of land uses is a reliance on cars to meet our travel needs. Distances travelled tend to be longer and households face higher transport costs as a result. The ability to provide public transport services or effective walking and cycling linkages are constrained.

### *Car parking*

Car parking is a significant determinant of car use. If we can access cheap convenient parking at the end of a trip, we are more likely to drive to our destination.

Abundant, free or low-cost parking contributes to a high demand for private motor vehicles because it significantly reduces the cost of car usage. Car parking costs in Tasmania's cities are low compared to other cities, with free, on-street car parking remaining relatively accessible within easy walking distance of all our major commercial centres.

Managing car parking pricing, availability and location is a key measure in reducing car use.

## *Passenger transport*

### *Focus on cars and road infrastructure*

Like many other jurisdictions, Tasmania's urban areas have developed in response to car-based travel. Significant investment in arterial roads has improved mobility for people with cars, and made outer urban areas more attractive places to live by reducing travel times. The cost of providing new road infrastructure and maintaining this over the long term is significant relative to other passenger transport measures.

The establishment of large public housing estates in areas such as Bridgewater/Gagebrook, Clarendon Vale, Ravenswood and Mayfield reflect the availability of affordable land in those areas. However, coordination with the existing public transport network, and ease of access to services and key employment centres, were poorly considered.

Recent residential growth in fringe rural-residential and coastal areas highlights the same issue. Previously isolated settlements such as Sorell and the Southern Beaches, South Arm, the Channel (south); Port Sorell (north-west), and Hadspen and Legana (north) have developed as satellite suburbs with a strong reliance on cars to access central business districts for employment, retail, educational and social needs.

### *More travel, over longer distances*

Private passenger vehicle kilometres travelled in Greater Hobart are increasing. In 2006, an estimated 1.47 billion vehicle kilometres were travelled by car compared to 0.025 billion vehicle kilometres by bus. Projections for Greater Hobart's passenger transport task indicate this trend will continue, with vehicle kilometres travelled by car rising to 1.54 billion vehicle kilometres by 2020, if no action is taken.

Tasmania has high per capita car ownership and this has been increasing over the past few decades. Cars provide significant travel flexibility, but this flexibility can generate negative impacts – greenhouse emissions, air and noise pollution and poor health outcomes (from accidents and reduced levels of exercise).

A reliance on cars can also lead to disadvantage for many members of our community. Despite the State's high car ownership rate, many Tasmanians do not own or have access to a car, or cannot afford to run a car to the extent they need to. Others are unable to drive a car because of age or disability, a trend which is likely to increase as Tasmania's population is ageing at a rate higher than any other State or Territory in Australia.





## *Evolution of Tasmania's urban passenger transport system*

Tasmania's first suburban rail services commenced in 1875, with the opening of the Hobart-Launceston main line. These lines served a narrow corridor through the outlying areas to the north of Hobart and south of Launceston. Access for the majority of the population living within densely populated inner suburbs was provided by dedicated tram networks, opened in 1893 in Hobart and 1911 in Launceston.

By the 1920s, Launceston and Hobart both had extensive rail systems that supported a compact urban settlement and provided limited services to more isolated communities. The high patronage for public transport during these times was due to relatively low levels of car ownership, and the concentration of population in inner suburbs, around dedicated rail lines.



After WWII, a significant increase in car ownership, supported by a housing boom, saw major growth in housing estates on the urban fringe away from existing public road and rail infrastructure.

With increased car ownership and investment in the road network, public transport patronage declined and tram services ceased in 1952 in Launceston and 1960 in Hobart. In some cases, trams were replaced by trolley bus services, with these services ultimately replaced by motorised buses. Investment in the road network – for example, the new Tasman Bridge and Southern Outlet – significantly improved car-based access to outer suburbs.

Further changes in work patterns and urban settlement also saw the demise of specialised, high capacity rail services. Workers' trains for Cadburys and the zinc works in Hobart had carried upwards of 400-600 passengers during peak demand. As car use increased, patronage on Hobart's suburban rail line experienced a steady decline from the 1950s, with services ceasing in 1974.

Urban bus services were a later development in both Burnie and Devonport. Metro commenced operation in Burnie in 1960, but it wasn't until 2000 that an urban bus service similar to those in Hobart, Launceston and Burnie was established in Devonport.

In contrast to rail, bus services were seen as flexible, able to be quickly introduced into new suburbs and capable of accessing a higher proportion of the population compared to trams or heavy rail. Major bus routes continued to operate on the same corridors as the trams they replaced, even using the same stops. However, routes could be altered throughout the day in response to demand, and could expand into areas not accessible by rail services.

As Tasmania's urban footprint has grown, its bus system has developed to operate a 'high penetration, low frequency' network. This development has enabled bus services to extend outwards with new suburbs, but at the cost of providing low frequency services. The pattern of development over the last 60 years has seen the development of land first, with transport services reacting later.



### *Complex trips*

Our daily transport needs are increasingly complex. We travel to work, school or child care centres, visit the local shop or supermarket, and visit friends and relatives. Many of these trips are daily trips and can happen as part of one longer journey – child care centre or school on the way to work; the local shop on the way home.

Understanding how and where people are travelling is critical to passenger transport planning. We are no longer just planning for point to point commuter journeys to our central business districts or for school based trips that see children travel to their nearest, local school. People now live more distant from their workplaces, and while central Launceston, Devonport and Hobart remain the major journey to work centres, there are many other competing employment centres. Households are exhibiting far greater choice in their location of schools, and choice is also a key part of where we travel to access hardware stores, doctors or food stores.

We need to support both a wide range of travel needs and the diverse location of this demand – West Tamar to Launceston; Norwood to Invermay; Port Sorell to Devonport; Bellerive to Glenorchy.

### *Low use of alternative modes, including public transport*

Metro Tasmania has experienced small but progressive declines in patronage from the 1990s, with rates stabilising from 2000 onwards. In the mid-1980s, over 10% of people travelled to work on public transport; by 2006, that number had fallen to 6.3% in Hobart. Across Tasmania, less than 3% of people travel to work by public transport. This is different to other Australian cities, which have experienced growth in patronage over the last few years.

The current metropolitan bus system has evolved to meet a market for those who have limited access to a car, or those whose travel needs can still be conveniently met by public transport. School children remain a large user group of bus services.

The way our urban areas have grown and developed has had a major impact on public transport services. As residential development has increased in outer suburbs, away from established public transport routes, services have gradually spread across a far wider geographic area, but still across a small population base.

Our bus systems now largely operate as 'high penetration, low frequency' networks, enabling services to extend outwards with new suburbs, but only at low frequencies. Travel time for passengers have become longer as buses deviate from central routes to cover more suburbs and streets.

### *High cost of providing transport system*

Tasmania's public transport system is supported by significant State Government subsidies. These subsidies ensure the delivery of high priority services in non-peak periods and the provision of low cost concession fares.

Fare revenue accounts for 30% of Metro Tasmania's current revenue. Historically, increases in bus fares have been a politically sensitive issue in Tasmania, particularly for school students. The result has been the effective freezing of urban student fares for over 15 years, while the cost of delivery and overall demand for student transport has increased. Transport to and from school (particularly for students travelling out of area) continues to absorb an increasingly large proportion of public transport funds.

Further support for public transport by way of alternative services, increased frequencies or lower fares must be considered in the context of the significant commitment the State Government already makes to support the public transport system.

#### *Supporting passenger transport*

In 2009/10, the State Government will invest almost \$70 million in public transport services across Tasmania, including \$29.5 million on Metro bus services.

However, with increasing costs associated with car-based transport, government support for alternative transport options (such as public transport, walking and cycling) may become more financially justifiable.



### *Health*

Making physical activity part of everyday activities such as walking or cycling to work, school or the local shops, is essential to supporting good health outcomes for Tasmania's population. Research shows that improving the health of communities through primary health prevention measures is generally low cost and these measures are more likely to have greater long-term success as they become part of everyday behaviour.

The Premier's Physical Activity Council encourages Tasmanians to participate in 30 minutes of physical activity on most days of the week and make it a regular part of their lifestyles. Substituting car use with walking or cycling, is a key strategy in meeting our daily exercise needs and reducing our dependence on cars.

Two initiatives will assist in facilitating healthier lifestyles – significantly better integration of land use planning and urban design with public transport systems, and greater promotion of walking and cycling. People will not walk or cycle to shops, schools and other facilities if they are not located in areas which are accessible and on safe, easily identified routes.

## 3. Our Opportunities

### *An established, extensive public transport system*

Our existing public transport system is bus-based, providing a flexible resource that can respond to changing travel patterns and needs. While Tasmania's urban centres experience low levels of use of public transport compared to other Australian cities, the existing system is capable of meeting greater demand. Significant vehicle capacity is available outside of the current peak periods.

Metro Tasmania has recently undertaken a detailed review of services in Burnie, Launceston, southern and eastern Hobart, which has resulted in the development of higher frequency trunk corridors and a more consistent spread of services across different areas. These changes are consistent with the service standards under which Metro provides urban services.

The existing bus networks in Hobart, Launceston, Devonport and Burnie already:

- provide a service coverage and frequency commensurate with existing funding, which can be expanded at marginal cost;
- have some higher frequency routes;
- have bus fleets which are underutilised outside of peak periods; and
- make use of existing road corridors, which removes the need for specific capital funding to provide and maintain additional ground level infrastructure.

Services to urban fringe communities have also been reassessed as a result of the Core Passenger Services Review. Operators are investing in new vehicles, and a standard fare structure is being introduced on the different urban fringe services, removing earlier inconsistencies. New contracts also provide a greater role for community consultation, and require operators to articulate their future service development plans.

These recent changes mean that Tasmania has the basis for a public transport system that is equipped to play a larger role in meeting passenger transport needs.

### *High level of existing active transport use*

Many of our daily trips are under 2km, making walking and cycling a viable transport mode for most people. The Tasmanian Government is actively campaigning to encourage people to find the time to exercise, and this includes strong promotion of walking to achieve recommended daily exercise levels.

#### *Urban design and access to services*

Generally, traditionally planned, older suburbs have good access to services within easy walking distance. The street layout and design mean that there is good local road connectivity, and local shops are often a part of the suburb.

In comparison, many newer urban and all rural residential suburbs on the urban fringe have no key services within walking distance. Local road connectivity is often poor resulting in inefficient bus operations and high car dependency.



Hobart already has the highest proportion of people walking to work of Australia's capital cities. Preliminary results from the Greater Hobart Household Travel Survey show walking is a major transport mode for many people in undertaking their daily trips.

In older suburbs – for example, East Launceston and West Hobart, which have a mix of residential areas, local shops and schools within short distances of each other, walking is a highly viable transport mode and likely to be preferable to a car for many daily trips.

In new subdivision areas, key factors in supporting walking and cycling are design that includes safe, good quality footpaths and connections between streets and the inclusion of different land uses. Considerable scope remains to improve local transport and connectivity in many of our new subdivisions.

### *Targeted development around public transport corridors*

Tasmania's public transport system has developed to meet the needs of changing residential and commercial uses. However, a sustainable passenger transport system will require the pattern of development to better respond to existing and potential public transport services, particularly around key transport corridors. The opportunity exists for the public transport system to integrate with urban redevelopment, by providing high quality services in key corridors which support and encourage new higher density development. In turn, these higher densities will improve the viability of the public transport system.

As in other cities, light industrial areas or older residential streets in inner city areas are being redeveloped for new residential, commercial and community uses, with improved community access – Launceston's Inveresk Railyards and SeaPort precinct, together with connecting walk and cycleways, are key examples.

The Hobart Railyards is another prominent location where historic uses are in decline and, while future uses remain undecided, the area has significant potential to integrate new development with public transport. While the majority of residential development in inner city locations has focused on higher-density 'top end' apartments, the future inclusion of affordable housing would bring a transport disadvantaged sector of our community closer to major centres.

### *Sub-regional centres*

While all Tasmania's urban centres have a distinct central commercial and employment core, as residential development in outer suburbs has increased, the role and size of sub-regional centres has also grown. Centres such as Kingston, Sorell and Legana now play an important role as local shopping and service centres.

We can't change the decisions that have led to the development of many competing centres, but there is an opportunity to consolidate housing around these centres to support better, local access to key services and local shops, and over time, increased employment. Park and ride facilities at strategic locations on the urban fringe will also improve access to major public transport corridors for people living in outer communities.

The long-term challenge is to retain growth within the existing boundaries of our sub-regional centres and not support or facilitate further growth outwards.

## *Regional transport and land use planning initiatives*

Both State and local governments have invested considerable resources in regional transport and land use planning initiatives. In 2008, the State Government announced funding to develop three regional land use strategies across Tasmania, leading to the implementation of new planning schemes across individual local governments, supported by regional land use strategies.

The Regional Land Use Strategy projects will complement the existing regional integrated transport plans, and will provide a framework to identify and address major regional transport issues over the long term.

Significant information and analysis underpin both the land use strategies and the regional integrated transport plan. This information and analysis is, in itself, a valuable resource for the community and key stakeholders in better understanding our transport and land use system.

The Regional Land Use Strategy projects will provide a foundation for future metropolitan planning, including planning our urban passenger transport system.

## *Potential for expansion of cycling infrastructure*

While the total number of cyclists remains low, there is an established cycling culture in Tasmania and growing interest in both commuter and recreational cycling.

The Hobart to Claremont Inter-City cycleway provides a high level of access for cyclists travelling between the CBD and northern suburbs. The Hobart City Council has developed shorter links within the Hobart CBD, including parts of Argyle Street and Campbell Street. Investment in cycleways in other urban areas is also increasing – for example, Launceston City Council has over 35km of existing urban and mountain bike trails, while the State Government and Burnie City Council recently committed to a Burnie-Cooee cycle link.

Tasmania's local road network generally carries low traffic volumes and there are major opportunities to retrofit this network – or adjacent footpaths – to support safe cycling for all users. Further work is also needed to ensure a safe and legible network of cycling routes that feed into the major cycleways. However, the topography of many Tasmanian urban areas must be considered carefully in the planning and design of cycling infrastructure.

The State Government has established the Trails and Bikeways Program through Sport and Recreation Tasmania, with \$4 million dollars of funding over three years, to support the development of an integrated trails and bikeways network in the State. The funding program aims to provide matching funds for the development of trails consistent with the priorities identified in the Trails Tasmania Strategy and the implementation of City Bike Plans.

## 4. Framework Priorities

We need to support a wider range of transport choices to meet our travel needs if we are to address our long-term challenges: climate change, rising transport costs, a reliance on cars, improving the health and accessibility of individuals and communities, and developing liveable urban communities.

The Tasmanian Passenger Transport Framework is focused on improving outcomes in the following priority areas:

### REDUCED GREENHOUSE EMISSIONS

Climate change means that we need to transition to a low carbon emissions transport system. We can make decisions that enable and promote low carbon passenger transport options. We can give priority to infrastructure and travel modes with low carbon emissions.

### LIVEABLE AND ACCESSIBLE COMMUNITIES

Our urban areas must support a broader range of transport modes. We need more compact, connected communities that reduce overall distances travelled and car reliance through the provision of safe walking and cycling opportunities and high quality, efficient public transport services. Compact urban areas and development that integrates with public transport (transit) corridors will improve the attractiveness and effectiveness of public transport services.

### TRAVEL RELIABILITY

Travel reliability focuses on providing consistent travel times for all transport users (including public transport users), ensuring we can predict the time taken to travel to a destination and reliably plan our journey. This is in contrast to mobility, which aims to simply reduce the time it takes to travel between different destinations, and emphasises the fastest mode of transport – generally, cars.

### HEALTHY, ACTIVE COMMUNITIES

Many of our daily trips are short journeys. Many people make these short trips by car, and there is significant opportunity to substitute these trips with walking or cycling. The flow-on benefits for the health of individuals are significant.

### INTEGRATED TRANSPORT AND LAND USE PLANNING

We need to ensure our land use decisions support our passenger transport system. We have dispersed, low-density urban areas with many outlying centres. While we can't change the land use planning decisions of the past, we can strategically plan and design our existing metropolitan areas so that future development is more sustainable and supports attractive and efficient low carbon transport modes.

# 5. Hobart Passenger Transport Case Study

The Tasmanian Government commissioned the Hobart Passenger Transport Case Study to better understand the issues facing our urban passenger transport system and to develop appropriate, sustainable responses that meet our long-term challenges.

The Study was the first of its kind in Tasmania, providing a comprehensive review of passenger transport issues and options. While the focus of the Study was the Greater Hobart metropolitan area, many recommendations are applicable to Tasmania's other major urban areas.

The Study highlighted a number of new approaches to developing our transport system for urban areas across Tasmania. These approaches reflect contemporary, well-established approaches to transport planning in other, similar jurisdictions.

## Objectives of the study

- Improve our understanding of passenger transport issues in Tasmania's urban areas
- Identify impediments to, and opportunities for, modal shift and behavioural change
- Identify specific response measures

## Approach

The Study looked at the specific passenger transport challenges facing Tasmania's urban areas, using national and international experiences from comparable urban areas, where appropriate. The Study identified a general response framework based on these challenges, and used a Greater Hobart case study to analyse how individual strategies might work 'on the ground.'

In this context, the challenges, principles and many of the broader strategies of the Framework – for example, in relation to walking and cycling, land use planning, community engagement and travel behaviour change – are directly transferrable to other urban centres.

The Study comprised five individual projects and was largely undertaken by independent consultants. The key projects were:

1. Comprehensive **review of travel demand measures**. Travel demand measures are strategies and policies to reduce car-based travel demand and encourage use of other transport modes, including public transport, walking and cycling. This review included consideration of approaches in similar, smaller-sized cities in Canada and New Zealand.
2. Development of a **travel demand model** for Hobart's major arterial roads. This model enables us to understand the actual impact of different measures and scenarios on the transport network.
3. Investigations of alternative uses for Hobart's existing **urban freight rail corridor**, including light rail and bus rapid transit.
4. Investigation of the viability of **passenger ferry services** on the Derwent River.
5. Development of a **walking and cycling strategy**, to address local area transport.



## *Focus of each project*

### *Travel Demand Measures*

The Measures project formed the major component of the Study. Divided into three smaller studies, the project looked at:

- specific transport and land use planning characteristics of Greater Hobart;
- definition of the range of travel demand measures that could be applied and best practice examples from similar jurisdictions (Canada and New Zealand); and
- review of individual measures, and a final package of recommendations appropriate to Tasmania's urban areas.

The major outputs from this project form the basis of the Government's development of this Framework.

### *Travel Demand Model*

A targeted travel demand model was developed to examine the impacts of key measures on passenger transport outcomes. The measures modelled were: land use planning, car parking, and public transport improvements. The Model also examined road expansion as a 'base case' scenario to see how the impact of this approach compared to a broader range of measures.

### *Public transport improvements*

A doubling of public transport frequencies across the network was modelled. The impacts were significant, with an overall reduction in car vehicle kilometres travelled (VKT) of 5% across the evaluation period, and a large increase in public transport mode share of 50% over the whole day. Public transport mode share grew from 9% to 13.3% under this measure.

### *Car parking*

This measure modelled the potential impact of car parking by artificially increasing the cost of parking in central Hobart. Under this measure, car VKT reduced by 2% and a shift in public transport mode share from 6.7% to 9% was recorded. More pronounced growth in public transport mode share was experienced during the peak periods, particularly the morning peak where total share almost doubled.

### *Land use planning*

Three scenarios were modelled using population and employment forecasts:

- Base case – no active intervention, growth continues 'as is';
- Unconstrained growth – generally, high growth in outlying suburbs across the metropolitan region; and
- Constrained growth – focused development around existing centres and higher-density suburbs.

When compared to the base case, car VKT in the unconstrained growth scenario increased by 1.5% in 2011 and by 4% in 2046. This steady increase in VKT over time was caused by greater numbers of people locating in outlying areas in future years. Public transport mode share was also negatively impacted, decreasing by 0.3% to 6.3% in 2046.

The constrained growth scenario showed a reduction in car VKT by 0.5% from the base case in 2011 and continued to reduce to 2.5% less in 2046. There was a small increase (0.2%) in public transport mode share in 2046 to 6.8%, but was similar to the base case in 2011.

### ***Road expansion***

An increase in road capacity was modelled, as a comparison to the public transport, land use and car parking scenarios. Road expansion had very little effect on travel time and little or no impact on public transport mode share and car vehicle kilometres travelled.

The modelling also showed that Hobart's road network is largely uncongested and is forecast to remain so over the long term. With adequate spare capacity, the impact of road expansion will remain minimal.

### ***Alternative modal options: rail and ferries***

Hobart has two key transport routes currently unused for passenger transport: the suburban rail corridor and the Derwent River. Both were examined as part of the Hobart Passenger Transport Case Study.

### ***Feasibility costs, Derwent River ferries***

Use of commuter ferries on the Derwent River declined rapidly following reopening of the Tasman Bridge in 1977. Reduced demand over time has meant that commuter services are now limited to single, small vessels during weekday peak periods. Current regular ferry services are delivered by a single small water taxi. Limited berthing facilities for ferries remain in place in Hobart and at Bellerive.

The Study examined the infrastructure and service delivery costs associated with establishing an expanded commuter ferry service on the Derwent River. Four routes were considered the most feasible for the operation of ferry services, providing linkages between 5 locations - Bellerive Village, Lindisfarne, Montagu Bay, Howrah Point and Waterman's Dock in Hobart.

Existing berthing facilities at all the key locations would require significant upgrades for commuter ferry operations. The estimated cost of upgrading existing berthing facilities is around \$2.5 million, with an indicative capital cost of \$900,000 to purchase two vessels to operate a limited service between the five locations.

While the Study found that ferries are likely to have a competitive advantage over private cars and existing bus services between Bellerive and Montagu Bay on direct services, and a competitive advantage over buses from Howrah and Lindisfarne, the Study questioned the commercial viability of a ferry service.

Significant State Government subsidies would be required to operate a commuter ferry service. The current low number of people living within a reasonable walking distance of potential terminals indicate a low level of potential 'walk and ride' passengers, with users of the service relying on a two stage modal journey – a ferry ride plus an additional form of transport to access the ferry terminal. This would reduce both the time advantage otherwise offered by ferries and overall attractiveness. There would need to be a significant change in the density of settlement around these terminals to develop a more viable model.

### ***Reuse of the rail corridor***

The potential reuse of Hobart's rail corridor for passenger transport has attracted considerable community interest. The corridor provides one of the key elements for public transport priority – a permanent right of way. A permanent right of way has the potential to support faster travel times, particularly for passengers travelling during peak periods from the northern suburbs to central Hobart.

Refurbishment of the rail corridor also has the potential to encourage and support further development of land adjacent to the corridor, including re-development of light industrial areas through Glenorchy and Moonah as higher density 'transit oriented' areas.

A number of proposals for reuse of the rail corridor have been presented to the Tasmanian Government, including:

- Operation of a light rail on the existing rail corridor;
- Operation of a guided or unguided bus rapid transit on the existing corridor;
- Operation of a light rail or bus rapid transit using sections of the existing rail corridor and road infrastructure; or
- Retention of the rail corridor exclusively for future freight use.

This Study focused on the capital and operating costs of a light rail system between Bridgewater and the University of Tasmania campus in Sandy Bay.

### *Cost estimates, Hobart light rail study*

There are significant capital costs associated with redevelopment of the existing rail corridor into a light rail system.

- Granton to University of Tasmania via Hobart CBD: \$655 million
- Granton to Hobart: \$410 million

Both estimates include new on-road sections along Main Road and around North Hobart



The Study was based on the development of a standard gauge, electric system using an overhead power supply. While not all potential reuses of the rail line were examined in detail, the underlying factors which might support investment in the rail line – current population catchment, distance from existing residential areas to stations (ease of access), passenger demand and the preferred alignment – were assessed.

The Study identified an alternative rail corridor between Moonah and the Hobart CBD, bypassing the existing rail line around the Domain reserve, which is distant from major suburbs and commercial activities. The new on-road alignment follows the historic tram route between Moonah and the Hobart CBD and would increase the population catchment within 800 metres of the corridor by around 80%.

Currently, the existing rail corridor provides walk and ride access to less than 10% of the total population of Greater Hobart. While feeder bus services and park and ride facilities can augment this demand, the overwhelming international experience emphasises the importance of a high population density within walking distance of any public transport (transit) corridor.

Over the long term, the Study identified light rail and bus rapid transit as potential options if demand for public transport increases and land use changes see greater densification of population around major corridors. The importance of first restructuring residential and commercial activities around public transport corridors if dedicated mass transit services are to be viable in the longer term was a key conclusion of the Study.

Improvements in service frequency, quality of infrastructure, price, convenience or reliability are not solely achievable through any one particular mode. Rather, these are primarily a reflection of the investment made in the relevant system. Therefore, direct comparisons of efficiency or passenger appeal between the current 'low frequency/high penetration' bus routes in Tasmania and a high frequency, high speed, single corridor transport service are misleading.

### ***Key measures and recommendations***

The recommendations of the Hobart Passenger Transport Case Study confirm there is no single, simple solution to improve passenger transport system. Our passenger transport system has to meet the needs of a diverse range of people and trip types, and we need flexibility and choice if we are to meet those needs.

The Study identified a package of measures based on incremental, linked improvements to our urban passenger transport system over the short, medium and long term.

The recommended measures were packaged into six themes:

- moving minds
- moving places
- moving people
- moving policies
- moving legs
- moving forward

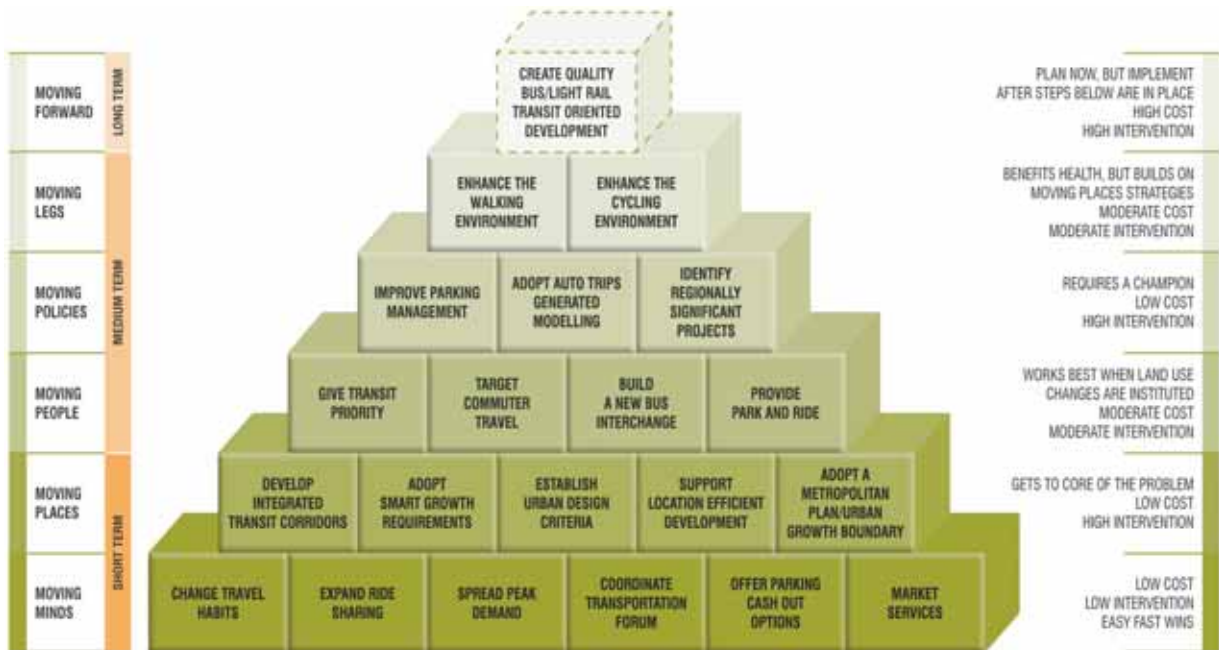




The key measures included in each theme are shown in the pyramid below.

The initial focus is on measures that are relatively low cost and require minimal intervention to implement, moving progressively to more expensive or complex measures which build on the success of the first steps.

The Government has considered these recommendations of the Hobart Passenger Transport Case Study in developing this Framework.



## 6. Framework Actions

The Tasmanian Urban Passenger Transport Framework responds to the challenges we face in our urban areas, and builds on the recommendations of the Hobart Passenger Transport Case Study.

This Framework should not be viewed as a static document, as it has been developed to respond to the challenges and opportunities relating to Tasmania's urban passenger transport system.

Our approach to passenger transport should be flexible enough so that we can respond to changes in settlement patterns and travel needs. As such, the Framework actions outlined in this section should be viewed as a 'living document' that will evolve as new initiatives come into force.

The Framework also acknowledges our need to undertake further work to better understand the implementation of some measures and also to create the right circumstances for longer-term measures to be successful.

The Framework actions set out priority areas for action and the directions we may be able to go in future as new information becomes available.

### *Guiding approach*

Consistent with its priorities, the Framework is based on the fundamental need to better integrate land use and transport planning if we are to make significant improvements to our passenger transport system and successfully transition to a low carbon emissions future. Land use change requires a suite of measures over the long term to achieve real change. However, it is important that we start to make those changes now, identifying opportunities and areas for our land use patterns to support improved passenger transport outcomes.

Improved integration of land use and transport planning is central to the approach taken in this Framework. There is little benefit in making substantial investments in our passenger transport system to support alternative modes if our urban areas and land use decisions do not support their use.

Land use changes must be matched by improvements to the transport system to deliver higher quality services, improve walking and cycling opportunities, and reduce travel times, distances and costs for the community. Similarly, investment in the public transport system should be supported by land use planning decisions, including locating new developments in areas with appropriate connections to the urban transport system.

We currently have highly dispersed urban settlement patterns and increasingly complex daily trip patterns. Our passenger transport system must be flexible enough to meet the travel needs of different areas and individuals. Our existing bus system is the most appropriate public transport system to provide this flexibility, and the focus over the medium term is on improving this system to make it a more viable and attractive system for users.

### *Reinforcing our priorities*

- Reduced greenhouse emissions
- Liveable and accessible communities
- Travel reliability
- Healthy, active communities
- Integrated transport and land use planning

In the longer term, greater consolidation of housing, services and activity around designated transit corridors with high frequency public transport will underpin our response to intra-urban travel. The implementation of urban growth boundaries, and planning commercial and retail centres consistent with an agreed regional hierarchy, will provide certainty over the long term for residential and commercial development. This will enable targeted provision of better quality public transport services within the regions.

Strengthening the role of regional urban centres to support more localised access to employment and services, along with park and ride facilities at strategic locations on the urban fringe and improving public transport services will facilitate access to these corridors for people living in outer communities.

Over the medium to long term, increased demand for transport services or other changes in travel demand may warrant investment in mass transit modes, such as light rail, bus rapid transit and some ferries, on specific corridors. However, our current settlement pattern and travel behaviours do not support such mass transit initiatives. To achieve these more significant and more sustainable changes, there is a need to establish long-term strategic planning frameworks for integrated land use and transport.

For travel over shorter distances, the focus is on improved walking and cycling opportunities through better urban design, infrastructure development and upgrade, information and education, and local area planning.

## A new vision for urban passenger transport

Building on the recommendations of the Hobart Passenger Transport Case Study, the Framework's Actions comprises six main areas:

Action Area	Vision	Identified Opportunities
<i>Moving Minds</i>	Increased public awareness, acceptance and usage of public transport, walking and cycling options. Building partnerships between key stakeholders.	<ul style="list-style-type: none"> <li>• Implement travel behaviour initiatives to target household travel choices, including TravelSmart and school and workplace travel plans</li> <li>• Support car pooling programmes</li> <li>• Establish an Urban Transport Advisory Group to guide implementation of the Framework</li> <li>• Improve the marketing of alternative transport modes</li> </ul>
<i>Moving Places</i>	Consolidation of population around designated transit corridors, providing the critical population density to support future mass transit systems. Strengthening the role of regional urban centres to support more localised access to commercial centres and other key facilities.	<ul style="list-style-type: none"> <li>• Designated transit corridors for high frequency bus services</li> <li>• Integration of transport and land use planning</li> <li>• Development of Metropolitan (Integrated Land Use and Transport) Plans</li> </ul>
<i>Moving People</i>	High frequency public transport delivered with high quality infrastructure that enhances the attractiveness, efficiency and utility of public transport.	<ul style="list-style-type: none"> <li>• Improving frequency and span of services</li> <li>• Development of off-bus infrastructure</li> <li>• Pricing mechanisms</li> <li>• Better provision of Information</li> <li>• Integration of modes</li> <li>• Delivering transit priority on key corridors</li> <li>• Marketing services</li> </ul>
<i>Moving Policies</i>	Encouraging use of alternatives to private vehicles.	<ul style="list-style-type: none"> <li>• Reduce State Government car parking spaces</li> <li>• Metropolitan car parking strategies to address:               <ul style="list-style-type: none"> <li>- Minimum parking requirements</li> <li>- Shared parking provisions</li> <li>- Uniformity of parking requirements</li> </ul> </li> </ul>
<i>Moving Legs</i>	Encouraging walking and cycling through infrastructure, land use planning and behavioural change.	<ul style="list-style-type: none"> <li>• Implement the Walking and Cycling for Active Transport Strategy which will include:               <ul style="list-style-type: none"> <li>- Mapping the existing network</li> <li>- Gathering data on usage and potential future demand</li> <li>- Identifying new routes and linkages</li> <li>- Safety, signage and supporting infrastructure</li> </ul> </li> </ul>
<i>Moving Forward</i>	Adopting a long-term approach to integrated land use and transport planning.	<ul style="list-style-type: none"> <li>• Establishing a Strategic Integrated Land and Transport Committee in conjunction with the Tasmanian Planning Commission and 3 regional authorities</li> <li>• Implementing the Key Initiatives of the Framework</li> <li>• Monitoring and evaluating the implementation of measures</li> <li>• Reviewing the Framework in five years time</li> </ul>

# Action Areas

## Moving Minds

In order for real, long lasting changes to be made in how we travel, we must consider what needs to be addressed at the individual level. This area aims to initiate behavioural change by better educating the community about passenger transport options and improving the marketing of public transport and travel information, and building stakeholder partnerships.

### *Initiating behavioural change*

The measures work primarily on providing incentives for people to shift modes of travel away from the car. The aim of the actions under this action area is to improve people's understanding of the impacts of their travel behaviour and the impacts of different transport options. In turn, this will build support for the future implementation of further measures.

The ability to access good quality travel information is critical to making informed travel choices, as well as to improving our actual journeys. TravelSmart programs provide people with information on transport services and options in their local area. Such initiatives have been successful in other jurisdictions in encouraging travel behaviour change.

Relatively low-cost intervention measures such as travel planning, ride sharing, and alternatives to staff parking programs, can make a significant contribution to improving people's appreciation and readiness for future, more substantial changes.

While these initiatives may be capable of being implemented relatively quickly, making real behavioural change requires a long-term and ongoing commitment.

### *Moving Minds will help us move toward the Vision by:*

- reducing greenhouse gas emissions,
- promoting healthy, active communities.

### *Moving Minds focuses on:*

- improving travel information,
- initiating behavioural change, and
- creating partnerships with the community.



## *Sharing information, promoting partnerships*

Community interest in transport issues, particularly passenger transport, is growing.

Not all of the initiatives within the Framework can be implemented by the State Government alone. A partnership approach is required that involves local government, key stakeholders and the community. Local government and bus operators, in particular, are key partners and the Tasmanian Government will work closely with both to move the Framework forward.

The Urban Transport Advisory Group (UTAG) will provide an avenue for debate and discussion on passenger transport issues and responses, ensuring different views and ideas are heard, considered and acted on. UTAG will have a particular focus on key initiatives that have been proposed as part of the Framework, including integrated transit corridors, high-frequency bus routes and supporting land use and car parking policies.

*As part of its strategy for **Moving Minds**, the Government will pursue opportunities around:*

- *Implementing TravelSmart, including the development of programs for:
  - Workplace travel plans; and
  - Car pooling;*
- *Establishing an Urban Transport Advisory Group of Local Government, State Government and key stakeholders to inform implementation of this Framework; and*
- *Improving the marketing of alternative transport modes.*



As the majority of new development in Tasmania occurs as low density, suburban style development outside the urban core, a major challenge for this Framework is to get more people living closer to designated transit corridors. This action area focuses on better integrating land use planning and transport, to enable the development of compact, mixed use centres with a diversity of housing options, new businesses and more local employment options.

### *Planning frameworks: Metropolitan transport plans and integrated transit corridors*

Any investment in the transport system must be matched by supportive land use planning decisions. The current situation of low density suburban sprawl, segregation of land uses into separate areas and location of commercial development on the urban fringe make it costly and operationally difficult to provide public transport. These patterns also limit the viability of other modes, particularly walking and cycling.

A substantial shift in our approach to land use planning is required and must be integrated with strategic transport planning across all levels of government.

Development of Metropolitan Transport Plans will build on the existing regional transport and land use planning initiatives. They address many of the component measures required to support improved passenger transport outcomes, including growth boundaries, development of appropriate land use within designated transit corridors with high frequency bus services, subdivision design and location efficient development.

Development of an urban growth boundary as part of a regional strategy is a key part of any metropolitan transport plan. Urban growth boundaries determine the limits of development, while the regional strategies provide certainty to stakeholders on the location for different types of development. Adoption of a growth boundary supports the more orderly development of land, discourages the unnecessary extension of community infrastructure and helps protect the important qualities of rural and coastal areas.

#### *Moving Places will help us move toward the Vision by:*

- better integrating transport and land use planning,
- creating liveable and accessible communities,
- creating healthy, active communities, and
- reducing greenhouse gas emissions.

#### *Moving Places focuses on:*

- policies and plans to integrate transport planning and land use planning.
- development of integrated transport corridors.

### *Designated transit corridors, supported by transit oriented development*

The Hobart Passenger Transport Case Study identified two major transit corridors, based on function – the suburbs and populations served – and service frequency. To encourage public transport use, the proposed transit corridors will connect high-density suburbs to the Hobart CBD. These corridors will be supported by a number of initiatives, including high frequency bus services, strategic park and ride facilities and land use change over time to increase population density around the corridors.

The first corridor extends north-south between Sandy Bay and Claremont, passing through Sandy Bay, Hobart CBD and Glenorchy. The second corridor extends east-west between South Hobart and Howrah on the eastern shore, passing through the Hobart CBD, Rosny and Bellerive.

The transit corridors and routes identified in the Hobart Case Study are shown in Figure 1.

Services on these corridors will provide the critical public transport links to support the growth of transit oriented development in areas with capacity consistent with other land use planning policies. It is also these corridors that would ultimately be considered for further development with bus rapid transit or light rail.

### *High cost of urban sprawl*

The cost (infrastructure, transport and greenhouse gas emissions) of low density, suburban development outside central urban areas is around \$630 million for every 1000 lots.

The comparative cost for infill development in existing suburbs is only half that at around \$309 million.

Based on infrastructure costs (power, water, sewerage, schools, hospitals and local government services), an inner city development costs \$50.5 million compared to \$136 million for development on the urban fringe. This translates to a saving of \$86,000 per block in capital costs for infill development within the urban core.

People living in core area developments drive less frequently and own fewer cars. This equals savings of \$5000 per year for each household.

*Parsons Brinckerhoff*



The proposed transit corridors will be developed over the long term. These corridors are conceived as a combination of road-based operation and dedicated transit corridors supported by adjacent, higher density, mixed land uses for most of the corridor. Most patronage would come from 'walk and ride' rather than from 'park and ride' schemes.

These corridors will be the focus for investment in public transport services, walking and cycling, and for policies and strategies aimed at land use change.

### *Smart growth and improved urban design*

Our urban areas have developed around cars and low density settlement. New approaches to planning – or smart growth – focus on pedestrian-oriented suburbs. These types of suburbs are more compact and contain a mix of uses – houses, parks, local shops – leading to shorter distances travelled for some trips, and making non-car travel easier.

Good urban design is also important in increasing connectivity within suburbs. The distinction is often made between a grid based street network, which supports more direct journeys, versus cul-de-sac designs which tend to lead to more circuitous journeys. Walking and cycling paths that are visually inviting, promote social interaction and on which people feel safe and secure, are also critical parts of urban design.

Many of our older suburbs, such as West Hobart and East Launceston, highlight the benefits of a grid network and a range of land uses, with generally better pedestrian and cycling opportunities and pedestrian links between blocks.

Location efficient development, such as urban infill, seeks to reduce car-based trips by locating new development close to existing services and facilities (e.g. existing public transport routes and infrastructure). This will encourage the use of walking, public transport and cycling, while at the same time reducing the cost to government of providing new services.

Assessment of new developments should take into account the approaches outlined above. Consideration of standard requirements for residential development and subdivision design can assist in ensuring the take up of these approaches.

*As part of its strategy for [Moving Places](#), the Government will pursue opportunities around:*

- Developing high frequency bus corridors between key destinations and high-density residential areas in Tasmania's major urban centres including the strategic corridors identified in the Hobart Passenger Transport Study;*
- In conjunction with Local Government, promoting transit oriented development on those corridors, including smart growth and location efficient development principles;*
- Identifying Government owned land in accessible urban locations for redevelopment;*
- Implementation of the Healthy by Design guidelines for State Government projects and through the standard planning scheme schedules; and*
- Develop Metropolitan Transport Plans for Hobart, Launceston and the North-West Coast.*

## *Moving People*

Tasmania has an established public transport network based around a bus system. While the existing bus networks in Hobart, Launceston, Devonport and Burnie provide adequate service in many respects, this action area includes measures that will contribute to the provision of an attractive, efficient bus service for Tasmania's urban areas.

International experience demonstrates that it is feasible to develop a public transport culture around a high quality bus system. The example of Christchurch in New Zealand has strong parallels to Tasmania's urban bus-based public transport systems.

### *High frequency urban fringe services*

The Hobart Passenger Transport Study identified the importance of developing higher frequency services between sub-regional centres or urban fringe communities, and the transit corridors described above. The State Government has already entered into new contracts with operators of these services that provide specific funding to support vehicle upgrades, and has anticipated the negotiation of service improvements through the preparation of service development plans.

### *Target commuter travel*

Existing bus services are based on meeting a wide range of transport needs, especially those without access to a car, and have an emphasis on ensuring that resources are invested in services across peak and off peak periods. This will remain a priority and a large proportion of State Government funding for public transport will continue to be targeted at alleviating transport disadvantage by supporting commercially unviable services and subsidising the fares of concession passengers.

However, this focus means that our public transport system does not cater for the commuter market as well as it could. The Hobart Passenger Transport Case Study has highlighted the need to ensure that the commuter market, which currently makes up around 20% of Metro's patronage, is strategically targeted. Recommendations from the Study to target the commuter market highlighted the importance of direct, frequent services, supported by the examination of international examples in the Travel Demand Measures project.

*Moving People will help us move toward the Vision by:*

- *Improving travel reliability, and*
- *reducing greenhouse gas emissions.*

*Moving People focuses on:*

- *providing a more reliable public transport system,*
- *providing better public transport information, and*
- *better integration between public transport and other modes.*



There continues to be debate about the use of fares policy to attract public transport passengers. While cost was not identified in the Study as a significant factor affecting transport decisions, the State Government recognises the importance of rewarding passengers who make a commitment to regularly using public transport. This reward is reflected in the price commuters pay for multi-trip ticket products and the range of options that are available to provide incentives for frequent travel.

### *Public transport priority*

The Hobart Passenger Transport Case Study identified two types of public transport priority for further investigation:

- peak period bus or transit lanes; and
- traffic signal priority.

The recommendations from the Hobart Passenger Transport Case Study clearly delineate where public transport priority measures should be located across Tasmania, with greater emphasis on the transit corridors surrounded by high density population areas (e.g. Main Road, Glenorchy), rather than focussing on higher speed routes along major arterials (e.g. Brooker or East Tamar Highways) or between designated sub-regional centres.

### *Strategic park and ride facilities*

Park and ride facilities can effectively expand the catchment area of a transport service by allowing people living in low-density areas or distant from line-haul services to catch public transport.

The Hobart Passenger Transport Case Study identified a number of locations where park and ride facilities should be considered to extend the catchment of designated transit corridors. These locations aim to intercept car journeys before they reach congested points in the road network. While the Hobart Passenger Transport Study identified general areas suitable for park and ride, it also emphasised that long-term development of public transport should be based on encouraging 'walk and ride' travel patterns, particularly within inner urban areas. Park and ride will be most suitable where it is integrated with transit corridors.

### *Bus Priority*

Recent modelling on the impact of bus priority lanes on the Brooker Highway in Hobart showed only limited improvements in travel times for bus services during peak periods. The modelling also showed significant increases in traffic congestion along this road, associated with these bus priority initiatives.

The Government is currently trialling a dedicated bus lane on the Southern Outlet, which will show how bus priority measures can address peak travel demand.

The Hobart Passenger Transport Case Study placed greater emphasis on improving service frequency and other measures to improve the attractiveness of public transport services over bus priority.

## *High standard central bus interchange and bus waiting facilities on route*

The Hobart Passenger Transport Case Study highlighted the importance of safe, high quality passenger waiting facilities as part of the passenger's travel experience and noted the lack of indoor waiting areas in Greater Hobart. Similar comments may be applied to the bus malls elsewhere in the State.

There may be opportunities to better integrate cycling and public transport, where the distance to a service or interchange is too far to comfortably walk, for example. In urban areas, this integration would enable a cyclist to use public transport as part of their journey. This could include bike lockers, shower facilities and better links to the cycling network.

The standards of off-bus infrastructure vary widely across the State, and the criteria used to determine the standard of facilities to be provided at particular bus stops vary between services and regions.



*As part of its strategy for **Moving People**, the Government will pursue opportunities around:*

- Frequency and span of services – to provide flexibility and choice in travel times, including urban fringe services;*
- Off-bus infrastructure – to provide a high visibility, comfortable safe environment for passengers, including Park and Ride facilities and improving central bus interchanges;*
- Price – fare products that reward frequent, regular travel;*
- Information – provision of real time passenger timetable information and an internet based journey planner;*
- Integration of modes - provision for bicycles to be stored on buses and/or at bus stops and the development of park and ride facilities on the highest frequency corridors;*
- Transit priority - consistent with the recommendations of the Hobart Passenger Transport Study; and*
- Marketing – to increase awareness of public transport.*

## Moving Policies

One of the most effective ways to encourage alternatives to private vehicle travel is to remove some of the incentives that make it easier for people to travel in their private vehicles.

### Car parking

Car parking policy can be one of the most effective support measures to promote greater use of the public transport system and other modes. If we cannot find a car park at our destination or the cost is too high, we are less likely to drive our car. Increases in the cost, and reduction in the availability, of car parking can have a major impact on reducing car journeys into major centres. This is supported by the modelling from the Hobart Case Study.

Car parking is relatively inexpensive in all Tasmania's major urban centres, with many free-stay options easily available on the public street network. Car parks are a commercial operation – for the private sector and local government – and policies differ across local government areas.

*Moving Policies will help us move toward the Vision by:*

- *improving travel reliability,*
- *creating liveable and accessible communities, and*
- *reducing greenhouse gas emissions.*

*Moving Policies focuses on:*

- *creating car parking policies that support greater use of non-car modes.*



Car parking is often a key part of employer packages to employees. Current statutory planning approaches require a minimum number of car parking spaces when assessing developments, which can encourage car-based travel. Additionally there are substantial numbers of unregulated 'back yard' parking spaces provided in inner city locations which undermine formal planning controls on parking provision.

- As part of its strategy for **Moving Policies**, the Government will pursue opportunities around:*
- *Investigating alternatives to the provision of car parking spaces at workplaces, commencing with State Government agencies; and*
  - *Developing Metropolitan Parking Strategies for Tasmania's urban areas, including:*
    - *Setting maximum parking requirements for developments;*
    - *Shared parking provisions; and*
    - *Uniformity of parking requirements across urban regions.*

## Moving Legs

Even though many of our daily trips are short distances and a high proportion of people in our urban areas walk to work, there are opportunities to make our urban areas more pedestrian and cycling friendly through land use planning and infrastructure change. There are also opportunities to increase walking and cycling through behavioural change.

### *Moving Legs will help us move toward the Vision by:*

- *creating liveable and accessible communities,*
- *creating healthy, active communities, and*
- *reducing greenhouse gas emissions.*

### *Moving Legs focuses on:*

- *implementing the Walking and Cycling Strategy.*
- *increasing the use of walking and cycling as a transport mode.*

### *Walking and Cycling for Active Transport Strategy*

The majority of car trips made by Tasmanians are short trips. Walking and cycling are important transport modes that represent viable alternatives to private car use, particularly for shorter trips. Walking and cycling can also complement other modes, such as walking or cycling to the bus stop, or combining walking or cycling with a car trip. However, in some Tasmanian urban areas, the topography presents more challenges than in other Australian cities and walking and cycling strategies need to account for this.

The environmental, social and health benefits of walking and cycling, together with opportunities to improve the liveability of our communities, are now widely recognised. However, there is also a growing awareness that further action must be taken in order to encourage and support an increased modal shift to walking and cycling. While a number of actions designed to achieve this modal shift are already in place at a State, regional and local level, the Tasmanian Government recognises that a greater level of effort is required to encourage and support walking and cycling as viable transport modes.

The Tasmanian Government has developed a Walking and Cycling for Active Transport Strategy, in consultation with cycling user groups. The actions contained within the Strategy focus on developing our transport and land use systems to create a more supportive and encouraging environment for pedestrians and cyclists.

*As part of its strategy for **Moving Legs**, the Government will pursue opportunities around:*

- *Implementing the Walking and Cycling Strategy, including:*
  - *Making urban areas more pedestrian friendly and cycling friendly by upgrading existing routes, including improving linkages (e.g. road crossing facilities)*
  - *Identifying a principal cycling network for our urban areas;*
  - *Mapping the network;*
  - *Gathering data on usage and potential future demand; and*
  - *Safety improvements, signage and supporting infrastructure for principal routes.*

## Moving Forward

Realising the Framework's vision for a safe and responsive passenger transport system that supports improved accessibility, liveability and health outcomes for our communities, is a long-term challenge, requiring a collaborative approach across all levels of government, business and the community.

### *Moving Forward focuses on:*

- *developing a long-term strategic approach to integrated land use and transport planning.*

Emerging challenges to our transport system, such as the need to reduce greenhouse gas emissions, highlight the need to change our travel behaviour, through increasing public awareness of non-car travel modes and greater use of public transport, walking and cycling.

We also need to develop transport and settlement strategies that support real modal choice. This will require a long-term strategic approach to integrating land use and transport planning.

A Strategic Integrated Land and Transport Committee will be established in conjunction with the Tasmanian Planning Commission and the three Regional Land Use Strategy projects to coordinate the integration of land use and transport planning.

Consolidating our activity centres and residential areas around designated transport corridors will provide the critical population density to support more efficient public transport systems.

We will focus on providing high frequency public transport delivered with high quality infrastructure that enhances the attractiveness, efficiency and utility of public transport. We will also look at making alternatives to private vehicles more attractive and we will investigate ways of making our urban areas more pedestrian and cycling friendly.





By adopting a long-term strategic approach in these areas, we will be well placed to meet the Framework's priorities to reduce our greenhouse gas emissions, create more liveable and accessible communities, improve our travel reliability, create more healthy and active communities and better integrate transport and land use planning.

As this Framework is the beginning of a response to the challenges and opportunities to Tasmania's urban passenger transport system, we will need to be able to respond to changes as they occur and undertake further work to better understand the implications of some of the key initiatives that have been identified. This will include consideration of related work that can assist in the assessment and development of specific actions, such as work to investigate the State's best opportunities to reduce its greenhouse gas emissions.

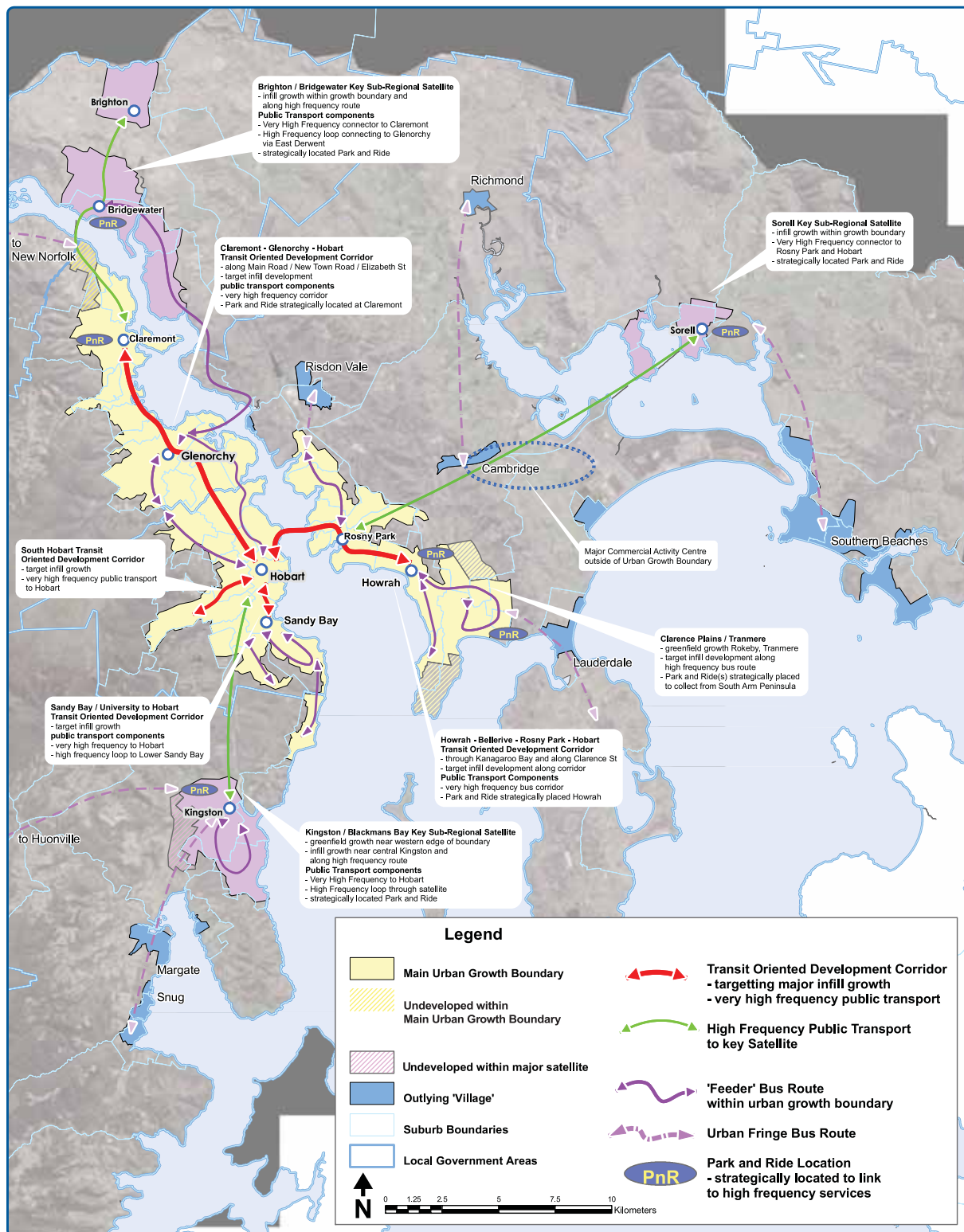
Due to the rapidly changing nature of the influences on the passenger transport system, it is important that the Framework remains a 'living document' and is reviewed at regular intervals. A comprehensive review of the progress of the Framework will be done in five years time.

*As part of its strategy for **Moving Forward**, the Government will pursue opportunities around:*

- Establish a Strategic Integrated Land and Transport Committee in conjunction with the Tasmanian Planning Commission and the three Regional Land Use Strategy projects;*
- Pursue the opportunities that have been identified in each of the Action Areas in the Framework;*
- Monitor and evaluate the success of different measures undertaken as part of the Framework;*
- Review the Framework in five years time.*

# Greater Hobart Passenger Transport Overview Map showing Urban Growth Boundaries

Figure 1- Hobart Passenger Transport Case Study Map



Department of Infrastructure, Energy and Resources  
10 Murray Street, Hobart 7000  
email: [ptframework@dier.tas.gov.au](mailto:ptframework@dier.tas.gov.au)  
web: [www.dier.tas.gov.au/passengertransportframework](http://www.dier.tas.gov.au/passengertransportframework)  
phone: 1300 135 513  
mail: GPO Box 936, Hobart Tasmania 7001  
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