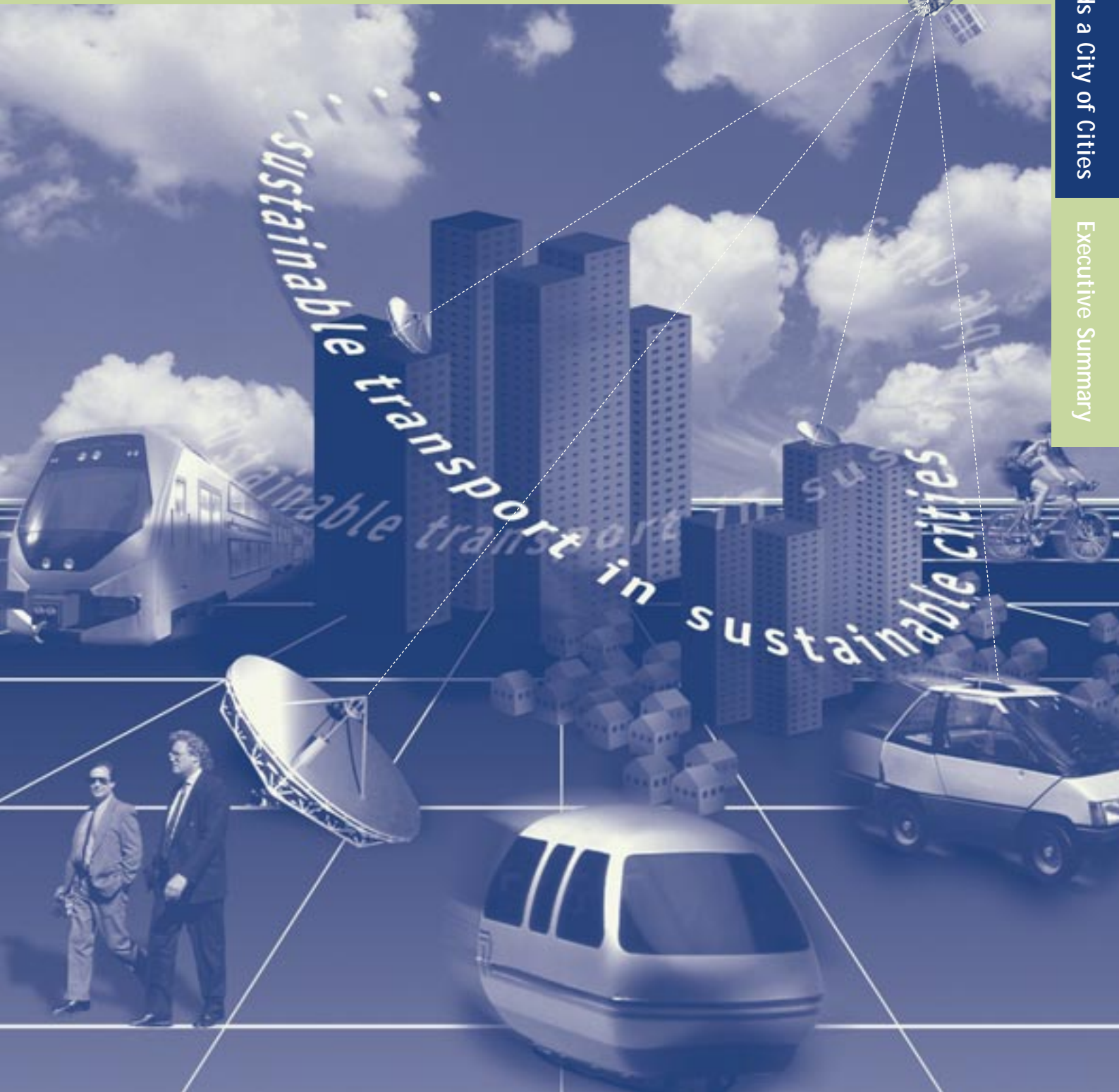


# Towards a City of Cities

Towards a City of Cities

Executive Summary

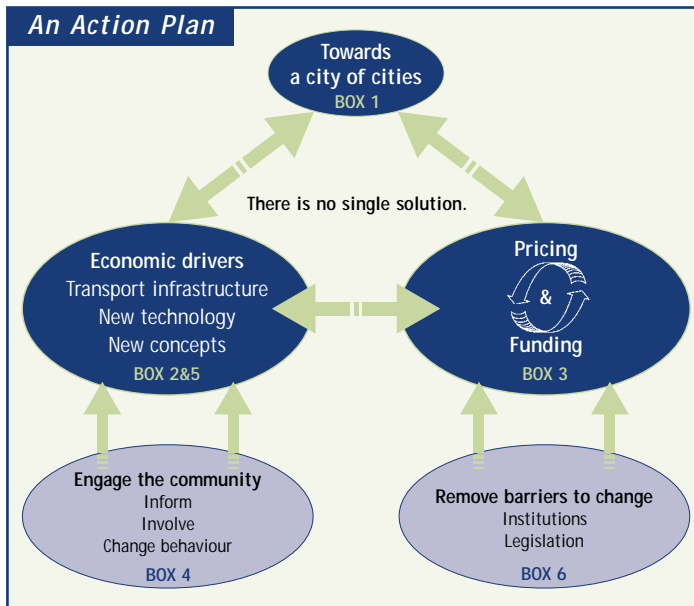


## Executive Summary



# TOWARDS A CITY OF CITIES

## The Sustainable Transport in Sustainable Cities Project



### *Sydney is world-class*

With its cuisine, entertainment and natural beauty, Australia's financial capital and largest city has shown that it has the ambition, energy and confidence to take on the world—and win.

But with its world-class status comes world-class difficulties associated with its transport. Sydney must now apply its ambition, energy and confidence to addressing these problems.

### *Sydney is choking on its own success*

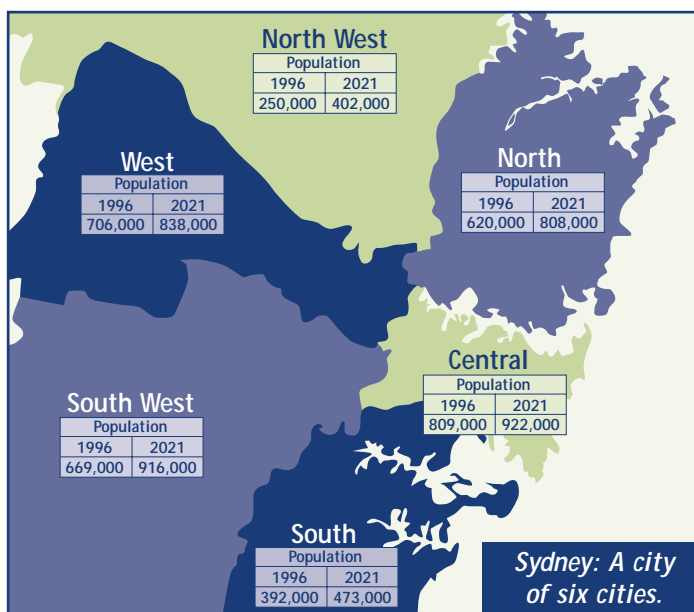
Whether you are commuting to your job in the CBD, going to the footy at the SCG or just trying to run a few errands, increasingly, getting around Sydney is becoming more and more difficult. It is not surprising then that Sydneysiders' biggest complaint about living in their city is Sydney's growing road congestion.

### *Sydney's transport system will have to run to stand still*

Most commentators agree that, if current trends continue, by 2020 Sydney's current population of 4 million will blow out to 5 million. This 25 per cent increase in population could see the demand for travel borne by the already overloaded transport system increase by 50 per cent.

We are not going to build our way out of the problem created by growth with more roads, more heavy rail and more buses alone.

*(continued on page 3)*



### **BOX 1** Develop Sydney's city of cities structure

The New South Wales Government and the community must work together to:

- identify and establish the cities—or regions of common interest—within Sydney;
- strengthen urban consolidation policies to encourage mixed-use centres of greater density to maximise walking and multi purpose trips;
- assist each city to develop a mix of housing, jobs, services, educational and cultural facilities to meet all the needs of its citizens.

The New South Wales Government and its planning and transport agencies must work with freight operators to ensure that planning for the movement of freight is integrated into strategic land use and transport planning.

The New South Wales Government must, in planning a more sustainable Sydney for the future, set up an energy monitoring and modelling program for buildings and transport as a basis for energy minimisation.

**BOX 2****Support the economic, social and cultural growth of regional centres**

Each of Sydney's cities must be supported with a hierarchy of transport, addressing local, intra-city and inter-city needs.

**Region-specific recommendations****Local access**

At the local level, the need for Sydneysiders to travel for normal day-to-day activities can be reduced by assisting Sydney's cities to develop their own mix of housing, jobs, services, education and cultural facilities to meet the needs of their citizens. That will convert more trips to walking, cycling and local public transport.

The NSW Government must:

- work with local government to increase investment in pedestrian facilities and cycleways with an immediate priority given to investing in those which service city and regional centres;
- implement 'Greenways' of pedestrian pathways, cycleways and light transit vehicles to service the shorter trips to centres.

**Intra-city access**

The NSW Government must:

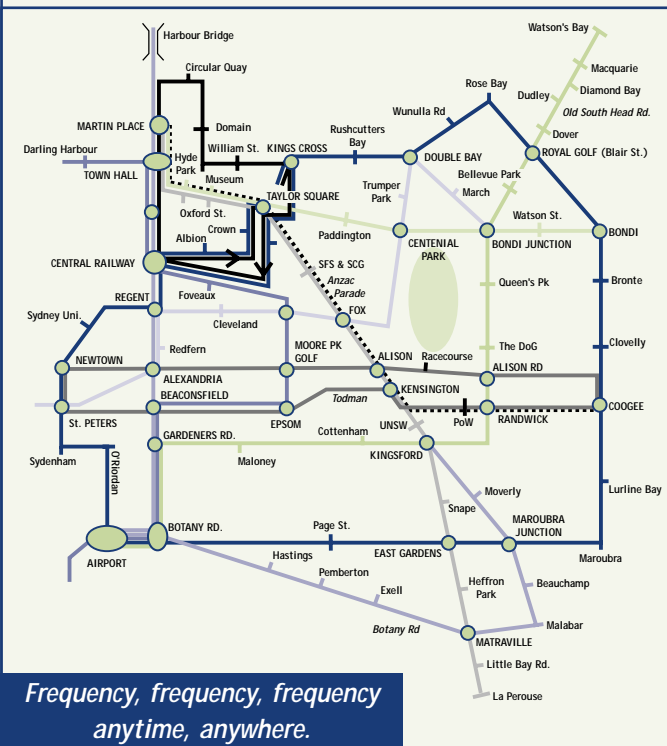
- ensure each centre is serviced by feeders from its catchment by building on the foundation of the existing system and incorporating innovative systems and measures;

- jointly investigate and develop, with local government, the community and industry, improved public transport systems appropriate to each region, drawing on transit-ways, rail extensions, light rail, new bus technology, ultra light rail and other systems;
- reorganise the current bus network by developing and conducting a large-scale trial of the 'Sydney Overground,' an 'anywhere, anytime' bus network modelled on the London Underground and integrated with rail and other services such as shared taxis and new demand-responsive systems.

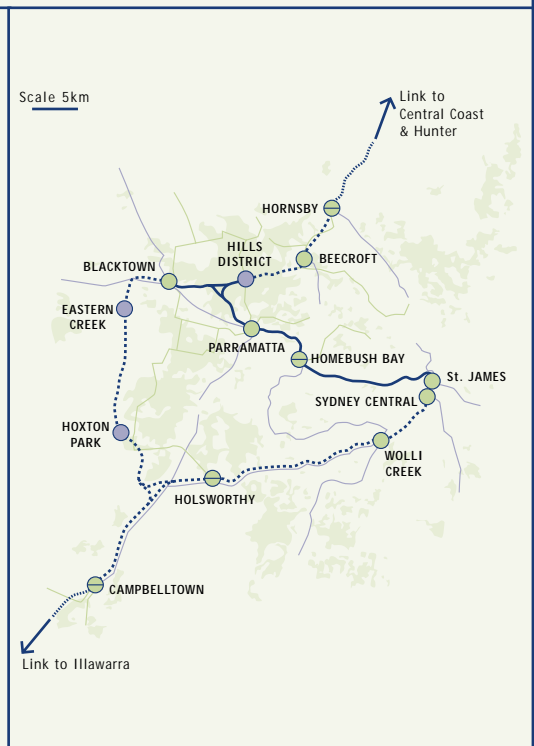
**Inter-city links**

The NSW Government must connect each of Sydney's regional centres or 'cities' with high-speed, high-quality public transport and effective freight links. It must:

- preserve existing transport corridors and develop new ones;
- complete incomplete roadworks, such as the Sydney Orbital Motorway and other 'missing links' in the inter-city network;
- investigate with industry the development of a new inter-city Very High Speed Train network;
- develop with the Commonwealth Government a 50-year airport and very high speed rail plan for Greater Sydney.



PART OF THE SYDNEY OVERGROUND



VERY HIGH-SPEED TRAIN NETWORK

**BOX 3** *Send the right pricing signals and broaden the funding base*

The proper integration of transport requires the right funding and pricing.

The Commonwealth Government must:

- restructure the fuel tax to clearly identify the allocation between transport infrastructure, environmental impact reduction and general tax revenue.

The Commonwealth and New South Wales governments must work together to:

- immediately initiate the progressive introduction of congestion and environmental pricing;
- develop and introduce a carbon credits system;
- increase incentives for public transport and/or reduce incentives for company cars to encourage public transport use vis-à-vis company cars;
- use market incentives to encourage the introduction of more energy efficient vehicles and to reduce the number of older, high-fuel-consumption and polluting vehicles.

The New South Wales Government must:

- introduce a rolling long-term integrated transport plan for Sydney linked to short-term plans and work programs. This plan is essential and should be funded from the integrated transport fund, supplemented by a sustainable transport fund, matching funding as appropriate from other levels of government, and investments from the private sector;
- establish an integrated transport funding plan to assist in whole-of-government management of transport funding by incorporating revenues from all existing and new sources (from all levels of government and the private sector) and allocating funds (without altering current tied allocations) to optimise transport outcomes;
- increase funds available for long-term investment in developing the Sydney transport system by establishing a new sustainable transport fund into which funds from new sources (eg. parking levies, cordon pricing, road pricing, carbon taxes, developer contributions, etc.) are paid for allocation to public transport, walking and cycling schemes. The target should be an additional \$500 million per annum;
- introduce transparency and full disclosure of the details of transport funding and pricing;
- establish with the private sector a funding mechanism to manage risks of innovative transport solutions, including new transport technology;
- encourage local government to allocate revenue from parking charges and developer contributions to provide matching funding for the state government's sustainable transport fund to encourage walking, cycling and local public transport initiatives and reduce local car trips.

*(continued from page 1)*

Using even the most optimistic projections for rail and bus transport, the best-case scenario would see only the maintenance of the present mode split of public to private car transport. Clearly, the old strategies are no longer an option and radical and immediate changes are needed.

Fortuitously, Sydney has never been better positioned to move towards a more sustainable transport outcome. Current levels of political commitment to sustainable transport and the community's growing awareness and concern about its city offer an unprecedented opportunity to act and move towards a sustainable transport vision for Sydney 2020.

The authors of this report call on government and the community to act with innovation and boldness to enhance Sydney's accessibility and secure its amenity, land, air and water quality. Innovative solutions exist and if Sydney is to retain its place as a leader among the world's cities they must be fostered, trialed and exploited.

***The issues are interrelated***

The combined knowledge of 200 professionals in transport, planning and urban development and the responses of almost 1500 citizens of the Greater Metropolitan Region reveal that;

- **transport related problems are wide-spread**—Almost every segment of the community feels that traffic congestion and physical access to everyday facilities are the most significant urban issues;
- **transport and health are intimately linked**—Lack of physical exercise is the second leading cause of years lost to life. Increasing active transport such as walking and cycling can achieve significant benefits to transport and health outcomes;
- **the environment must be maintained**—Air pollution, greenhouse gas emissions, energy consumption and other environmental impacts cause significant concern;

## BOX 4 Engage the community

### Inform

The New South Wales Government must provide seed funding to create an independent organisation that will:

- provide the community with clear, accurate and unbiased information on transport system performance;
- monitor and report to the community against environmental, social and economic performance indicators for achieving a sustainable city.

### Involve

The New South Wales Government must:

- engage the community in developing the rolling long-term transport plan for Sydney called for in this report;
- continue to positively engage the community in all consultation programs and processes, ranging from the Sydney plan and its transport plan to individual projects.

### Change behaviour

The New South Wales Government must:

- require transport access plans for all new land developments;
- implement behaviour change programs in conjunction with all new transport infrastructure projects;
- promote the move towards more sustainable outcomes and reduce car dependency by funding large-scale programs aimed at changing individuals' transport behaviour—in cooperation with the Commonwealth Government;
- work further with large trip generators (large employers, universities, hospitals, etc.) transit operators and customers to deliver programs to change travel behaviour towards more sustainable outcomes;
- work with medical practitioners to promote active transport—in cooperation with the Commonwealth Government and other health interest groups;
- apply the lessons learned from the Olympics. The Olympic Roads and Transport Authority's success with managing Sydney's transport during the Sydney 2000 Olympics must be used as the model to develop and implement policies to manage both daily and major event travel demand.

### ■ technological improvements alone will not provide a total solution—

New technology must be implemented in conjunction with changes to transport strategy;

### ■ the rate of growth of car travel underlies the problems—

Car travel will remain the dominant mode of travel. Our actions must slow its growth to population growth or less;

### ■ the community is prepared to change its behaviour—

The survey of *Community Values* suggests that the political system underestimates the community's preparedness to change;

### ■ the community must become engaged with the process—

For change to be accepted, the community must drive the change process set out in the city of cities plan, not just respond to it;

### ■ changes to policy frameworks are required—

The current existing legislative, administrative and political frameworks may inhibit positive change. A 'whole-of-government' approach on the model of the Olympic Roads and Transport Authority (ORTA) is required to manage Sydney's roads, public transport and pedestrian movement;

### ■ get the price right—

The pricing of different transport modes must be restructured to align customer and provider incentives with greater accessibility, sustainability and economic efficiency.

**BOX 5** *Support the economic, social and cultural growth of regional centres*

**System-wide recommendations**

**Integrate and improve the quality of transport services**

The NSW Government must:

- take every opportunity to increase the frequency of service on all public transit routes (progressively eliminate timetables);
- take every opportunity to make public transport services competitive with the private car (frequent, fast, convenient, safe);
- make public transport simpler to use and increase information available;
- improve transport interchanges to respond to passenger needs;
- introduce integrated fares across Sydney;
- complete introduction of integrated ticketing by extending it to tolls, parking, taxis and demand responsive transport;
- when road space is expanded by new urban road projects, inhibit inducing new car trips and ensure its use is optimised by giving the highest priority to public transport and freight.

**AN ACTION PLAN**

*For government and the community*

*The 2020 vision*

The community has said that it wants Sydney to offer improved quality of life through better accessibility to employment, education, recreation and social opportunities, at a lower impact on the local and global environment, and within a sound economic framework.

*Sydney is not one city but a city of cities*

It is well accepted, by the media and the public in general, that Sydney is composed of recognisable suburbs and regions, each having its own identity. The general level of awareness and acceptance of this concept goes as far as attributing identifiable characteristics and lifestyles to the inhabitants of each region.

The Government of New South Wales, has recognised that Sydney can be divided into identifiable and distinct areas. This project has identified six regions within Sydney, each of which has a centre or centres which in the day-to-day lives of their inhabitants fulfil, to varying degrees, the cultural and/or commercial roles which characterise a city.

*There is no one solution but a program of solutions*

Just as there is no one city, there is also no one approach or silver bullet to improve accessibility, equity and sustainability for Sydney's residents. Our report is contained in 12 volumes of technical papers and the solutions are set out in a suite of interdependent recommendations, all of which must be adopted if we are to achieve the vision of a safe and efficient transport system. The package recommends support for a safe and efficient transport system with healthier lifestyles, greater transparency in the pricing and funding of transport, improvements to rail, road and bus and new technologies.

The authors wish to stress that while this document highlights some of the most productive and feasible actions (below and in the accompanying break-out boxes), the report outlines a course of treatment to be followed and does not—and is not meant to—offer a menu of options from which to choose.

*Report highlights*

Box 1. All New South Wales Government agencies must work with the community to **reinforce Sydney's city of cities structure** in all their actions. This will bring communities and their key facilities and activities closer together. Planning and transport agencies must develop a transport system to support this, making greater use of more sustainable transport modes.

Six cities or regions are proposed within the Sydney basin with a seventh on the Central Coast. Parallel development of the adjacent cities of Newcastle and Wollongong is also proposed to reduce pressure on the Sydney metropolis.

Boxes 2&5. All New South Wales Government agencies must work with the community to **support the economic, social and cultural growth of the centres within each region**. The planning and transport

## **BOX 6** *Remove barriers to change*

The New South Wales Government must accept that the challenge of delivering sustainable transport for Sydney cannot be delivered by the traditional transport portfolio and must:

- adopt a community-linked, Olympic Roads and Transport Authority-style whole-of-government approach to sustainable transport;
- fully integrate the current land use planning and transport planning regimes.

The New South Wales Government must review its structure and budgeting to foster outcomes and must:

- develop a funding and budgeting mechanism based on outcomes—in conjunction with the Commonwealth Government;
- move towards an outcome-based structure and set of ministries;
- align its administrative regions with the city regions of common interest and establish place managers for each.

The New South Wales Government must:

- amend regulations governing buses, taxis and demand responsive transport;
- conduct a trial of new concepts in conjunction with the experimental Sydney Overground to increase availability of more flexible forms of transport.

agencies must develop frequent, highly accessible mass transit links between centres and feeder systems to those centres to better serve residents' travel needs.

Box 3. The New South Wales Government must work with the Commonwealth Government, other state governments, local governments and the private sector to **send the right pricing signals and broaden the funding base for transport**.

Current pricing signals, including widespread availability of free parking, do not encourage use of the more sustainable alternatives. The community requires transparent and visible pricing information to enable informed choice of the options available. The New South Wales Government should also investigate incentives to provide additional support for the take-up of sustainable modes of transport.

The community knows that Sydney has not been investing sufficiently in mass transport, walking and cycling. The community requires government to provide it with a clear and long-term commitment to funding public transport.

Box 4. The New South Wales Government's planning and transport agencies must **engage the community** to ensure that community values, knowledge and priorities for improving transport are captured and the changes proposed are facilitated. The community has said that current levels of consultation are not sufficient and occur too late in the process. To support the changes being proposed, the community does not want to be consulted but to be represented in the process from the outset. Information on performance must be accurately monitored and reported to the community.

Box 6. The New South Wales Government must work with the community to **remove barriers to change** created by existing legislation, regulations and organisational structure.

### ***We must all work together and stay committed to the task***

The authors of this report recognise the inter-relationship of the issues and solutions and of the duties and responsibilities of government and the community. We have attempted to identify not only what must be done but also what partnerships of all levels of government, government agencies, commerce, industry and the community can best effect the necessary changes.

We need to be mindful of path dependency. Our vision can be achieved by recognising where we are starting from and working diligently towards what we want in the future. In preparing this report we have found that the community is willing to change its behaviour and wants to be involved in developing and implementing the solutions to the challenges facing Sydney. What is required is a closer partnership between government and the community.

As with other challenges facing our community there is no simple solution. The decisions to be taken are not easy. A fully inter-related and inter-dependent set of actions must be taken and maintained to achieve Sydney's 2020 vision.

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The Sustainable Transport in Sustainable Cities Project team thanks the following:

## Special thanks to:

Over 200 people have willingly contributed their time and intellect to the Sustainable Transport in Sustainable Cities project over its three-year life. We would like to acknowledge the assistance of the team leaders:

Piers Brogan,  
David Brown,  
Garry Glazebrook,  
Kathy Jones,  
John Mant,  
Bob Meyer,  
Dr Nariida Smith,  
Dr David Thorp, and  
Professor Patrick Troy.

John McKerral, Editor-in-Chief  
Ken Dobinson, Project Director.

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