We, the people of the southern Sydney and Wollongong region, have a vision of:

An access and transport system that is ecologically sustainable and supports a healthy lifestyle, the aesthetic characteristics of neighbourhoods, and the economy of the region.

We urge federal, state and local governments to work together with private transport providers and community representatives to design a comprehensive transport and access strategy that delivers the vision.

This strategy should be formulated over the next twelve months with the aim of delivering its goals over the ensuing two decades.

Such a strategy is essential in the face of Sydney’s continued population growth, the need to conserve remaining natural areas, the NSW Government’s “urban consolidation policy”, the health impacts and reduced urban amenity caused by the current dominance of car-based lifestyles, the economic and ecological dangers of continued reliance on high fossil fuel consumption, and the inequities built into current access modes.

The strategy should contain the following elements:

- Upgrade of existing heavy rail infrastructure.
- Construction of new rail lines on major trunk routes.
- Increased frequency of public transport availability.
- Integrated fares, ticketing, timetabling and information systems for the whole public transport network.
- Design of roads and intersections to give priority access to buses.
- Provision of an integrated network of safe bicycle and pedestrian routes.
- Increased facilities for bicycles at major centres and on public transport.
- Consider land use and transport planning together.
- Secure funding for the maintenance and upgrading of public transport systems.
- Action to end perverse subsidies for road transport.

This document contains a brief discussion of the factors causing access and transport problems in the sector. They range from infrastructure to systemic issues that currently encourage continued growth of road-based transport rather than other forms of transport.

It is not our intention to dictate the details of the strategy that should be formulated to provide the people’s vision, or to provide an in-depth analysis of the issues. Details will depend on the innovative nature of solutions, technology and resources. We are aware that a multi-modal system must be part of a comprehensive transport infrastructure.

We urge all levels of government and all private transport providers to work together with the community to formulate the strategy. As is clearly recognised in the UN’s Agenda 21, sustainable outcomes are best achieved when partnerships between government, business and the community are strong and transparent.

This vision highlights that the underlying motivation for developing transport systems should be to improve access rather than simply provide transport for its own sake.¹

The community believes that Federal, State and Local Governments should resource this vision in a sustained way, and work towards critically reviewing those urban and social development factors that continue to give preference to road-based transport.

¹ This vision acknowledges that improving access is the primary goal of the strategy.
The Southern Sydney and Wollongong Region is home to over 600,000 people. It extends from Wollongong in the south to the fringes of Sydney’s CBD — Australia’s largest business and commercial centre — and extends ten to fifteen kilometres west from the coastline.

At the sector’s northern end is the country’s busiest airport and seafreight terminal. Both are located on the shores of Botany Bay, birthplace of modern Australia and a significant part of the heritage of Aboriginal Australia. The district is also home to the central industrial area, which is currently undergoing dramatic changes as part of the State Government’s re-urbanisation program.

South of this industrialised area are the three St George area councils of Rockdale, Kogarah and Hurstville. Each has its own dynamic civic and commercial centre surrounded by neighbourhoods originally established in the 1940-60s era. These are also undergoing significant changes. Botany Bay, and the Georges and Cooks Rivers border these councils. All three waterways have recreational and industrial uses.

To the south of the Georges River, is the Sutherland Shire. This council area is a pot-pourri of waterfront and bushland residential suburbs, industrial parks and commercial centres. It has within its boundaries the world’s oldest National Park, the Royal, as well as Heathcote National Park and the Hacking Catchment. The national parks provide a treasured and heavily used expanse of natural bushland between Sydney and the beachside suburbs of Wollongong.

The Wollongong Council area is nestled below the cliffs of the Illawarra Escarpment. The main commercial areas of this council is the city CBD and Port Kembla. This area is one of the fastest growing regional centres in Australia and provides much of the feeder traffic volumes for the southern-sector.

Problems of the Southern Sector

The rich and diverse array of commercial and retail precincts, natural heritage and recreational areas, homes, industries and civic centres that make up the southern sector is supported by a transport system currently struggling to meet the growing demand for movement throughout the region. Congestion on major roads spills over to feeder routes – not designed for large traffic volumes. These roads often pass through residential areas or small commercial centres, degrading their amenity. Bottlenecks occur at many intersections. Overcrowded services encourage people to prefer travel by private transport, increasing demand for parking space at major nodes. A flow-on effect is an increased numbers of cars per household with attendant demand for increased space to accommodate car numbers.
Road network

The F6, Princes Highway and General Holmes Drive are the major north-south arterial roads that service the sector.

In the year 2000 there were just over 200,000 vehicle movements on average per day between the southern sector and the inner Sydney metropolitan districts to the north. After the opening of the M5East Motorway this number jumped to just under 240,000 as motorists were attracted to the new road and faster travel times. People who previously caught the train made many of these additional car trips. Rail passenger journeys on the East Hills line dropped by 8 per cent, or around 2,500 on average per day, as people switched from rail to road.

Only 14 months after the new motorway opened, this part of the road network has become more heavily congested during the morning peak period than it was before so that the M5 Motorway is already operating close to its ceiling capacity.\(^5\)

This outcome provides a classic example of how road traffic quickly grows to fill new road space. This is often referred to as induced traffic growth.

Those who travel to a train station by car also increase traffic on roads. Some of these travellers can catch train services closer to their homes but choose to park their vehicles at the Sutherland rail station or near Kogarah or Rockdale stations. Frequency and reliability of trains at these stations is higher than those on the Cronulla spur (See Box 2).

Congestion on the main road routes, combined with problems with alternative transport systems, spill over to create problems on feeder routes and local roads. Neither of these road systems is designed to take large volumes of traffic.

Congestion, and the decreased amenity and detrimental health effects caused by the dominance of car-based transport (see Box 1), is increasing in the southern sector. Unless steps are taken now to reduce the dominance of road-based transport, the problems will deepen in the next decade.\(^6\)

The elements in the comprehensive transport strategy we recommend have as their basis a need to reduce dependence on the private motor car.

Box 1: Effects of motorised traffic

In a risk assessment study, Sutherland Shire Council identified increased use of motor cars as one of the most damaging factors impacting on the environment, and the factor that could most cost-effectively be positively influenced through good planning.

Heavy traffic, particularly in neighbourhoods, is the cause of environmental, social and health problems. Heavy car traffic changes areas where most people may reasonably expect safety, security, health and a stimulating environment, causing sterile, dangerous, unpleasant effects which good planning can avoid. There is now a considerable body of scientific evidence that living on heavily trafficked streets is associated with an increased incidence of health problems, particularly chronic respiratory troubles.

Noise from traffic is centrally implicated in the explanation of raised incidence of morbidity and mortality in urban areas. Problems from noise include: annoyance, interference with speech communication, sleep disturbance, psychophysiological effects, mental health effects, performance effects and effects on residential behaviour.

Heavy Rail

The daily number of cars and trucks on the region’s trunk routes is large, but during the morning peak period, when sector transport networks are pushed to their limits, people movement is dominated by the Illawarra Rail Line.

In fact heavy rail carries about the same number of people across the Georges River at Como between 7 and 8 o’clock each workday morning as all three arterial roads combined!\(^7\) If all of these train passengers were to drive to work, bumper-to-bumper, they would form a queue 80 kilometres long. This is equivalent to filling four lanes of roadway from the Sutherland Shire to the CBD with cars.

These useful rail services are struggling to cope with demand. Regular rail commuters from Wollongong have to stand for long periods to travel to jobs in the Sydney CBD and other metropolitan centres. Getting a seat for the journey home can be just as difficult.\(^8\)
Growth in demand for rail services has been seriously underestimated by public transport planners. They had anticipated a three percent increase, but in the four years from 1996, rail passenger journeys on south coast services increased by 53 percent. At metropolitan stations on the Illawarra line, passenger numbers grew by 27 percent for the same period, making it the most heavily patronised of all rail lines in the CityRail network.

A heavy rail infrastructure is essential for long distance trips and high volumes of people, as well as the movement of freight to reduce truck traffic on roads.

- To solve overcrowding and relieve pressure on the road network it is essential that current passenger rail infrastructure be upgraded within five years.

In addition, new rail lines need to be developed for those communities currently without access to rail, and to better accommodate the movement of freight.

- It is necessary to formulate a strategy within the next twelve months for expanding the heavy rail infrastructure.

Feeder Services

Heavy rail is the major people-mover component of the public transport system, but its ability to provide effective and efficient access is dependent on its frequency and the operation of feeders services, such as buses and light rail.

Many communities in the Southern Sector are poorly serviced by public transport. There is either no service, or the service is so infrequent as to be impractical for all but peak-hour travel.

- It is necessary to increase the frequency and reliability of rail services. (See, for example, suggestions options in Box 3.)

- It is necessary to significantly increase the frequency of bus services from surrounding suburbs to local centres and rail stations.

There are systemic problems, including funding and infrastructure issues, that currently inhibit the effective operation of feeder services. For public transport to be a viable alternative to the private motor car, it must run at a frequency of at least 15 minutes from 6 am to 11 pm each day. It must also be available within a 500 metre walk from home. Modern communications and computer technology have the potential to make much better use of the large number of community buses, now sitting idle most of the time.

- Timetables should be coordinated to maximise the number of people entering and leaving the trunk route to join feeder routes.

- A single ticket should be available for use on all modes of public transport, and users should not have to pay a penalty in their fares for having to change from one mode to another. Discounts should be provided for users who pre-purchase weeklies or other multi-ride...
tickets. Consideration should be given to introducing a “Southern Zone” TravelPass covering all travel in the region.

- One map should show all services in the region, irrespective of who operates and owns the service. Maps and timetables should exist at all service nodes, using a uniform set of symbols and clear and legible signage.

- Roads and intersections should be designed to give priority access to buses.

  Supplementing privately operated bus services in the sector with a light rail infrastructure may be an option. The Bay Light Express is one proposal (see Box 5).

  Particular attention should be given to areas such as Kurnell and Menai and Bangor which are poorly serviced by public transport. Menai and Bangor, for example, pay a heavy penalty for private vehicle dependence: isolation of those without vehicles; considerable congestion on major road routes; isolation of Woronora Valley with the building of the Woronora Bridge; and the intention to build the Bangor Bypass close to homes and through bushland containing endangered species.

The new Woronora Bridge provides access to gradients that could accommodate light rail. Such a dedicated system would significantly address Menai’s isolation and would service the industrial area of Bankstown as well as providing commuters who currently travel east-west roads with a public transport alternative.

**Livable Cities**

The southern region is heavily influenced by the State Government’s urban consolidation policy. High-rise developments are now features around transport nodes and shopping centres throughout the sector. In the next couple of years councils estimate that more than ten thousand residents will be seeking to use the transport system from developments now being completed at major nodes. The pressure on the transport network is also expected to increase with the continued growth of the Illawarra region.

Providing better access to the public transport system by encouraging walking or cycle use has a significant potential to reduce car dependence as well as increase health outcomes. Pedestrians and cyclists, however, cannot compete with cars.

- The location and maintenance of footpaths and cycleways should be a primary concern of urban planners and councils, and pedestrian access should not be compromised by other development pressures.

  Often urban plans have incorporated pedestrian access in suburbs to provide shortcuts to commercial and transport nodes through residential areas. Unfortunately the pedestrian walkways are often poorly signposted and maintained and consequently fall into disuse, being then subsumed by adjoining properties. Or the access path may become single lane roads and thus unsafe for use by children, and unattractive for pedestrians and cyclists.

  A percentage of Section 94 funds should be used to retrofit areas that are lacking in pedestrian and cycle ways. It should be a condition of consent for new developments that such paths are constructed, and that bus stops are located close to their exit point.

  Further,

- Facilities for bicycles at rail stations and key centres need to be systematically implemented over the next five years. Cyclists should be able to traverse longer distances on public transport and use bikes to access homes or recreation areas. Space should be made available on carriages for bicycles.
The inadequacies of the transport infrastructure are a clear indication of a lack of integrated planning at state and federal government levels. Where people live and work, how freight is transported from region to region, and how people access major centres are part of an intricately linked system. Yet at present the two dominating forces controlling urban planning are a high budget Roads and Traffic Authority, and real-estate developers, directed weakly by policy attempting to control Sydney’s sprawl.

- A well-resourced urban planning authority should be established which coordinates development and implementation of urban planning including a comprehensive public transport strategy.

**Funding for Public Transport**

Government funding for public transport is far below that provided for private transport at both the Federal and State Government levels (see Box 6). The success of alternative transport programs, depend upon a well-maintained and adequately serviced public transport system.

In addition to direct funding to the motor car in the form of creating and maintaining the roads infrastructure, the indirect subsidy to the car is enormous. These subsidies come in many forms, including open space dedicated to parking, publicly funded services dedicated to policing roads and coping with accidents on roads (including ambulance and emergency hospital services), preference to decisions which enable better access for cars over those for pedestrians and cycleways. The Federal Government refuses to introduce fringe benefits tax breaks for firms offering public transport incentives in pay packages, but provides fringe benefits tax for company cars.

Tollways are a beginning in making motorists pay for trips, but they may still be avoided and are also subsidised (see Box 7).

**Box 6: Funding for roads and rail**

Roads attract the lion’s share of Federal funds. In 2000, ABS shows that the Federal Government allocated $1.2 billion for regional roads and $400 million for the National Highway System on top of $1.6 billion a year allocation to the States. In addition, $350 million was provided towards Sydney’s Western Orbital and $293 million for an external Albury bypass coupled with $70 million towards an internal boulevard. By contrast, only $250 million over four years was allocated to upgrading “sub-standard” national rail tracks.

In 2001, Carl Scull, Minister for Transport, made a bid for at least $2 billion to properly fund the Parramatta-Chatswood rail link and fix the rail system. Instead he was given about half the requested amount. The consequence is that the rail link has been substantially delayed – if not abandoned. The rest of the money will be spent on infrastructure works that were not carried out in previous years (SMH: 28/3/01).

At the same time as deciding to underfund the requirements of the public transport system, the State Government allocated an additional $123 million on top of existing spending of $200 million to upgrade the arterial road from Seven Hills to Windsor.

**Box 7: Toll subsidy**

The NSW government subsidises private vehicles for using toll roads with its cashback scheme, enabling motorists to get money back from government for using the tollway. In 2002 this cost the NSW government $54 million. For 2003, the estimate is $65 million.

When hidden subsidies for private vehicle use are considered, they amount to $8 billion per year in Australia. In Sydney, road congestion costs about $6 billion per year, road crashes about $3 billion per year, and noise and air pollution is at least $1 billion per year. By contrast, the explicit community services obligation payment to the rail system is about $900m per year. Such subsidies create fewer downside secondary effects than large hidden subsidies to road vehicle use. Studies of European, wealthy Asian and Canadian cities with good public transport systems show that less of the cities wealth is tied up in transport once the upfront cost of providing the public transport infrastructure has been made.

- It is necessary to bring funding for public transport infrastructure development and construction into line with funding for roads.
- It is also necessary to set up mechanisms to encourage local government to contribute to public transport infrastructure, and to provide secure, long term funding.

In addition, to supporting an increased emphasis on public transport it is necessary to

- Make changes to legislation and policies that currently provide subsidies to private motor vehicles and instead provide advantages to public transport users.

**Box 8: Consequences of road subsidies – the case of freight**

The consequence of a continued subsidy for the upgrade of roads over rail is that the technology of rail services has not improved. Sydney-Melbourne freight trains took about 14 hours in the 1960s. In 2001, they still do! Meantime, reconstruction of 86 per cent of the Hume Highway since 1974 – with full Federal funding – means heavy trucks can now move freight between the cities in 10 hours. So more than 80 per cent of Sydney-Melbourne inter-city freight goes in heavy trucks. In some cases, the truck drivers work excessively long hours, putting their health and other road users’ safety at risk.
Sustainable solutions

Current access and transport infrastructure and decision-making processes lock Australians into the unsustainable consumption of fossil fuels. The implications of this for the long-term welfare of society are profound.

Global oil reserves have now peaked and are in decline. This means that half of the world’s known oil reserves have been used. Because the reserves that are easiest and cheapest to access have been the first to be exploited, remaining reserves will be more expensive to extract. It also means that the location of remaining reserves will become increasingly concentrated in those countries where reserves were originally the largest—the Middle East. The real problem of scarcity in this sector will not occur in a form whereby one day there is suddenly no oil left. It will occur slowly, and as a result of several factors, all of which will work to raise prices. These include: increases in the rate of global demand (currently 6 per cent per annum) outpacing the rate of new reserve discovery (currently at 3 per of consumption growth, and declining); restrictions in global shipping and refinery capacity; and increases in capital outlay for exploration and mining—as wells age, oil becomes more difficult to extract, and therefore more costly.16

Cities and regions with a greater reliance on car use for their transport needs will feel the inflationary effects of rising petrol prices more than those regions served by a comprehensive public transport network. In the event of conflicts where global supplies are reduced and actual shortages occur, the day to day economic activities of regions with transport systems that use electricity, such as rail, will be able to continue their daily routines with less disruption.

Current access and transport options are also inequitably spread among the community. In the southern sector, 64 per cent of the population are registered drivers, leaving 36 per cent dependent on public transport or friends who drive. These include young people, those with disabilities, the elderly and people who simply don’t want to drive. The number of registered drivers in each of the LGAs as of 30 June 2000 were Hurstville 45,993 (62 per cent), Kogarah 34,029 (65 per cent), Rockdale 55,591 (60 per cent), Sutherland Shire 145,515 (68 per cent) and Wollongong 191,049 (61 per cent).

The major aim of the community’s vision, articulated at the beginning of this document, is to move away from the unsustainable and inequitable dominant transport mode of today, to one that is sustainable, equitable, and promotes a healthy community.

Action initiated

Results from a community values survey conducted by the Warren Centre at Sydney University shows that Sydney residents feel strongly about the need to develop public transport infrastructure and are prepared to pay for this at the expense of road funding. Almost three-quarters (73%) of respondents believe that not enough money and resources are being invested in Sydney’s public transport. To a lesser extent (52%), they also want increased road infrastructure, but not at the expense of public transport. Another interesting finding is that the perception of decision makers of what the public want is not very accurate20.

SSEC and EcoTransit Sydney are among a number of non-government organisations (NGOs) lobbying for better transport and access planning in Sydney and its hinterland. Learning that councils in the southern sector not only recognise the transport crisis but have also developed plans to deal with transport issues, the two organisations encouraged transport and land use planners from Wollongong, Sutherland Shire, Rockdale, Kogarah and Hurstville Councils to meet and consider transport issues on a regional basis. These meetings and representations to the State Government by SSEC, EcoTransit, and the five councils have culminated in an agreement by the NSW State Department of Transport to form a “Transport Forum” in which planning for the region will occur.

Concurrently, NGOs have put together this vision document, endorsed by many in the community, to reinforce the public message that action for public transport is supported by the community.

To register your endorsement of this vision statement, or to view the list of those individuals and organisations who have endorsed the vision, please log on to: www.ssec.org.au, and follow the prompts to “Transport Vision.”
Endnotes

1. More transport infrastructure may enable people to travel further, faster, but this wastes land, investment capital, time, and fuel. Better access to work, school and recreational and business facilities, can be provided by better urban planning.

2. Residential Populations for the 5 Local Government Areas as at 30 June 2000 were Rockdale (92,869), Kogarah (52,641), Hurstville (74,165), Sutherland Shire (214,380), Wollongong (191,049).

3. The Royal was the oldest National Park. Yellowstone in the USA is the oldest State park.

4. To the west of the escarpment is the Wollondilly Shire. This area is not in the southern sector but is also undergoing rapid growth and effecting demand for access to the Sydney metropolitan area.

5. In addition to these unexpected outcomes, construction cost of the M5 East, at about $800 million, was much higher than initial estimates.


7. In the morning peak period (7-8am) average vehicle numbers for 36.002 (Captain Cook Bridge), 36.001 (Tom Uglys Bridge) and 42.001 (Alfords Point Bridge) were 4,011, 3,826 and 4,288 respectively. These data are for the year 1999 as data for the year 2000 are unavailable. All of these bridges are operating at, or near, their ceiling capacities in the morning peak so little variation is expected. A vehicle occupancy rate of 1.1 was used, giving a total of 13,338 passenger movements on average per weekday across the three bridges during the morning peak.

8. These comments are based on the personnel observations of Sister Mary D’arcy from Wollongong and Cathie Harman from Kirrawee that were reported in the Sydney Morning Herald, 25 February, 2002, p.7

9. StateRail total daily passenger journey estimates for East Hills services were 31,090 for May 2000, 31,250 for May 2001 and 28,750 for May 2002. For the period between May 2001 and 2001 there was a general decline on the CityRail network of about 3 per cent. This coincided with the loss of between 30 and 40,000 jobs in the Sydney and North Sydney CBDs in the Information Technology and Advertising sectors. Losses on the East Hills lines were markedly steeper than those on any other line, with most occurring subsequent to the opening of the M5 East.


11. This includes all stations from Waterfall into the city. Source: Personal communication, StateRail, 2003

12. Illawarra Rail services currently enter Central railway station at 140 per cent of their seating capacity. The average for the CityRail network is 120 per cent.

13. This requires completion of the promised duplication of the Cronulla Line, and completion of a new Waterfall-Thirroul route, currently promised by the NSW Government for 2010.

14. Aligned to this issue must be consideration of where major freight nodes should be located and upgraded. Proposals to extend works at Port Botany would increase the freight load and severely impact transport routes throughout the southern sector. Completion of a new Waterfall-Thirroul route would also improve rail freight efficiency and assist in maintaining the viability of coal exports via Port Kembla dependent on rail exports, and the ability of BHP Steel to get efficient low cost rail transport from the Port Kembla steel works to Brisbane, Melbourne, Adelaide and Perth.

15. Bus services in NSW operate on a “commercial basis”. The Department of Transport advises that operators are currently meeting the service requirements under their existing contracts. While the Government cannot direct operators to provide services above the Minimum Service level requirements, it has recently released a discussion paper on the proposed Performance Assessment Regime (PAR). Kevin Moss, MP believes that implementation of PAR will encourage widespread implementation of industry best practice standards across a range of service characteristics including service frequency, passenger information and wheelchair accessibility. Mr Moss’ assurances are not very convincing to those advocating better bus services. As long as such services are required to operate on a “commercial basis”, “unprofitable” routes will be poorly serviced. Bus companies may be more likely to provide the required level of services if the same level of subsidy is provided to them as is provided to the motor vehicle. In an initiative to demonstrate the need for better public transport, Sutherland Shire Council has implemented a support system for bus companies to provide a more frequent service to the Kurnell Peninsula from Cronulla in Summer 2002. Unexpectedly it was residents rather than visitors who utilised the extra service.

16. Brendan Gleeson and Bill Randolph, Sydney must shed its complacency, SMH 16/1/03

17. An example of the importance of considering the transport network as a whole is provided in recommendations for transport in the Wollongong area made by Dr Mark Bachels and Prof Peter Newman in Chapter 7, page 152 of Back on Track: Rethinking transport policy in Australia and New Zealand by Laird, Newman, Bachels and Kenworthy UNSW Press 2001: Better integration of private bus services with introduction of bus services to meet the main commuting trains, development of a new railway station at Oak Flats to serve the growing residential areas of Shellharbour City Council with a rail - bus interchange and parking areas for cars and bicycles. Construction of Waterfall - Thirroul railway tunnel to start immediately after Dapto - Kiama electrification (now under way) for faster passenger services and more efficient freight trains. Completion of the Maldon - Port Kembla railway to give better freight access to Port Kembla and to develop an Illawarra-Macarthur-Parramatta link for rail passengers. Introduction of parking charges in Wollongong's CBD - it is one of the few cities in the OECD of its size with no parking meters. Continued development of cycle-ways and commencement of a long overdue program to provide more footpaths on residential streets


19. www.ecotransit.org.au


SSEC: March 2003 8 www.ssec.org.au