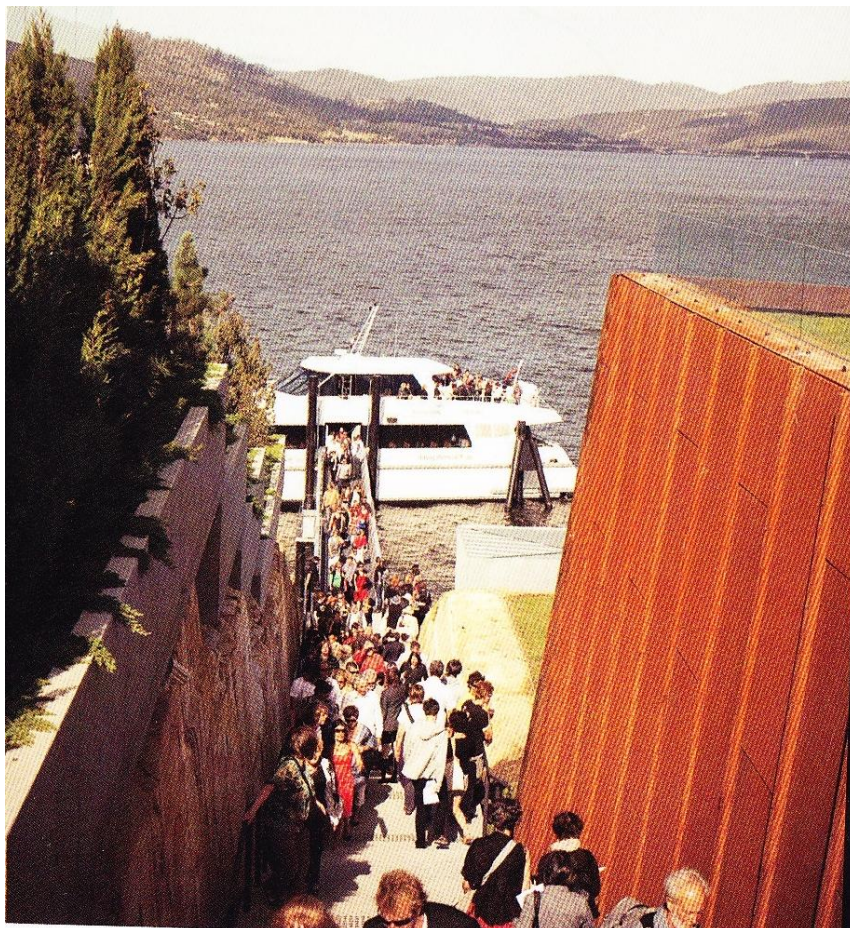


INQUIRY INTO INTEGRATED TRANSPORT OPTIONS

GOVERNMENT ADMINISTRATION COMMITTEE "B"



AUGUST 2012

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EXECUTIVE SUMMARY

Navigators, under a variety of business names, has the longest history in Hobart of providing water-based commercial and tourist services having operated from Brooke Street Pier for 70 years. Their knowledge of the waterways and the operating requirements of the River are unparalleled in Hobart.

It is Navigators view that under the circumstances outlined in this submission, it would be possible to include a water commuter service into an Integrated Transport System (ITS) for Hobart.

The submission discusses the important role that Local Government must play in the process, and how by empowering them better outcomes can be achieved. However, integration between all levels of Government and private enterprise is essential for a truly Integrated Transport System to be realised and function accordingly.

The submission discusses barriers to achieving this result, and highlights the need to recognise that the fundamental aim of an ITS is to compete with private vehicles on public roles. This implies policy settings that include incentives as well as disincentives, and a commitment to make Public Transport attractive, accessible, efficient, and affordable to the travelling public.

If this view is taken it *is* possible to determine simple solutions at an acceptable cost when compared to the substantial funds required for massive road projects. This is particularly the case for Hobart with its unique opportunity for river commuter systems.

This inevitably leads to discussion of how “Transport” is defined in the term “Integrated Transport System”. Is the discussion about Public transport, or Private transport, or some integration of both. The Increasing complexity of financial and institutional arrangements means that the distinction is becoming less clear and is basic to the question of “Who Pays”.

The submission postulates that it is simplistic to assume that Public Transport is a system provided and funded by Government for mass movement of people, and

therefore appropriate to be deficit funded by the taxpayer. The corollary of this thinking is that Private Transport for mass movement of people should be self funding and free of taxpayer support.

It is Navigators' view that this distinction has been at the heart of delays in developing and implementing an Integrated Transport System for generally and for Hobart in particular. This view is supported in other inquiries into integrated transport.

The submission contends that although it would seem a self evident link, urban planning and transport planning in an integrated system has not held a priority in Tasmania. While Development Applications may need to consider traffic studies, they do not generally require consideration of mass transport implications and/or solutions, and certainly not in an integrated fashion.

This delinking of urban planning and Transport planning needs to be addressed. The overseas experience presented in the submission, and the experience of Portland in Oregon USA confirm that close coordination between these two processes is essential if an Integrated Transport System is to be realised.

The precursors therefore for the successful incorporation of a River Derwent Highway into an Integrated Transport System are:

1. Recognition that Local Government has a critical role to play that it must accept, and that it needs to be empowered to be able to assume this mantle.
2. An Integrated Transport System must involve both Government (at all tiers) and private enterprise in a partnership that is profitable to both parties. Profitable to Government in meeting its aim to develop Sustainable Cities and to private enterprise in meeting its costs and profit targets.
3. A clear, direct and functional linkage must be established between Urban Planning and Transport Planning processes and operatives.
4. Ferry Commuter services utilising existing tourist operations, infrastructure and links.

When considering a commuter ferry service on the Derwent, the objective must be to develop an integrated system that is there for the long-term and is as financially viable as is possible. It must be able to offer an alternative to private cars that is efficient and comfortable in all weathers and seasons.

For the service to work, it must have appropriate associated infrastructure such as car parks, shelter and efficient accessible jetties. Above all, some study of the commuter demographic needs to be undertaken, so that the development of the service can be staged to the optimum passenger demand and feeder capability. All this requires a carefully considered strategy to be developed. In the absence of a good strategy, the risk of waste, low efficiency or failure rise significantly.

If these conditions are met, then a River Commuter Service of the nature outlined in the final section of this submission can be successfully implemented.

1. NAVIGATORS – OVERVIEW

Navigators, under a variety of business names, has the longest history in Hobart of providing water-based commercial and tourist services having operated from Brooke Street Pier for 70 years. Navigator's knowledge of water transport and related operational matters are both unique and unparalleled in Tasmania. Their services include:

- Under their former brand – Roche Brothers – Navigators have been involved in providing water based commuter and tourist experiences since 1951.
- For 28 years, Navigators, as Port Arthur Cruises, has provided the Port Arthur water experience carrying more than 2 million passengers operating out of the Port Arthur site and working in close conjunction with the Port Arthur Historic Site Management Authority (PAHSMA).
- Through the long held relationship with Port Arthur Historic Site, Navigators has assisted in creating extensions to the iconic experience surrounding the land-based operation to include harbour tours and dedicated expansion of Island tours as part of the sites continuing visitor experience.
- Since 1951, the company has provided Derwent River Cruises on a regular schedule, as well as for function and event bookings using both the iconic Cartela and the high tech catamarans, Excella and Marana.
- Navigators has assisted in design and or construction of numerous shore loading facilities including jetties at Mason Cove, Point Puer and Isle of the Dead at Port Arthur, Wrest Point, MONA, Wilkinson's Point and the jetty at New Norfolk.
- Since 2006, Derwent Cruises, and later Navigators, has been carrying passengers to the Moorilla Estate winery and restaurant and since January 2011 MONA when it was estimated that in the first year of operation, 50,000 passengers would be transported to MONA from Hobart by either coach or ferry. The actual numbers of paying passengers for the 12 months from July 2011 to June 2012 was 90,000 with an additional 8,500 function guests.

As part of their operations, Navigators have operated an integrated transport arrangement that links their water operations with bus transport in both Port Arthur and in Hobart for the MONA destination.

As key providers of water based transport in Hobart and environs, Navigators have been frequently requested to provide commentary on water based commuter services, and their integration with land based transport options.

Our Vision

To be the first choice of water transport provider for Tasmania known for quality, reliability and quick response to customer needs

Our Mission

To secure long term employment for staff and a financial future for the owners' families ensuring that work/life balance is recognised and maintained and in doing so, provide a family-friendly and satisfying work environment for staff and customers, not reliant on the vagaries of tourism seasonality

Our Values

Loyalty, integrity, respect, fairness, honesty and stability

Core Organisational Competencies

The core organisational skills and competencies which are vital to achieving our mission are:

State of the art vessels and service infrastructure, excellent quality control and service delivery systems, highly trained and competent staff, best use of resources, well managed risk, solid processes and good governance.

The Value Proposition

Understanding customer and partner needs and providing reliable high quality vessels and infrastructure with excellent 'on time' service delivery

While this response focuses predominantly on how a water leg of an Integrated Transport System (ITS) may work, including preliminary costing, this submission also discusses key principles that contribute to a successful ITS and makes specific reference to the Portland US experience.

2. PRINCIPLES OF A SUCCESSFUL INTEGRATED TRANSPORT SYSTEM

(a) The Role of Government and Who Pays

A common theme in papers dealing with successful ITS is the important role of Local Government in the planning process, and in empowering them to provide the necessary impetus for inclusion in their strategic plans; in for development of appropriate infrastructure; and in coordination with other Local Government authorities to provide cross-territory operation.

The recent Western Australian Planning Commission Report puts it this way:¹

“Empowering local governments to develop and implement integrated transport plans will enable an effective approach to local transport planning and transport infrastructure, maintenance and service delivery.... “

In this context, then:

An integrated transport plan is a tool for the comprehensive analysis of existing and future transport system requirements within an area defined by a single local government or grouping of several jurisdictions that have significant transport and access issues in common.

It provides an overall framework for a holistic planning approach to resolving emerging transport issues at regional, sub-regional and local levels².

Development of ITS in green field sites should be a readily achievable target and rank highly in Local Government Schemes. However, although Local Government planners have paid lip service to the need for ITS it rarely rates highly in the priority settings of local plans. This situation is exacerbated when it comes to dealing with

¹“Guidelines for Implementation of Integrated Transport Plans” March 2012. Western Australian Planning Commission

² Op Cit: P2

existing city sites such as Hobart. There are of course additional pressures facing local government including, but not limited to:

- ❖ Resistance to more intensive use of existing urban areas to provide the necessary infrastructure.
- ❖ Resistance to urban “infill” strategies.
- ❖ Resistance to restrictions on private vehicle use
- ❖ Funding priorities that reduce expenditure on ITS to a lower level
- ❖ Disagreement between tiers of government over responsibility for, and funding of, ITS
- ❖ Disagreement over modes of transport, and appropriate nodal location and nature.
- ❖ A focus by government agencies on reducing the cost of Public Transport rather than on provision of efficient systems of people movement that fit contemporary targets on emissions and carbon footprints, and the desire for Sustainable Cities.

In all of this, there is a fundamental mind set that needs to be recognised, and in many instances changed by policy makers. That is:

*IN THE PURSUIT OF SUSTAINABLE CITIES, THE REAL FUNCTION OF AN INTEGRATED PUBLIC TRANSPORT SYSTEM IS TO **COMPETE** WITH PRIVATE VEHICLES ON PUBLIC ROADS.*

This implies adoption of strategies that include incentives as well as disincentives, and which show a commitment to make Public Transport attractive, accessible, efficient, and affordable to the travelling public.

Until this mindset is adopted, the barriers ranged against development of an ITS listed above will be insurmountable, and this debate will be raging in another 20 years, with the outcome that solutions will be harder and more expensive to implement.

It *is* possible to determine **simple** solutions at an acceptable cost when compared to the substantial funds required for massive road projects.

This is particularly the case for Hobart’s topography leading to its unique opportunity for river commuter systems.

It is probably important at this point to discuss what the term “transport system” in the context means. Is the discussion about Public transport, or Private transport, or some integration of both. The Increasing complexity of financial and institutional arrangements means that the distinction is becoming less clear and is basic to the question of “Who Pays”.

It is simplistic to assume that Public Transport is a system provided and funded by Government for mass movement of people, and therefore appropriate to be deficit funded by the taxpayer. The corollary of this thinking is that Private Transport for mass movement of people should be self funding and free of taxpayer support.

It is Navigators’ view that this distinction has been at the heart of delays in developing and implementing an Integrated Transport System for generally and for Hobart in particular. This view is supported in other inquiries into integrated transport. For example, in its teaching materials for integrated transport, the European Commission (2003a: 60) defines integration as: “the extent to which different transport services are combined or contiguous in terms of ownership, operation or usability”³.

If the aim is to provide an integrated mass transport system for people **that is in competition** to private vehicle on public roads we must look to a system that comprises both public and privately funded components that attracts taxpayer support **as a whole** to ensure its effective implementation.

Once this view, or mind set, is taken, other criteria can be identified that further define how the “integrated” in Integrated Transport System should be defined:

In their review of Hong Kong and Singapore, Luk and Olszewski (2003) give five categories of integration measures to integrate transport services:

- ❖ Physical (close proximity and ease of access at interchanges),
- ❖ Network (each mode should be organised as a network and integrated into a single system),
- ❖ Fare (single fare card systems),

³ Quoted in “**Integrated Management of Sustainable Urban Passenger Transport Systems in Dispersed Cities: A Review of Successful Institutional Interventions**”. Australian Centre for the Governance and Management of Urban Transport University of Melbourne. P 9. Activity).⁴

- ❖ Information (comprehensive passenger guides for multi-modal travel), and
- ❖ Institutional (a common institutional framework or coordinated government

Clearly, there is a need for close cooperation between State and Local Government in Tasmania if a real ITS is to be developed, and done in close partnership with private industry.

This begs the question of Who Does What. Some guidance can be given from the experience of Germany's **Hamburger Verkehrsverbund, (HVV)** which has served as a model for Continental Europe in developing integrated transport plans. The HVV was formed to coordinate public transport services and left the role of service delivery to private companies.

The split of roles and functions can be summarized as follows:

Within the HVV, an integrated timetable and ticket system allows the passenger to use the area's buses, metro trains (the U-Bahn), suburban railways (the S-Bahn), and ferries using a single ticket, without transfer fees.

Critical HVV functions include:

- ❖ Public transport planning
- ❖ Service delivery levels and timetabling
- ❖ Network route design
- ❖ Fare structures and prices
- ❖ Distribution of fare revenues to member firms, and
- ❖ Public transport marketing, advertising, and public relations.

Private operators provide the transport service and make decisions over such matters as:

- ❖ Vehicle choice
- ❖ Staffing
- ❖ Maintenance⁴

⁴ Op Cit." Australian Centre for the Governance and Management of Urban Transport University of Melbourne. P 18

In short, an Integrated Transport System must involve both Government (at all tiers) and private enterprise in a partnership that is profitable to both parties, and also profitable to Government in meeting its aim to develop Sustainable Cities and private enterprise in meeting its costs and profit targets.

(b) Urban Planning and Transport Planning

It has been contended in this submission that although it would seem a self evident link, urban planning and transport planning in an integrated system has not held a priority in Tasmania. While Development Applications may need to consider traffic studies, they do not generally require consideration of mass transport implications and/or solutions, and certainly not in an integrated fashion. Yet this is critical as key infrastructure to ensure any transport system operates in an efficient and cost effective manner requires strategies that encompass issues such as:

- ❖ Urban sprawl and infill
- ❖ Transport types, routes and interrelationships
- ❖ Provision of nodes for intermodal transport transfer.
- ❖ Accessibility for commuters.
- ❖ Inter-relationships with contiguous authorities.

In this sense, local government holds the whip handle. Without its commitment it will not be possible to develop and implement an Integrated Transport System of any relative significance.

There is a disparateness here that is not unique to Tasmania, but appears embedded in the way that urban planners think about planning. For example:

“Even today, a cursory examination of the text books for urban planning and for transport planning present a considerable challenge to find areas of common interest. Further, the conventional model features a major bifurcation between public transport and private transport functions”⁵.

Not of course that urban planners are alone in concentrating on what they see as there core business. Transport planners traditionally hold the expertise, data, and funding to determine transport directions. Do they fully assess the

⁵ Op Cit:” Australian Centre for the Governance and Management of Urban Transport University of Melbourne. P 62

urban and suburban demand outcomes of their decisions.

To avoid an uncomfortable debate on this matter, the University of Melbourne report concludes:

Therefore, there are at least two consistent challenges in efforts to bring integrated transport systems into fruition; that integration between urban and transport planning is required and that revision to the processes, values, and outputs of the traditional planning approaches of urban and transport planning is required.

Accordingly, and as described above, there have been calls for greater integration urban and transport planning even to the extent that the ambit of urban planning be expanded so as to incorporate transport planning as an integral component.⁶

3. PORTLAND USA – AN EXAMPLE

The City of Portland in Oregon, USA is widely held to provide a prime example of transport planning, and is viewed as one of, if not the best, cities in the USA in terms of livability and its operation as a Sustainable City. Its transit system (TriMet):

“...is recognised as a national leader for its connection to land use. By linking land-use planning and transit we have helped create livable communities, vibrant neighborhoods, and provide alternatives to driving.”⁷

This linkage between urban and transport planning is further identified by the University of Melbourne report:

“Oregon has used land-use planning and transit-oriented development within a defined urban growth boundary to promote sustainable development objectives; TriMet claims that over USD\$6b has been invested since 1980 in development within walking distance of Max stations. Disincentives have included the rejection of several planned freeways and bypasses; famously, the planned Mt. Hood Freeway was

⁶ Op Cit:” Australian Centre for the Governance and Management of Urban Transport University of Melbourne. P 68

⁷ “Public Transport in Portland – A History” P 3

traded for a light rail system under a US Federal Government Interstate Transfer Program. Inner-city streets have been subject to parking restrictions and traffic calming”⁸.

The Portland experiences are immediately transcribable to the Tasmanian situation, and specifically to Hobart and surrounding areas. Close coordination between the two can provide strong support for the development of a water commuter service that plays an important role in development of an ITS with all of the advantages that are well catalogued, including the development of social capital through a Sustainable City. Without it, the opportunity to use the River Derwent Highway will be lost.

4. A RIVER DERWENT HIGHWAY

Properly supported by Government and Private enterprise and made a component of joint Urban/Transport planning, the River Derwent has the potential to become a major means of mass people movement. The example detailed below is indicative only, and looks at the feasibility of a regular commuter service between the Eastern Shore and Sullivan’s Cove using existing vessels and facilities.

Although not discussed here it should be recognised that it is potentially feasible to develop a service for the lower channel area, subject to discussion with the operator, utilising the Peppermint Bay vessel. This vessel currently departs Hobart at 0830 for Bruny Island (Roberts Point) with tourist commuters and returns empty. Some thought would enable a revised schedule to operate from Woodbridge to Hobart.

In short, there is the potential to readily have a commuter service operating from north of Lindisfarne to Woodbridge and serving the Eastern Shore.

(a) An Eastern Shore Service

This example is for a regular morning and afternoon ferry service between Hobart and the Eastern shore, with interlinking feeder services by bus from the Rosny

⁸ Op Cit.” Australian Centre for the Governance and Management of Urban Transport University of Melbourne. P 91

Transport Interchange, and by a smaller vessel with pick up points at Lindisfarne and Montague Bay to a central Hub at Kangaroo Bay (Bellerive).

This proposed service would integrate with present timetables and infrastructure to provide an ideal commuter service that will be price attractive, efficient, environmentally effective, and take pressure of the morning and evening commuter traffic.

(b) Catchment Area

As detailed in the timetable outlined below, use of the Rosny Transport Interchange as part of the integrated proposal provides the opportunity for the catchment area for commuters will extend from as far south as South Arm to Bridgewater in the North, and East to Sorell with the common linkages that Metro has developed for these areas. Most studies have proven that commuters walk up to 500 metres to connect to an integrated system.

(c) Tourist Connection

MONA opened in January 2011 and has become the premier tourist attraction in Hobart. Navigators has provided services to Moorilla since 2006 and in 2011, was awarded the exclusive ten year contract for the ferry and land coach services to MONA against a high level of local and interstate competitors. It was estimated that in the first year of operation, 50,000 passengers would be transported to MONA from Hobart by either coach or ferry. The actual numbers of paying passengers for the 12 months from July 2011 to June 2012 was 90,000 with an additional 8,500 function guests.

It has always been the intention of MONA to promote the water route as the primary method of travel to MONA for a number of reasons; there are not enough car parking spaces at the museum and the experience is enhanced by the first impression of the museum being seen from the water. It is important that any future ITS that has one of its key planks a ferry system utilises the already invested infrastructure thus minimising duplication.

(d) Time Table

The following timetable is based on current services where the timing has been developed over time to meet commuter needs.

For the main service operating from the Bellerive Hub to Brooke Street pier, it is proposed to use a 100 passenger fast catamaran similar to the Excella that presently operates on the MONA run.

MORNING COMMUTER SERVICE

	BUS		VESSEL 1		VESSEL 2
0735	Depart Rosny	0725	Lindisfarne	0745	Depart Hobart
0745	Arrive Bellerive	0735	Montague Bay	0755	Arrive Bellerive
0800	Depart Bellerive	0745	Arrive Bellerive	0800	Depart Bellerive
0806	Arrive Rosny	0750	Depart Bellerive	0810	Arrive Hobart
0810	Depart Rosny	0805	Lindisfarne	0815	Depart Hobart
0825	Arrive Bellerive	0815	Montague Bay	0825	Arrive Bellerive
0830	Depart Bellerive	0825	Arrive Bellerive	0830	Depart Bellerive
0849	Arrive Rosny			0825	Arrive Hobart
		0830	Depart for Casino		

EVENING COMMUTER SERVICE

	BUS		VESSEL 1		VESSEL 2
1700	Depart Rosny	1715	Depart Bellerive	1700	Depart Hobart
1710	Arrive Bellerive	1725	Montague Bay	1710	Arrive Bellerive
1715	Depart Bellerive	1735	Lindisfarne	1730	Arrive Hobart
				1735	Depart Hobart
1735	Depart Rosny	1750	Depart Bellerive	1745	Arrive Bellerive
1745	Arrive Bellerive	1800	Montague Bay	1750	Depart Bellerive
1805	Arrive Rosny	1810	Lindisfarne	1800	Arrive Hobart

(e) Costs

Estimated costs for providing the service outlined above, including operational and overhead costs are as follows

- ☐ Cost per day: \$2700
- ☐ Cost per trip: \$450
- ☐ Cost per passenger Assuming an occupancy rate of 80% (i.e. 80 persons per trip): \$5.60

It is estimated that the Total Cost of the trip should be between \$4 and \$6 per person per trip.

(f) Interstate Charges

Most public sector transport utilise distance travel (zoning) for establishing pricing, this costing has been arrived at using that methodology and comparison.

For an equivalent distance, Sydney and Brisbane Ferry charges are between \$4 and \$6 per person per trip.

(g) Brooke St Pier Development

A new Waterside Precinct for the City of Hobart



The proposed structure is to create a new waterside space for the people of Hobart and for visitors from beyond – recreating a former pier as a new tourism transport hub, providing upgraded facilities for ferry users and operators and a much enhanced public facility for the community to enjoy.

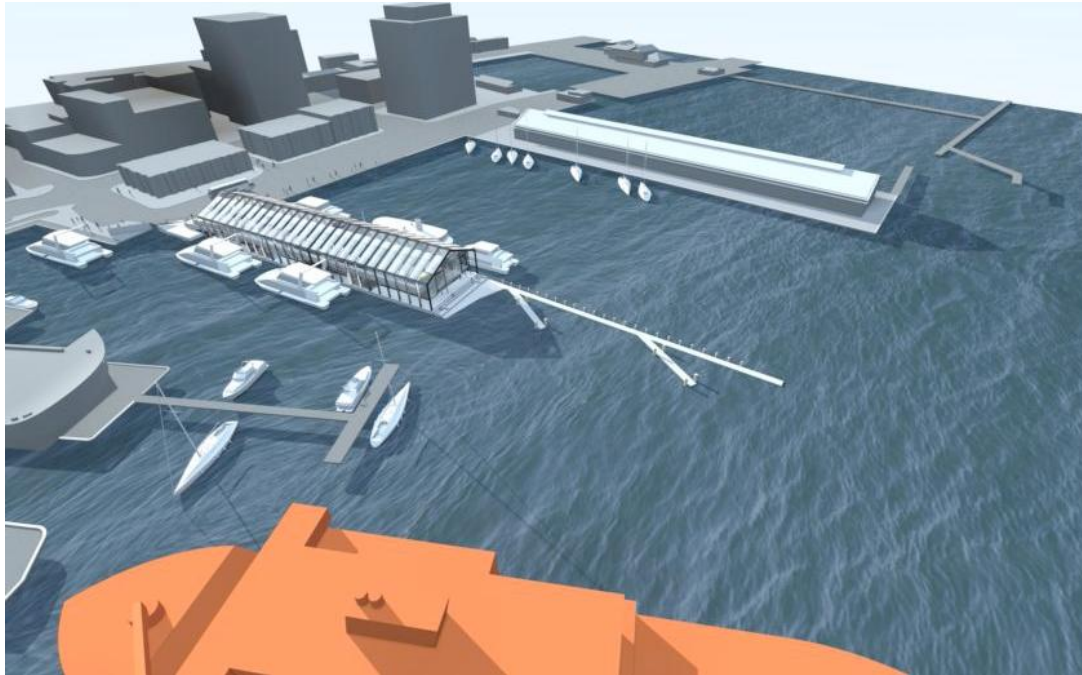
The concept will recreate the former Brooke Street Pier with a modern innovative interpretation – using the maritime heritage and architecture of the precinct to deliver a new, vibrant working Cruise/Ferry centre.

This will deliver a visitor experience that enhances the interface between land and water operations. It will provide new waterside access and commercial facilities for our community and visitors alike.

There is a current and urgent need for enhanced facilities to service the rapidly growing businesses providing water based commuter and tourism services – for example, those to MONA and Peppermint Bay. The proposed facility envisages and caters for the growth of water born commuter services on the Derwent.

In essence, the proposal is as follows:

- A new enclosed pavilion for use by all ferries and associated cruise boats, to replace the existing adhoc wharf side buildings.
- The creation of a new Waterfront Transport Hub as a central assembly pick up / drop off point for all diverse tour operators based in and around Hobart and linked directly to the Ferry Terminal.
- A floating terminal is proposed – in essence a large floating barge, 80m long by 18m wide, on which will sit the new ferry building. The terminal will thus rise and fall with the tide. This will mean that the structure will never be affected by global warming, although it will be low and close to the waterline.
- The barge floor height will match the majority of the ferry vessels and minimise disruption accessing off and on for all passengers.
- Vitally, the terminal will cater fully for disabled visitors and passengers and be compliant with the relevant Acts.
- The barge forms the base for a three storey structure, the lowest level being the ferry waiting, embarking/disembarking area; the first floor the ferry ticketing and interpretation centre and top floor office administration.



The introduction of this new spacious pier with quality services for passengers will breathe new life into Brook Street and present opportunities for increased tourism experiences and river transport.

The proposal creates both a visual continuity with the past history of the port and a firm basis for the future development and continued growth of the ferry system as an integral component of Hobart's expanding public transport network.

We commend the state and federal governments for their assistance in the development of a new pier and look forward to this further enhancing the visitor experience and presence in Sullivan's Cove.

Conclusion

When considering a commuter ferry service on the Derwent, the objective must be to develop an integrated system that is there for the long-term and is as financially viable as is possible.

It must be able to offer an alternative to private cars that is efficient and comfortable in all weathers and seasons. For the service to work, it must have appropriate associated infrastructure such as car parks, shelter and efficient accessible jetties.

Above all, some study of the commuter demographic needs to be undertaken, so that the development of the service can be staged to the optimum passenger demand and feeder capability. All this requires a carefully considered strategy to be developed. In the absence of a good strategy, the risk of waste, low efficiency or failure rise significantly.

The objective must be to develop an integrated system that is there for the long-term and is as financially viable as is possible. It must be able to offer an alternative to private cars that is efficient and comfortable in all weathers and seasons.

Roche Bros are fully supportive of a properly structured programme to implement commuter services on the River Derwent. Indeed, we have lobbied successive governments since 1975 to consider the introduction of an integrated transport service that includes a water component.

Our own experience and that in other cities shows that optimum efficiency and viability is best achieved when a commuter service is 'married' to other uses, normally tourism related. Commuter services are of necessity peak hour operations. Financial viability can only be achieved by utilising the infrastructure and vessels for the maximum time each day. This is achieved by then catering for the tourist or 'destination' market during the off peak hours.

We hope our comments are useful to your inquiry of an Integrated Transport System in Hobart. We are keen to be of any assistance that the committee may further require.

Yours sincerely,

John Roche

Roche Group