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Parliament of Tasmania

LEGISLATIVE COUNCIL
SELECT COMMITTEE

FINAL REPORT

ON

GREATER HOBART TRAFFIC CONGESTION

Members of the Committee

Hon Robert Armstrong MLC (Chair) (to 11 August 2020)
Hon Jane Howlett MLC (to 26 February 2020)
Hon Jo Siejka MLC (leave of absence from 3 February to 7 October 2020)
Hon Rob Valentine MLC (Chair from 7 October 2020)
Hon Meg Webb MLC

TERMS OF REFERENCE

1. The scope of Greater Hobart's traffic congestion and its impact on the community and economy;
2. Causes of congestion, including physical and topographical barriers;
3. Strategic planning processes between Commonwealth, State and Local governments;
4. Future initiatives to address traffic congestion in the Greater Hobart area; and
5. Any other matters incidental thereto.

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ACRONYMS

BITRE	Bureau of Infrastructure and Transport Research Economics
BRT	Bus Rapid Transit
BSP	Brighton Structure Plan 2018
DSG	Department of State Growth
GHMV	Greater Hobart Mobility Vision
HCD	Hobart City Deal
HTS	Household Travel Survey
HUA	Hobart Urban Area
HWBFS	Hobart Western Bypass Feasibility Study
ITI	Integrated Transportation Inquiry
LRT	Light Rail Transit
OTIS	On-road Traveller Information System
PIA	Planning Institute of Australia
PUCN	Principal Urban Cycling Network
RACT	Royal Automobile Club of Tasmania
RMPAT	Resource Management and Planning Appeal Tribunal
SCATS	Sydney Coordinated Adapted Traffic Signals
STRLUS	Southern Tasmania Regional Land Use Strategy
TBMs	Tunnel Boring Machines

CHAIR FOREWORD

While commuters and general road users in the Greater Hobart area have historically enjoyed lower levels of traffic congestion and delays than our mainland counterparts, it may surprise some that Hobart is now one of the most congested cities in Australia. Without action it is simply not going to go away.

This Inquiry, in short, has sought to expand our understanding of congestion in the Greater Hobart area, consider its causes, any associated strategic planning and future initiatives to address it.

As backed up by submissions to the Inquiry, when considering this Report and searching for solutions, governments, as they work together, should not just focus on our immediate congestion issues but also ensure the solutions are future-focussed and cater for a growing, but not always advantaged population, if we are to realise a more socially inclusive and productive society.¹

Focusing the Issue

For many years the issue of congestion has been the subject of much public debate, with varying plans and solutions being proposed by both Local and State governments and other significant stakeholders.

Given the obvious physical strictures of landscape in the Greater Hobart area the options for infrastructure investment to solve traffic congestion are somewhat constrained. It is a growing problem for a city experiencing a national lift in residential status as a desirable place to live.

Original planning has provided a challenging legacy. Many streets were laid out during early settlement when urban sprawl, the need for off-street car parking and increasing traffic volumes of today could not possibly have been contemplated.² Topography and geology also provided challenges. Many roads were of necessity both narrow and winding and the river provided a challenge to growth and connectedness. Add to this the likely impact on our heritage buildings and it becomes a challenge to contemplate changing the basic layout of the Greater Hobart area.

With an increasing population and corresponding use of personal vehicles³ people are seeking the benefits of a lifestyle that outer-urban and regional living provides, whether it be through the facilitation of various rural pursuits, access to more affordable housing or access to natural amenity. As a result they face the associated travel burden to attend work or leisure activities in the city. It has resulted in an increasingly congested situation, especially at peak times.

¹ Written submission 37, Planning Institute of Australia, p.2

² Written submission 7, NCK Evers Network, p.2

³ Greater Hobart Mobility Vision 30 Year Strategy, RACT, p.2

With the demand created by increasing tourism (recently very much interrupted by COVID-19), it can only add further to a worsening situation.

The fragility of the road network has certainly been demonstrated in recent years, where single-point incidents in areas surrounding the CBD, or on major arterial roads during peak times, have resulted in gridlock that flows on to adjacent areas, severely impacting traffic flow and resultant social and economic circumstances.⁴

This leads to the ever-present question of where the effort and resources are best applied to improve the situation, including through better social and workforce planning, increased and more efficient public and active transport arrangements or additional road infrastructure to accommodate the increasing transport demand.

The Strategic Framework and endorsed vision contained in the Southern Tasmanian Regional Land Use Strategy⁵, a statutory document which is integral to the Tasmanian Resource Management and Planning System, provides the foundation to guide these efforts.

There is a shared responsibility required by all spheres of government, of which the Hobart City Deal is an example,⁶ where there is an impetus to see an effective single plan developed in order to address the multiple congestion issues Greater Hobart faces. It is considered such a plan should be long-term and driven by the State Government, in close consultation and agreement with the Greater Hobart councils where they are impacted by the chosen solutions.

If we continue in a piecemeal or siloed approach, as evidenced by the many studies and reports this Inquiry has considered, the community will remain frustrated by the congestion problem, no doubt resulting in further social and economic impacts.

It is recognised there have been many experienced and knowledgeable planners who have grappled with the issue of traffic congestion, resulting in the numerous studies and proposals which were either forwarded or referenced in submissions to the Inquiry (for a complete list refer to paragraph 3.2 in this Report).

The Inquiry seeks to add further value by drawing on a number of those reports and, importantly, has provided an opportunity for the travelling and observant public to express their own valuable experiences and opinions.

The creation of a single transport authority was a key focus in certain submissions but should be approached in a way that ensures the public, through their local councils, is fully engaged with the development of strategies and implementation plans, given the ultimate impact it will have on them.

The Northern Suburbs Light Rail has been the subject of numerous reports and analysis over many years. It was discussed in several submissions and variously seen as a valuable public transport option or, alternatively a somewhat unwise investment. Given

⁴ Submission 39, John Pauley, p.1

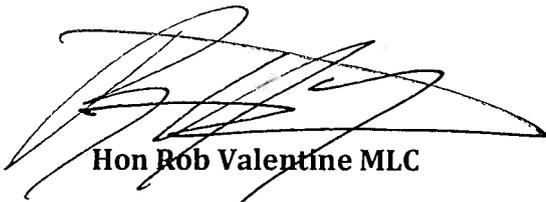
⁵ *Southern Tasmanian Regional Land Use Strategy 2010-2035*, p.17

⁶ *Implementing the Hobart City Deal*, p.1

congestion is the principle subject of this Inquiry, there has been insufficient evidence received to determine the overall impact of such a light rail service on congestion, either within the extended northern suburbs street network or the CBD of Hobart. Consequently, the Committee has not made recommendations in relation to the Northern suburbs light rail proposal.

Broadly, the issue of congestion is not an insurmountable problem. Evidence received suggests solutions are required that achieve a modal shift of between 10 and 15 per cent of the commuting population to effectively address congestion. Evidence also confirms it is not a matter of all commuters needing to change established habits for all trips made. Rather, significant benefits will be realised by a modest percentage of commuters being provided with a greater opportunity to engage more with public or active transport options for some trips.

The Committee commends the findings and recommendations in this Report and recommends that solutions identified in the many referenced reports, be fully examined by Government in designing policy and implementing solutions. The gathered knowledge may well save further unnecessary duplication.

A handwritten signature in black ink, appearing to read 'Rob Valentine', is written over a horizontal line.

Hon Rob Valentine MLC

Inquiry Chair

4 November 2021

CONDUCT OF THE INQUIRY

On Tuesday 13 August 2019 the Legislative Council resolved that a Select Committee be appointed, with power to send for persons and papers, with leave to sit during any adjournment of the Council, and with leave to adjourn from place to place to inquire into and report upon traffic congestion in the Greater Hobart area, in line with the approved Terms of Reference (above on Page 2) and further that the Select Committee consist of five Members, and that Mr Armstrong, Ms Howlett, Ms Siejka, Mr Valentine and Ms Webb be of the Committee.

The Committee met in August 2019 and elected Hon Rob Armstrong MLC Inquiry Chair and Hon Rob Valentine MLC Inquiry Deputy Chair. It resolved at its first meeting to advertise in the three daily regional newspapers on 31 August 2019 with a closing date for submissions of 27 September 2019. In addition, the Committee directly invited individuals and organisations to provide the Inquiry with information deemed to be relevant to the Inquiry.

There have been a number of unexpected interruptions through the course of this Inquiry with the occurrence of the COVID-19 pandemic and the conduct of elections in both Houses of Parliament, somewhat lengthening the Inquiry process.

Following the departure of Inquiry Chair Hon Robert Armstrong MLC in July 2020, Hon Rob Valentine MLC was elected to the position of Chair and Hon Jo Siejka MLC was elected Deputy Chair.

Fifty submissions were made to the Inquiry. Hearings were scheduled in Hobart on 12, 13 and 14 November 2019, 3 December 2019 and 29 June 2020. The Inquiry heard from 27 witnesses.

The work of all individuals and organisations who contributed to the Inquiry is acknowledged. The written evidence provided was valuable and verbal evidence presented was thoughtful and informative.

The Committee acknowledges the Hon Robert Armstrong, former Legislative Council Member for Huon and previous Chair, as initiator of the Inquiry prior to his departure from Parliament in July 2020.

The Hon. Jane Howlett MLC is also acknowledged for her initial membership of the Inquiry Committee, but having been appointed a Minister of the Government, was required to step down from the Committee.

Finally, acknowledgement must go to the Legislative Council staff who have greatly assisted the Inquiry, namely Ms Natasha Exel as Secretary and Ms Allison Waddington. Their efforts have been greatly appreciated.

This report should be read in conjunction with all submissions and Hansard transcripts which are available at the [Inquiry webpage](https://www.parliament.tas.gov.au/ctee/Council/LC%20Select%20-%20Greater%20Hobart%20Traffic%20Congestion.html):
<https://www.parliament.tas.gov.au/ctee/Council/LC%20Select%20-%20Greater%20Hobart%20Traffic%20Congestion.html>

RECOMMENDATIONS

1. The State Government establish a single transport authority:
 - A. That:
 - a. Partners with both Federal Government and Local Governments;
 - b. Coordinates with relevant portfolios including Infrastructure, Local Government, Planning, Housing, Health, Community Services and Development;
 - c. Reports to the Minister for Transport;
 - B. That delivers:
 - a. Long-term, evidence-based transport policy and planning;
 - b. Transport solutions that are fully appraised and aligned with statutory land-use strategies, which;
 - i. consider settlement strategies and housing placement, employment demand, and service needs of a socially inclusive community;
 - ii. maximise opportunities for public and active transport;
 - iii. have been subject to full public consultation with affected communities.
2. The State Government consider the following infrastructure priorities:
 - A. Fully analyse the benefit of an Eastern Bypass (Flagstaff Gully Link Road) between the Tasman Highway and Bowen Bridge;
 - B. Further develop park and ride facilities at strategic locations on each major arterial road and public transport node leading to the CBD;
 - C. In areas of identified need, increase the provision of recharge options, parking and storage facilities for bicycles, micro-mobility vehicles and motorcycles.
 - D. Negotiate the planning and delivery of active transport networks including fully connected and separated paths for bicycles and micro-mobility vehicles across Greater Hobart.
3. Ensure policy development considers the potential for non-infrastructure traffic management solutions before progressing major infrastructure solutions.

4. Provide Metro with the autonomy and capacity to design, operate and integrate its modes of operation and service provision to satisfy commuter needs.
5. Provide increased public transport services, including greater investment in more vehicles and operations to assist in achieving a 10 per cent modal shift.
6. Devise prioritised public transport options that operate within a digitised and integrated network environment, across all modes.
7. Identify strategies in partnership with private and public schools to reduce dependence on the private motor vehicle for student travel.
8. Explore further options within the public service to provide flexible and decentralised working arrangements, and engage with private enterprise to consider similar strategies.

FINDINGS

Term of Reference 1: The scope of Greater Hobart's traffic congestion and its impact on the community and economy

Scope

1. Traffic volumes in Greater Hobart have increased in the past five years, causing congestion on every major arterial road leading to the CBD.⁷
2. Congestion impacts on commuting time, personal productivity and economic growth.
3. The degree of Greater Hobart's traffic congestion has been shaped by settlement patterns, land use and transport planning.
4. If left unaddressed, traffic congestion in the Greater Hobart area is expected to increase through population growth.

Impact on the Community

5. Use of private vehicles for commuting directly impacts inner-city suburbs through competition for curb-side parking and increased vehicular movements in narrow streets.
6. Traffic congestion has a negative impact on the community, including a detrimental impact on lifestyle, increased health issues, impact on family time, accident and domestic violence rates, a lack of participation and reduced access to services.
7. Research indicates separated cycleway infrastructure could provide a greater level of confidence and safety, encouraging more people to cycle.
8. Cycling is impacted by the one-way street network in the Hobart CBD, reducing permeability and direct access.
9. When traffic incidents occur, limited alternative route options to major transit corridors further contribute to congestion.
10. Improved transport options could lead to greater economic development and increased community connectedness in the Greater Hobart area, including access to employment and education opportunities.

Impact on the economy

11. Traffic congestion has an estimated cost to the Hobart economy of \$0.09 billion, projected to increase to \$0.12 - 0.16 billion by 2030.⁸

⁷ Written submission, Government of Tasmania, Attachment H, Department of State Growth Key Arterials Traffic Data Catalogue, p.1, 7, 13, 18

⁸ Written submission 47, Andrew Holmes, p.2

12. Congestion reduces productivity in the Greater Hobart area and potentially suppresses demand as a result of trips not made.
13. Potential infrastructure solutions to congestion may provide economic stimulus.
14. There are complex economic impacts both from congestion itself and solutions to overcome it.

Term of Reference 2: Causes of congestion, including physical and topographical barriers

Topography

15. The natural topography of the Greater Hobart area limits options for arterial routes.

Road Configuration

16. Historic street design inhibits traffic flow and contributes to traffic congestion.
17. There has been little major infrastructure work in proximity to the Hobart CBD since the mid-1980s.
18. Congestion is generated due to major arterial routes converging on the Macquarie-Davey couplet.

Urban Growth

19. A lack of spatial planning has resulted in urban growth without sufficient consideration of traffic and congestion impacts.
20. City employment and dormitory suburbs increase the need for commuting, which in turn increases congestion.

Public transport

21. Public transport currently does not adequately meet the needs of all patrons which discourages its use and adds to congestion.
22. Bus service delays caused by traffic congestion is increasingly systemic and is thought to be a deterrent to bus use.
23. Government-imposed constraints in Metro's contracts shapes the services it provides.
24. Investment has focussed on road infrastructure rather than the development of a suite of public transport infrastructure and services.

Active Transport

25. The lack of separated cycle lanes, associated amenities and a connected cycle network discourages active transport.

Use of Private Motor Vehicles

26. Reduced congestion during school holidays indicates use of private motor vehicles for student commuting contributes to congestion.
27. Increased commuter car parking availability in the CBD encourages the use of private motor vehicles and contributes to congestion.

Term of Reference 3: Strategic planning processes between Commonwealth, State and Local governments

Strategic Plans and Related Documents

28. A fragmented and siloed approach to strategic planning is demonstrated by the multiple traffic studies and reports completed over the past decade by government agencies and stakeholders.

Strategic Planning Processes

29. The need for a holistic and collaborative approach to strategic transport planning was supported by Government and other stakeholder submissions.
30. Tasmania does not have a transport authority to lead and coordinate a joint approach to providing traffic congestion solutions.
31. The Hobart City Deal contains measures to address transport related issues in the Greater Hobart area.

Land Use Planning

32. Poor land use planning contributes to traffic congestion.
33. The Government is committed to maintaining the urban growth boundaries.
34. The Government is planning to undertake a review of the existing regional land use strategies commencing in 2021, following the implementation of the Tasmanian Planning Policies.

Term of Reference 4: Future initiatives to address traffic congestion in the Greater Hobart area

Incident Response Strategies

35. Government is implementing an Incident Management Plan to clear accident areas quickly and minimise traffic delays.

Management of Traffic Flow

36. Some consider converting one-way CBD streets to two-way may assist to improve traffic flow when incidents occur.
37. Higher-occupancy vehicle/bus priority and lane management solutions, together with traffic signal management measures, could improve traffic flow in peak hours.
38. The Government is committed to the provision of a fifth lane on the Southern Outlet.
39. Submissions and witnesses advocated for non-infrastructure solutions being first implemented before progressing the development of a fifth lane on the Southern Outlet.

Public Transport

40. Tasmania's per capita funding of public transport is reported to be the lowest in the nation.
41. Provision of greater public transport capacity relies on a higher level of Government investment and subsidy.
42. Traffic congestion challenges the delivery of timely public transport services to meet customer expectations.
43. The timeliness of Metro services represents 55 per cent of reported negative customer feedback.
44. Improvements to Metro's reliability, service frequency, buses and accessibility could make it more appealing to commuters resulting in greater use.
45. The concept of smaller more frequent buses was not found to be economically viable due to staff and operational costs.
46. Improving public transport is likely to be less costly than providing major road infrastructure.

Centralised public transport hub at Macquarie Point

47. While some see Macquarie Point as playing a part in a future public transport network, the Greater Hobart Mobility Vision considers it is too far from other transit options in the CBD.

Active Transport

48. Active and public transport is seen as providing a safer, more equitable and healthier form of transport while reducing congestion.

49. Achieving a shift of transport modality options will contribute to reducing congestion but will not on its own solve the issue.
50. Separated walking and separated cycling/micro mobility infrastructure would provide a safer option for active transport users and would be likely to promote their use.
51. Effective design and integration of public and active transport networks would promote higher use of active transport.

Parking

52. Limited dedicated parking in the CBD discourages motorcycle, bicycle and micro-mobility vehicle use and -may contribute to congestion.

Northern Suburbs Light Rail

53. While there were conflicting views presented, the Committee did not receive sufficient evidence to make a finding on the benefits or otherwise of a northern suburbs light rail service in relation to its impact on traffic congestion.

Ferries

54. Evidence received indicated any trial of a ferry service should be of sufficient length to constitute a real test of the cost-effectiveness of such a service and its likely impact on traffic congestion.
55. Use of cross-river ferry services would be increased by effective design and integration with public and active transport networks.

Hobart Western Bypass from Southern Outlet

56. While raised as an option, the Hobart Western Bypass Feasibility Study concluded that a bypass is technically feasible but not commercially attractive for a Public Private Partnership investment, nor funding by state or federal government.

Eastern Bypass (Flagstaff Gully Link Road)

57. Construction of an Eastern Bypass (Flagstaff Gully Link Road has been considered as an option to assist in alleviating traffic congestion on the Tasman Highway and East Derwent Highway corridors.

Other measures to avoid expensive infrastructure options

58. Flexible working arrangements decentralisation of CBD businesses and free bus travel for students were considered by some as steps to relieve traffic congestion and avoid expensive infrastructure options.

Term of Reference 5: Any other matters incidental thereto

Climate Change

59. Transport is the sub-sector that has the largest greenhouse gas emissions in Tasmania, indicating that some solutions to congestion may also deliver emission reduction benefits.

EVIDENCE

1. The scope of Greater Hobart's traffic congestion and its impact on the community and economy

Scope

1.1 Evidence received by the Inquiry indicates that cities in the Greater Hobart area experience congestion on every major arterial road.

1.2 The written submission of the Government provided the following technical explanation as to the definition of congestion and questions surrounding the issue:

When traffic demand equals network capacity saturation occurs and when traffic demands exceed the available capacity congestion occurs. Congestion results in lengthy delays and queue formation until demands reduce to levels below capacity.

The 'acceptable' level of congestion is a subjective concept related to both urban planning and customer expectations, with five defining factors:

- *Commute time. How many minutes per day are required to travel to work on average in a city?*
- *Stability of Commute time. Is commute time better or worse than it was last year?*
- *Scheduling. How variable is the travel time, and what extra time should be scheduled for delays? Can travel time be reduced by travelling earlier or later?*
- *Productivity. How much traffic flows through a given road compared to its theoretical capacity?*
- *Economic. Can investment to reduce congestion be justified?⁹*

1.3 The written submission from the Heart Foundation provided a succinct overview of the scope of traffic congestion:

Traffic congestion is linked to wider patterns of movement, which in turn links to settlement patterns, land use planning and transport planning.¹⁰

⁹ Written submission 44, Government of Tasmania, p.1

¹⁰ Written submission 15, Heart Foundation, p.1

- 1.4 The written submission from Southern Tasmanians for Action on Roads (START) provided 2017 data that indicated Hobart was the third most congested capital city in Australia:

*A recent study by navigation systems operator TomTom found that Hobart had the third worst traffic congestion of the capital cities, that drivers were spending an average of 123 extra hours a year behind the wheel due to congestion and that this was costing business an extra \$80.77 million a year.*¹¹

- 1.5 In addition to the above, the following observations provided in submissions are useful to build a thorough picture of Greater Hobart’s traffic:

- With respect to traffic movements it is also reported:

*In 2016, almost 70,000 vehicles used the Macquarie Davey Couplet daily, with over 11,000 vehicles during the morning peak (7:00 am to 9:00 am) and 13,000 vehicles during the afternoon peak (4:00 pm to 6:00 pm).*¹²

- The Government submission provided a Department of State Growth Historic Traffic Trends document which outlines 37-year compound traffic growth (1982 - 2019) on key arterial roads¹³. A summary is presented below:

Location	1982	2019	%p.a. growth
<i>Tasman Highway, Tasman Bridge</i>	<i>43,949</i>	<i>73,029</i>	<i>1.38</i>
<i>Southern Outlet Highway</i>	<i>13,180</i>	<i>39,908</i>	<i>3.04</i>
<i>Brooker Highway</i>	<i>32,898</i>	<i>54,567</i>	<i>1.38</i>

- 1.6 While commenting on the city bypass options, the Hobart Western Bypass Feasibility Study found:

*... In 2016, almost 70,000 vehicles used the Macquarie Davey Couplet daily on the Macquarie-Davey Couplet is not ‘through’ traffic, but instead traffic which accesses the CBD.*¹⁴

And

*80% of vehicles entering the city are found to stay in the city.*¹⁵

¹¹ Written submission 38, Southern Tasmanians for Action on Roads (START), p.2

¹² Hobart Western Bypass Feasibility Study summary report, Department of State Growth, September 2020, p.2

¹³ Written submission 44, Government of Tasmania, Attachment H, pp.1,7,13

¹⁴ Hobart Western Bypass Feasibility Study summary report, Department of State Growth, September 2020, p.2

¹⁵ Written submission 47, Andrew Holmes, p.1

1.7 The Royal Automobile Club of Tasmania’s (RACT) Greater Hobart Mobility Vision, 2019 (GHMV), provided the following overview:

- *Automobile Association of Australia survey listed Hobart as the fourth most congested city in Australia behind Sydney, Melbourne and Adelaide:*
- *Highest percentage of car use for commuting of all capital cities – 84% of commuters utilise a private vehicle to get to work. A 4% reduction in private vehicle use would make a significant difference to the efficiency of the road network at peak times; (Overall recommendation could come out of this in terms of focusing on smaller changes rather than larger infrastructure fixes)*
- *There are up to 35,000 vehicle movements on both Macquarie and Davey streets each working day;¹⁶*
- *During morning peak an average of 79% of cars travelling from the northern suburbs, 77% from the south and 76% from the east complete their journey in the city:*
- *In the afternoon peak, an average of 73% of cars to the northern suburbs, 76% to the south and 66% to the east commence their journey in the city;*
- *More than half of all employment in Greater Hobart is in the CBD.¹⁷*

1.8 The Greater Hobart Mobility Vision also made comment on future traffic growth:

With a rapidly growing population – currently about 230,000 but predicted by the Australian Bureau of Statistics (ABS) to reach 300,000 by 2050 – congestion has become a major issue for our residents.¹⁸

1.9 The Household Travel Survey data showed:

Work trips	Private Vehicle	84% (77% as driver, 7% as passenger)
	Bus	- 7%
	Walk	- 6%
	Cycle	- 2%
	Other	- 1%

1.10 Further extracts from the Survey showed:

¹⁶ 70,000 movements on the Couplet in total per day

¹⁷ Written submission 47, Andrew Holmes, p.1

¹⁸ *Greater Hobart Mobility Vision*, RACT 2019, p.2

The most popular mode of travel is private vehicle, which accounts for 77% of weekday trips (54% as driver, 23% as passenger).

Why do Hobart residents travel?

On weekdays the top reason for a trip is work (22%). This is followed by social or recreational purposes (20%) and shopping (17%).

However, during the morning and afternoon peak periods, work accounts for 29% of trips, with pick-up/drop-off (19%) and education (15%) the next most common reasons for travel.¹⁹

Impact on the community

- 1.11 The written submission from the University of Tasmania discussed a range of impacts on the community as a result of traffic congestion:

The current traffic challenges faced across Greater Hobart impact several factors that detract from the overall liveability of the region. These include:

- *Increased air and noise pollution impairs Hobart's reputation as the capital of Australia's green and sustainable state*
- *Increased greenhouse gas and particulate emissions. Action to remedy congestion should reduce greenhouse gas emissions and lessen particulates, creating related health benefits (e.g. reduced levels of asthma).*
- *Increased stress levels as the community deals with longer commuting times and reduced time with family and friends*
- *Increased risk of traffic related accidents for vehicle traffic and other commuters (cyclists and pedestrians etc) due to the higher attention levels required when driving in traffic congestion and the driver fatigue that it can cause.²⁰*

- 1.12 The Planning Institute's written submission supported the above observations:

Recent research has indicated that congestion has an increasing impact on mental and physical health. It has been reported that in the United States, sitting in congestion has been found to increase the rate of domestic violence by up to 6%. The Heart Foundation in Tasmania published the Healthy by Design in 2010 which

¹⁹ Travel in Greater Hobart - Hobart Travel Survey 2019

²⁰ Written submission 33, UTAS, pp.1-2

*advocates for increasing active and public transport as a way to increase physical health and reduce the risk of heart disease.*²¹

- 1.13 Andrew Holmes, Master of Planning and Bachelor of Engineering, drew the Committee's attention to the health and wellbeing impacts of traffic congestion on the community:

*At a community level, growing congestion has been found to cause social impacts including heightened anger and stress (Hennessy & Wiesenthal 1999). Congestion also brings increased health issues as drivers and passengers sit in their cars for longer. It has been identified that people who live in outer suburbs have a higher likelihood of obesity ... compared to [those] living ... in [the] inner city. There are suggestions that this may be attributed to increased sitting in vehicles (Sugiyama 2012, p.6). Longer driving time as a result of congestion has been associated with higher odds for smoking, insufficient physical activity, short sleep, obesity, and worse physical and mental health (Ding et al, 2014).*²²

- 1.14 Cycling South advised the Committee that traffic congestion was having a detrimental effect on those wishing to use cycling as a mode of transport:

Traffic congestion is having a negative impact on transport cycling. The annual counts program carried out in the morning peak from 7am to 9am on a Tuesday in March each year is finding that separated routes such as the Intercity Cycleway are maintaining steady numbers of riders but on-road routes with no cycling infrastructure are seeing a drop in the number of people cycling. It is speculated that it is becoming increasingly difficult and stressful to ride a bicycle on congested roads where motor vehicles volumes are increasing. A disproportional amount of road space has been allocated to private motor vehicles (for driving and on-street car parking) at the expense of public transport and cycling, with the efficiency of these modes compromised as a result. The CBD is particularly challenging for cycling due to the one-way street network restricting permeability and directness for people riding bicycles.

And further:

Research carried out by Roger Geller in Portland [Oregon USA] found that the strong and confident riders only make up around 8% of the population but there is a much larger portion of people 'Interested but concerned' who would like to ride but are afraid of traffic and concerned for their safety on the available infrastructure where there is no separation from motor vehicles. Unless the bar is raised on the quality of

²¹ Written submission 37, Planning Institute of Australia, pp.2-3

²² Written submission 47, Andrew Holmes, p.2

*cycling infrastructure provided, it will be very difficult to achieve modal shift to cycling from the broader population.*²³

- 1.15 Mary McParland representing the Bicycle Network at a public hearing commented that safety concerns were a disincentive for potential cyclists:

There is a lot of opportunity, but the biggest barrier is safe places to ride. Based on surveys, we know about 60 per cent of the population is interested in riding, but there is no way they are going to ride under the current conditions. What's currently out there at the moment is providing for very experienced or confident riders. When we put in painted bike lanes on the road, that makes it better for that existing group of riders; it makes their level of comfort a bit better, but it is not really going to attract new riders until we actually separate them from motor vehicle traffic, and that is through separated cycleways.

- 1.16 The submission of John Thurstans provided the following personal observations in relation to the amenity of active transport in Hobart:

I have recently returned to live in Hobart after being away for the past 25 years. Congestion has noticeably increased. Walking my son to school, riding into town, walking through Salamanca, riding to North Hobart and many other activities are less pleasant than they could be. I have yet to encounter;

- a single on-road separated bicycle lane;*
- a 'shared' street, where pedestrians and cycles have priority over cars;*
- a filtered street, where bollards or other means are used to restrict through traffic;*
- public transit priority lanes;*
- trams with dedicated road space.*

*Transport planning has and continues to fail the city. It has remained car centric and the community and economy are worse for it.*²⁴

- 1.17 The written submission of the South Hobart Progress Association (SHPA) made the following observations of the increasing nature of traffic congestion affecting the suburb:

The increase in traffic [is] due to population growth and the relatively high number of residents who are employed out of the Suburb. This is evidenced by the fact that it can take up to 20-30 minutes to get into the City at the wrong time of the day, with

²³ Written submission 14, Cycling South, pp.1-2

²⁴ Written submission 12, John Thurstans, p.1

*traffic backed up from the Southern Outlet to near St. John's Hospital. In the space of a decade, this has gone from a rare to a common occurrence.*²⁵

- 1.18 The SHPA also raised the amenity issue of commuter parking in suburbs adjacent to the CBD:

*Whole streets are now taken up with out-of-municipality commuter parking, which not only creates congestion, but is a major issue for residents as they seek to get street parking for a range of purposes. This Association has lobbied the City of Hobart for many years to develop and implement a coherent Parking Strategy specifically designed for South Hobart that deals not only with commuter parking but also addresses increased demand and the wishes of local residents in terms of zoned or timed parking. Inner city suburbs should not be made the "fall guys" to take responsibility for the parking issues caused by failure to properly anticipate population growth outside Hobart. Local ratepayers are made to pay for these commuters - both financially and in other ways (e.g: commuters often wilfully disobey parking regulations, creating dangerous conditions at intersections within the Suburb.) Neither the local council, nor residents benefit from these "free loaders".*²⁶

- 1.19 Clarence City Council also raised safety and amenity concerns in its written submission:

*The negative social amenity and safety impacts include the diversion of traffic to alternative routes (rat running). Drivers chose to access the local street network, rather than staying on key transport corridors. For many drivers this becomes habitual and leads to poor safety and amenity outcomes. Examples of this in Clarence include Clarence Street, Cambridge Road, Gordons Hill Road and Begonia Street. Recent traffic counts in Richmond indicate that some traffic from Sorell is diverting through Richmond to avoid the Tasman Highway causeways and Midway Point.*²⁷

- 1.20 The written submission of Tasmanian Labor stated:

*Time is our most valuable resource, particularly for working people. Traffic snarls erode our time to relax, to be with our children and simply get things done. In the past four years, people in Hobart have been spending far too much time stuck in traffic.*²⁸

²⁵ Written submission 22, South Hobart Progress Association, p.2

²⁶ Ibid, p.3

²⁷ Written submission 45, Clarence City Council, p.2

²⁸ Written submission 27, Tasmanian Labor Party, p.2

- 1.21 The written submission of Metro Tasmania discussed the direct impact of additional school bus trips as a result of there being no high school in the CBD:

With a view to travel demand, Metro recognises the absence of a high school in the CBD increases dependency on decentralised secondary education providers like Tarooma High School, a school community which generated over 76,000 boardings on dedicated services alone in 2018/19 (an average of 400/day). The overwhelming majority of students live outside walking distance of their schools, creating additional network load and challenging capacity during school term.²⁹

Impact on the economy

- 1.22 The University of Tasmania's written submission outlined a number of traffic issues that impacted the overall liveability of the Greater Hobart region. Those that related to the economy were:

- *Reduction in productive economic activity in both workplace productivity and reduced trading within the region due to time and effort to commute to places of business;*
- *Increased fuel cost from spending greater periods in stop/start or slow-moving traffic.³⁰*

- 1.23 Mark Broadley, retired traffic engineer, in his written submission made the following points regarding traffic congestion and the impact of 'suppressed demand' on the economy:

... there is a hidden cost to the economy of trips NOT made due to congestion, I think the jargon phrase is 'suppressed demand'. From anecdotal talking to many friends, they also exhibit similar behaviour. The result is that the Greater Hobart economy underperforms. As congestion gets worse, this suppressed trip-making will impact on making the economy worse off.

Often anti-car proponents point to the 'futility' of building new infrastructure like freeways. I remember this clearly when London's M1 Orbital Motorway was built, maybe 20 years ago. The moment the motorway was opened, it was at capacity at peak hours. And the anti car fanatics loved this because they could say what a waste of money, 'the new motorway is already congested'. But what they never could understand is that the new M1 motorway did in fact provide transport for far more people to get to employment, entertainment, medical appointments etc etc. So, there was a huge economic and social benefit from the building of that new infrastructure,

²⁹ Written submission 8, Metro Tasmania, pp.2-3

³⁰ Written submission 33, UTAS, pp.1-2

*even though there still was congestion. The pre existing suppressed demand was reduced and economic and social benefits unlocked.*³¹

- 1.24 Mr Holmes also noted studies regarding the impact of traffic congestion on the economy in respect of time delays:

*Road users, including motor vehicles, buses and trucks also experience economic impacts of increasing congestion. Time delays in Greater Hobart are 32% higher in peak times when compared to non-peak times (Salmon 2017). These time delays can be evaluated into a dollar value. The costs of congestion Australia wide are projected to be \$27-37 billion by 2030 (BITRE 2019). In Hobart, it is projected to increase from \$0.09 billion to \$0.12-0.16 billion by 2030 (BITRE 2019, p.24).*³²

- 1.25 The Committee noted from the RACT study that the cost of congestion is based on private and business time costs, extra vehicle operating expenses and vehicle emission costs.³³

- 1.26 John Pauley noted the fragility of the road network in relation to incidents in the Greater Hobart region:

*As a result of both the fragility of the network to an incident, and the increased likelihood of an incident, there will be increasing social and economic impacts on Greater Hobart as time goes by.*³⁴

- 1.27 The Hobart Western Bypass Feasibility Report also highlighted this fragility:

*... the Macquarie-Davey Couplet is on the border of LOSD [Level of Service Rank D] meaning that small increases in traffic can have significantly amplified impacts, affecting travel time reliability.*³⁵

- 1.28 Glenorchy City Council Mayor Kristie Johnston's evidence in a public hearing discussed further the breadth of scope, including community connectedness and the benefits of public transport, in the form of light rail and tourism:

The focus for us is around urban renewal and the opportunity to provide the infrastructure that will lead to that urban renewal and also affordable housing, to make sure our community is well connected.

³¹ Written submission 5, Mark Broadley, p.2

³² Written submission 47, Andrew Holmes, p.2

³³ Written submission 20, RACT, p.4

³⁴ Written submission 39, John Pauley, p.1

³⁵ Hobart Western Bypass Feasibility Study summary report, Department of State Growth, September 2020, p.6

You will see in the submission that the Glenorchy City Council has made a collaboration between the three municipalities of Glenorchy, Hobart and Kingborough. We particularly focus on our rail corridor. It is a key deliverable under the Hobart City Deal, not only in terms of a transport solution to our growing traffic issues, but also, importantly, an urban renewal project that will lead to greater economic development in our city, connecting some of the most disadvantaged people in the Greater Hobart area to better employment services and education.

*It also provides really important connection with our tourism facilities, which is very important.*³⁶

- 1.29 Regarding the future impact of congestion, Tasmanian Labor's written submission considered the benefits and advantages of living and working in Hobart would evaporate and stated that:

*Failure to act will also have a major impact on the state's economic productivity.*³⁷

³⁶ Hansard transcript, 12 November 2019. P.2-3

³⁷ Written submission 27, Tasmanian Labor, p.2

2. Causes of congestion, including physical and topographical barriers

2.1 The Committee noted a number of issues relevant to this Term of Reference that had been outlined in previous reports.

2.2 Mr Broadley's written submission noted the inevitable growth in traffic congestion as economies grow:

Natural growth in number of trips made as our collective wealth as a community rises. People have more money and time to make more trips to restaurants, theatres, sporting events, cafes, shops and so on. As this wealth continues to grow in future as we'd all hope it will, and as the population ages and retires and has more time available, then one would think that logically congestion will increase from this factor. We used to use a traffic volume growth estimate of 1.5% per annum increase in traffic on arterial routes. This was based on historical time series traffic volumes on major arterial routes. When compounded over the years, this does add up to eventually substantial increased volumes which must lead to increased congestion if no capacity improvement options are implemented.

And

The final factor I mention is a lack of a sensible programme of provision of new infrastructure over now a long period. From my memory, the most significant investments in infrastructure in and around the Hobart CBD were the duplication of the Southern Outlet in the 1980s and the creation of the Davey Street – Macquarie Street couplet at the gasworks in the mid 1980s. Since that time, most infrastructure work has been very small scale intersection capacity improvements. Along with the capacity improvements has been reduced capacity in some cases for other reasons such as pedestrian amenity improvements in inner city streets of Hobart. So on the whole, we've seen very little infrastructure capacity improvement for the gradually increasing trip making that has historically occurred.³⁸

Topography

2.3 A number of witnesses and submissions indicated that Greater Hobart is constrained by its topography that has historically contributed to challenges in street design, as well as a deterrent to greater use of active transport.

2.4 The Planning Institute written submission made some general observations regarding the challenges of Hobart's topography and urban sprawl:

³⁸ Written submission 5, Mark Broadley, p.2, 4

*Hobart's location and topographical constraints increase the complexity of the planning of transport options, however Hobart and indeed Tasmania are not alone in the nation when it comes to the current challenges of growth and infrastructure planning.*³⁹

- 2.5 John Pauley's written submission pointed out natural constraints of Hobart's topography on road network design:

*... the topography of Hobart places further constraints on what can be achieved. Hobart is of necessity an elongated city stretching along the river and constrained on both sides by the topography of the mountain and the hills on the eastern shore.*⁴⁰

- 2.6 The written submission of NCK Evers Network provided the following observations on the nature of the Greater Hobart topography and road network:

*Hobart's traffic congestion is severe for a city of its size. It arises mainly from geography – the location of the city in the shadow of, and on the foothills of kunanyi, and stretched out along the banks of the Derwent River. It also arises from the early design of the city centre which did not contemplate traffic volumes now experienced. The consequence is that traffic is funnelled from the three main arterials – the Brooker Highway, the Tasman Bridge and the Southern Outlet – through Macquarie and Davey streets – designed as picturesque boulevards but now anything but, ensnared as they are with heavy traffic.*⁴¹

- 2.7 A further comment from Mr Broadley underscores the above observation:

*For Hobart, topographical factors are important. Because of our constrained topography we have too few major arterial routes. The rule of thumb for spacing of major arterials is a grid pattern about 1.6kms apart. By way of example, the Brooker Hwy is our only major arterial in a north south direction. There should have been in an ideal world another major arterial between the Brooker Highway and Knocklofty Range but of course the topography precluded this. This is why some of the more local roads like Argyle, Campbell, Murray, and so on are so congested, i.e, because they are acting as de facto arterial routes in lieu of a more ideal arterial network. There are ways to improve this problem that could have been addressed 30 years ago when Governments had opportunities but they didn't.*⁴²

- 2.8 An alternative opinion was offered by Mr Thurstans:

³⁹ Written submission 37, Planning Institute, p.3

⁴⁰ Written submission 39, John Pauley, p.2

⁴¹ Written submission 7, NCK Evers Network, p.2

⁴² Written submission 5, Mark Broadley, p.3

It's important to recognise that congestion isn't caused by any unique topographical or physical feature of Hobart or any particular characteristic of the people living in Hobart. Congestion occurs in every city in the world. Hobart is not unique.

Congestion in Hobart is caused solely by too many people having to rely on private cars for transport.⁴³

Road configuration

2.9 A number of witnesses and submissions noted that constraints on and lack of existing feeder route infrastructure through and around Greater Hobart contributed to a lack of alternative route options for motorists and cyclists. A number of areas particularly identified included:

- Macquarie-Davey Couplet;
- Southern Outlet;
- Brooker Highway, including Lower Domain Highway junction;
- ABC, Mornington, Kingston Algona Rd/Channel Highway and Airport roundabouts;
- Eastern Ring Road between the Tasman Highway and Bowen Bridge (Flagstaff Gully Link Road);
- The causeways between Cambridge and Sorell;
- Limited cycling routes in and around the CBD; and
- CBD one-way street system;

Urban growth

2.10 The Sorell Council written submission made the following observation in relation to population growth in the municipality:

The Sorell municipality has experienced the highest population growth rate in Tasmania from 2013 to 2018. Current Treasury Department population forecasts to 2038 indicate Sorell will continue to experience ongoing growth at nearly six times the state average, per annum. This is in addition to strong tourism/visitor numbers accessing the region (Hobart Airport growth is 5% per annum).⁴⁴

2.11 City of Clarence Mayor Doug Chipman provided an overview of growth in the Clarence municipality in relation to future traffic congestion:

⁴³ Written submission 12, John Thurstans, p.1

⁴⁴ Written submission 49, Sorell Council, p.1

As you would be aware, Clarence and the south-east corridor has seen substantial population growth over the last decade. Clarence's population growth is expected to continue at 1.3 per cent, which is higher than the Tasmanian population at around 1 per cent.

Clarence is actively and strategically planning for future growth. For example, we are working with relevant landowners to complete a structure plan for Droughty Point to eventually join the suburbs of Rokeby and Tranmere.

Currently, Clarence has approximately 4500 housing lots to be released over the next two decades, and it is understood the Sorell Council will have approximately 1800 housing blocks over the same period coming online.

While this growth has many beneficial aspects for Clarence and the region, I consider it to be a major factor influencing future traffic congestion in the region. We need to find better ways to balance development and traffic management outcomes.⁴⁵

- 2.12 Mr Cotgrove's written submission provided Census figures on urban growth areas in Greater Hobart:

In the almost half-century between the 1971 and 2016 Censuses, the HUA [Hobart Urban Area] population increased by 67,435.

Remarkably, and significantly for Hobart's road traffic congestion, almost all of that growth (97.6%) was attracted to the "Outer" ring suburbs in the north (Brighton), south (Kingborough) and east (Clarence and Sorell) with 21.0%, 36.7% and 39.9% of the growth respectively.⁴⁶

- 2.13 The written submission of Brighton Council drew the Committee's attention to urban growth in the Brighton area:

A recent study by UTAS estimated that an additional 5,750 people will live in Brighton by 2042.

Traffic congestion in Hobart is largely attributed to low density residential development in outer suburbs and Hobart and Glenorchy business areas acting as the central nodes for employment. This coupled with decades of underinvestment in public transport (PT) infrastructure has resulted in chronic reliance on private motor vehicles for commuting and carrying out daily errands.

⁴⁵ Hansard transcript, 12 November 2019, p.19

⁴⁶ Written submission 24, Robert Cotgrove, p.5

In the Brighton Structure Plan 2018 (BSP 2018) it was identified that only 18% of the Brighton labour force works in the Brighton municipality, with the other 82% commuting mainly to Hobart and Glenorchy by private car contributing significantly to traffic congestion in Greater Hobart.⁴⁷

- 2.14 City of Clarence Group Manager Engineering Ross Graham provided history in respect of an Eastern Ring Road:

Back in 2012, council tried to set aside land. We did a study including the option of going through Flagstaff Gully Link Road. Of the options, council found a preferred one going through Geilston Bay Road. Council was looking at that time ... at setting aside a road reserve for future use; it wasn't to be done right at that time. Some of the local residents lobbied and council decided not to proceed any further. I think that was in 2012. We haven't moved any further on that.

In terms of a local issue, Begonia Street has a gravel road and cars are going through that. We have just received origin-destination data for that, which found about 250 to 300 cars in the morning are going along South Arm Highway through the Mornington roundabout and up the gravel road of Begonia Street towards the Geilston Bay and Glenorchy region.

It is not a significant number of cars in terms of the number using the entire network, but for a gravel road, and those local residents... I think what the mayor is saying is that it's the long-term planning. It might not be needed right now, but it is setting the road reservation aside.⁴⁸

Commuter behaviour

- 2.15 At a public hearing Mr Keith Brown, representing the Heart Foundation, made the following observations with respect to the benefits associated with changes in commuter behaviour:

A small percentage change in trying to improve public transport or active modes of transport, be that walking or cycling, potentially has a big impact proportionally.

....

Many other cities are addressing similar problems, with different geographical, physical geographical and social issues. It's notable that a lot of places are really looking to make a different stepped change, particularly with public transport and active travel, and recognising that the benefits are multiple. We can sit here and talk

⁴⁷ Written submission 35, Brighton Council, p.1

⁴⁸ Hansard transcript, 12 November 2019, pp.23-24

*about the health benefits, but we often talk about the co-benefits: what's good in terms of planning for health can also be good for business.*⁴⁹

Public transport

- 2.16 The written submission of Metro Tasmania outlined the increase in use of its services:

*Patronage has increased every year since 2012/13 - including an increase of 16% in full -fare paying adult passenger boardings - with around 80% of journeys concentrated in our Hobart network. In 2018/19 alone, Metro's adult patronage grew by nearly 200,000 trips, which would have filled every off-street council carpark in Hobart over 85 times were they made by car.*⁵⁰

- 2.17 However, Metro's written submission highlighted service delivery was impacted by traffic congestion:

*Metro is a data -rich business, and this intelligence identifies traffic congestion as the single biggest influence on service reliability, with disruption in the road network fundamentally challenging our ability to deliver services in line with timetables and customer expectations. While historically congestion was event-based and sporadic, Metro would suggest disruption is increasingly systemic, and now represents the impetus for 55% of all adverse customer feedback Metro receives.*⁵¹

- 2.18 Kingborough Council Mayor Dean Winter suggested Metro's operational model required review:

The Auditor-General in his assessment last year of the previous year's annual report, in volume 2 of its Government Business 2017-18 Analysis⁵² said that Metro is relying on equity contributions in a service contract with the Department of State Growth to maintain its bus fleet and it has generated losses in each of the past four years ...

The for-profit corporate structure of entities like Metro may not be appropriate unless a significant improvement in the financial performance is expected, and it's not expected.

*The structure and governance of Metro itself is called into question by the Auditor-General.*⁵³

⁴⁹ Hansard transcript, Keith Brown, 12 November 2019, p.35

⁵⁰ Written submission 8, Metro Tasmania, p.1

⁵¹ Written submission 8, Metro Tasmania, p.3

⁵² <https://www.audit.tas.gov.au/publication/government-businesses-2017-18/> p.2-3

⁵³ Hansard transcript, 12 November 2019, p.4

2.19 In relation to public transport disability access, Mayor Winter stated:

The Disability Discrimination Act compliance is only 70 per cent, so only 70 per cent of its buses are actually compliant with the DDA. Last year, they missed key targets when it comes to getting buses to locations on time. This is a significant contributing factor - the fact people do not want to get on buses. My personal experience with buses in our area was that even if 87 per cent of the time, they are on time that is actually not enough for a commuter who needs to get into work and do business. It is a critical failure in the model. If people lose confidence in public transport services, they are more likely to get back in the car.⁵⁴

2.20 At a public hearing in November 2019, Metro Tasmania CEO Tim Gardner explained the constraints imposed by Metro's contract obligations:

In terms of Metro's constraints, as per my opening points, we are fundamentally constrained by our contract obligations. Our contracts define exactly where and when we will run, what vehicles we will have on the road and the timetables by which we will operate. It is a decision in relation to the contracts we provide that then shapes the way we can operate on the ground.⁵⁵

2.21 MRCagney, a specialist transport planning and urban strategy consultancy, made the following comments on the state of the public transport network:

The investment in large-scale highway infrastructure, while aiding private vehicle traffic, has also had an influence on the size of the city and patterns of suburban development, making high-frequency public transport provision in many parts of the city expensive to run for operators. Key issues with the existing public transport network include:

- *Absence of operational heavy/light rail servicing the metropolitan area;*
- *Absence of public transport regular passenger ferry;*
- *Existing infrastructure, including the central city bus interchange is inadequate to accommodate existing and forecast demands;*
- *Limited rapid passenger transport (BRT);*
- *Limited out of peak services; and*
- *Issues associated with the coordination of investment and delivery of public transport assets between different authorities.⁵⁶*

2.22 The Committee noted comments suggesting a more limited role for public transport to the general community in a document tabled by Mr Cotgrove:

⁵⁴ Hansard transcript, Dean Winter, 12 November 2019, p.4,11

⁵⁵ Hansard transcript, 13 November 2019, Tim Gardner, p.2

⁵⁶ Written submission 36, MG Cagney, pp.4-5

The role of public transport is increasingly being limited to the journeys to work of people who work in the central area and have simple daily activity patterns.

Public transport no longer provides a general service for most members of the community because of its inherent limitations of being bound by routes and timetables. In effect, public transport and personal automobility serve essentially separate markets with little overlap.

Improvements to public transport have very little effect on reducing road congestion. People who, for various reasons, are unable to drive generally have travel needs that are unsuited to public transport. These needs are generally non-peak and non-central and at times that do not coincide with public transport routes or timetables. Hence the predominance of community transport, taxis, and getting lifts from friends or relatives.⁵⁷

- 2.23 Mayor Winter spoke of the strength of feeling in the Kingborough Council with respect to the lack of bus services:

My colleagues last night asked me again to raise the issue of a lack of bus services and the fact that at peak periods, Metro is still constrained by not having enough buses to service the peak demand in Greater Hobart. That's the situation we're in. Surely, the easiest and quickest way to resolve some of these issues is to invest in more buses and in Metro.⁵⁸

Active transport

- 2.24 Mary McParland, representing the Bicycle Network, provided verbal evidence that indicates a lack of separated cycleways is actually a barrier to greater use of bicycles:

There are studies from Auckland and even Sydney that show that when they put in the cycleways, they've seen 200 to 300 per cent increases in usage on a particular route when they converted from, say, a bike lane to a protected bike lane. That has been borne out around the world.⁵⁹

- 2.25 Bicycle Network Chief Executive Officer Craig Richards spoke at a public hearing about the benefits of prioritising active transport to reduce congestion and maximise health outcomes, balanced with public safety and convenience:

⁵⁷ Tabled document 37, p.1

⁵⁸ Hansard transcript 12 November 2019, p.4

⁵⁹ Ibid, p.48

...our position is that if you're going to remove congestion from your cities, you need to come up with safe, energy- and cost-efficient ways to move people around.

From the human perspective, humans are looking for the most convenient way to move around and the added bonus is, if you can provide a healthy way that improves their health outcomes, that obviously is a great thing as well.

When it comes to Hobart, it has been very much a car-centric city but to be a city of the future, it can't continue to be a car-centric city. When it comes to the space limitations, it just doesn't work to move people around that way. As we have seen with many other cities around the world, they have gone the way where they prioritise active travel as their most space- and energy-efficient means of moving people around; second, they have prioritised public transport; and, third, their private vehicles, particularly with so many being single-occupant vehicles, are the ones that get the least priority.⁶⁰

2.26 MRCagney commented on the current state of cycling infrastructure in the city:

Leading cities across the world recognise the value of providing for and encouraging cycling, as part of a range of transport options for people. Although still car dominant, Australian cities are slowly building better cycling networks to combat traffic congestion and provide safe and amenable facilities for growing cycling populations. For Hobart, while the city has larger mode split of cyclists as a proportion of population compared to other capitals (refer to chart on page 7 from BITRE), many people choose to drive rather than choosing other active modes of transport due to:

- *Poor network connectivity; and*
- *Safety concerns.⁶¹*

Use of Private Motor Vehicles

2.27 The Committee received evidence that commuters in Greater Hobart were highly reliant on private vehicles and that the combination of topography plus infrastructure meant that people tended to choose the most convenient option, resulting in 'car culture' being a contributor to traffic congestion.

2.28 Kingborough Mayor Dean Winter drew the Inquiry's attention to the evidence that indicated a low level of carpooling and use of public transport:

⁶⁰ Hansard transcript, 12 November 2019, Craig Richards, p.28

⁶¹ Written submission 36, MR Cagney, p.5

We had another workshop with the Department of State Growth last week and it pointed to evidence that showed over 80 per cent of people travelling into Hobart from our area are doing so as the driver in the car. Not just in a car, they are driving the car, pointing to a lack of carpooling and public transport.⁶²

2.29 In his submission, Jarrah Vercoe observed the following regarding school traffic:

During school holidays traffic congestion is significantly reduced. This suggests that most of the problem [in] 'peak traffic' are parents dropping off and collecting children from school.⁶³

2.30 Metro Tas CEO Tim Gardner also commented on the increased use of vehicles for student transportation:

The area that has been particularly challenging nationally over the last decade plus is students. Nationally, there is a declining trend in student use of buses. More parents are driving their kids around and you can see how that impacts, school holidays - traffic dies off.⁶⁴

2.31 At a public hearing in June 2020, the Minister for Infrastructure and Transport, Michael Ferguson MP, made the following comment:

For example, as regular users here in Hobart, I am sure everyone at the table knows that during school holidays it's noticeably different. It's only an 8 to 10 per cent difference in traffic volume, but it changes everything.⁶⁵

2.32 The written submission of Mr Peter Jones drew the Inquiry's attention to Hobart's 'car culture', particularly in relation to student transport:

The cause of our congestion is obviously the roads into and out of Hobart from the Eastern Shore, the Northern Suburbs and the Southern Outlet, built long before there were so many cars driving to work and back. The situation is compounded by parents who insist on driving their children to school in term time instead of putting them on a bus, walking or riding a bike.⁶⁶

2.33 Mr Cotgrove provided the following view in his verbal evidence to the Inquiry as to why cars are a preferred method of urban travel:

⁶² Hansard transcript, 12 November 2019, Dean Winter, p.4,11

⁶³ Written submission 10, Jarrah Vercoe, p.1

⁶⁴ Hansard transcript 13 November 2019, Tim Gardner, p.1

⁶⁵ Hansard transcript 29 June 2020, Hon Michael Ferguson MP, p.14

⁶⁶ Written submission2, Peter Jones, p.1

The car has been designed for the post-industrial society. It was originally developed as a kind of luxury, recreational vehicle for families so they could get away from the city and visit the countryside. Increasingly, in the post-industrial society, it has been an urban vehicle. The reason for that is it can connect up spatially dispersed locations in highly critical time situations. If Johnny has to be picked up to go to the dentist and the appointment is at 4.30 p.m., he has to be there. Somebody has to pick him up from school and take him there, someone has to do the shopping on the way home and get home to cook the evening meal. Mums and dads and other people in society, whether they have children, lead busy lives and the only practical way for most people to do that is by car.

The reason public transport cannot do it is because public transport necessarily is governed by routes and it can only take you to points along the routes - stations and bus stops and so on. It can only take you at certain times. In other words, it is dependent on the timetable. It is intermittent and therefore it cannot connect up with sparsely dispersed travel patterns.⁶⁷

2.34 MRCagney made several observations via written submission regarding vehicular traffic and car parking in relation to congestion:

The 2016 Hobart Traffic Congestion Analysis report details the high-level contributing factors to congestion:

- *Increased traffic demands on the network as a result of the return of schools and University;*
- *Increased parking availability in Hobart, increasing traffic demands on the network within the city;*
- *Road works in various locations reducing capacity and/or reducing vehicle speeds in critical locations;*
- *Changed travel patterns in the network; and*
- *Changed land use patterns.*

In addition to these, current traffic circulation patterns (one-way streets) in the CBD further add to the congestion problems due to queuing times. In addition, encourages unsafe travel speeds as well as being unfriendly to people on bikes.

And further:

⁶⁷ Hansard transcript, 13 November 2019, Robert Cotgrove, p.68

The City of Hobart Draft Transport Strategy 2018-2030 recognises that cheap and abundant car parking encourages commuter traffic into the CBD. Our understanding of the current regulatory parking management practices used in Hobart include:

- *On-site parking provision as part of individual developments based on arbitrary minimum parking requirements;*
- *In-lieu fees for parking short-falls; and*
- *Unlimited, time-limited, priced or un-priced on-street and off-street public parking.*⁶⁸

2.35 A number of submissions drew the Committee’s attention to the unsuitability of many Hobart streets to facilitate on-street parking. The written submission of the Tasmanian Bicycle Council pointed out a number of benefits to removing on-street parking including:

- *Reduction in the number of vehicles driving those streets looking for parking, and circulating around the city;*
- *Less disruption to motor vehicle traffic flow as a result of cars entering and exiting on-street parking spots;*
- *Improved sightlines for drivers exiting driveways, off-street parking garages and people crossing the road;*
- *Additional space on the road to transport people by bike to their destinations.*

The City of Hobart Transport Strategy states that

*“parking space can be reutilised where other transport modes may need priority and additional space to cater for movement demand, particularly in busy city areas where footpath space for pedestrian movement needs to be increased, or to provide bus priority or bicycle facilities on selected corridors”.*⁶⁹

Employment considerations

2.36 Mayor Winter’s verbal presentation to the Committee pointed to centralised employment as an issue:

*There is a land use planning issue here, where we have done what the textbooks tell us we should not do, which is centralise employment and services in the middle of the city and have people living in the outskirts and everyone trying to travel in and out at the same time, but that's where we are.*⁷⁰

⁶⁸ Written submission 36, MRCagney, pp. 3-4

⁶⁹ Written submission 11, Tasmanian Bicycle Council, p.3

⁷⁰ Hansard transcript 12 November 2019, Dean Winter, p.3

3. Strategic planning processes between Commonwealth, State and Local governments

Strategic Plans and Related Documents

- 3.1 The breadth and depth of strategic planning by various governments involving transport and related issues is clearly demonstrated by the number of reports, studies and surveys that were either submitted to the Inquiry as attachments to, or referenced in submissions.
- 3.2 The following is a list of those documents produced over the last decade that drew the closer attention of the Inquiry and were taken into evidence, given their relevance to the Terms of Reference:
- Southern Integrated Transport Plan 2010
 - Congestion in Greater Hobart, Response to Issues, Department of State Growth 2011
 - Southern Tasmanian Regional Land Use Strategy 2010-2035 (amended 2020)
 - Report on the Options for an Integrated Sustainable Public Transport System in Southern Tasmania 2013
 - Hobart Congestion Traffic Analysis 2016, Department of State Growth
 - Hobart Traffic Origin-Destination Report, 2017
 - City of Hobart Transport Strategy 2018-30, City of Hobart
 - Transport Access Strategy 2018, Department of State Growth
 - Greater Hobart Mobility Vision, 30 Years Strategy, RACT 2019
 - Hobart Transport Vision, Infrastructure Tasmania
 - Travel in Greater Hobart Household Travel Survey 2019, Department of State Growth
 - Hobart City Deal, Greater Hobart councils and the Australian Government, 2019
 - Hobart City Deal Implementation Plan Greater Hobart councils and the Australian Government 2019
 - Hobart Western Bypass Feasibility Study, Department of State Growth 2020
 - Department of State Growth Key Arterials Traffic Data Catalogue

Strategic Planning Processes

- 3.3 A number of stakeholders to the Inquiry commented on the need for a more holistic approach.
- 3.4 Mr Mark Broadley, a retired traffic engineer, offered the following with respect to how new initiatives should be approached in terms of assessment:

I suspect this is where the Committee will get a lot of ideas from well meaning people because many people like to go to solutions before they do any analysis. And that is fine, these ideas and solutions can be incorporated into a proper Transport Study. It is however dangerous to take on these solutions without doing the hard work of rigorous assessment. As I say, I've seen local governments making decisions about infrastructure in this (non rigorous assessment) way. Often it isn't anything mischievous on the part of the individuals concerned, it's just that they have never been taught how to think properly. Thinking means working out 'what is the problem we are looking at', 'what is the objective evidence we have of the problem', 'what are the options for improvement for our problem', then 'how do we measure the performance of the options we have' then leading to making a decision.⁷¹

- 3.5 Mr Broadley also provided the following example of significant infrastructure investment without an adequate planning process:

The Derwent River is another physical barrier factor and because there are limited crossing opportunities causes congestion. The Tasman Bridge as currently operated, is congested. The Bowen Bridge is underused because it is not well located for trip making and it is difficult to see how it ever can be better utilised.⁷²

- 3.6 Mr Broadley also pointed to the need for a comprehensive planning process for major infrastructure:

What is vitally important in the cost benefit appraisal approach that Infrastructure Australia follows, and that I really hope in time that state government and local government will be mandated to follow, is that our elected representatives actually take notice of the results of these appraisals.

And

Education of politicians in this area would firstly alert them to projects that come forward without good appraisals to send them back, and secondly help them incorporate the results of the appraisals in their final decisions on those projects and crucially how they explain their decisions to the community.⁷³

- 3.7 Mr Bob Annells, a member of the NCK Evers Network, expressed the following view in relation to the need for a holistic approach to communication and coordination:

⁷¹ Written submission 5, Mark Broadley, p.10

⁷² Ibid, p.4

⁷³ Ibid, p.10

*Inevitably, when you put the various competing - and I use that word advisedly - interests in silos, with their own structures, their minister, their own legislation and legislative requirement often, inevitably, you have problems of communication and coordination and an enhanced difficulty in getting a sensible holistic approach. We think the situation is serious enough, particularly because of the very long lead time required to implement whatever you finally get around to deciding.*⁷⁴

- 3.8 As a peripheral but important issue, the Government's current Transport Access Strategy, referred to by the PIA in their submission also refers to the need for a coordinated settlement strategy to improve access to transport for disadvantaged people.⁷⁵

*...the Government considers that the original intent of focussing on transporting disadvantaged people must remain intact, as it is a key priority for the Government to ensure acceptable levels of mobility for these Tasmanians.*⁷⁶

- 3.9 In the current Transport Access Strategy, identified above, the Government articulates a need for a holistic, collaborative approach to strategic planning:

Transport access issues are often complex and are unlikely to be effectively resolved in isolation from the broader policy environment. Consequently the Transport Access Strategy favours a holistic, collaborative approach to addressing transport issues and gaps.

And further

*Addressing 'transport gaps' and issues demands a holistic approach to transportation - it is about supporting transport providers, service providers and various levels of government to form partnerships and alliances to facilitate and deliver transport that best meets the needs of the community.*⁷⁷

- 3.10 Commitments made in the Hobart City Deal's Implementation Plan emphasise the delivery of an integrated and collaborative approach to transport management through the establishment of a project steering committee:

A Transport and Housing Project Steering Committee has been established to advise the Implementation Board and support integration and collaboration in the delivery of the transport and housing related actions across all three levels of government.

⁷⁴ Hansard transcript, 14 November 2019, p.4

⁷⁵ City of Hobart Transport Access Strategy 2018, Department of State Growth, p.3

⁷⁶ Ibid

⁷⁷ Ibid, p.12

This group brings together representatives from the Australian Government (Departments of Infrastructure, Transport, Cities and Regional Development, and Social Services), Tasmanian Government (Infrastructure Tasmania and the Departments of State Growth, Justice, Communities Tasmania, and Premier and Cabinet) and the Clarence, Glenorchy, Hobart and Kingborough councils.⁷⁸

- 3.11 Lord Mayor Anna Reynolds provided the following verbal evidence to the Committee, underscoring the need for good planning and governance in relation to Greater Hobart as a whole:

We note Greater Hobart is the fastest growing area of Tasmania and our concern is there is not the infrastructure or even the sort of policy and planning infrastructure inside government ready for this growth. That includes public transport planning and planning to deal with some of these congestion issues. The work of the Legislative Council will provide some really important input into that policy vacuum. We feel very concerned the capacity is not there to do the future thinking about Greater Hobart growth, including traffic, public transport planning and planning more generally.

That said, we are all very supportive of the work that has happened in the last 12 months to establish the Greater Hobart Act and the Greater Hobart City Deal, because this is the beginning of what we believe is a change to provide some of the governance structure required to be thinking about Greater Hobart as an entire city and the planning required for this. As part of this, the city deal is a really positive initiative. We have all signed on to it.⁷⁹

- 3.12 In providing verbal evidence to the Inquiry, Mr Nick Heath, General Manager of Hobart City Council made the following key point:

The absolute critically factor from where I sit is that we continue to have strong partnership relationships as we move forward to try to address the issues. I do not make any political statements around what has been said but I think we need to continue those relationships, continue talking and continue to address complex problems because they are wicked problems. I do not think any one person, agency or council has the solutions - a combined approach is what we rely on.⁸⁰

⁷⁸ Hobart City Deal Implementation Plan, p.10

⁷⁹ Hansard transcript, 12 November 2019, p.1

⁸⁰ Hansard transcript, 12 November 2019, p.5

Land use planning

- 3.13 The Planning Institute written submission outlined the following context and views in relation to disjointed growth of cities and regions, broader strategic planning issues and the need to review some existing strategies and policies:

At that time, PIA National President Brendan Nelson said rising community frustration at the nationally disjointed growth of our cities and regions meant governments and policy-makers needed to consider new ways to ensure that Australia's cities and regions remained some of the most liveable in the world. "It's clear we're reaching a tipping point in terms of the pressures on our cities, towns and regions," Mr Nelson said.⁸¹

PIA believes it is important to recognise that the challenges around the current state of congestion in Greater Hobart are inextricably linked to broader strategic planning issues including importantly settlement strategy, from the national level, through State, regional and down to the local level.

It is understood that the Government intends to create a suite of State Planning Policies including a Settlement and Liveable Communities Planning Policy however the detail and implementation timeframe is unclear.

Currently there are a number of existing strategies that guide land use decisions in the Greater Hobart area, primarily the Southern Tasmanian Regional Land Use Strategy (STRLUS); for transportation the Southern Integrated Transport Plan, the City of Hobart Transport Strategy 2018-2030 and the State Government's Transport and Access Strategy.

Currently the STRLUS provides the existing framework for settlement including an Urban Growth Boundary for the region, Planning Schemes within the region are required to be consistent with this Strategy, however it has been recognised at both Local and State Government levels that the current regional strategies including STRLUS are in need of review.

Unfortunately, the State Government has indicated that, barring minor amendment, review of the STRLUS will not occur in the short term. PIA considers that to effectively plan for improvement in the mobility of Greater Hobart, a coordinated settlement strategy possibly through the proposed Planning Policies, and the review of the STRLUS is necessary. The settlement strategy should include consideration of jobs growth as a spatial element, given where people work is as important as where they live in planning for transportation. A State Planning Policy which considers housing

⁸¹ Written submission 37, Planning Institute of Australia, p.2

density and public transport should also be an aspect of a state-wide strategy, to consider the dwelling density required to sustain a public transport system along key routes.⁸²

- 3.14 In July 2020, the Committee sent the following question on notice to the Minister for Infrastructure:

The Minister mentioned during the hearing that corridor studies and infrastructure strategic planning were being undertaken and Mr Swain provided a rather time-constrained response. Can clarity please be provided as to the Government's commitment to the concept of urban growth corridors, as included in the recently amended statutory Southern Tasmanian Land Use Strategy document (6/2/2020), as an overarching mechanism that drives such strategic planning for infrastructure?

Context: Such a strategy is broadly designed to reduce ad hoc and uncoordinated land use planning decision-making associated with the placement of housing and physical services, ultimately impacting the various levels of demand for commuter transport on arterial roads/highways

- 3.15 The Minister provided the following response:

Regional land use strategies were declared in 2011 to set the medium to longer-term strategic directions for each of Tasmania's three regions. In Hobart and Launceston, the strategies include an urban growth boundary for the metropolitan area. These boundaries set the outer limits for urban development, including urban residential growth, and identify areas for both densification (e.g. northern suburbs corridor, Glenorchy) and new greenfield development (e.g. Spring Farm and Huntingfield, Kingston).

Urban growth boundaries are important in supporting a more strategic approach to future residential development, allowing supporting infrastructure and services to be delivered in a more coordinated and sustainable way. It is important that urban growth boundaries provide for a range of urban development, including residential, commercial, industrial, recreational facilities (e.g. parks and ovals), and community facilities (e.g. hospitals and educational facilities). It also needs to provide for a range of housing opportunities in different locations, and reflect changes in demand and supply. The Government is committed to maintaining the urban growth boundaries and is planning to undertake a review of the existing regional land use strategies commencing in 2021 following the implementation of the Tasmanian Planning Policies.⁸³

⁸² Written submission 37, Planning Institute of Australia (Tasmania), p.3

⁸³ Letter dated 6 October 2020, Hon Michael Ferguson MP, Minister for Infrastructure and Transport, p.2

3.16 The General Manager of Glenorchy City Council, Mr Tony McMullen, brought attention to the opportunities provided by the current focus on sustainability:

Transport and housing development go hand in hand. As Mr Winter said, we have done a lousy job in Greater Hobart of coordinating land use and transport over decades. We now have an opportunity with this improved focus on sustainability to start to rebalance the equation, and I think that is really important.

And further:

In the past 50 to 60 years, we have been moving people away from transport systems. It is now time to start to design our cities and retrospectively move those people back towards a designed public transport system.⁸⁴

3.17 The written submission of MRCagney made further observations regarding the importance of land use planning and policies in addressing congestion:

Land use planning has a direct link to how successful Hobart's transport network can evolve in the future. Understanding the major hindrances to better land use and transport integration in Greater Hobart need to be further investigated to highlight the key risks in the context of the city's growth trajectory and understand locations that are poorly accessed. Causes of congestion from poor land-use planning are typically:

- *Urban sprawl;*
- *Lack of a coherent transport network; and*
- *Access to public transport services.⁸⁵*

3.18 The written submission of Brighton Council provided the following recommendation to the Inquiry in relation to mitigating traffic congestion:

Introduce planning requirements that require all greenfield development (or a high percentage, e.g. >85%) to be within 400m of a public transport stop.⁸⁶

Expert advice

3.19 The written submission of TasBus urged the creation of a Transport Advisory Panel:

⁸⁴ Hansard transcript, 12 November 2019, p.6

⁸⁵ Written submission 36, MR Cagney, p.5

⁸⁶ Written submission 35, Brighton Council, p.1

TasBus proposes the Tasmanian Government creates a transport authority with the specific purpose:

- *to undertake the ongoing strategic assessment of Tasmania's passenger transport needs;*
- *regulate its provision; and*
- *oversee the delivery of all passenger transport services across the state.*

We propose that in the first instance this advisory panel could oversee the immediate implementation of the following specific initiatives which Tasbus considers will promote and develop Tasmania's public passenger transport system:

- *One ticket - delivering integrated ticketing and standardized fares, zones and concessions through the extension of the Metro Tasmania Green-CARD to all metropolitan and non-metropolitan services, and other modes as necessary. This will provide efficiencies and incentives in the system and encourage more use of passenger transport including by commuters travelling into CBDs from urban fringe areas and by tourists visiting the State and wishing to visit areas and attractions outside the major centres.*
- *One network - by planning and coordinating all major public passenger transport routes, services, connections and infrastructure to deliver a seamless system.*
- *One system - by marketing this seamless system through consistent network branding and passenger information to allow existing services to become better utilized. Increased Passenger Transport services, including Better Services for Tourism.*

Following on from Project 2018, the advisory panel described above can deliver better coordination and integration of regional, urban fringe and metropolitan passenger transport services under a common brand for all Tasmanians and visitors to our State.

Once implemented the focus should turn to increased service coverage and frequency in areas identified as being "transport poor" by the many past reports which have looked at transport disadvantage in Tasmania.

Tasbus believes this can be achieved and coordinated through Mobility and Accessibility Committees and Industry established between the proposed advisory panel and Local Governments.⁸⁷

3.20 A further comment from Lord Mayor Anna Reynolds indicated the importance of Infrastructure Australia's involvement:

⁸⁷ Written submission 28, TasBus, p.5

Infrastructure Australia is meant to be insurance against local members putting forward their favourite projects.

That is why Infrastructure Australia is there, to provide that insurance policy, to ensure that any federal government money has an independent party assessing projects and making sure that it is good value for money for the federal government.⁸⁸

3.21 The Inquiry also considered evidence and recommendations from the *Hobart Western Bypass Study* and the *Greater Hobart Transport Strategy*. These are cross-referenced in paragraphs 4.73 – 4.80 below.

3.22 A recommendation was made by Mr Broadley with regard to an Expert Steering Committee to develop a transport strategy:

Ensure that an expert steering committee oversees the above Transport Strategy. It would comprise State, Federal and Local Government elected representatives, public servants, and key stakeholders. This steering committee would have to be trained, educated in the processes to be contained in the work of the Transport Study prior to the study commencement. The Transport Study would have two concurrent streams of one, the Technical data collection, modelling, analysis and cost benefit appraisal, and second comprehensive Community Engagement.⁸⁹

⁸⁹ Written submission 5, Mark Broadley, p.20

4. Future initiatives to address traffic congestion in the Greater Hobart area

Policy and Infrastructure-based initiatives

- 4.1 The written submission of the Planning Institute of Australia, Tasmania Branch, outlined infrastructure and policy-based initiatives to address traffic congestion:

Initiatives to address traffic congestion in Greater Hobart can be broken into two categories, infrastructure/physical and policy based improvements.

Policy based changes include:

1. The development of a settlement strategy to provide certainty as to where future populations will be located and how they will be accommodated, through coordinated Commonwealth and State Government actions.

2. Development and implementation of the Tasmanian Planning Policies to guide a state-wide approach to settlement, growth and transport (including public transport).

3. Resourcing of data collection implementation of the review of the Southern Tasmanian Regional Land Use Strategy.

4. Consideration of schemes used elsewhere to share the benefits of infill development across all councils. This can be done through providing disincentives for land banking while at the same time providing potential revenue to assist with construction of park and ride or other public transport infrastructure. Examples like the Metropolitan Region Improvement Fund in Western Australia, or congestion charging in cities like Stockholm and London should be considered.

With respect to infrastructure:

1. Review existing infrastructure to determine capacity levels of all roads and public transport services and how these assets might be better managed through Traffic Demand Management principles.

2. Consider inclusion of performance indicators or targets for increased usage in service contracts for Metro and private bus service providers, to create incentives for providers.

3. Consider the use of bus and transit lanes for specific routes and bus priority measures at intersections to improve network flow and travel time.

4. Consider the implementation of public transport network along the existing rail corridor (eg light rail or bus rapid transport) as not only a transportation measure

but also to facilitate land use goals as well as improving access and inclusion throughout Greater Hobart.

5. Consider free public transport incentives on existing Metro services within specified routes or areas, to encourage greater participation levels and create commuter mode shift.

6. Review car parking requirements within the State Planning Provisions of the Tasmanian Planning Scheme, to consider either the reduction of minimum requirements or inclusion of maximum requirements, in specific areas or for appropriate uses, to deter reliance on private car use.⁹⁰

- 4.2 Mr Vercoe in his individual submission made the following observation regarding planning processes:

Significant traffic generating developments such as large scale residential and tourism developments are currently not required to examine their impact on traffic beyond the 'immediate' transport network. Current planning rules appear to only require an examination of the traffic impact on the road on which they are proposed to be situated. For example, a large scale residential development on the Southern Outlet should be required to examine the capacity and impact of traffic on the entire network and not simply the road on which the development is proposed to be built.⁹¹

Road infrastructure

- 4.3 The Committee noted evidence that there had been little major infrastructure spending in the proximity of the Hobart CBD from the 1980s to the commencement of the Inquiry.

- 4.4 Mr Broadley in his written submission noted:

...the most significant investments in infrastructure in and around the Hobart CBD were the duplication of the Southern Outlet in the 1980s and the creation of the Davey Street – Macquarie Street couplet at the gasworks in the mid 1980s. Since that time, most infrastructure work has been very small scale intersection capacity improvements.⁹²

- 4.5 At a public hearing in June 2020, the Minister for Infrastructure advised of a number of current and future infrastructure initiatives, including those summarised below:

⁹⁰ Written submission 37, Planning Institute of Australia, pp.3-4

⁹¹ Written submission 10 Jarrah Vercoe, pp.1-2

⁹² Written submission 5, Mark Broadley, p.4

- Public consultation on the South East Traffic Solution;
- Early construction of the Hobart Airport Interchange Project;
- Upgrades to the Richmond Road;
- Implementation of the Greater Hobart Traffic Solution that includes planning of a fifth lane on the Southern Outlet for buses, emergency and multi-occupancy vehicles that connects the planned Kingborough Park and Ride and bus clearways in the Hobart CBD;
- Commitment to the delivery of a new Bridgewater Bridge.⁹³

4.6 The written submission of Peter Jones urged alternative forms of transport and behaviour change rather than additional road infrastructure:

*Essentially we need a two pronged approach: to creatively introduce alternative forms of transport into and out of Hobart CBD, and to move away from Tasmania's infamous car culture. What we do not need is more highways as it is well documented, the more roads you build, the more cars appear to clog them up again.*⁹⁴

4.7 A contrary view was provided by Mr Broadley in his submission:

*The point I make, not building new infrastructure for fear of there still being congestion post construction is not logical. New infrastructure leads to more trip making that might not otherwise be made which is a good thing.*⁹⁵

4.8 Tony Denne MIEAust., CPEng(ret.) presented the following point of view that new infrastructure needed to be appropriately targeted:

*... it's more visible now that those periods of heavy traffic load are extending in the mornings and in the evenings. Give it another five years and you will actually meet what the GHD thing said: you actually have a volume greater than the capacity of the roads. As the traffic speed slows and gets down to zero, you either get people off the road - so that's why the fifth lane on the Southern Outlet is no good at all, you need to get rid of the bottlenecks to keep the existing traffic moving and away from the city centre. Traffic modes may well change. People will go to electric vehicles and the like.*⁹⁶

4.9 The Planning Institute of Australia's submission also noted oversaturation of car traffic in the CBD during peak times:

⁹³ Hansard transcript, 29 June 2020, pp. 2-3

⁹⁴ Written submission 2, Peter Jones, p.1

⁹⁵ Written submission 5, Mark Broadley, p.2

⁹⁶ Hansard transcript, 12 November 2019, p.72

Increases in population living on the urban fringe limit options for reliable transport into the city. Yet car-based transport has been shown to be increasingly unreliable in Hobart and is at times approaching capacity. Some roads in Hobart's CBD including Macquarie Street are even occasionally losing capacity due to an oversaturation of motor vehicle use in the afternoon peak.⁹⁷

4.10 The Minister for Infrastructure made the following statement:

All levels of government can contribute to managing congestion in Hobart. We need to recognise that three-quarters of morning peak and two-thirds of afternoon peak traffic travel to and from Hobart, which I am sure you will remember from my submission - for example, the City of Hobart has a key role to play in implementing traffic management solutions through its responsibilities for providing for passenger transport, managing clearways on its own local government streets, parking, pedestrian flow, events and construction activities within the CBD.

And further:

In conclusion, southern Tasmania is, as we all know, a great place to live, work, raise a family and do business, but we need to keep it that way by making investments in infrastructure, making decisions with smart technology and encouraging human decision-making that supports reducing congestion to allow us to all sustainably grow and continue the good work that has been started in our beautiful state of Tasmania.⁹⁸

4.11 The written submission of Colin Appleby suggested the development of pedestrian underpasses at critical intersections (e.g. Murray and Davey Streets and Macquarie and Harrington Streets) in order to allow more cars to turn at these intersections rather than waiting for pedestrians to cross the road.⁹⁹

Incident response strategies

4.12 At a public hearing in November 2019, Mr Don Challen representing the NCK Evers Network made the following observation:

The system is fragile, it falls over at the drop of a hat. As we said in the submission, often you can sit in a traffic jam on the Southern Outlet for three-quarters of an hour, and when you finally get down to Macquarie Street, you wonder what the problem

⁹⁷ Written submission 37, Planning Institute Australia, p.2

⁹⁸ Ibid, p.4

⁹⁹ Written submission 50, Colin Appleby, p.5

was. Well, the problem was an accident on the Tasman Bridge, and that's one of the problems.¹⁰⁰

4.13 At a public hearing in June 2020, the Minister for Infrastructure advised:

*Last year, the department introduced an incident management plan, which is seeing tow trucks strategically placed around the Hobart network to ensure that when incidents do occur, vehicles can be quickly removed, minimising delays. These trucks are also removing cars from clearways on Macquarie Street during the morning peak, ensuring that we have maximum capacity.*¹⁰¹

4.14 The written submission of Amanda Smith urged consideration of a 'traffic delay' sign in the event of accidents on the Southern Outlet that would give motorists the option to take an alternative route prior to being held up in a traffic jam.¹⁰²

4.15 Daniel Verdouw, Acting Director Network Management, Department of State Growth, added the following information:

As the minister alluded to, we are currently planning what we calling the On Road Traveller Information System - OTIS - project -. That is utilising the Bluetooth procedures I talked about before around the CBD, but they also trail out down the Southern Outlet to the east and the north of the city as well. Using that information, we can track movements - including, importantly, when incidents occur on the Southern Outlet. For example, we use that information now to deploy things like the tow trucks which the minister alluded to before that are currently operating, including on the Southern Outlet.

And further:

*If there is an incident on the Southern Outlet, as you alluded to, Chair, it will notify you. For example, 'Incident on Southern Outlet, Olinda Grove, please take Channel Highway, Sandy Bay Road, or Old Huon Road'. It will provide an alternative as well as providing alternative travel times. We track and map on those routes as well. You will be able to give a real-time analysis on how long it will take to take that alternative route.*¹⁰³

¹⁰⁰ Hansard transcript 14 November 2019, p.7

¹⁰¹ Hansard transcript 26 June 2020, p.3

¹⁰² Written submission 46, Amanda Smith, p.1-2

¹⁰³ Hansard transcript 29 June 2020, p.17

Management of traffic flow

4.16 Several submissions and witnesses were of the view that improvements could be made through the re-configuration of the one-way street system to two way, and better management of clearways and slipways, particularly on the Southern Outlet. Suggestions included longer slip lanes on the Southern Outlet and priority access for certain cars and motorcycles.

4.17 Ms Tereza Dobbin's written submission focussed, in part, on the one-way street system:

I don't understand why Hobart requires a one-way system. If ever there is an incident, the one-way system compounds problems when all traffic feeds into Macquarie or Davey Streets that are one-way from feeder roads that are also largely, one-way. When I am idling in gridlock trying to reach the Southern Outlet, I often think how different things would be if I could do a u turn or take a right into Macquarie St because there's an issue on Davey St. Even if there is an incident on the bridge in the opposite direction it can also cause gridlock heading toward the Southern Outlet – all because of the one-way system. Why does Hobart require this one-way system? Comparable cities such as Geelong don't think it necessary to have a network of one-way streets. I think it would make a significant difference if there is enough courage to give it a try.¹⁰⁴

4.18 At a public hearing, Mr Bob Rutherford provided the following opinion on one-way streets:

It is always a sensitive one in Hobart when you start talking about one-way streets. When we look at the cities around the world that went to one-way streets at the same time as Hobart did in the post-war period...Vancouver, Minneapolis, Louisville and Oklahoma City. They have all moved away from one-way streets. They've done that from a traffic perspective and also a social and economic perspective, and understanding the differences between those.

From a transport perspective, what they found was that it actually limited entrance and exit from a CBD because it limited the number of roads that people could travel on, the options. We've seen this in Hobart where it doesn't take much to happen in one street for everything to then back up because there's no other option.

... On the social and economic front, those cities that have seen the activation of streets which were one-way streets have seen a significant uplift in the activation. Businesses are going into those streets and are providing people with more options

¹⁰⁴ Written submission 13, Tereza Dobbins, p.1

*and they're more likely to use them in a two-way fashion than when they were on a one-way street. It's not just a matter of congestion, it's a matter of social and economic activation as well.*¹⁰⁵

- 4.19 At a public hearing, the Minister for Infrastructure provided the following comments in relation to the Government's proposal for a fifth lane on the Southern Outlet:

*To pick out your particular question on the fifth lane, it's a specific treatment that opens up capacity but for a specific cohort of road users, rather than just business as usual. In making that decision, it's about prioritising buses, emergency vehicles and vehicles with more than a single occupant. Again, I don't want to be whimsical about this, but we want people who are in their vehicle, perhaps travelling slower than they might like, to see that they could actually have an incentive to jump on the bus, or to fill up the car and qualify for the fifth lane.*¹⁰⁶

- 4.20 The written submission of Margaret Wilmot provided the following suggestions:

I see no need to build a fifth laneway. In peak times (6am to 9.30am) allow only buses and vehicles holding three or more people to use the left hand lane into the city. Those solo drivers in the right hand lane will soon get fed up with their slow journey.

At peak times, the green light in Macquarie Street at the Southern Outlet intersection allows only one or two cars from South Hobart through. This frustratingly short time creates problems for all vehicles, when those from South Hobart enter the intersection on the yellow light when there is not enough space. Also, Southern Outlet traffic will block this intersection. The area should be hatched, with a ruling that it is illegal to enter the hatched area unless the way is clear to pass through.

*The Clearway times on Macquarie Street have been increased, but this has had no effect on moving the traffic through more quickly. The Clearway likewise needs to be increased in length back to Antill Street. Also the short Clearway on the northern side of Davey Street just before the Southern Outlet turnoff should be lengthened to commence at least at the Radiology Tasmania entrance so that traffic in that right hand lane turning into South Hobart does not block the next lane for traffic heading to Fern Tree. This can be done quickly and with little expense.*¹⁰⁷

- 4.21 The written submission of Ann Lowe contained a different suggestion for improving traffic flow into South Hobart between the hours of 7:00 am and 9:30 am:

¹⁰⁵ Hansard transcript, Bob Rutherford, 13 November 2019, p.38

¹⁰⁶¹⁰⁶ Hansard transcript, 29 June 2020, p.27

¹⁰⁷ Written submission 9, Margaret Wilmot, p.1

At this time of day, traffic coming up Davey Street (right hand lane) is often backed up down to Antill or sometimes down as far as Molle Street and further particularly if there has been an accident or breakdown which causes grid lock in all streets. The centre lane from Molle Street upwards (2nd right) which would normally be directed down the Southern Outlet could be used for traffic continuing up Davey Street then freeing up the right hand lane for traffic wanting to enter into Macquarie Street.

The intersection at the Southern Outlet and Davey is often blocked at that time of morning not allowing the traffic to get back into Macquarie Street or continue up Davey because there is only one lane for both.

There is very little traffic heading out of town toward the Southern Outlet at this time of day and the left hand lane is sufficient for this traffic during this time frame.

All it would require is writing on the road in this lane –

*DAVEY ST & SOUTHERN OUTLET TRAFFIC
BETWEEN 7.00 TO 9.30AM
MONDAY TO FRIDAY*

*between Molle & Antill Streets 2nd between Antill & Southern Outlet
(probably just up from the Globe Hotel).¹⁰⁸*

- 4.22 The written submission of Colin Appleby recommended the establishment of bus priority lanes:

Implement priority lanes for buses & passenger vehicles with 3 or more occupants during peak hours. This will increase the timeliness/reliability of buses and, if 3 occupant cars are taken up as an option (by carpooling), reduce the number of vehicles on the road during peak hours.¹⁰⁹

- 4.23 The City of Hobart Transport Strategy 2018-30 also advocated in relation to a 'SmartRoads' approach:

Managing and operating our network will need a 'SmartRoads' approach where preference is provided to high occupancy vehicles, especially public transport, and active transport modes on selected corridors at selected times.¹¹⁰

¹⁰⁸ Written submission 29, Ann Lowe, p.1

¹⁰⁹ Written submission 50, Colin Appleby, p.4

¹¹⁰ *City of Hobart Transport Strategy 2018-30*, Theme 8 – Managing our Traffic and Movement Network, Position Statement

- 4.24 At a public hearing in June 2020, the Minister for Infrastructure advised that the operation of the traffic lights at the top of Davey Street had been changed to allow Davey Street to operate more efficiently during the afternoon peak. The operation of four other intersections had also been changed to improve efficiency.¹¹¹

In addition to the congestion-prone areas commonly identified by motorists, there are a number of key locations central to Metro's operations where disruption can have a 'multiplier' effect. Chief among these is the 'hub' of Metro's network, extending from the Collins Street contra lane into the Elizabeth Street interchange, and the intersection of Elizabeth and Macquarie Streets, a space in which Metro facilitates up to 17,200 journeys per day. Congestion in this location has been exacerbated by construction of the Hyatt Centric hotel over the period from December 2016, changes to urban fringe and regional services in January 2019 which increased vehicle volumes, and the ongoing requirement for buses turning onto Macquarie Street to give-way to pedestrians during a green light.¹¹²

Metro Tasmania also advised of work associated with the Main road Transit Corridor Plan that had been undertaken to improve flow for buses:

With regard to the road network, the Department of State Growth's 2012 Main Road Transit Corridor Plan proposed measures to improve the flow of buses and reduce travel times on the Main Road – New Town Road – Elizabeth Street corridor.

Modelling indicated the measures could reduce travel time between 12% (inbound) and 23% (outbound) in the morning peak, and 8 percent in both directions in the afternoon peak. Metro has implemented the recommendations within its remit, including the introduction of the high frequency service and bus stop rationalisation to improve spacing and amenity.¹¹³

Further prioritised recommendations were put forward by Metro:

- 1. Extend the bus lane from the Southern Outlet down the left lane of Macquarie Street*
- 2. Prioritise bus movements on Collins Street and exiting Elizabeth Street on to Macquarie Street (entrance to the interchange contra lane is impacted by cars queueing for Argyle Street car park; exit from the interchange is impacted by short traffic signal sequence)*

¹¹¹ Hansard transcript, 20 June 2020, p.3

¹¹² Written submission 8, Metro Tasmania, p.3

¹¹³ Ibid, p.3

3. *Convert 'storage lanes' to bus lanes at each intersection on Brooker Highway from Goodwood Road to Risdon Road*
4. *Allow buses a five to ten second head start at intersections on Main Road, Brooker Highway, Macquarie Street and Davey Street*
5. *Implement bus priority lanes or tidal clearways*
 - a. *on Main Road between Springfield Avenue*
 - b. *from Shoreline to Mornington roundabout and on Tasman Highway*
 - c. *from Mornington roundabout to Rosny Hill*
 - d. *on Davey Street from Murray Street to the Southern Outlet*
 - e. *on Main Road from Marys Hope Road to Glenorchy interchange*
 - f. *on Rosny Hill Road from Bligh Street to Tasman Bridge.*¹¹⁴

Public transport

- 4.25 In providing verbal evidence to the Inquiry, the University of Tasmania confirmed Tasmania's investment in public transport was the lowest rate per capita of any other jurisdiction in Australia.¹¹⁵
- 4.26 Mayors representing Greater Hobart Councils urged for more investment and development of infrastructure for Metro Tasmania and raised questions regarding its operational model.
- 4.27 Mayor Dean Winter expressed the following views:

I've been reading Metro's annual report from last year. I know the business is working as hard as it can, but it's not good reading. Again the business has lost a significant amount of money; it's missed key targets. The Auditor-General in his assessment last year of the previous year's annual report, in volume 2 of its Government Business 2017-18 Analysis, said that Metro is relying on equity contributions in a service contract with the Department of State Growth to maintain its bus fleet and it has generated losses in each of the past four years, and you can add another year of losses to that. It goes on to say that some businesses - and Metro is included in this - are reliant on government funding and commercial industry support to maintain sustainability and are not expected or likely to generate profit sufficient enough to provide returns to government. The for-profit corporate

¹¹⁴ Written submission 8, Metro Tasmania, pp. 4-5

¹¹⁵ Hansard transcript, 13 November 2019, p.33

structure of entities like Metro may not be appropriate unless a significant improvement in the financial performance is expected, and it's not expected.

The structure and governance of Metro itself is called into question by the Auditor-General and that ought to be part of your consideration as part of this. Metro isn't in a financial position - it doesn't have the freedom to - as I understand it, they can't even buy a bus without the minister or the department telling them they can buy a bus.

...

My personal experience with buses in our area was that even if 87 per cent of the time, they are on time that is actually not enough for a commuter who needs to get into work and do business. It is a critical failure in the model. If people lose confidence in public transport services, they are more likely to get back in the car.

And

My perception of Metro is it has a brand issue now - it is a pretty tired brand. It is losing money; it has lost money again for the fifth consecutive year and not just a little bit of money - it has lost significant money every year. Only 25 per cent of its revenue actually comes from ticket sales. The rest is massively subsidised by the Government. It is not really operating as a business in the normal sense.¹¹⁶

4.28 Mayor Kristie Johnston echoed Mr Winter's views:

For us, the critical issue is we need the infrastructure first and then do the work to change hearts and minds. If you do not have the infrastructure to underpin the actual service, you can change hearts and minds all you like, but it will not last very long and will not bring about a sustained change in the cultural behaviour of our commuters in particular.¹¹⁷

4.29 Mr Tony Mullen, General Manager of Glenorchy City Council, made the following observation regarding Metro's capacity during peak times:

... Metro advised us that its capacity is fully utilised at peak periods, so if there is an underlying assumption we need to get more people onto public transport, Metro does not have the capacity at peak periods to increase that any further. There is clearly some need to invest further in additional peak capacity for Metro.¹¹⁸

4.30 At a public hearing in November 2019, Hobart City Council Lord Mayor Anna Reynolds made the following statement:

¹¹⁶ Hansard transcript 12 November 2019, p.4, 11

¹¹⁷ Hansard transcript, Kristie Johnston, 12 November 2019, p.4

¹¹⁸ Hansard transcript, 12 November 2019, p.3-4

*You will notice the major focus is to try to increase the reliability and number of public transport services, which we believe is the absolute priority in dealing with Hobart traffic congestion.*¹¹⁹

4.31 Andrew Holmes provided his personal experiences as a public transport user in his written submission:

*... Traffic congestion significantly impacts my daily bus travel, causing delays to Metro's bus service. As a result of this, I believe congestion directly impacts on the operation of Metro economically as the delays and inconsistencies in the service make bus travel unappealing which limits patronage growth. Research has shown this is a known reason which challenges people and provides a barrier to use Metro's services (Lyth, Sharman & Cleland 2018, p.21).*¹²⁰

4.32 The following rationale by Metro made the case for that need to be undertaken to facilitate for better public transport services:

From Metro's perspective, better mobility outcomes in Hobart rely on a reduction in single car occupancy - with every bus capable of taking up to 60 cars off the road, we believe facilitating improved public transport generally, and incentivising commuter oriented services specifically, has enormous potential to reduce congestion and calm Hobart's extremely concentrated morning and afternoon peaks.

Consistent with this view, three core criteria - reliability, flexibility, and cost - which influence mode choice can be manipulated in order to reduce congestion ...

Further public transport planning initiatives were added for consideration:

...

- *increasing service frequency to maximise convenience, minimise wait times, and remove planning barriers to travel; and*
- *continuing to encourage the use of public transport with fare initiatives while increasing disincentives for private car use via parking fees and congestion charges.*¹²¹

4.33 The written submission of Mr Vercoe made an alternative observation in relation to large infrastructure:

¹¹⁹ Hansard transcript, 12 November 2019, p.2

¹²⁰ Written submission 47, Andrew Holmes, p.2

¹²¹ Written submission 8, Metro Tasmania, p.1

Implement methods of reducing traffic such as subsidising public transport in order to make it more appealing/affordable. Public transport could be 100% subsidised to discourage private motor vehicle use within certain zones or altogether. Before this idea is dismissed it would be useful to compare the cost of doing this versus the cost of massive engineering projects such as bypasses, extra lanes and tunnels.¹²²

- 4.34 At a public hearing Metro provided information on growth in patronage and the key features required in order for public transport to be an attractive option and detail on an off-peak incentivisation trial:

Ms SIEJKA - *...you have people who are not bus users currently who might consider it. Do you think spreading the bus timetable is going to assist in attracting more people, or is it purely going to help service the people who are already using the buses?*

Mr GARDNER - *To run through the order of things in what really matters to people and how we get behaviour shift. The very clear feedback in our research, and research nationally and internationally, suggests that service reliability is the most important factor in getting people to utilise public transport.*

The challenge we have at the moment is that our buses just sit in traffic with all the other vehicles. It is very hard.

...

If we could be in a position where we have the infrastructure that allows buses free movement and priority flow through traffic, then we are confident, and our patrons can be confident, that they will arrive at their destination at the scheduled time.

...

So, the other piece is if we can provide some pricing incentives for people off-peak. We have already done some work on this.

Over the past four years, we have run a 'Free Before 7' initiative with the support of Department of State Growth. We have seen some data, an average 14 per cent increase in people choosing to travel prior to 7 o'clock, to take up that opportunity.

- 4.35 There was further questioning regarding the incentivisation trial:

Ms WEBB - *That increase of 14 per cent when you offered free travel before 7 a.m., was that in people who already use buses? Do you know what percentage may have been new travellers?*

¹²² Written submission 10, Jarrah Vercoe, p.1

Mr GARDNER - My understanding, and I will refer to Ms Morse, but I believe it was largely a movement -

...

Ms MORSE - In relation to that initiative, and the notion of attracting new passengers. I think the strongest case we can point to is our growth in Hobart since the implementation of our new Hobart network in January 2016.

*We have had sustained year-on-year growth in patronage since that network was introduced. The strongest growth sector for that network has been in full-fare paying adults, and we have consistently been in double-figure growths. A more than 10 per cent growth year on year, in terms of our full-fare paying adults.*¹²³

- 4.36 Madeleine Ogilvy MP drew the Committee's attention to the Canadian model of small bus systems for school transportation:

*One of the things we have been thinking and considering in our office is a pilot of a Canadian-style small bus system for schools. Schools with a huge amount of traffic around them and transport needs such as Lenah Valley might be a good example, where people live fairly close by.*¹²⁴

- 4.37 In response to the notion of smaller buses being employed, Metro provided the following verbal evidence at a hearing of the Inquiry:

Mr GARDNER - Two fundamental things: mass transit works on concentrating services on high-priority routes at high frequency. When you look at the cost of operating the vehicles, 70 per cent of that is labour, so it becomes the more you decrease the capacity of each vehicle, the more inefficient that becomes and the higher the cost per person on that bus. There are various modes of transport for people moving around in our business, which is a mass transit business.

*The value for our customers is derived from getting an optimum larger size that we can move through those busier corridors and those main routes as frequently as possible.*¹²⁵

- 4.38 A number of submissions and witnesses urged consideration of incentives to encourage the use of public transport, including priority lanes for buses¹²⁶, free public transport for students, free CBD inbound and outbound public transport

¹²³ Hansard transcript, 13 November 2019, pp.4-5

¹²⁴ Hansard transcript, 12 November 2019, p.57

¹²⁵ Hansard transcript, 13 November 2019, p.13

¹²⁶ Written submission 49, Sorell Council, p1

during peak times, more services to hill suburbs such as West Hobart, Mount Stuart, West Moonah and Florence Heights¹²⁷ and free wifi on buses.¹²⁸

- 4.39 The written submission of Huon Valley Residents and Ratepayers Association made the following observations and recommendations regarding public transport:

*Some people will never use public transport. Some would like to but can't because it doesn't provide the service they require. Some would use it if it was more efficient, less expensive, more comfortable and offered a better user experience (ie better coordinated service linkages/ good shelters/ GPS tracking/free Wi-Fi etc).*¹²⁹

- 4.40 The written submission of Dr Peter Jones suggested a number of initiatives to improve public transport uptake:

*One obvious improvement would be a better public transport system, which even if heavily subsidised, would cost far less than underpasses, overpasses or a Western bypass. School children should ride free and there will need to be more buses at those times - the St Virgil's bus from the Eastern Shore in the morning is a good existing example. From Kingston, introduce Park 'n' Ride with parking at the terminus, and a designated bus lane on the Southern Outlet all the way into the CBD including Macquarie Street from 7.30 to 9 a.m.*¹³⁰

- 4.41 The Heart Foundation, in their verbal submission at a public hearing commented on proposed infrastructure initiatives, the need for better access to public transport and the broader health benefits of both public and active transport options:

Mr LYNCH - *The Heart Foundation and public health advocates generally are not against motor vehicles and personal travel. It's necessary in our modern society. As I said, it's a complex system issue we are dealing with. The issues we specifically raise in our representations, with respect, we don't think are tinkering around the edges. They can make a significant system change in the way of thinking and the way of approaching things, but, as I said in my opening remarks, it may well be that there are some infrastructure solutions that could be implemented.*

...

¹²⁷ Written submission 43, Elizabeth Seymour, p.1

¹²⁸ Hansard transcript, Pat Synge, 13 November 2019, p.44

¹²⁹ Written submission 26, Huon Valley Residents and Ratepayers Association, p.3

¹³⁰ Written submission 2, Dr Peter Jones, p.1

A number of them [effective projects] are outlined in our submission, but they are around things like creating better access to public transport and looking at the way that's organised or about how we manage parking of vehicles, park and ride.¹³¹

Centralised public transport hub at Macquarie Point

4.42 The Inquiry received evidence in relation to the feasibility of establishing a centralised transport hub at Macquarie Point.

4.43 The Huon Valley Residents and Ratepayers Association expressed a view in a written submission that Macquarie Point was a logical location for a centralised transport hub:

A centralised "transport hub" should be introduced. Macquarie Point would seem to be the logical location since it could cater for road, rail, and water transport. Public transport will only work efficiently if transfer from one service to another can be seamless.¹³²

4.44 The Association's Public Officer, Pat Synge, elaborated on this at a public hearing in November 2019:

Another thing we touched on was having a transport hub, ideally somewhere like, it would seem, Macquarie Point, then you could have ferries, light rail, buses, taxis all concentrated in the one area, under cover, attractive, modern, somewhere where you can get off your bus and grab an Uber or a taxi and go to work if you are 10 minutes away if it's too far to walk.¹³³

4.45 At a public hearing, Mr Gardner of Metro commented that, whilst there was still a need for a bus interchange to be located in the CBD, Macquarie Point created an opportunity for the movement of public transport through the city:

Certainly, Macquarie Point is integral to the flow of buses. There is still a need for an interchange within the CBD. So, it is not about shifting out to Macquarie Point but Macquarie Point is integral and it creates a real opportunity to redesign the flow of the public transport movement through the city. It is important for us that we seek to be actively engaged at all times in the future development of bus interchange in the city, be it the movement through Macquarie Point and then interchange into the city.¹³⁴

¹³¹ Hansard transcript, 12 November 2019, p.35

¹³² Written submission 26, Huon Valley Residents and Ratepayers, p.3

¹³³ Hansard transcript, 13 November 2019, p.49

¹³⁴ Hansard transcript, 13 November 2019, p.11

- 4.46 The following was a finding of the RACT Greater Hobart Mobility Vision in relation to a centralised terminus at Macquarie Point:

...a Macquarie Point terminus would be too far from other transit options in the CBD.¹³⁵

Active transport

- 4.47 The written submission of MRCagney provided a comprehensive summary of strategies to reinvigorate and provide a higher use of active transport:

MRCagney believe there is an opportunity for active transport to play a greater role in resolving traffic congestion particularly in Hobart's CBD. The BITRE report for active transport by commuting mode, compares 2001 to 2011 data for Journey's to Work.... Significantly Hobart rates well in both walking and cycling and there is opportunity to reinvigorate and build capacity in these areas.

Cycling can play a greater role in serving the needs of commuters to and from Hobart daily. MRCagney recommends an analysis that draw on examples from cities that enjoy strong participation in cycling as a mode split to identify effective and appropriate policy and infrastructure solutions for Hobart.

As a minimum, we would encourage:

- *Using GIS analysis to rank areas within metropolitan Hobart most suited to investment in cycling infrastructure (criteria could include proximity to Hobart CBD, population density, suitable topography for cycling, high existing mode split etc);*
- *Developing a detailed bicycle plan that expands the contribution that cycling makes to the operation of the city and encourages an increase in the number of trips taken by bicycle;*
- *Identifying a new cycling network, with focus on introducing separated cycling infrastructure along key spines to boost participation in cycling for everyday needs, including commuting for work; and*
- *Undertaking a background paper to look at opportunities for a bike share scheme in Hobart and car share program in Hobart and in conjunction with UTAS.*

Highly walkable environments, coupled with land-use planning, create cities that improve overall quality of life and economic prosperity. MRCagney recommends that a detailed analysis be undertaken to review Greater Hobart's walkability. This would include addressing:

¹³⁵ Greater Hobart Mobility Vision 30 Year Strategy, RACT, April 2019, p.14

- *Establishing a typology of street designs including ‘streets as places’, ‘walking streets’ and ‘shared zones’, and identifying locations for implementation of these improved street designs;*
- *Identifying locations for incremental space reallocation such as footpath widening around key public transport stations and kerb outstands at intersections;*
- *Understanding accessibility and connectivity due to topography of Greater Hobart and engaging with key stakeholder groups (e.g. residents, employees, walking groups and tourists) to understand barriers to walking in Greater Hobart; and*
- *Developing design guidelines to assess the safety and security of walking in Greater Hobart.*¹³⁶

4.48 The RACT’s Greater Hobart Mobility Vision 30 year strategy identifies many actions that had been underpinned by very significant and wide community consultation:

The RACT 30-year Greater Hobart Mobility Vision prepares Tasmanians for a transformed mobility landscape – one in which increased choice provides safer, more efficient and sustainable approaches to the way we move around our state.

...

*We have kept the future of Tasmania in mind – focusing in the short term on shifting people’s behaviours and patterns to embrace new technology and mobility options for a cost-effective and sustainable future for the state.*¹³⁷

4.49 The Inquiry also considered a number of findings from the 2013 Legislative Council Inquiry *Report on the Options for an Integrated Sustainable Transport System in Southern Tasmania* in relation to cycling and walkways:

57. In addition to cycleways, it was noted that cities with efficient integrated public transport systems have other cycling infrastructure such as showers, lockers and bike storage facilities to attract a greater number of patrons;

58 The University of Tasmania is supportive of initiatives to improve cycling infrastructure for its students, particularly in relation to students attending its Sandy Bay campus;

59. Cycling infrastructure projects are complex to negotiate as has been evident in the circumstances surrounding the proposals for a cycleway on Sandy Bay Road.

60. Whilst the intercity cycleway facilitates safer commuter cycling, road conditions in Southern Tasmania are currently a barrier to increasing commuter cycling;

¹³⁶ Written submission 36, MR Cagney, p.7-8

¹³⁷ Greater Hobart Mobility Vision 30 Year Strategy, RACT, April 2019, p.2

61. Metro noted there were a range of operational challenges associated with carrying bikes. Ferries and trains more easily accommodate bikes, wheelchairs, and prams.¹³⁸

4.50 The Inquiry received information on initiatives by UTAS which reported that, in 2019, 25 per cent less staff were driving to its CBD campus compared with its Sandy Bay campus:

*A significant number of factors influence the congestion we currently see, both in terms of the infrastructure currently available but also the traffic choices or the transport choices that people make every day and the influence that then has on congestion. I think it is fair to say that the work we have done in terms of the university and looking at the choices our staff make - for example, at the Sandy Bay campus 75 per cent of our staff choose to drive to work every day. When we look at that in the Hobart CBD, it actually reduces to 50 per cent. Currently, we are also putting into place a significant number of measures in to actually provide choices for staff and for students to move away from reliance on motor vehicles as their primary mode of transportation.*¹³⁹

4.51 UTAS advised that initiatives included the provision of student apartments close to its CBD campus and the opportunity for staff to lease e-bikes on a salary sacrifice arrangement.¹⁴⁰

4.52 The Tasmanian Bicycle Council outlined a number of benefits of increased bicycle use and stated:

*The Tasmanian Bicycle Council is keen to see Hobart meet its ambitions outlined in the Hobart Transport Strategy for cycling to transform the capital's transport task by providing a strong network of safe paths and streets where people of all ages and abilities can make short and medium distance trips by bicycle. The core CBD separated cycling network outlined in this document is the blueprint for achieving these aspirations.*¹⁴¹

4.53 The Tasmanian Bicycle Council also urged the establishment of a network of bi-directional separated cycleways in Hobart for the following reasons:

- **People-oriented city** – city streets are attractive places for people to visit and move about by bicycle.

¹³⁸ Report on the Options for an Integrated Sustainable Public Transport System in Southern Tasmania, Parliament of Tasmania 2013, p.16-17

¹³⁹ Hansard transcript, 13 November 2019, p.29

¹⁴⁰ Hansard transcript, 13 November 2019, pp.32-33

¹⁴¹ Written submission 11, Tasmanian Bicycle Council, p.14

- **Better for pedestrians** – footpaths in high activity areas are not suited to cycling and cause anxiety for pedestrians. Separating walking and cycling infrastructure in busy city centres is better for everyone.
- **Transport choice** – there are easy and inviting options for going to the city without using a car. Cycling around the city isn't constrained by the one-way street system.
- **Equitable access for non-car drivers** - young people and other non-drivers are not excluded or limited from accessing the city using independent transport.
- **Safer roads** – greater comfort when using a bicycle, with less risk and stress, separated from motor vehicles.
- **Ease congestion** – people moving about the city by bike is incredibly more space efficient than if they moved around the city by car.¹⁴²

4.54 The submission from Cycling South recommended:

Revise the Principal Urban Cycling Network Plan for Hobart (PUCN)

Ensure the plan identifies separated cycling routes into the Hobart CBD from the south (Battery Point walkway), east (Tasman Highway corridor including the Tasman Bridge), west (Collins St) and north (Elizabeth St) as well as a CBD loop of bi-directional separated cycleways to overcome the barrier the one-way street system has on direct and convenient cycling in the city. The Tasmanian Bicycle Council produced a Separated Cycleways Plan for Hobart which identified a core grid of cycle routes in the CBD that connects UTAS sites, major employers and retail areas. The loop, comprised of bi-directional separated cycleways, identified Campbell St, Melville St, Harrington St and Collins St.

And further:

There should be a commitment to provide undercover bicycle parking and shelter for pedestrians at major transit hubs. At stops on major bus routes a minimum of one bicycle parking rail should be provided.

There are times when it is useful to be able to take a bicycle on a bus due to a breakdown, poor weather or multi-modal trip but even when buses are virtually empty, it is not possible to catch a bus with a bicycle in Tasmania. A conditional trial to allow bicycles on low-floor buses which have a cleared area behind the driver for prams, wheelchairs, bulky items and bikes and at the discretion of the driver, based on how crowded the bus is. This is a good way to gaining understanding of the level of demand for taking bikes on buses in Tasmania's major cities and is low cost as it would only require installation of straps to secure bikes (as well as prams and wheelchairs) along with a change in policy.¹⁴³

¹⁴² Ibid, p.2

¹⁴³ Written submission 14, Cycling South, p.5

- 4.55 Mary McParland, representing the Bicycle Network, provided the following views on facilitating use of e-bikes and scooters:

The other thing probably worth mentioning is micro-mobility. There is a lot of them around. It is electric scooters in Brisbane. The bike share schemes in many of the European cities are huge. It is almost like an extension of the public transport system, but for those really small journeys where you get off a bus and you need to go a short distance, people were getting on to these - what they call micro-mobility - scooters and we're not really catering for it. Where would they go? They're either on the footpath in these high-congestion zones where people are walking, or they're on the roads with the traffic. That's where the challenge is, and that's where the separated cycleways have a role to play.¹⁴⁴

- 4.56 The written submission of the Heart Foundation highlighted the benefits of walking and cycling routes.

A well planned and designed network of walking and cycling routes allows people to travel safely and with ease, whether on foot, bike or other off-road wheeled transport. 'Walking and cycling routes' includes a well-connected network of footpaths along streets, shared paths for pedestrians and cyclists, and paths for commuting, recreation and leisure.¹⁴⁵

Rideshare

- 4.57 The Committee noted information provided by Mr Gerry White, Public Officer, Circular Economy Huon, regarding vehicle occupancy:

In terms of vehicle occupancy, a mixture of information exists. It is quite important in terms of the submission we make to increase the occupancy in cars.

... There is a lack of information about the Huon Valley, because it is not considered to be part of Greater Hobart, so that is not an area of study which you may be aware of.

There are a range of things in there that talk about the data in terms of occupancy, and I contrast it with some of the work that has been done overseas in terms of high-occupancy vehicles and high-occupancy lanes. As an example, in Leeds, Bristol and Madrid, it is quite interesting to see that where high-occupancy vehicles and lanes have been built into the system, they are reducing congestion in cities.

¹⁴⁴ Hansard transcript, 12 November 2019, p.45

¹⁴⁵ Written submission 15, Appendix 7 – *Healthy by Design*, Heart Foundation of Australia, p.22

It is virtually impossible to say what the direct impact would be within Hobart, but if we were to increase the number of people in a car, statistically, by half a body, that would have an impact on many thousands of cars coming into the city. That is the argument I am putting and it has been shown by evidence.¹⁴⁶

- 4.58 Similar comments were provided by Mr Synge of Huon Valley Residents and Ratepayers Association:

Many people consider the vehicle a sacred space, a private space that they enjoy, and often it provides a degree of escape as well on their way to work where they can think quietly about what they are doing. It is also an expensive way to travel, especially when you also have to pay for parking. A lot of people find a lot of their income goes on travel when they have to travel a long way and pay expensive parking and they would quite enjoy sharing their vehicle if they knew who they were sharing it with. That has been a big failing in previous apps for ridesharing in that they were fairly random. There was no feedback or mechanism for feedback and most of them didn't operate on a smart phone. We think there is a lot of scope for improving apps for rideshare so that like and like, for instance, people at the university, might get together with other people at the university, or mechanisms for leaving feedback.¹⁴⁷

Parking

- 4.59 The written submission of Adrian Keil noted the following with regard to motorcycle usage and parking:

As a motorcycle commuter I have observed the immediate uptake of dedicated motorcycle parking to saturation point. I would anticipate that this would naturally expand if more (and more) such facilities were created.¹⁴⁸

Light rail

- 4.60 A number of submissions urged for the introduction of a light rail system for the Greater Hobart area, particularly using the section of existing track between the Hobart CBD and Glenorchy:

- 4.61 The Hobart Northern Suburbs Rail Action Group written submission urged the following:

¹⁴⁶ Hansard transcripts, 13 November 2019, p.85

¹⁴⁷ Hansard transcript, 13 November 2019, p.42

¹⁴⁸ Written submission 41, Adrian Keil, p.1

An integrated transport network is the key to addressing traffic congestion and rail is typically the centrepiece of any such network. The reliance on passenger rail to this end is manifest in growing and prosperous urban environments around Australia and overseas, particularly in addressing peak hour congestion. Hundreds of millions of dollars-worth of new rail projects and network extensions are currently underway across several Australian cities - where the failure of road networks in alleviating congestion is inescapable (and where Federal and State Governments have entered funding arrangements to provide solutions). Hobart is in desperate need of a similar State and Federal response with results on the ground. In the latter decades of last century - with a stagnant population (& economy), Hobart's roads and highways were adequate in serving commuters. The same cannot be said today. Where there is an obvious solution - such as the northern rail corridor - it should be seized on.

And

While restoring rail services is often criticised as being too expensive, Hobart has been gifted with a dedicated corridor currently lying unused amid some of Hobart's most populated suburbs. The Hobart Northern Suburbs Rail Action group joins with a huge number of northern suburbs residents who believe this is nothing short of Government neglect. There are now too few excuses- not to proceed with a 5 year plan to restore rail to Hobart's public transport mix. Despite the single track railway, strategically located passing loops would allow movement of 1,000 people on each train in each direction every 12 minutes.

Much of the expense of establishing a service has already been spared. With the corridor already in place, the capital cost for enabling works at new station precincts, new trains, refurbished track, new stations, power supply, signal and level crossing upgrades ranges from \$80m to \$200m depending on route length, number and type of rail vehicles. While critics have suggested a dispersed population makes such a service 'unfeasible', the last report by Infrastructure Tasmania failed to find evidence of any significant operating losses. The last modelling on the topic suggested six million rides per annum on rail services between Hobart and Glenorchy. With operating costs then predicted at around 2.5 million dollars per annum as stated in the Government's 2013 report, even fares as low as \$1 would cover the annual operating costs.

The proposal has many key benefits for wider Hobart including access to renewed land and housing development along the current [corridor]. (To date, the project has been assessed in a rationalist passenger transport only approach without considering the wider benefits from land use improvements and economies of agglomeration). Importantly this will work to reduce future traffic congestion as the capital and northern suburbs continue to grow. Maintaining the rail link between

*Hobart and Bridgewater should also be considered strategically by maintaining the rail freight link to the working port of Hobart and the Risdon industrial precinct - as at present road freight is the sole mean.*¹⁴⁹

- 4.62 The written submission of Brighton Council also recommended the establishment of a light rail corridor to Brighton:

Utilise the rail corridor for light rail out to Brighton.

- *The BSP 2018 identifies potential stations at Old Main Road, Bridgewater, the Brighton Industrial [Hub] and Station St, Brighton and provides concept sketch for how a high density, mixed-use node could look if the rail corridor is utilised. This would provide significant economic stimulation and revitalisation to the area.*
- *Light rail will also improve access to people with disadvantage which is prevalent in the northern suburbs, particularly Bridgewater. Government has placed a significant amount of people in social housing with poor access to services and must invest in improving access.*
- *The rail corridor will also stimulate investment if it is utilised particularly around stations. The entire corridor should be Master Planned to encourage mixed use areas with high residential densities.*¹⁵⁰

- 4.63 However, the written submission of NCK Evers Network was not of the view that a Northern suburbs light rail service would have a significant impact on congestion:

*Light rail to the north of the city is also unlikely to have any appreciable impact on traffic congestion. The experience of other places, particularly in North America, is that light rail is unlikely to be a cost-effective initiative. The existing bus system will serve the northern suburbs more flexibly and at lower cost than light rail. To the extent that light rail to the north attracts passengers it will be at the expense of the existing bus transport system. As such, an uneconomic light rail is also likely to make the bus system more costly to operate.*¹⁵¹

- 4.64 The written submission of Mr John Pauley expressed the view that Hobart is primarily suited for buses and urged consideration of newer technology:

In particular recognition that Hobart is a bus city is required. In this regard I note recent comments made by Professor Peter Newman ... relating to the development of trackless trams as opposed to light rail. In this regard I consider that Hobart

¹⁴⁹ Written submission 16, Hobart Northern Suburbs Rail Action Group, p.1

¹⁵⁰ Written submission 35, Brighton Council, p.2

¹⁵¹ Written submission 7, NCK Evers Network, p.5

should be seeking to become an exemplar for new technology, rather than one of the last places to invest heavily in the outdated and constrained technology of light rail. This is particularly important if we seek to address traffic issues across Greater Hobart. Light rail addresses just one small aspect of the overall problem and does nothing to impact on the major traffic flows into the city from the east and south.

And

The best business case for light rail already highlights this with it assuming passengers are collected by Metro and delivered to just two stops - one at Glenorchy and one at Moonah. Light rail has an upfront cost in the region of \$100m and will likely require an on-going subsidy of around \$3 to \$5m per annum.¹⁵²

- 4.65 The written submission of TasBus included a 2016 study *Improving public transport service. Hobart - A corridors case study*. The study included the following conclusions regarding the feasibility of developing the northern rail corridor:

A number of studies have looked at using the old railway line along the northern corridor as a possible light rail corridor, to provide public transport operating priority. However, the lack of proximate customers and circuitous nature of the route mean that this fares poorly in economic terms. Bus rapid transit faces similar challenges. The report concludes that the most cost-effective way to upgrade public transport in Hobart is to improve bus operation along existing arterial roads, with bus priority at peak periods in peak directions, with some possibility of a short section of BRT in the northern corridor on the rail line where it runs close to Main Rd. The analysis suggests that 'low-hanging fruit', such as clearways (cheap signage) and intersection treatments (queue jumps) can support significant mobility improvements for public transport passengers (10 minute travel savings), without the need to spend large amounts on LRT or a full BRT system in the medium term. This is in accord with the fundamental infrastructure planning principle of making the most efficient use of existing infrastructure before seeking to add to that infrastructure.¹⁵³

Ferries

- 4.66 A number of witnesses and submissions made a case for the re-introduction of ferry services across the Derwent River.
- 4.67 The Greater Hobart Mobility Vision identified the establishment of a limited ferry service with up to three routes between the CBD and the Eastern Shore as one of

¹⁵² Written submission 39, John Pauley, p.2, 7

¹⁵³ Written submission 28, TasBus, Attachment 1, p.42

its goals.¹⁵⁴ It provided data that 63% of respondents living in an accessible distance from a proposed ferry route between Bellerive and Hobart said that they would use such a service.¹⁵⁵ The Greater Hobart Mobility Vision lists extension of the ferry network, with capacity for bicycles, to up to eight terminals, each within a kilometre of key cycleways and footpaths, stretching north and south of the city.¹⁵⁶

- 4.68 The written submission of the Heart Foundation made the following case for the introduction of a Derwent River ferry service:

*Hobart has a precious waterside location. The city's waterside setting on the River Derwent is one of the features that makes this place special. Other cities around the world, including other Australian state capitals, embrace their waterside location both as a beautiful setting but also as a valuable resource for transport. Hobart can do the same: it is time to resist the mediocrity and sameness of current transport options and seriously plan for (including identifying the requirements in land and infrastructure for) future commuter ferries being a mode of transport again in Hobart, which would offer great opportunities to promote sustainable, active, (and fun!) transport for residents and visitors alike. Regular ferry services supported by appropriate ferry terminal infrastructure (including shelter, connections to walking and cycling route, parking for bicycles and other vehicles) would promote active travel trips – walking and cycling at both ends of the journey. As well as providing an option for Tasmanians (other than sitting in vehicular traffic on limited bridge crossings and connecting routes), public ferries would provide an asset and attraction for Tasmania's increasing visitor numbers.*¹⁵⁷

- 4.69 Clarence Council Mayor Doug Chipman provided verbal evidence to the Inquiry in relation to the potential utility of a ferry service from other Eastern Shore locations:

*There is another opportunity we believe that could be emerging because of the new golf course going in down at Arm End. Part of that whole proposal will require a ferry service between Opossum Bay, for example, and the centre of Hobart. There are a lot of moving parts.*¹⁵⁸

- 4.70 The written submission of Mr Broadley, however, made the following comments in relation to the utility of a ferry service if not linked to other modes of transport:

¹⁵⁴ Greater Hobart Mobility Vision, p.7

¹⁵⁵ Greater Hobart Mobility Vision, p.7

¹⁵⁶ Ibid

¹⁵⁷ Written submission 15, National Heart Foundation of Australia, p.4

¹⁵⁸ Hansard transcript, 12 November 2019, p.19

Obviously, for people living close to the ferry terminals, and whose destinations are near the setting down terminals, it's a possibly good option depending on service cost, frequency, time of travel etc. But for others that have to use more than one mode of travel at either end of the route (ie the start or end of ferry trip), it is highly questionable whether these travellers would be attracted to ferry based services. The ABS Census 2016 data shows very few trips made by two or three different modes - ie car/bike, or car/ferry, or car/ferry/bus etc. So, again, introduction of linked ferry services whilst seemingly a good idea needs very careful investigation.¹⁵⁹

- 4.71 A similar view was provided in the written submission of Mr Pauley in respect of both utility and cost-effectiveness:

... what is largely unsaid in the discussions about these two modes [ferry and rail] is that the best business case will, most likely, be dependent upon a feeder bus network to deliver passengers to stops and ferry terminals.

And

What the investment and subsidy costs are for ferries is uncouncted to my knowledge.¹⁶⁰

- 4.72 The NCK Evers Network also made the following points regarding the cost-effectiveness and amenity of establishing and running a ferry service on the Derwent River:

Given the expensive infrastructure that is required to establish and operate a ferry system (jetties and vessels), it is very hard to see ferries being cost-effective. Patronage would undoubtedly cannibalise the existing bus system. Given the open water involved, the wind and the swells, it would not take too many rough days for patrons to decide ferries are a poor option and to abandon them.

It is understood the State Government has committed to a Bellerive to Hobart Waterfront ferry service trial. If this is the case, it is hoped that the trial service will be operated for a sufficiently long period to constitute a real test of the efficacy and cost-effectiveness of the service. To expand beyond existing facilities will require a lot of costly infrastructure. The risk is high of investing in a white elephant. It is instructive that many commuters relied on ferries during the period from 1975 when the Tasman Bridge was being repaired. Once the road transport options returned,

¹⁵⁹ Written submission 5, Mark Broadley, p.13

¹⁶⁰ Written submission 39, John Pauley, p.7

*the ferries quickly disappeared. Against this evidence, it is hard to see a ferry system being economic.*¹⁶¹

Major infrastructure

Hobart Western Bypass from Southern Outlet

4.73 A number of submissions to the Inquiry urged consideration of a proposal for the Hobart Western Bypass.

4.74 Mr Denne provided a detailed concept for the Bypass in his written submission:

*The Hobart West Bypass proposal would connect the 3 arterial roads, the Southern Outlet, the Brooker and Tasman Highways with a 80kph nonstop road and tunnel system, 4.4km long and also allow connection with traffic from the adjacent suburbs.*¹⁶²

4.75 Mr Denne's submission advised that contemporary road tunnels of this type have been constructed throughout Europe, Asia and Australia using Tunnel Boring Machines (TBM's) and each tunnel would have a capacity for in excess of 4 000 vehicles per hour travelling in each direction at 80 km/hr assuming 40 metres between each vehicle.¹⁶³

4.76 The NCK Evers written submission recommended the following:

A traffic congestion solution is needed which directly tackles through traffic on the Macquarie-Davey couplet.

The couplet is among several examples in Hobart's traffic network which are at capacity (as noted in the DSG 2016 Report). Others include the Tasman Bridge, the Southern Outlet and the Brooker Highway. Growth rates on these arterials are very high, especially on the Southern Outlet. The DSG 2016 Report puts the compound growth rates per annum at Tasman Bridge 1.1%, Brooker Highway 1.5% and Southern Outlet 3.6%. Given the age of the data and the extent of residential subdivision activity occurring in Kingborough, the Southern Outlet growth rate estimated by DSG 2016 likely seriously understates growth on this arterial.

Infrastructure which permitted through traffic to bypass the Macquarie-Davey couplet would very significantly reduce Hobart's traffic congestion and create room for the future growth of Hobart's traffic volumes.

¹⁶¹ Written submission 7, NCK Evers Network, p.5

¹⁶² Written submission 18, Tony Denne, p.5

¹⁶³ Ibid, p.11

One potential bypass solution recently identified warrants closer examination. It is the same solution used the world over to resolve traffic congestion in cities – allow the through traffic to avoid the city altogether by sending it underground.

The solution lies in building two, interconnecting pairs of tunnels – one under the city, linking the Southern Outlet and the Brooker Highway, and a second under the Queens Domain, linking the Brooker with the Tasman Bridge. As bold as the idea might seem, it is within the state's capacity to finance, perhaps with appropriate Commonwealth Government and private sector involvement.¹⁶⁴

4.77 In providing verbal evidence to the Inquiry, Mr Don Challen made the following comments:

It's a question for a feasibility study and it's a question of when. I'm not saying we would build a billion-dollar tunnel or bypass tomorrow, what I am saying is that by the time we get it built, we are going to need it desperately, so we ought to start thinking about it harder right now.¹⁶⁵

And

They have come relatively late to Australia. We have seen developments in Sydney, Melbourne and Brisbane in recent years. In Europe, if you go to the city of Lyon, for instance, which is a smaller city than Hobart but has some of its complex geography. It sits on a river, it has an island in the middle of the river on which the old town was built. The road network is a nightmare and yet the traffic whizzes around invisibly in a complex of tunnels under the place. It works like a dream.

A project of this sort will be a very interesting one to private sector investors. Superannuation funds and managed funds and the like are always looking for infrastructure projects of this size and type, and there is dearth of them around the world. There is a dearth of them in Australia so they are very attractive. If there is a component of the revenue from use of the complex that comes from tolls that would make it a relatively easy project to at least part-finance with private sector investment. Whether you would do the whole project that way, I don't know. This is a matter that would be explored in a feasibility study, but I imagine a modest toll of a few dollars each way would produce enough revenue to allow there to be a private sector investor involved.¹⁶⁶

¹⁶⁴ Written submission 7, NCK Evers Network, p.5

¹⁶⁵ Hansard transcript, 14 November 2019, p.6

¹⁶⁶ Hansard transcript, 14 November 2019, p.3

- 4.78 At a public hearing before the Inquiry in June 2020, Minister Ferguson noted the expense of tunnelling, together with figures demonstrating that most traffic entering the CBD remains within it:

Tunnelling in any place is a very expensive investment for any government to consider, particularly when you're looking in the billions of dollars - not the millions of dollars - for tunnelling.

The concept is being taken seriously, but there is no view that it is an immediate solution - nor should it be, given that we are, I hope, settled on the science that nearly 80 per cent of the traffic coming from the southern, eastern or northern suburbs of Hobart is in fact intended to finish its journey in the Hobart CBD.

So the bypass option is an interesting one. It is potentially a long-term one. Any government will need to be aware of its feasibility or otherwise, and so from that point of view consultants have been engaged.¹⁶⁷

- 4.79 At the same public hearing, Mr Gary Swain, Deputy Secretary Transport Services, Department of State Growth, added the following in reference to a study conducted by GHD Consulting:

Through that [GHD consulting] work, I guess we have a much clearer understanding of the costs. They are in the billions, so it is quite some way off for Hobart - and if other measures are very successful, particularly passenger transport and other demand management strategies, you would keep pushing it out. In a sense, when you go into those really big capital solutions, you know your other mechanisms haven't worked, and you haven't been able to keep up with that pace of increase or alleviate it. Success is probably that you don't get to this one, because your other measures have been successful in avoiding having to spend that much money.

And

Yes, we've looked at it very seriously. We have a piece of work that is just about to be concluded, and what it really will say is that for a tunnel to be considered, you would need to have worked through your other options and taken them as far as you can, because a tunnel is very expensive and disruptive.¹⁶⁸

- 4.80 The Inquiry noted a key recommendation of the *Hobart Western Bypass Feasibility Study* published in September 2020:

¹⁶⁷ Hansard transcript 29 June 2020, Hon Michael Ferguson MP, p.5

¹⁶⁸ Hansard transcript, 29 June 2020, Gary Swain, p.5

Both of the shortlisted bypass options investigated were found to be technically feasible and would deliver estimated travel time savings of between 2 and 4 minutes, however neither option was found to be commercially attractive for a PPP [Public Private Partnership] investment nor, in the Department's view, fundable by the Tasmanian and Federal Governments.

This conclusion is largely due to the high construction cost of \$3.4 billion, relatively low traffic volumes (based on the overall magnitude of Hobart's traffic volume) and a low forecast growth in traffic demand along the Macquarie Davey Couplet (less than 1% p.a.) over the 30 year assessment period.¹⁶⁹

Eastern Bypass (Flagstaff Gully Link Road)

- 4.81 The written submission of the Clarence City Council highlighted a potential Eastern Bypass between the Tasman Highway and the Bowen Bridge:

Investigation of an Eastern Bypass -(Flagstaff Gully Link Road) would provide a connection between the Tasman Highway and Bowen Bridge and assist to alleviate traffic congestion in the Tasman Hwy and East Derwent Highway corridors.¹⁷⁰

- 4.82 At a public hearing, Mayor Chipman provided the following views on potential bypasses:

There are two other ways to reduce traffic congestion in Greater Hobart. We need two ring roads - an inner and an outer ring road. The inner ring road would connect the Mornington roundabout to the East Derwent Highway up through Flagstaff Gully. The outer ring road would connect the Brighton logistics hub to the airport up the Richmond Road and Back Tea Tree Road onto the Brighton bypass. The inner ring road and the outer ring road are essential to future development of Greater Hobart.¹⁷¹

Other measures to avoid expensive infrastructure

- 4.83 The written submission of Mr Vercoe urged more consideration be given to workplace flexibility to mitigate traffic congestion:

Encourage employers to have flexible start and finish time for employees. This may help to reduce the 9 am and 5pm surge of cars. Working from home for city based

¹⁶⁹ Hobart Western Bypass Feasibility Study – Summary Report, September 2020, Department of State Growth, p.12

¹⁷⁰ Written submission 45, Clarence City Council, p.3

¹⁷¹ Hansard transcript 12 November 2019, p.30

*employees on extra days/week. Decentralise workplaces - Encourage employers to locate in areas outside of the CBD and closer to where people live.*¹⁷²

4.84 This was backed up by the Tasmanian Labor written submission:

*Alternative working arrangements for Park 'n' Ride must also be considered to assist in taking volume out of the network at peak travel times.*¹⁷³

4.85 In its written submission, the Huon Valley Residents and Ratepayers Association outlined a number of initiatives that may improve traffic congestion and avoid expensive infrastructure outlays including decentralisation of public service departments:

*The Federal Government has only this year restated its commitment to decentralising public service departments and this should be something that State Government and University of Tasmania should perhaps also consider. This would reduce congestion and have more than one benefit for regional communities. As well as providing additional employment opportunities in the regions, it would also mean that commuters (both in cars and on public transport) would be running both ways between regional towns and the CBD during peak hour. This would not only reduce traffic congestion, but also have an economic benefit for public transport, with buses not travelling empty when returning from the city in the morning and going back to the city in the afternoon.*¹⁷⁴

¹⁷² Written submission 10, Jarrah Vercoe, p.1

¹⁷³ Written submission 27, Tasmanian Labor Party, p.3

¹⁷⁴ Written submission 26, Huon Valley Residents and Ratepayers Association, p.2

5. Any other matter incidental thereto

Unintended consequences of infrastructure upgrades

- 5.1 The written submission of the South Hobart Progress Association noted the impact of infrastructure improvements made to address pedestrian safety and yet were not effective:

Engineering infrastructure solutions do not automatically solve human-related problems. For example, the City of Hobart recently installed much-needed traffic signals at the intersection of Macquarie and Elboden Streets (a “black spot”). The engineering works were carried out professionally and to the satisfaction of everyone, and have led to a much-improved pedestrian amenity. However, innovations, such as so-called “wombat crossings” have led to several “near misses” in Elboden Street, as there is a lack of understanding - by both pedestrians and motorists - as to the use of such infrastructure. Anecdotal first-hand information indicates that motorists are going faster than before around the new corner from Macquarie Street into Elboden Street. This is creating unsafe conditions for pedestrians. Further, motorists do not seem to recognise the new traffic arrangements and speed through the crossing, even when the pedestrian light is “GO”.¹⁷⁵

Climate change

- 5.2 The written submission of the Planning Institute Australia provided figures on the average age of Tasmanian passenger vehicles:

Furthermore, transport is ... now the subsector which is attributed to the largest greenhouse gas emissions in Tasmania. Tasmania currently has, on average, the oldest passenger vehicles in Australia—an average of 12.3 years old—resulting in many being made before more stringent emission standards.¹⁷⁶

¹⁷⁵ Written submission 22, South Hobart Progress Association, p.1-2

¹⁷⁶ Written submission 37, Planning Institute of Australia, p.2

APPENDIX 1 – List of submissions, hearings and witnesses

List of submissions

1	Ian Batchelor
2	Dr Peter Jones
3	John Hawkins
4	Chris Smith
5	Mark Broadley
6	Peter Allcock
7	NCK Evers Network
8	Metro Tas
9	Margaret Wilmot
10	Jarrah Vercoe
11	Tasmanian Bicycle Council
12	John Thurstans
13	Tereza Dobbin
14	Cycling South
15	Heart Foundation
16	Hobart Northern Suburbs Rail
17	Barbara Holgate
18	Tony Denne
19	Bicycle Network
20	RACT
21	Lindsay Brinsdon
22	South Hobart Progress Association
23	Rob Nolan
24	Robert Cotgrove
25	Jane Wilson
26	Huon Valley Residents & Ratepayers Assoc
27	Tasmanian Labor Party
28	TasBus
29	Ann Lowe
30	Janiece Bryan
31	Tasman Council
32	Circular Economy Huon
33	UTAS
34	Huon Valley Council
35	Brighton Council
36	MRCagney
37	Planning Institute Australia (Tasmania)
38	Southern Tasmanians for Action on Roads and Traffic
39	John Pauley
40	Alderman Luke Edmunds Clarence Council
41	Adrian Keil
42	Hobart Glenorchy & Kingborough Councils
43	Elizabeth Seymour
44	Tasmanian Government
45	Clarence City Council
46	Amanda Smith
47	Andrew Holmes
48	Madeleine Ogilvie MP
49	Sorell Council
50	Colin Appleby

List of hearings and witnesses

<p>12 November 2019 Hobart</p>	<p>Greater Hobart Councils Anna Reynolds, Lord Mayor, Hobart City Council Nick Heath, General Manager, Hobart City Council Kristie Johnston, Mayor, Glenorchy City Council, Tony McMullen, General Manager, Glenorchy City Council, Dean Winter, Mayor, Kingborough Council</p> <p>Clarence City Council Doug Chipman, Mayor Ian Nelson, General Manager Ross Graham, Group Manager Engineering</p> <p>Heart Foundation of Australia Graeme Lynch AM, Chief Executive Officer Keith Brown, Policy Advisor Built Environment Bicycle Network Craig Richards, Chief Executive Officer Mary Mc Parland</p>
<p>13 November 2019</p>	<p>Metro Tasmania Timothy Gardner, Chair Megan Morse, Chief Executive Officer</p> <p>Brighton Council David Allingham, Manager Development Services</p> <p>Rob Nolan University of Tasmania Tim Rutherford, Executive Director, Southern Futures Jason Byrne, Acting Dean, School of Technology</p> <p>Huon Valley Residents and Ratepayers Association Pat Synge, Public Officer</p> <p>RACT Stacey Pennicott, Executive General Manager</p> <p>Andrew Holmes</p>

	Robert Cotgrove
14 November 2019	<p>NCK Evers Network Don Challen AM Bob Annells Greg Ray</p> <p>South Hobart Progress Association Phil Hoysted, President David Halse-Rogers, Hon Secretary Kevin Wilson,</p> <p>MR Cagney Kathy Lazanas, General Manager Victoria and Tasmania Tim Lecky, Consultant</p> <p>Dr Shane Broad MP Tasman Council Kelly Spaulding, Mayor Kim Hossack, General Manager</p> <p>Planning Institute of Australia Emma Riley, Board Director, Tasmania</p> <p>John Pauley</p>
3 December 2019	<p>Sorell Council Robert Higgins, General Manager</p>
29 June 2020	<p>Government Hon Michael Ferguson MP, Minister for Infrastructure and Transport Gary Swain, Deputy Secretary Transport Services Denise McIntyre, Acting General Manager State Roads Daniel Verdouw, Acting Director Network Management</p>