# OUTCOMES

**Journey Reliability Policy Chapter Workshop**

**Changing how we think about congestion**

Friday 11 August 2017

Queensland Department of Transport and Main Roads

BRISBANE

# Contents

## Introduction

On Friday the 11 August 2017, the Queensland Department of Transport and Main Roads (QTMR) held an interactive workshop with Roads Australia members to invite informed views on how best to avoid and mitigate congestion by examining six identified drivers identified by QTMR as attributing to urban congestion today, and into the future. This document details the presentations and input into the workshop, as well as the views shared by public and private sector members during the discussion.

## Key findings

Despite increasing collaboration across land use and transport planning disciplines to enhance city design and infrastructure to mitigate congestion, the workshop described a number of opportunities that may still exist for all levels of governments, as well as the private sector, to consider.

These opportunities are listed as key findings under each of the six key drivers of congestion as identified by QTMR below:

- **Land Use Planning**

  A collaborative approach to land use planning, acknowledging the needs of different stakeholders and user groups with a focus on end-to end journeys is recommended to better manage urban congestion.

- **Cost of Transport**

  Share the true cost of transport with the public to enable customers to evaluate the value of their travel choices and determine how much they are willing to pay for journey reliability.

- **Major Infrastructure Projects**

  City infrastructure planners and designers have an opportunity to work in unison with property developers to determine the net effect of urban development on congestion and to create innovative mitigating solutions.

- **Customer Expectations**

  Customers demand customised journeys that integrate across all transport modes. In co-ordination with urban designers and transport planners, governments have an opportunity to maximise the use of transport system capacity using a combination of movement and place design, behavioural change and pricing mechanisms.

- **Disruptive Technology**

  Continued collaboration between public and private sector is vital to accelerate the benefits of technological advancement in reducing congestion. Governments have a leadership opportunity to direct industry and drive innovative change in key areas where society benefits most.

- **Economic and Population Growth**

  The use of land will continue to evolve as population grows. Creating a vision where an interconnected city network of population centres link in with flexible workplaces to reduce demand on road space. At the same time, price the use of (limited) road space to prioritise the use of capacity at critical peak times.

# Workshop Overview

**Welcome**

Sally Noonan, Deputy Director General, Queensland Department of Transport and Main Roads, opened the workshop by encouraging the room to think creatively about mitigating congestion, to use the cross-disciplinary thinking around the room to develop thoughts and ideas to take forward.

Sally supported congestion as a positive indicator of economic activity, and highlighted the need to also look to non-road solutions. Sally highlighted the complexity and change in the transport system, and that consumer behaviour is one of the keys to helping combat congestion.

**Introduction**

Greg Steele, Roads Australia Journey Reliability Chapter Chair (and CEO of Arcadis), welcomed guests and speakers to the workshop, kindly hosted by QTMR.

Greg recognised the mix of 40 organisations in the room representing road agencies, construction and engineering companies, universities, consultants, legal services, think-tanks, local and state government and others.

Greg introduced the forum as an invaluable policy discussion looking at the latest evidence on the causes, costs and solutions for traffic congestion in our cities.

With a focus not just on 'the now' but 'the then', this Journey Reliability Policy Chapter event incorporated an interactive workshop on re-thinking congestion, and provided a selection of briefing papers on the specific drivers of congestion for participants to refer to and learn from.

The workshop also looked at how technology will change congestion patterns in the future, and what we can do to prepare for those changes today.

**Presentation 1 – Craig Moran, Director, Network Operations Planning, Transport for NSW**

Craig Moran from Transport for NSW outlined Austroads' Congestion and Reliability Review. The review identified that road agencies should take a holistic approach to congestion mitigation including understanding the customer, measuring performance, understanding the causes, prioritising interventions, enhancing capability and implementing interventions.

Craig demonstrated that congestion can be measured in different ways, since 'absolute travel time' and 'travel time reliability' are both important to customers. Population growth influences both congestion and liveability, and congestion must be managed to mitigate the negative results.

The majority of Australian and NZ urban congestion is a consequence of recurrent causes of congestion. Of the non-recurrent causes, 'incidents' have the greatest impact. Investment into congestion reduction should be focussed on 'strategic' interventions, as well as relatively low cost, high benefit-cost-ratio 'no regrets' interventions.

New technologies are being introduced around the world to reduce congestion and improve reliability e.g. GoGet, Smart Parking, Zimride, AVs, Rideamigos, etc. The big questions is, who will own and manage the network?

**Presentation 2 – Katherine Johnston, Manager (Data & Analytics) Department of Transport and Main Roads - Queensland**

Kath Johnston from Queensland's Department of Transport and Main Roads (QTMR) presented the Cost and Causes of Congestion, and why we should better understand congestion.

Kath explains that QTMR faces a number of challenges in delivering infrastructure that supports growing demands, and needs to be more agile to ensure benefits are optimised with transformative transport technologies.

QTMR recognises that they need to better inform travellers of their choices and the costs involved, for example letting the community know that if walking costs you $1 – society pays $0.01, and if driving costs you $1 – society pays $9.20. More insights can be gained through using the raw data collected by QTMR, giving it meaning and applying it to future decision making.

Kath outlined how QTMR applied Austroads/ARRB methodology to calculate the cost of excessive congestion, and what this means for the state. The data showed that truck rollover incidents caused $500k in excessive congestion costs, hail storms $300k and construction over-run $13k.

Kath concluded by explaining that QTMR is now focused on incorporating emerging data sources and moving towards predictive analytics to improve congestion and save money across the state.

**Presentation 3 – Marion Terrill, Transport Program Director at Grattan Institute.**

Marion Terrill from the Grattan Institute presented new findings from a recent congestion study.

Marion presented graphs showing that travel speed on city freeways in Melbourne has declined over time – showing that congestion is getting worse. The car as a driver is still the most common mode of work commute in Sydney, followed by car as passenger, train, then walking.

Melbourne and Sydney have similar levels of congestion, while Brisbane has much less. CBD commuters face more delays in Melbourne's morning peak hours than Sydney's, while Brisbane's CBD trips can be as delayed as Sydney's.

Travel delays are most acute for commuters from Melbourne's north-east, while Sydney has a more extensive network of toll roads than Melbourne.

Marion wrapped up by announcing that the Grattan Institute report on congestion in our cities will be available later this year.

www.grattan.edu.au

**Presentation 4 – Brendan Hoyle, Manager (Integration) Transport Policy Branch, Department of Transport and Main Roads - Queensland**

Brendan Hoyle from QTMR presented on the Drivers of Congestion Growth and Change – The Congestion Blueprint.

Brendan discussed QTMR's previous Congestion Management Approach which delivered outcomes that have begun to prepare us for the future, including: a policy position around "excessive congestion", an understanding of the causes of congestion, a base line – cost of congestion measure, a determination of the worst excessive congestion points on the network and data sharing with other road owners.

## Learnings from QTMR's work to date

The economics approach is about right, travel time reliability is key to driving a more economically efficient level of congestion, communication is key, clear governance and accountability are needed to embed the economic approach to congestion, one network leadership and P4O are critical, and the importance of multimodal congestion measurement.

In contributing to QTMR's vision for "Creating a single integrated transport network accessible to everyone", our aim is for a Blueprint that will:

- *Position* QTMR's engagement with the national policy agenda through Traffic Demand Management project and Land Transport Market Reform.
- *Respond* to the State Infrastructure Plan and the Draft Shaping SEQ's strategies for the prioritisation of public and active transport.
- *Inform* future congestion-related planning activities through QTMR's Regional Transport Plans being developed.
- *Complement* existing modal strategies such as Connecting Brisbane – focused on the strategic integration of Cross River Rail and Brisbane Metro projects.
- *Guide* development of local government transports plans.
- *Deliver* a suite of policy and planning initiatives that shape QTMR's operational activities.

Brendan concluded by outlining and expanding on the future drivers of increased congestion as economic and population growth, changing customer expectation, disruptive technology, land use planning, cost of transport and major infrastructure projects.

The room was split into tables with each group discussing one of the following drivers and reporting back on these questions:

- Timeframes - When will this occur?
- Scale of impact - what is the likelihood of this occurring?
- Scope for change - can we do anything about this?
- What is our ability to influence over the change?
- Who needs to own / manage the change?

## Workshop feedback

This section details a summary of the feedback from each group who examined six key drivers of congestion, exploring how governments and industry may be able to better manage congestion.

### *1. Land Use Planning*

General Comments:

- Growth is continuing in a similar trend to the past
- Destinations should be a focus
- Community and the market will inform government changes

Timeframes:

- Historically no major change in the last 20 or more years
- At the current pace, likely to need 30 or more years to implement changes
- Likelihood: land use changes will have a big impact on congestion

Scope for change:

- focus more on changes to employment land uses, not just housing
- focus on the destination end of trips

Ability to influence change:

- Government needs to listen to and react to what the public and the market wants otherwise government enforced change will not work

Who needs to own/manage the change?:

- Government to manage/own the change, but they must listen to the public, negotiate with industry to deliver and to promise certainty and confidence to stakeholders
- Land use planning is reactive rather than pro-active (i.e. government, industry and developers are reacting to each other instead of any one party guiding decisions)
- Is having a large amount of jobs in the Brisbane CBD an optimal land use decision?
- Any changes to land use planning would create a medium to high impact on communities (social and economic)
- Integration of transport needs to be more effectively delivered (not just talked about)
- Rate of change is occurring faster than influence can be brought to affect the change
- More direct action may be required rather than influence
- Everyone (community) needs to accept the ownership of land use planning with government managing what needs to be done

**In summary – Land Use Planning:**

A collaborative approach to land use planning, acknowledging the needs of different stakeholders and user groups with a focus on end-to end journeys is recommended to better manage urban congestion.

## 2. *Cost of Transport*

General Comments:

- There is a gap between what exists and what is required from transport services
- To create change there needs to be not only behavioural change in customers but agencies also need to be able to present the cost of using the network to the customer (there is a Vancouver-based example of presenting the personal and social cost of PT to the customer)
- The private sector would own the change, with government providing a facilitation role
- There are different perspectives about the cost of transport from individuals, society, government and transport agencies. The conversation must be framed from each of these perspectives (i.e. present the real cost of transport per trip to each user. Vancouver can be used as a good case study/approach)
- Thought needs to occur on how the cost of transport is presented and communicated
- The cost of transport is missing community awareness and understanding

Timeframes:

- Now. Automated and Electric Vehicles will be a major disruptive catalyst to the cost of transport

Scale of impact:

- Potentially massive

Scope for change:

- Price – establishing what factors are involved in price
- Changing the psychology of customers (e.g. AIDS and Grim Reaper campaign were effective campaigns to change people's thinking and providing a 'guilt' factor changes psychology)
- Behaviours/convenience (provide incentives)
- Policy
- Safety
- Understand drivers - drivers include price, convenience and social 'feel good'

Ability for influence:

- If congestion gets worse, people's behaviour will change
- Trials (e.g. Logan DRT trial 'last mile')

Who needs to manage/own change?:

- Private sector business models can drive change or disrupt
- Government drive change through policy, deeds and management

**In summary – Cost of transport:**

Share the true cost of transport with the public to enable customers to evaluate the value of their travel choices and determine how much they are willing to pay for journey reliability.

### *3. Major Infrastructure Projects*

General Comments:

- There's a need to create linkages between planning and other areas

Timeframe:

- Known but variable

Scale of impact:

- Has planning and modelling (accuracy) taken account of Queens Wharf and other major infrastructure projects in Queensland? Queens Wharf will add 1.4 million visitors per year to Brisbane along with added local visitation and workforce participation to the area

Scope for change:

- Covers the impact of Infrastructure projects on public transport (PT) uptake (will Queens Wharf reduce capacity whilst the Cross River Rail increase capacity for PT use?). The scope will also have to look at the issues of tomorrow and the role of satellite cities. Should there be more decentralisation from Brisbane?

Ability to influence change:

- Influence can be provided through:
    - workshops
    - market sounding, particularly providing project definition
    - holistic master planning and behavioural change (particularly long lasting behavioural change that is implemented during the construction phase)

Who needs to manage/own change?:

- State and Government Planning
- Infrastructure projects: Runway, Port Brisbane, Inland Rail, other known and unknown projects

**In summary – Major Infrastructure Projects:**

City infrastructure planners and designers have an opportunity to work in unison with property developers to determine the net effect of urban development on congestion and to create innovative mitigating solutions.

### *4. Customer Expectations*

General Comments:

- Reliability, flexibility and options are the main drivers of customer expectations
- Customer expectations will be ever-changing and varied depending on the generation

Scale of impact:

- Customers require constant engagement
- Customer expectations will differ depending on the individual
- Customer expectations will be impacted by generational and future changes, including new technological innovations
- Customer expectations need to be managed to create realistic expectations (i.e. is two strangers sharing a car in a carpool situation to get to a similar destination realistic?)

Scope for change:

- Humans will adapt their expectations – should we force/encourage them to?
- There are delays in changing customer expectations due to bureaucracy and politics
- There is limited connection between societal costs and personal costs for the customer in taking their journey
- Customers expect a transport mode that is of the most personal benefit. Every change to the transport network will create an individual result. A solution needs to be found to be of the most benefit to the most people to help make a lasting change.
- Not a capacity problem, rather a demand problem

Ability to influence change:

- Real time updates for drivers regarding incidents
- Education about mode change
- Demand pricing especially through applications
- How does more generalised price cost impact signals on customer expectations?
- Data sharing analytics
- How do we talk to customers about long term transport changes?
- Better service to the public regarding information sharing
- Looking at new modes of transport and their impacts on PT (i.e. driverless cars)
- Different types of customers' travel purposes
- Construction projects affected by lane closures
- Land use (e.g. Caloundra South/Bruce impact)
- Freight as customer / impact of congestion
- Mode sharing

- How can we get people to try PT?
- Better traffic information for drivers and impact on volume of drivers on roads
- Looking at information (real time updates), cost drivers, long term changes (how does this impact customer expectations), and incidents versus general congestion
- Transport demand management 'cost' expectations

Who needs to manage/own change:

- Customers expect that "authorities" will manage the change
- Role of private sector in providing real time information

***In summary – Customer Expectations:***

Customers are demanding customised journeys that integrate across all modes. In co-ordination with urban designers and transport planners, governments have an opportunity to maximise the use of transport system capacity using a combination of movement and place design, behavioural change and pricing mechanisms.

### *5. Disruptive Technology*

General Comments:

- AV's also incorporate freight and commercial vehicles, not just personal vehicles
- Does the consumer have control in how they adopt disruptive technologies?
- Government needs to play a role in regulating disruptive technologies and steering the change
- Private sector owns the change, so why can't the government own the change too?

Timeframes:

- Timeframe is now – accelerating based on demand for change
- Pace of change will vary by location
- Technology is out there

Scale of impact:

- Sharp S-Curve
- Influence by demand and government policy
- Likelihood: 100 per cent but doesn't mean people will use the technology or use it in the best way

Scope for change:

- Scale of change will vary across different communities
- All changes are driven by technology
- Influence business model

- Regulations/Duty of care

Ability to influence change:

- Yes (perception), no (reality), the consumer can influence design and business model

Who needs to manage/own the change?:

- Governments to regulate/own
- Private sector manages the change
- Fear of change leads to inaction
- It's out of our control
- Government needs to take control to avoid anything going wrong with disruptive technologies
- Disruptive technologies will creep up on us – driven by consumers
- Government can influence/change infrastructure but who influences the users?

Other issues:

- Security of data and safety
    - Data is the new oil – power is held by the owners of the key data
- Drones:
    - Some current regulations
    - Micro consolidation centres
    - Routing/air corridors
    - Who owns / manages it: QTMR to regulate, industry to drive change

***In summary – Disruptive Technology:***

Continued collaboration between public and private sector is vital to accelerate the benefits of technological advancement in reducing congestion. Governments have a leadership opportunity to direct industry and drive innovative change in key areas where society benefits most.

### *6. Economic and Population Growth*

Timeframe:

- Timeframe is now and will continue to be ongoing

Scale of impact:

- The population will continue to grow and spread in South-East Queensland

Scope for change:

- Zoning
- Demand management

- Road use / corridor pricing (congestion or asset management)
- Managing levels of government transport / private transport

Ability to influence change:

- Changing lifestyles and work environments which impact road use, flexible places for work and education, flexible work, education hours and times, shared offices and general workspace (i.e. coffee shop)
    - what are people's expectation on what/where they want to live (big house, unit or apartment)?
- Road pricing in transit corridors
    - pricing triggers for trips
    - a decision tool to indicate the various costs associated with certain areas
- Connectivity and growth (Ipswich as an example of good infrastructure provisions)
    - connect population centres
    - more dispersed activity centres (reduce trips and lengths)
    - infrastructure connections first, not necessary development first
    - Ipswich growth due to existing infrastructure?
    - is growth limited by infrastructure provided?
- Local boards engaging with the State

Who needs to manage/own the change?:

- Government (state and federal) and private partnerships
- In between council and state?
- Economic Development Queensland local management
- The change needs to be managed broadly and locally
- Someone needs to manage the change. Change cannot be left unmanaged.

***In summary - Economic and Population Growth:***

The use of land will continue to evolve as population grows. Creating a vision for the state where a city network of population centres link in with flexible workplaces to reduce demand on road space, and at the same time price the use of limited road space to prioritise the use of capacity at critical peak times.

## Conclusion

QTMR are working to change traditional thinking on congestion and through consultation (including with Roads Australia members) is building a new blueprint to tackle excessive congestion. Feedback was received from over 40 organisations that attended the workshop. This feedback forms part of QTMR's consultation with community and industry stakeholders to better understand how best to tackle congestion.

In closing, the Chair, Greg acknowledged everyone for coming and sharing their perspectives. Greg also extending RA's thanks to presenters for their insights, and to QTMR for hosting the event.

All presentations and photos from the day are now available on RA's website.

For information about the Roads Australia Journey Reliability Policy Chapter, please contact Mandi Mees, Executive Director – Policy: mandi@roads.org.au

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