TRANSPORT COORDINATION PLAN 2017–2027

01499

October 2017

Queensland Government

CREATIVE COMMONS INFORMATION

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FOREWORD

Transport is critical to Queensland's economic growth and a catalyst for creating liveable communities. Queensland has a large and diverse transport system: transport infrastructure is the government's biggest infrastructure asset. Today we have more roads, more public transport and more customers using them than ever before.

We need an efficient, reliable and safe transport system that puts customers first and supports economic productivity and the global competitiveness of Queensland industries. As the state continues to grow over the coming decades, the transport system will experience significant increases in demand to move both people and goods.

The Transport Coordination Plan articulates the government's objectives for the transport system over the next decade, and provides the overarching framework for strategic planning and management of transport in Queensland.

The plan will guide the development of more detailed transport planning, such as regional transport plans and modal strategies. These strategies will deal with the specific challenges we face to deliver world-class transport for all Queenslanders. But, a longer term vision is also needed. Over the next 30 years, our transport network will change significantly. Transformations at a global level, such as the introduction of electric, connected and autonomous vehicles, digital expansion, and the rise of the sharing economy, will present significant challenges and opportunities for our transport network. That is why we are also developing the Queensland Transport Policy.

The Policy will complement the Transport Coordination Plan by providing a 30 year plan to capitalise on these transformations. Long term planning will help us build a transport network that keeps pace with technology and other emerging trends we are yet to imagine, and position the Department of Transport and Main Roads to be responsive and effective in meeting future needs.

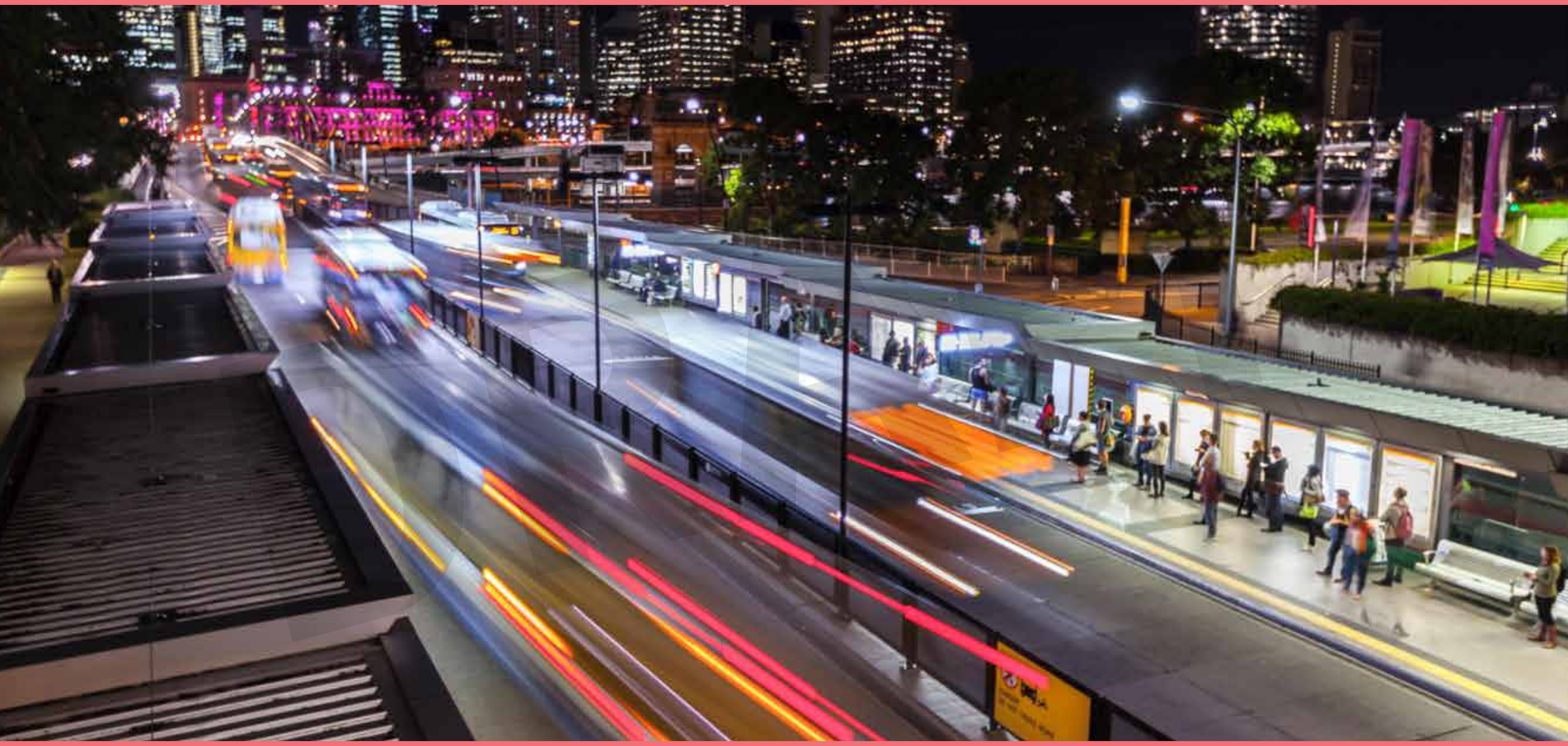
This plan, together with detailed transport strategies and the long term Queensland Transport Policy, will provide the framework for coordinated transport planning to deliver more liveable, prosperous, active and productive communities – now and into the future.

The Honourable
Jackie Trad MP

Deputy Premier, Minister for Transport and Minister for Infrastructure and Planning

The Honourable
Mark Bailey MP

Minister for Main Roads, Road Safety and Ports and Minister for Energy, Biofuels and Water Supply



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INTRODUCTION

Transport connects people, goods, services and places.

A well-functioning transport system provides the connectivity and accessibility – the mobility – people need in order to live and prosper. The vision for transport in Queensland is a *single integrated transport network accessible to everyone*[1].

The Transport Coordination Plan represents the Department of Transport and Main Roads overarching response to the broad government policies and objectives of the day. The plan guides the Department of Transport and Main Roads – on behalf of the Queensland Government – to plan, manage and invest in the transport system in order to improve regional and economic development and the quality of life of Queenslanders.

The plan identifies five objectives to help achieve the vision for transport in Queensland. The objectives articulate the government's expectations of **what** the transport system will provide for Queenslanders over the next 10 years. The plan includes key indicators and criteria to guide the successful delivery of these objectives.

The Transport Coordination Plan will inform other, more detailed transport planning and management processes: these will determine **how** the transport objectives are best delivered.

The objectives set out in this plan focus on transport as an integrated system. The objectives enable Queensland's transport system to achieve better customer value, better accessibility and better connectivity over the next decade. These transport outcomes will ultimately help to deliver improved liveability, prosperity and productivity for all Queenslanders.

Emerging technologies, autonomous vehicles, digital capability and big data are already revolutionising our mobility and will continue to do so beyond the term of the Transport Coordination Plan.

The Transport Coordination Plan provides the basis from which our long term strategy, the Queensland Transport Policy, will develop.

1 The vision for transport is set out in the Department of Transport and Main Roads Strategic Plan 2016-2020.

ABOUT THIS PLAN

Queensland's transport system is large and complex, and faces a number of significant challenges and opportunities into the future.

This *Transport Coordination Plan 2017–2027* provides a framework for the coordinated planning and management of transport in Queensland over the next decade.

The plan is consistent with – and seeks to provide a transport-specific response to – the Queensland Government's overall strategic planning for Queensland, including the government's objectives for the community, and the *State Infrastructure Plan* (Figure 1).

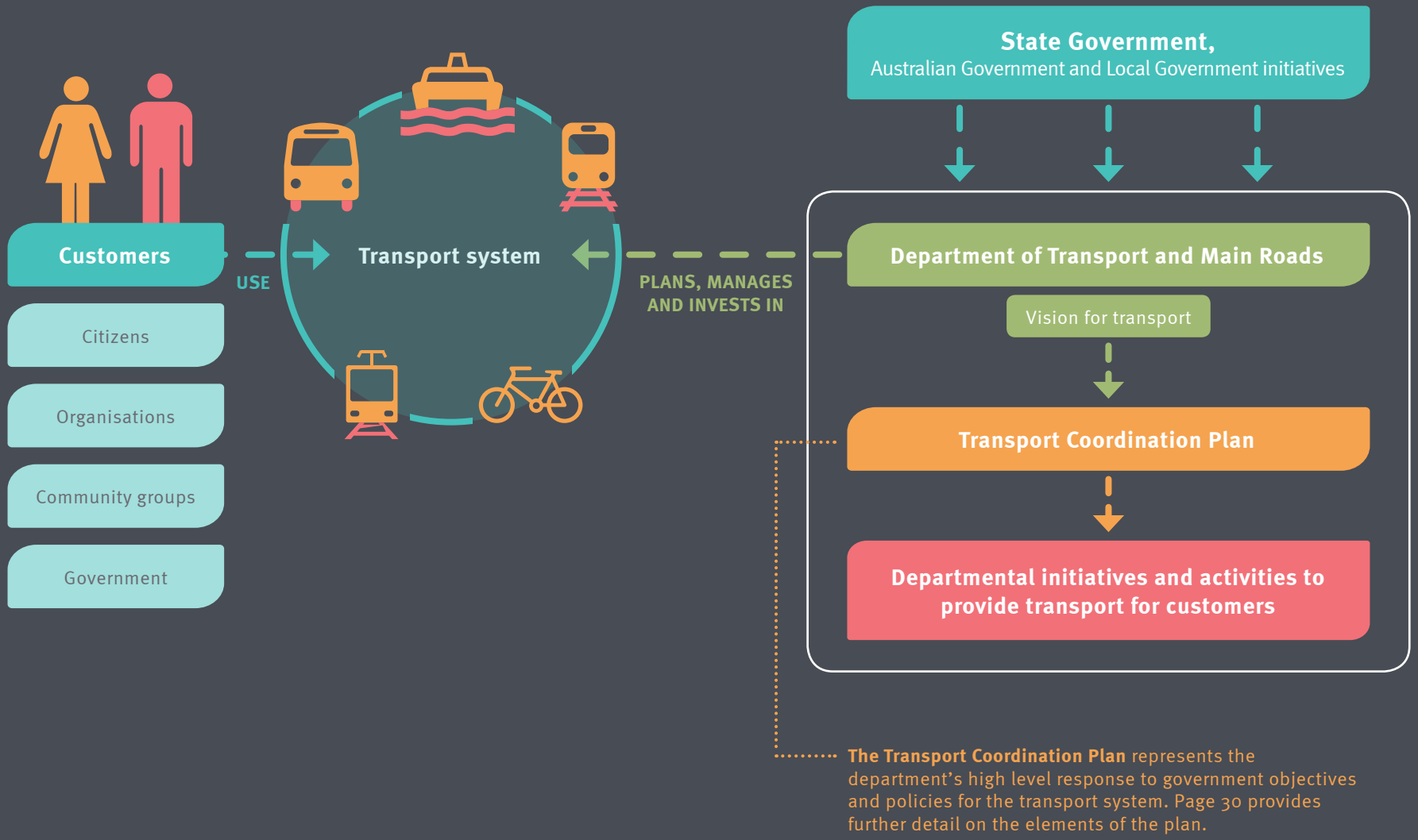
The plan is made according to the *Transport Planning and Coordination Act 1994* (the Act). The intent of the Act is to achieve overall transport effectiveness and efficiency through strategic planning and management of transport resources.

This Transport Coordination Plan will contribute to the Act's overarching objectives of improving:

- the economic, trade and regional development performance of Queensland and
- the quality of life of Queenslanders.

The plan takes a system-wide approach to transport, to the objectives, and to the criteria and processes that apply in making policy, planning and investment choices for transport in Queensland.

Figure 1: Role of the Transport Coordination Plan in responding to the government's overall policy agenda and coordinating the planning and management of transport.



The plan outlines the broad approach to align with, respond to and implement national, state and local government initiatives by:

1. setting out the goals and objectives for the transport system
2. identifying how we can measure progress towards achieving the objectives (including providing performance indicators)
3. clarifying the priorities for spending on transport
4. providing a Strategic Framework, or process, to coordinate the planning and management of transport across the department.

The Transport Coordination Plan represents the overarching medium-term strategic document that provides guidance for more detailed transport strategies and plans produced by the Department of Transport and Main Roads, such as regional transport plans and modal strategies.

However, transport and the way we provide and use transport continues to change. Transformations at a global level, such as the introduction of autonomous, electric and connected vehicles, improved mobile communications, new technologies and the rise of the sharing economy, will have significant implications for transport.

In Queensland, the transition towards a knowledge and service economy will need to be supported by an efficient and effective transport system. Maintaining and improving the transport system in regional areas will be important to attracting investment in high-value industries and continuing to provide an ageing population with improved access to employment, services and recreational opportunities.

The way in which transport is planned, managed and delivered will need to adapt to accommodate these changes. The Transport Coordination Plan will also need to respond to changing circumstances, particularly in relation to political, government, policy and technological shifts.

The plan will be reviewed every two years and updated as required to ensure it continues to provide an effective coordinating framework.

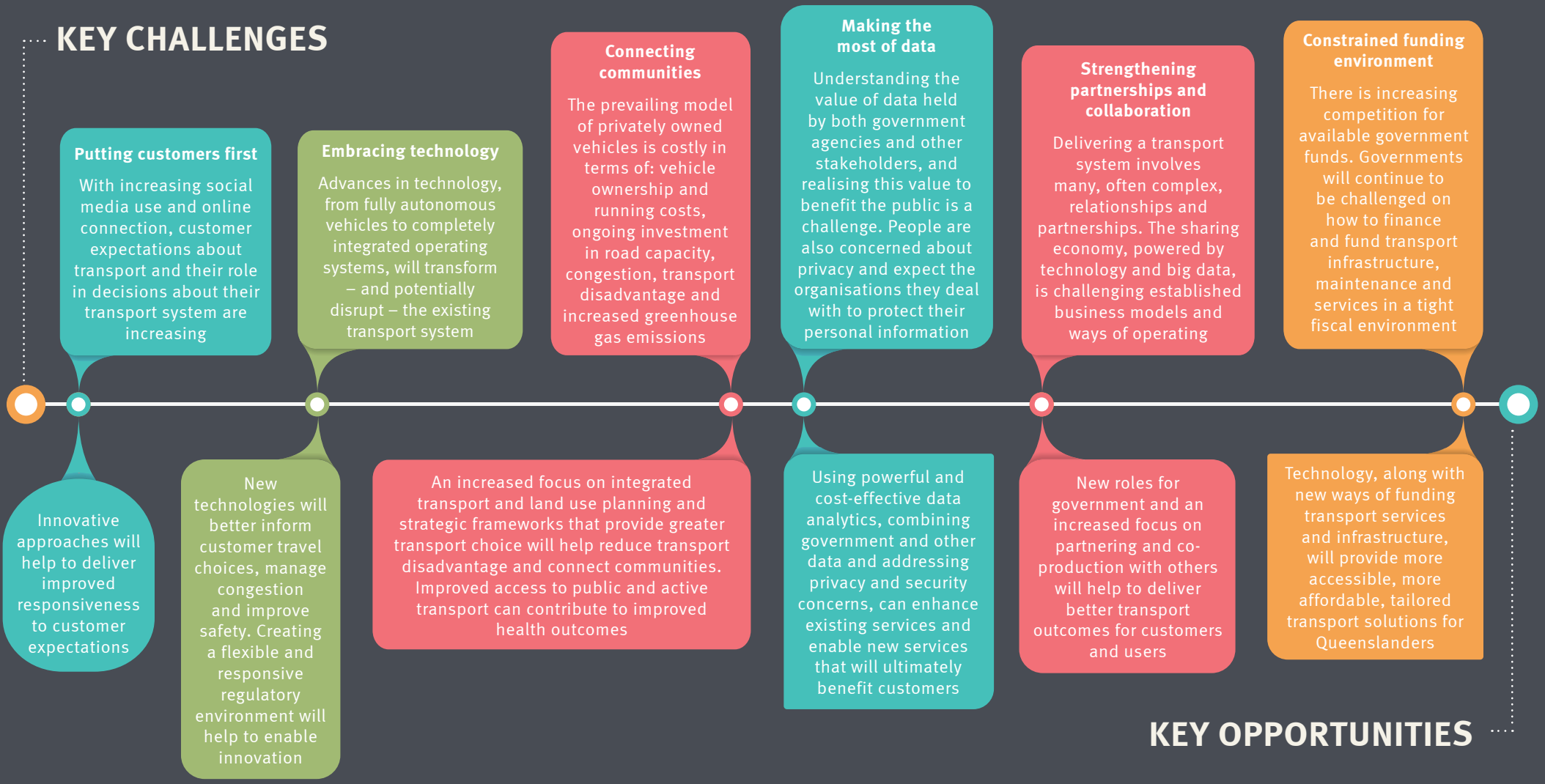
The department may also need to undertake strategic pieces of work to develop short, mid and long term strategies to respond to contemporary or emergency issues (such as reconstructing transport infrastructure after extreme weather events).

Appendix 1 gives a snapshot of the scale and scope of transport in Queensland and Figure 2 summarises some of the key challenges and opportunities for transport.

Broad trends such as a volatile global economy, population growth and increased longevity, changing customer expectations, increasing urbanisation, climate change and extreme weather events, a move towards renewable, low emission energy sources and rapid advances in technology will mean substantial change for Queensland over the next decade.

Figure 2: Challenges and opportunities for Queensland's transport system

Queensland's transport task will become bigger and more complicated in the future...



GOALS AND OBJECTIVES

GOALS

The goals for transport in Queensland are that transport is:

- efficient and reliable
- integrated
- safe and secure.

These high level goals reflect the broad needs of customers.

However, planning, delivering, managing and maintaining transport across Queensland is complex.

Transport consists of many interconnected components, including:

- transport and information services and operations (e.g. licensing, registration, ticketing, regulation, and technology)
- different modes of transport (e.g. car, bus, truck, train, vessels and active transport)
- infrastructure (e.g. roads, rail lines, bridges, stations, busways, cycleways, boating ramps, marine channels and ports).

The users of these transport components – the customers – are also varied and have differing, and sometimes competing, needs.

By adopting a whole-of-system perspective, in combination with a customer-focused approach, the Transport Coordination Plan will contribute to improving the overall effectiveness and efficiency of the transport system.

Transport planning will promote the mode, or combination of modes, that delivers the most efficient and sustainable transport system performance outcomes.

OBJECTIVES

The objectives set out in this plan are core to achieving the best transport outcomes for Queensland and for our customers. The objectives provide the basis on which the strategic fit of proposed transport programs and projects can be assessed.

The objectives aim to:

- respond to the challenges facing the state, including the demands of a growing population, more extreme weather events, and new technologies and business models
- take advantage of the opportunities heading our way to help deliver economic growth
- embrace whole-of-system and whole-of-life solutions, to achieve improved productivity, sustainability and resilience.

The Transport Coordination Plan objectives focus on five key areas:

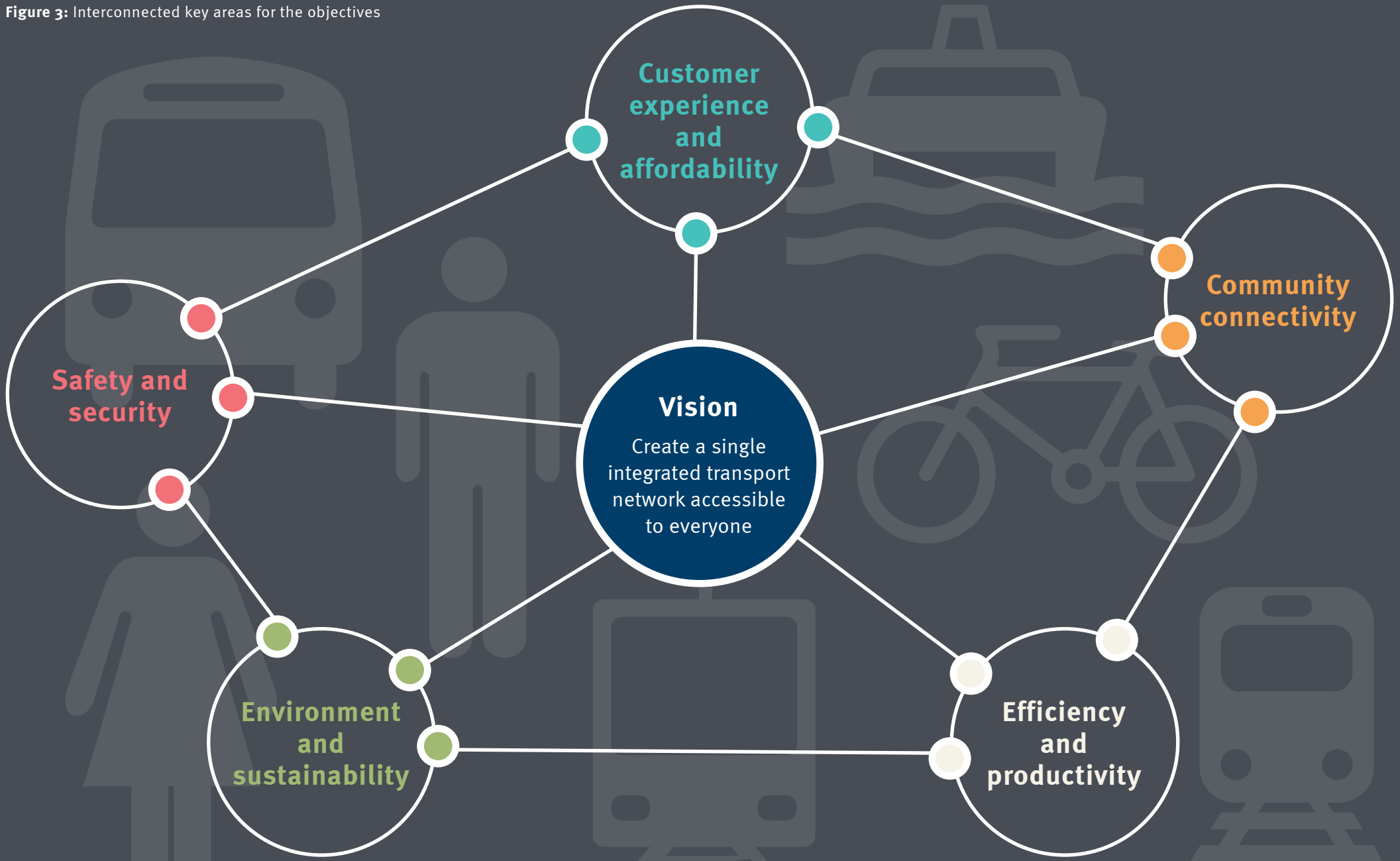
- customer experience and affordability
- community connectivity
- efficiency and productivity
- safety and security
- environment and sustainability.

Importantly, the objectives are interconnected and cannot be considered in isolation. Choices made in relation to one objective may have consequences for other objectives. Together the objectives, in conjunction with the other parts of the plan (for example the criteria for spending priorities and the Strategic Framework), guide the department's decisions for the transport system (refer to Figure 3).

This integrated, whole-of-system view also enables the benefits and impacts of transport decisions to be evaluated. For each objective, key outcomes and relevant performance indicators are articulated at the transport system level. This will enable a better understanding of the performance of the system as a whole and of our progress towards achieving the objectives.

Overall, this means the Department of Transport and Main Roads will concentrate on delivering customer-focused, equitable and sustainable transport solutions, in the right place at the right time. The objectives focus the efforts of the department on achieving the vision for the transport system in Queensland.

Figure 3: Interconnected key areas for the objectives



CUSTOMER EXPERIENCE AND AFFORDABILITY

Objective:

Transport meets the needs of all Queenslanders, now and into the future.

Transport must evolve and improve to meet the changing service needs of all Queenslanders, and to ensure we continue to put customers first. The Queensland Government will continue to engage with customers to better understand and meet their expectations.

Transport needs will vary from customer to customer, as will the best method of addressing these needs. For example, the needs of freight customers will vary from the needs of commuters. The government will focus on enabling digitally connected services and real time information to improve the way customers can access and experience transport.

Similarly, customer needs in each region will be different. The government is committed to ensuring the unique transport needs of each region are met. The Department of Transport and Main Roads is developing Regional Transport Plans to guide the prioritisation and investment of regional transport services and infrastructure for each region.

The government will also focus on transport affordability to lower cost-of-living pressures for all Queenslanders.

COMMUNITY CONNECTIVITY

Objective:

Transport connects communities to employment and vital services.

The ultimate goal of most transportation is 'access': people's ability to reach jobs, goods, services and activities; and the ability of goods to reach markets. Enhancing access to transport improves mobility for people and for communities.

Many Queenslanders have access to private car travel. Many also rely on public and active transport to get around. Disadvantaged groups such as people with a disability and low-income families may rely on other transport-related assistance programs. Regional communities can also be disadvantaged by reduced levels of connectivity to essential services and opportunities.

The government will focus on reducing transport disadvantage, and improving the accessibility of transport services, including public and active transport. In relation to public transport, accessibility can mean both the ability to access physical public transport services and infrastructure, and the ability to use public transport services and infrastructure.

Overall, this will help to deliver more equitable transport for Queenslanders and increase mobility choices for individuals and communities.

Where appropriate, trips made by active and public transport will be encouraged. Increasing active and public transport mode share can not only improve the efficiency and environmental sustainability of the transport network, but in the case of both public and active transport, there may also be health benefits (for example, commuters who catch public transport tend to also walk more).

Improved integration of land use and transport planning can influence decisions about urban and regional development, ensuring that transport options are considered as a fundamental step in any initiatives to grow Queensland's communities - and the industries and workplaces these communities rely on.

EFFICIENCY AND PRODUCTIVITY

Objective:

Transport facilitates the efficient movement of people and freight to grow Queensland's economy.

Transport contributes to Queensland's strong and diverse trading economy, is a key facilitator of economic growth, and enhances the prosperity of all Queenslanders.

Preserving transport infrastructure through proper maintenance can enhance reliability and efficiency of the transport network. The criteria for spending on transport outlined in this plan will ensure that maintenance continues to be prioritised in the department's decision-making.

Planning and investing in the transport system, and in particular transport infrastructure, can also boost economic productivity through a variety of ways. These include improving travel time of people and goods, reducing social and economic cost of serious crashes and enhancing liveability through improved access. Investment also boosts overall economic confidence by creating and sustaining jobs especially in rural and remote communities.

Productivity relies on people and goods being moved efficiently, effectively and safely. Technology has the potential to transform the efficiency of transport in Queensland. For example, innovations such as autonomous vehicles, instrumented infrastructure and real-time transport information can reduce congestion and improve travel time reliability.

The Queensland Government will embrace a digital-first approach to deliver higher quality transport services and manage demand. This may also have a positive impact on customer experience for both passengers and freight providers.

Ports play a vital role in supporting the state's economy by connecting Queensland industries with domestic and international markets. Queensland's freight supply chains are also critical, supporting jobs across many industries and our way-of-life. The Queensland Government will focus on improving connectedness along key freight corridors and in regional areas. This will improve freight market access and ultimately, increase the value of freight moved in Queensland.

Tourism is an important driver of Queensland's economy – creating jobs, attracting investment and sustaining communities. Queensland's transport system plays a key role in the success of our tourism industry. Efficient, easily accessible and affordable transport provides opportunities for visitors, as well as locals, to experience more of Queensland's destinations, attractions and events.

SAFETY AND SECURITY

Objective:

Transport is safe and secure for customers and goods.

Transport-related fatalities, injuries, and incidents can have far-reaching and enduring impacts on not just individuals, but also entire communities and the Queensland economy.

In the case of land transport safety, areas of particular vulnerability include those where transport modes mix in busy corridors, for example where cyclists use the same roads as cars and trucks.

However, it is not just land transport safety that is critical. The safety of vessels and their movements in Queensland's coastal waters and ports present additional challenges to protect the safety of life, ships and the environment while facilitating Queensland's participation in global markets.

The Queensland Government will aim to reduce the rate of transport-related fatalities and injuries. This will be achieved through a wide range of responses including infrastructure planning and design, technological improvements, transport safety campaigns, and improved detection and deterrence of high-risk behaviour.
For example, the *State Infrastructure Plan* flags the government's intent to use digitally connected smart infrastructure to improve capacity, safety and security.

As the vast majority of transport-related deaths and serious injuries occur on our roads, the government will specifically target improved road safety. *Safer Roads, Safer Queensland, Queensland's Road Safety Strategy 2015–2021* articulates a vision for the future: zero deaths and serious injuries on Queensland roads.

The government will also take action to protect transport from attacks, which can not only threaten the personal safety of transport users, but also the integrity and economic productivity of transport overall. Our goal is to prevent incidents before they occur, and to ensure that incidents do not result in major outages or service disruptions.

ENVIRONMENT AND SUSTAINABILITY

Objective:

Transport contributes to a cleaner, healthier and more liveable environment and is resilient to Queensland's weather extremes.

Queensland's unique natural assets support not only our way-of-life, but also our economy. Our environment, natural resources and diverse ecosystems provide competitive advantages and support jobs across Queensland, in particular the tourism sector.

For the benefit of future generations, we must look after our environment and minimise the impact of transport on our ecological systems. In a large and decentralised state, where long distance travel is often unavoidable, reducing emissions from transport is a significant challenge for Queensland. However, our transport choices can reduce our environmental impact. For example, shifting travel to public and active transport and increasing the use of renewable energy sources can reduce greenhouse gas emissions.

Reducing transport emissions will make an important contribution towards meeting our national greenhouse gas reduction targets. Climatic events will also transform our transport system. Rising temperatures, increased coastal flooding, extended drought periods and extreme weather events will affect roads, rail and services.

Queensland already experiences extreme weather and the impact on communities and transport has been significant. Government will focus on planning and design decisions that improve the liveability for Queenslanders, make transport more resilient to the long-term impacts of climate change and maximise safety, reliability and connectivity during extreme weather events.

MEASURING PERFORMANCE

Performance indicators help to measure our progress towards delivering the objectives outlined in this plan and to understand the performance of the transport system as a whole.

The Department of Transport and Main Roads already has a comprehensive program of monitoring and reporting, including the Queensland Transport Snapshot, QLDTraffic, the Service Delivery Statements, the Queensland Transport Facts[2] and the Benefits Categorisation Guide (BCG).

The Benefits Categorisation Guide (BCG) provides a structure for identifying, categorising and quantifying benefits delivered by the department's transport infrastructure investments. The alignment between this plan's objectives and the BCG indicators is shown in Appendix 2.

Using applicable measures from existing reporting processes will ensure the objectives identified in the Transport Coordination Plan are regularly assessed for relevancy and managed as part of an ongoing and consistent performance monitoring system.

Table 1 identifies the performance indicators the department will use to measure performance towards achievement of the Transport Coordination Plan objectives.

While the performance indicators have been primarily drawn from existing TMR monitoring and reporting programs, a number of new indicators have also been proposed where there are no suitable existing metrics. These new indicators will be incorporated into the Department of Transport and Main Roads' ongoing monitoring and reporting processes.

The measures identified in this Transport Coordination Plan represent a core set of transport key performance indicators (KPIs) to measure performance of the transport system. The KPIs used in this plan are broadly consistent with the measures used for the transport-related elements of Queensland's statutory regional planning process. Performance against the plan's KPIs will be reported every two years[3] and results will be available on the department's website[4].

[2] The Queensland Transport Facts is commissioned jointly by TMR, the Department of Planning, Transport and Infrastructure (South Australia), the Bureau of Infrastructure, Transport and Regional Economics and the Department of Infrastructure and Regional Development

[3] Commencing in 2018

[4] The department's website is www.tmr.qld.gov.au

It is important to note, however, that some of the performance indicators identified in this plan may change as particular measures evolve in response to:

- changes in the components, operations and services of the transport system (for example, the introduction of new business models such as ride-sharing), and
- new data becoming available (for example through new technologies, and increasingly automated measuring and monitoring methods), which may support different measures.

The KPIs identified in the Transport Coordination Plan will be updated as required to ensure they continue to provide effective measurement of performance towards the plan's objectives for the transport system.

Table 1: Transport Coordination Plan performance indicators

KEY AREA	OBJECTIVE	WHAT THIS MEANS FOR CUSTOMERS, THE COMMUNITY, THE ECONOMY AND THE ENVIRONMENT	TRANSPORT KEY PERFORMANCE INDICATORS ** evolving measure – to be matured* *† proxy measure*
CUSTOMER EXPERIENCE AND AFFORDABILITY	**Transport meets the needs of all Queenslanders, now and into the future**	• *Better ways for customers to access and experience transport*	Customer satisfaction ratings of public transport by service type
			Patronage on Government contracted services (millions)
		• *Improved transport affordability*	Proportion of population in areas of unmet transport need (high mobility disadvantage and not served by public transport) [7] *
			Real Transport Cost Index (Brisbane only)
COMMUNITY CONNECTIVITY	**Transport connects communities to employment and vital services**	• *Improved mobility for people and goods through more accessible transport*	Proportion of people with good accessibility to a range of essential services (using public transport) [7]
			Public transport mode share [7]
		• *Improved health outcomes*	Proportion of Queenslanders that cycle in a typical week
			Cycling and pedestrian mode share [5]
			Proportion of population with good accessibility to a range of services for pedestrians and bicycles
EFFICIENCY AND PRODUCTIVITY	**Transport facilitates the efficient movement of people and freight to grow Queensland's economy**	• *Focus on maintenance and rehabilitation of existing infrastructure*	Ride quality (traffic weighted roughness)
		• *Improved customer experience for all transport users*	Proportion of the network with good productivity for AM, Off and PM peaks [2]
			Proportion of the network with reliable travel times for AM, Off and PM peaks [2]
			Average travel time (minutes per 10km) for AM, Off and PM peaks [2]
			Efficiency (average travel time for a typical bus journey) for AM, Off and PM peaks † [3]
			On-time running for AM, Off and PM peaks † [3]
			Variation in average travel time for a bus service for AM, Off and PM peaks † [3]
			Total frequency and duration of unplanned closures on the transport network [4]
		• *Improved connectedness along key freight corridors and in regional areas*	Reliability of strategic freight routes * †
		• *Improved freight market access*	Growth in heavy vehicle use * † [4]

Continued over leaf.

KEY AREA	OBJECTIVE	WHAT THIS MEANS FOR CUSTOMERS, THE COMMUNITY, THE ECONOMY AND THE ENVIRONMENT	TRANSPORT KEY PERFORMANCE INDICATORS ** evolving measure – to be matured* *† proxy measure*
SAFETY AND SECURITY	**Transport is safe and secure for customers and goods**	• *Reduced rate of transport-related fatalities and injuries*	Marine fatalities per 100,000 vessels regulated in Qld
			Number of road fatalities and hospitalised casualties [4]
			Number of road fatalities and hospitalised casualties per 10^8 vehicle kilometres travelled [4]
			Proportion of the Bruce Highway with AusRAP star rating 3 or more [6]
		• *Transport protected from attacks*	Number of security incidents on the transport network [*]
ENVIRONMENT AND SUSTAINABILITY	**Transport contributes to a cleaner, healthier and more liveable environment and is resilient to Queensland's weather extremes**	• *Improved liveability for Queenslanders*	Average commute time (work and education trips) for all modes of transport [5]
		• *Greater resilience of transport to the long-term impacts of climate change*	Level of flood immunity along the Bruce Highway
			Proportion of critical weather events reported on QLDTraffic [† * 4]
		• *Enhanced safety, reliability and connectivity during extreme weather events*	Frequency and total duration of road closures during flooding events [* † 4]
		• *Reduced transport emissions contribute towards meeting our national greenhouse gas reduction targets*	Estimate of greenhouse gas emissions from transport [*]

Scope:

1. Brisbane and Cairns
2. State-controlled roads – Brisbane
3. Selected bus routes – Brisbane
4. State-controlled roads – Queensland
5. South-east Queensland
6. Bruce Highway, Brisbane - Cairns
7. Urban and regional centres across Queensland

PRINCIPLES AND PRIORITIES FOR DECISION-MAKING

Principles are enduring considerations that can be applied universally across the transport system for all transport decisions. Principles are generally applicable to all transport providers and managers. In contrast, criteria for spending are specific preferences to inform the prioritisation of investment decisions: these criteria are applied by the Department of Transport and Main Roads as part of its programming and investment activities.

PRINCIPLES FOR DECISION-MAKING ON TRANSPORT

This Transport Coordination Plan sets out five broad principles to be considered when making transport decisions. The principles aim to ensure that decisions made by transport system managers and providers:

- are fair, transparent and reasonable
- consider the system-wide implications of the choices being made
- contribute to achieving the objectives of the plan.

1. **Consider the transport customer and user perspective**
   Understanding the customer, particularly in relation to the mobility requirements of people and freight, is integral to an effective and efficient transport system. Transport decision-makers need to take into account:
   - the information requirements of users
   - the desired levels of service, including safety, reliability, frequency and comfort
   - a full range of mobility options
   - appropriate levels of stakeholder and public consultation.

2. **Encourage social equity**
   Social equity is an important consideration when making decisions about the transport system. Transport decision-makers need to take into account:
   - the cohesiveness and social wellbeing of communities
   - the impacts of transport costs for all users
   - the cultural heritage of communities.

3. **Apply a future focus**
   Transport decision-makers need to consider:
   - the medium to long-term economic, social and environmental benefits and impacts of their decisions
   - emerging medium to long-term issues, risks or trends that might threaten or affect the ability to achieve transport objectives
   - the role of technology and innovation in delivering transport objectives.

   This means addressing a project's whole-of-life costs and its contribution towards achieving broader government and community objectives.

4. **Adopt best practice**
   Transport decision-makers need to adopt best practice government or industry frameworks relevant to their area of operation.

   For example, the Australian Transport Assessment and Planning Guidelines provide transport planners and programming managers with guidance to help ensure proposals improve the transport system, achieve government objectives, provide maximum net benefit to the community and represent value for money.

   Investment Logic Mapping (ILM) is a technique to ensure that robust discussion and critical thinking is done up-front, resulting in sound problem definition, prior to the identification of any solutions. Inclusion of ILM, or similar processes, in relation to transport investment will help to improve the quality of policy development and decision-making.

5. **Provide appropriate transparency for decisions**
   Transport decision-makers need to provide an appropriate level of transparency to improve public understanding of transport issues and the process by which transport decisions are made.

CRITERIA FOR SPENDING ON TRANSPORT

Like many other jurisdictions worldwide, Queensland faces significant challenges to sustainably fund the transport system. We need to consider the system-wide impact of investment decisions to make the right choices now and for Queensland's transport future. This will require careful prioritisation of the department's activities by applying clear criteria for deciding priorities for spending on transport.

Investment in transport will:

- deliver outcomes that respond to identified customer needs, and
- deliver the right solution at the right time.

Balancing growing demand and meeting customer expectations within a constrained funding environment will mean we need to get the most out of our existing assets and use infrastructure smarter and more efficiently than before.

The Department of Transport and Main Roads will prioritise investment in transport infrastructure and services to:

1. **Run the system** – Sufficient funding will be provided to operate services and infrastructure to ensure an appropriate level of access and safety.
2. **Maintain the system** – Maintain existing services and infrastructure assets.

   In relation to existing infrastructure, the focus will be on repair or rehabilitation, rather than replacement, where this reduces the whole-of-life costs of transport infrastructure.
3. **Build and expand the system** – After sufficient funding has been allocated to run and maintain the system, investments to expand services and infrastructure will be balanced to meet growing demand. In relation to new infrastructure, decision-making will be targeted towards infrastructure that supports:
   - growth and productivity (efficient and reliable transport system)
   - an integrated, multi-modal transport network (integrated transport system)
   - a future focus for the transport system (safe and secure transport system).

The Department of Transport and Main Roads will evaluate any proposed new transport infrastructure and/or service in terms of its effectiveness for the transport system overall. This evaluation will include forecasting or modelling the impact of the proposed changes to the transport system at the appropriate scale (local or regional, as required).

The department's investment priorities of Run, Maintain, and Build and expand have an operational and whole-of-system focus. The priorities apply to transport services as well as infrastructure.

In relation to infrastructure, the department has developed the *Smarter solutions: network optimisation framework* to prioritise low-cost and non-infrastructure solutions. Low-cost and non-infrastructure solutions that optimise our existing transport network can generate similar outcomes to new infrastructure, reducing the need for significant capital expenditure.

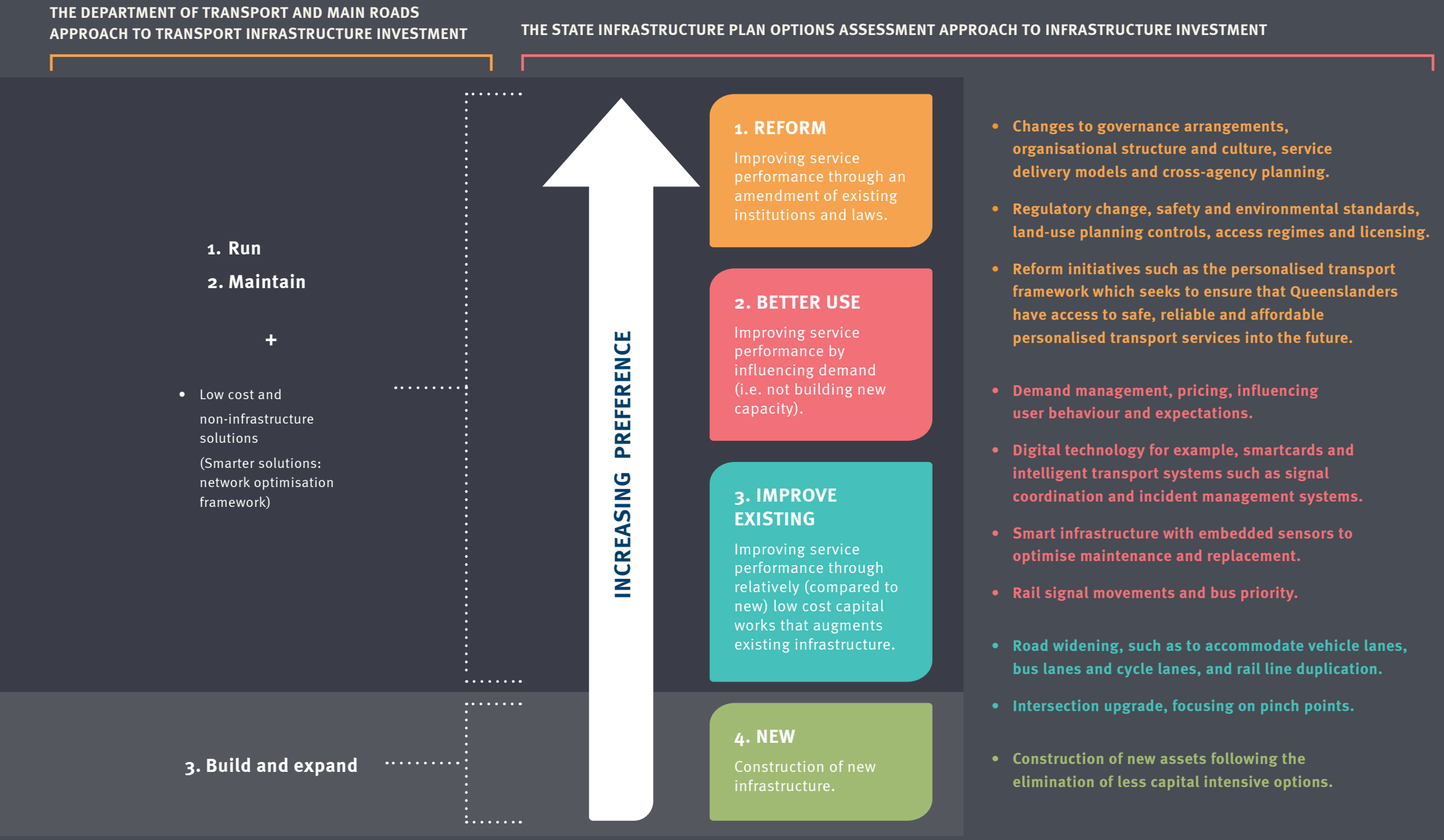
The framework will guide the department's planning and investment processes and ensure we continue to meet customers' needs and reflect government policy direction for infrastructure investment.

Infrastructure investment decisions will also need to be made in accordance with the options assessment hierarchy identified in the Queensland Government's *State Infrastructure Plan* (SIP). When coupled with the network optimisation framework, the investment priorities of Run, Maintain, and Build and expand broadly align with the SIP options assessment hierarchy (Figure 4).

These high level approaches for prioritising transport infrastructure investment need to be implemented through best practice standards and guidelines. In Queensland, all infrastructure investment must be consistent with whole-of-government standards such as the Australian Transport Assessment and Planning framework, the Queensland Government Project Assessment Framework and Transport and Main Roads OnQ methodology

Wherever possible, investment planning for transport infrastructure should incorporate Investment Logic Mapping (ILM) processes in order to clarify the underpinning logic for the investment and ensure key questions required to make an effective investment decision have been answered.

Figure 4: Alignment between departmental and government approaches to infrastructure investment



CUSTOMER FOCUSED APPROACH

Both the broad principles for decision-making and overall priorities for investment focus on the needs of the customer. In the context of the Transport Coordination Plan, a customer is anyone that uses any component of the transport system.

The Department of Transport and Main Roads' customers fall broadly into four customer groups:

- **Citizens**
  individuals from the general public that rely on the transport system to connect to people, goods and services, education, employment and leisure.
- **Organisations**
  commercial businesses and companies that rely on the transport system to connect people, goods, and services across the state, country and the globe – in order to operate and contribute to the economic development of Queensland. Organisations may also be providers of transport and be reliant on other departmental services to enable their transport delivery.
- **Community groups**
  not-for-profit community organisations that rely on the transport system to connect to people, goods and services, education, employment and leisure.

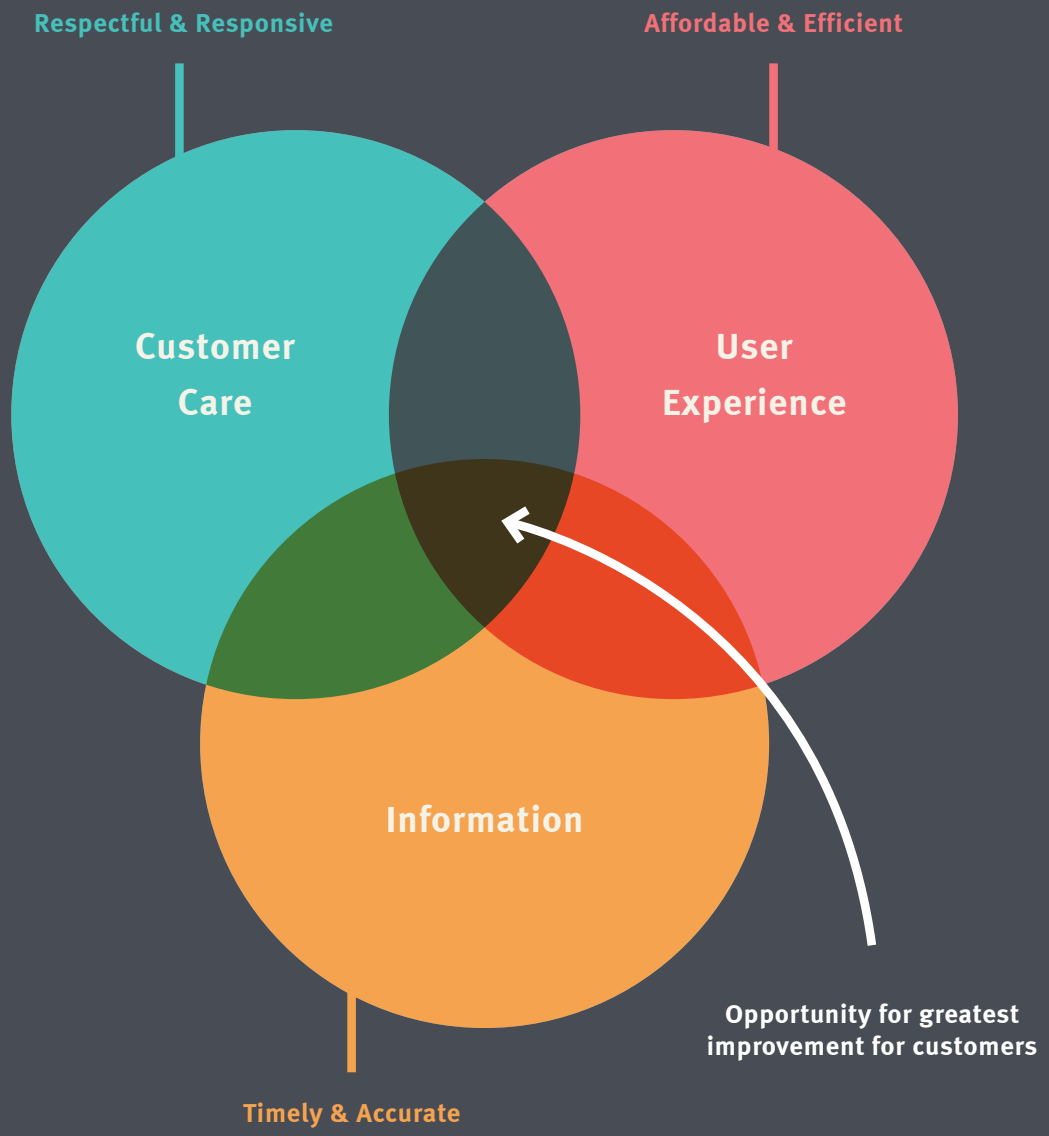
  Community groups may also be providers of transport and be reliant on other departmental services to enable their transport delivery.
- **Government**
  other government agencies and public organisations that rely on the transport system and related services to conduct their public function.

Underpinning the customer first approach is the department's Customer Value Proposition (Figure 5), which comprises three dimensions:

1. Customer Care – being responsive to customer needs, and making sure we are easy to deal with.
2. User Experience – planning and delivering affordable and efficient public transport, considering how we maintain roads, and value for money in the services we provide.
3. Information – ensuring information is timely and accurate includes having the right information available on our products and services, and keeping customers informed on plans, changes and delays.

The Customer Value Proposition will assist the Department of Transport and Main Roads in focussing on, and prioritising, actions that provide the greatest improvement to customers and the community of Queensland.

Figure 5: The Customer Value Proposition



WORKING WITH OUR TRANSPORT PARTNERS

The department works closely with other levels of government in making transport investment decisions for the whole of the system.

The Australian Government is a major source of funding for transport and infrastructure. Australian Government investment is primarily focused on achievement of the following outcomes:

- improved land transport infrastructure that supports economic growth and productivity
- improved connectivity for communities, regions and industry
- improved transport safety
- integrated and innovative network-wide planning for land transport infrastructure projects.

Local governments in Queensland make investments in the transport system to give their communities safe and efficient access to local destinations and regional, interregional and interstate networks.

» *The Transport Coordination Plan provides a platform to enable other governments to make decisions which align to the vision, objectives, investment criteria and decision-making principles for transport in Queensland.*

Transport-related Government Owned Corporations invest in the transport system as part of their commercial operations.

» *The transport objectives articulated in the Transport Coordination Plan should inform and influence decisions by Government Owned Corporations.*

The private sector plays an important role in all aspects of transport system management, providing a multitude of services and products related to transport services, operations, delivery, infrastructure and planning.

The government has a strong interest that the strategic direction of private sector entities that own, control or operate transport services and infrastructure are consistent with the strategic direction of the transport system.

» *The Transport Coordination Plan enables the Department of Transport and Main Roads to negotiate with private sector operators within the transport system to achieve the objectives of the plan.*

STRATEGIC FRAMEWORK

The Strategic Framework is a conceptual frame to guide the coordinated planning and management of transport.

The framework, shown in Figure 6, illustrates the core activities relevant to the strategic planning and management of transport resources: it sets out the preferred process for direction (or policy) setting; strategic planning; programming; and delivery of activities within the Department of Transport and Main Roads.

The Strategic Framework provides a roadmap to integrate decision-making on transport resources and services across modes, users, services and regions. It demonstrates the alignment of the different functions and services of the Department of Transport and Main Roads towards achieving the high level vision for transport in Queensland, based on the needs of customers.

The framework also guides how the department leads, aligns or responds to national, state and local government initiatives and provides greater clarity on how various transport-relevant initiatives inter-relate.

By adhering to the Strategic Framework, the Department of Transport and Main Roads can focus on, and prioritise, actions that:

- support the high-level directions for the transport system
- are appropriately planned, programmed, prioritised and funded and
- are aligned with state-wide, national and local transport needs.

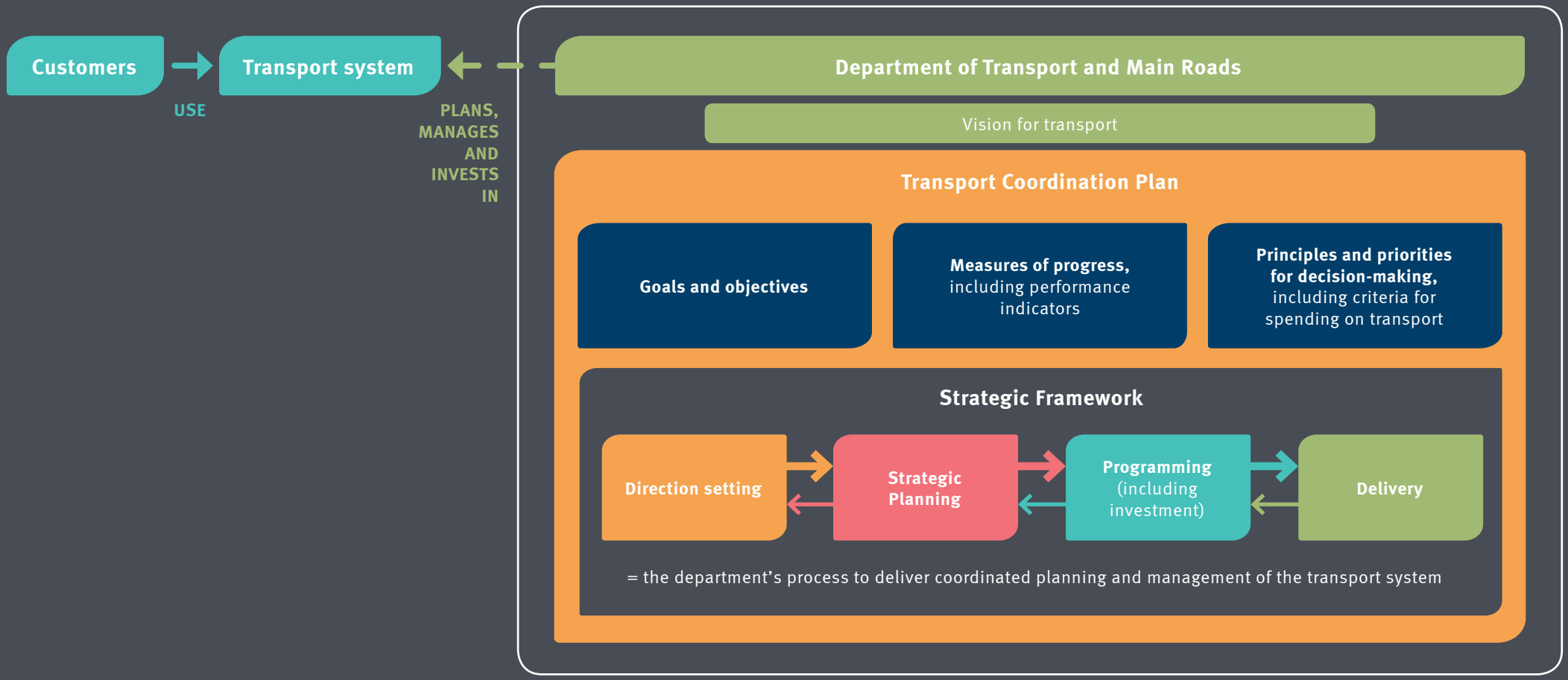
This integrated transport system view can also encourage a cooperative and collaborative alliance of transport providers and managers who have different roles in different parts of the system.

However, it is important to recognise that the Strategic Framework is a process model to help improve the strategic planning and management of transport in Queensland: real world examples of transport initiatives may not always not fit neatly into the framework.

Many elements of the transport system are therefore required to be delivered within a specific, individual context. The Strategic Framework is not exhaustive and cannot fully represent the range of activities the department undertakes in delivering transport to customers.

The social, political, economic, environmental and technological context in which transport operates will continue to change and evolve. There may also be a need, from time to time, to develop targeted interventions for specific issues that are not easily represented within the framework. In these cases, the department may need to undertake strategic pieces of work to develop short, mid and long term strategies to respond to these contemporary issues.

Figure 6: The Strategic Framework



STRATEGIC FRAMEWORK COMPONENTS

The Strategic Framework for the Department of Transport and Main Roads includes the following key elements:

1. **Direction setting**
   Establish broad strategic intent or policy positions

   This element represents the small number of initiatives that establish an overarching strategic or policy intent for the transport system and for the Department of Transport and Main Roads.

   This Transport Coordination Plan is part of the direction setting level of the Strategic Framework. The focus for the plan is establishing the high level intent, or objectives, for the transport system.

2. **Strategic Planning**
   Develop plans or strategies to focus on key themes or areas

   This element translates the broad objectives that generally apply system- or department-wide, into high level strategies and plans that provide guidance and direction for the planning and management of specific transport topics or areas. These documents may also have associated action plans, which can provide some programming advice around priorities, timeframes and responsibilities.

   Examples of initiatives in this level are regional transport plans, and modal strategies such as passenger transport, freight, cycling, ports and rail strategies.

3. **Programming (including investing)**
   Identify, evaluate, prioritise and program initiatives – including addressing funding/investment requirements, competing needs and timeframes

   This element represents the processes the department undertakes to ensure investment decisions and service delivery choices are aligned with the overarching goals and objectives for transport in Queensland. This enables the department, and its private sector or community partners, to make the right investments at the right time.

   Examples of initiatives for this element include the 10 year infrastructure investment planning process and the Queensland Transport and Roads Investment Program (QTRIP).

4. **Delivering**
   Provide transport services and infrastructure – such as public transport, customer service centres, online services and transactions, bridges and tunnels, maintenance and operations, regulation and compliance/monitoring activities

   This element ensures the practical implementation or delivery of specific initiatives that: are aligned with the government's overall policy objectives and the objectives for transport in Queensland; are well planned; and have been effectively programmed and funded.

   Examples of initiatives at this level include the Gateway Upgrade North project.

This coordinated approach to transport planning and management – the Strategic Framework – also provides a way to achieve effective and efficient use of land for transport purposes, as required by the Act.

Table 2 provides examples of various transport initiatives within the Strategic Framework and also illustrates how the elements can operate at the national, state, departmental and local scale.

Table 2: Examples of initiatives for each level of the Strategic Framework at the national, state, departmental and local scales

FRAMEWORK ELEMENT	DIRECTION SETTING Establish broad, high level strategic intent or policy positions	STRATEGIC PLANNING Develop plans or strategies to focus on key themes or areas	PROGRAMMING (including investment) Identify evaluate, prioritise and program initiatives including addressing funding/ investment requirements, competing needs and timeframes	DELIVERING Provide services and infrastructure such as public transport, bridges and tunnels, maintenance, regulation and compliance/monitoring activities
SCALE				
NATIONAL	• Australian Infrastructure Plan • Our North, Our Future: A White Paper on Developing Northern Australia • Smart Cities Plan	• Australian Transport and Assessment Planning Guidelines • Infrastructure Australia's Infrastructure Priority List • National Land Freight Strategy • Infrastructure Australia's Urban Transport Strategy	• Infrastructure Investment Programme • Australian Infrastructure Audit • National Land Transport Network investment strategies • Fix the Bruce	• Gateway Upgrade North • Cooroy to Curra, Section A • Toowoomba Second Range Crossing • Mackay Ring Road Stage 1
QUEENSLAND GOVERNMENT	• Objectives for the community • Advance Queensland • State Planning Policy	• Regional Plans • State Infrastructure Plan Part A • Building Queensland's Infrastructure Pipeline	• Project Assessment Framework • State Infrastructure Plan Part B • Building Queensland Business Case Assessment • Bruce Highway Action Plan • Cross River Rail Project	• Bill Fulton Bridge Cairns • Riverway Drive Townsville • Vines Creek Mackay • North Coast Line Capacity Improvement Project
DEPARTMENTAL	*Transport system level:* • Transport Coordination Plan • Queensland Transport Policy	• System strategies and plans (e.g. rail; ports; freight; passenger; road safety; cycle strategies) • Regional Transport Plans • Area transport plans • Corridor and route planning	• 10 year transport infrastructure portfolio investment planning • Queensland Transport and Roads Investment Program (QTRIP) • Highway investment strategies • Transport System Planning Program	• Transport Service Contracts • Transport Infrastructure Development Scheme • Safer Roads Sooner
	Organisational level: • Strategic Plan	• Organisational strategies (e.g. customer experience; digital; data; workforce; innovation strategies)	• OnQ Project Management Framework • Investment Plans	• Service Delivery Statements
LOCAL	• Vision Statements • Strategic/Corporate Plans	• Planning schemes • Local area plans • Local transport plans	• Local government Infrastructure Plans • Local government investment and works programs	• Local roads projects • Bikeway and footpath projects • Local bus infrastructure projects

IMPLEMENTATION

The Transport Coordination Plan provides the high level direction and a coordinating frame for the more detailed strategies, plans, processes and operations developed by the Department of Transport and Main Roads.

The Transport Coordination Plan is a direction-setting initiative within the Strategic Framework. The plan identifies the broad objectives for transport, which set out the government's expectations of what the transport system will provide for Queenslanders over the next decade.

The plan does not prescribe how these transport objectives are best achieved or lock in specific targets for the objectives: this will occur through other strategic planning, programming and on the ground delivery activities, as identified in the Strategic Framework.

The Department of Transport and Main Roads is developing, or has developed, a range of documents and plans that provide more detailed guidance on how the transport objectives will be delivered across different timeframes, modes, regions, services and so on.

For example, the transport objectives in the Transport Coordination Plan:

- inform the development of Regional Transport Plans (RTPs). RTPs are 15 year plans that provide for integrated transport and land use planning at a district scale, for each region across Queensland
- guide the Queensland Transport and Roads Investment Program (QTRIP). QTRIP is the 4-year rolling program of works published annually
- are considered by the Department of Transport and Main Roads strategic plan. This plan sets the four year strategic direction for the department and is reviewed on an annual basis.

Detailed transport strategies and plans developed by the Department of Transport and Main Roads will align to the Transport Coordination Plan objectives and use, where appropriate, relevant performance indicators.

The Transport Coordination Plan will also inform the development of longer term strategic planning for transport. The Queensland Transport Policy will articulate a 30 year plan for managing transformational impacts on transport in Queensland. Long term planning will help us deliver transport that keeps pace with technology and other emerging trends.

The plan will be reviewed every two years to maintain currency. Minor amendments to factual information (such as information on government initiatives and time-relevant statistics) will be undertaken as required.

CONCLUSION

This Transport Coordination Plan – implemented through the department's more detailed transport strategies and plans, through the long-term Queensland Transport Policy and by working with our service delivery and private sector partners – will ensure transport meets Queenslanders' needs now and for generations to come.

APPENDIX 1

A SNAPSHOT OF THE QUEENSLAND TRANSPORT SYSTEM

The role of the Department of Transport and Main Roads

Shaping the system

$4,295,458,893
total investment in transport infrastructure program

3078
bridges maintained of which
309
are timber bridges

$892,668,347
maintenance and operation state transport network

Building the network

33,353 km
state-controlled roads
4991 km
national network

11
boating facilities built this year costing
$11.5 M

$37,617,681
Cost for National Disaster Relief and Recovery Arrangements (NDRRA) works for the year

31 km
cycling infrastructure built this year
444 km
cycling infrastructure in Queensland

Serving our industry stakeholders

75,107
driver authorisations
4913
transport operating accreditations

3259
taxi licences
592
limousine service licences

We helped our customers move
337 M
tonnes of cargo through our
20
declared ports

Over 19,000
ship movements in Queensland ports
Over 11,000
ship movements in the ReefVTS monitered region

Population of Queensland
4,883,700

Serving our customers

Across our
59
Customer Service Centres we provided face-to-face services to
3.39 M
customers
Our customers conducted
7.2 M
transactions using online service channels

Through our traffic and travel information services, our customers made
367,500
phone calls
3.38 M
website visits
43,697
twitter posts

5,147,380
vehicles registered
232,901
recreational boats registered
24,832
personal watercraft registered

3,580,836
driver licences
866,194
recreational boat licences
170,045
personal watercraft licences

Providing passenger services

We provided our customers with nearly
178 M
passenger trips on buses, rail, ferry and tram made within south east Queensland

11,862,563
passenger trips on buses, rail, and air are made outside south east Queensland

Over 485,000
passengers travel on the south east Queensland network on average each day

We have over
194,887
My TransLink app active monthly users

2.6 M
go cards used in south east Queensland

We provided over
1,819,649
passenger trips through the Taxi Subsidy Scheme

* Data as at 30 June 2017, taken from the Department of Transport and Main Roads Annual Report 2016-17.

APPENDIX 2

ALIGNMENT OF TRANSPORT COORDINATION PLAN OBJECTIVES WITH THE DEPARTMENT'S BENEFITS CATEGORISATION GUIDE (BCG) INFRASTRUCTURE INVESTMENT INDICATORS

TCP 2017 Objectives	BCG 2016 Level 1 indicators[1]	BCG 2016 Level 2 indicators[2]
Customer experience and affordability *Transport meets the needs of all Queenslanders now and into the future*	Wider benefits	n/a at present
Community connectivity *Transport connects communities to employment and vital services*	Transport accessibility (Passenger movement)	Accessibility
Efficiency and productivity *Transport facilitates the efficient movement of people and freight to grow Queensland's economy*	Transport efficiency (mobility)	Travel Speed Efficiency
		Travel Time Reliability
		Productivity
		Resilience
	Transport system capacity	Demand and Capacity
	Asset sustainability	Asset Condition
Safety and Security *Transport is safe and secure for customers and goods*	Safety of transport users	Crashes
Environment and Sustainability *Transport contributes to a cleaner, healthier and mover liveable environment and is resilient to Queensland's weather extremes*	Wider benefits	Health

1. The indicators used to evaluate Queensland's transport system performance against the objectives outlined in the Transport Coordination Plan.

2. The different categories of measures used by the department for managing, monitoring and reporting on Queensland's transport system performance.

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