



Part D - Implementation

13. Implementing the strategy

The *Gold Coast City Transport Strategy 2031* will be implemented by Council in partnership with the Queensland Government, the Commonwealth Government and the various industry and community interests in the city. While the strategy takes a longer-term view, it requires coordinated action over time periods commensurate with government planning cycles. The strategy will be the focus for a 10-year implementation plan based on the key outcome areas outlined below. The implementation plan will match the 10-year financial plan continually updated by Council. It will be supported by a four-year forward program of transport projects that will be reviewed annually. Where appropriate, the four-year forward program will be adjusted to take account of more detailed investigations and the changing conditions and priorities for the city.

Key outcome areas

The *Gold Coast City Transport Strategy 2031* will be implemented through specific sub-programs focused on the following six key outcome areas:

- **creating liveable places** which relates to the planning scheme and corridor investments to support light rail
- **better parking management** to support the economic vitality of the city and boost sustainable transport use
- **providing excellent public transport** where the Department of Transport and Main Roads will have prime carriage, and Council plays a strong supporting role
- **encouraging more walking and cycling** through a partnership between Council and the Department of Transport and Main Roads, with TMR focusing on the principal cycle network and on facilities on state-controlled roads, and Council focusing on local links and Council roads
- **providing a well-managed road network** catering for all users, through a strong partnership between Council and the

Department of Transport and Main Roads, acting in unison on a one network philosophy

- **changing our travel behaviour** which involves undertaking schemes to encourage schools, workplaces and communities to walk, cycle, car pool and take public transport as part of their daily travel.

Supporting initiatives

In addition to the key outcome areas, there are three supporting initiatives:

- **leveraging the benefits of the Commonwealth Games** which will require Council and Queensland Government agencies to work together to maximise opportunities and legacy benefits of facilities provided for the Games
- partnering to ensure the **smooth opening of the first light rail stage in 2014**, supported by coordinated traffic management and a revised bus operating plan
- **planning scheme** changes, which Council will progress to ensure support for the key outcome areas, especially creating liveable places.



The role of government in implementing the strategy

Responsibility for transport policy, infrastructure and services is shared between the three levels of government.

Commonwealth Government	<p>Contributes funding for transport in Queensland (for example, the Gold Coast light rail project and Pacific Motorway upgrades).</p> <p>Develops policy for air safety and efficiency.</p> <p>Regulates surface transport and the leased federal airports.</p>
Queensland Government	<p>Plays a major role in the planning, delivery, management and regulation of transport in partnership with local government and other service providers.</p> <p>Responsible for the planning, provision, maintenance and management of the state-controlled road network. Has a strategic interest in integrating roads within the overall transport system.</p> <p>Funds and regulates urban public transport, rail services, school services and public transport facilities (such as rail stations). It also regulates and supports the provision of air services to rural and remote communities and provides navigation aids and facilities such as boat ramps and jetties.</p> <p>TMR coordinates and delivers bus, train and ferry services across South East Queensland. TMR is also responsible for providing customer information, ticketing and public transport infrastructure.</p>
Gold Coast City Council	<p>Responsible for the provision and maintenance of local roads, and contributing resources to delivering transport infrastructure and services.</p> <p>Responsible for development, delivery and maintenance of walking and cycling infrastructure on local government roads.</p> <p>Responsible for the control and management of the planning scheme to support development that complements the intent of the transport strategy.</p> <p>Responsible for making local laws to regulate roads and parking.</p>

Table 13-1 Role of government in delivering the strategy

The role of business and the community

The urban development sector

Achieving our objective to create urban environments that reduce car-dependence requires support from the private development sector. Council will continue to work with the development industry and the Department of Local Government and Department of State Development, Infrastructure and Planning to provide solutions for quality urban places within the urban areas of the Gold Coast. This will ensure new communities do not follow the traditional car-based development pattern currently prevailing.

It is important that urban infill retains the required density and diversity to support efficient public transport operations and, through good design principles and supportive development, supports walking and cycling trips.

The commercial sector

Economic growth depends on a viable and efficient transport system. Commercial interests can assist government agencies to develop and maintain transport networks through actions including:

- understanding the role of centres' policy and ensuring their business is developed in centres with appropriate transport services. For example, industry requiring broad areas and good road access should locate in enterprise precincts near major roads, and should not locate in commercial centres that are managing the supply of parking and supporting increased public transport use
- understanding the need to balance car and public transport access in major centres and locate car parking in areas that reduce through traffic from main street areas and encourage walking around the centre.

The community

The support and understanding of the community is vital to ongoing development and management of a sustainable transport system. While individually we would all like the freedom to move whenever and however we like, when there are many thousands of us we need to consider a whole-of-community perspective. This includes:

- engaging in dialogue with government as to what the future needs and issues are, and understanding the implications of doing 'more of the same' as the city gets bigger
- being prepared to consider more sustainable transport options for some trips and addressing inefficient travel habits where there is a realistic alternative to car travel.

Establishing priorities

Transport is a major part of both State Government and Council budgets. There is strong competition for funds due to increasing costs of construction and demands from other key sectors like health, education and social services. A basis for establishing and maintaining investment priorities over the medium to long-term must be formed. The strategy provides a clear basis for prioritising action through the preferred strategy established in Chapter 5. This will be used to develop the detailed 10-year investment plans. The development of the transport strategy has already indicated priorities for the initial years of the investment plans. These include both capital and non-capital (policy and planning) actions.

Initial areas of action for Gold Coast City Council

The focus for action by Council will include:

1. Planning for the Commonwealth Games to leverage the benefits of Games transport investments for longer-term use as part of the City's transport network.
2. Fostering the development of a transit precinct in the Gold Coast Highway corridor from Southport to Coolangatta, with priority access for public transport, pedestrian precincts in the major centres and beachside precincts, and managed supply and cost of car parking. Road investment in this coastal precinct will be limited to eliminating choke points and improving road safety.
3. Developing a strong network of diverse centres across the city linked by frequent public transport, and with local transport plans to maximise opportunities for use of public and active transport.
4. Extending flexible bus services into other parts of the city that cannot be effectively serviced by scheduled services, and maintaining Council Cab community transport services for the frail and disabled.
5. Developing new strategic bikeway links and continuing to develop a connected network of local links to support the strategic network.
6. Trialling pedestrian priority zones in major centres and beachside precincts in the coastal strip between Southport and Coolangatta.
7. Renaming the Gold Coast Highway as Gold Coast Boulevard, and developing this road as a shared facility for public transport with lower volumes of through traffic, including the ongoing development of traffic routes and signage on more westerly north-south roads.
8. Continuing Active School Travel programs to develop a sustainable transport culture for future generations.
9. Developing a cycling economy including tourist routes and scenic rural rides for cycle tourists, and cycling events to attract visitors.

Initial areas of action for partnerships with other governments

The focus for combined action by Council, and the Queensland and Commonwealth governments will be on:

1. Achieving a smooth opening of the first light rail stage in 2014, including coordinated traffic management and a revised bus operating plan.
2. Simplifying the bus network by reorganising route numbering based on local precincts, and introducing rapid bus connections along key roads not served by either light rail or heavy rail.
3. Developing a combined traffic management centre to incorporate management of state and local roads and possibly include bus control and light rail control functions.
4. Extending the light rail west to the heavy rail line and south to the airport.
5. Developing tourist products for the public transport system including mobile phone-based multilingual passenger information and tourist ticket products.
6. Reviewing fare zones to ensure equity between the Gold Coast and other parts of the region.
7. Reviewing road user priority in congested parts of the road network including developing bus priority where justified to support the rapid bus network and improve reliability for buses.
8. Developing the Intra-Regional Transport Corridor with contributions from land development as a multi-modal urban arterial road to serve local development and reduce reliance on the Pacific Motorway for local trips.
9. Upgrading the Pacific Motorway between Tugun and Brisbane to cater for sustained growth of inter-regional and interstate travel.



14. Funding and revenue

Introduction

Without adequate planning and funding for transport systems, the city faces a future of increased levels of traffic congestion, reduced amenity and air quality, and reduced quality of life. The current reality of reduced levels of funding presents a significant challenge for government investment in infrastructure to keep pace with growth.

Providing a more sustainable transport system for our city will reduce the endless requirement to construct and maintain roads, which uses the bulk of current transport funding. A more balanced level of investment in transport infrastructure and an increased level of investment in public and active transport is required to meet the transport needs of our fast-growing city.

Costs of implementing the strategy

The Queensland Government has estimated that the capital component for new and enhanced transport infrastructure for South East Queensland could be in the order of \$125 billion (Department of Transport and Main Roads, Connecting SEQ 2031, p.138, 2011).

Preliminary costings estimate that implementation of the Gold Coast City Transport Strategy 2031 would cost in the order of \$10.5 billion. Of this, Council's expenditure estimate would be \$1.3-\$2.1 billion, dependent upon Council's contribution to light rail projects.

The projects outlined in the strategy represent an achievable plan for our transport future. The strategy contains a balance of:

- low-cost, short-term actions (such as a major bus route restructure and an integrated traffic management centre) that get the most out of our existing infrastructure
- major infrastructure projects (such as new light rail lines and rail stations) that will require substantial investment from the State and Commonwealth governments once funding becomes available in the medium-to-long term.



Affordability analysis

Council's funding envelope is approximately \$83 million per annum, or \$1.5 billion over the life of the strategy. Considering the upper end of the cost range, this represents a funding shortfall of up to \$36.2 million per annum, or \$652 million over the life of the strategy.

Funding options

The Gold Coast City Transport Strategy 2031 is not intended to be a fully-funded strategy. It is a vision to guide transport policy and prioritise investment in our transport network. The strategy will be used to assess funding needs and underpin bids for funding from all levels of government. New funding arrangements may be required to bridge the gap between available revenue and investment needs.

Economic appraisal

A preliminary cost benefit analysis of the transport strategy (relative to a 'do-minimum' scenario) suggests that the implementation of the transport strategy is expected to cost \$3.6 billion in present value terms to 2044. This in turn is estimated to generate travel-related benefits worth \$8.9 billion.

The net present value (NPV) is therefore estimated at \$5.3 billion, resulting in a benefit to cost ratio (BCR) of 2.49:1 and economic internal rate of return (EIRR) of 14.7%. Accordingly, the cost benefit metrics for the Gold Coast City Transport Strategy 2031 underline that the program of works and activities indicate good policy direction.

Broad funding responsibilities

Responsibility for funding the major transport improvements should generally be based on similar arrangements to those in the past, with greater opportunity for private sector investment, and a broader approach to how the return on private investment is achieved. The principal elements are:

- Commonwealth Government to support specific improvements in major urban transport infrastructure of national significance. It should also include capital support for the major high-frequency public transport upgrades, in the same way as the Commonwealth supported the construction of the Gold Coast railway
- Queensland Government to take primary responsibility for funding strategic transport infrastructure improvements including roads, public transport and regional cycleways
- Queensland Government to take the major role in public transport funding, including subsidies
- local government to fund local infrastructure such as local roads, bus stops, bus priority measures on local roads, ferry pontoons and local bikeways and pedestrian facilities
- private operators to fund public transport vehicles and supporting technological improvements
- developers to provide local road infrastructure, pedestrian and cycle infrastructure and public transport rights of way in respect of their development
- private sector investors to assist with funding of major public transport improvements under equitable joint venture arrangements.

Increased levels of Commonwealth funding for urban transport will be an essential element of appropriate investment levels.

On average only 15 per cent of revenue raised from fuel excise is returned to transport infrastructure. This is one obvious source of transport funding.

Future funding sources

The need, opportunity and acceptability of raising new revenue for transport services should be made explicit to the community through informed consultation processes. Available sources of funding would include:

- local government special purpose levies
- infrastructure charges under the new Integrated Planning Act
- user pays fees including fares and parking charges
- value capture schemes, whereby transport investments are funded from returns from properties whose value increases when serviced by the new investments
- private sector investment in infrastructure and services
- retail and other commercial trade on transport properties.

Balanced funding

Funding for transport infrastructure needs to keep pace with the rate of growth of the city. Funding for public and active transport modes needs to be increased to reflect the importance of these modes in the future transport network.

“ I don't want the Gold Coast to become a giant car park. We need a better balance. ”

Angelina Broer, Burleigh





15. Monitoring and review

Introduction

The *Gold Coast City Transport Strategy 2031* is a policy document, not a statutory plan. The strategy provides guidance and proposes necessary actions for achieving a sustainable transport future. This implies the strategy will only be implemented if it provides useful and timely guidance for day-to-day decisions, and has the support of the community and the various key agencies involved in its delivery. To ensure it meets these requirements, implementation arrangements for the *Gold Coast City Transport Strategy 2031* will incorporate needs for:

- obtaining broad community support for the directions and key actions in the strategy
- institutional coordination and liaison
- monitoring of progress towards implementing the actions in the strategy
- monitoring of progress towards achievement of goals
- a predictable process for reviewing and revising the strategy
- an agreed action plan revised regularly.

Institutional coordination and liaison

Implementing a transport master plan requires all three tiers of government to work within a consistent action planning and monitoring framework. Council will work to maintain strong partnerships with the Queensland and Commonwealth governments to maximise the benefits of working together and leveraging shared outcomes. The most immediate opportunity is the opening of the first stage of light rail in 2014, which requires coordinated action from all governments. In addition, the 2018 Commonwealth Games present a rare opportunity to showcase the city and to demonstrate how partnerships can continue to deliver transport benefits to the Gold Coast community.

Monitoring progress towards implementation

We will monitor the progress of the *Gold Coast City Transport Strategy 2031* between 2013 and 2031 in order to achieve the targets set out in the transport strategy. These targets will be monitored through regular system

measurements, including the national census, accident reports, traffic counts, travel time surveys, annual public transport patronage, customer and user satisfaction surveys and other methods.

These performance measures will be used to prepare a 'State of the Network' report which will be prepared annually to monitor performance on implementation of the transport strategy.

A process for reviewing and revising the City Transport Strategy

It is intended that the *Gold Coast City Transport Strategy 2031* be reviewed in 2018. This will coincide with the next review of the city's planning scheme and align with the availability of data from the 2016 Census.

Where major variations to the strategy are proposed outside the review process, there should be consultation with the public and stakeholders, consistent with the processes used to prepare the strategy. Where minor amendments are proposed, there may be no need for a formal amendment to the published plan.





16. Glossary of terms

Active transport	Non-motorised travel, such as walking and cycling.
Broadhectare development	Undeveloped land zoned for residential development, and other known planned developments approved by Council.
Bus priority measures	Measures to speed up buses and improve their reliability, either by means of a dedicated bus lane, or by various forms of priority at traffic lights.
Bypass or ring road	Roads that remove traffic from activity centres and other places where high amenity is desired.
Coastal transit precinct	The strip between Southport and Coolangatta adjacent to the beach.
Community boulevard	Roads that provide amenity through activity and town centres, designed to cater for low volumes of traffic, with priority given to pedestrians, bike riders and public transport. Often a community boulevard will be provided in a 'pair' with a bypass or ring road.
Council Cab	The Council Cab service assists older people and those with a disability to travel to their local shopping centre at a cost of \$2 each way.
Community transport	Typically, Community Transport services are booked, door-to-door bus services for people with limited ability to use the public transport system. Community Transport initiatives may also offer grants to foster innovation, provision of information and provision of transport services to groups with special needs.
Congestion	In the context of transport, a condition where the use of a piece of infrastructure exceeds the level at which it functions efficiently.
End-of-trip facilities	Facilities for cyclists and pedestrians which can include bicycle parking, lockers, change rooms and showers.
TMR	Department of Transport and Main Roads
GCSCATS	Gold Coast Southern and Central Area Transport Study (an area transport study carried out by the Department of Transport and Main Roads)
High-frequency public transport	Bus, light rail or rail services operating at least every 15 minutes all day (6am–9pm minimum), seven days a week.
Intra-Regional Transport Corridor	A proposed new multi-modal urban arterial road connecting Stapylton to Carrara.
Local area parking plans	Parking plans that will be developed collaboratively with local centres to provide for specific parking needs. Under this process, communities will be asked to consider how they want their centre to evolve. New policy ideas and technologies will be used to provide new opportunities for local centre improvements that give more reasons for people to visit.
Mixed-use development	The use of a building, set of buildings, or neighbourhood for more than one purpose. This can mean some combination of residential, commercial, industrial, office, institutional, or other land uses.
Mode share	The number of trips or (more common) percentage of travellers using a particular type of transport.



Multi-modal	Transport using more than one mode.
Multi-modal urban arterial road	Roads that provide connections within communities and cater for a range of road users, including pedestrians, bike riders, public transport, cars, as well as commercial delivery vehicles ('first and last mile' freight). If well-designed, they can help create quality places but should generally avoid activity centres and beachside precincts.
Park-and-ride	Accessing public transport by driving to a stop where there is facility to park your car.
Pedestrian priority zones	Zones where road use priority is given to pedestrians to provide a safer environment for people on foot.
Primary local access roads	Roads that distribute trips between neighbourhoods and to local destinations from the arterial network.
Priority Infrastructure Plan (PIP)	Council's Priority Infrastructure Plan (PIP) is a component of the Council's Planning Scheme. The PIP defines the scale, type, timing and location of growth in the city, in order to plan and fund trunk infrastructure in a timely manner. The PIP is the mechanism by which infrastructure charges are recovered from developers to fund the demand which developments place on infrastructure networks and their services.
Public transport interchange	Transport stations where passengers can transfer between modes.
Road Development and Management Framework	A framework derived from the Queensland Government's Connecting SEQ 2031 and the Victorian Government's Smart Roads Road Use Hierarchy that will guide decisions about how road improvements are prioritised and designed, regardless of whether it is a state-controlled or local government road, and which users should be allocated priority.
Secondary local access roads	Roads that provide access to local destinations from the arterial network.
Southern Infrastructure Corridor	A new road from Pimpama to Ipswich (passing the new developments of Yarrabilba and Flagstone).
Sustainable transport	Transport that is resilient and capable of being continued over the longer-term with minimal effect on the environment.
Transit-oriented development	An approach to transport and land use planning that supports high quality, high-density and sustainable urban communities focused around transit stations.
Travel behaviour change programs	Schemes that work with groups and individuals to provide information about sustainable travel options in an effort to boost mode share for walking, cycling, carpooling and public transport.
Urban development	Establishment of new communities comprising residential, commercial and other uses.
Urban form	Broad shape and structure of an urban community and the distribution of its major features.
Urban sprawl	The expansion of low-density development.

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Gold Coast City Council PO Box 5042 Gold
Coast MC Qld 9729 Australia
Email: gcccmil@goldcoast.qld.gov.au
Web: goldcoastcity.com.au

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GOLDCOAST.