

PENRITH CITY COUNCIL'S SUBMISSION

THE NSW GOVERNMENT DRAFT LONG TERM TRANSPORT MASTER PLAN



Submission To:
Transport for NSW

24 October 2012

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Foreword ...

This document presents Council's response to the Draft Long Term Transport Master Plan released in September, and builds on our submission made in April of this year to the Transport Plan Discussion Paper. In that submission we sought to separately identify what we saw as important areas of overall transport policy and strategy, and to identify key transport priorities for the Penrith area.

We have presented an overall response to what we believe to be the key issues that will need to be addressed in the Plan, with a focus on issues of most significance to Penrith as a regional city.

The final Plan will provide a vitally important transport blue print for NSW for next twenty years, and beyond. It is vital in our view that the Plan serves the interests of all of Sydney, and all of New South Wales. In developing the final Plan, the NSW Government will confront the need to balance competing ideas, agendas and visions for the future of the NSW, and through this process to identify the transport infrastructure and service provisions that can best serve that future.

In this submission we have sought to make the very important point that our shared transport will not be effectively delivered by a Plan that is overly Sydney CBD centric. New South Wales exists beyond the Sydney CBD, and Sydney exists beyond its traditional CBD. This submission very much reflects the view that any effective transport plan for the future must recognise the interests, dynamics and growing contributions of Sydney's cornerstone regional cities, including Penrith.

Our primary focus has been to ensure that the future transport vision and strategy to be established for NSW reflects a balanced and prioritised approach. That it reflects a fair and reasonable balance between the needs of the inner city, the needs of important urban centres like Penrith and other key regional centres of this city of cities, and the needs of our country regions.

To fairly and reasonably meet the needs the needs of Penrith as a regional city, the Plan will need to strike a balance between road and rail, and between private and public transport modes. This will in turn mean that the funding mechanisms used to underpin the Plan must be structured to satisfy both the medium term economic time frames of road infrastructure delivery, and the often longer term but vitally important timeframes associated with rail infrastructure projects. We believe that the Draft Plan needs much clearer focus and definition in this regard.

It is inevitable that the overall list of projects under consideration will test available funding sources and mechanisms. For this reason, the careful prioritisation of key projects and objectives will be essential.

For this reason, the key recommendations of our response are that the balance between road and rail infrastructure in the final Plan avoids a transport future that otherwise risks being too "Sydney CBD centric, and that is too reliant on private car journeys. We very strongly believe that the final Plan must provide a practical and viable basis for the mode shift from private to public transport that we see as vital to the sustainable future of the Penrith region, and that it must specifically reflect the key transport objectives and projects needed for Penrith as a regional city.

We believe that this latter point is critical, and for this reason have as our cornerstone recommendation called for a specific Penrith Regional City Transport Plan to be included as a sub-plan or appendix to the overall NSW Long Term Transport Master Plan, setting out in detail vitally important region specific transport projects and objectives. This recommendation is both important, and readily achievable. The basic elements are present in the draft Plan; further details are listed in this submission, and an effective Penrith Regional City Transport sub-plan could be readily developed by a joint working group involving both the NSW Government and Penrith City Council.

We commend the Government for its initiative in developing a Long Term Transport Master Plan for NSW, but emphasise the need for the final Plan to serve the interests of all of Sydney, and all of New South Wales, and not simply those of inner Sydney and its traditional CBD.

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1 INTRODUCTION

1.1 BACKGROUND

In February 2012 the New South Wales Government released a Discussion Paper (the *NSW Long Term Transport Master Plan Discussion Paper*; February 2012) to prompt debate and seek input from a broad range of stakeholders on the question of the priorities, issues and solutions required to satisfy the State's long term transport needs.

Penrith City Council submitted a detailed response to the Discussion Paper in April 2012. In that response, Council provided input in relation to both what it saw as the broader policy and strategic issues involved, and, very importantly, to transport matters of more direct and specific interest to Penrith as a regional city, and the Penrith Local Government Area.

Responses to the Discussion Paper were also provided by a wide range of other stakeholders and interested parties.

In September 2012, taking into account the various responses received to the earlier Discussion Paper, the NSW Government released the Draft NSW Long Term Transport Master Plan, with a provision to receive and consider responses by 26 October, with the end objective to release a finalised version of the Plan by year end.

As stated in Council's response to the Discussion Paper, an effective and improved approach to the planning, provision and delivery of transport infrastructure and services is of vital interest to Penrith City Council, its constituents, and Western Sydney generally.

A great many of Council's plans and programs rely on effective transport infrastructure and systems, and for this reason the future direction of transport in NSW is a matter of fundamental importance, and a matter that will have a very significant bearing on Council's future plans and programs, and the effectiveness with which those plans and programs can be developed and delivered.

For this reason, Council is supportive of the Government's initiative in developing a Long Term Transport Master Plan for NSW. Council is however concerned to ensure that the final Plan meets the transport needs of all of Sydney, and all of New South Wales.

This document presents Penrith City Council's response to the Draft NSW Long Term Transport Master Plan, and includes provisions and recommendations intended to ensure that the final version of the Plan reflects balance and equity for all the citizens of New South Wales, and that in our case it properly reflects the legitimate interests and aspirations of Penrith as a regional city.

1.2 RELATED STUDIES & REPORTS

A number of other transport, infrastructure and policy studies and reports relevant to the NSW Long Term Transport Master Plan have been recently released, or are in progress and scheduled for release this year. These include:

- Sydney's Rail Future (Transport NSW; June 2012)
- Joint Study on Aviation Capacity for the Sydney Region (NSW & Commonwealth; March 2012);
- 20-Year State Infrastructure Strategy (Infrastructure NSW; October 2012);
- East Coast High Speed Rail Implementation Study (Commonwealth; expected late 2012); and
- Updated Metropolitan Strategy (NSW Government; expected late 2012).

This response takes into account relevant aspects of these important and related studies and reports.

1.3 COUNCIL'S RESPONSE TO THE DISCUSSION PAPER

Council's response to the Draft NSW Long Term Transport Master Plan Discussion Paper was submitted in April of this year.

The response was detailed, and covered many specific issues which, while not necessarily addressed in this document, remain part of Council's overall response to the Plan development process.

For this reason, and so that this response can be read on a "stand alone" basis, summaries of the issues presented in Council's response to the Discussion Paper have been included for reference at Appendices A and B to this document.

1.4 COUNCIL'S RESPONSE TO THE DRAFT PLAN

In an attempt to present a clear and concise response to a Draft Plan involving a wide range of issues, Council has chosen to focus this document on the issues which it believes have greatest importance to the Penrith region.

However, the issues raised by Council in its response to the Discussion Paper, both in overall strategic and policy terms, and in specific relation to Penrith, remain an important part of Council's overall response to the Plan development process.

For this reason, and as stated above, summaries of Council's responses to the earlier Discussion Paper have been included for reference at Appendices A and B, and the issues included in those responses should be read as part of our overall response to the Draft Plan.

2 THE DRAFT PLAN

2.1 GENERAL

The Draft NSW Long Term Transport Master Plan deals with a very broad range of important transport policy, service and infrastructure issues. The structure, approach, challenges and actions associated with the Draft Plan are summarised below.

2.2 STRUCTURE

The structure of the Draft Plan, which is indicative of its broad scope, is as follows:

- Why Transport Matters
- Customer-Focused Integrated Transport Planning
- Integrating Modes to Meet Customer Needs
- Getting Sydney Moving Again - Sustaining Growth in Greater Sydney
- Providing Essential Access for Regional NSW
- Supporting Efficient and Productive Freight
- Statewide Challenges
- Modes at a Glance
- Funding
- Delivering the NSW Long Term Transport Master Plan

2.3 APPROACH

The approach adopted to the development of the Draft Plan has been identified as:

- Putting the customer first;
- Taking actions that integrate, modernise, grow and manage the transport system; and
- Taking an integrated approach to transport planning across transport modes and the network in four steps:
 - Step 1: Integrating transport with land use planning
 - Step 2: Identifying corridors of demand
 - Step 3: Defining the performance required from the transport network
 - Step 4: Moving towards a networked and integrated system, rather than a radial transport system.

2.4 CHALLENGES

The key challenges identified in the Draft Plan include:

- Integrating modes to meet customer needs;
- Getting Sydney moving again - improving capacity - accommodating growth - tackling congestion on major corridors - reshaping Sydney's CBD;
- Sustaining growth in Greater Sydney by making best use of existing networks and developing new infrastructure;
- Providing essential access for regional NSW;
- Supporting efficient and productive freight ; and
- Addressing statewide challenges across the transport network.

2.5 ACTIONS

The action steps proposed in the Draft Plan to meet these transport challenges are proposed for implementation over a twenty year period as follows:

- short term (0-5 years)
- medium term (5-10 years); and
- longer term (10-20 years).

The specific action steps included in the Draft Plan include:

Sydney Area

- make journeys on the network seamless and integrated;
- Sydney's Rail Future - five stage process to modernise Sydney's rail system;
- new long term bus strategy;
- modernise the Sydney ferries network;
- consider light rail in the CBD through the Light Rail Strategic Plan;
- integrate walking into transport planning;
- Develop connected cycling infrastructure around major centres and the CBD;
- long term strategy to complete the missing links on Sydney's motorway network;
- distance-based charging on the Sydney motorway network;
- Address congestion issues - managed motorway technologies and targeted pinch point works;
- upgrade roads in growth areas; and
- consideration of public transport as part of any future investment in roads.

Regions

- upgrades to major highways, including the Pacific Highway;
- bypass investment program for regional towns;
- Bridges for the Bush program;
- Growth Centres Roads program;
- road safety infrastructure in the far west of NSW; and
- strengthen the community transport program.

Freight

Freight volumes are forecast to grow rapidly across the State. To efficiently manage this transport task and reduce congestion, the Draft Plan proposes:

- project pipeline to support network capacity;
- pilot program for high productivity vehicle access on the Hume Highway;
- rail freight infrastructure enhancements to increase the share of freight carried on the rail network;
- foster the development of a metropolitan intermodal terminal network;
- port growth plans; and
- a specific action plan for Port Botany.

3 IMPORTANT RELATED ISSUES

In considering and preparing its response to the Draft Plan, Council has taken into account a number of related issues that it considers to be of direct relevance. These related issues are summarised in Sections 3.1, 3.2, 3.3 and 3.4 below.

3.1 THE PLAN DEVELOPMENT PROCESS

The NSW Government has indicated that the Long Term Transport Master Plan will be developed over the course of 2012.

That process of development commenced with the release of the Discussion Paper in February, which in turn presented a synthesis of the views of Government developed prior to that time, as a basis for public discussion, comment and input. The recent release of the Draft Plan represents a further important step in the development of a final Plan.

The development of that final Plan will also rely upon, and be advised by, a number of other formal studies and processes, including those mentioned in the introduction to this document. Council believes that it is relevant, and important, to include brief comments in relation to those parallel processes as an important part of this response.

3.2 RELATED PLANS & STUDIES

The following plans and studies are considered to be of significant relevance:

3.2.1 20-Year State Infrastructure Strategy

A 20-Year Infrastructure Strategy for NSW was released by Infrastructure NSW on 3 October 2012. This strategy represents a very important input to the Long Term Transport Master Plan development process, as the identification, prioritisation and delivery of transport infrastructure projects will provide a vital basis for a great many of the plans and actions to be included in the final version of the Long Term Transport Master Plan.

Based on our initial review of the Infrastructure Strategy, its focus appears to be on the delivery of transport infrastructure, in particular roads that are capable of being funded by what are seen as potentially available and achievable public private partnership (PPP) mechanisms.

The Strategy appears to favour infrastructure investment to deliver motorways, and service improvement strategies to improve the performance of existing rail infrastructure.

In this regard, the Strategy places a low priority on rail infrastructure projects, including the provision of a second Sydney Harbour rail crossing, a project that Council regards as vital underpinning for the effective capacity of Sydney's overall rail network, and as a consequence the capacity of the western Sydney rail line.

In simple terms, any over-reliance on motorways and distance based tolling at the expense of the effective provision of higher capacity and more effective rail infrastructure and service, as proposed in the Infrastructure Strategy, would in Council's view unfairly and inequitably disadvantage Penrith and its constituents.

We believe that the same may well be said for other key growth centres forming part of the established "city of cities" framework.

Likewise, any over focus on major motorways at the expense not only of rail, but the expense of important sub-regional road projects, risks the development of a Sydney CBD centric transport model, which in our view is of highly questionable merit compared to a more sustainable model including localised cross regional transport infrastructure and systems that will have the benefit of maximising shorter work and other journeys within Penrith (and similar) growth cities located in the outer areas of Greater Sydney.

Council is not opposed to the development of modern and adequate motorway infrastructure, but considers it vitally important that such infrastructure is balanced in the final version of the Long Term Transport Master Plan by effective rail infrastructure and services, and by the provision of north-south cross regional public and private transport options in the Penrith region, and in western Sydney generally.

In an overall sense, Council believes that the following comments should be taken very clearly into account by the New South Wales Government when assessing the proposals contained in the Infrastructure NSW document released on 3 October 2012:

- Infrastructure NSW was established in July 2011 to assist the NSW Government in identifying and prioritising the delivery of critical public infrastructure for the State. INSW's recommended Infrastructure Strategy provides independent advice to the Government. Its stated focus is on infrastructure investment that will drive the State economy through prioritising infrastructure that gains the earliest possible return to the State.
- The Draft NSW Government Long Term Master Plan focuses on moving people around the State and is intended to integrate with the Metropolitan Strategy, the Government's land use plan for managing the growth of the City. These strategies recognise the importance of integrating land use, transport and infrastructure in creating a sustainable future for Sydney.
- Council believes it is vital that the updated Metropolitan Strategy, informed by and closely integrated with the final version of the NSW Long Term Transport Master Plan, should set the direction and priority for transport and land use in Sydney and New South Wales.
- The State Infrastructure Strategy needs to support and not lead the land use and transport plans for the city, and in this regard the Infrastructure Strategy released on 3 October 2012 should not be adopted ahead of the Metropolitan Strategy and the Long Term Master Plan, but should be seen as an input to be considered in the preparation of these two prime strategic documents.
- The Draft NSW Government Long Term Master Plan proposes the preparation of Access Strategies for Regional Cities such as Penrith. These strategies will define the access infrastructure requirements of our city, and accordingly are fundamental to the transport amenity and sustainability of the Penrith Regional City area.
- In this submission to the Draft NSW Government Long Term Master Plan, Council wishes to express the very strong and considered view that the principles and strategies set out in the Metropolitan Strategy and NSW Long Term Transport Master Plan should inform the State Infrastructure Strategy, and not the opposite.

3.2.2 Sydney's Rail Future

"Sydney's Rail Future" was released by Transport NSW in June of this year. The plan included the following initiatives:

- The construction of a second harbour crossing and new line under the CBD
- A 60 per cent increase in services across all parts of the network;
- Around an extra 14 trains an hour in peak for lines to the West, an extra eight per hour for South West Sydney and an extra 12 per hour for the Airport Line;
- Reduced journey times between the CBD and the Central Coast, Newcastle, Sutherland, Illawarra and Blue Mountains;
- More frequent, faster trains between the CBD and Blacktown, Penrith, Parramatta and the North Shore;
- Rapid transit services with turn-up-and-go convenience on the Bankstown Line and on the Illawarra Line to Hurstville.

It is important in Council's view that the final version of the Long Term Transport Master Plan for NSW gives effect to these important objectives, which are considered vitally important for all of Sydney, and in particular for Penrith as a regional city.

Council agrees fully with the position put in "Sydney's Rail Future" that a second harbour rail crossing will provide a vital underpinning for rail capacity throughout the Sydney rail network; will allow a significant increase in trains per hour from Western, Northern and South West Sydney, and must be part of Sydney's transport future.

3.2.3 Metropolitan Strategy

In Council's view, the Long Term Transport Master Plan to be adopted for NSW must be designed to effectively serve a future vision for Sydney and New South Wales.

That future vision must incorporate transport infrastructure and services for employment, education and other lifestyle purposes, and must provide for the equitable delivery of such infrastructure and services across all of Sydney, and across all of New South Wales.

In our view, any effective plan for the delivery of future transport infrastructure and services must be very closely integrated with an overall plan and narrative for the future.

In Sydney's case, that overall future plan needs to closely involve the Metropolitan Strategy, and in our view relevant aspects of the NSW Long Term Transport Master Plan must be closely integrated and coordinated with a revised Sydney Metropolitan Strategy.

3.2.4 Joint Study on Aviation Capacity for the Sydney Region

The Joint Study for Aviation Capacity in the Sydney Region was released in March 2012. That Study, and the recently released Infrastructure Strategy, both expressed a preference for the development of a second Sydney Airport at Badgerys Creek, in western Sydney.

The second airport issue has been contentious, and has remained unresolved, for many decades.

The use of the Badgerys Creek site for airport purposes is opposed by Penrith City Council, and by other western Sydney councils. The use of the site for airport purposes has also been rejected by the current and previous federal governments, and by the current and previous NSW governments.

The Draft NSW Long Term Transport master Plan is effectively silent on the second airport issue.

The Infrastructure Strategy expresses a preference for a second airport at Badgerys Creek, but places the development need outside the time frame of the Strategy.

The Joint Study on Aviation Capacity also expresses a preference for the Badgerys Creek site, but in the light of the rejection of the site for airport use by the federal government, has proposed the investigation of an alternative second airport site at Wilton.

It is of very serious concern to Council that the Infrastructure Strategy proposed retention of the Badgerys Creek site for possible future airport use, pending further assessment in some twenty years. The future use of the Badgerys Creek site is important from Council's viewpoint.

Council opposes the development of an airport at the site, and believes that constructive alternate uses for the site, including employment, need to be confirmed within the time frame of both the Infrastructure Strategy and the Long Term Transport Master Plan.

It is simply not acceptable that the Badgerys Creek site remains "in limbo", effectively for the term of the Plan. Council believe that the NSW Government should adopt a very pro-active approach with the Federal Government, to ensure that a decision on the future of the site is made in a timely manner.

Alternate uses for site, including strategically important employment, technology and freight options, offer potential capacity building opportunities for western Sydney and Penrith as a regional city that simply cannot be put aside for another twenty years.

A decision in relation to the future use of the Badgerys Creek site is important to the effective planning and delivery of transport infrastructure and services for the Penrith region, and for all of Sydney. A clear and unequivocal position on this matter is needed from the federal government in the short term.

3.2.5 East Coast High Speed Rail Implementation Study

The deployment of high speed rail along Australia's east coast is currently the subject of a major federal government process, the East Coast High Speed Rail Implementation Study. The NSW Long Term Transport Plan is effectively silent on this issue, as is the recently released and related Infrastructure Strategy.

While, as in the case of a possible second Sydney airport, the question of high speed rail is a federal matter, a decision in relation to the implementation of high speed rail is highly relevant to any plan for transport in New South Wales, and once again Council believes that the NSW Government should adopt a more pro-active approach with the Federal Government, to ensure that the effects and potential benefits of a future east coast high speed rail system are factored into the Long Term Transport Master Plan.

An east coast high speed rail system would almost certainly have its point of origin in Sydney, and then be developed in stages. The way in which any such system is to be introduced could have a very significant effect on other transport systems, particularly rail systems.

For example, it is possible that the most cost effective mode of introduction of high speed rail would be based on a new high speed rail connection between Sydney and Penrith, with northern (Newcastle and Brisbane) and southern (Canberra and Melbourne) extensions from a point near or west of Parramatta.

The significance of high speed rail, like a future second airport, is relevant to transport planning now, even if the implementation of high speed rail (or an airport) might be on a deferred basis. The transport planning and delivery tasks involved need to intersect.

As for the case of a second Sydney airport, a clear and position on this matter is needed from the federal government in the short term.

4 TRANSPORT PRIORITIES FOR PENRITH

As indicated in the introduction to this document, it is Council's very clear view that its response to the Draft Plan needs to place a strong focus on the transport issues and tasks of particular relevance to the local Penrith area. The reasons for this are fairly obvious, and have been expressed earlier in this document.

The effective delivery of transport infrastructure and services for the Penrith regional area is vital for the City and its residents, and also to provide appropriate transport "self-sufficiency" in terms of cross regional journeys, public/private transport options and support for localised employment opportunities. Council believes that such localised services and infrastructure will provide a very important and cost-effective offset to the demand for capacity on an otherwise radial and Sydney CBD centric transport model.

The details of transport needs in the Penrith regional city area set out in this submission are evidence based, supported with great rigour by studies such as the Penrith Integrated Land Use Strategy (PITLUS), which has been referred to extensively in this submission, and which was undertaken by Penrith City Council in conjunction with the NSW Government. These needs do not constitute a "wish list": they are essential for the future sustainability and development of one the Penrith regional city area, one of this State's most important regions. Some of the essential transport priorities and initiatives for Penrith include:

4.1 ROAD UPGRADES

The following road upgrades will be also be required on a prioritised basis as part of the NSW Long Term Transport Master Plan:

1. Jane Street extension
2. Werrington Arterial between M4 to (proposed) Castlereagh Freeway
3. Castlereagh Road between Andrews Road and Jane Street
4. Castlereagh Road between Andrews Road and Nepean Street
5. Andrews Road between Castlereagh Road and The Northern Road
6. Coreen Avenue Between Castlereagh Road to Richmond Road
7. Dunheved Road between The Northern Road and Christie Street
8. The Northern Road between Bradley Street and Glenmore Parkway
9. The Northern Road between Great Western Highway and Borrowdale Way
10. Mamre Road between Erskine Park Road and the M4
11. Mulgoa Road between Great Western Highway and the M4

4.2 ROAD INTERSECTION UPGRADES

Upgrade of the following road intersections will be required on a prioritised basis as part of the NSW Long Term Transport Master Plan:

1. Great Western Highway / Parker Street
2. Parker Street / Coreen Avenue
3. The Northern Road / Dunheved Road
4. The Northern Road / Andrews Road
5. The Northern Road / Sherringham Road
6. The Northern Road / Borrowdale Way
7. Castlereagh Road / Peachtree Road
8. Andrews Road / Castlereagh Road
9. Castlereagh Road / Jane Street
10. Great Western Highway / Old Bathurst Road
11. Leonay Parade / M4 WB Off Ramp
12. Mulgoa Road / Glenmore Parkway
13. The Northern Road / Glenmore Parkway
14. The Northern Road / Bradley Street
15. Great Western Highway / Mamre Road
16. Great Western Highway /Bennett Road

4.3 PUBLIC TRANSPORT

The following public transport actions and initiatives will be required as part of the NSW Long Term Transport Master Plan:

1. Penrith – Sydney CBD express rail service
2. Express bus services
3. Bus priority measures on key road links
4. Strategic bus corridors for release areas and existing suburbs
5. Disability Discrimination Act: infrastructure upgrades to meet the DDA obligations with public transport facilities (in particular all bus stops).
6. Extended free shuttle bus service
7. Kingswood Railway Station - establishment of primary stop for hospital connection
8. Provision of railway underpass for buses at Belmore Street Penrith
9. Integrated ticketing system for Western Sydney – Penrith

4.4 PROVISION AND UPGRADE OF INTERCHANGES

The following transport interchanges will need to be provided and/or upgraded as part of the Master Plan

1. Penrith, St Marys and Kingswood Interchanges – upgrade
2. Provision of new railway stations at Oxley Park and UWS

4.5 ACTIVE TRANSPORT

The following active transport initiatives will be included in the NSW Long Term Transport Master Plan.

1. Nepean River Green Bridge as a new active transport crossing of Nepean River.
2. Implementation of Penrith Accessible Trails Hierarchy Strategy (local bike plan)
3. NSW Bike Plan - River Cities Program - 10 year program for shared-use paths, including:
 - Jane Street, between Castlereagh Road and Penrith Railway Station
 - Belmore Street, between Penrith Railway Station and Parker Street, Kingswood
 - Great Western Highway, between Parker Street, Kingswood and Victoria Park, St Marys
 - Great Western Highway, between River Road and Russell Street, Emu Plains

4.6 CAR PARKING

The following actions and initiatives in relation to car parking are also essential elements NSW Long Term Transport Master Plan:

1. Penrith City Centre Car Parking Strategy
2. Commuter Car Parking Policy
3. Metropolitan Parking Strategy

4.7 SPECIFIC COMMENTS

The following specific comments apply to key aspects of the transport priorities and initiatives described above:

Penrith – Sydney CBD Express Rail Service

A commitment from the State Government is required for the delivery of a New Express Rail Service including additional seating capacity from Penrith to the Sydney CBD, together with quadruplication of the main western rail line from St Marys to Penrith.

Reservation of Strategic Transport Corridors

The State Government needs to identify and reserve strategic transport corridors as part of the NSW Long Term Transport Master Plan to connect the North West and South West Rail Links through the Western Sydney Employment Area (WSEA) and the Western Sydney Employment Lands Investigation Area (WSELIA) and also to connect regional centres, the Growth Centres and Penrith to facilitate the future provision of fast mass transit facilities (bus transit ways and light/heavy rail).

North South Connectivity

The final version of the NSW Long Term Transport Master Plan must include provision for north/south transport services and connectivity within the Penrith regional city area. A growing majority of transport journey demands within our region involve cross regional travel, and not traditional radial based travel centered on the Sydney CBD.

□ **Timely Delivery of Outer Sydney Orbital Road**

The State Government has included the proposal for the Outer Sydney Orbital in the Metropolitan Plan for Sydney 2036. The proposed motorway should be included in the NSW Long Term Transport Master Plan, and should be delivered in a timely manner.

It will provide direct road connection between two Growth Centres and Penrith Regional City.

□ **Werrington Arterial: WSEA and WSELIA Connectivity**

Delivery of Stage 1 of the Werrington Arterial between the M4 and the Great Western Highway should be included in the final version of the Plan.

The State Government should also identify and reserve in the final Plan the extension of Werrington Arterial strategic transport corridors to connect the WSEA and WSELIA, and beyond to Sydney's northwest and southwest growth centres.

□ **Penrith Regional City Integrated Transport Strategy**

The final version of the NSW Long Term Transport master Plan should include finalisation, commitment to and implementation of the Penrith Regional City Integrated Transport Strategy, with an immediate focus of improved bus services.

□ **Reducing Car Dependency**

The Plan should include a commitment to the delivery of frequent public transport, which in Council's view is the primary requirement for reducing car dependency, as low frequency public transport is purely for the captive market (those without a car).

Increasing the frequency, with consistent stopping patterns (little or no route variations or stopping patterns) and providing for a clockwork frequency is the most important priority for the public transport network, especially in the built up and suburban areas of Sydney, including the Regional Cities.

□ **Real Time Public Transport Signage**

The Plan should include provision for the development of real time signage at all transport interchanges identifying when the next bus (and train) are departing. This initiative would provide for a more seamless interchange between modes, and would therefore be consistent with the basic objectives of the NSW Long Term Transport Master Plan.

□ **Metropolitan Parking Policy**

The final Plan should include the implementation of the already agreed Metropolitan Parking Policy, including in particular the aspects of this Policy relevant to Penrith, with a focus on providing appropriate commuter parking and associated facilities. Implementation of this Policy is essential to achieving the load shift between private and public transport usage that is vital to the success of the NSW Long Term Transport Plan, and to the provision of a sustainable transport future for Penrith as a regional city.

□ **Commuter Parking**

The Draft Plan includes a commitment by the NSW Government to work with Penrith City Council to improve commuter car parking policy, as an essential element of the strategy to promote mode shift from private to public transport; to improve local amenity, and to plan for future growth in the Penrith CBD. In specific terms, the Draft Plan commits to the commencement of planning in 2013 for upgrades to the Penrith Interchange, aimed at improving pedestrian amenity and providing better interchange service levels. These commitments are welcomed; their delivery is fundamental to the vision and mechanisms expressed in this document for the future transport needs of the Penrith Regional City area, and Council therefore regards their inclusion in the final version of the Plan as essential.

□ **PITLUS, PRCIS & NGAA**

Include the recommendations identified in the Penrith Integrated Transport and Land Use Strategy (PITLUS); the Penrith Regional City Infrastructure Strategy (PRCIS) and the Cost Benefit Analysis of Investment in Growth Areas (NGAA) in the NSW Long Term Transport Master Plan, and related plans, programs and strategies.

□ **Disability Discrimination Act**

The Plan should include provision for the necessary infrastructure upgrades to enable the State Government to meet its DDA obligations with public transport facilities (in particular all bus stops).

4.8 CONCLUSION

Council believes that the final version of the NSW Long Term Transport Master Plan must take into account and include appropriate detail of the projects described above.

They are not only of vital importance to the delivery of effective and sustainable transport outcomes for the Penrith regional city area, but for transport outcomes throughout greater Sydney.

The need for the transport infrastructure and services described in this submission is evidence based.

They are in no way some kind of parochial “wish list”. Their implementation as part of the NSW Long Term Transport Master Plan is essential for the future sustainability and development of the Penrith regional city area – a key regional area that is in turn vital to the future success of both Sydney and New South Wales.

The evidence for these essential transport initiatives is supported in greater detail in the Penrith Integrated Transport and Land Use Strategy (PITLUS); the Penrith Regional City Infrastructure Strategy (PRCIS) and the Cost Benefit Analysis of Investment in Growth Areas (NGAA).

Penrith City Council is a strong and continuing supporter of the Sydney Metropolitan Strategy.

However, this Strategy cannot be successfully delivered unless the transport initiatives, strategies and actions described in this submission are implemented.

5 COUNCIL'S OVERALL SUBMISSION

5.1 GENERAL

The Draft NSW Long Term Transport Master Plan is necessarily broad in its scope, and detailed in its content.

Council is supportive of the initiative shown by the NSW Government in developing the Plan, and in the consultative methods employed in the process.

In this response, Council has sought to highlight some of the key issues of transport policy that we believe must be reflected in the final Plan, and have sought in particular to emphasise those issues that are considered essential for the future of Penrith as a regional city, and surrounding areas.

Council is concerned that the Plan could easily fall captive to a radial based, Sydney CBD centric agenda – an outcome that we believe would be contrary to the interests of Greater Sydney and New South Wales.

We call on the NSW Government to ensure that the final Plan provides a basis for the fair and equitable delivery of future transport outcomes for all of Sydney, and all of New South Wales; that it reflects a balanced approach to the development of both road and rail transport infrastructure and services, and that it confronts in a realistic manner the challenge that the funding of such infrastructure and services presents.

5.2 KEY RESPONSES

Council has provided general comment and response on an issue by issue basis throughout the text of this document. Our key overall responses to the Draft Plan are as follows:

5.2.1 Penrith Specific Transport Priorities

We believe that the Penrith specific transport issues and priorities described in Section 4 of this document are not only important and relevant to Penrith, but provide important synergies and offsets to the overall Greater Sydney area transport task, and that accordingly these issues and priorities should be effectively and practically incorporated into the final version of the Plan.

5.2.2 Balance between Road and Rail Infrastructure Investment

It is Council's very clear view that the final version of the Plan will need to effectively reflect a sensible balance between future investment in road and rail infrastructure, and that the understandable claims of competing transport lobbies should be tempered by the development of a Plan that serves the best interests of all of Sydney, and all of New South Wales.

5.2.3 Balance between Private and Public Transport Options

Similarly, it is Council's view that the final version of the Plan will need to effectively reflect a sensible and sustainable balance between private and public transport options. It is our clear view that a Plan unduly weighted towards private transport journeys will be progressively unfair and inequitable to many residents of the City of Sydney, including in particular those located in areas like the City of Penrith, that are relatively distant from the "old" Sydney CBD.

5.2.4 Second Harbour Rail Crossing

Council very strongly believes that the final version of the Plan must include provision for a second Sydney Harbour rail crossing, as in our considered view such a crossing will in the immediate and longer term future prove essential to the maintenance and expansion of capacity within the overall Sydney area rail network.

5.2.5 Funding to Suit both Medium and Long Term Infrastructure Investment

Council acknowledges the significant challenges faced by government in funding transport infrastructure projects, in particular long term projects, including many rail infrastructure projects, where investment return timeframes may not be compatible with the requirements of some established public private partnership (PPP) funding mechanisms.

Nonetheless, it is Council's view that funding mechanisms will need to be identified and included in the final version of the Plan that will allow for the provision of the type long term transport infrastructure that we believe will be required as part of the Plan, including in particular the appropriate and justified long term investment in rail infrastructure.

5.2.6 Regional Programs

Council is fully supportive of the regional programs included in the Draft Plan, as it believes that effective regional development in the medium to long term will provide a sustainable and cost effective offset to a more "Sydney-centric" planning model, and as a consequence an offset to the level of demand for transport infrastructure and services within the Sydney area itself.

5.2.7 Reservation of Future Transport Corridors

In our view, the demand for project delivery reflected by the various and to some extent competing inputs and submission to the Plan development process will result in an "oversupply" of projects, and an "undersupply" of potential funding mechanisms. To some extent this situation is inevitable, and will be resolved by the process of prioritisation. However, it is Council's very strong view that the opportunity should be taken as part of the Plan to identify, reserve and appropriately protect the transport corridors that will be required in the longer term

5.2.8 Distance Based Tolling

In acknowledging the funding challenge associated with the development of any workable long term transport plan, Council also acknowledges that a degree of "user pays" funding in the form of tolls will inevitably apply to new road transport projects. However, it is Council's very clear view that the application of distance based tolling, as proposed in both the Draft Plan, and the recently released 20-Year Infrastructure Strategy, should not be considered or imposed in any manner that involves an unfair or inequitable burden on citizens residing and working in regional cities, including in particular Penrith.

5.3 KEY RECOMMENDATIONS

The key recommendations of this submission are set out below.

5.3.1 Penrith's Responses to be taken into Account

That the responses of Penrith City Council, as set out in this document, including in particular those described in 5.2 above, are taken into account and reflected in the final version of the NSW Long Term Transport Master Plan.

5.3.2 Balance between Road and Rail Infrastructure

That relevant and appropriate rail infrastructure enhancements, as well as service improvements, are entrenched in the final version of the Plan, and that a reasonable balance between road and rail infrastructure investments is included.

5.3.3 Balance between Private and Public Transport

That in the final version of the Plan private transport options and strategies do not predominate over public transport options and strategies, and that a sustainable balance between public and private transport is reflected in the final Plan.

5.3.4 Second Sydney Harbour Rail Crossing

That provision for a second Sydney Harbour rail crossing is included in the final version of the Plan, and that the nature of the crossing is appropriate to ensure that it can contribute in an optimal way to the maximisation of capacity throughout the Sydney rail network.

5.3.5 Distance Based Tolling

That distance based road tolling not be introduced in any manner that will to unfair or inequitable to the residents of Penrith, and Sydney's other regional cities.

5.3.6 Specific Sub Plans for Penrith and other Sydney Regional Cities

That the final version of the NSW Long Term Transport Plan includes a specific and appropriately detailed sub-plan identifying the transport objectives, needs and priorities of the Penrith area (and similar plans for other Sydney regional cities). This recommendation is made with the offer that Penrith City Council will assist the NSW Government in the drafting of a suitable sub Plan, based on the indicative example presented for reference at Appendix C to this submission; material already present in the Draft Report, and material presented in this document and in the source documents referenced in this document.

APPENDIX A

Key Principles Submitted in Response to the Discussion Paper

APPENDIX A KEY PRINCIPLES SUBMITTED IN RESPONSE TO THE DISCUSSION PAPER

1. **Leadership:** Consultation is necessary and important, but we sense that the community is looking for leaders to lead, and governments to govern. In terms of transport, if we are to have successful outcomes in the long term, that means hard decisions, and a degree of political courage and vision
2. **Sydney's Future Airport & Aviation Capacity:** Sydney's future aviation and airport strategy has real and very significant impacts on Sydney's future transport infrastructure and service requirements. This is particularly the case in Penrith and indeed Western Sydney. This issue needs to be resolved and taken into account if a realistic and meaningful Long Term Transport Master Plan is to be developed and implemented.
3. **High Speed Rail:** A well planned future high speed rail system will have the potential to deliver synergies and efficiency gains in Sydney's urban rail system. Like the related issue of airport and aviation capacity, the future role of high speed rail in Sydney and along Australia's eastern seaboard needs to be determined, and taken into account in the preparation of the Plan.
4. **Integration:** There is a need to ensure that "integration" within the Plan also extends beyond the integration of different transport modes and services, and includes integration with other vitally important community functions, such as land use and employment. In a very real sense, transport, land use and economic development are interdependent.
5. **Prioritisation:** The Plan will need to prioritise the key transport policies, initiatives and actions involved. This prioritisation then needs to be complemented by a delivery mechanism, in order to make the essential transition from wish list to reality.
6. **Heavy Rail System Capacity:** The Plan needs to take careful account, and provide specific solutions for, the capacity constraints impacting on Sydney's existing heavy rail network, including in particular the current capacity limitation across Sydney Harbour.
7. **Limitations of a Radial Heavy Rail Network:** The Plan will need to take carefully into account the significant shift away from journey's traditionally serviced by a "Sydney centric" radial heavy rail network, and consider rail and other public transport options to satisfy journey requirements across the traditional radial heavy rail network, including cross regional journeys to meet changing and evolving metropolitan journey requirements.
8. **Funding – Government Borrowings:** The development and delivery of a successful Long Term Transport Master Plan will in all probability involve the need for government, at both the federal and state levels, to fund and provide key elements of a future transport system: in effect to determine and provide the basic "framework" for such a system. This need for government capital inputs and expenditures will require the review, and careful consideration, of the current political and economic paradigm regarding government debt, and the imperative for "surplus" budgets in virtually all circumstances.
9. **Funding – Reliance on PPP Arrangements:** While commercial involvement through arrangements such as Public Private Partnerships may well contribute elements of a future transport system, we believe that they are inappropriate and economically unsuited to providing the basic "framework" of such a system. That is the responsibility of government.
10. **Energy:** Future transport energy options will need to be carefully considered in the Plan. Potential constraints on both the price and availability of fuels derived from petroleum may mean that alternative "bridging" fuels are required prior to the commercial readiness of "new" technologies such as electric, fuel cell and hydrogen based systems. Natural gas, which is relatively clean and relatively abundant in Australia, should be considered. Ethanol derived from grain should be considered with caution, because of potential conflicts with food production.
11. **Population:** The potential of high speed rail to stimulate regional economic and population growth, and the implications of this on Sydney's growth centres – including western Sydney and Penrith – should be taken into account in the preparation of the Plan.
12. **Bipartisan Commitment:** The importance of the proposed Plan is such that every effort should be made from the outset to obtain bipartisan political support for the Plan development process, and the implementation of the Plan.
13. **Specific Strategies, Plan & Programs:** The twelve month development phase of the Plan needs to introduce a range of specific strategies, plans and programs that will provide necessary working links between the vision, aims and objectives of the Plan, and actual delivery of the transport outcomes required.
14. **Beyond Twenty Years:** Consideration should be given to extending the timeframe of some critical aspects of the Plan beyond twenty years.

APPENDIX B

Specific Issues Raised in Response to the Discussion Paper

APPENDIX B SPECIFIC ISSUES RAISED IN RESPONSE TO THE DISCUSSION PAPER

Vision Aims & Objectives

We acknowledge the elements of this transport vision and in most respects believe that they should be part of the underpinnings of any successful and sustainable transport system. We have several specific comments:

- The concept of “integration” needs to be broadened to encompass integration between transport and related activities such as land use and employment as well as to the integration of various transport systems and services;
- The need to achieve a genuine and sustainable mode shift away from road based transport systems generally, and private vehicle use specifically, warrants emphasis in the Plan’s vision, aims and objectives;
- The successful mode shift away from private vehicle use will depend entirely on the provision of safe, convenient and customer focused public transport systems, including improved and expanded rail transport systems; and
- The Plan needs to specify and adopt mechanisms clearly aimed at achieving the prescribed targets set out in *NSW 2021*. In particular for Penrith:
 - Increase the share of commuter trips made by public transport to and from Penrith CBD during peak hours to 25% by 2016
 - More express trains for commuters from Western Sydney

Progress to Date

These initiatives are all valuable or potentially valuable contributions to an improved and upgraded transport system in NSW. They include important and major new initiatives, such as the South West and North West rail links, together with a number of other very important actions that have already been identified and agreed, and which will need where appropriate to be carried forward as part of the new Long Term Transport Master Plan.

- We welcome the progress already made or committed by the NSW Government; however
- In this submission, we have focused on identifying new policies, priorities and initiatives that, in our view, should be taken into account in the NSW Long Term Transport Master Plan.

Transport in Regional NSW

We have limited our specific comments to matters of direct relevance to the Penrith area. However, this is not intended to diminish the importance of transport in regional NSW. Indeed, we believe that the Plan must include strategies, plans and programs aimed at the stimulation of regional communities and commercial activities through the provision of enhanced transport systems and services. Such an outcome, in our view, is not only important to regional NSW, but to the Sydney area.

- In the medium to long term, accelerated growth in the regions will have significant and positive synergies for the Sydney Region; and
- Population growth and economic development in regional NSW will reduce the pressure and demand for the provision of transport, employment and housing within Sydney.

Objectives

In general, we consider the objectives set out in the Discussion Paper, and the role of the NSW Government in delivering those objectives, represent a sound basis upon which to commence the process of developing a Long Term Transport Master Plan for NSW. In terms of the three questions posed in the Discussion Paper, our comments are:

- We believe that there should be a greater alignment between the objectives for transport in the *NSW Long Term Transport Master Plan* and the *NSW State Plan 2021* objectives to enable a whole of government approach to transport planning. For example:
 - Minimise waiting times;
 - Meet public reliability targets;
 - Increase commuter trips to and from Penrith CBD to 25% by 2016;
 - Improve customer satisfaction;
 - Increase real time travel information;
 - Adequately accommodate efficient movement of freight through the transport network; and
 - Increase mode shift.
- The *NSW 2021* objectives include a target for public transport for the Sydney Metropolitan Region of 28% by 2016. At present the funding cost for public transport in NSW is significantly higher per person than in other states, as is the cost of infrastructure provision. We believe that objectives such as efficiency and cost recovery should be reviewed to ensure that appropriate levels of service are provided in return for the amount of money outlaid, in order to achieve an even higher level of mode shift to public transport than the current target of 28%.

- We recommend that an objective is included in the Plan stating the percentage of the population or dwellings that are within 400-800m of a frequent public transport service. Frequent service should be identified as a service every 15 minutes or better between 7am and 9pm Monday to Friday. Frequent public transport is the primary option for reducing car dependency, as low frequency public transport is purely for the captive market (those without a car). This objective would provide for analysis for improving public transport services to areas that require more frequent services. The objective would also enable Transport for NSW to identify where there has been growth in frequent services over time;
- There should be greater transport connection between the objectives of the proposed Long Term Plan and the City of Cities objectives, and the strategy to effectively link future land use and planning in Sydney with its transport corridors network; and
- In addition to the existing objectives, we would suggest that “value for money”, which in our view is critical to achieving transport mode shift, is included as a specific objective of the new Plan.

The Twenty Year Challenge

We agree that an effective and sustainable transport system, including its supporting infrastructure, will need to have the capacity to respond to changing customer needs and preferences. However, we do not see an effective and sustainable transport system as being purely responsive. We believe that the nature of a transport system can itself influence customer needs and preferences in a very constructive way, which is important if we are to achieve targeted mode shifts. In our view, the Plan and the transport systems that it influences should, within sensible bounds, be proactive as well as reactive.

Population

Communities rely on effective transport systems for employment, leisure, education and recreation. Population growth increases this reliance.

We believe that one of the major weaknesses of past approaches to transport planning has been the failure to identify and commit to the critical relationship between effective transport and sustainable populations and communities.

Sustainable communities require well developed and integrated transport systems. Our current population is too car dependent, largely because of the absence of safe, convenient, frequent and customer oriented public transport systems.

In our view current levels of car dependency are not sustainable, and addressing this challenge will be one of the vital purposes of the new Plan.

Failure to provide appropriate, adequate and timely infrastructure to support a growing population has often exacerbated the car dependency experienced by poorly connected urban release areas

Economic

Connectivity and transport, both passenger and freight, are and will increasingly continue to be essential underpinnings for the continued economic viability and growth of the Penrith area.

The economic future of the Penrith region relies to a very large extent on the ability of government at all levels to not only better plan and manage existing transport systems and services, but to substantially upgrade those systems and services.

The Metro Plan for Sydney indicates that 760,000 new jobs are to be created in Sydney by 2036, with half of these new jobs to be in Western Sydney. Given 31,000 of these new jobs will be in Penrith, the preparation of an integrated transport plan for Penrith Regional City is critical to the economic performance of the region.

Well planned transport services and infrastructure are needed to foster and facilitate the economic growth of Western Sydney. The location and distribution of employment in relation to housing and transport services will be vital to the future economic well-being of the Penrith area, and should be very carefully considered in the development of the new Long Tern Transport Plan. The importance of aligning transport outcomes and land use planning objectives is critical.

Energy

Western Sydney is a car dependent transport region. In terms of road based systems, the petroleum based fuels petrol and diesel currently dominate. However, possible future constraints on both the supply and price of petroleum products make it prudent that alternatives are considered. Achieving the desired mode shift from private car use to public transport in Western Sydney will make a significant contribution to the addressing of energy sustainability.

For outer Western Sydney and for Penrith in particular, the reservation of public transport corridors is an important component of the NSW Long Term Transport Master Plan, including the corridor required to extend the North Western rail line to the Richmond line and beyond to create the Western Sydney Orbital Rail Network; creating a cross regional network to complement the existing radial network.

While electrical fuel cell and hydrogen based fuel and engine systems probably represent the long term future, natural gas – compressed, liquefied or converted to synthetic petrol and diesel - should be carefully considered.

In our view, the increased use of ethanol derived from the use of agrarian land should be considered with great caution, because of the conflict in demand that will emerge between the use of land for food production and fuel production.

In terms of rail based systems, passenger and freight, a combination of electrical and combustion energy sources will continue to dominate, and be required. The generation of electrical energy for this purpose will need to take account of the best practice, most thermodynamically efficient and most sustainable options.

The Plan should consider and take account of medium and longer term electrical generation opportunities, and constraints.

Combustion energy in the rail sector is currently provided by diesel fuel, a refined petroleum product. Possible future constraints on both the supply and price of petroleum products should be carefully considered in the Plan. Once again, the potential use of natural gas, a comparatively “clean” hydrocarbon based energy resource that is relatively abundant in Australia, could be a practical alternative – certainly in an energy technology bridging sense.

Sydney Transport

Our responses to the nine strategic questions posed in the Discussion Paper are:

- **First Priority Transport Mode.** Light and heavy rail, both conventional and high speed, need to be very carefully considered and developed around a radial network, and importantly complemented by a cross regional network. An integrated approach which ensures appropriate consideration is given to complementary bus services and road infrastructure will be required.
- **Investment Priorities.** The provision of enhanced public transport services will rely in large part on the funding and delivery of supporting rail and road infrastructure. Funding the provision of such infrastructure will need to be underpinned by sound economic principles and investment strategies, and will involve a mixture of public and private sector funding mechanisms and sources. The Plan will need to accommodate responsible government borrowings for appropriate long terms transport infrastructure projects.
- **Better Use of the Road Network.** It is acknowledged that road network systems are vital to the economic development of Sydney and the State. The road network provides access to jobs and links to ports and airports. A more cohesive city road space demand needs to be reviewed at a high level to ensure that appropriate space is provided for all transport modes.

Given our car dependent culture, investment in adequate road infrastructure is vital to supporting the growth of Penrith and indeed Western Sydney.

A metro bus network will provide substantial capacity, speed and convenience improvements and could be implemented to fill the most important gaps in the heavy rail system, and to link key commercial centres and universities with the rest of the public transport system. The metro network should be enhanced with the provision of bus lanes, bus priority measures and introduction of pre-paid only buses for the efficiency of bus based systems. The metro bus network would provide a high capacity and high frequency convenient travel mode opportunity to reduce car dependence.

Again, for Penrith, the reservation of strategic public transport corridors is an important component of the NSW Long Term Transport Master Plan.

The Roads and Maritime Service have a pinch point upgrade program but this is currently significantly under-funded. Appropriate funding for this program needs to be considered as part of the proposed Long Term Transport Master Plan.

- **Public Transport Service Priorities.** We believe that public transport service priorities should be seen as key outcomes.

Increasing public transport frequency, with consistent routes and stopping patterns is, in our view, the most important priority for the public transport network - especially in the built up and suburban areas of Sydney including the Regional Cities.

At present there are few frequent services throughout Sydney either by rail, or bus. This makes for a significant disincentive for ‘spur of the moment’ trips, by requiring timetables; and knowledge of what routes to take throughout the city.

Another important consideration regarding frequency is the integration of routes and time timetables across the various forms of public transport. A clear hierarchy of frequent bus networks would provide for additional accessibility across Regional Cities.

- **Criteria for Light Rail versus Bus.** We believe that the key criteria for the consideration of light rail services in comparison with bus services are cost, efficiency, amenity, and density of patronage.
- **Encouragement of Walking and Cycling.** Penrith has developed a number of plans and initiatives to encourage increased walking and cycling, including the provision of integrated footpaths and cycleways to key nodes. Full details are provided in the Penrith Integrated Transport and Land Use Strategy (PITLUS), for which a link has been provided in Section 2.1, above.
- **Barriers to Using Multiple Transport Modes.** We believe that the major barriers to the use of multiple transport modes are inadequate service frequency, inconvenience, lack of ease and amenity, lack of service options, lack of confidence in existing systems, and lack of peak hour capacity.
- **Sydney Airport and Port Botany.** We believe that issues relating to both passenger and freight congestion in the vicinity of Sydney Airport are linked to the second Sydney airport issue, and need to be resolved in conjunction with the resolution of that issue. In respect of Port Botany, we believe that it is vital that the proposed Plan provides for the increased use of rail for freight.
- **Greenfield Land Releases and Transport.** We believe that the much stated but often ignored mantra of “infrastructure first” needs to be formally incorporated into the Long Term Transport Master Plan, and that in all cases appropriate and adequate transport infrastructure needs to be delivered concurrently with the development of greenfield release areas. Public transport services and infrastructure needs to be implemented up-front and not wait for population densities to justify its establishment. Opportunities to encourage mode shift are typically diminished as new developments become car dependant.

Regional Transport

As previously indicated, we believe that the Plan must include strategies, plans and programs aimed at the stimulation of regional communities and commercial activities through the provision of enhanced transport systems and services. Such an outcome, in our view, is not only important to regional NSW, but to the Sydney area.

- In the medium to long term, accelerated growth in the regions will have significant and positive synergies for the Sydney Region; and
- Population growth and economic development in regional NSW will reduce the pressure and demand for the provision of transport, employment and housing within Sydney.

We believe that the four questions posed in the Discussion Paper relate to regional issues, and for this reason we have not provided responses at this stage. However, we recognise the important links between regional cities and Sydney, and look forward to providing more specific responses during the development of the Plan.

Freight Transport

We consider freight transport to be a critical aspect of the proposed Plan, and something that is vital to the continued viability and prosperity of the Penrith area and indeed Western Sydney. We are sure that this applies broadly and generally across NSW. However, we regard many of the issues raised in this section of the Discussion Paper as more relating to considered outputs or results of the Plan, than inputs at this early stage of Plan development. We would be pleased to give these issues very careful consideration, and to respond in a considered way during the course of the Plan development process. One specific comment at this early stage is:

- We believe that the Plan should include a range of initiatives aimed at maximising the reduction of road freight movements on metropolitan roads through the development of intermodal facilities, dedicated freight lines and resolution of the second Sydney airport issue. We further believe that the Plan needs to include measures to promote investment in and development of intermodal freight facilities within the Western Sydney Employment Lands Investigation Area (WSELIA), not only to lessen the freight burden on our roads, but as a driver for economic growth and employment.

Funding

We regard the satisfactory resolution of policies regarding transport funding as fundamental to the development of a successful and workable Plan. Our initial responses in respect of funding issues are as follows:

- The development and delivery of a successful Long Term Transport Master Plan will in all probability involve the need for government, at both the federal and state levels, to fund and provide key elements of a future transport system – in effect to determine and provide the basic “framework” for such a system;
- While commercial involvement through arrangements such as Public Private Partnerships may well contribute elements of a future transport system, we believe that they are inappropriate and economically unsuited to providing the basic “framework” of such a system;
- This need for government capital inputs and expenditures will require a review, and careful re-consideration, of the current political and economic paradigm regarding government debt, and the imperative for “surplus” budgets in virtually all circumstances;
- Careful consideration will need to be given to the potential political conflict between responsible government borrowing for necessary projects, including long term transport infrastructure projects, and the maintenance of surplus budgets and government credit ratings.

- Consideration will need to be given to:
 - investment in hard infrastructure versus investment (including subsidies) in services;
 - the development of a cost recovery model appropriate to the objectives of the Plan;
 - a mechanism to ensure that comparative costs, for example public transport fares compared to private vehicle use, provide an appropriate incentive for a shift to public transport, and thus reducing car dependency and congestion; and
 - to include “transparent” mechanisms that ensure that funding and cost issues underpinning the Plan remain consistent with the core objectives of the Plan.
- We are concerned about the possible introduction of distance based tolling. The discussion paper canvasses the possibility of introducing distance-based tolling across a range of major Sydney roads, including some that are currently toll free.

If this plan goes ahead, drivers using currently free but already congested roads like the M4 are going to be forced to pay tolls in order to continue to undertake journeys that in many cases are not discretionary, but are made obligatory by the absence of suitable alternative public transport options.

In our view, distance tolling would be inequitable in such circumstances, and the challenge of providing better, more frequent, more convenient and more customer focused public transport options needs to be addressed as a clear first priority.

We are also concerned that distance tolling would amplify existing traffic congestion on local roads.

- Other important and related issues and challenges include:
 - a large proportion of the population of Western Sydney live here because it's considered to be affordable, yet much of the population is car dependent, and therefore very sensitive to transport costs, in particular fuel prices;
 - the plan needs to ensure that the comparative costs of public transport use and private vehicle operation provide a positive incentive for a mode shift from private vehicle to public transport use; and
 - the plan needs to ensure that the price of newly released residential land fairly and reasonably shares in the cost of critical transport infrastructure.

APPENDIX C

Proposed Penrith Regional City Transport Plan

APPENDIX C PENRITH REGIONAL CITY REGIONAL LONG TERM TRANSPORT PLAN

1 PENRITH AT A GLANCE

Location

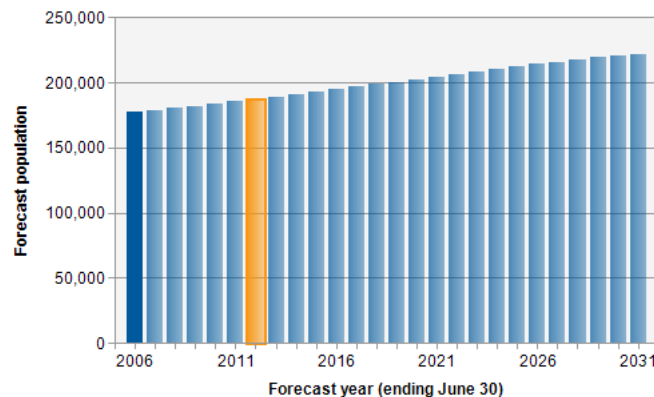
Penrith is one of the key regional cities that make up the “city of cities” that is greater Sydney.

The regional city of Penrith, and the associated Local Government Area, occupies a land area of 40,400 hectares, or 404 square kilometres.



Population

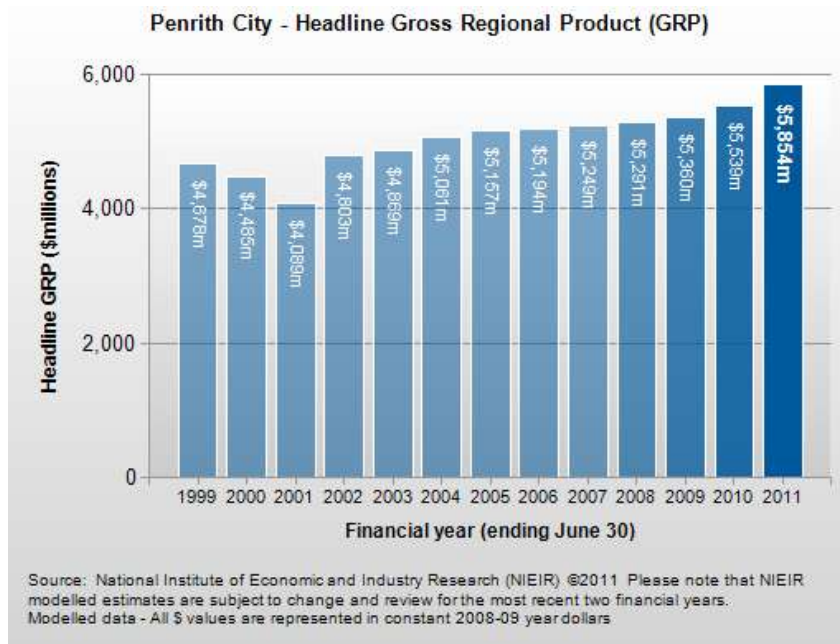
The latest census (2006) indicated that there were 172,140 persons usually resident in the Penrith LGA. A Closer indication of current population is probably 190,000, forecast to grow further to around 225,000 during the 20 year term of the NSW Long Term Transport Plan.



The current population density of the Penrith LGA is approximately 4.4 persons per hectare.

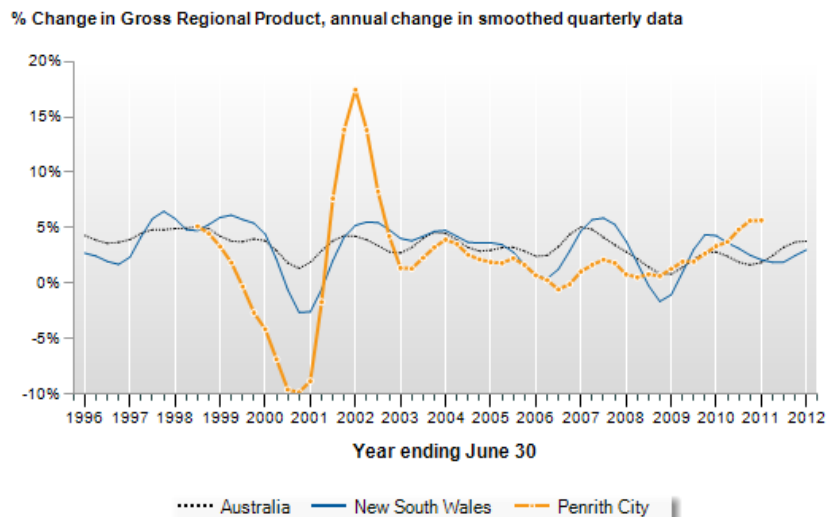
Employment and Productivity

The regional city of Penrith is a powerful and growing economic and employment centre, with a gross regional product of some six billion dollars.



Penrith makes a substantial and valuable contribution to both the NSW and national economies.

The rate of growth in Penrith's Gross regional product exceeds that of the remainder of NSW, and the nation as a whole.



Sources: Australian Bureau of Statistics, Australian National Accounts: National Income, Expenditure and Product, catalogue number 5206.0, and the National Institute of Economic and Industry Research (NIEIR) ©2011

In a time of concern regarding the “two speed economy”, and an anticipated slow-down in the recent frenetic export of resources to China, Penrith contributes with great pride and effectiveness to NSW and Australia's vital industrial and high technology sectors.

Working, Living and Journeys to Work

Many of those working in the Penrith Regional City area also reside in the area. More than 80% of Penrith's working population either lives and work within the area, or work in the area and live outside.

Residential location of workers

Penrith City	2006	
	Number	%
Live and work within the area	30,793	58.8
▪ Live in and work in the same SLA	21,424	40.9
▪ Live in the area and work in different SLA	9,369	17.9
Work within the area but live outside	21,534	41.2
Total workers in the area	52,327	100.0

Source: Australian Bureau of Statistics, [Census of Population and Housing 2006](#).
Compiled and presented by [_id](#), the population experts.

This is a great statistic, and a wonderful indicator of sustainability. Penrith's objective is to increase the degree of local area employment, and the proportion of residents who live with quality and work constructively within Penrith Regional City and its Local Government Area.

Disproportionately High Levels of Private Vehicle Use

Penrith is located some 40 kilometres to the west of the Sydney's traditional CBD.

The historic failure of transport infrastructure and services to fully and appropriately meet the evolving needs those who live and work in the Penrith regional city area has resulted in a disproportionately high use of private vehicles. This high private vehicle use has not been born out choice, but out of the need to satisfy day to day travel not served by adequate public transport options and alternatives. The Draft Master Plan effectively summarises this important vulnerability, and challenge:

	Botany Bay	Liverpool	Campbelltown	Parramatta	Penrith	Inner Sydney	Eastern suburbs
% of trips in private vehicle driving	64%	79%	79%	71%	82%	40%	58%
Vehicles per household	1.3	1.8	1.6	1.4	1.9	1	1.2
VKT per person (km)	12.9	22.5	23.4	16.7	29.8	9.3	11.8

Provision of the transport infrastructure and services described in this Regional Transport Plan is essential to redress this disproportionate and inequitable reliance on private vehicle use, and the underwrite the future sustainability of one of the New South Wales's most important regional centres.

Vulnerability to Escalating Oil Prices

The general international consensus is that the supply and availability of relatively cheap petroleum based fuels is at, or rapidly approaching, its peak, and it is broadly anticipated that the cost of conventional transport fuel costs will increase as demand commences to exceed supply. While the development and availability of alternate transport fuels technologies and practices can ultimately be expected to offset the challenges resulting from the decreasing availability and increasing prices of petroleum based fuels, there is little doubt that during the twenty year period of the NSW Long Term Transport Plan, those exposed to a disproportionately high dependence on private vehicle use will as a consequence be exposed to the economic penalty associated with increasing fuel costs.

This simply means that the relatively high reliance on private vehicle use compared to public transport that is imposed on the citizens of the Penrith regional city area must be addressed in the NSW Long Term Transport Master Plan, as a matter of both equity, and regional sustainability.

The provision and maintenance of modern and effective transport infrastructure and services are vital to this goal.

2 KEY TRANSPORT CHALLENGES

This Regional Plan describes the key transport challenges for Penrith Regional City, and describes clearly why transport is so vital to Penrith's future. It forms part of the overall NSW Long Term Transport Master Plan.

The key transport challenges confronting Penrith Regional City include:

- **Customer-Focused and Integrated Transport:** Like other key areas of Sydney and New South Wales, Penrith Regional City must maintain and develop safe, effective and convenient customer focussed transport in order to maintain the growth and effectiveness of the Penrith region.
- **Integrating Modes to Meet Constituent Needs:** The full range of applicable transport modes must be effectively integrated within Penrith Regional City and with those of Sydney and New South Wales generally.
- **Keeping Penrith Moving - Sustaining Growth in a Vital Regional City:** This Plan highlights the importance of Penrith Regional City as a key population, employment and economic centre within Sydney, and New South Wales. The specific definition and delivery of the transport infrastructure and services described in this Regional Plan is critical to the efficient and cost effective delivery of such services for Sydney and New South Wales more broadly.
- **Providing Essential Access to, from and within the Penrith Growth Area:** This Regional Plan highlights the importance of maintaining, and improving effective transport access to, from and within the Penrith growth area, through a broad range of integrated modes and services.
- **Supporting Efficient and Productive Freight:** Penrith Regional City is and will continue to be a key contributor to the broader economy of Sydney, New South Wales and Australia. Effective, efficient and productive freight transport is essential to the future of the Penrith region.
- **Funding:** Specific plans, programs and strategies for the funding of the transport infrastructure and services required within the Penrith Regional City must form part of the plans, programs and strategies to be developed for Sydney and new South Wales more generally. Funding strategies will need to effectively accommodate both private and public transport, and a sustainable mix of road, rail and active transport modes.
- **Delivering the Penrith Regional Transport Plan:** The effective delivery of the Penrith Regional Transport Plan, as part of the Long Term Transport Master Plan for New South Wales, will depend on the delivery of the specific transport actions and projects described in this Regional Plan.

The transport challenges for Penrith Regional City are consistent with, and form part of, the transport challenges that apply to Sydney and New South Wales more generally, and need to be taken specifically into account, through this Regional Plan, as part of the effective delivery of an effective transport future for Sydney, and New South Wales.

3 INTEGRATION OF TRANSPORT & LAND USE

Penrith City Council, in conjunction with the NSW Department of Planning, has developed a detailed strategy for the integration of transport and land use within the Penrith Regional City area.

Full detail of the strategy, the Penrith Integrated Transport and Land Use Strategy (PITLUS), can be sourced at: <http://www.penrithcity.nsw.gov.au/index.asp?id=4064>.

PITLUS provides a carefully considered, agreed, and fully detailed strategy for the integration of transport and land use in the Penrith region, and forms part of and should be read in conjunction with this Penrith Regional Transport Plan.

THE PITLUS STRATEGY:

- provides the context for development of Penrith Council's new city-wide Local Plan;
- is intended to inform State infrastructure provision plans as they relate to Penrith City post 2016; and
- recognises the Regional City status conferred on Penrith in 2007, and the associated implications for land use development and transport growth.

THE NEED FOR AN INTEGRATED APPROACH TO TRANSPORT AND LAND USE:

It is essential to create more sustainable transport options for and to increase travel choice. Key reasons include:

- improving accessibility;
- creating travel choice;
- improving access to employment and services; and
- planning for the development of the western Sydney employment hub;

PITLUS VISION:

- Penrith Regional City will have improved local transport including walking and cycling facilities and bus services to major centres. People will be able to carry out more of their trips closer to home, reducing the time taken and cost;
- Penrith's major centres will have improved transport links with fast, safe and reliable public transport services and a network of strategic bus corridors connecting the centres across the city; and
- The transport system will improve access to jobs and other economic activities, reducing the cost of doing business.

PITLUS GOALS:

- Increase public transport use per capita:
Increase opportunity for people to travel by public transport to major destinations; and
Increase public transport use by upgrading the viability of public transport as a convenient and safe alternative to the private car;
- Decrease motorised private vehicle use per capita:
Decrease the use of motorised private vehicles by providing more non-car based opportunities for travel;
Reduce car dependency; and
Reduce car use.
- Decrease the number and length of trips per capita including those on public transport:
Reduce the need to travel;
Reduce the number and length of trips including those on public transport;

- Improve access to jobs and other economic activities:
Improve the freight network; and
Improve road network efficiency.

The PITLUS strategy, vision and goals form an integral part of this Regional Transport Plan.

KEY ISSUES FOR PENRITH REGIONAL CITY:

General

- Car ownership in Penrith is higher than the Sydney average; and
- Car is the predominant mode for all types of trips.

Employment

- Distances of Employment Centres from public transport;
- Dispersed Nature of Employment over the LGA; and
- Of the workforce in Penrith, 37% work in the LGA and 63% commute out of the LGA. Over 20,000 non-resident employees enter the LGA for work. This amounts to 200,000 journeys to and from work each day. This is estimated to rise to 300,000 by 2016.

School Transport

- High numbers of children being driven to school;
- Many children are eligible for free school bus travel;
- In urban areas the majority of children live within a 1.6km school walking/cycling catchment area; and
- Walking and cycling infrastructure to schools is missing in many areas.

Land Use

- The planned Urban Release Areas will generate significant demand for all modes of transport;
- New developments can create increased traffic congestion, these need to be supported by public transport provision (infrastructure and service levels); and
- Gradients in some areas restrict development potential and lessen the likelihood of walking and cycling.

Public Transport

- Insufficient public transport information;
- Lack of facilities at bus stops and stations;
- Demand for more commuter parking at railway stations.

Bus

- Frequency of services & directness of routes is an issue for passengers and potential users
- Missing links on the bus network;
- Only 28% of the total LGA falls within the 400m walking catchments of bus stops; and
- Review of bus routes is currently being carried out by MOT.

Rail

- Significant gaps in the rail catchment areas;
- Under-utilisation of land around rail stations;
- Poor provision of pedestrian & cycle facilities around stations; and
- Frequency & occupancy of trains.

Parking

- A Strategic Parking and Access Management Plan is needed;
- There is demand for more accessible parking in the LGA; and
- Need for disabled, bicycle, motorcycle parking standards.

Cycling & Walking

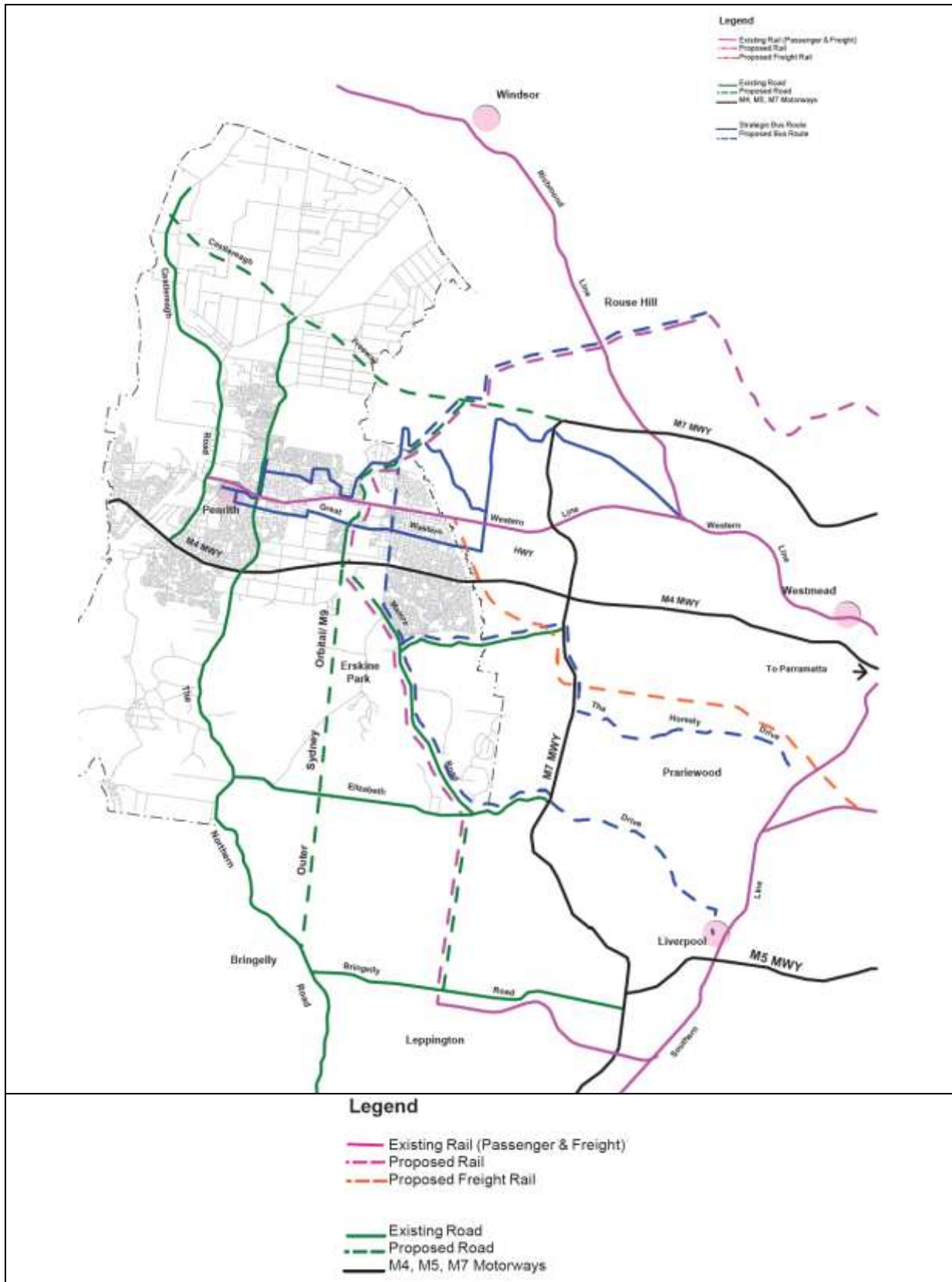
- Lack of cycle facilities to make cycling a viable transport option;
- Implementation of the proposed footpath network is required; and
- Patchy footpath network with little connectivity between residential areas and key attractors in some areas.

The effective and workable integration of transport and land use must be a vital element of any effective plan for the provision of transport infrastructure and services. The PITLUS strategy has been developed and agreed by Penrith regional City and the NSW Government, and provides an essential resource for this Regional Plan, and for the NSW Long Term Transport master Plan more generally.

4 TRANSPORT PRIORITIES FOR PENRITH REGIONAL CITY

The key transport priorities for Penrith Regional City are summarised in the diagram on the following page.

These priorities form the basis for the transport actions that follow, and that form the key elements of this Regional Plan.



Penrith Regional City Area Transport Priorities

5 ESSENTIAL TRANSPORT ACTIONS

The actions needed to ensure the delivery of effective and sustainable transport infrastructure and services have been considered and developed by Penrith City Council, taking into account all of the issues previously highlighted in this Regional Transport Plan. These specific actions form part of the overall NSW Long Term Transport Master Plan.

5.1 ROAD UPGRADES

The following road upgrades will be required on a prioritised basis as part of the Penrith Regional City Plan, and the overall NSW Long Term Transport Master Plan.

1. Jane Street extension
2. Werrington Arterial between M4 to (proposed) Castlereagh Freeway
3. Castlereagh Road between Andrews Road and Jane Street
4. Castlereagh Road between Andrews Road and Nepean Street
5. Andrews Road between Castlereagh Road and The Northern Road
6. Coreen Avenue Between Castlereagh Road to Richmond Road
7. Dunheved Road between The Northern Road and Christie Street
8. The Northern Road between Bradley Street and Glenmore Parkway
9. The Northern Road between Great Western Highway and Borrowdale Way
10. Mamre Road between Erskine Park Road and the M4
11. Mulgoa Road between Great Western Highway and the M4

5.2 ROAD INTERSECTION UPGRADES

Upgrade of the following road intersections will be required on a prioritised basis as part of the Penrith Regional City Plan, and the overall NSW Long Term Transport Master Plan.

1. Great Western Highway / Parker Street
2. Parker Street / Coreen Avenue
3. The Northern Road / Dunheved Road
4. The Northern Road / Andrews Road
5. The Northern Road / Sherringham Road
6. The Northern Road / Borrowdale Way
7. Castlereagh Road / Peachtree Road
8. Andrews Road / Castlereagh Road
9. Castlereagh Road / Jane Street
10. Great Western Highway / Old Bathurst Road
11. Leonay Parade / M4 WB Off Ramp
12. Mulgoa Road / Glenmore Parkway
13. The Northern Road / Glenmore Parkway
14. The Northern Road / Bradley Street
15. Great Western Highway / Mamre Road
16. Great Western Highway / Bennett Road

5.3 PUBLIC TRANSPORT

The following public transport actions and initiatives will be required as part of the Penrith Regional City Plan, and the overall NSW Long Term Transport Master Plan.

1. Penrith – Sydney CBD express rail service
2. Express bus services
3. Bus priority measures on key road links
4. Strategic bus corridors for release areas and existing suburbs
5. Disability Discrimination Act: infrastructure upgrades to meet the DDA obligations with public transport facilities (in particular all bus stops).
6. Extended free shuttle bus service
7. Kingswood Railway Station - establishment of primary stop for hospital connection
8. Provision of railway underpass for buses at Belmore Street Penrith
9. Integrated ticketing system for Western Sydney – Penrith

5.4 PROVISION AND UPGRADE OF INTERCHANGES

The following transport interchanges will need to be provided and/or upgraded as part of the Penrith Regional City Plan, and the overall NSW Long Term Transport Master Plan.

1. Penrith, St Marys and Kingswood Interchanges – upgrade
2. Provision of new railway stations at Oxley Park and UWS

5.5 ACTIVE TRANSPORT

The following active transport initiatives form part of the Penrith Regional City Plan, and the overall NSW Long Term Transport Master Plan.

1. Nepean River Green Bridge as a new active transport crossing of Nepean River.
2. Implementation of Penrith Accessible Trails Hierarchy Strategy (local bike plan)
3. NSW Bike Plan - River Cities Program - 10 year program for shared-use paths, including:
 - Jane Street, between Castlereagh Road and Penrith Railway Station
 - Belmore Street, between Penrith Railway Station and Parker Street, Kingswood
 - Great Western Highway, between Parker Street, Kingswood and Victoria Park, St Marys
 - Great Western Highway, between River Road and Russell Street, Emu Plains

5.6 CAR PARKING

The following actions and initiatives in relation to car parking are also essential elements of the Penrith Regional City Plan, and the overall NSW Long Term Transport Master Plan.

4. Penrith City Centre Car Parking Strategy
5. Commuter Car Parking Policy
6. Metropolitan Parking Strategy

6 COST BENEFIT

The transport actions included in this Regional Plan are not only essential for Penrith, but for the effective delivery of sustainable and cost effective transport outcomes throughout Sydney generally.

The effective introduction of appropriate localised transport infrastructure and services in the Penrith Regional City area, and in other regional cities that form part of the “city of cities” that is Sydney, will have the effect of reducing the level of demand for an otherwise potentially radially based and Sydney CBD focussed approach to transport.

In reducing the demand for the kind of radialised and Sydney CBD centric transport model that has predominated transport thinking in the past, the regional based strategies and actions described in this Plan will substantially reduce the overall cost of delivering an optimum value transport future for all of Sydney, and all of New South Wales.

It is proposed that more precise definitions of cost and benefit will be developed in conjunction with the NSW Government, in a manner consistent with the NSW Long Term Transport Action Plan generally.

7 PRIORITISATION & TIMING

It is proposed that, following the more detailed review of costs and benefits described above, that the various transport actions described in this Plan will be prioritised and programed in order of need and descending cost benefit, in accordance with the timing proposed for the overall NSW Long Term Transport master Plan, that is:

- short term (0-5 years)
- medium term (5-10 years); and
- longer term (10-20 years).

8 CONCLUSION

This proposed Penrith Regional Transport Plan is a key element of Penrith City Council's response to the Draft NSW Long Term Transport Master Plan.

It introduces an approach that is entirely consistent with the current Draft Plan, but one that adds the benefit and value of a specific, detailed and focussed approach to the transport needs of Penrith as a regional city.

We believe that the synergies introduced by the inclusion of a Penrith Regional Transport Plan, as a specific sub plan or appendix to the final NSW Long Term Transport Master Plan will improve the efficiency and reduce the overall cost of the Plan, and enhance the delivery of effective transport outcomes.

Similar logic may well apply to the specific transport plans and actions required for other regional cities.

Penrith City Council commends this approach to the NSW Government, and looks forward to the opportunity to work with the NSW Government, and the Long Term Transport Plan team, to further develop and finalise this Penrith Regional Transport Plan.