

## **M4 EAST SUBMISSION**

### **1 Introduction**

Sydney's planned evolution into a multi-centred metropolis, and the derivation of benefits from this evolution, are being hampered by an unwillingness to implement the interconnected web of strong public transport services that is needed to shape this outcome. This unwillingness has been apparent ever since the discarded Action for Transport 2010 proposals.

Much of the case for WestConnex, of which the M4 East is a part, appears to be consequent to this unwillingness.

### **2 A Plan for Growing Sydney**

Previously to this current plan, the Metropolitan Plan for Sydney 2036 illustrated the strategic concept of a "City of Cities" and a matching transport network with strong cross regional links. A snapshot of Pages 24-27 from this document is attached to this submission.

The snapshot shows the intent to make Sydney more liveable and productive through making Parramatta, Liverpool and Penrith serve as regional capitals. It also recognises that "Sydney, more than any other Australian city, is supported by a strong public transport network that has shaped the city's growth".

However, the concept of separate cities in this plan was somewhat idealised, and there was a logical inconsistency with the timing of the strong networked transport system to follow, rather than to shape, the sought after multi-centred outcome.

The current plan is more specific in its reference to housing choice and transport gateways, as well as stronger development in a multitude of strategic centres, but again the networked transport system is lagging. Two figures illustrate this point, the network of Sydney travel demand corridors in the snapshot on the next page (taken from Page 3-1 Appendix G of the EIS) and the distinctly radial road and rail projects being prioritised, as taken from Figure 2 on Page 13 of the current plan.

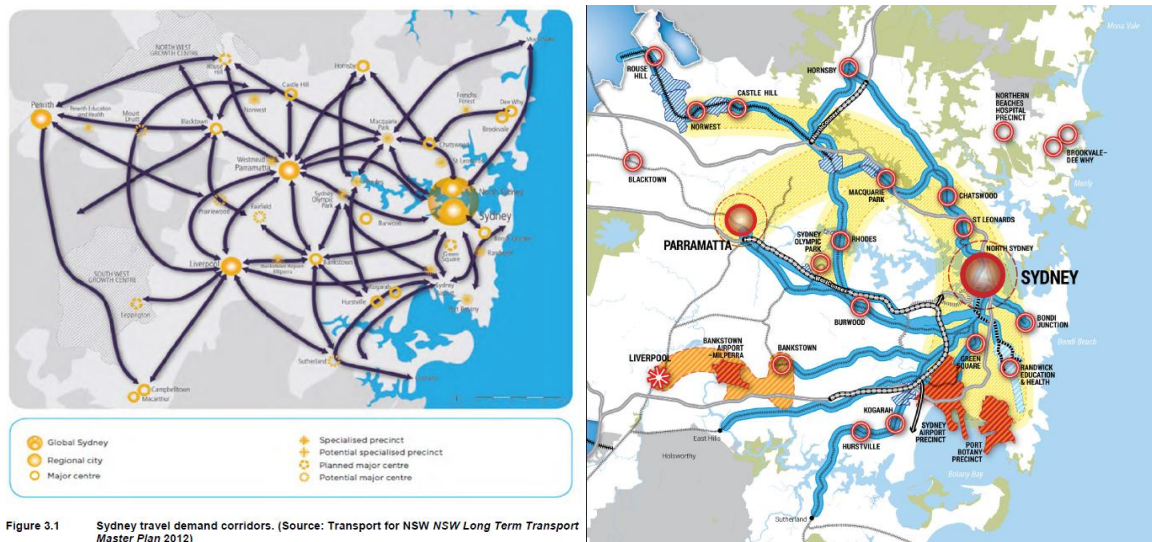
### **3 Structural Issues**

A key structural issue for Sydney is long commutes. Ideally, from a transport efficiency viewpoint, the more time-concentrated commutes should be shorter than trips for other purposes. More modestly, a reduction in the average distance for all commutes, while accommodating a lifestyle choice for some longer commutes, would still be beneficial. This could also provide an equitable pathway to achieving better fare box recovery.

The Household Travel Survey shows that commutes in 2012/13 accounted for 15.2% of trips but 25.9% of distance, making commutes almost double (1.95) the length of the average distance for all other trip purposes. This multiple has only declined by 2% since 2002/03. The issue also shows up in travel time, where the commute multiple over the average for all other trip purposes is 1.76; this lower figure indicates that commutes are already around 10% faster than the average for all other trip purposes.

Associate Professor Ryan from UTS noted at the recent Local Government Inquiry that "We are facing in Sydney some of the worst travel to work times in the world. We are facing some of the most deep seated spatial inequity in the world. The best way to determine someone's social outcomes these days is to look at their postcode. So management of place in bigger cities has never been more important."

When announcing Macarthur South land releases recently, Planning Minister Rob Stokes was quoted as saying that “Sydney is too big to allow (vast) commuting to continue, what we need to do is provide the jobs closer to where houses are.”



#### 4 Strong Cross Regional Links

A networked transport system with strong (fast, and frequent with good interchange) cross regional links can ease the impact of road congestion in two ways; encouraging more jobs closer to home and providing more opportunities to use public transport.

The first is through agglomeration. Knowledge based industries need both convenient access to a pool of workers and for those workers to have convenient access to a range of employment opportunities. At present, these conditions are best met by clustering in or near the Sydney CBD; with poor access to employment being experienced in many suburbs.

The second is from the network effect. This would address the three main reasons for using a car to travel to work as listed in the Household Travel Survey; that public transport is indirect, too slow, or doesn't go where required. This network effect can also make public transport more useful for other trip purposes, and thus reduce overall car dependency.

There is also scope for ride sharing services to ease the impact of road congestion.

Although the above diagram of Sydney travel demand corridors looks overwhelming, and would need expansion to include the second airport, it is not necessary to provide strong links for all of them. The stronger the links, the fewer are needed for shaping, with other corridors absorbed into intermediate routings through nodes (Sydney CBD, regional cities and gateways) that can also encompass other significant traffic flows en-route, such as for major centres, specialised precincts, and sporting arenas.

#### 5 WestConnex Drawbacks

Although WestConnex has some obvious connectivity benefits there are, particularly in terms of the push towards a multi-centred structure for Sydney, a number of drawbacks:

The first is cost. Motorways that are predominately in tunnel, and/or in urban locations where the market value of land is a consideration, are an expensive way to transport people when the dominant mode is single occupancy cars. More on this issue is provided in the accompanying paper WestConnex or What? that was prepared in March this year for a public transport advocacy group.

The second is traffic, where WestConnex will eventually fill and become just as congested as any other urban motorway. It seems ironic that the forecast growth in motor traffic needed to justify the project is inherently consistent with this outcome. The traffic projections used in the EIS appears to be based more on a business as usual approach; thus implying a hampering of evolution towards a multi-centred structure for Sydney.

The third is a drain on resources. Expenditure on WestConnex is opportunity forgone to invest in other more strategic land use shaping projects, provided that funding is considered to be mode agnostic. Some examples are shown in the accompanying paper Sydney Metro Possibilities that was submitted in July this year (note the subsequent edits in red). It contains some comments on a reduced scope for motorway development in eastern Sydney that puts more emphasis on port/airport connectivity for commercial purposes.

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Snapshot from Metropolitan Plan for Sydney 2036 (Pages 24-27) follows

# Introduction

Sydney's spatial structure as a city of cities is a key factor in its national and global success

Sydney's spatial structure as a city of cities is a key factor in its national and global success. This Metropolitan Plan aims to strengthen those spatial characteristics to improve Sydney's productivity and enable it to grow efficiently and sustainably.

This strategic direction reinforces the key elements of 2006's 'City of Cities' approach to:

- expand the critical role of Global Sydney as the foundation of the City's structure
- highlight the growing role of Parramatta as Sydney's second CBD, and the other 'Regional Cities' of Penrith and Liverpool as 'capitals' serving large Western Sydney catchments
- describe the key elements of a compact, connected, multi-centred and increasingly networked city of cities structure
- present supporting evidence for a compact city
- position Sydney as a globally competitive city
- outline the infrastructure to achieve a 'city of cities'

## 'CITY OF CITIES' STRUCTURE

The city of cities concept describes a compact, multi-centred and connected city structure enabling people and businesses to spend less time travelling to access work, services, markets or regional facilities. This promotes productivity and better infrastructure utilisation, reduces car use, energy use and emissions, and supports a more active lifestyle.

The approach is central to achieving the State Plan priorities for more jobs closer to home and to improve the public transport system.

This chapter builds on the city of cities approach by:

- expanding on the role and future directions of Sydney's cities
- emphasising the elements of a sustainable structure for Sydney's future with evidence
- positioning Sydney as a globally competitive city
- highlighting the critical role of infrastructure

The city of cities approach regards Sydney as comprising five cities:

- the harbour cities of **Sydney CBD** and **North Sydney** recognised as key elements of 'Global Sydney'
- Sydney's premier Regional City and second CBD: **Parramatta**,
- and the Regional Cities of Western Sydney: **Liverpool** and **Penrith**.

The Regional Cities are important structuring elements of the city of cities. They supply the region's high order services and support the business growth sectors providing jobs in Western Sydney.

New Regional Cities may emerge over the life of this Plan. Criteria for potential Regional Cities are included in Appendix E. Campbelltown and Blacktown have the greatest potential, subject to how well growth in their catchments translates into substantial employment growth and a broader regional service role for their CBDs.

The five cities are supported by Major and Specialised Centres within a transport and economic network. Smaller local centres are spread within this framework, offering a focus for concentrations of housing, commercial activity and local services at different scales. The roles of these Strategic Centres are addressed in *Growing and Renewing Centres*.







**FIGURE A1  
A CITY OF CITIES**  
The concept is based on the Marchetti principle of a 'one hour' city—a city that can be travelled comfortably in one hour per day

The cities are the focal point of the broad regional catchments shown in Figure A1. They offer services, employment, retail, entertainment and cultural facilities at a regional scale, acting as 'capitals' for their region. Their role is critical for a fair and efficient city—one that offers jobs closer to home, less need to travel and less reliance on a single CBD for many aspects of Sydney life.

The concept is based on the Marchetti principle of a 'one hour' city—a city that can be travelled comfortably in one hour per day (Marchetti 1994). Sydney's five cities could all operate at this scale, while a single city of 6 million people by 2036 could not be a 'one hour' city.

The city of cities approach does not diminish the global and iconic status of Sydney's CBD and its vibrant financial, business services and cultural hub. Indeed the success of Global Sydney is vital if economic activity is to extend along strategic

corridors and among the Regional Cities and other 'strategic' centres. Government at all levels must proactively promote job growth and the broader success of these cities as emerging 'capitals' of their regions according to the future directions outlined for each Regional City.

This Plan recognises the contribution of the entire 'Global Sydney Region' including all its centres, employment lands and resources in building the productivity and status of the city region.

The Plan also acknowledges the inter-relationship of Sydney with adjoining regions and the State as a whole. The interdependence of Sydney and regional NSW is addressed in the Regional Strategies for the Central Coast, Lower Hunter, Illawarra and South Coast, Far North Coast, Mid North Coast and Sydney–Canberra Corridor and the Murray.

Public transport has shaped Sydney's growth over the past century

#### SYDNEY'S DEVELOPMENT AS A 'CITY OF CITIES'

The city of cities approach has served Sydney well during the recent global economic downturn with local economies retaining a diversity of economic activity and resilience. Regional Cities maintained employment levels over the last three years. However, Regional City development is a long-term process; Liverpool or Penrith are not expected to achieve Parramatta's status (43,200 jobs in 2006) within the life of this Plan.

Sydney, more than any other Australian capital, is supported by a strong public transport network which has shaped the city's growth. This land use/transport link has produced the highest public transport usage of any Australian city with presently 76 per cent of all peak hour journey to work trips to the CBD by public transport, and 24 per cent of all journey to work trips across the Sydney metropolitan area by public transport.

Sydney has by far the greater proportion of its residents living in densities that support quality mass transit with over 500,000 people living in

areas with at least 70 persons per hectare. Only 100,000 Melbourneans live in similarly densely populated areas. Sydney is also the only Australian city in which substantially more new housing is provided in existing urban areas than in greenfield areas.

Over the next 10 years, projects in the *Metropolitan Transport Plan* will strengthen the city of cities structure via connections within and among the Regional Cities and other strategic centres building toward a more compact, connected and increasingly networked city that supports a wider range of prospects for urban renewal and employment growth in areas that have potential for sustainable growth (refer Figure A2).

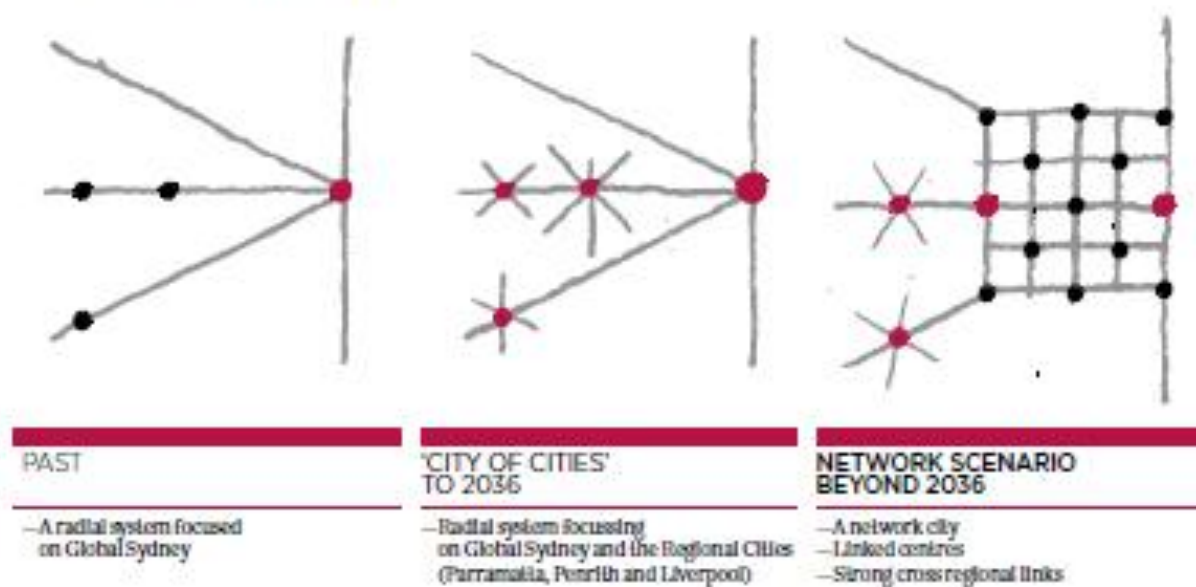
Sydney's development as a city of cities is not only a factor of its structure and transport links but also the economic and cultural growth and maturity of its component cities. The role and future directions for Global Sydney and the Regional Cities are on page 28 while other strategic centres (major and specialised) are discussed in *Growing and Renewing Centres*.

#### MACQUARIE PARK





FIGURE A2 TOWARDS A NETWORK CITY



## PENRITH

