

40TH PARLIAMENT



Public Accounts Committee

Report 7

FURTHER ALONG THE PATH

*The development and implementation of the
Western Australian Bicycle Network Plan*

(Follow-up of agency responses to Auditor General's Report No. 22 of 2015)

Presented by
Dr A.D. Buti, MLA

November 2018

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(Follow-up of agency responses to Auditor General's Report No. 22 of 2015)

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Presented by

Dr A.D. Buti, MLA

Laid on the Table of the Legislative Assembly on 1 November 2018

Chair's Foreword

Cycling is a joy and faster than many other modes of transport, depending on the time of day. It clears the head.

David Byrne, Lead singer of Talking Heads

Cycling is not only a personal passion for me, but it is something that simply makes sense to expand transportation options... It is good for the health of our nation, the environment, the development of our communities, and is one of the keys to addressing the ongoing challenges that come with urban congestion.

Dan Lipinski, Member of the United States House of Representatives from Illinois

Bikes can be life-changing machines, and cycling can be a life-changing experience. Riding a bike can have a huge impact on your life, making you healthier and happier.

Cycling, like most forms of exercise, can boost both your physical fitness and your mental state. Doing exercises, even with moderate intensity, can help improve your self-esteem and mood, reduce stress, and prevent depression.

While riding a bike to work and back home will normally not be as fast as using the car, in some circumstances you might actually save time. Heavy traffic jams may make cycling a better option—not to mention saving time (and money) spent finding a parking bay.

These are just some of the individual benefits of riding. There are also societal benefits: from having a healthier and fitter society, to the benefits to the natural and built environment if we ride more and use our cars less frequently.

There are also intangible social benefits.

The car, which provides insulated, glass-enclosed mobility, does not really help us build social or community links. Neighbours do not know the families surrounding them, as they only ever pass by in a blur. Frustrated and anonymous drivers curse one another for engaging in silly, inconsiderate or unsafe manoeuvres.

For these reasons, it would be great if more people cycled to work, to school and to shop. We might find more time to talk to each other, and inspire others to get on a bike to enjoy the great outdoors.

Of course, some people may hesitate in taking up cycling, for fear of having to share the road with another moving object—a faster more powerful machine—the car. That is why providing a safe environment for cyclists is critical if we are going to encourage more people to get on their bikes.

One way to make people safer on bikes is to provide appropriate cycling infrastructure.

This reinforces the importance of implementing and achieving the objectives of the *Western Australian Bicycle Network Plan 2014-2031* (WABN Plan). Released by the Department of Transport in March 2014, the WABN Plan aims to make cycling in WA ‘safe, connected, convenient and a widely-accepted form of transport.’ To achieve these objectives, the WABN Plan recognises that a comprehensive network of well-constructed and maintained bike paths is fundamental.

The vision within the WABN Plan is to double bicycle trips in Perth by 2019, by prioritising the completion of bike paths within 15 kilometres of central Perth, and encouraging local governments to implement their own complementary cycling infrastructure plans.

These are important objectives, because they address deficiencies identified by the Auditor General in a 2015 performance audit into the quality and adequacy of cycling infrastructure in the Perth metropolitan area.

Entitled *Safe and Viable Cycling in the Metropolitan Area*, the audit report focussed on the work of the Department of Transport, Main Roads and the Road Safety Commission in making cycling a ‘safe and viable’ mode of transport. In the report, the Auditor General found that while government had gradually improved Perth’s cycling infrastructure, ‘better planning, sustained funding and cooperation of local government authorities was needed to complete a safe and viable cycle network.’

In light of these findings, the Auditor General made four recommendations aimed at improving the planning, funding, and progress reporting for cycling infrastructure projects; enhancing data collection and analysis on cycling participation and safety; and increasing collaboration between the state and local governments in the provision of cycling infrastructure—all with the ultimate goal of fully integrating cycling as a safe and viable Perth transport option.

Noting the time that had elapsed since the audit report, in June the Public Accounts Committee asked the Department of Transport and Main Roads what they had done to address the recommendations. This report contains our analysis of the agencies responses.

The four recommendations involve nine actions. While the agencies have commenced work on each of the nine actions, we believe only three have been fully addressed.

We acknowledge the positive attitude taken by the agencies towards addressing the Auditor General's recommendations. In particular, we commend the Department of Transport for its initiative in publishing the status update as part of its response to the audit report. We would be pleased to see other agencies follow this lead as an early response to performance audit reports. We also acknowledge the agencies' actions in addressing network planning (Recommendation 3A) and promoting the use of new and existing infrastructure to improve cycling participation rates (Recommendation 4).

There remains, however, some work still to be done in respect of other recommendations made by the Auditor General.

Better integrating state and local government bike paths into a coherent overall network remains the greatest outstanding challenge. We believe that the Department of Transport should exercise greater leverage over Local Government Authorities when approving Perth and Regional Bike Network grants to ensure that cycle paths are built to a consistently high standard. Similarly, grants under the State Road Funds to Local Government Agreement should also seek to incorporate objectives outlined in the *Western Australian Bicycle Network Plan 2014-2031*. The Department of Transport and Main Roads should also provide Local Government Authorities with detailed guidance on planning, designing, constructing, and maintaining local cycling infrastructure.

Since the release of the WABN Plan and the Auditor General's audit report, the popularity of cycling has seen it become an even more critical part of our transport mix. In May this year, the State Government made a \$134.5 million commitment for cycling infrastructure initiatives. This is a positive measure to make cycling a safer and more viable transport option in the Perth metropolitan area.

Of course, with this increased public funding, the WABN Plan will assume greater prominence, and will undoubtedly receive increased scrutiny to ensure that its objectives are achieved.

I would like to thank my fellow committee members—Deputy Chair, Mr Dean Nalder, Member for Bateman; Mrs Lisa O'Malley, Member for Bicton; Mr Simon Millman, Member for Mount Lawley; and Mr Vince Catania, Member for North West Central—for their professionalism and diligence. Further, on behalf of the committee, I would like to thank our secretariat: Principal Research Officer Mr Timothy Hughes, and Research Officer Mr Michael Burton, for their excellent assistance and support.



DR A.D. BUTI, MLA
CHAIR

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Executive Summary

When it released the *Western Australian Bicycle Network Plan 2014-2031* (WABN Plan) in March 2014, the Department of Transport outlined a vision to double bicycle trips in Perth by 2019 by making cycling ‘safe, connected, convenient and a widely-accepted form of transport.’¹ For these goals to be achieved, it was acknowledged that the provision of a comprehensive network of well-constructed and maintained bike paths would be fundamental.

Eighteen months later, however, a performance audit of cycling infrastructure in the Perth metropolitan area saw the Auditor General report that government activities associated with the provision of bike paths had been deficient.

In an October 2015 report entitled *Safe and Viable Cycling in the Perth Metropolitan Area*, the Auditor General found that while Perth’s cycling infrastructure was gradually improving, ‘better planning, sustained funding and cooperation of local government authorities was needed to complete a safe and viable cycle network.’² The Auditor General further observed that while ‘[t]ransport agencies have invested \$143 million in cycling infrastructure in the ten years since 2004... only \$20.3 million was spent on priority routes.’³

In light of these findings, the Auditor General made four recommendations aimed at:

- improving the planning, funding, and reporting upon the implementation of planned cycling infrastructure;
- better collecting and analysing data on cycling participation and safety;
- enhancing collaboration between state government departments and local governments in the provision of cycling infrastructure; and
- ensuring that cycling is fully integrated as one of many safe and viable transport options for Perth.

Having considered these recommendations, we convened a public hearing on 13 June 2018 to find out what actions the Department of Transport and Main Roads had taken since the release of the Auditor General’s report. We followed this up with some further questions, to which we received written responses.

We were pleased to learn that both transport agencies have taken a series of positive steps in response to the recommendations. A review of cycling functions across the

1 Department of Transport, *Western Australian Bicycle Network Plan (2017 Update)*, September 2017, p 4.

2 Office of the Auditor General, ‘Perth infrastructure needs to keep pace with growing popularity of cycling says Auditor General,’ Media Statement, 14 October 2015.

3 *ibid.*, p 7.

broader transport portfolio has seen increased resources devoted to cycling, and greater emphasis placed on planning the use of those resources. We believe that these efforts could benefit from more transparent and detailed planning, and we have made a series of recommendations to this effect.

While public campaigns to enhance cyclist safety were another positive outcome, the collection (and, by extension, analysis) of data pertaining to the use of cycling infrastructure remains an ongoing challenge. Although government agencies have taken some steps to address this issue, we regard this as an area in which more could be done, particularly in light of innovative research being undertaken in Western Australia. We would be pleased to see transport agencies take steps to foster a collaborative relationship with local researchers in this area.

Better integrating state and local government bike paths into a coherent overall network remains the greatest outstanding challenge. The Department of Transport and Main Roads should take a lead role in seeking to address this issue, by providing detailed, best-practice guidance to inform the planning, design and maintenance of cycling infrastructure in local communities. The Department of Transport should also develop a comprehensive database containing details of the condition of every section within the overall bike path network, to enable an efficient prioritisation of infrastructure construction and maintenance resourcing.

If the goals outlined in the WABN Plan can be realised, the Perth metropolitan area will become a better place for everyone. As many Western Australians know, the climate and geography of Perth is well-suited to recreational cycling. Beyond this, successful efforts to enhance the ability for people to take purpose-oriented trips by bicycle naturally diminishes the stress placed on other transport infrastructure.

In addition, it is perhaps underappreciated that there is no more efficient mode of transport than a bicycle. This was pointed out by philosopher Ivan Illich, who observed that a person 'on a bicycle can go three or four times faster than the pedestrian, but uses five times less energy in the process.'⁴ Consequently, a person equipped with a bicycle 'outstrips the efficiency of not only all machines but all other animals as well.'⁵

In this context it is easy to see why efforts to promote cycling as a transport option are sensible. On this point, we note that the landscape has shifted considerably in the time that has elapsed since the Auditor General's report, with the government confirming \$134.5 million for cycling infrastructure initiatives.⁶

4 Illich, Ivan, *Toward a History of Needs*, Pantheon Books, New York, 1978.

5 *ibid.*

6 Hon Rita Saffioti MLA, Minister for Transport, '[Budget takes cycling investment up a gear](#),' Government Media Statement, 16 May 2018.

This additional funding, along with enhanced efforts by transport agencies, should make cycling a safer and more viable transport option in the Perth metropolitan area. Of course, when governments dispense such large amounts of public money, it is critical that the responsible agencies are held properly accountable for its expenditure. Therefore, the Department of Transport and Main Roads can reasonably expect further scrutiny of their management and oversight of the WABN Plan in the near future.

Ministerial Response

In accordance with Standing Order 277(1) of the Standing Orders of the Legislative Assembly, the Public Accounts Committee directs that the Minister for Transport report to the Assembly as to the action, if any, proposed to be taken by the Government with respect to the recommendations of the Committee.

Findings and Recommendations

Finding 1

Page 10

In July 2017 the Department of Transport published a status update outlining the actions it had taken (or would be taking) in response to the Auditor General's 2015 report, *Safe and Viable Cycling in the Metropolitan Area* report. We commend this initiative.

Recommendation 1

Page 10

The Government, through the Minister for Transport, should direct public sector agencies' attention to the initiative shown by the Department of Transport in publishing (and maintaining) a status update on its response to the recommendations contained in the Auditor General's 2015 report, *Safe and Viable Cycling in the Metropolitan Area*.

Finding 2

Page 11

While the Department of Transport now provides much greater transparency around the status of the *Western Australian Bicycle Network Plan 2014-2031*, there is still scope for improvement. For example, on the department's latest implementation schedule, the estimated costs and construction timeframes associated with the completion of the Principal Shared Path network could be broken down further across individual projects.

Finding 3

Page 12

The Acting Director General, Department of Transport confirmed that only one of currently funded retrofit Principal Shared Path projects included within the *Western Australian Bicycle Network Plan 2014-2031* had a specific business case. The Acting Director General did add, however, that all programs linked to the Plan 'require an annual funding submission to Treasury and are included in [Treasury's] Strategic Asset Management Framework.'

Recommendation 2

Page 12

To further enhance the level of transparency and accountability around the *Western Australian Bicycle Network Plan 2014-2031*, the Department of Transport should report the current status of each retrofit Principal Shared Path (PSP) project against its original cost estimate and construction timeframe every time it updates its PSP network implementation schedule.

Recommendation 3**Page 14**

The Department of Transport should demonstrate consistent adherence to all Strategic Asset Management Framework policies when preparing future funding requirements linked to the *Western Australian Bicycle Network Plan 2014-2031*. In particular, the department should ensure it develops business cases for all Principal Shared Path projects that are yet to have funding committed.

Recommendation 4**Page 14**

The Department of Transport should publish the estimated cost of completing the Principal Shared Path network across the 2022-2031 timeframe as soon as its current feasibility assessment on this portion of the network is complete.

Finding 4**Page 15**

Since September 2017, the Government has confirmed a total of \$134.5 million to fund initiatives associated with the *Western Australian Bicycle Network Plan 2014-2031*. This includes an amount of \$67 million that the Department of Transport claims will enable it to ‘practically complete’ the Principal Shared Path network within 15 kilometres of the central business district by 2022.

Finding 5**Page 17**

It appears that the Department of Transport relies primarily on the use of expensive static counters to gather data on cycling participation and network use.

Finding 6**Page 17**

Researchers at Edith Cowan University have undertaken research into cycling participation and network use that might usefully inform the execution of *Western Australian Bicycle Network Plan 2014-2031* activities.

Recommendation 5**Page 17**

The Department of Transport should increase its level of engagement with universities across Western Australia to develop innovative solutions that seek to address the challenge of collecting and analysing data associated with cycling participation and network use.

Finding 7**Page 18**

Consistent, high-quality cycle path standards are a vital component of safe and viable cycling.

Finding 8**Page 18**

The Department of Transport does not possess reliable data on the condition of the 3,000 kilometres of Recreational Shared Paths (RSPs) throughout Western Australia. The task of collating such data is made more challenging by the fact that individual local governments are responsible for building and maintaining RSPs within their own jurisdictions.

Recommendation 6**Page 20**

The Department of Transport should exercise greater leverage over Local Government Authorities when approving Perth Bicycle Network and Regional Bicycle Network grants, and grants under the State Road Funds to Local Government Agreement, to ensure that cycle paths are built (and are able to be maintained) to a consistently high standard, and to achieve other objectives outlined in the *Western Australian Bicycle Network Plan 2014-2031*.

Recommendation 7**Page 20**

The Department of Transport and Main Roads should build their capacity to provide Local Government Authorities with detailed guidance to inform the planning, design and maintenance of cycling infrastructure in local communities. This guidance should be based on best practice advice, and should be provided with the goal of building a network of high-quality, consistent and easily-recognised cycle paths, irrespective of location.

Recommendation 8**Page 21**

The Department of Transport should expedite the development of a knowledge database detailing the condition of the entire network of cycle paths in the Perth metropolitan area, and work with responsible Local Government Authorities to address deficient sections.

Chapter 1

Audit identifies shortcomings in the State's cycling infrastructure plans

Bicycling is a big part of the future. It has to be. There's something wrong with a society that drives a car to work out in a gym.

Bill Nye, Scientist and science communicator

Scope of audit report: cycling infrastructure in the Perth metropolitan area

- 1.1 In 2015 the Auditor General undertook a performance audit into the quality and adequacy of cycling infrastructure in the Perth metropolitan area. The audit focussed on the work of the Department of Transport (DoT) and Main Roads in developing this infrastructure to promote cycling as a 'safe and viable' mode of transport.⁷ In the ensuing report, entitled *Safe and Viable Cycling in the Perth Metropolitan Area*, the Auditor General found that the activities of both agencies in pursuit of this goal had been deficient.
- 1.2 Cycling infrastructure in Western Australia has been subject to a number of strategies, plans and policies since the 1970s. The most recent is the *Western Australian Bicycle Network Plan 2014-2031* (WABN Plan). Released by the DoT in March 2014 following a two-year public consultation process, the WABN Plan aims to make cycling in WA 'safe, connected, convenient and a widely-accepted form of transport.'⁸ To achieve these goals, the WABN Plan recognises that a comprehensive network of well-constructed and maintained bike paths is fundamental.
- 1.3 The vision within the WABN Plan is to double bicycle trips in Perth by 2019, by prioritising the completion of bike paths within 15 kilometres of central Perth, and encouraging local governments to implement their own bike plans. In 2014-15, the State Government spent \$11.2 million on cycling infrastructure—a figure that

7 Office of the Auditor General, *Safe and Viable Cycling in the Perth Metropolitan Area*, 14 October 2015, p 5.

8 Department of Transport, *Western Australian Bicycle Network Plan (2017 Update)*, September 2017, p 4.

Chapter 1

represented 1.1 per cent of what was spent on expanding and improving the road network.⁹

- 1.4 In the 30 years to 2014, the DoT and Main Roads constructed 172 kilometres of Principal Shared Paths (PSPs) along major transport routes.¹⁰ PSPs are arterial paths along railway lines, freeways and highways; they mainly accommodate commuter and exercise cyclists, and provide a higher level of safety due to their separation from road traffic. All PSPs are owned and maintained by the State Government.
- 1.5 The WABN Plan commits to constructing a further 185 kilometres of PSPs by 2031, by which time there will be a network of PSPs in excess of 356 kilometres in length.¹¹
- 1.6 Complementing PSPs are Recreational Shared Paths (RSPs), and Local Bicycle Routes (LBRs). RSPs are dual-purpose paths that most commonly follow river foreshore, beachfront and parkland routes; they are generally used by recreational cyclists and pedestrians rather than commuter cyclists. The almost 3,000 kilometres of RSPs are provided and maintained by Local Government Authorities (LGAs).¹²
- 1.7 LBRs aim to provide connections between PSPs, RSPs and popular destinations for cyclists looking to undertake ‘purpose-oriented trips across the metropolitan area.’¹³ Located on roads, LBRs offer quieter traffic options for less experienced riders learning to share the road with vehicles. At the time of the WABN Plan’s release, there were 600 kilometres of sign-posted LBRs throughout Perth, although by the Department of Transport’s own admission these routes were ‘not well connected.’¹⁴
- 1.8 A subset of LBRs are ‘bike boulevards,’ which ‘are cycle routes on quiet local streets, where speeds have been reduced to 30 kilometres per hour to allow people in cars and on bikes to share the street safely.’¹⁵ Bike boulevards are also often characterised by a range of markers aimed at slowing traffic and alerting drivers that they are in a ‘bicycle and pedestrian friendly space.’¹⁶ Markers come in various forms, including additional tree planting and specific landscaping, bike symbols and coloured asphalt to suggest where bikes should ride.¹⁷

9 Department of Transport, *Western Australian Bicycle Network Plan (2017 Update)*, September 2017, p 6.

10 *ibid.*, p 7.

11 Office of the Auditor General, *Safe and Viable Cycling in the Perth Metropolitan Area*, 14 October 2015, p 7.

12 *ibid.*, p 6.

13 Department of Transport, *Western Australian Bicycle Network Plan*, February 2014, p 38.

14 *ibid.*

15 Department of Transport, *Safe Active Streets Program*. Available at: <https://www.transport.wa.gov.au/activetransport/safe-active-streets-program.asp>. Accessed on 13 September 2018.

16 *ibid.*

17 *ibid.*

Audit identifies shortcomings in the State's cycling infrastructure plans

- 1.9 The WABN Plan includes 12 key actions, the foremost of which is the completion of the PSP network within 15 kilometres of the CBD by 2023 and a review of LBRs. The WABN Plan is subject to review every two years and 'updated as necessary.'¹⁸ It was most recently updated in 2017.
- 1.10 The DoT coordinates the activities of agencies in delivering cycling facilities. Main Roads constructs and maintains the PSP network and provides standards and guidelines for local cycling infrastructure constructed by Local Government Authorities (LGAs). The Public Transport Authority (PTA) constructs PSPs in conjunction with railway extensions and facility upgrades (such as car and bike parking), and the Road Safety Commission (RSC) works with these agencies to coordinate the State's road safety efforts.

Auditor General delivers a predominantly critical set of findings

- 1.11 Tabling the audit report eighteen months after the release of the WABN Plan, the Auditor General found that while government had gradually improved Perth's cycling infrastructure, 'better planning, sustained funding and cooperation of local government authorities was needed to complete a safe and viable cycle network.'¹⁹ This view informed the audit report's five key findings.

The priority arterial cycle network is incomplete

- 1.12 The audit report noted that 'many of the [current] gaps on Perth's bicycle network are on priority routes along railway lines and freeways, and within the busy CBD.'²⁰ These gaps represent an impediment to safe and viable cycling.²¹ Reflecting on this issue, the report observed that while '[t]ransport agencies have invested \$143 million in cycling infrastructure in the ten years since 2004... only \$20.3 million was spent on priority routes.'²² Moreover, the budget for priority routes had been halved in the State Budget's forward estimates to 2018.

Cycle routes through the CBD are minimal

- 1.13 Although five PSP routes lead to the outskirts of the Perth CBD, there are 'few dedicated cycle paths through or within the city.'²³ As a consequence, the city was identified 'as a significant safety risk for cyclists as they must cycle on the road.'²⁴

18 Department of Transport, *Western Australian Bicycle Network Plan*, February 2014, p 33.

19 Office of the Auditor General, '[Perth infrastructure needs to keep pace with growing popularity of cycling says Auditor General](#),' Media Statement, 14 October 2015.

20 Office of the Auditor General, '[Safe and Viable Cycling in the Perth Metropolitan Area](#),' 14 October 2015, p 7.

21 *ibid.*, p 8.

22 *ibid.*, p 7.

23 *ibid.*, p 8.

24 *ibid.*

Chapter 1

The local cycle network is inconsistent and unconnected

- 1.14 The audit report also found that connections between the PSP network and destinations such as community facilities or employment centres along local cycling routes 'have historically not been well planned.'²⁵ Furthermore, variations in design and construction between different local routes have combined to produce 'an inconsistent and unconnected local cycle network, which limits the integration of cycling into the broader transport system.'²⁶
- 1.15 The report added that while Main Roads does a good job of maintaining PSP routes, the condition of local paths and roads (the construction and maintenance of which is a responsibility of local government) can vary significantly.

Incomplete data and analysis on cyclist movements and crashes limits planning

- 1.16 While the WABN Plan aspires to 'double the number of cycling trips in WA by 2019,' this aspiration was hampered by 'a lack of comprehensive knowledge and public reporting to the Perth community about where people are cycling.'²⁷ According to the Auditor General, while 'Main Roads and DoT collect good information on PSPs and RSPs leading into the CBD... only a handful of LGAs collect data on local paths and roads.'²⁸ There are also inconsistencies in the way that crash data is collected by different government agencies, including the Western Australian Police and the Department of Health. Collectively, these issues made it more difficult to plan future infrastructure requirements and improving cyclist safety.

The gaps in planning will delay growth in cycling and the societal benefits that cycling provides

- 1.17 The audit report was especially critical of a series of deficiencies in transport planning. The more significant observations included:
- The Government's overarching transport planning framework 'has been in draft form since 2013 and has not been finalised,' and as a consequence, 'investments in cycling will be made in isolation and not as part of prioritisation of all transport options.'²⁹

25 Office of the Auditor General, *Safe and Viable Cycling in the Perth Metropolitan Area*, 14 October 2015, p 9.

26 *ibid.*

27 *ibid.*

28 *ibid.*

29 *ibid.*

Audit identifies shortcomings in the State's cycling infrastructure plans

- Transport planning in WA has often failed to take into account the relative 'economic, environmental, health and social benefits provided by each transport option.'³⁰
- The WABN Plan has no implementation schedule, funding requirements or expected public reporting of outcomes, all of which contribute to the risk 'that key WABN Plan actions will not be completed within planned timelines.'³¹
- Campaigns to promote cyclist safety have been 'minimal and sporadic.'³²

Recommended actions

1.18 On the back of these findings, the Auditor General made four recommendations. These were broken down into nine actions to be taken by the DoT and, to a lesser extent, Main Roads and the RSC. The recommendations were aimed at:

- planning, funding, and reporting upon the implementation of the WABN Plan;
- collecting, monitoring and analysing data on cycling participation and safety;
- ensuring state government agencies work with local governments to promote and support the provision of appropriate cycling infrastructure; and
- ensuring that cycling is fully integrated as one of many safe and viable transport options for Perth.

1.19 The Auditor General placed a series of implementation timeframes against the nine actions. These ranged from April 2016 through until October 2020. The full list of the recommended actions, along with their implementation deadlines, is discussed in the following chapter, where we examine the agency responses to the audit recommendations.

30 Office of the Auditor General, *Safe and Viable Cycling in the Perth Metropolitan Area*, 14 October 2015, p 9.

31 *ibid.*

32 *ibid.*

Chapter 2

Committee follow-up of agency responses

Every time I see an adult on a bicycle, I no longer despair for the future of the human race.

H.G. Wells, Author of *The War of the Worlds*

Overview

- 2.1 In light of the seriousness of the findings articulated in the audit report, we requested the DoT and Main Roads appear before a public hearing to discuss the actions they had taken in response to the Auditor General’s recommendations. A copy of the transcript of the hearing, which took place on 13 June 2018, is included at Appendix Two. After the hearing, we sent a list of further questions to both agencies. The responses to these questions are included at Appendix Three.
- 2.2 In our view, the DoT, Main Roads and the RSC have completed three of the nine actions recommended by the Auditor General, and made progress against the others:

Table 1 List of audit recommendations and status of agency responses

Rec	Required Action	Timeframe	Status
1A	DoT should prepare and publish a WABN Plan implementation schedule and funding requirements	6 months (Apr 2016)	Completed The <i>WABN Plan 2017 Update</i> outlines the key actions, governance and long-term strategy for the metropolitan bicycle network, as well as the implementation schedule and associated funding commitments for the PSP program.
1B	DoT should prepare and publish a progress report on WABN Plan actions.	6 months (Apr 2016)	Completed The <i>WABN Plan Annual Progress Report 2016-17</i> outlines the project highlights and progress towards WABN Plan initiatives and monitoring data.
2	DoT should implement an improved strategy to collect, monitor and analyse data on cycling participation to inform planning and safety.	12 months (Oct 2016)	Partly completed The section ‘cycle counting and monitoring’ within the <i>WABN Plan 2017 Update</i> indicates that efforts to collect better data on cycling participation are ongoing. For more information, see report paragraphs 2.22 to 2.30 below.

Chapter 2

Rec	Required Action	Timeframe	Status
3A	DoT should identify demand for transport options to inform and finalise a transport planning framework for Perth, which integrates all forms of transport	2 years (Oct 2017)	Partly completed The transport portfolio agencies worked with the WA Planning Commission on the <i>Perth and Peel@3.5 million – Transport Network</i> document that was released in March 2018. In addition, an objective articulated within the <i>WABN Plan 2017 Update</i> is for the DoT to work with the City of Perth to prepare a <i>Central Area Transport Plan (2025)</i> , which will consider the role of each transport mode, within the heart of the metropolitan area, but this plan remains in development.
3B	DoT and Main Roads should provide detailed construction and maintenance guidelines for cycling infrastructure to local government	2 years (Oct 2017)	Partly completed Detailed construction and maintenance guidelines for cycling infrastructure have not yet been developed, although the <i>Safe Active Streets Program</i> does include some design ideas.
3C	DoT should progress the review and development of Local Bicycle Routes in conjunction with Local Government Authorities (LGAs)	2 years (Oct 2017)	Partly completed Although the DoT has 'been working increasingly with local government,' a review of LBRs in consultation with LGAs is yet to commence. See page 2 of the transcript of evidence from the DoT and Main Roads included in Appendix Two.
3D	The State Government should consider developing a central crash and hazard reporting facility for the public to record safety concerns, that relate to cycling infrastructure	2 years (Oct 2017)	Partly completed Although the <i>WABN Plan 2017 Update</i> envisages, on page 34, the development of a 'hazard reporting tool,' steps to develop such a tool are yet to commence.
3E	DoT and RSC should work together to develop public awareness strategies to target safe cycling and mutual respect among all road users.	2 years (Oct 2017)	Completed Between February and May 2017 the RSC ran the 'Might be a Mate' campaign, to increase awareness of cyclist safety. This was message was further reinforced with the 'Must be a Metre' campaign, which ran between November and December 2017 in association with a change to cycling distance laws.

Committee follow-up of agency responses

Rec	Required Action	Timeframe	Status
4	DoT and Main Roads should support and promote existing and new cycling infrastructure, including innovations being trialled by local government, to improve participation in cycling.	5 years (Oct 2020)	Partly completed The <i>WABN Plan 2017 Update</i> outlines a range of initiatives including long-term cycle strategies for metropolitan and regional areas, as well as continued investment in cycling infrastructure.

An encouraging initial response

2.3 We acknowledge the positive attitude taken by the DoT towards addressing the Auditor General’s recommendations. At the commencement of the hearing, the Acting Director General explained that the DoT had ‘taken the Office of the Auditor General’s findings very seriously,’ and had:

- reviewed the functions related to cycling across the DoT’s portfolio; and
- moved resources from different parts of the portfolio and increased resourcing in the area of cycling.³³

2.4 The DoT also opted to publish a status update in July 2017, which provided detailed information on ten actions the transport portfolio agencies would take to address the issues the audit had identified. This status update is reproduced at Appendix Four. Further explaining the response, the Acting Director General said that the DoT had:

*done a lot of work in planning and delivery since the findings of the Auditor General. We have done a lot of work around data collection; we have still got a journey to go there but we are increasingly collecting data and using that data. We have been working increasingly with local government not only in terms of helping them with guidelines, but also in terms of routes. Incident data is an ongoing challenge but we have a number of strategies in place to collect and improve incident data collection. We have been working with the Road Safety Commission on various awareness campaigns, and also we have been doing a fair bit of promotion around things like safe active streets, bike boulevards and working with local governments on those sorts of things.*³⁴

2.5 We commend the DoT for its initiative in publishing the status update as part of its response to the audit report. We would be pleased to see other agencies follow the

³³ Ms Nina Lyhne, Acting Director General, Department of Transport, *Transcript of Evidence*, 13 June 2018, p 1.

³⁴ *ibid.*, p 2.

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lead of the DoT in publishing (and maintaining) similar status updates as an early response to future reports of the Auditor General.

Finding 1

In July 2017 the Department of Transport published a status update outlining the actions it had taken (or would be taking) in response to the Auditor General's 2015 report, *Safe and Viable Cycling in the Metropolitan Area* report. We commend this initiative.

Recommendation 1

The Government, through the Minister for Transport, should direct public sector agencies' attention to the initiative shown by the Department of Transport in publishing (and maintaining) a status update on its response to the recommendations contained in the Auditor General's 2015 report, *Safe and Viable Cycling in the Metropolitan Area*.

Positive steps seen with network planning and promoting cycling infrastructure

- 2.6 We also acknowledge the work that the DoT has done in addressing Recommendations 3A (in respect of network planning) and 4 (providing support for and promoting the use of existing and new cycling infrastructure, to improve cycling participation rates). There remains, however, some work still to be done in respect of these and other recommendations made by the Auditor General.

Reporting on the WABN Plan is sound, but there is scope for improvement

- 2.7 The Auditor General's first recommendation called on the DoT to prepare and publish an implementation schedule and funding requirements for the WABN Plan by April 2016. The Auditor General also recommended the publication of a progress report on WABN Plan actions.
- 2.8 Although the DoT did not meet the Auditor General's six-month deadline, it largely satisfied all aspects of this recommendation by the second half of 2017, with the publication of a WABN Plan *Annual Progress Report 2016-17*, and the WABN Plan *2017 Update*. The *Annual Progress Report 2016-17* included project highlights and progress towards WABN Plan initiatives. The *2017 Update* included comprehensive coverage of the key actions, governance arrangements, and long-term strategy associated with the WABN Plan's implementation. In addition, the *2017 Update* contained an implementation schedule for completing the PSP program. An updated version of this schedule was published in May 2018. We have included a copy of this schedule in Appendix Five.

- 2.9 The DoT's provision of information through the *Annual Progress Report 2016-17* and the *2017 Update* is a positive step. There is, however, scope for further improving the reporting of information against specified targets. In particular, we remain concerned by the DoT's reluctance to report the status of individual PSP projects against their original budgeted cost and forecasted completion date. For example, the latest PSP implementation schedule (see Appendix Five) lists a variety of PSP projects for which it says funding has been committed out to 2022. Despite the funding being confirmed, there is no breakdown on the budgeted cost of each of these planned PSPs. Nor are there definitive completion dates for all of them. Instead, the majority of the PSP projects within the 15 km radius of the CBD are given a broad period (often across two years) for 'expected construction'.³⁵

Finding 2

While the Department of Transport now provides much greater transparency around the status of the *Western Australian Bicycle Network Plan 2014-2031*, there is still scope for improvement. For example, on the department's latest implementation schedule, the estimated costs and construction timeframes associated with the completion of the Principal Shared Path network could be broken down further across individual projects.

- 2.10 We asked the DoT why, despite providing some information about committed PSP projects, it had elected not to report the status of these projects against the original budgeted cost and forecasted completion date. In response, the Acting Director General advised that:

*Due to the nature of PSP construction projects, accurate costs are not available until the detailed designs are complete. The PSP map is designed to provide information to the public and relevant stakeholders on preliminary estimated costs and completion dates. Highlighting the changes in estimated costs and timelines from previous years does not provide a meaningful comparison.*³⁶

- 2.11 We are not persuaded by this explanation, particularly as it pertains to calculating the estimated costs and timeframes for retrofitted PSP projects (those highlighted in orange on the latest implementation schedule included at Appendix Five).

- 2.12 We acknowledge that the estimated costs of PSPs that are included within a Major Project Path³⁷ might be more difficult to extract, as they form part of a much larger major road extension project. But retrofit PSPs are stand-alone projects. We therefore

35 Department of Transport, '[Principal Shared Path Expansion Program](#),' 9 May 2018. The map is included at Appendix Five of this report.

36 Ms Nina Lyhne, Acting Director General, Department of Transport, Letter, 6 July 2018, p 1.

37 Those are highlighted in green on the implementation schedule in Appendix Five.

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expect that each of these PSPs would have a reasonably accurate assessment of cost (and a construction schedule) outlined in a discrete business case.

- 2.13 Hence, we were surprised when the Acting Director General confirmed that only one of the nine fully funded retrofit PSP projects included on the latest implementation schedule (Mitchell Freeway, Glendalough to Hutton Street) had a specific business case. The Acting Director General did add, however, that '[a]ll WABN programs require an annual funding submission to Treasury and are included in [Treasury's] Strategic Asset Management Framework' (SAMF).³⁸ This response seems contradictory, as the SAMF Business Case policy document stipulates that agencies should prepare business cases incorporating 'high-quality [cost] estimates by appropriately experienced people' during the asset investment planning stage.³⁹

Finding 3

The Acting Director General, Department of Transport confirmed that only one of currently funded retrofit Principal Shared Path projects included within the *Western Australian Bicycle Network Plan 2014-2031* had a specific business case. The Acting Director General did add, however, that all programs linked to the Plan 'require an annual funding submission to Treasury and are included in [Treasury's] Strategic Asset Management Framework.'

- 2.14 PSPs are significant financial undertakings, but information around their estimated costs is patchy. For example, the DoT has advised that \$19 million has been committed to the Glendalough to Hutton Street PSP, while another at the Cranford Avenue crossing of the Kwinana Freeway is estimated to cost \$15 million.⁴⁰ We think such information should be accessible for all PSPs, especially those relating to retrofit projects. This would provide an appropriate level of transparency over the expenditure of public money, while also serving as an important ongoing accountability mechanism for each PSP project.

Recommendation 2

To further enhance the level of transparency and accountability around the *Western Australian Bicycle Network Plan 2014-2031*, the Department of Transport should report the current status of each retrofit Principal Shared Path (PSP) project against its original cost estimate and construction timeframe every time it updates its PSP network implementation schedule.

38 Ms Nina Lyhne, Acting Director General, Department of Transport, Letter, 6 July 2018, p 2.

39 Applies to 'all investment proposals that involve significant costs (generally, a capital cost of \$1 million or more)'. See, Department of Treasury, 'Strategic Asset Management Framework – Business Case,' pp 1 and 16.

40 Ms Nina Lyhne, Acting Director General, Department of Transport, Letter, 6 July 2018, p 3.

- 2.15 We were also concerned by the audit report finding that there was no business case to support the original WABN Plan.⁴¹ We asked the DoT whether, in the period following the audit report, it had prepared a new (or revised) business case containing an accurate estimate of the total cost of completing the remainder of the PSP network (from 2022-onwards). The DoT confirmed it had not prepared one, but advised that it was:

*currently developing the priority PSP projects for the outer years (2022-2031) which will include indicative costs (mostly based on feasibility assessments), prioritisation and staging for the remaining sections outlined within the WABN Plan.*⁴²

- 2.16 Given the long-term nature of some of these investments, it is reasonable for the DoT to prepare broadly indicative costs at this time. Nevertheless, it is important to ensure that the department can demonstrate greater adherence to Treasury's SAMF policies when conducting this work. We note that some of the SAMF policies articulate processes agencies should follow as much as ten years out from the final investment decision (in particular, the Application for Concept Approval). We have already observed that the DoT has been inconsistent in its application of SAMF principles as they apply to business cases. We therefore urge the DoT to demonstrate more consistent adherence to the full suite of relevant SAMF policies moving forward. This should enhance the likely accuracy and veracity of future funding submissions associated with the WABN Plan that may go before the Cabinet.
- 2.17 Due to our underlying concerns—and in the interests of greater accountability more generally—we also call on the DoT to publish its estimated cost of completing the PSP network across the 2022-2031 timeframe when it finishes its current feasibility assessment.

41 Office of the Auditor General, *Safe and Viable Cycling in the Perth Metropolitan Area*, 14 October 2015, p 28.

42 Ms Nina Lyhne, Acting Director General, Department of Transport, Letter, 6 July 2018, p 3.

Recommendation 3

The Department of Transport should demonstrate consistent adherence to all Strategic Asset Management Framework policies when preparing future funding requirements linked to the *Western Australian Bicycle Network Plan 2014-2031*. In particular, the department should ensure it develops business cases for all Principal Shared Path projects that are yet to have funding committed.

Recommendation 4

The Department of Transport should publish the estimated cost of completing the Principal Shared Path network across the 2022-2031 timeframe as soon as its current feasibility assessment on this portion of the network is complete.

- 2.18 The audit report stated that a lack of ‘sustained funding’ would hinder the completion of the PSP cycle network—a fundamental pillar of the WABN Plan.⁴³
- 2.19 We note that on 4 September 2017, the Government confirmed a total allocation of \$129 million over four years for initiatives associated with the WABN Plan.⁴⁴ This figure was increased to \$134.5 million under a subsequent announcement on 16 May 2018.⁴⁵ Reflecting on this increase, the Acting Director General explained that:

*This additional money has allowed us to plan for some of the key missing links which we are all very aware of: Mitchell Freeway, along the Fremantle line, and obviously other works as well.*⁴⁶

- 2.20 The funding includes \$67 million for stand-alone PSP projects, which the DoT claims will enable it to ‘practically complete’ the PSP network ‘along the radial freeways and rail lines’ within 15 kilometres of the CBD by July 2022.⁴⁷ Some progress in this respect is already evident. At the time of the audit report, 48 per cent of the PSP network was

43 Office of the Auditor General, *Safe and Viable Cycling in the Perth Metropolitan Area*, 14 October 2015, p 5

44 Hon Mark McGowan, MLA, Premier; Hon Rita Saffioti, MLA, Minister for Transport, ‘Major boost to cycling for the future’, Government Media Statement, 4 September 2017.

45 Hon Rita Saffioti MLA, Minister for Transport, ‘Budget takes cycling investment up a gear’, Government Media Statement, 16 May 2018.

46 Ms Nina Lyhne, Acting Director General, Department of Transport, *Transcript of Evidence*, 13 June 2018, pp 1-2.

47 The DoT confirmed that this will leave ‘three small gaps towards the fringe of the 15 km radial network from the CBD on the Mitchell Freeway, and Armadale and Fremantle lines.’ Additional funding will be required to address these gaps in order to meet the WABN Plan objective of completing all PSPs within 15 kilometres of the CBD by 2023. Ms Nina Lyhne, Acting Director General, Department of Transport, Letter, 6 July 2018, p 2. Note the balance of the \$134.5 million funding comprises \$36.5 million for PSPs that are included as part of Major (road) Project Paths and \$31 million for the design and construction of cycling infrastructure (such as bike boulevards) within local government precincts. Hon Rita Saffioti MLA, Minister for Transport, ‘Budget takes cycling investment up a gear’, Government Media Statement, 16 May 2018.

complete;⁴⁸ more recently, the DoT has advised that 65 per cent of the network was complete at 30 June 2018.⁴⁹

Finding 4

Since September 2017, the Government has confirmed a total of \$134.5 million to fund initiatives associated with the *Western Australian Bicycle Network Plan 2014-2031*. This includes an amount of \$67 million that the Department of Transport claims will enable it to 'practically complete' the Principal Shared Path network within 15 kilometres of the central business district by 2022.

- 2.21 The size of this latest funding allocation for the WABN Plan is substantial. It is therefore critical that the DoT remains appropriately accountable for the expenditure of these funds. Our second recommendation (on page 113) seeks to promote such accountability.

Data collection and analysis remains an ongoing challenge

- 2.22 The Auditor General's second recommendation stated that the DoT should 'implement an improved strategy to collect, monitor and analyse data on cycling participation to inform planning and safety' by October 2016.⁵⁰
- 2.23 A fundamental challenge associated with this recommendation is the apparent difficulty in collecting robust and relevant data on cycling participation. When appearing before us, representatives from the DoT pointed to the challenge of collecting data across the entirety of Perth's bicycle network, most of which is managed by individual local governments. The department's Acting Executive Director, Integrated Transport, explained that:

*Data for cycling is a worldwide problem. On the roads you will generally have signals or counters that can collect that data. From a cycling point of view, all you have really is a counter on the path. They are \$15 000 apiece to install, so you cannot put them everywhere. So you have limitations on a local network.*⁵¹

- 2.24 Notwithstanding the expense involved, the DoT has sought to have additional counters installed on some local government routes as part of its broader data gathering strategy:

48 Office of the Auditor General, *Safe and Viable Cycling in the Perth Metropolitan Area*, 14 October 2015, p 6.

49 Ms Nina Lyhne, Acting Director General, Department of Transport, Letter, 6 July 2018, p 1.

50 Office of the Auditor General, *Safe and Viable Cycling in the Perth Metropolitan Area*, 14 October 2015, p 9.

51 Mr Craig Wooldridge, Acting Executive Director, Integrated Transport, Department of Transport, *Transcript of Evidence*, 13 June 2018, p 10.

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*We work very closely with local government, so there are a number of counters that are actually on the local government network. We funded quite a lot of those with the Perth bike network grants. Basically, the agreement is that a counter gets put in there, the council maintains that counter once it has been put in, but the data comes to DoT, and we have one central source for all that data.*⁵²

- 2.25 We can appreciate that the cost involved in using static counters to gather cycling participation data is a challenge for the DoT. Therefore, we were encouraged when the DoT advised that in executing the project to complete the PSP network along the Mitchell Freeway, it was ‘looking at more innovative methods with phone trace data.’⁵³ Phone trace data appears to be a more dynamic and cost-effective form of data gathering that could be used to provide DoT with greater insight into the travel patterns of cyclists over the entirety of their journey. With phone trace data, the DoT could also observe:

*where people are using their routes at the moment and, once [a] new path goes in, whether that has changed.*⁵⁴

- 2.26 While it is encouraging to see the DoT exploring options such as phone trace data, local researchers have demonstrated that opportunities exist to explore other data gathering and analysis strategies.

- 2.27 One example we have become aware of involves some innovative work by researchers at Edith Cowan University (ECU). In 2015, *The West Australian* reported on a study where ECU’s School of Science had analysed 2013 data collected through the use of the Strava mobile fitness application.⁵⁵ In commenting on the research, the reporter observed that:

*Though [the research] has confirmed the growing popularity of cycling in Perth, it has also found many riders using back streets instead of dedicated bike paths on busy roads.*⁵⁶

- 2.28 While we have not considered this issue in any depth, we feel that research of this nature could significantly complement the data currently gathered via the static bicycle counters. In this respect, it is important that the DoT engage frequently with the local

52 Mr Craig Wooldridge, Acting Executive Director, Integrated Transport, Department of Transport, *Transcript of Evidence*, 13 June 2018, p 10.

53 *ibid.*

54 *ibid.*

55 Acott, Kent, ‘Back roads chosen over cycle paths,’ *The West Australian*, 26 February 2015. Available at: <https://thewest.com.au/news/back-roads-chosen-over-cycle-paths-ng-ya-386189>. Accessed on 13 September 2018.

56 *ibid.*

tertiary sector to ensure it stays abreast of research developments in this area. This would likely enhance the quality and relevance of future cycling infrastructure planning for the Perth metropolitan area.

- 2.29 We note that the department did engage an ‘independent national cycling data evaluation expert’ in 2016 to examine its ‘counting and monitoring strategies.’⁵⁷ However, it provided no indication throughout its verbal and written evidence to us as to whether it is actively engaging with ECU or other local universities.

Finding 5

It appears that the Department of Transport relies primarily on the use of expensive static counters to gather data on cycling participation and network use.

Finding 6

Researchers at Edith Cowan University have undertaken research into cycling participation and network use that might usefully inform the execution of *Western Australian Bicycle Network Plan 2014-2031* activities.

Recommendation 5

The Department of Transport should increase its level of engagement with universities across Western Australia to develop innovative solutions that seek to address the challenge of collecting and analysing data associated with cycling participation and network use.

Scope remains to improve condition and oversight of paths managed by local governments

- 2.30 The third recommendation made by the Auditor General comprised five components, two of which pertained to the provision (and maintenance) of cycling infrastructure by local governments. Specifically, recommendation 3B called upon the DoT and Main Roads to ‘provide detailed construction and maintenance guidelines for cycling infrastructure to local government,’ while recommendation 3C urged the DoT to ‘progress the review and development of [LBRs] in conjunction with LGAs.’⁵⁸
- 2.31 Consistent, high-quality cycle path standards are obviously a vital component of safe and viable cycling. Poor or incomplete paths may lead to accidents, or force riders to use more dangerous thoroughfares—and therefore serve as an impediment to increased participation in cycling.

57 Department of Transport, ‘[Status of ten transport portfolio actions to address OAG findings](#),’ July 2017, p 2.

58 Office of the Auditor General, [Safe and Viable Cycling in the Perth Metropolitan Area](#), 14 October 2015, p 9.

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Finding 7

Consistent, high-quality cycle path standards are a vital component of safe and viable cycling.

- 2.32 PSPs, which are the responsibility of the DoT and Main Roads, are constructed and maintained to a high standard. By 2031, when the planned PSP network is complete, there will be 356 kilometres of PSPs. By contrast, there are presently more than 3,000 kilometres of RSPs, which are the responsibility of LGAs. The audit report stated that ‘Main Roads maintain PSP routes well, but local paths and roads which are the responsibility of LGAs vary significantly in condition.’⁵⁹ More pointedly, the Auditor General observed that:

*Local government roads and paths vary in design and level of maintenance, which do not always comply with relevant Australian standards, Main Roads, Austroads, and other good practice guidelines, and create conflicting and less safe conditions for cycling. LGAs have lacked detailed guidance to inform planning, design and maintenance of cycling infrastructure and require up-to-date and better practice advice.*⁶⁰

- 2.33 In this context, we were concerned to learn that the DoT does not possess reliable data on the condition of the 3,000 kilometres of RSPs provided by LGAs. When we asked the department whether it had such data, the Acting Executive Director, Integrated Transport replied:

*No. Local governments are responsible for maintaining that network, so that is purely a local government responsibility. We do encourage them to keep it up to a good standard.*⁶¹

Finding 8

The Department of Transport does not possess reliable data on the condition of the 3,000 kilometres of Recreational Shared Paths (RSPs) throughout Western Australia. The task of collating such data is made more challenging by the fact that individual local governments are responsible for building and maintaining RSPs within their own jurisdictions.

- 2.34 While we appreciate that the DoT is not responsible for building or maintaining cycle paths that are not part of the PSP network, the reality is that the PSP network is only a

59 Office of the Auditor General, *Safe and Viable Cycling in the Perth Metropolitan Area*, 14 October 2015, p 8.

60 *ibid.*, p 7.

61 Mr Craig Wooldridge, Acting Executive Director, Integrated Transport, Department of Transport, *Transcript of Evidence*, 13 June 2018, p 9.

small part of the overall network, which generally terminates at locations that are peripheral to popular destinations, particularly within the Perth CBD. Consequently, the vast majority of purpose-oriented trips taken by bicycle will necessarily venture beyond the PSP network. In this context, the need for a consistent standard of path across PSPs, RSPs, and LBRs is clearly important.

- 2.35 Fortunately, we learned that the DoT does have some leverage over LGAs in ensuring that non-PSP sections of the cycle path network are built and maintained to an appropriate standard. When the State Government provides funding to LGAs for cycling infrastructure projects through its network grants programs, the DoT gains some influence over these projects:

When [LGAs] put in for Perth bike network grants or regional grants, they do specify the width and the type of material used, so if they do not provide a wide enough width, we will go back to them and ask them to provide a wider width. Basically, if it is a good width, they will score more highly than one that is narrow. So we do influence outcomes.⁶²

- 2.36 For the 2018 and 2019 calendar years the DoT has awarded 14 metropolitan area LGAs a total of \$3.03 million in Perth Bicycle Network (PBN) grants, and 20 regional LGAs a total of \$3.13 million in Regional Bicycle Network (RBN) grants.⁶³ In addition, in October 2018 the State Government announced a new five-year State Road Funds to Local Government Agreement, under which a total of \$182.3 million will be provided to LGAs to fund local road infrastructure projects in 2018-19, with this figure increasing steadily to \$203.4 million by 2022-23.⁶⁴ We believe that the DoT should exercise greater leverage over LGAs when approving PBN, RBN and local road funding grants to ensure that cycle paths are built (and are able to be maintained) to a consistently high standard, and to achieve other objectives outlined in WABN Plan. Coupled with this, the DoT and Main Roads need to continue to work towards addressing the Auditor General's recommendation around providing LGAs with detailed guidance on planning, designing, constructing, and maintaining local cycling infrastructure.

62 Mr Craig Wooldridge, Acting Executive Director, Integrated Transport, Department of Transport, *Transcript of Evidence*, 13 June 2018, p 9.

63 Department of Transport, *WA Bicycle Network Grants: 2018-19 Awarded Projects*.

64 Hon Rita Saffioti MLA, Minister for Transport, 'Local government road funding to increase under new agreement,' Government Media Statement, 16 October 2018.

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Recommendation 6

The Department of Transport should exercise greater leverage over Local Government Authorities when approving Perth Bicycle Network and Regional Bicycle Network grants, and grants under the State Road Funds to Local Government Agreement, to ensure that cycle paths are built (and are able to be maintained) to a consistently high standard, and to achieve other objectives outlined in the *Western Australian Bicycle Network Plan 2014-2031*.

Recommendation 7

The Department of Transport and Main Roads should build their capacity to provide Local Government Authorities with detailed guidance to inform the planning, design and maintenance of cycling infrastructure in local communities. This guidance should be based on best practice advice, and should be provided with the goal of building a network of high-quality, consistent and easily-recognised cycle paths, irrespective of location.

- 2.37 We further believe that the DoT should endeavour to build its knowledge of the standard of all non-PSP sections of the cycle path network, and work with LGAs to address deficient sections as appropriate.
- 2.38 We note that the DoT is undertaking preliminary work to improve its knowledge of path condition beyond the PSP network. The department told us it is currently working to produce digital maps of the entire cycling network, including local government paths. The department acknowledged the inadequacy of the current situation when it said that '[h]aving a whole bunch of hard copy plans that people scribble notes on is actually not particularly useful.'⁶⁵ By digitising the network, the DoT will be able to utilise new technologies and obtain direct input from cyclists:

*Digitising it means that we can also then make it available to the public through either a web portal or an app portal. The public can then inform us about where we have some issues.*⁶⁶

- 2.39 This appears to be an encouraging development, but the DoT did not offer a timeframe for when it expected to complete its work in this area. It needs to work swiftly to address this issue, as three years have passed since the Auditor General raised concerns about the variable levels of maintenance across local government cycling paths.

⁶⁵ Mr Steve Beyer, Acting Managing Director, Department of Transport, *Transcript of Evidence*, 13 June 2018, p 10.

⁶⁶ *ibid.*, pp 10-11.

Recommendation 8

The Department of Transport should expedite the development of a knowledge database detailing the condition of the entire network of cycle paths in the Perth metropolitan area, and work with responsible Local Government Authorities to address deficient sections.

The future

- 2.40 The landscape has shifted considerably in the time that has elapsed since the *Safe and Viable Cycling in the Perth Metropolitan Area* was published. The WABN Plan will be subject to greater prominence due to the amount of money now allocated to fund cycling infrastructure over the next four years.⁶⁷
- 2.41 In this context, the agencies responsible for managing this investment to deliver the objectives of the WABN Plan should rightly expect that their performance will come under further scrutiny in the near future.



DR A.D. BUTI, MLA
CHAIR

⁶⁷ Office of the Auditor General, *Safe and Viable Cycling in the Perth Metropolitan Area*, 14 October 2015, p 7.

Appendix One

PAC's role in following up performance audit reports

The Office of the Auditor General (OAG) plays a key role in public administration by examining how effectively public sector agencies implement government policies and programs. To perform this task the Auditor General routinely conducts performance audits, which can highlight examples of good practice or identify deficiencies in an agency's operations and procedures.

Performance audit reports generally include recommendations designed to help the audited agency address any identified shortcomings, thereby facilitating the most efficient use of public money. Yet there is no formal requirement for agencies to provide a response to these recommendations and the Auditor General has no authority to demand one.

Consequently, Public Accounts Committees (PACs) across most Commonwealth jurisdictions provide some form of support to their audit offices to ensure performance audit recommendations receive due consideration. In Western Australia (WA), the PAC has undertaken an agency follow-up process since 1996 although the approach has varied over the six parliamentary sessions that have ensued.

Our approach is based on a triage methodology that assigns a follow-up rating based on five criteria:

- program or policy cost;
- public interest;
- criticality of audit findings;
- level of urgency; and
- level of commitment and detail provided by the audited agency in its initial response (which is usually included in the audit report).

In March this year, following the conclusion of our inquiry into the management and oversight of the Perth Children's Hospital project, we triaged 25 performance audit reports from 2015 and 2016.

Out of this process, nine reports fell within our 'low-priority' triage range. For these reports, we have opted to conclude our follow-up while reserving the right to open correspondence with the audited agencies should circumstances warrant interrogation in future.

Nine other reports fell within our 'medium-priority' range. With one of these reports, we chose to conclude our follow-up. For the remaining eight, we have sought and

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received written responses from the audited agencies. These follow-ups remain open while we consider the adequacy of the responses.

Seven reports received a 'high-priority' triage score. For one of these, we decided to write to the audited agencies, as they appeared to have already addressed the most pressing issues identified by the Auditor General. For the other six reports, we thought it appropriate to call the audited agencies in for a public hearing where we could discuss their response to the audit reports in depth. These hearings were conducted over three sitting weeks in June this year and we followed-up each agency with a series of further written questions.

We will deliver a series of reports highlighting those follow-ups where we retain concern over the adequacy of the agency responses, or where we see opportunities to build on some encouraging actions.

We have already tabled Report No. 6, *No (More) Time to Waste*, which looked at the audited agencies' responses to the Auditor General's 2016 report on the Western Australian Waste Strategy.

In this report, we discuss the actions taken by the Department of Transport, Main Roads and the Road Safety Commission in response to the Auditor General's October 2015 performance audit report *Safe and Viable Cycling in the Perth Metropolitan Area*.

Appendix Two

Hearing with the Department of Transport and Main Roads

PUBLIC ACCOUNTS COMMITTEE

TRANSPORT PORTFOLIO'S RESPONSE TO THE RECOMMENDATIONS CONTAINED
IN THE TWENTY-SECOND AUDIT REPORT OF 2015 ENTITLED
"SAFE AND VIABLE CYCLING IN THE PERTH METROPOLITAN AREA"



TRANSCRIPT OF EVIDENCE
TAKEN AT PERTH
WEDNESDAY, 13 JUNE 2018

SESSION TWO

Members

Dr A.D. Buti (Chair)
Mr D.C. Nalder (Deputy Chair)
Mr V.A. Catania
Mr S.A. Millman
Mrs L.M. O'Malley

Hearing commenced at 10.37 am

Ms NINA LYHNE

Acting Director General, Department of Transport, examined:

Mr CRAIG JOHN WOOLDRIDGE

Acting Executive Director, Integrated Transport, Department of Transport, examined:

Mr STEVE BEYER

Acting Managing Director, Department of Transport, examined:

Mr PETER SEWELL

Director, Metropolitan Operations, Main Roads Western Australia, examined:

The CHAIRMAN: Thank you for appearing today to discuss the transport portfolio's response to the recommendations contained in the twenty-second audit report of 2015, "Safe and Viable Cycling in the Perth Metropolitan Area". My name is Tony Buti, I am the committee Chair and the member for Armadale. To my left is Mr Dean Nalder, the committee's Deputy Chair and member for Bateman and a very keen cyclist; to his left is Mr Vince Catania, member for North West Central; to my right is Mr Simon Millman, member for Mount Lawley; and coming in for a grand entrance is Mrs Lisa O'Malley, member for Bicton. I would like to advise you that the committee has asked the new Auditor General, Ms Caroline Spencer, and her performance audit team to observe today's proceedings from the public gallery. Following the hearing, the committee may consult with the audit team for clarification of matters raised. I would also like to advise that today's hearings will be broadcast live on the Parliament House website. It is important that you understand that any deliberate misleading of this committee may be regarded as a contempt of Parliament. Your evidence is protected by parliamentary privilege; however, this privilege does not apply to anything you may say outside of today's proceedings.

Do you have any questions about your attendance here today?

Mr SEWELL: No.

The CHAIRMAN: I will offer you the chance to make a brief opening statement, if you wish. We do not have a lot of time so we will try and keep our questions succinct, and it would be lovely if you could keep your answers as succinct as possible, and we may have some follow-up questions if we run out of time. Do you want to make an opening statement?

Ms LYHNE: If I may, I would not mind just making a brief opening statement.

The CHAIRMAN: Yes.

Ms LYHNE: We would like to put on the record that we have taken the Office of the Auditor General's findings very seriously and we have taken a number of actions, which we will go through in as much detail as you want. I guess as a big-picture view, we have reviewed the functions related to cycling, as I said, across our portfolio. We have moved resources from different parts of the portfolio and increased our resourcing in this area since the Auditor General's findings. It is also important to note that the government budget announcements have been at record levels for cycling and that there have been significant increases in the budget that are now available for cycling for us to do the work there. This additional money has allowed us to plan for some of the key missing links which we are all very aware of: Mitchell Freeway, along the Fremantle line, and obviously other works as well. I

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addition to that, we have improved the governance around cycling across the organisation and have put in place a structure that enables not only good cross-portfolio collaboration and decision-making but also inclusion of the relevant interest groups in consultation processes and so forth.

[10.40 am]

Specifically in relation to the Auditor General's recommendations, we did publish an update in July 2017 which I believe is publicly available and obviously available to you. So, just by very quick summary of that, we have done a lot of work in planning and delivery since the findings of the Auditor General. We have done a lot of work around data collection; we have still got a journey to go there but we are increasingly collecting data and using that data. We have been working increasingly with local government not only in terms of helping them with guidelines, but also in terms of routes. Incident data is an ongoing challenge but we have a number of strategies in place to collect and improve incident data collection. We have been working with the Road Safety Commission on various awareness campaigns, and also we have been doing a fair bit of promotion around things like safe active streets, bike boulevards and working with local governments on those sorts of things. There is a lot more to it, but just as an overview that is a brief statement.

The CHAIRMAN: Thank you. In regards to recommendation 3, there were many things that the Department of Transport and Main Roads were asked to do or consider. One was to identify demand for transport options to inform and finalise a transport planning framework for Perth which integrates all forms of transport. I believe you are preparing a central area transport plan for 2025 which will consider all forms of transport including active transport, but that has not been developed yet, is that right; and, if not, when will it be developed?

Mr WOOLDRIDGE: That plan was just for the central area; it was not all of Perth. The plan that was developed is Perth@3.5, which is notionally around the 2050 time frame. So, we have developed a network for all of greater Perth, including the Peel region as well, which has all levels of cycling catered for. That was the most downloaded part of the long-term transport network plan, so very well received, and we are now working with local councils to go through and finalise that part of the plan over the next two years.

Mr D.C. NALDER: What we are seeing around the world is this focus on the integration of cycling as a mode of transport, and in here about this central area transport plan. Are you able to share, just for the benefit of us, where you are at in your thinking of that and how far away it is before that becomes public? Because we are seeing in other parts, like London and all of that, clearly delineated cycleways taking up whole lanes of roads being converted to cycleways to get more and more traffic coming in through cycling. How are we thinking about that and what is the approach, and how far away would that plan be?

Mr BEYER: I think the first and foremost active principle we are working from is that people who do not cycle will start to cycle if they have got actually a safe cycling environment to ride in. The clear indication and the primary reason why people do not ride is they are uncomfortable riding on roads, and particularly busy roads and especially when you get into major centres. So, already in the CBD we have got protected bike lanes—well, not quite protected but actually dedicated bike lanes on Barrack Street, and obviously the principal shared path network feeding into the CBD. Within the CBD, there is still some work we have got to do with the City of Perth to actually start to move towards the next level of definition for the cycle network which actually crosses the CBD, north-south particularly, on roads like Milligan Street or Hill Street, and things like that. We will be revisiting that, particularly now that there is some stability in the City of Perth, over the next 12 months or so and putting a proposal to the government probably next year at some stage. There is a wider set of issues, with the City of Perth Act now encompassing all the way down to UWA and

QEII, as to how we integrate that area. There are a number of things we have actually got to do as part of that inner-city transport plan, but cycling obviously will be a key part of all of that one.

Mr D.C. NALDER: What was that, next year sometime? Midyear next year?

Mr BEYER: It is probably 12 months of development work and we will get a proposal to the government and start to sort of fine-tune it from there.

Mr D.C. NALDER: We recently held that cycling day with the parliamentarians and there were some more gaps that were identified; that is, connecting the Kwinana Freeway PSP, or as you come in across the Narrows, comes up by Parliament and then stops, and then you have got Mitchell Freeway coming in—so connecting those two. Is that the sort of thing that you are looking at doing?

Mr BEYER: Yes, they are the big, complex ones, when you are trying to integrate new cycling activity into a freeway environment. We are obviously doing that in the build phase with extending the Mitchell Freeway path up to Karrinyup Road. It is being constructed at the same time as Main Roads is widening the freeway as part of smart freeways for the southbound lanes. The delivery package makes some sense. Yes, we will be tackling those more complex proposals of how you get north-south linkages up and back from the Narrows Bridge through to the Mitchell Freeway path. There, it obviously requires not just lines on maps but a fair bit of complex design work to say how do you in fact do that in a fairly space-constrained environment anyway.

Mr WOOLDRIDGE: We do have a preliminary design for that. Main Roads has done detailed surveys through there and done a preliminary design. It still needs some refinement through there, but we are working away on that. It is a medium to long-term project but obviously scoping that out so it does fit in with the environment.

Mr D.C. NALDER: If I look at Elizabeth Quay—this may have happened before some of the disciplines occurred and focusing on cycling—have we failed in the sense of we have got a PSP that comes up Riverside Drive to Elizabeth Quay on the east side and then you have to hop out on the road and go around because the cobblestones are too rough, or you can ride around over the bridge but you have got to watch out for a lot of pedestrians; it is very heavy pedestrian and it is not really ideal for thoroughfare cycling. Has that been a failure and is that something that we are now addressing through the better integrated planning on cycling?

Ms LYHNE: Just as a general comment there, obviously there are those very congested environments where there is significant competition for the space but, as a broader comment, as a part of all our future planning of cycling, NorthLink and all those projects incorporate cycling as a key component of the future. There are more challenging environments competing for space—it is challenging—but certainly planning for the future, cycling is a key component of the planning, yes.

Mr WOOLDRIDGE: I think if we are looking back at that project, one thing we did not have when Elizabeth Quay started was that long-term transport network plan for the whole of the metro area, so it was a piecemeal approach. There was the old WA bike network plan, but it did not really describe the needs. We have much more progressed in that area so when projects do come up now we can clearly demonstrate what our needs are, whether that is separated cycling facilities or shared space.

Mr D.C. NALDER: Yes. My question has been: has the process been developed, or matured, since Elizabeth Quay? If we go back to the planning, which goes back a few years, now you would not find that situation where cycling was left out of that planning process?

Mr WOOLDRIDGE: No.

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Mr BEYER: Yes. We have worked very actively with the Metropolitan Redevelopment Authority as part of Elizabeth Quay. I mean, I do not see what now is at Elizabeth Quay as a failure by any means. I think it simply reflects that sometimes you have got an opportunity, like with NorthLink and some of the outer urban major road projects, where you can create a perfect solution. In other cases we are actually having to optimise things around some difficult choices, and that requires some flexibility by motorists, for our public transport system, for our cyclists as well. I think Elizabeth Quay is exactly the same as a number of our suburban train stations where you have got PSP networks going through train stations and you cannot simply say, "Okay, we'll build a four-metre path and it's going to be separate, and if you're actually in a peloton you can go through at 40 kilometres an hour." You have to reflect that actually at some places you are going to have to slow down, and that will either require a behavioural response or it might require a more active response, where we put in some sort of slowdown facilities to get people to say you are actually in an environment where you have got people mixing and you actually have to respect that environment.

Mr D.C. NALDER: Yes, but you are doing things like updating stations like Bayswater station where you are actually separating the PSP away from the car park—it used to go through the middle of the car park—and creating its own PSP.

Mr BEYER: Yes.

Mr D.C. NALDER: I acknowledge you have to slow down. But if I look at Elizabeth Quay, there used to be a cycle path—yes, you would have to go through a couple of roads in —

Mr S.A. MILLMAN: Barrack Street Jetty.

Mr D.C. NALDER: — the Barrack Street Jetty, but you could link up the two PSPs.

Mr BEYER: Sure.

Mr D.C. NALDER: Whereas now it does not, and you put them back on the road. There is a laneway that goes through the middle of Elizabeth Quay, but it has got cobblestones. It is too rough to be able to put the bikes on. To me, I think with some proper planning you would have actually created a cycle connection through to the other PSP, through that methodology, if you had your time again. That is what I would say, particularly in that. There is an element around connectivity of our PSP network, which is the broader connectivity to communities, but then you have got the connections within communities. The CBD area is that internal where people are worried about, and I am assuming this plan that will come out next year will put a greater spotlight on that that sits within, to make sure you not only get to the CBD but you can get to where you need to in the CBD.

[10:50 am]

Ms LYHNE: That is the intention, yes.

Mr WOOLDRIDGE: Yes, so protected bike lanes are certainly what we would like to see and what the public would like to see in the CBD. That will have some impacts on probably parking, but as the city evolves to be more of a service-orientated industry, the need for parking on-street does diminish as well, so it is an opportunity to actually have a fresh look at what that cross-section is to have a better outcome for cycling as well.

Mr D.C. NALDER: So is the state still looking at end-of-trip facilities to encourage and foster that environment? Is that something that is part of the consideration for the plan?

Mr BEYER: We are doing it through the planning system. We are not doing it through proposals to government to say, "Look, there is a role for government to go and invest in an end-of-trip facility and have that as a public facility", so we have fairly significant end-of-trip facilities in public in commercial buildings in the CBD, and that, in the main, is serving the actual demand within the city.

There are, obviously, u-rails and other things for people who ride occasionally into the CBD. With big shopping centre proposals in recent years, we have actually likewise worked with the developers to actually build in end-of-trip facilities as part of their expansion of their shopping centres. So it is really a way of how we can actually get the private sector to deliver those as part of a commercial development, rather than the government sort of necessarily saying, "Look, hang on; we think there is a demand for a public facility in the middle of the CBD or elsewhere to cater for those that might want to ride in occasionally."

Mr S.A. MILLMAN: My question was further to that. Just in terms of those end-of-trip facilities, is there a role for government to play in promoting facilities that are provided by the private sector? Is that possible? Is it possible for government to promote those facilities that are provided by the private sector, or are they exclusive use?

Mr BEYER: Well, we promote them to the extent of encouraging the private sector to provide them, to the extent that there needs to be; is there a public website around to say where they are? In the main, the difficulty is that they are available for the tenants of buildings rather than for occasional use. So where we are wanting to cater for the general public is really working with the local authorities to actually provide some sort of way of securing your bike when you actually come into the city, whether it is on a u-rail or some type of other facility.

Mr S.A. MILLMAN: In terms of the difference of opinion between Mr Beyer and Mr Nalder on Elizabeth Quay, and whether or not you go around or you go through, Mr Wooldridge, in terms of the formulation of your plan, how effective is the public input aspect of that? Is there a consultation process? Is it advertised, and is it advertised through local councils as well, because a lot of cyclists go to their local councils for advice?

Mr WOOLDRIDGE: Yes, it goes through a number of phases. So the long-term plan that went out in 2016 had a consultation process, so we had feedback there. The next stage, where we go local government by local government area, again, we work with the local council and we work with the community, so we are drilling down at a more local level. There are multiple aspects where the public have an opportunity to get engaged. We still need to do a bit more work to actually get more public involved in that conversation, but certainly we do work at all levels across the community.

Mrs L.M. O'MALLEY: I would quite like to pick up on that issue at the local government level. We are able to identify greater connectiveness and greater health outcomes in our local communities when we get out and get active. In that, I see the local government plays an incredibly important role, and I guess I would like to understand a little bit more what the interplay is between what we are seeking here with this report outcome and what has been evidenced at the local government level. It may be something you will need to take away and get some more detailed information for us on, but I am interested in things like the development of those local bike networks and pathways at the local government level, boulevards, and give us a little bit more information on that.

Mr WOOLDRIDGE: Yes. If we look at the safe active streets, the bike boulevards, there was a pilot program three years ago that has now evolved to be in a very good place. With those, we work very closely with the local community and the local council, so it is basically in people's front yards. We have three projects under construction at the moment, and others are well and truly in the planning phase. With that, we do develop a map which basically indicates where the local facilities are, so we try to encourage people, "There is an opportunity to actually get out of your car for those shorter trips or the medium trips", whether it be the library or the town centre, in a safer environment. We are finding people are actually cycling on the road more now than on the footpath, so that has freed up the footpath space for the pedestrians, which is a great outcome. Kids are playing out in the street again, which we probably have not seen since the 1960s or 1970s. So we are seeing some

fantastic outcomes. We are still early days, but the activation part of the projects is key as well. If we look back five years ago, we are just going, “Build the infrastructure and hope that people use it.” Now we are actively doing a lot more promotion to say, “Here’s your local infrastructure and amenity; here’s how you can use it”, and actually encourage people to give it a try, and people who try it as recreation first can actually migrate on to commuting as well, so there are multiple benefits.

We are also working quite closely with people like the Heart Foundation and the LiveLighter campaign, so we are tapping into various sources to actually get that activation and get people more active out there as well.

Mrs L.M. O’MALLEY: Just to follow on from that, as far as the local government’s role in that, how do you gather the data as to how much engagement you are getting in your local governments and what they are doing on the ground to support?

Mr WOOLDRIDGE: Most of the local councils in Perth are very active in the cycling space, so they are very keen to update their bike plans. We probably have about five or six of those being reviewed at any given time, but as we go through that longer process where we get the agreed state local government plan, that will be our plan long-term going forward. That will remove some of that every five years, “Let us go and review the plan”, so we have an ultimate plan. And then we basically work through with them and work out where the priorities are for their high-priority projects, and gain agreement for a five-year program to roll out their plan. Some of that will involve seeking grants from state government; some of that will be just funded purely by local government, or they can seek other funding through the federal government or other parties as well.

We do encourage them to pick the strategic links—so, where we get the most benefits, get more people cycling, particularly connecting to the PSP network, town centres and employment et cetera. That is where our key focus is. So we are getting the longer links and better outcomes.

Mr V.A. CATANIA: You mentioned at the start how your budget has increased. How much has it increased, and from what period has it increased?

Ms LYHNE: Overall, over the forward estimates, it is now a budget of \$134 million. Steve, you might just go into a bit more detail about where it has come from and where it is now?

Mr BEYER: In 2011–12, we had, in DOT, \$2.66 million per year, which was funding for about \$1 million for our principal shared path investment, and the balance split across grants to metropolitan local councils and regional councils—\$2.66 million—and then Main Roads had some major project investments. So where things like Forrest Highway was built, there would be a PSP built, but occasionally, it depended on major projects. We have gone now to \$134 million over four years within our portfolio.

Mr V.A. CATANIA: Gone from what year? So is that the 2017–18 year onwards?

Mr BEYER: Sorry; \$134 million is the four-year forward estimates number. That is over the four-year investment. We have \$20 million per year for the PSP network compared with the \$1 million back in 2011–12. We are moving towards a program of \$5 million per year for local government investment for bike grants, and we have a rolling program of \$3 million a year for the bike boulevards program and then, on top of that, the major projects that Main Roads have.

Mr V.A. CATANIA: In terms of Metronet and the networks that are going to be built there, are you providing any bike networks to the Metronet network?

Mr BEYER: It is a key part of the Metronet planning to how you connect local networks into those station facilities, and then the investment will become evident as the project development plans for Metronet are actually finalised.

Mr V.A. CATANIA: So the \$134 million includes the planning for cycle paths for Metronet; is that correct?

Mr WOOLDRIDGE: The \$134 million is basically the capital expenditure on projects, so the planning is a separate —

Mr V.A. CATANIA: Including Metronet?

Mr WOOLDRIDGE: No. The Metronets are future. We have people working closely with the Metronet team to actually make sure the cycle networks are built around those station precincts, but the funding may come from other sources either within Metronet or beyond Metronet as well.

Mr D.C. NALDER: With NorthLink, which has a PSP going up to Ellenbrook–Muckea, do the numbers you talk about include that PSP, or is that PSP included in the road budget?

Mr WOOLDRIDGE: No. Part of the \$134 million does include the cycle network within major projects like NorthLink, so for NorthLink, that was over about a three-year period. Obviously, stage 1 was opened up on the weekend, and I rode that this morning.

Mr D.C. NALDER: Stage 1 is open? The PSP is?

Mr WOOLDRIDGE: Yes, five or six kilometres of PSP is now open, and I have seen some good cyclists out there this morning, so it is getting some growth.

Mr D.C. NALDER: That gets you out to Ellenbrook?

Mr WOOLDRIDGE: No; to Benara Road. Stage 2 is Ellenbrook, which is about the middle of next year.

Mr D.C. NALDER: That is right.

Mr V.A. CATANIA: With this \$134 million over the next four years, or estimates, that policy has been driven by this government, by the minister; is that right?

Mr D.C. NALDER: No. NorthLink comes off what we put in.

Ms LYHNE: Yes, it is a program of capital works to develop the PSP to fill the gaps that I mentioned earlier and others. So it is a program of capital works.

Mr V.A. CATANIA: So when was that program established?

Mr WOOLDRIDGE: If you go back in time, year 2000, when Main Roads started including, as a mandatory exercise, if they are building a major project like a freeway or NorthLink, a PSP as part of that project. That has been in place for 18 years now. It is well and truly understood, and it is working very well.

Mr V.A. CATANIA: So this funding is new funding that has come onstream over the next four years?

Mr D.C. NALDER: NorthLink funding has been there from the previous administration—NorthLink PSP.

Mr V.A. CATANIA: But not the \$134 million, is it?

Mr D.C. NALDER: Yes, that is —

Mr WOOLDRIDGE: There has been a significant increase in our principal shared path funding. We did have \$7.34 million previously. We are now \$23 million a year for the next two years.

Mr V.A. CATANIA: Sorry; I just want to get this right. The \$134 million is from this budget that has just been handed down onwards; is that correct?

Mr WOOLDRIDGE: Yes; that is the next four years.

Mr BEYER: Four years.

Ms LYHNE: Yes, that is right.

Mr D.C. NALDER: But it includes some infrastructure projects that the previous administration put in place, like NorthLink, and so the PSP funding is in that \$134 million for NorthLink, which comes from the previous administration.

Mr BEYER: Yes, the member is correct. I made a reference point of 2011–12 was a base of \$2.66 million, plus some occasional major project investment by Main Roads. That was the base, but there has been a progressive increase in funding over those years to the current government then coming in with an election commitment to step up the amount of funding available for the PSP network, as Craig has mentioned, as well as for grants and for the bike boulevards program.

The CHAIRMAN: In regards to the PSP and the local government involvement, there is a difference in quality of the one that you are having more control over and the one that local governments have control over. What do we do to try to improve the standards of local government control?

Mr BEYER: Let us firstly work back. Just reiterating what Craig was saying, part of the problem that came out of the Auditor General thing was there was a bit of a disconnect between what local government was trying to achieve and what state government was wanting to achieve. Firstly, before local government gets funding, it has to actually have a good integrated bike plan, not just for that local government area, but more widely, as to how it integrates with adjoining local governments, and then we will consider applications for longer lengths of path rather than just itty-bitty bits of path which end up showing some disconnections.

Peter can provide a bit more detail in terms of the advice Main Roads have been providing to local government from the point of view of engineering standards, but we are working down from a hierarchy within our future network where the PSPs will always be where the larger investment goes, because it involves structures like bridges across to provide full continuity, they are wider paths—effectively it is the bike freeway in most cases. Then we are moving down to a secondary network, which is the major parts of the local network, feeding in down to local roads, and then some of the bike boulevards as well. That is our model to actually get network connectivity and increasingly trying to work towards getting some more dedicated facilities for cycling. Pete, do you want to cover the engineering side of things?

[11.03 am]

Mr SEWELL: We work with most of the local governments in terms of ensuring standards, and they try to adapt, where possible, our standards. Our standards are quite high, and we do not want to impart all those standards on them, because it is not cost effective, but we try to marry it in as best as possible.

We are doing three sections this year. Talking to Cottesloe and Claremont, with those two links between Jarrad Street and Victoria Street station being built, we will go to tender next week or the week after. Mitchell Freeway southbound from Hutton through to Glendalough rail station, including a bridge over Scarborough Beach Road, which is I think part of the previous government's commitment anyway, starts in the next few months as well. So we are linking with those local governments associated with those legs to make sure that they are comfortable with how it is being done.

One further point is that Main Roads does a fair bit of work in the community perceptions area. Since 2015, where we had a score of sort of 75 out of 100, we have now gone to 91 from the community point of view. So we are steadily moving up and getting acceptance of what we are trying to do in the network, so that is a positive sign from both governments, from my view.

The CHAIRMAN: Does the department have reliable data on the status or the conditions of the 3 000 kilometres of recreational shared paths provided by local government authorities?

Mr WOOLDRIDGE: No, local governments are responsible for maintaining that network, so that is purely a local government responsibility. We do encourage them to keep it up to a good standard. When they put in for Perth bike network grants or regional grants, they do specify the width and the type of material used, so if they do not provide a wide enough width, we will go back to them and ask them to provide a wider width. Basically, if it is a good width, they will score more highly than one that is narrow. So we do influence outcomes.

The CHAIRMAN: That is an interesting answer, because I have that problem when we look at what is under local government control, what is under Main Roads, et cetera. It is quite unsatisfactory, though, if the local government is not maintaining to a certain status.

Mr WOOLDRIDGE: Yes.

The CHAIRMAN: So as the Department of Transport, what are you doing to ensure local government authorities are maintaining the bike paths to a suitable standard?

Mr WOOLDRIDGE: Well, with the ones that we do fund within our grant agreement, that specifies that they need to maintain the path in an ongoing manner beyond the initial instruction, but given it is a local government asset, our level of control to actually ensure that does happen is quite limited.

Ms LYHNE: I guess it is also linked to the data collection, which was a recommendation of the Auditor General, and all the people reporting things that are not as they should be, or incidents. I do not know whether Craig or Steve might just want to talk a little bit about what we are doing to improve that information flow, which would be a good source of that information.

Mr D.C. NALDER: Just on that, there are two different definitions. So we have a PSP, and I have a map of the PSPs in front of me, and I remember touching on this just before I left. You have these other shared paths, like the one that follows Canning River out to Roe Highway or beyond, through to Gosnells and so forth, but they are not a PSP. They are called something else.

Mr WOOLDRIDGE: Recreational shared path.

Mr BEYER: RSP.

Mr D.C. NALDER: RSP, yes, and I think that is where some of this falls down, because they are not really just within the local community; they are actually major thoroughfares. Why is it on Canning River—I have used that as an example—that you ride out there and all of a sudden you are going across a bridge that is only about three or four feet wide, and then you are thrown on a road, and then you ride a couple of hundred metres and you get on to a cement path that is not kept, it goes through some bush, and then you hop back on to a PSP standard red bitumen. Then you are forced across Nicholson Road and whatever the other street is to get back on to a path where all the tree roots are lifting things up this high, and so forth, which is not really convenient for riding. That is just some of those which fall outside your ambit, but in reality, they are thoroughfares that possibly should fall within, because they potentially sit in the river reserve or somewhere like that.

Mr WOOLDRIDGE: Yes, still in local government control, but we find that most of those ones along the river now are strategic links, so rather than putting “PSP”—the public does not understand what a PSP or RSP is anyway; for all intents and purposes they look the same—it is a strategic link. Who maintains that strategic link depends on who owns the land, whether it be Main Roads, along the freeways and railways. The rest is local government.

The CHAIRMAN: True, but the Auditor General's report talks about data collection, et cetera. Does it really matter whose responsibility it is? Can you not collect the data?

Mr WOOLDRIDGE: We do. We work very closely with local government, so there are a number of counters that are actually on the local government network. We funded quite a lot of those with the Perth bike network grants. Basically, the agreement is that a counter gets put in there, the council maintains that counter once it has been put in, but the data comes to DoT, and we have one central source for all that data.

Mr D.C. NALDER: On these RSPs, there are these gaps at the moment, similar to PSP.

Mr WOOLDRIDGE: Yes.

Mr D.C. NALDER: Are you collating that?

Mr WOOLDRIDGE: We actually encourage the councils to fill in those gaps, and a good example is the link out on West Swan Road and Gnangara Road to Ellenbrook. For probably the best part of a decade, the path stopped well short of Ellenbrook. In the last two years they have built along West Swan Road and they are now building along Gnangara Road. We are actually targeting councils to say that where there is a strategic link missing, we will work with you and encourage you to put your application in for a Perth bike network grant to make sure the critical links of the network are built. Some do have environmental constraints and so forth, which will take a bit longer to work through, but we are certainly targeting that. For the work over the next two years, we are engaged with each of the councils. We will certainly target the high priorities that come out of that, so they can then target their applications for future grants as well.

Mr S.A. MILLMAN: It seems to me that there is an opportunity for the Department of Transport to leverage the money that it provides to the local councils in order to encourage better behaviour from the local councils in, (a) building the paths, (b) maintaining the paths, and (c) supplying you with the data that you need to make sure that the network is up to standard. Do you agree with that proposition; and, if you do, what can you do to implement it?

Mr WOOLDRIDGE: Data for cycling is a worldwide problem. On the roads you will generally have signals or counters that can collect that data. From a cycling point of view, all you have really is a counter on the path. They are \$15 000 apiece to install, so you cannot put them everywhere. So you have limitations on a local network. As we progress into the future with things like phone trace data, we will be able to separate the cyclists and pedestrian et cetera. It is not possible at the moment, but there are potential options to actually get better data so that we can understand the usage a lot better and work out where is a missing use and where we have picked up use. So for the Mitchell Freeway, for example, we are looking at more innovative methods with phone trace data track. For instance, where people are using their routes at the moment and, once the new path goes in, whether that has changed. We will pick up the data from where people start to where they finish so that we better understand people's travel patterns.

Mr D.C. NALDER: Is that Strava or something like that?

Mr WOOLDRIDGE: No, it is just phone trace data, so it is just from mobile phones.

Mr BEYER: Craig has talked about usage. I think part of your question was also about asset condition.

Mr S.A. MILLMAN: Precisely, and money for that.

Mr BEYER: Yes. We are doing some work at the moment to digitise the entire cycling network, including the local network. Having a whole bunch of hard copy plans that people scribble notes on is actually not particularly useful. Digitising it means that we can also then make it available to the public through either a web portal or an app portal. The public can then inform us about where we

have some issues. I mean, all networks decay over time. Main Roads, as an asset owner, and obviously in working with local government, actually has a lot of experience in this space. Part of it is having some top down viewpoints. Part of it is around whether the member and I actually go cycling—not together necessarily, but we could; we have cycled together—and where we can provide information. We want a range of sources of information about how we can come back, and the best way for us is if we can digitise the entire network and then have a tool to actually capture that sort of information about declining asset condition. A lot of our money goes into new links rather than repairing old links. For instance, on the South Perth foreshore there has been an old RSP network, which is really a legacy network we inherited over time, and where there is pressure to separate where people want to walk and where people want to cycle, so they become largely two parallel networks. We are really trying to move away from that artificial distinction between a PSP and an RSP, and a something else P, or whatever, to simply saying: let us talk about primary routes and secondary routes, and then we will think about who is the responsible asset owner, and where the investment goes to actually achieve that.

Mr S.A. MILLMAN: I am just looking at local councils. I know you have mentioned Claremont, Cottesloe and South Perth. I mean, these are relatively prosperous local councils with good lines of income. They manage to take some accountability for making sure that they spend the money to maintain their part of the network.

Mr BEYER: Yes.

Mrs L.M. O'MALLEY: On the data collection and funding, can I clarify that the data collection is somehow linked to the funding? You have talked about the local governments that are currently accessing funding and you obviously have a lot more involvement and opportunity for data collection there, but what about the others that are not being funded?

Mr WOOLDRIDGE: Are you talking about the missing links?

Mrs L.M. O'MALLEY: Yes.

Mr WOOLDRIDGE: Okay. I will start with the ones that have been funded, such as the Safety Bay Road connection to the train station. As part of that grant to the City of Rockingham we put in a counter, so we can actually pick up what the usage change is out there. For the areas that are missing a link the council can do manual counts to see where people are travelling at the moment. There are options there, and in surveys as well—you can actually stop a cyclist and ask them questions. That is an area DoT is starting to get into as well. The counter information gives you some basic information, but really you need that behavioural information as well to understand why people are cycling or are not cycling. It is much harder than car-based traffic, where basically travelling from point A to point B on a bitumen road is quite easy, whereas cyclists can take multiple options—whether they feel comfortable cycling on a road or not, what route they would like to take and where they want to stop. So it is a matter of collecting information over the coming years.

Mrs L.M. O'MALLEY: Do you have the same leverage and ability with the local governments that are not currently accessing funding?

Mr WOOLDRIDGE: We do encourage all the councils, so we are actively working with the Perth councils. We are very active in the regional areas now as well. We are starting regionally with the largest areas in the south west of the state, to do the long-term planning and to work with them. So we are basically always available for councils, but we are also quite proactive as well—we go to the councils and work with them.

Ms LYHNE: I think also the point that Mr Beyer raised was that as we digitise the network and we give the consumer more ability to provide information, in a sense, it is not as much about leveraging

Transcript of hearing with the Department of Transport and Main Roads

the local government but about getting people actively involved in reporting, which then gives us more information to go out and then use whatever leverage we might have to improve it. So I think that is the key; that is right.

Mrs L.M. O'MALLEY: Potentially, also putting that onus and power back in the hands of the consumer as well.

Ms LYHNE: They are the people who know what is going on out there. Not everybody is a cyclist.

Mrs L.M. O'MALLEY: Regarding opportunities to collect data on past condition, what mechanisms are currently in place for that?

Mr WOOLDRIDGE: We have a hazard reporting application. It is fairly old, so it is a desktop-type application. It is not map-based, so we are actually working towards a map-based solution in the future. We basically realised that just getting on a computer and typing in where a hazard is is not the most ideal solution, so there is an opportunity to improve that as we go forward. That basically gets automatically reported to each of the councils; if they put their application in at the moment on the desktop version, it will automatically go to the relevant asset owner for their action.

Mr D.C. NALDER: Just looking at the consultation process, you are doing this planning, particularly focused on the CBD. When I was minister I witnessed the consultation, and I believed it was fantastic. I am just making sure that that is still occurring—that you are hooked into WestCycle and BWA and ensuring that you are getting the appropriate feedback from the cycling groups and the appropriate cycling groups.

Mr WOOLDRIDGE: Yes, that has progressed. At the start of last year we changed the governance a little. Before, we had an implementation reference group that did operational and strategic. We now have two groups—one doing strategic and one doing operational—so we are covering all aspects of cycling. WestCycle is on there, as is Bicycling WA, the RAC, local government, the Western Australian Local Government Association, professional bodies and government departments. We have things very well covered in that space. Engagement is a key for moving forward, and we will continue that.

Mr D.C. NALDER: Okay. Just looking at extending that into the cycle boulevards, and just earlier in reference to some of Lisa's questioning, you talked about the three trial programs—there were three different programs to test which one would work better. Could you describe those three? Do we have a sense of how they are tracking and whether one is a favoured approach? We must be at a point where we know.

Mr WOOLDRIDGE: Yes, so Vincent is our stage 2—that is under construction at the moment. We have before and afters for stage 1, and that is the information I was referencing before, where we are getting more people cycling on the road, people playing in the streets, et cetera.

Mr D.C. NALDER: Can you describe the difference between the different projects?

Mr WOOLDRIDGE: Yes, so the Vincent project is basically—we keep the kerb line with all of the projects; the kerb line does not change, but we redefine the space. We formalise the parking. With the Vincent project, we have parking clearly defined. It swaps sides of the road every 100 metres or so, so it has a lateral shift, and a slow point at that given point as well—raised plateaus at the intersections—so we are basically getting speeds down to about 30 kilometres an hour. The first stage was probably a little too wide. The next iteration was Bayswater. It was a similar theme to the Vincent one, but we have made that a bit narrower. The after study for that is ongoing at the moment. The Belmont project is quite different again, being medium density. The impact on parking there was a significant concern, so we basically kept the wide road. We have a series of slow

points where the cyclist can actually bypass the slow point, and then basically it is still a fairly wide road other than that.

So there are three quite different examples. There are other examples being developed with the other councils as well, so we are not saying that we have one solution and one solution only. It needs to accommodate the given conditions of the local council, and there are constraints. For example, parking may not be an issue in some locations and you can do something quite different.

Mr D.C. NALDER: So it is not necessarily that there will be a favoured outcome moving forward from these three trials; it is likely that there is a combination that you will be taking forward?

Mr WOOLDRIDGE: Yes. We expect that there will be probably about five or six different solutions that will be applicable across Perth. That information is being supplied nationally as well. We had a national workshop last year—we brought everyone to Perth and shared information on what is happening around Australia. What is being done in WA is seen as nation-leading. We are working with Cycling and Walking Australia and New Zealand, which is a new group made up of state and territory agencies, the federal government, local governments and advocacy groups, which had its first meeting in May. We are basically having a much more coordinated approach across the nation as well.

Mr D.C. NALDER: When this first started, some of the pushback was around slowing street speeds down to 30 kays an hour. There was pushback going, “Rah, rah, rah.” I was of the view at the time, and I think we were generally, that once they realised that quieter streets were actually better for the community, people would actually be attracted to quieter streets. Is that occurring at all? Has there been a change in attitudes?

Mr WOOLDRIDGE: In most locations. I suppose when we first started we did not have an example that people could actually go and view, but now we have examples that people can understand and can see. This is a great benefit to their community and house prices will generally lift, based on overseas experience, so we are seeing the benefits there. Within two years we would expect the program to be normalised. We are now seeing councils warming to the schemes as well, whereas before, when it first started, it was quite difficult in the first 12 months. We have an ongoing funding program which, also helps the cause as well. This is certainly being seen as beneficial to the local streets, and we are actually seeing community groups, like the Five group in Nedlands, who are basically being the champions for the project. It is not just DoT pushing an agenda out there; it is community-led in most cases now as well.

Mr S.A. MILLMAN: What is the response from local councils to that? When you say, “We want to lower the speed limit on Clifton Crescent down to 40 kilometres an hour in order to improve accessibility”, and all the rest of it, how does the local council respond?

Mr WOOLDRIDGE: Okay. Each council obviously has slightly different approaches, but it is not just a matter of putting a sign on the road and saying it is 40 kays an hour. You need to change the environment to actually get those speeds down. The bike boulevards or safe active street program actually re-engineers the road to get those speeds down. Otherwise, we are just living in hope that people obey the sign, which they generally do not; they basically follow the environment of the road.

Mr D.C. NALDER: Just on that, when we first started, there was a worry about whether we would be able to get local councils to support it. Therefore, we focused on a couple of the more proactive councils, like Vincent and so forth. But from what you said earlier, it sounds like more are coming on board now.

Transcript of hearing with the Department of Transport and Main Roads

Mr WOOLDRIDGE: Yes, so we have Nedlands on board—that goes to council in the next week or so—Melville, we are working on a street in Kalgoorlie, and there is Bassendean, so we have quite a spread around the metro area. Wanneroo is also keen—a street up in Kingsway.

The CHAIRMAN: What about south-east metro? Anything down that way? All I hear is the western suburbs.

Mr D.C. NALDER: That was not western; that was northern.

Mrs L.M. O'MALLEY: We are not western.

The CHAIRMAN: Inner city. Bayswater is inner city.

Mr WOOLDRIDGE: I suppose the initial focus has been that inner middle city, where you have the most ability to grow numbers, but there is no reason why it could not be elsewhere. We have also had discussions down in the greater Bunbury area with developers who are keen to have a look at that approach for new greenfield locations. That is really where we need to be, so that we are not going back and retrofitting suburbs in the future, but we are actually getting it built right in the first place.

The CHAIRMAN: It is interesting, though, because a lot of it is western suburbs and inner city, without a doubt, but all of these western suburbs' cyclists came out my way on the weekend. It is interesting.

Do we have any other questions?

Mr D.C. NALDER: I just look forward to seeing that central plan for Perth next year.

The CHAIRMAN: Thank you for appearing before the committee today and providing evidence. We will forward a copy of this hearing to you for correction of transcript errors. Please make these corrections and return the transcript within 10 working days of receipt. If the transcript is not returned within this period, it will be deemed to be correct. New material cannot be introduced by these corrections and the sense of your evidence cannot be altered. Should you wish to provide additional information or elaborate on particular points, please include a supplementary submission for the committee's consideration when you return your corrected transcript of evidence. We may have some follow-up questions as well. Once again, thank you very much.

Mr SEWELL: Thank you.

Hearing concluded at 11.22 am

Appendix Three

Letter from the Department of Transport



Department of Transport
Main Roads Western Australia
Public Transport Authority

PUBLIC ACCOUNTS COMMITTEE

TRANSPORT PORTFOLIO

**OFFICE OF THE AUDITOR GENERAL 2015 REPORT INTO SAFE AND VIABLE
CYCLING IN THE PERTH METROPOLITAN AREA**

The Transport Portfolio received a number of further questions following the Public Accounts Committee Hearing on Wednesday 13 June 2018.

I have approved the attached responses for consideration.

A handwritten signature in blue ink, appearing to read 'Nina Lyhne'.

Nina Lyhne
A/Director General

6 / 7 / 2018



PUBLIC ACCOUNTS COMMITTEE

2015 SAFE AND VIABLE CYCLING IN THE PERTH METROPOLITAN AREA

FURTHER QUESTIONS

The Committee asked:

1. The audit report [p.13] found that 48 per cent of the PSP network is complete. How much of the PSP network, in percentage terms, is now complete?

Answer:

At 30 June 2018, 65 per cent of the PSP network within a 15 km radius of the Perth CBD was completed. DoT does not have a ready basis for comparison of the wider PSP network with the 2015 Audit due to significant new projects being added to the network.

- a. Does the WABN Annual Progress Report quantify how much of the PSP network has been completed, both in actual kilometres and percentage terms?

Answer:

No.

- i. If not, why not?

Answer:

The report sets out what projects have recently been completed and the forward program in terms of projects that have committed funding.

2. The WABN Annual Progress Report [p. 9] lists the PSP projects that have been completed over the last four years. It also shows a map outlining each project for which funding has been committed out to 2022 [p. 10] and their expected year of completion. Is there any reason why the department has opted against reporting the status of each PSP project against its original budgeted cost and forecast completion date?

Answer:

Due to the nature of PSP construction projects, accurate costs are not available until the detailed designs are complete. The PSP map is designed to provide information to the public and relevant stakeholders on preliminary estimated costs and completion dates. Highlighting the changes in estimated costs and timelines from previous years does not provide a meaningful comparison.

3. How much funding is currently committed out to 2022 for expanding the PSP network and how much of the network will be completed under this allocation?

Answer:

\$67.04 million is currently committed for PSP projects up to the end of 2021-22. This will practically complete the major PSPs within 15 km along the Mitchell and Kwinana Freeways and the Fremantle and Midland rail lines. Along the Armadale rail line, there will be a PSP equivalent path, as a PSP in the rail reserve is cost prohibitive in the short to medium-term due to steep batter slopes.

- a. Does this include all PSPs within 15 km of the CBD?

Answer:

There are three small gaps towards the fringe of the 15 km radial network from the CBD on the Mitchell Freeway, and Armadale and Fremantle rail lines that will require funding past 2021-22.

4. How much of this funding is ring-fenced for maintenance of pre-existing PSPs as opposed to construction of new sections?

Answer:

The PSP funding for the retrofitting program is for construction of new PSPs. Once constructed they become assets of Main Roads WA. Main Roads then maintains existing PSPs from an internal maintenance budget. The annual cost for routine and periodic maintenance of the PSPs over the past two years has been approximately \$700,000.

5. The audit report [p. 28] found there was no business case to support the original WABN Plan. Is this correct?

Answer:

Yes

- a. If yes, was the department required to prepare a business case in accordance with Treasury's Strategic Asset Management Framework?

Answer:

All WABN programs require an annual funding submission to Treasury and are included in DoT's Strategic Asset Management Framework. A specific business case was developed for the Mitchell Freeway (Glendalough to Hutton Street) PSP project. In addition to the business case, a retrospective assessment of the value of the PSP investment was undertaken in 2016.

Appendix Three

- b. Since the audit report, has the department prepared a new or revised business case that provides an accurate estimate of the total cost of completing the remainder of the PSP network in accordance with the WABN Plan?

Answer:

No. The funding commitment to 2022 practically completes the PSP network along the radial freeways and rail lines within a 15 km radius of the CBD.

The Department of Transport (DoT) is currently developing the priority PSP projects for the outer years (2022-2031) which will include indicative costs (mostly based on feasibility assessments), prioritisation and staging for the remaining sections outlined within the WABN Plan.

- i. If so, what is the total estimated cost?

Answer:

Not applicable.

6. The audit report [p. 14] listed \$93 million worth of unfunded infrastructure works across four sites, including a \$50 million refurbishment of the shared Recreational Shared Path across the Swan River Causeway. Do all four of those projects listed in the audit report now have funding committed?

Answer:

The new crossing to replace the existing Causeway recreational shared path does not currently have any committed funding. The feasibility work has been completed which estimates the cost to be \$54 million.

The Glendalough Station to Hutton Street section of the Mitchell Freeway PSP has committed funding of \$19 million. The Cranford Avenue crossing along the Kwinana Freeway PSP has partial funding committed. The total estimated cost for this project is \$15 million, of which \$10.58 million is currently committed in the 2020-21 and 2021-22 financial years.

A new Swan River crossing on the Midland rail line PSP does not currently have any committed funding; however, there is an upgrade of the path on either side of the existing Guildford Road traffic bridge (that has a shared path) as a medium-term solution. Some concept planning has been undertaken with estimated costs at \$15.8 million.

7. How do the transport portfolio agencies determine which PSP projects get priority?

Answer:

In January 2012, DoT commissioned an independent prioritisation on the missing links of the PSP network within 15 km of the CBD. This has underpinned DoT's advice to the Government on project delivery up until 2021-22. This followed a multi criteria analysis approach giving weights to constructability, severance, safety, environment, school and stations, catchment and potential increase in demand.

Letter from the Department of Transport

DoT will be undertaking a similar process to prioritise PSP projects for construction post 2021-22, with work scheduled to commence on this in 2018-19.

8. The audit report [p. 7] found that of the \$100 million spent on the PSP network in the 10 years to 2014, only \$20.3 million was spent on 'priority routes'. Why was such a small proportion spent on priority routes during this period?

Answer:

The \$100 million spent on the PSP network includes funding from Main Roads major projects for new PSPs as well as from DoT for the PSP retrofitting program (ie within the existing railway and freeway reserves). \$20.3 million was the amount allocated to DoT for the PSP retrofitting program which allows a targeted approach to priority routes within 15 km of the CBD.

- a. Where was the balance of this \$100 million spent?

Answer:

\$79.7 million was spent on PSPs in Main Roads' major road projects.

9. What processes are in place to ensure that a larger portion of allocated funding goes to priority routes in future?

Answer:

DoT's PSP retrofitting program and the PSP program within Main Roads' major projects are derived from different funding sources. Funding which is earmarked for the delivery of PSPs within a Main Roads' major project cannot be transferred to DoT for the purpose of funding the priority routes within the PSP retrofitting program.

It is also important to note that the priority and programming of the delivery of Main Roads major projects which would include PSPs is not formulated on whether it lies along a PSP priority route; however, all are identified PSP routes in the WABN.

DoT provides advice to the Government on the timing and funding required for the delivery of the priority routes outlined within the WABN Plan through the PSP retrofitting program. This is done by way of funding submissions to Treasury and ministerial briefing notes. The Government then determines what funding allocation will be provided to DoT for the PSP retrofitting program and DoT programs the delivery with Main Roads based on the committed funding.

10. Can you provide an update on the development of cycling routes through the CBD?

Answer:

DoT has recently appointed a transport consultant to commence the local government consultation for the long-term WABN Plan. Due to the development of the CBD Transport Plan commencing imminently, the City of Perth will be the first local government approached to discuss the long-term cycle WABN Plan. This information will then inform the CBD Transport Plan and the City of Perth Transport Plan.

Appendix Three

In addition to this, DoT has been progressing the concept design for an iconic veloway to connect the Mitchell and Kwinana Freeways in front of Parliament House through the city. This key piece of cycling infrastructure is included in an Infrastructure Australia funding submission for Smart Freeways.

- a. How many dedicated cycling paths have been added in the CBD since the audit report was tabled?

Answer:

- Roe Street PSP was constructed between Lake Street and Thomas Street on the northern side of the railway (approximately 1.1 km).
- Barrack Street bike lanes were completed between Riverside Drive and Wellington Street (approximately 760 m).
- Wellington Street Copenhagen style lane between the Perth Arena and Yagan Square (approximately 440 m) was completed.
- Murray Street head start boxes have been completed.

11. What processes does the department use to evaluate the effectiveness of PBN and RBN grants?

Answer:

The effectiveness of these grants programs has traditionally been measured by the number of kilometres added and the network connectivity achieved. However, in more recent years, permanent bike counters have been installed to measure cycling numbers on some routes. The data from these counters is analysed and provided within the annual counting and monitoring report. These have mainly been within the PBN to date.

In addition, DoT is reviewing the local government authority grant agreement contracts to improve monitoring and evaluation requirements of the projects funded within the grants. This data will be analysed to evaluate the overall effectiveness of the grant program.

- a. Are the Transport and Local Government ministers directly briefed on the outcomes of these evaluations?

Answer:

The Minister for Transport is briefed on the level of cycling infrastructure delivered within the PBN and RBN programs each year as well as information on the counting and monitoring of cyclists. DoT has not briefed the Minister for Local Government.

12. In the audit report [p. 10], the department confirmed it would establish an ‘innovations review panel’ to encourage innovative ideas to promote greater participation in cycling. Who is on this panel?

Answer:

An alternative approach to an ‘innovations review panel’ has been established by DoT. The process was refined post the audit with the following processes being put in place to encourage innovative ideas to promote greater participation in cycling:

- Working groups for each Safe Active Streets project to enable innovative options to be developed and implemented with before and after studies.
- Peer Review Panels for the Safe Active Streets projects. This provides an independent safety review of the options developed, along with the development of alternative options. The panels consist of three private sector transport, traffic engineering and road safety experts and has proven to be highly effective.
- The WABN Operations Reference Group was established in mid-2017 to enable key stakeholders to put forward and discuss options, including innovative ideas. This group meets three times per year.
- Other innovations are internally generated such as the shared path speed hump trial.

Various Safe Active Streets innovations have been implemented in the first three demonstration projects, with further options developed for projects that will be funded over 2018-19 and 2019-20. Innovation will continue for the program in an ongoing way for new projects.

The shared path speed hump trial has progressed through two off line trials and a proposal for a live trial is being developed.

- a. How often has the panel met?

Answer:

Not applicable.

- b. Has the department implemented any panel recommendations?

Answer:

Not applicable.

- i. What were these recommendations?

Answer:

Not applicable.

Appendix Three

13. The audit report [p. 22] referred to the South Australian government's interactive [Cycle Instead Journey Planner](#). Has the review panel, or the department, been in contact with anyone in South Australia to find out how effective this initiative has been?

Answer:

The WABN Implementation Group has placed the development of a journey planner as a low priority compared to other key actions in the WABN. The focus up until 2018 has been the development of the PSP program, improvements to the PBN and RBN grants programs and the development of the Safe Active Streets program. The development of the journey planner is progressing in stages, with the initial phase being the capturing of data for the baseline available cycling network for Greater Perth.

The need for a national approach to cycling was recently recognised with the formation of Cycling and Walking Australia and New Zealand (CWANZ), which is Chaired by DoT. One of the objectives of CWANZ is to harmonise approaches across Australia and New Zealand to maximise the outcomes for the community. CWANZ first met in May 2018, and will progress a range of actions over the coming year, including sharing of information on applications that could be utilised nationally and in New Zealand.


- a. Is the department contemplating something similar for the Perth metropolitan area?

Answer:

Yes, DoT is in the early stages of developing a multi modal travel planner.

Appendix Four

July 2017 Status Update by the Department of Transport

 Department of Transport

SAFE AND VIABLE CYCLING IN THE METROPOLITAN AREA

Office of the Auditor General Report

Status of ten transport portfolio actions to address OAG findings

In 2015, the Office of the Auditor General released its report *Safe and Viable Cycling in the Perth Metropolitan Area*. Recommendations in this report focused on ensuring robust governance arrangements and providing adequate resources needed for the design, planning, construction and delivery of a complete cycling network. A copy of the report can be found on the Office of the Auditor General [website](#).


The Transport Portfolio undertook to progress ten actions in response to the report, an update on the progress of these actions is below.

Action one:

The Transport Portfolio will finalise an implementation schedule and explore funding and resourcing options by the end of 2015. In addition a functional review within the Transport Portfolio is underway to ensure that the needs of cycling for transport are well covered to deliver the committed outcomes.

Status

- A comprehensive Functional Review with a five year forward outlook has been completed across the Transport Portfolio, which included engagement with the Western Australian Bicycle Network (WABN) Implementation Reference Group.
- The review was approved in early 2017 and all cycling functions (except design/construction) have now been centralised in DoT. A full restructure with an increase in staff from five to eight was completed in April 2017 to facilitate the implementation of the Functional Review outcomes.
- The Government has committed to doubling PSP funding to \$20m per year by 2019/20, a near doubling of grants to Local Governments and the continuation of the Safe Active Streets Program.
- The biennial review of the WABN was due in 2016, but was delayed due to the development and release of the long-term transport plan *Transport @ 3.5 Million – the Perth Transport Plan for 3.5 million people and beyond* (Transport @ 3.5 Million). The review of the WABN is nearing completion and will be ready for the Ministers consideration later this year. Following approval a revised plan will be released.



Appendix Four

Action two:

The initial WABN annual report will be published in late 2015. This will be expanded in 2016 and will be published on an annual basis.

Status

- A draft 2014/15 report was developed in late 2015, however a decision to completely revise the reporting of cycling data and as such the report was not finalised or released, but has been used as a template for future years.
- Due to the Functional Review process and significant staff changes, the focus for 2016/17 was on delivery of infrastructure and a 2015/16 report was not a priority item.
- With the new team now in place a 2016/17 report will be developed for release before the end of 2017.

Action three:

A counting and monitoring strategy was completed in 2014 and an implementation strategy will be developed by the end of 2016. Further development work on the finer grain local bike routes will be required beyond that point.

Status

- Independent national cycling data evaluation expert, Cameron Munro completed a report for DoT on the current cycling counting and monitoring strategies. This was completed and accepted in mid-2016 and provides a greater depth to the analysis of the data. The revised approach has been adopted for the annual reporting process and contains a significant amount of enhanced data analysis.
- In addition, a five year program has been developed for additional counters that cover the data needs for the existing network and also the committed expansion projects over the next five years.
- The roll out of the additional counters has started with new counters being installed on the Gateway WA project and on the Midland Principal Shared Path (PSP). Based on the updated analysis approach a standard report has been developed and will be released in August (with the annual report) and February each year.
- Additional evaluation methods are currently being tested within the Safe Active Streets (Bike Boulevard) program to measure and monitor changes in the demographic profiles of cyclists using infrastructure.

Action four:

The Transport Portfolio, in partnership with the Department of Planning, is developing a transport plan for Perth at a population of 3.5m. This plan will explore demand options with a variety of scenarios to be tested based on moving people and moving freight principles along with a strong connection to land use.

Status

- *Transport @ 3.5 Million* covers all modes of transport and travel demand measures and was finalised in February 2017. A copy of this plan can be found on the Department of Transport [website](#).
- The Cycling Network Report had the highest downloads of all modes within the Transport Plan.

Action five:

The Department of Transport (DoT) and Main Roads will explore options in providing cycle path asset maintenance and construction guidance to local government through WALGA and IPWEA.

Status

- Main Roads has briefed WALGA on their approach to the construction and maintenance of the PSP network. WALGA and local government are now considering the information. In addition, DoT and WALGA have developed a draft design guideline for shared paths.

Action six:

The local bike routes review is progressing with the bike boulevards demonstration program, and a revised cycling network is being developed as part of the planning for Perth at a population of 3.5m with a visionary approach.

Status

- The cycling networks developed as part of *Transport @ 3.5 Million* are considered draft cycling networks and engagement with local government is required to review and finalise the network.
- DoT is working with each local government on a priority basis to work towards a fully agreed and finalised long term cycling network for Greater Perth by 2020.
- The draft and final network plans will guide the prioritisation of the short, medium and long term funding allocations.



July 2017 Status Update by the Department of Transport

Action seven:

The government agencies involved in cycling will explore the options for an improved crash reporting system for cycling.

Status

- A draft crash reporting set of questions has been developed with input at a state and national level. The existing set of questions for the current hazard report desktop application are considered adequate, but require an upgrade to a mobile application. Analysis and reporting of the crashes will be key features to enable determination of trends and the development of mitigation measures to improve cycling, pedestrian and road safety outcomes.
- A concept has been developed for the hazard reporting application as a starting point. Funding discussions are underway between DoT and the Road Safety Commission (RSC) to enable the development of a crash and hazard reporting application for mobile and desktop devices.
- In addition, DoT is currently investigating the development of a multimodal journey planner mobile application that may also include the crash and hazard reporting functionality and centralised data collection.

Action eight:

DoT and the Road Safety Commission will continue to work in partnership to improve education and awareness strategies and campaigns.

Status

- DoT is also a key stakeholder in the new Cycling Trial Committee and is also a member of the RSC coordinated Vulnerable Road Users Group.
- DoT have also been involved as a key stakeholder in the development of media campaign 'Could be a mate' featuring Dennis Cometti.

Action nine:

An improved communication plan is being developed for the WABN and will be implemented over the coming months.

Status

- The Transport Portfolio WABN Communications and Engagement Framework is currently in development and due for completion by August 2017. The Framework will outline WABN communications governance as well as monitoring and evaluation of WABN project deliverables for community engagement, promotion, activation and behaviour change.

Action ten:

An innovations review panel will be established with a variety of stakeholders to support the review of new ideas and encourage the trialling of innovative options through demonstration projects with before and after studies.

Status

- The Functional Review outlined a cycling governance structure which includes a Cycling Operations Reference Group as well as a high level WABN Implementation Reference Group comprised of key cycling industry, State and Local Government representatives. The Terms of Reference developed for the WABN Implementation Reference Group includes the consideration of strategic issues and innovation.
- The current focus remains on the ongoing innovative development of Safe Active Streets projects and the development and trialling of speed control measures for conflict locations on PSP's.



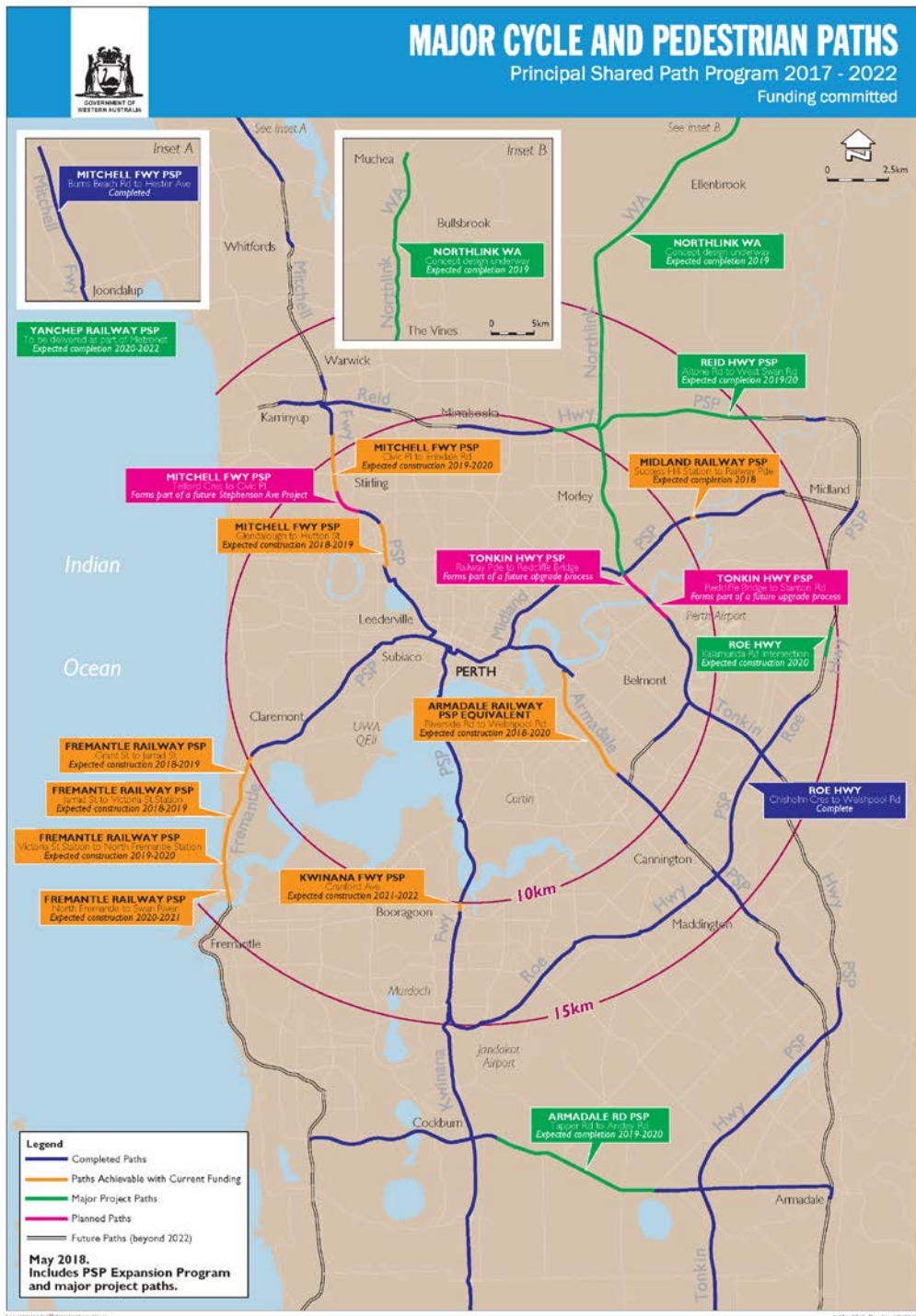
Appendix Four

Disclaimer: The information contained in this publication is provided in good faith and believed to be accurate at time of publication. The State shall in no way be liable for any loss sustained or incurred by anyone relying on the information.
July 2017



Appendix Five

WABN Plan 2017 Update: Principal Shared Path Program 2017-2022



Appendix Five

Appendix Six

Combined acronym list and glossary of key terms

Bike boulevards—cycle routes on quiet local streets, where speeds have been reduced to 30 kilometres per hour to allow people in cars and on bikes to share the street safely.

CBD—Central Business District—the area of Perth that is bounded by the Swan River to the south and east, Kings Park to the west, and Wellington Street to the north.

DoT—Department of Transport—the State Government department responsible for coordinating WA’s transport operations, regulatory functions and planning and policy development processes.

ECU—Edith Cowan University

LBRs—Local Bicycle Routes—designated roadway connections between PSPs, RSPs and popular destinations for cyclists that offer quieter traffic options for less experienced riders learning to share the road with vehicles.

LGAs—Local Government Authorities—institutions that manage the affairs of designated towns and districts to the extent permitted by the *Local Government Act 1995* (WA).

Main Roads—the State Government department responsible for implementing policies on road access and main roads, including the provision of road infrastructure, and the maintenance of the arterial road network components gazetted as either ‘public highways’ or ‘main roads,’ including any adjacent PSPs.

OAG—Office of the Auditor General

PAC—Public Accounts Committee

PBN (Perth Bike Network) and RBN (Regional Bike Network) grants—a key action detailed in the WABN Plan, the bike network grants program sets out a framework for the provision of a safe and sustainable cycling network across WA, by which funding is available to LGAs for up to 50 per cent of the total project cost of providing bicycle network infrastructure and programs in accordance with WABN Plan priorities.

PSPs—Principal Shared Pathways—arterial paths along railway lines, freeways and highways that mainly accommodate commuter and exercise cyclists, and provide a higher level of safety due to their separation from road traffic. PSPs are owned and maintained by the State Government.

Appendix Six

PTA—Public Transport Authority—the State Government department responsible for public transport services, including the provision and maintenance of public transport infrastructure, and protecting the long-term viability of the State’s freight rail corridor and infrastructure.

RSC—Road Safety Commission—a State Government portfolio within the WA Police responsible for reducing road trauma on WA’s roads.

RSPs—Recreational Shared Pathways—dual-purpose paths that most commonly follow river foreshore, beachfront and parkland routes, and are generally used by recreational cyclists and walkers rather than commuter cyclists. RSPs are provided and maintained by LGAs.

SAMF—Strategic Asset Management Framework—a series of policies and guidelines developed by the Department of Treasury and designed to improve asset investment planning and management across the State Government.

WA—Western Australia

WABN Plan—Western Australian Bicycle Network Plan 2014-2031—released on 29 March 2014 and updated in 2017, a plan outlining 11 initiatives that aim to make WA a place where cycling is safe, connected, convenient and a widely accepted form of transport.

Appendix Seven

Committee's functions and powers

The Public Accounts Committee inquires into and reports to the Legislative Assembly on any proposal, matter or thing it considers necessary, connected with the receipt and expenditure of public moneys, including moneys allocated under the annual Appropriation bills and Loan Fund. Standing Order 286 of the Legislative Assembly states that:

The Committee may -

- 1 Examine the financial affairs and accounts of government agencies of the State which includes any statutory board, commission, authority, committee, or trust established or appointed pursuant to any rule, regulation, by-law, order, order in Council, proclamation, ministerial direction or any other like means.
- 2 Inquire into and report to the Assembly on any question which -
 - a) it deems necessary to investigate;
 - b) (Deleted V. & P. p 225, 18 June 2008);
 - c) is referred to it by a Minister; or
 - d) is referred to it by the Auditor General.
- 3 Consider any papers on public expenditure presented to the Assembly and such of the expenditure as it sees fit to examine.
- 4 Consider whether the objectives of public expenditure are being achieved, or may be achieved more economically.
- 5 The Committee will investigate any matter which is referred to it by resolution of the Legislative Assembly.



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