

SP- ABSTRACT

INTEGRATED MANAGEMENT OF SUSTAINABLE URBAN PASSENGER TRANSPORT SYSTEMS IN DISPERSED CITIES: A REVIEW OF SUCCESSFUL INSTITUTIONAL INTERVENTIONS

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OVERALL STUDY GOAL

This project seeks to review international best practices in urban transport systems that have achieved a high degree of integration, and having assessed the status of integrated transport in Australia's four largest cities (Brisbane, Melbourne, Perth, and Sydney), to determine lessons to apply to the Australian cities.

STUDY OBJECTIVES

Specifically, the project's goals and objectives of are: To provide a systematic review of the successful integration of collective transport modes, and integration of planning for collective and individualised transport, in Australia and internationally; To identify suitable case studies for deeper investigation and to review and analyse the literature on these case studies; Through the available literature, to conduct an initial exploration of the institutional developments that led to these examples of successful integration, including political interventions; To inform key urban transport decision makers in Australia of these examples and their institutional contexts and history; To refocus debate in transport planning in Australia on public and community transport solutions; and To contribute to a theoretical account of the institutional dimensions of transport planning.

BACKGROUND

Underlying this project is a vision of achieving sustainable urban transport systems, with particularly the task of reducing the transport sector's greenhouse gas emissions. A sustainable urban transport system does least harm to ecosystem integrity and provides safely for the present mobility and environmental needs of the whole urban population. Such a system is provided and paid for fairly and the financial costs are kept within responsible fiscal limits. The costs of environmental and other externalities are distributed to those who cause them. A sustainable transport system assists the economic productivity of the city and positions it to compete effectively in world markets. Those cities selected as exemplifying best practice in integrated urban transport systems were Barcelona, Curitiba, Munich, Portland, Shanghai, Singapore, Stockholm, Toronto, Vancouver, and Zurich.

STUDY FINDINGS

Lessons from International Best Practice

After reviewing the international case studies, what is striking about these cities as a group is that despite their having in common achievements in planning and operating their transport systems, they are quite disparate. Those factors that are often used to describe and categorise cities differ significantly in this group. As a result, the institutional factors promoting success are not the usual 'high-profile' urban attributes.

A range of institutional models for integrated public transport is used around the world, based on the findings of this review. Several factors are associated with this variety, including differences in: Political and cultural history; Local political, economic, and institutional factors (i.e., 'local circumstances at a particular time'); Composition of the transport system; Identity and role of key actors; Problems and how they are perceived in the transport system in particular and in urban planning in general; and Differences in the ideologies of decision makers.

Features of Successful Practices

A number of characteristics were found to be associated with success in integrated public transport systems in the international case study cities:

- Dedicated agency
- Institutions matched to local circumstances
- Centralised authority
- Political endorsement
- Strong public commitment to fund public transport
- Leadership and the influence of a political champion
- Economic incentives to service providers and operators
- Accommodation with, but not surrender to, neo-liberal policies
- Institutional longevity
- Identity as a 'Progressive' city
- Relationship with other policy realms
- Triggering events, and
- Authority and territory are matched.

Extent of Integration in Australian Case Study Cities

Modal integration exists in a limited form in the four Australian cities examined, mostly in aspects that are easily achieved and which fall a considerable way short of the potential as evidenced by international experience. These features were: Ticketing systems covering several modes, Interchange facilities of various types, and Intermodal journey planning (mostly as an on-line service), with limited examples of unified timetable systems between modes.

As challenge to governance, creating the institutional settings to undertake integrated transport concerns the realms of influence over which institutions operate (or rather, the extent to which they can exercise their influence). Simple levels of integration between modes may simply be achieved cooperatively with a single agency and can be resolved as a matter of *policy* or management directives. However, achieving more ambitious levels of integration involves engaging a wider field of actors and interests. At the small scale, transport integration concerns a few transport interests, but to involve the urban transport system

(private and collective modes) or urban planning at the broad scale, transport integration involves agencies in a wider institutional setting and is a far more difficult, complicated, and contentious problem.

Case Studies Suitable for Further Investigation

All of the cities examined in this study are suitable for closer investigation however, lessons could be drawn from a great many of the world's cities. With certain provisos, the following cities are deemed worthy of further investigation: in Asia: Singapore, Shanghai, and Tokyo; in Europe: Barcelona, Geneva, Madrid, Munich, Stockholm, Vienna, and Zurich; in North America: Portland, Toronto, and Vancouver; and in South America: Bogota and Curitiba.

Role of Institutions

Simple levels of integration between modes may simply be achieved cooperatively with a single agency and can be resolved as a matter of *policy* or management directives. However, achieving more ambitious levels of integration involves engaging a wider field of actors and interests. At the small scale, transport integration concerns a few transport interests, but to involve the urban transport system (private and collective modes) or urban planning at the broad scale, transport integration involves agencies in a wider institutional setting and is a far more difficult, complicated, and contentious problem.

Path dependency

Path dependency is a concept applied to the problem of institutions for governing and managing sustainable transport systems. Path dependent explanations provide accounts for the stability of technologies, practices, and institutions over time, but the question of explaining dislocations from these paths is of equal interest. Several lessons are drawn about the institutions in the case study cities, including: Understanding public policies requires knowledge of their institutional history; Deterministic processes operate in conjunction with unrelated historical influences; Timing is critical in producing institutional change, especially the sequencing of key events; Ideas and ideologies underpin the formation of institutions

Institutional stability is more easily explained than institutional change; and Having become established, the processes that constitute 'critical junctures' for institutional change will not be the same as those that first created the path dependency.

Opportunities for Learning

Australian cities can draw on the lessons from these cities in order to form effective institutions for designing, planning, and operating integrated public transport systems. Successful cities around the world have demonstrated the circumstances and pre-conditions in which these institutions can be formed, shown the attributes these institutions need to possess, and operated these institutions so as to plan, manage, and operate integrated transport systems successfully.