



# Additional information Ordinary Meeting of Council

Wednesday 23 March 2022 6pm



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## PC2203-11 REVIEW OF HERITAGE AREAS, DRAFT LOCAL PLANNING POLICY 3.6 'DEVELOPMENT IN HERITAGE AREAS' & REVISIONS LOCAL PLANNING POLICY 1.6 'HERITAGE ASSESMENT' – OUTCOMES OF CONSULTATION

### ADDITIONAL INFORMATION 1 –Local Planning Policy 2.6 – Procedure For Amending The Municipal Heritage Inventory (MHI) And Heritage List (Current)



#### CITY OF FREMANTLE

##### LOCAL PLANNING POLICY 2.6

##### PROCEDURE FOR AMENDING THE MUNICIPAL HERITAGE INVENTORY (MHI) AND HERITAGE LIST

ADOPTION DATE: 23/09/2009  
AUTHORITY: LOCAL PLANNING SCHEME NO.4

#### STATUTORY BACKGROUND

The *Heritage of Western Australia Act 1990* requires that local governments compile and maintain a Municipal Heritage Inventory (MHI) of places which in its opinion are, or may become, of cultural heritage significance, and that the inventory is updated annually, reviewed 4 years after compilation and is compiled with proper public consultation.

Part 7 of Local Planning Scheme No 4 establishes the process for adoption of the Heritage List and Heritage Areas. It provides that heritage considerations will be one of the primary planning considerations when making decisions in relation to a heritage listed place or area. Heritage Listing or inclusion in a Heritage Area also has implications for the type of approvals required for certain forms of development, and the ability for the Council to vary scheme provisions in certain cases.

Places and areas included on the Municipal Heritage Inventory at the time of gazettal of the Scheme are deemed to be included on the Heritage List or as Heritage Areas, by virtue of Clauses 7.1.7 and 7.2.9 of the Scheme.

The existence of the Heritage List and Heritage Areas under Local Planning Scheme No 4 does not negate the statutory requirement or the need for the Council to maintain a Heritage Inventory under the *Heritage of WA Act*. This is still an essential part of the heritage planning framework, in that although it has no direct statutory implications, the Inventory provides a proper archival record and information on heritage places within the City which exists quite independently of the planning system.

#### POLICY OBJECTIVES

- 1) To clarify the meaning and implications of listing on the Municipal Heritage Inventory and Heritage List and the relationships between these documents.
- 2) To prescribe the process for inclusion of places on the Municipal Heritage Inventory and Heritage List and Heritage Area, where not specified in the relevant legislation.



## **POLICY**

### **1. Clarification of the meaning of the various types of heritage listing.**

#### *Municipal Heritage Inventory (MHI)*

The Municipal Heritage Inventory (MHI) comprises the inventory of places which in the opinion of Council are, or may become, of cultural heritage significance as required under section 45 of the *Heritage of Western Australia Act 1990*. The City of Fremantle's MHI is a database that holds heritage assessment information which defines the heritage values, provides the statement of significance and the management category that establishes the extent of conservation required to retain these values for each identified place.

#### *Heritage List*

The Heritage List comprises a statutory list of places established under the City of Fremantle Local Planning Scheme 4 (LPS4) which are of cultural heritage significance and worthy of conservation under provisions of the scheme as adopted by Council. The list does not include any other data about the listed places.

#### *Heritage Areas*

Heritage Areas are areas which represent the identifiable heritage values as a whole. A heritage area may be a group of places that together form a precinct which is of cultural heritage significance notwithstanding that each place within the precinct does not itself have cultural heritage significance and which, in the opinion of Council, require special planning control to conserve and enhance the cultural heritage significance of the area under provisions of the City's LPS4.

*Note: Some areas carry the title of precinct*



**Summary of City of Fremantle generated heritage listing regime  
(i.e. – not including World, National or State Registration or National Trust listing)**

	<b>Municipal Heritage Inventory</b>	<b>Heritage List</b>	<b>Heritage Area</b>
Statutory authority	Heritage of WA Act	Local Planning Scheme No 4	Local Planning Scheme No 4
Applies to	Buildings and features	Places (may or may not include buildings or objects)	Areas or precincts
Direct statutory planning implications of inclusion	None	1. Scheme states that the place is worthy of conservation 2. Different levels of development permitted without approval 3. obliges Council to consider heritage conservation as one of all other relevant planning considerations	1. Scheme states that special planning control is needed to conserve and enhance the significance of the area 2. Different levels of development permitted without approval
Indirect statutory planning implications of inclusion	1. Establishes heritage values of all listed places 2. Establishes database of heritage places and their significance. 3. May be considered by Council when exercising discretionary planning powers		
Requirements and process of amendment	1. The Act requires "proper public consultation" but is not specific about what this means 2. by decision of Council 3. MHI should be updated annually and reviewed every 4	Specific requirement to consult with the owner and occupier of the place.	Specific requirement to consult with each owner of land within the area and other consultation as determined by the Council.



	years after compilation		
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**2. Process for inclusion, removal or amendment of a place on the Municipal Heritage Inventory and Heritage List.**

Any person or organisation may nominate a place to be added, removed or amended on the MHI, at any time. This shall be in the form of a written request to the Chief Executive Officer (CEO). The basis for inclusion/removal/amendments of places on the MHI shall be *cultural heritage significance*.

*Cultural Heritage Significance*

For the purpose of this policy, the "cultural heritage significance" of a place has the same meaning as defined by the *Heritage of Western Australia Act 1990*, the Burra Charter and also adopted by the Heritage Council of WA. The criteria for places are identified as being of historic, aesthetic, scientific, spiritual or social values for past present and future generations. The criteria for assessing the degree of significance include rarity and representativeness (authenticity, integrity) attributes.

**Procedure for MHI**

The decision to include/remove/amend places on MHI shall be made by Council on an annual basis in February to April and all nominations/amendments made during a year be reported to Council including those preliminary assessed by the CEO.

In considering the inclusion/deletion of a place on the MHI, the Council will ensure that:

1. the owner(s) of the nominated place/area has been notified in writing about the nomination to add/remove a place
2. it has been provided with and have regard to all available information of relevance to the cultural heritage significance of a place, including heritage assessment prepared in accordance with the "Preparing Heritage Assessment Policy" (L.P.P1.6), the Municipal Heritage Inventory Management Strategy (2000), its subsequent updates and any other heritage studies and/or conservation plans already in place.

In assessing nominations for amendment to the MHI, the Council may have regard to advice received from the Heritage and Special Places Advisory Committee.

**Procedure for Heritage List**

In determining whether a place should be included on the Heritage List the Council will follow the procedure outlined in Clauses 7.1.2, 7.1.3 and 7.1.4 of LPS4 respectively.

Following the annual amendments of the MHI Council will consider which places of those adopted/deleted from the MHI should be considered for inclusion/deletion on the Heritage List.

Having determined which places should be added/deleted on the Heritage List the Council will consult its intention to amend the Heritage List with the relevant property owners as defined by Clause 7.1.3 of LPS4. If possible the consultation on the amendments to MHI and Heritage List should be carried out concurrently.





***Procedure for Heritage Area***

In determining whether an area or precinct should be included as a Heritage Area the Council will follow the procedure outlined in Clause 7.2.2 through to 7.2.6 of LPS4 respectively.

***Council Decision***

Following the heritage assessment and consultation procedures outlined above the Council may;

- 1) adopt/not include/delete a place onto the MHI
- 2) amend the existing MHI entry on a place
- 3) adopt/not include/delete a place onto the Heritage List

The MHI database shall be publicly available as a community resource on heritage of Fremantle.

Council may in exceptional circumstances consider amendment to the Heritage List outside this period.



## **ADDITIONAL INFORMATION 2 –Local Planning Policy 1.6 – Heritage Assessment (Current)**



### **CITY OF FREMANTLE**

#### **LOCAL PLANNING POLICY 1.6**

##### **HERITAGE ASSESSMENT**

**ADOPTION DATE:** 25 FEBRUARY 2009  
**AMENDED:** 2 APRIL 2013  
**AUTHORITY:** LOCAL PLANNING SCHEME NO.4

#### **STATUTORY BACKGROUND**

This Local Planning Policy is prepared under the provisions of Part 2 of the City of Fremantle's Local Planning Scheme No. 4 ('LPS4' or 'the Scheme').

Clause 10.2.1 of the Scheme prescribes the matters to which the Council is required to afford due regard in considering a proposal. Included amongst these matters are any potential impacts that a proposal may have on the heritage values of an existing place and its context including the streetscape and/or heritage area.

Clause 7.4 of the Scheme prescribes that the Council may require a Heritage Assessment to be carried out prior to the approval of any development proposed in a heritage area or in respect of a heritage place listed on the Heritage List.

In order to meet its obligations to assess various statutory planning proposals the Council will from time to time include specific expert advice on heritage matters as part of the planning assessment.

#### **PURPOSE**

The purpose of this policy is to provide a format for Heritage Assessments and outline when a Heritage Assessment is required.

Any Heritage Assessment provided or obtained in accordance with this policy will be considered a public document for the purpose of the assessment of a proposal.

All terms and definitions related to heritage used in this policy are based on the terms used in *"The Burra Charter 1999 – the Australia ICOMOS Charter for Places of Cultural Significance"*. Council adopted the principles of the Burra Charter as good practice for heritage listed places in June 2000.

#### **APPLICATION**

This policy applies to planning applications, Structure Plans, Detailed Area Plans and Local Planning Scheme amendments ('proposal').

A Heritage Assessment will not be required whereby a Heritage Assessment has been previously obtained on another similar or relevant proposal for the same property and within five calendar years of the date of application of that proposal.





## **POLICY**

### **1. When a Heritage Assessment is required**

- 1.1 A Heritage Assessment will be required in accordance with clause 2 for one or more of the following development proposals:
- (i) Demolition of the primary structure/building.
  - (ii) Demolition of any other structure of masonry or timber construction.
  - (iii) All development on State Register of Heritage Places and/or Heritage Listed properties with a Municipal Heritage Inventory Management Category Level 1, 2 and 3.
  - (iv) All development on property located within the West End Conservation Area (as set out in Local Planning Policy DGF14 Fremantle West End Conservation Area Policy).
- 1.2 Notwithstanding clause 1.1, the following development proposals do not require a Heritage Assessment for Heritage Listed properties with a Municipal Heritage Inventory Management Category Level 2 and 3:
- (i) Small scale new structures on the subject site which are not attached to the primary structure/building (such as outbuildings) and which are located out of the front setback area.
  - (ii) Ancillary lightweight structures added to buildings (such as timber patios, sails, carports, pergolas) which are located out of the front setback area.
  - (iii) Fixtures to buildings (such as antennae, aerials, air conditioning units, solar panels, signs), which do not face the street and do the installation would not involve any significant structural alteration to the building.
  - (iv) Non structural internal changes.
  - (v) Fences whereby they are in accordance with the City's Local Planning Policy 2.8 – Fences Policy.
- 1.3 Notwithstanding the requirements of clauses 1.1 and 1.2 above, the Manager Statutory Planning, with due regard to the advice of the Heritage Coordinator, may determine that:
- (i) A Heritage Assessment is required for any development proposal that is considered to impact on the heritage significance of the place or locality; or
  - (ii) A Heritage Assessment is not required for any development proposal that presents minimal to no impact on the heritage significance of the place or locality.

### **2. Content of Heritage Assessment**

A Heritage Assessment shall consist of the following components:

- (i) Statement of Heritage Significance
- (ii) Statement of Heritage Impact



**2.1 Statement of Heritage Significance**

A Statement of Heritage Significance should define the heritage values embodied in the place itself, its fabric, setting, use, and related places. Each place has its own combination of values, which together provide its heritage significance.

A Statement of Heritage Significance should be presented in accordance with clause 2.1.1 and prepared through the following process:

- An inspection of the place
- Collection and analysis of historical documents (such as rates books, archives etc)
- An assessment of the aesthetic, historic, scientific and social/spiritual values for past, present and future generations.

**2.1.1 REPORT FORMAT FOR STATEMENT OF HERITAGE SIGNIFICANCE:**

- Description of the Place
  - (i) Historical notes
  - (ii) Physical descriptions
- Heritage Values

Nature of significance	
Aesthetic value	
Historic value	
Scientific value	
Social/spiritual value	
Degree of significance	
Rarity	
Representativeness	
Integrity	
Authenticity	

- Statement of Heritage Significance

Significance			
Exceptional	Considerable	Some	Limited or none
Comments: <i>The Heritage Significance assessment shall identify the overall significance of the place using the above categories, and identify zones of significance within the place itself, and within a local context.</i>			

**2.2 Statement of Heritage Impact**

The Statement of Heritage Impact examines the impact of the proposal on the heritage significance of the place, and includes a professional judgment concerning the impact of the proposal on the identified heritage values of the place, as identified in clause 2.1.



**2.2.1 REPORT FORMAT FOR STATEMENT OF HERITAGE IMPACT:**

- Statement of Heritage Impact

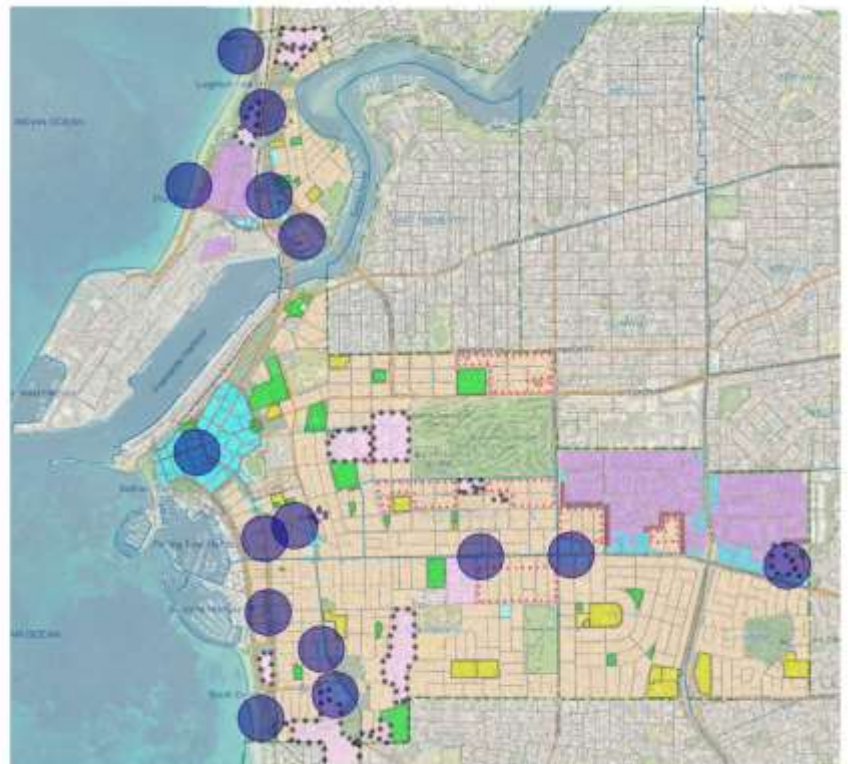
The level of positive and negative impact that the proposal will have on the heritage significance of the place with regard to the following criteria:	
The extent of loss of significant fabric.	
The extent of conservation work to significant fabric.	
The permanent impact that the proposal is likely to have on the values that contribute to the heritage significance of the place.	
The impact a proposal will have on a heritage building in terms of its use siting, bulk, form, scale, character, colour, texture and materials.	
The impact the proposal will have on the visual setting and the other relationships that contribute to the heritage significance of the place.	
The impact the proposal will have on the streetscape and townscape characteristics of the area in which it stands.	
The impact the proposal will have on important public views and spaces, vistas, landmarks and landscape features.	
<p><b>Conclusion and recommendation(s)</b></p> <ul style="list-style-type: none"> <li>• The degree of positive and negative impact on the place in terms of its heritage significance is:</li> <li>• With consideration of this, the following conditions are recommended:</li> </ul>	



## FPOL2203-7 DRAFT PARKING PLAN PRINCIPLES ADDITIONAL INFORMATION 1 - Parking Precinct Locations

### Parking Precincts

- City Centre
- Historic Activity Precincts, including
  - North Fremantle Queen Victoria Street,
  - South Terrace (North),
  - South Terrace (South),
  - Wray Avenue (East),
  - Wray Avenue (West)
- Suburban Local Centres, including
  - South Fremantle (Hampton Road),
  - Hilton Local Centre,
  - Lefroy Beaconsfield,
  - O'Connor,
  - White Gum Valley Beaconsfield,
- Northbank
- North Fremantle Train Station
- Beaches, including
  - Port Beach,
  - Leighton Beach,
  - South Beach





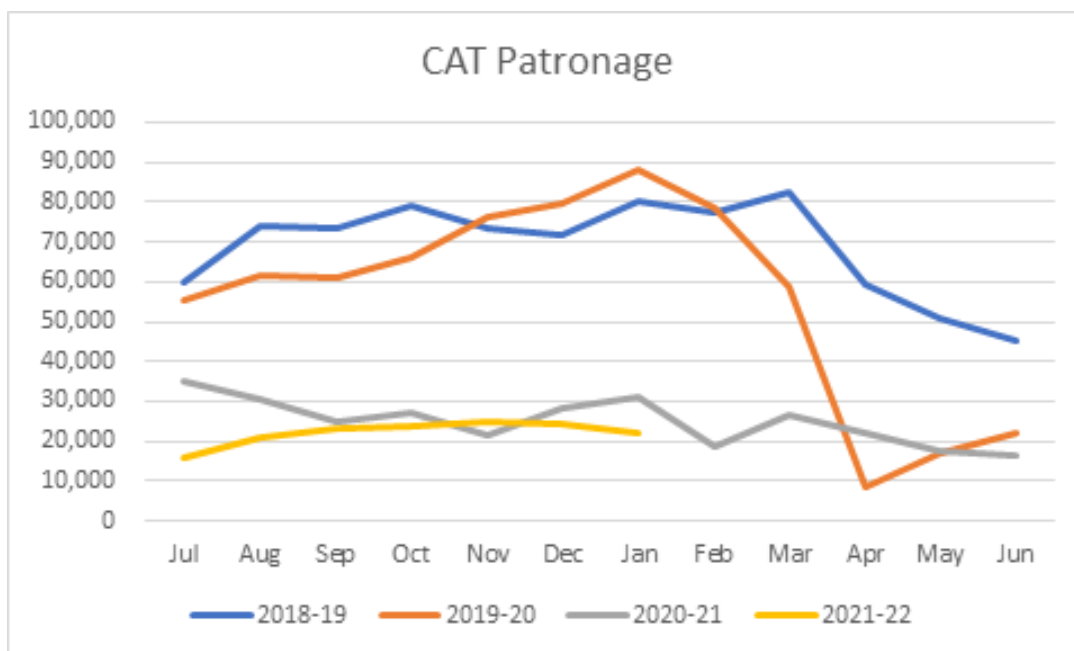
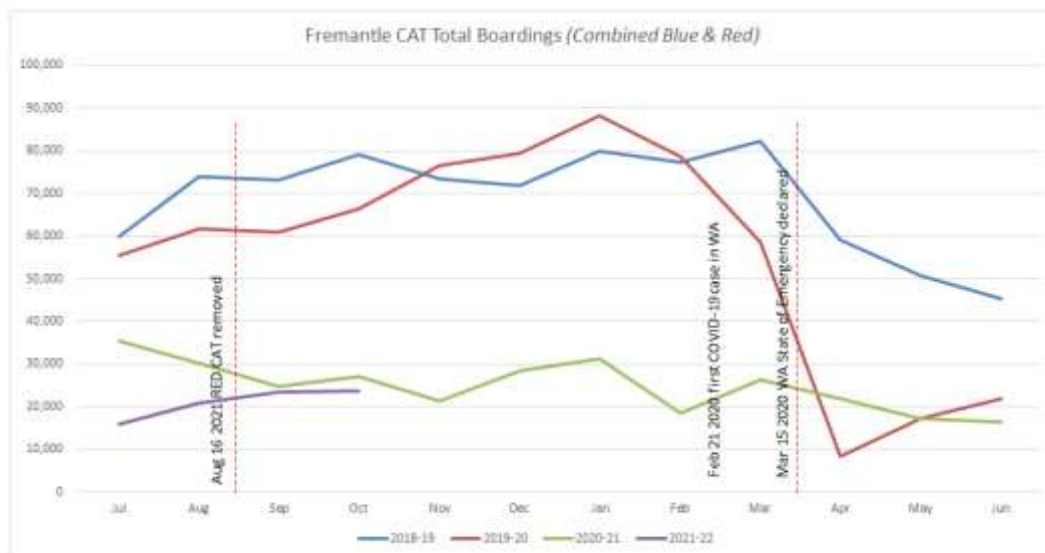


**FPOL2203-8 CAT BUS REVIEWS**  
**ADDITIONAL INFORMATION 1 - CAT Bus Routes**





**ADDITIONAL INFORMATION 2 - Passenger Boarding Counts**



**Notes**

- Passenger boarding counts available until September 2021
- COVID-19 movement restrictions began in March 2020
- Reduction in CAT service initiated in August 2020 (Cessation of Red CAT service and 20 minute service for the Blue CAT)





## **ADDITIONAL INFORMATION 3 - Observation Study Findings**



### **BLUE CAT PATRONAGE PROFILE**

#### **PASSENGER OBSERVATION SURVEY SUMMARY**

Date: 25 March 2021

Time: First survey 7.30am, last survey 6.30pm

Weather: fine and warm

#### **Methodology**

Passenger count; numbers boarding and alighting from each bus stop.

Passenger journey observation; passengers were observed where they got on and off the bus and where the origin and destinations were.

A Thursday weekday was chosen to capture a range of passenger types; local social, recreational and shopping/business trips, commuters, park and ride and students.

Passengers were observed and grouped into 8 main user categories:

1. Park and Ride – Notre Dame University (NDU)  
Where a passenger is observed parking and/or at a bus stop close to free parking and entering a NDU building
2. Park and Ride - Commute  
Where a passenger is observed parking and/or at a bus stop close to free parking and enters Fremantle Train Station/Bus exchange
3. Local Social  
Where a passenger is observed to live locally and is observed traveling to 'social' premises - park, beach, café
4. Social - Visitor  
Where a passenger is deemed likely to live outside the locality and is visiting the area for social/recreation



5. Public Transport Transfer  
Where a passenger uses the CAT to transfer to paid public transport
6. School Trip - PS  
Where a passenger is a Primary School student using the CAT to get to or from school
7. School Trip - SS  
Where a passenger is a Secondary School student using the CAT to get to or from school
8. Shopping / Business  
Where a passenger is observed exiting or entering a shop/place of business/service

Other trips observed included passengers using the CAT for singular or multiple 'loops' with no observable origin/destination and Train Station commuters, where a passenger arrives from the train station and uses the CAT to travel to work.

A total of 67 passenger observations were undertaken from the first CAT service at 7.30am to the last CAT service at 6.30pm. Total boardings recorded were 1025.

### **Key observations**

- The majority of passengers surveyed used the service for social and recreation visits e.g. café, South Beach and were observed to live locally at 39%.
- UND students were observed being the second highest bus user, mainly from South Beach/Marine Terrace to campus buildings in the West End (15%)
- Passengers used the CAT bus for park and ride commuting, mainly from South Beach and Marine Terrace to the Fremantle Train Station (11%).
- A similar number of passengers were assessed to be visitors, using the service to access recreation/social destinations e.g. Bathers Beach, The Esplanade and South Beach (11%).
- Peak bus use times are in the early morning and afternoon, reflecting the high commuter and UND student use. Passenger use reduced during the day, with most local and visitor passengers using the service to access social/recreation destinations close to the route.



- There was a lower number of secondary and primary school students using the service than expected (2% and 7%) given the proximity of 5 state and private primary and secondary schools and train station exchange.

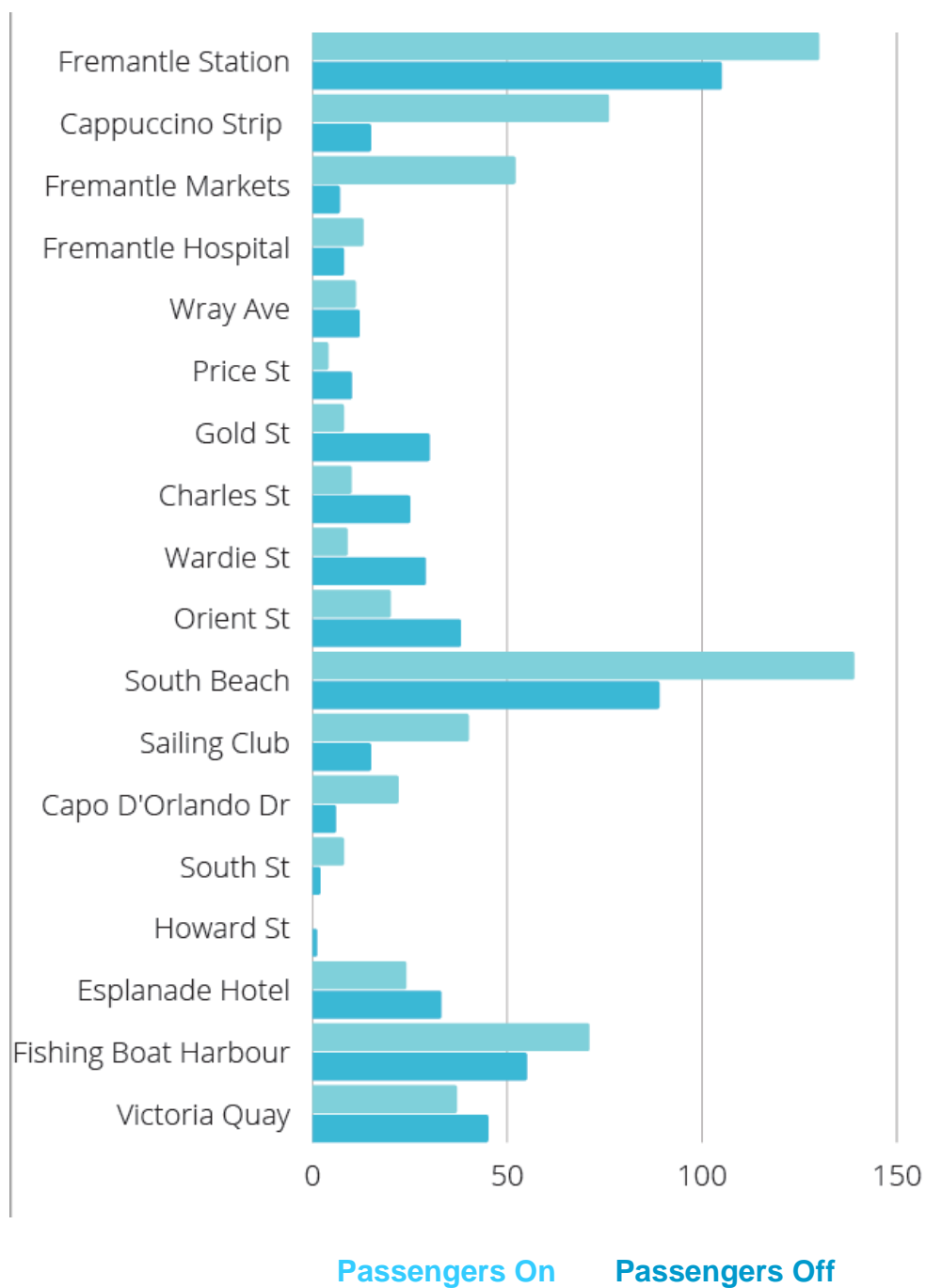
## **Conclusion**

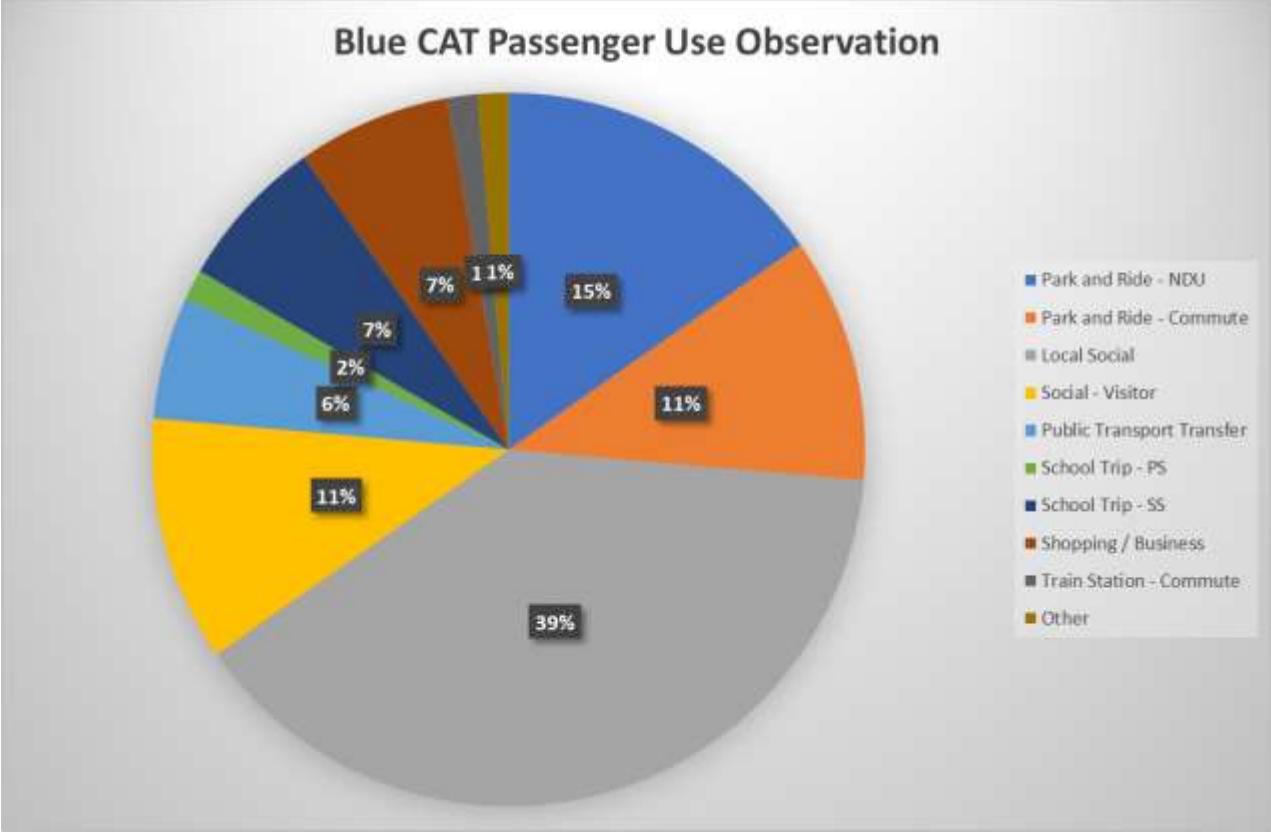
The observation study indicates the CAT bus provides a variety of trip requirements including commuter and students (with most commuters leaving the city centre via Fremantle Train Station) local residents and visitors. Although park and ride/commute and UND passenger use is high, the CAT provides a popular local and visitor service.

This study provides a 'snap shot' of passenger use and behaviour, which has created a passenger database of trip types. Other methods of passenger/data collection include automatic passenger counters (PTA installation underway) and 'intercept surveys' where passengers are asked about their use behaviour. Both of these survey methods would expand on the March 2021 observational survey and passenger count, and are being investigated.



**Blue CAT Passenger Count – On and Off Each Stop**







## **4. Intercept Survey**

**perth market research**

### **Report on the Central Area Transit (CAT) Bus Passenger Intercept Survey 2021**



**(June 2021)**

**Prepared by**

perth market research  
103 Solomon St  
FREMANTLE WA 6160  
Phone: (08) 9336 7989  
Email: [info@perthmarketresearch.com.au](mailto:info@perthmarketresearch.com.au)





## Report on the Central Area Transit (CAT) Bus Passenger Intercept Survey 2021

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### 1.0 METHODOLOGY

The City of Fremantle has operated a CAT bus service, funded by the City and Public Transport Authority, in some form since 2000. The service has two bus routes:



- The Red CAT route which is a 15/20 minute loop route from the Fremantle Train Station, High Street, Ord Street, Beach Street and Cantonment Street.
- The Blue CAT route which is a 10 minute loop route from the Fremantle Train Station, Market Street, South Terrace, Marine Terrace, Cliff Street and Phillimore Street.

In June 2020 the council voted to reduce the CAT services in response to reduced patronage due to the COVID-19 pandemic. The Red CAT route was suspended, while the frequency of the Blue CAT service was reduced from a bus every 10 minutes to a bus every 20 minutes.

The council also ordered an internal review of the CAT bus service to consider alternative routes, operating models and funding options. As part of the review process the City has determined that a survey of passengers on the Blue CAT route would be undertaken to ascertain the profile of passengers using the service and their motivations for using the service.

Perth Market research was commissioned to undertake the intercept survey on the CAT bus over the course of a two-week period. Following the finalisation of the survey questionnaire, PMR began the interview process. Interviewing was undertaken over regular periods from Wednesday the 9 June to Wednesday the 23 June 2021 to obtain the required responses. Potential respondents were selected on a random basis from people using the CAT service as well as those waiting at the bus stops along the route. Respondents were asked to participate in a 5 minute survey comprising a series of demographic and attitudinal questions.

A total of 150 respondents participated in the survey. It is believed the responses have provided a sampling error within +/- 5.0% at the 95% confidence level for all overall results.

The resultant data was collated using PMR's statistical analysis software and used to form the basis of this report.

Perth Market Research was able to undertake the survey on behalf of the City in accordance with standards suggested by the Office of the Auditor General, Western Australia. The research methodology suggested in this proposal conforms to recommendations made to State Parliament in the "Performance Examination - Listen and Learn - Using customer surveys to report performance in the Western Australian public sector" document dated June 1998 and the follow-up in 2001. Consequently, the results quoted in this report are considered to be satisfactory in terms of survey and reporting accuracy and reliability to meet required standards.

## 2.0 EXECUTIVE SUMMARY



In order to independently develop a profile of passengers using the City of Fremantle CAT service, the City commissioned Perth Market research (PMR) to undertake an intercept survey. Over two weeks from Wednesday the 9 June to Wednesday the 23 June 2021 Perth Market Research randomly conducted interviewing of passengers using or waiting for the service.

A total of 150 passengers participated in the survey. The responses have provided a sampling error within +/- 5.0% at the 95% confidence level.

- **Demographics**

- 53% of respondents were female compared to 47% who were male.
- Age ranges were broadly spread, as would be expected from the general population distribution, although trending towards the older demographic. 25% of respondents were in the 55 – 64 age group, 21% were between 45 – 54, 18% were 65+, 15% were between 25 – 34, 12% between 35 – 44 and 9% were 18 - 24. No respondents refused to provide their age.
- 70% (by far the largest proportion) of adult respondents were travelling on their own. Of the remaining 30% of respondents, most were either travelling with another adult, although just less than half were travelling with a child. If the adult was travelling in a group of 3 or 4 other people, they were more likely to be travelling with a group of children.
- 56% (by far the largest proportion) of respondents lived within the City of Fremantle. Of the remaining 44% of respondents, most lived in neighbouring suburbs (23%). Of the remaining respondents, 9% lived in the northern suburbs, 5% in the southern suburbs, 4% in the eastern suburbs and 2% in the western suburbs. Only 1% lived in regional WA.

- **Frequency of CAT Service Use**

41% of respondents used the CAT regularly for multiple purposes. This is compared to 29% who used it rarely, and 21% who used it occasionally. Only 9% used it regularly for a single purpose.

- **Days of CAT Service Use**

Survey respondents were most likely to use the service on a Friday (41% of all respondents) followed by 38% each who would use it on a Tuesday or a Thursday.



32% each used it on a Thursday or a Saturday. The smallest proportion of respondents used the service on a Sunday (29%) or Monday (26%).

- **Time of CAT Service Use**

Survey respondents indicated that they mostly used the CAT service in the mornings (59%). 47% of respondents used it around the noon hours, and a further 41% used it in the afternoon. Only 12% of respondents used it in the evening rush hour, with 9% using it in the morning rush hour. 6% of respondents used it at 'other' times.

- **Destination of CAT Service Users**

The largest proportion of respondents used the CAT service to get to shops and services (59%). This was followed by respondents who were going to work (in Fremantle) (18%), for leisure (15%) and going to the train station/public transport (12%). Fewer respondents used it for going to university (7%), school (6%), entertainment (3%) or the beach (2%).

- **Reasons for CAT Service Use**

The largest proportion of respondents used the CAT service because it was the most convenient route (47%), followed by respondents who wanted to save money on parking (44%) and those who were after a regular, reliable service (32%). 15% of respondents used it because they didn't own a car, 12% of respondents used it due to personal preference, with a further 9% who felt it was more sustainable than driving.



### 3.0 RESULTS OF THE INTERCEPT SURVEY

This section summarises the results of the Intercept survey of respondents who used the CAT service (either on the bus or waiting at a bus stop. The results are presented in broad category headings representing the general topic areas included in the questionnaire.

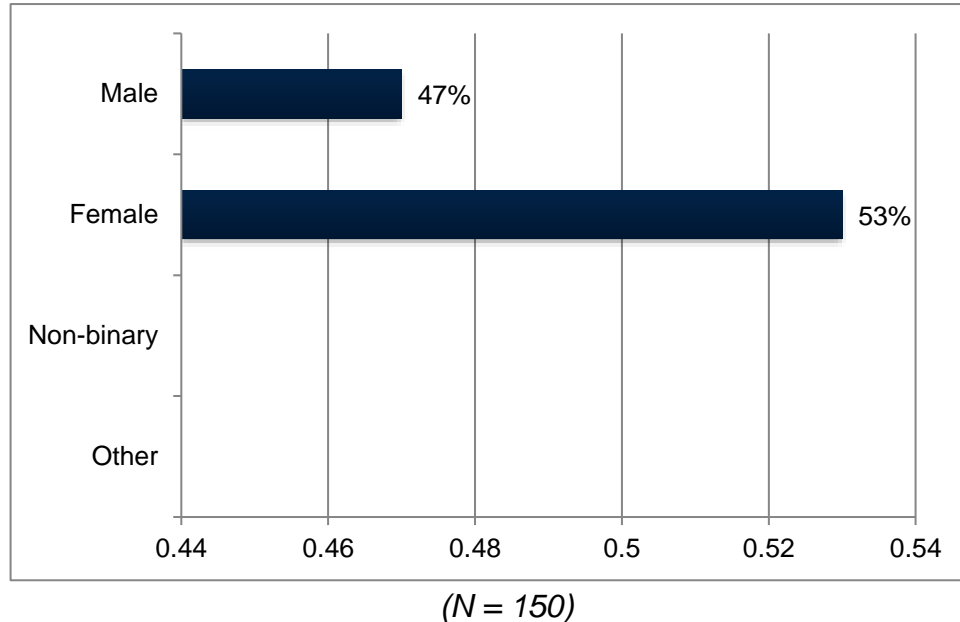
#### 3.1 Demographics

**3.1.1** In question 1, all respondents were asked:

**“With which gender do you associate?”**

Graph 3.12.1 shows that 53% of respondents advised they were female compared to 47% who advised they were male. No respondents advised an alternate method of describing their gender.

**Graph 3.12.1 Gender**



**3.1.2** In question 2, all survey respondents were asked:

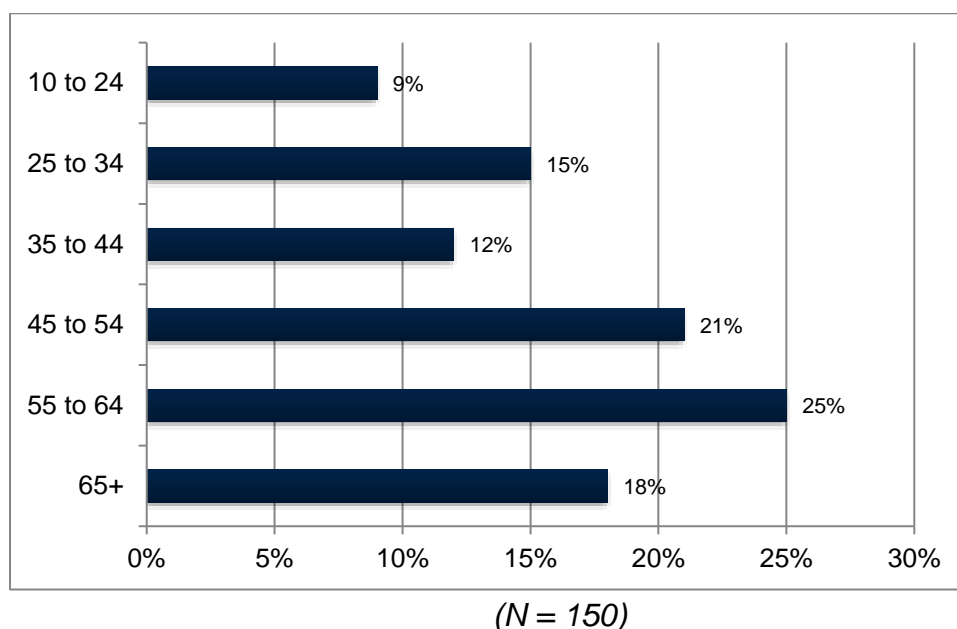
**“Please advise which of the following age groups best represents your age?”**



Graph 3.1.2 shows age ranges were broadly spread, as would be expected from the general population distribution, although trending towards the older demographic. 25% of respondents were in the 55 – 64 age group, 21% were between 45 – 54, 18% were 65+, 15% were between 25 – 34, 12% between 35 – 44 and 9% were 18 - 24. No respondents refused to provide their age.

These results approximate a normal distribution, although trending towards an older demographic using the CAT service.

**Graph 3.12.2**      **Age Group**



**3.1.3** In question 3, all survey respondents were asked:

**“How many people are you travelling with today?”**

Graph 3.1.3 shows that 70% (by far the largest proportion) of adult respondents were travelling on their own.

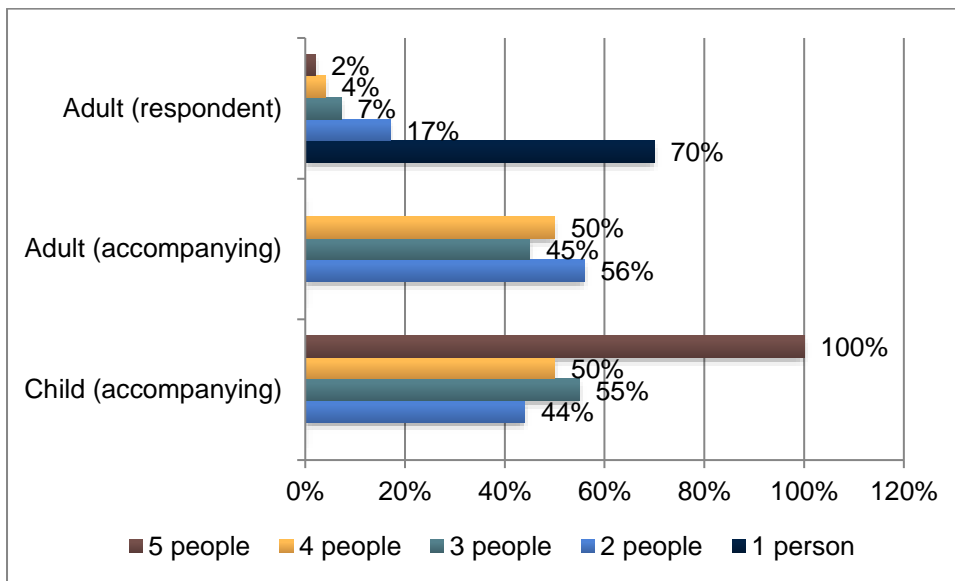
Of the remaining 30% of respondents, most were either travelling with another adult, although just less than half were travelling with a child.





If the adult was travelling in a group of 3 or 4 other people, they were more likely to be travelling with a group of children.

**Graph 3.1.3 Travelling Group/Numbers**



(N = 150)

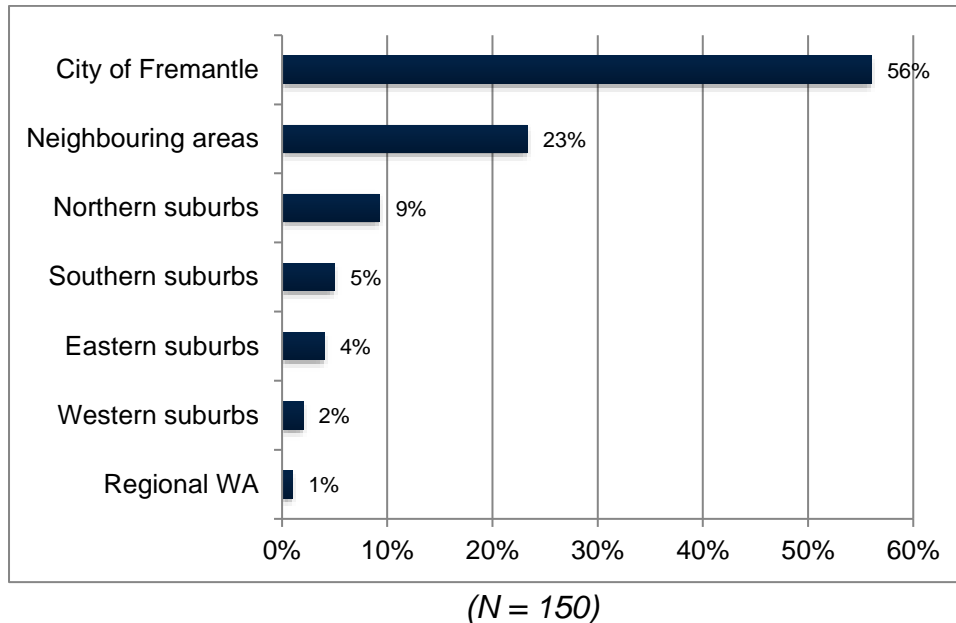
**3.1.4** In **question 4**, all survey respondents were asked:

**“Which suburb do you live in?”**

Graph 3.1.4 shows that 56% (by far the largest proportion) of respondents lived within the City of Fremantle.

Of the remaining 44% of respondents, most lived in neighbouring suburbs (23%). Of the remaining respondents, 9% lived in the northern suburbs, 5% in the southern suburbs, 4% in the eastern suburbs and 2% in the western suburbs. Only 1% lived in regional WA.

**Graph 3.1.4 Suburb/Location**



- South Fremantle respondents - 33.3% of Fremantle respondents or 18.7% of total respondents.
- Fremantle respondents - 32.1% of Fremantle respondents or 18.0% of total respondents.
- Beaconsfield respondents - 17.6% of Fremantle respondents or 10.0% of total respondents.
- Hilton respondents - 9.5 of Fremantle respondents or 5.3% of total respondents.
- Samson respondents - 3.6% of Fremantle respondents or 2.0% of total respondents.
- White Gum Valley respondents - 3.6% of Fremantle respondents or 2.0% of total respondents.
- O'Connor respondents - 0% of Fremantle respondents or 0% of total respondents.
- North Fremantle respondents - 0% of Fremantle respondents or 0% of total respondents.

### **3.2 Use of CAT Service**

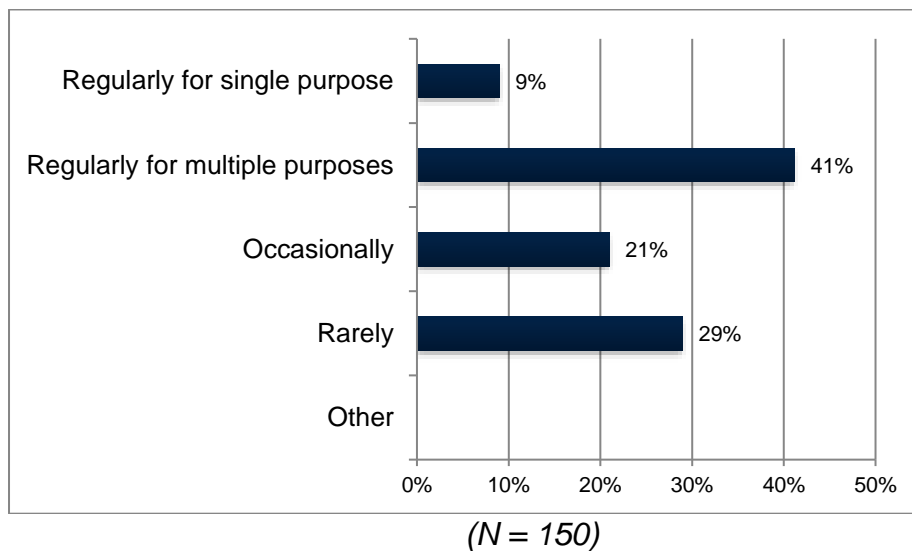
**3.2.1** In **question 5**, all survey respondents were asked:

**“How often do you use the CAT service?”**

Graph 3.2.1 shows that 41% of respondents used the CAT regularly for multiple purposes. This is compared to 29% who used it rarely, and 21% who used it occasionally. Only 9% used it regularly for a single purpose.



**Graph 3.2.1**      **Frequency of CAT Service Use**



### **Demographic Results**

- **Males** were more likely to use the CAT service **regularly for a single purpose**, whereas **females** were more likely to use it **regularly for multiple purposes** or more **occasionally/rarely**.
- Respondents aged between **25 to 54** were more likely to use the CAT service **regularly for a single purpose**, whereas respondents aged **55 ±** were more likely to use it **regularly for multiple purposes** or more **occasionally/rarely**.
- The frequency of CAT service use appeared to be independent of suburb.

**3.2.2** In **question 6** all survey respondents who used the CAT service were asked:

**“Which days of the week do you use the CAT service?”** (*multiple responses allowed*)

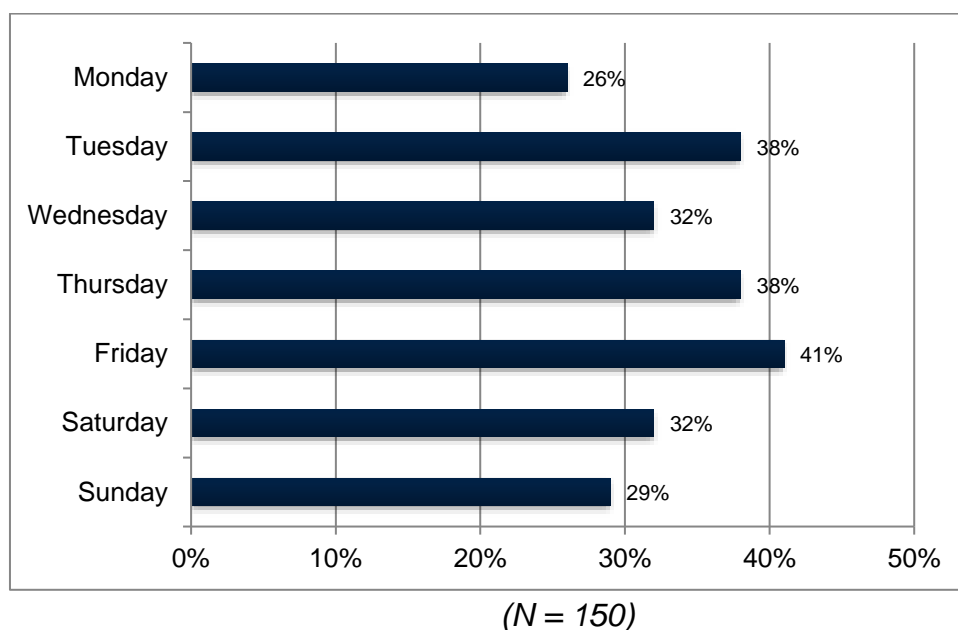
As respondents were able to select multiple responses, if appropriate to their circumstances, the results will tally to greater than 100%.



Graph 3.2.2 shows that survey respondents were most likely to use the service on a Friday (41% of all respondents) followed by 38% each who would use it on a Tuesday or a Thursday. 32% each used it on a Thursday or a Saturday.

The smallest proportion of respondents used the service on a Sunday (29%) or Monday (26%).

**Graph 3.2.2**      **Days of CAT Service Use**



### **Demographic Results**

- With the exception of Wednesday or Friday, males were more likely to use the CAT service on **weekdays**. Whereas females were more likely to use it on the **weekend**.
- Respondents aged between 25 to 54 were more likely to use the CAT service **on weekdays**, whereas respondents aged 55+ were more likely to use it **on Thursday or Friday**.
- The days of CAT service use appeared to be independent of suburb



**3.2.3** In **question 7**, all survey respondents who used the CAT service were asked:

**“What time(s) of day do you generally use the service?”** (multiple responses allowed)

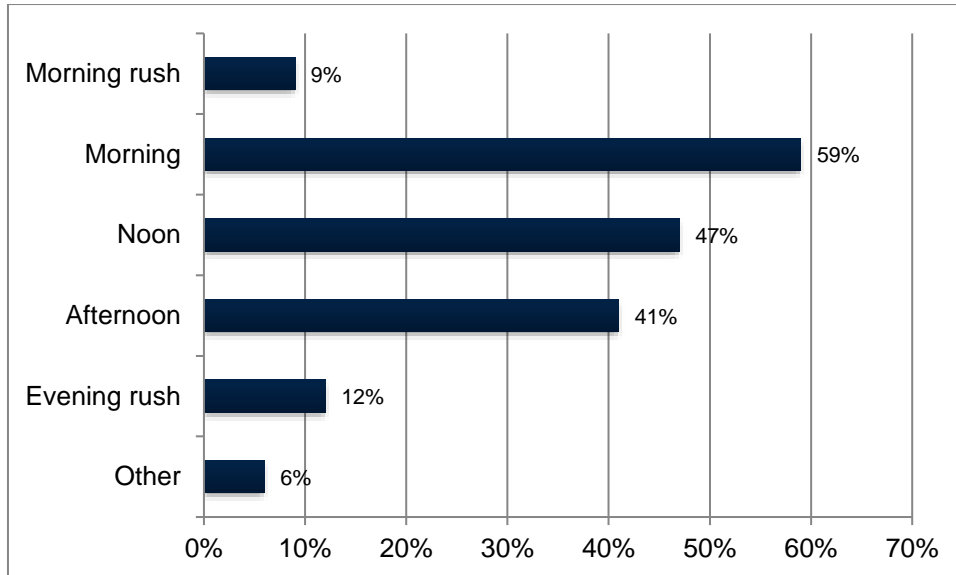
As respondents were able to select multiple responses, if appropriate to their circumstances, the results will tally to greater than 100%.

Survey respondents indicated that they mostly used the CAT service in the mornings (59%). 47% of respondents used it around the noon hours, and a further 41% used it in the afternoon.

Only 12% of respondents used it in the evening rush hour, with 9% using it in the morning rush hour.

6% of respondents used it at ‘other’ times.

**Graph 3.2.3**      **Time of CAT Service Use**



(N = 150)

### **Demographic Results**

- The time of CAT service use appeared to be independent of gender.



- Respondents aged between 25 to 54 were more likely to use the CAT service **across all hours**, whereas respondents aged 55 + were more likely to use it **at a more centralised time during the day**.
- The time of CAT service use appeared to be independent of suburb.

**3.2.4** In question 8, all survey respondents were asked:

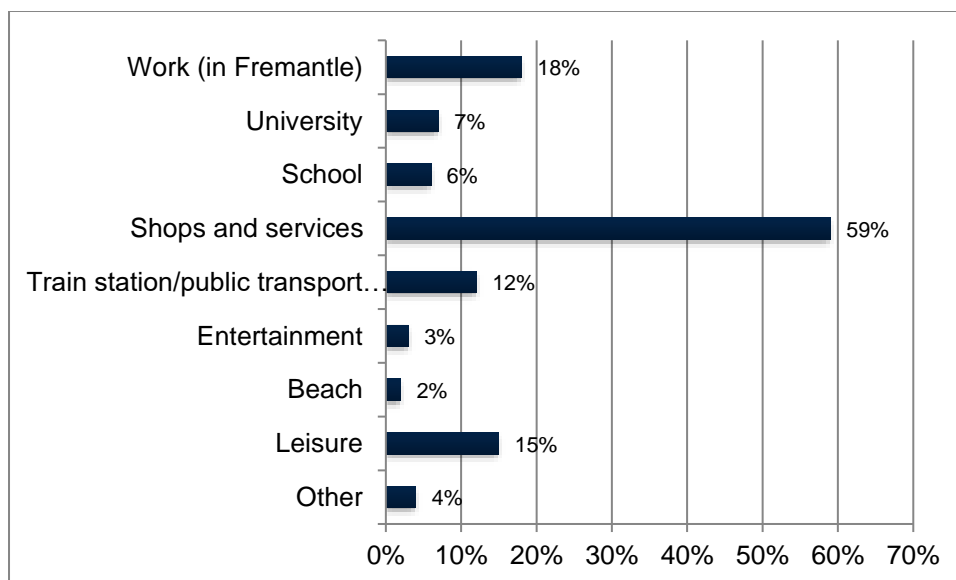
**“Which of the following destinations do you frequently use the CAT service to get to?”** (*multiple responses allowed*)

As respondents were able to select multiple responses, if appropriate to their circumstances, the results will tally to greater than 100%.

Graph 3.2.4 shows that the largest proportion of respondents used the CAT service to get to shops and services (59%). This was followed by respondents who were going to work (in Fremantle) (18%), for leisure (15%) and going to the train station/public transport (12%).

Fewer respondents used it for going to university (7%), school (6%), entertainment (3%) or the beach (2%).

**Graph 3.2.4**      **Destination of CAT Service Users**



(N = 150)





### Demographic Results

- Males were more likely to use the CAT service for **work (in Fremantle)** and the **train station/public transport**, whereas females were more likely to use it for **shops and services**.
- Respondents aged 25 to 54 were more likely to use the CAT service for **work (in Fremantle)** and the **train station/public transport**, whereas those aged 55 + were more likely to use it for **shops and services**.
- The destination of CAT service users appeared to be independent of suburb.

**3.2.5** In question 9, all survey respondents were asked:

**“What are your main reasons for selecting the CAT service for transport?”**

As respondents were able to select multiple responses, if appropriate to their circumstances, the results will tally to greater than 100%.

Graph 3.2.5 shows that the largest proportion of respondents used the CAT service because it was the most convenient route (47%), followed by respondents who wanted to save money on parking (44%) and those who were after a regular, reliable service (32%).

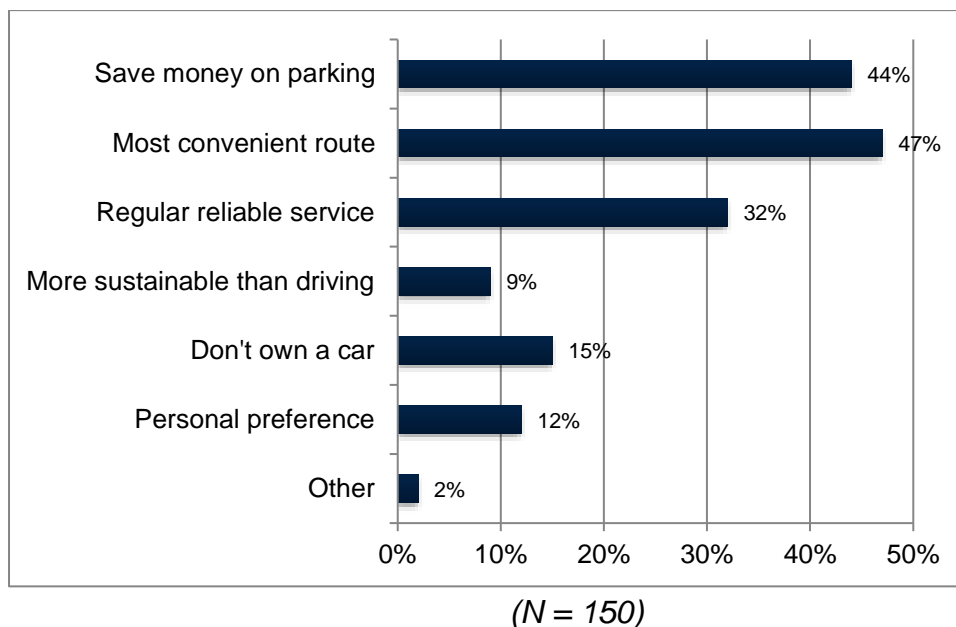
15% of respondents used it because they didn't own a car, 12% of respondents used it due to personal preference, with a further 9% who felt it was more sustainable than driving.

The 2% of respondents who cited 'other' feedback provided the following responses:

- Parking issues (2%)



**Graph 3.2.5**      **Reasons for CAT Service Use**



**Demographic Results**

- Males were more likely to use the CAT service to **save money on parking**, whereas females were more likely to it as it was **the most convenient route**.
- Reasons for CAT service use appeared to be independent of age.
- The reasons for CAT service use appeared to be independent of suburb.



**Appendix  
Questionnaire – Intercept Survey**



## ADDITIONAL INFORMATION 5 - Previous report SPT2103-3 Cat Bus Review 2020/21 and Findings

### SPT2103-3 CAT BUS REVIEW 2020/21 AND FINDINGS

Meeting date:	17 March 2021
Responsible officer:	Manager Strategic Planning
Decision making authority:	Council
Attachments:	1. Central Area Transit (CAT) Review 20/21 report
Additional information:	1. CAT Bus Routes

#### SUMMARY

In June 2020, in response to the impacts of COVID-19, Council resolved on a temporary suspension of the Red CAT bus and a reduction in service of the Blue CAT bus service for 12 months, and requested that a review of the service be undertaken. Council specified the parameters of the review and provided supplementary direction in considering an update report on the review in September 2020.

This report considers the findings of the review and, in summary, recommends that Council:

1. Reaffirm the value and strategic alignment of the service.
2. Note the conclusions of the review.
3. Acknowledge that the opportunity cost of the CAT when weighed against other budget demands represents the key consideration point in reviewing the service at this time.
4. Continue the current suspension / reduced service level for a further financial year whilst:
  - consultation occurs with landowners within 400m of the service routes regarding their preparedness to contribute through a Specified Area Rate a proportion (between 10 and 25%) of the City's cost of the service; and
  - Council further considers its budget priorities;with a view to reintroducing either the full (pre-June 2020) service or a reduced frequency (15-20 minute) service on both Blue and Red CAT routes under a renewed agreement with the PTA in 22/23.

#### BACKGROUND

A Central Area Transit (CAT) bus service (or variation of it) has operated in Fremantle since 2000. The service has been periodically reviewed and has evolved over time to the current two CAT routes shown in Additional Information attachment 1. The service operates under a contractual agreement between the City of Fremantle and the Public Transport Authority (PTA), which expires on 31 October 2022.

In response to the significant social and economic disruption of the COVID-19 pandemic on the CAT service and City income, Council considered a temporary reduction of the CAT bus service and in June 2020 resolved as follows.

1. Council authorises the Chief Executive Officer to request the Public Transport Authority to agree to a variation of the agreement relating to provision of the Fremantle CAT bus service to:



- a. *Cease operation of the Red CAT service; and*
  - b. *Reduce the frequency of service of the Blue CAT by 50% (i.e. a bus every 20 minutes instead of current every 10 minutes) for a period of up to 12 months, with effect from the earliest practicable date in the 2020/21 financial year, subject to the agreement committing the PTA and City to reviewing the level of service (including the option of reinstating the current level of service on either or both services) as a matter of urgency.*
2. *Council acknowledges the high level of patronage the Fremantle CAT buses have enjoyed and the importance of the service to a broad cross-section of the community. Subject to a more equitable and sustainable funding model, the Council would prefer the services to be retained in some form.*
3. *Council requires the Chief Executive Officer (CEO) to conduct an internal review of the CAT bus service during the 2020/21 financial year, in consultation with the service providers, the Chamber of Commerce, the Destination Marketing Working Group, major local attractions and the State Government, to consider appropriate level of service or alternative operational and funding models. The review is to include consideration of the following matters and actions with relevant stakeholder input and community consultation:*
- a. *request the State government to look more favourably at funding the bulk of the Fremantle CAT services;*
  - b. *request the Minister for Transport to agree to a variation to the funding split.*
  - c. *request the Minister for Tourism to seek State assistance to provide this essential service to tourists;*
  - d. *request the Minister for Education and UNDA to work with the City to explore funding mechanisms that will enable the service to be available to their students;*
  - e. *prioritise parking investigations in areas serviced by the CATs with the aim of generating additional funding mechanisms for these services.*
  - f. *explore modifying the routes so the service is more cost effective, and to increase the catchments served.*
  - g. *liaise with the PTA to explore the option of converting the Fremantle CAT services to a low-cost, high frequency shuttle service;*
  - h. *investigate alternative funding models to generate revenues for area specific services, including the option to establish special area rates.*
  - i. *consider appropriate level of service or alternative operational and funding models, including a free transit zone. (C2006-8)*

Council considered a subsequent report on the progress of the review on 23 September 2020 and resolved as follows:





*Council:*

1. *Notes the progress of the CAT review and proposed project approach.*
2. *Endorses concurrent investigation of two distinct types of service options as set out below in the next stage of the review process:*
  - a. *A service broadly based on the features of the current CAT service focused on maximising access to residents and visitors to key destinations and services in Fremantle. Secondary objectives are to:*
    - i. *To support the economic vitality and functionality of Fremantle businesses.*
    - ii. *Reduce traffic congestion in the Fremantle City Centre.*
    - iii. *Encourage use of public transport.*
    - iv. *Support a peripheral car parking model.*
  - b. *A Free Transit Zone model of service giving wider access to any service user within the City of Fremantle boundary. (SPT2009-4)*

The purpose of this report is to consider the findings of this investigation.

The CAT bus contributes directly to the Council's transport objectives, and indirectly to a number of its economic, social and place-based objectives. A review of the service provides the opportunity for Council to evaluate the CAT bus services' contribution towards these objectives in the context of its Capability objectives.

**OFFICER COMMENT**

The review document (provided in Attachment 1) outlines:

1. Background and current service
2. Previous reviews and their findings
3. Current bus services and gap analysis
4. Benchmark comparison with other similar services in the metropolitan area
5. Route efficiencies and options
6. Other service options (including a Free Transit Zone)
7. Funding options
8. Conclusions

In preparing the report, the City liaised with the following organisations:

1. Public Transport Authority (PTA)
2. Department of Education, and local schools
3. Notre Dame University
4. Chamber of Commerce
5. Destination Marketing Working Group
6. Town of East Fremantle.

The City also corresponded with Tourism WA, and has previously consulted with the City of Cockburn.

The City attended and provided an update on the review to the South Fremantle Precinct Group on 15 December 2020.



In summary, the review has concluded that:

1. The current CAT service has evolved over time to provide a valuable and well patronised local area transit. It serves both existing residential areas in the city centre and South Fremantle, emerging residential areas to the north east of the city centre, and key commercial and visitor/tourist destinations.
2. Increasing catchments and routes results in an increase in cost, which is undesirable in the current financial context.
3. Reducing the route provides cost saving opportunities but result in a reduction in service to residents and businesses, inconsistent with the primary objective of the service identified by Council in September 2020.
4. The current route represents, all factors considered, the most efficient available within the current cost.
5. Additional external funding for the CAT service is highly unlikely within the foreseeable future.
6. Some modest revenue generation may be achievable through introduction of fees to currently free parking on the CAT routes along Ord Street and Marine Terrace.
7. The most feasible modified funding source could be a Specified Area Rate but is untested for community interest at this time, and introduces administrative complexities.
8. Maintenance of the current CAT service is desirable and aligns with Council's strategic objectives but must be weighed against other priorities (also contributing to Council's goals) and opportunity cost.
9. It is challenging to robustly measure the contribution of any given service option towards various strategic objectives because of the absence of data on patron profile and preference. Collection of further data remains a high priority.

The review report is provided for Council's consideration. There are an extensive range of options available and some complex considerations, making selection of the most appropriate option challenging, and somewhat subjective. Based on the assessment of options undertaken to date, and the direction Council has established to guide the review, it is suggested that Council:

1. Reaffirm the desirability of a CAT service as an add-on service to that provided by the state through the PTA, and its alignment with various strategic objectives including:
  - 1.1. Supporting investment, increased residential and commercial populations and increased visitation
  - 1.2. Enabling more sustainable movement and transport options (with associated reduction in emissions)
  - 1.3. Supportive active and public transport use
  - 1.4. Improved peripheral parking opportunities
  - 1.5. Improved urban environment, amenity and 'liveability'
  - 1.6. Social inclusion opportunities
2. Note the conclusions that:
  - 2.1. The current CAT routes and service level (frequency) be recognised as the best configuration at current (pre-August 2020) cost.
  - 2.2. Options involving an increased cost should be put aside as unfeasible at this time.
  - 2.3. Additional external (third party) funding is unlikely to become available within the foreseeable future.





- 2.4. The opportunity cost of the CAT when weighed against other budget demands represents the key consideration point in reviewing the service at this time.
3. Recognising that ongoing uncertainty regarding tourism, the economy and City finances stemming from COVID continues, request a continuation of the temporary suspension of the Red CAT and reduction in service frequency (to 20minutes) of the Blue CAT for a further financial year whilst:
  - 3.1. Engagement occurs with landowners within 400m of the CAT route with regards to their appetite to contribute a proportion (between 10% and 25% of the City's costs) towards the running of the CAT with a view to determining whether reintroduction of the original service can be accommodated the following financial year. Commercial landowners already paying a Specified Area Rate be excluded from this in recognition of current economic challenges and in support of Recovery strategies.
  - 3.2. Further investigation occur regarding patronage profile.
4. Note the expiry of the current CAT service agreement with PTA in 2022 and work towards resolution of a revised service agreement based on the above prior to its expiry, so that an agreed service level can be the subject of a new multi-year agreement between the City and the PTA.
5. Further consider its future funding appetite for the CAT (either with or without Specified Area Rate contributions) in the context of other budget priorities in future budget discussions, focussing on the following options:
  - 5.1. Return to full service: at an estimated cost of \$670,000p/a.
  - 5.2. Return to reduced (15-20minute) Red and Blue CAT service: at an estimated cost of \$535,000p/a.
6. Note that a further option to maintain the more popular Blue CAT service only (\$450,000p/a) is not recommended due to its inconsistency with Council's direction to focus on services broadly aligned with the pre-2020 service, and its reduced strategic alignment (providing lesser support for a peripheral parking model, connection of key destinations, social inclusion and service for strategic development sites).
7. Request that officers further investigate and pursue introduction of fee-based parking within the CAT catchment noting that additional revenue generated is unlikely to be significant, but that it discourages entirely free park n ride utilisation.
8. Request that officers further pursue discussions with the City of Cockburn and the Town of East Fremantle regarding potential support for maintenance and / or extension of the service.
9. Request that officers provide a community and stakeholder update on the status of the review and continue to liaise with the Public Transport Authority regarding management of the service agreement in accordance with Council's resolution.

#### **FINANCIAL IMPLICATIONS**

The current (excluding temporary COVID-related service reduction) cost of the CAT bus service is \$1.1 million with the City's (60%) contribution to this being approximately \$670,000 p/a.

Operation of a Blue and Red CAT service both at a frequency of 15 to 20 minute intervals would reduce the City's contribution to \$535,000 p/a.

The introduction of a Specified Area Rate equal to 10-25% of City's contribution would generate between \$67,00 and \$167,500p/a.





## **LEGAL IMPLICATIONS**

The CAT bus service operates under agreement with the PTA: changes to service will require its agreement. The current agreement expires in September 2022 and continuation of the service beyond that date will require renegotiation and a new agreement.

The introduction of Specified Area Rating "for the purpose of meeting the cost of the provision by it of a specific work, service or facility" is provided for under Cl 6.37 of the *Local Government Act 1995*.

## **CONSULTATION**

The City has consulted with the following key agencies in this review of the CAT bus service:

- PTA
- Department of Education and local schools (John Curtin, CBC)
- Notre Dame University
- Chamber of Commerce
- Destination Marketing Working Group
- Tourism WA
- Town of East Fremantle

All parties support the operation of the service, but no further funding opportunities were identified.

Consultation informing residents of the preliminary conclusions of the review and seeking feedback on the recommended approach (specifically the potential to introduce a Specified Area Rate to support continued funding of the service) is recommended.

## **VOTING AND OTHER SPECIAL REQUIREMENTS**

Simple majority

### **COMMITTEE RECOMMENDATION ITEM SPT2103-3** **(Officer's recommendation)**

**Moved: Cr Geoff Graham Seconded: Cr Bryn Jones**

### **Council**

- 1. Reaffirm the desirability of a CAT service as an add-on bus service to that provided by the state through the PTA, and its alignment with various strategic objectives including:**
  - 1.1. Supporting investment, increased residential and commercial populations and increased visitation**
  - 1.2. Enabling more sustainable movement and transport options (with associated reduction in emissions)**
  - 1.3. Supportive active and public transport use**
  - 1.4. Improved peripheral parking opportunities**



- 1.5. Improved urban environment, amenity and liveability
- 1.6. Social inclusion opportunities.
2. Note the following conclusions of the Central Area Transit (CAT) Review 20/21 report provided as Attachment 1 to this item:
  - 2.1. The current CAT routes and service level (frequency) be recognised as the best configuration at current (pre-August 2020) cost.
  - 2.2. Options involving an increased cost should be put aside as unfeasible at this time.
  - 2.3. Additional external (third party) funding is unlikely to become available within the foreseeable future.
  - 2.4. The opportunity cost of the CAT when weighed against other budget demands represents the key consideration point in reviewing the service at this time.
3. Recognising that ongoing uncertainty regarding tourism, the economy and City finances stemming from COVID-19 is continuing into 2021/22, authorise the Chief Executive Officer to request the PTA to agree to a continuation of the temporary suspension of the Red CAT and reduction in service frequency (to 20 minutes) of the Blue CAT to the end of the 2021/22 financial year whilst:
  - 3.1. Engagement occurs with landowners within 400m of the CAT route with regards to their appetite to contribute a proportion (proposed: 10% - 25% of the City's costs) towards the running of the CAT with a view to determining whether reintroduction of the original service can be accommodated the following financial year. Commercial landowners already paying a Specified Area Rate be excluded from this in recognition of current economic challenges and in support of Recovery strategies.
  - 3.2. Further investigation occur regarding patronage profile.
4. Note the expiry of the current CAT service agreement with PTA in 2022 and work towards resolution of a revised service agreement based on the above prior to its expiry, so that an agreed service level can be the subject of new multi-year service agreement between the City and the PTA.
5. Further consider its future funding appetite for the CAT (either with or without Specified Area Rate contributions) in the context of other budget priorities in future budget discussions, focussing on the following options:
  - 5.1. Return to full service: at an estimated cost of \$670,000p/a.
  - 5.2. Return to reduced (15-20minute) Red and Blue CAT service: at an estimated cost of \$535,000p/a.
6. Request that officers further investigate and pursue introduction of fee-based parking within the CAT catchment noting that additional revenue generated is unlikely to be significant, but that it discourages entirely free park n ride utilisation.
7. Request that officers further pursue discussions with the City of Cockburn and the Town of East Fremantle regarding potential support for maintenance and / or extension of the service.



**8. Note that officers intend to provide a community and stakeholder update on the status of the review.**

Carried: 7/0  
Cr Frank Mofflin, Cr Andrew Sullivan, Cr Geoff Graham,  
Cr Bryn Jones, Cr Adin Lang, Cr Marija Vujcic, Cr Jenny Archibald

**Additional Officer's Comment**

During discussion of the item at the Strategic Planning and Transport Committee meeting on 17 March, Committee members indicated some reservations about consideration of and community engagement on a potential Specified Area Rate in the absence of better data on bus patronage. The importance of obtaining improved data before making a final decision was also flagged.

An amended officer's recommendation addressing these matters is presented below.

**AMENDED OFFICER'S RECOMMENDATION**

**Moved: Cr Adin Lang**

**Seconded: Cr Rachel Pemberton**

Council

1. Reaffirm the desirability of a CAT service as an add-on bus service to that provided by the state through the PTA, and its alignment with various strategic objectives including:
  - 1.1. Supporting investment, increased residential and commercial populations and increased visitation
  - 1.2. Enabling more sustainable movement and transport options (with associated reduction in emissions)
  - 1.3. Supportive active and public transport use
  - 1.4. Improved peripheral parking opportunities
  - 1.5. Improved urban environment, amenity and liveability
  - 1.6. Social inclusion opportunities.
2. Note the following conclusions of the Central Area Transit (CAT) Review 20/21 report provided as Attachment 1 to this item:
  - 2.1. The current CAT routes and service level (frequency) be recognised as the best configuration at current (pre-August 2020) cost.
  - 2.2. Options involving an increased cost should be put aside as unfeasible at this time.
  - 2.3. Additional external (third party) funding is unlikely to become available within the foreseeable future.
  - 2.4. The opportunity cost of the CAT when weighed against other budget demands represents the key consideration point in reviewing the service at this time.
3. Recognising that ongoing uncertainty regarding tourism, the economy and City finances stemming from COVID-19 is continuing into 2021/22, authorise the Chief Executive Officer to request the PTA to agree to a continuation of the temporary





suspension of the Red CAT and reduction in service frequency (to 20 minutes) of the Blue CAT to the end of the 2021/22 financial year. whilst:

~~3.1. Engagement occurs with landowners within 400m of the CAT route with regards to their appetite to contribute a proportion (proposed: 10%–25% of the City's costs) towards the running of the CAT with a view to determining whether reintroduction of the original service can be accommodated the following financial year. Commercial landowners already paying a Specified Area Rate be excluded from this in recognition of current economic challenges and in support of Recovery strategies.~~

~~3.2. Further investigation occur regarding patronage profile.~~

4. During the extended period of reduced CAT service operation referred to in 3 above, request officers to:
  - 4.1 Further investigate and obtain data regarding patronage profile and, based on this,
  - 4.2 Prepare a further report on opportunities for Specified Area Rate contributions towards the cost of running the CAT from landowners within 400m of the CAT route for Council's consideration.
- ~~4.~~ 5. Note the expiry of the current CAT service agreement with PTA in 2022 and work towards resolution of a revised service agreement based on the above prior to its expiry, so that an agreed service level can be the subject of new multi-year service agreement between the City and the PTA.
- ~~5.~~ 6. Further consider its future funding appetite for the CAT (either with or without Specified Area Rate contributions) in the context of other budget priorities in future budget discussions, focussing on the following options:
  - ~~5.1~~ 6.1 Return to full service: at an estimated cost of \$670,000p/a.
  - ~~5.2~~ 6.2 Return to reduced (15-20minute) Red and Blue CAT service: at an estimated cost of \$535,000p/a.
- ~~6.~~ 7. Request that officers further investigate and pursue introduction of fee-based parking within the CAT catchment noting that additional revenue generated is unlikely to be significant, but that it discourages entirely free park n ride utilisation.
- ~~7.~~ 8. Request that officers further pursue discussions with the City of Cockburn and the Town of East Fremantle regarding potential support for maintenance and / or extension of the service.
- ~~8.~~ 9. Note that officers intend to provide a community and stakeholder update on the status of the review.



**AMENDMENT 1**

Moved: Cr Rachel Pemberton

Seconded: Cr Frank Mofflin

To amend part 8 of the Amended Officer's Recommendation to include the following words in green text below:

8. Request that officers further investigate and pursue discussions with the City of Cockburn, and the Town of East Fremantle, **as well as major landholders and attractions (once patronage profile is better defined)** regarding potential support for maintenance and/or extension of the service

Amendment carried: 10/1

**For**

Cr Jenny Archibald, Cr Geoff Graham, Cr Hannah Fitzhardinge,  
Cr Sam Wainwright, Cr Frank Mofflin, Cr Bryn Jones,  
Cr Marija Vujcic, Cr Andrew Sullivan, Cr Rachel Pemberton, Cr Adin Lang

**Against**

Cr Doug Thompson

**AMENDMENT 2**

Moved: Cr Sam Wainwright

Seconded: Cr Bryn Jones

To add the following part 3 to the recommendation in green text below and renumber to remaining parts are accordingly:

3. ***The City remains open to a negotiating a different funding model with the PTA.***

Amendment carried: 11/0

Cr Jenny Archibald, Cr Geoff Graham, Cr Hannah Fitzhardinge,  
Cr Sam Wainwright, Cr Frank Mofflin, Cr Doug Thompson, Cr Bryn Jones,  
Cr Marija Vujcic, Cr Andrew Sullivan, Cr Rachel Pemberton, Cr Adin Lang

**COUNCIL DECISION ITEM SPT2103-3**

Moved: Cr Adin Lang

Seconded: Cr Rachel Pemberton

**Council**

1. Reaffirm the desirability of a CAT service as an add-on bus service to that provided by the state through the PTA, and its alignment with various strategic objectives including:
  - 1.1. Supporting investment, increased residential and commercial populations and increased visitation
  - 1.2. Enabling more sustainable movement and transport options (with associated reduction in emissions)
  - 1.3. Supportive active and public transport use
  - 1.4. Improved peripheral parking opportunities
  - 1.5. Improved urban environment, amenity and liveability



- 1.6. Social inclusion opportunities.
2. Note the following conclusions of the Central Area Transit (CAT) Review 20/21 report provided as Attachment 1 to this item:
  - 2.1. The current CAT routes and service level (frequency) be recognised as the best configuration at current (pre-August 2020) cost.
  - 2.2. Options involving an increased cost should be put aside as unfeasible at this time.
  - 2.3. Additional external (third party) funding is unlikely to become available within the foreseeable future.
  - 2.4. The opportunity cost of the CAT when weighed against other budget demands represents the key consideration point in reviewing the service at this time.
3. *The City remains open to a negotiating a different funding model with the PTA.*
4. Recognising that ongoing uncertainty regarding tourism, the economy and City finances stemming from COVID-19 is continuing into 2021/22, authorise the Chief Executive Officer to request the PTA to agree to a continuation of the temporary suspension of the Red CAT and reduction in service frequency (to 20 minutes) of the Blue CAT to the end of the 2021/22 financial year.
5. During the extended period of reduced CAT service operation referred to in 3 above, request officers to:
  - 4.1 Further investigate and obtain data regarding patronage profile and, based on this,
  - 4.2 Prepare a further report on opportunities for Specified Area Rate contributions towards the cost of running the CAT from landowners within 400m of the CAT route for Council's consideration.
6. Note the expiry of the current CAT service agreement with PTA in 2022 and work towards resolution of a revised service agreement based on the above prior to its expiry, so that an agreed service level can be the subject of new multi-year service agreement between the City and the PTA.
7. Further consider its future funding appetite for the CAT (either with or without Specified Area Rate contributions) in the context of other budget priorities in future budget discussions, focussing on the following options:
  - 6.1 Return to full service: at an estimated cost of \$670,000p/a.
  - 6.2 Return to reduced (15-20minute) Red and Blue CAT service: at an estimated cost of \$535,000p/a.
8. Request that officers further investigate and pursue introduction of fee-based parking within the CAT catchment noting that additional revenue generated is unlikely to be significant, but that it discourages entirely free park n ride utilisation.
9. Request that officers further pursue discussions with the City of Cockburn and the Town of East Fremantle regarding potential support for maintenance and / or extension of the service.



**10. Note that officers intend to provide a community and stakeholder update on the status of the review.**

**Carried: 11/0**

Cr Jenny Archibald, Cr Geoff Graham, Cr Hannah Fitzhardinge,  
Cr Sam Wainwright, Cr Frank Mofflin, Cr Doug Thompson, Cr Bryn Jones,  
Cr Marija Vujcic, Cr Andrew Sullivan, Cr Rachel Pemberton, Cr Adin Lang





SPT2103-3 CAT BUS REVIEW 2020/21 AND FINDINGS  
ATTACHMENT 1 - Central Area Transit (CAT) Review – 20/21 report

Central Area Transit (CAT) Review 20/21



## CENTRAL AREA BUS TRANSIT (CAT) REVIEW 20/21

### EXECUTIVE SUMMARY

The City of Fremantle has provided a supplementary bus service in some form or another since the mid 1990s. The current Red and Blue CAT services operate based on the acknowledged model of frequent, legible, convenient services connecting high attraction destinations within close proximity, increasing accessibility and promoting use of peripheral parking and / or modal shift. The service has proven highly popular, though with limited detailed data beyond gross patronage numbers and service satisfaction. Based on the data available, for the current cost (\$670,000 p/a City contribution), the current services are considered to represent the most efficient and effective available. The primary challenge to the service is not its route, its desirability or its strategic alignment (which is strong) but its financial sustainability when considered against other objectives and budget priorities of Council.

This review was conducted at the request of Council, focussed on specific items. Conclusions from it include that:

1. No obvious improvements to the route or its efficiency exist which do not involve additional funding or, conversely, a drop in service.
2. Additional third party funding opportunities are limited.
3. Some small funding generation may be possible (and strategically desirable) by introduction of fees for currently free parking along the CAT routes on Ord Street and Marine Terrace but these are unlikely to significantly offset costs.
4. Introduction of a Specified Area Rate (SAR) to make a proportional contribution to the service from landowners within the CAT catchments provides another option: this is recommended for further investigation and consultation whilst Council further considers its preferred service level in the context of other budget demands.

In light of the current financial outlook, continued suspension of the Red CAT service and reduced (20 minute) service frequency of the Blue CAT is proposed for a further financial year whilst consultation with landowners in the catchment area on the possibility of a SAR occurs and Council further considers its strategic priorities and funding availability, with a view to establishing a renewed service agreement with the PTA by the expiry of the current agreement in 2022. If, through this broader discussion of its priorities, Council sustains its desire to maintain a service comparable to the current, reinstatement of the current Red and Blue CAT service (at a reduced 15 to 20 minute frequency) would be recommended. (refer section 7 Conclusions, below, for further details)

Further discussions with the City of Cockburn and Town of East Fremantle regarding the value of the service (and potential extension) to their communities, and further investigation of user profile data can be pursued concurrently.





Central Area Transit (CAT) Review 20/21

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Central Area Transit (CAT) Review 20/21

## 1. INTRODUCTION

The City of Fremantle (City) has provided a subsidised Central Area Transit (CAT) service in some form since the 1990's. The current service comprises two loops (refer Figure 1) which are provided free to patrons, being jointly funded by the state Public Transport Authority (PTA) and the City at a cost of \$1.1 million / year. The services provide a regular and legible central area bus service for residents and visitors, connecting key activity areas, and also seek to reduce congestion in the city centre, free up central car parking and to encourage public transport use, which has positive social, amenity and environmental flow on effects. The CAT bus system represents a key component of the City's Integrated Transport Strategy and a significant contributor to some of Council's Transport and Connectivity and social equity objectives in the Strategic Community Plan, and also supports the Age Friendly City Plan.



Figure 1 – Red and Blue CAT routes

In June 2020, the Council resolved to reduce the CAT service for a 12-month period due to factors associated with the COVID-19 virus pandemic (specifically community movement restrictions resulting in a drastic reduction of CAT patronage and in City income), reducing the cost for the financial year to \$242,000. The Council also instructed further investigation occur into:

- Future funding models.
- Service distribution/efficiencies.
- Relationship to parking options.
- Free Transit Zone (FTZ) options.

The resolution included a stated intention to retain the CAT service in some form in the future.

Council considered a progress report on the investigation in September 2020 and endorsed the concurrent investigation of two distinct types of service options:

1. A service broadly based on the features of the current CAT service focused on maximising access to residents and visitors to key destinations and services in Fremantle. Secondary objectives are to:
  - a. To support the economic vitality and functionality of Fremantle businesses.
  - b. Reduce traffic congestion in the Fremantle City Centre.



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- c. Encourage use of public transport.
  - d. Support a peripheral car parking model.
2. A Free Transit Zone model of service giving wider access to any service user within the City of Fremantle boundary. (SPT2009-4)

This report responds to Council's resolutions, providing a broad analysis of:

- The current and other potential routes in terms of service catchment, cost and connectivity.
- A Free Transit Zone.
- Other bus service options.
- Funding options.

## 2. BACKGROUND

The purpose of a CAT bus system is to have buses continuously circulating (i.e. not fixed to a timetable) for relatively short routes within a central area to make non-car based movement simple and convenient within high demand areas. The objective is not to compete with existing bus routes or to operate like a conventional bus route (i.e. longer routes on a fixed timetable). Whilst CAT services differ slightly around the world, research indicated the following aspects of successful services:

- Frequency is important; the service should be sufficiently frequent so as to not require a fixed timetable, and be convenient for passengers to be confident there will be minimum waiting time.
- An easy to understand and legible route/s for passengers (both familiar and unfamiliar), which avoids route confusion and encourages patronage.
- Connection to places, spaces and activities; the service should connect key areas such as train stations, business and/or entertainment areas, and destinations e.g. visitor/tourist destinations, including city centre peripheral parking.<sup>1</sup>

Local transit connections such as a CAT-service can also connect to regional transit including shuttle buses or regular stops by fixed-route service, as a 'last mile' service. These need a frequent service for transit connections as long waits deter patronage.<sup>2</sup>

The Fremantle CAT service was benchmarked with other Perth metropolitan CAT services which showed that the characteristics are very similar (refer section 3). Additionally, research was undertaken on similar bus services internationally including:

- Georgetown, Penang, Malaysia, a 20-30 min frequency service, clockwise and anti-clockwise circular route linking tourist heritage sites and shopping centres. Funded by Penang state government.
- Parramatta, NSW, the Parramatta Shuttle Bus, a 10 min frequency on circular loop connecting river ferry stop, commercial/retail and recreational locations in Parramatta CBD. Funded by Transport for NSW.
- Brisbane, QLD - Brisbane Loop services. City Loop with a 10 minute frequency on clockwise and anti-clockwise route in CBD Monday to Friday. Spring Hill Loop, a 10 minute frequency on figure of 8 loop linking CBD with Spring Hill, inner city suburb 0.5km

<sup>1</sup> Pers Comms, 2021, Dr A Mattan, City Access and Transport, City of Sydney. Adjunct Senior Researcher Curtin University Sustainability Policy.

<sup>2</sup> [https://www.transitwiki.org/TransitWiki/Index.php/Last\\_mile\\_connections](https://www.transitwiki.org/TransitWiki/Index.php/Last_mile_connections)



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north of CBD, Monday to Friday. Funded by TransLink, QLD PTA. Similar offering to Perth CBD CATs.

- Manchester, UK – Route 2 – circular service through Manchester city centre with a 10 minute frequency Monday to Saturday (peak hours) 20 and 30 min frequency off-peak, 12 minute (peak) frequency on Sunday. Jointly funded by Transport for Greater Manchester (PTA equivalent).

Best practice industry bus public transport provision indicates a successful bus service should also provide:

- Accessibility; easy and equitable access via route and stop planning and design as well as infrastructure and bus access
- Reliability; passenger confidence in bus transport reliability, both timetabling and bus/driver operation
- Safety; passengers feel safe to use the bus services, infrastructure design safety e.g. lighting, CPTED, security and operation aspects e.g. clean buses<sup>3</sup>

Fremantle's CAT services, running at approximate 10-15 minute intervals, have proven popular with a total of 675,000 boardings (135,000 Red and 540,000 Blue) in 2018/2019. They include real time bus tracking via the Transperth App. To compare bus services, total traditional (PTA) bus drop off and pickups in the City Centre are at around 1.1 million movements (2015/2016) but connect to the much wider regional catchment. Anecdotal evidence suggests that the services are well patronised by residents as well as employees and students using it to commute between peripheral parking stations (particularly unchanged ones) and the City Centre. Access to and from South Beach has also proven popular in peak periods. Data on patronage profile is limited, posing a real challenge to the review, however opportunities to obtain some further information are being pursued in conjunction with PTA.

The CAT route and frequency receives a high customer satisfaction, as evident in the PTA's 2019 Customer Satisfaction Survey in which the CAT scored:

- 90% satisfaction in bus punctuality
- 100% satisfaction in the length of time of the bus trip<sup>4</sup>

There have been several different service models and reviews of central area transit since Fremantle first introduced a supplementary service in the mid 1990s. These are summarised in year order in Appendix 1. This provides important background in terms of the evolution of the service, and some lessons learnt in past experiences.

<sup>3</sup> Malaysian Technical Universities Conference on Engineering & Technology 2012, MJCEET 2012  
Part 3 - Civil and Chemical Engineering, Bus Operation, Quality Service and The Role of Bus Provider and Driver  
<sup>4</sup> <https://www.fremantle.wa.gov.au/Portals/0/Assets/Documents/About/Fremantle%20City%20Council/035March%202019.pdf>

**Additional information – Ordinary Meeting of Council  
23 March 2022**



**3. BENCHMARRING INVESTIGATION**

A benchmarking exercise was conducted in October 2021 to compare systems of the City's 127 waste and other utility services to the Perth Metropolitan area (which is summarized in the table below Table 3).

Service/Trade	City of Fremantle	Perth Metropolitan Area Benchmarking Services	Standard Operation	Public Hearing Operation	Length in km	Type	Funding	Cost per km
<b>North Bays</b>								
Waste	34	22 weeks 0:00am - 0:00am (24 hrs)	0:00am - 0:00am (24 hrs)	0:00am - 0:00am (24 hrs)	6.0	Waste	\$200.00 per km (Waste) - \$200.00	\$200.00
Water	34	6/3/Week 6:00am - 4:00pm National Gas Service (NGS) weekly until 12:00pm perth@gas.com.au	6:00am - 4:00pm	6:00am - 4:00pm	6.0	Water	\$100.00 per km (Water) - \$100.00	\$100.00
Water	34	23 weeks 0:00am - 7:00am	0:00am - 7:00am	0:00am - 7:00am	4.0	Water to plant	\$100.00 per km (Water) - \$100.00	\$100.00
Water	34	23 weeks 5:30am - 7:25pm	5:30am - 7:25pm	5:30am - 7:25pm	6.0	Water to plant	\$200.00 per km (Water) - \$200.00	\$200.00
<b>South Bays</b>								
Waste	34	22 weeks 7:25am - 8:00pm	7:25am - 8:00pm	7:25am - 8:00pm	4	Waste	PA, City of Perth, P12	N/A
Water	34	23 weeks 0:00am - 0:00am	0:00am - 0:00am	0:00am - 0:00am	4	Water	PA, City of Perth, P12	N/A
Water	34	23 weeks 0:00am - 0:00pm	0:00am - 0:00pm	0:00am - 0:00pm	3.0	Water	PA, City of Perth, P12	N/A
<b>West Bays</b>								
Waste	32	18 weeks 7:30am - 7:30pm	7:30am - 7:30pm	7:30am - 7:30pm	4.0	Waste	PA, City of Perth, P12	\$1.5m
Water	32	18 weeks 7:30am - 7:30pm	7:30am - 7:30pm	7:30am - 7:30pm	5.1	Water	PA, City of Perth, P12	N/A
<b>North Bays - Other</b>								
Waste	32	20 weeks 0:00am - 0:00pm	0:00am - 0:00pm	0:00am - 0:00pm	3.0	Waste	PA, City of Perth, P12	N/A
<b>South Bays - Other</b>								
Waste	32	18 weeks 0:00am - 0:00pm	0:00am - 0:00pm	0:00am - 0:00pm	4.0	Waste	PA, City of Perth, P12	N/A
<b>Water to plant</b>								
Water to plant	32	18 weeks 0:00am - 0:00pm	0:00am - 0:00pm	0:00am - 0:00pm	4.0	Water to plant	PA, City of Perth, P12	N/A
<b>Water to plant - Other</b>								
Water to plant	32	18 weeks 0:00am - 0:00pm	0:00am - 0:00pm	0:00am - 0:00pm	4.0	Water to plant	PA, City of Perth, P12	N/A

\* Represents total Perth, Area, Districts \* Represents total Perth, City, or Perth, District, or Perth, District, or Perth, District, or Perth, District

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Central Area Transit (CAT) Review 20/21

#### **4.1 Benchmarking Findings**

Each bus service functions slightly differently in terms of route, operation times and funding.

Overall, the Fremantle CAT services are most comparable to the Perth Red, Blue and Yellow services in that they:

- Provide a free (subsidised) service.
- Operate seven days a week (except Good Friday, Anzac Day and Christmas Day).
- Are circle routes (except the Perth Yellow CAT).
- Provide a 15-minute (or less) service.

Key differences between other bus services and the Fremantle CAT are:

- Funding models/agreements of other services vary considerably including being:
  - entirely funded by state government such as the Perth CAT through the state Perth Parking Levy legislation/income,
  - fee paying e.g. Rockingham Shuttle and Route 97 or
  - have a third funding partner e.g. Joondalup CAT and Route 97,
  - Privately funded (Midland Gate shopping centre).
- Most other services are more limited e.g. do not operate weekends or Sundays.

#### **4. BUS SERVICE GAP ANALYSIS**

A bus service gap analysis was undertaken to inform the CAT review and to identify where services overlap and/or are duplicated.





Central Area Transit (CAT) Review 20/21



Figure 2 - 2020 Transport Bus Network

The City of Fremantle is comparably well served by bus public transport. Assuming a reasonably conservative 400m catchment to bus routes, the majority of properties in the City (12,000 of a total of around 14,000) are provided with at least some kind of service (refer Figure 3 below); small catchment gaps exist in west Samson, Fremantle (north of Stevens Street), central Hilton, and Beaconsfield (south of Fremantle College). The same exercise measured from stops and stations, and applying a literal rather than linear ped-shed would doubtless show some increase in gap.





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Figure 3 – Bus route walkable (400m) catchment

Many services are, however, sporadic with large gaps between high frequency services (every 15 minutes or less) in the eastern section of Fremantle, northern White Gum Valley, O'Conner industrial area, southern Sanson, Hilton, Beaconsfield and South Fremantle (refer Figure 4 below).



Central Area Transit (CAT) Review 20/21



Figure 4 - High frequency bus routes & train station walkable catchment

The high frequency service assessment assumes a linear 800m catchment from railway stations and 400m (i.e. approximately 5 minute walk time) from high frequency bus services, noting that a smaller (250-300m) catchment from bus stops is preferable.

Whilst not their primary function, this analysis shows that the Red CAT service addresses a small gap in route (if not service) along Ord Street next to John Curtin College of the Arts and Beach Street/Cantonment Street and a section of Victoria Quay and the West End whilst the Blue CAT helps fill a larger gap in high frequency service in the southern part of South Fremantle (south of South Street). During the suspension of the Red CAT and reduced service of the Blue CAT, the City has received complaints from residents in both areas regarding the change, including a number of elderly and disabled tenants along Beach Street, who very much felt the loss of the service.



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Figure 5 – Red CAT & High Frequency Catchment Overlay



Figure 6 – Blue CAT & High Frequency Catchment Overlay

In total, the Red CAT catchment is approximately 3,582 properties, of which 3,224 (90%) are already within 800m of the railway station or 400m of an alternative high frequency bus route whilst the Blue CAT catchment serves approximately 4,757 properties, of which 3,744 (79%) are already within 800m of the railway station or 400m of an alternative high frequency bus route.



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Whilst this provides useful contextual information, as is noted in the background above, the purpose of a CAT is not to meet deficits in traditional services but rather to provide short high frequency trips between high demand locations in close proximity. In this regard, the CAT services provide a supplement to the traditional PTA services by connecting high visitation attractors such as: schools, businesses along High Street, Victoria Quay, Fremantle Park, the Leisure Centre, the Arts Centre and the Passenger Terminal overpass (Red CAT) whilst the Blue CAT connects South Beach, Success Harbour, the South Terrace 'strip' the Fishing Boat Harbour, The Esplanade West End, Notre Dame university and the Maritime Museum (refer Figure 7 below).



Figure 7 – High Visitation Nodes Serviced by CAT (South Beach & Fremantle Sailing Club not shown)

Both CAT buses connect peripheral carparks (refer section 5.4) and connect to the city centre and Fremantle train station.

**5. ALTERNATIVE ROUTES & SERVICE MODELS**

A wide range of alternative route and service models exist. A number of route alternatives exploring either increased catchment or increased efficiency but broadly based on the features of the current CAT service (as per Council's September 2020 resolution) are outlined in Appendix 2. The simplistic conclusion drawn from this exercise is (unsurprisingly) that increases in catchment can be achieved through extension of the route, but that these attract additional cost, whilst reductions in the route / service frequency reduce either the extent or the quality of the service. The merits of different options and analysis of cost-benefit come down to the value placed on the service and the various strategic outcomes it contributes to, weighed against other Council funding priorities. In reviewing alternatives, it must be recognised that in addition to the per km cost of running a service, extension beyond an approximate 5km loop distance requires introduction of additional buses, adding a significant quantum cost increase, unless service frequency is to be reduced.

**5.1 Alternatives Broadly Based on Current CAT**

The main options which broadly align with the current CAT service reviewed included:



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Table 2 – Alternative Route Summary

Option No.	Description	Cost Implication (very approximate)*	Comment
1.	Return to Figure 8- Single Route	None	Poor service due to long running time and lower legibility
2.	Blue CAT Route Reduction to South Street	Saving of approx. \$138k/year.	Reduced catchment (-1,171 properties), removes connection to beach, removes high frequency service to area otherwise not served by high frequency.
3.	Blue CAT Hampton Road/Ours Road/South Street/Marine Terrace	Increased cost approx. \$54k/year	Increased catchment (+1,232 properties). Adds 2 shopping centres in catchment.
4.	Blue CAT Hampton Road/Ours Road/South Street/South Terrace	Increased cost approx. \$78k/year	Increased catchment (+1,221 properties). Adds 2 shopping centres in catchment.
5.	South Terrace/Hampton Road Loop	Increased cost approx. \$108k/year	Increased catchment (+1,457 properties) but longer running time and some service duplication
6.	Red CAT East Street Extension	Increased cost approx. \$4k/year	Increased catchment (+306 properties plus some East Fremantle), connection to East Street & Containerbow. Leona Leisure Centre connection
7.	Red CAT East Street/Beach Street	Increased cost approx. \$52k/year	Increased catchment (+296 properties plus some East Fremantle), connection to Canning Street, East Street & Containerbow. Reduced service to Victoria Quay and Maritime Museum
8.	Red CAT East Street/Canning Highway	Saving of approx. \$16k/year.	Increased catchment (+292 properties) but reduced connection to Leisure Centre, Arts Centre, Victoria Quay & Maritime Museum
9.	Red CAT Fremantle East Extension	Increased cost approx. \$48k/year	Increased catchment (+446 properties plus some East Fremantle) connection to George Street, East Street & Containerbow, including redevelopment areas. Reduced legibility and increase bus dwell times at intersections
10.	Red CAT Beach Street Extension	Increased cost approx. \$8k/year	Increased catchment (+432 properties) connection to East Street & Containerbow. Reduced legibility
11.	Red CAT Victoria Quay Reduction	Saving of approx. \$20k/year	Reduced catchment (-357 properties), removes connection to Victoria Quay.
12.	Blue CAT Shuttle	Saving of approx. \$12k/year	Reduced catchment (-108 properties) & convenience for beach & sailing club access
14.	Reduce Blue and Red CAT 20 Minute Frequency	Saving of approx. \$135k/year.	Reduced service frequency and convenience

\* Cost estimates approximate only; based on a cost per kilometre travelled, with trips per year and frequency as per the 2013 CAT services. Cost may increase if additional bus leases are required, along with associated operational cost increases from PTA's contractor. Does not assume any potential Town of East Fremantle cost contribution

A further alternative 13 (to discontinue the less popular Red CAT) was explored but is not considered to broadly align with the current service, as requested by Council in its second





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resolution. It would result in annual savings of approximately \$220k per year but reduces service and connections to eastern city centre area (Northern Gateway), Victoria Quay, Maritime Museum, peripheral parking, Leisure Centre, Arts Centre and schools.

A key conclusion reached from the analysis is that for its previous \$670,000 City of Fremantle budget contribution, the existing routes represent the most effective available.

### 5.2 Free Transit Zone

A Free Transit Zone operates by establishing boundaries within which no fare is payable on existing public transport (in this case bus and train) services. This option does not involve any increase in public transport service beyond that provided by PTA (as the CAT does) but incentivises/rewards existing service use by removing the fare. This option (previously trialled in the City) has been discussed with PTA on a number of occasions, most recently in October 2020 in response to Council's resolution. PTA has indicated the establishment of a Free Transit Zone would involve both recurrent costs (to off-set foregone revenue) and establishment costs (to set up the system). Updated cost estimates provided are as follows:

#### Recurrent Costs:

Three Free Transit Zone areas have been considered:

- Option 1 - All of the local government area of the City
- Option 2 - City Centre with South Street as the southern boundary
- Option 3 - City Centre with Douro Road as southern boundary

The methodology for quantifying the annual value has encompassed the following:

- Transperth bus and train passenger trips starting and finishing wholly within each option's designated area during the 2018/19 financial year (noting that train trips are only relevant to option 1 - journeys between Fremantle and North Fremantle stations); and
- An additional allowance of 500m beyond each option's boundary to account for a Free Transit Zone's induced demand (i.e. customers will walk from outside the Free Transit Zone to commence their bus journeys within the Free Transit Zone to avoid the requirement to pay a fare).

#### Option Estimated Annual Cost

Option 1	\$1.245m
Option 2	\$0.539m
Option 3	\$0.661m

#### Establishment Costs

The current fare system operates on a zonal concentric ring basis where the Perth Free Transit Zone is zone zero. The inclusion of a second Free Transit Zone challenges the current methodology's relative simplicity from a programming perspective and so would require significant reprogramming of the SmartRider ticketing system.

SmartRider ticketing specialists within Transperth have given a general estimate of \$1m for contractors' development work to modify the existing system in order implement a Fremantle Free Transit Zone. These officers have also provided a significant caveat that the creation of a second free transit zone within the greater Perth public transport area may not be possible by modification only and could potentially require full reconstruction of the ticketing system's fare



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calculation methodology. Should this be the case, it is anticipated that development costs would significantly exceed the \$1m estimate per development instance.

Whilst a whole of City Free Transit Zone option is more equitable in terms of provision of service across the City, and supports some of the Council's social inclusion objectives, the approach does relatively little to improve access to attractions. Its capacity to achieve mode shift from car to public transport also remains the subject of debate<sup>5</sup> with the conclusion being that this depends as much on the quality of the service as its cost, but with both (and many others) being factors<sup>6</sup>.

### 5.3 Increasing Frequency existing Bus Services

The potential to increase frequency of existing bus services on or near Red and Blue CAT bus routes was investigated. The Red CAT route is already in close proximity to high frequency (15 minutes) routes such as the 910, 999, 998 (Canning Highway, Queen Victoria Street) and 915 (High Street). Route 532 is the only route that runs along the southern end of South Terrace from Douro Road on the Blue CAT route and is not a high frequency service (there are no other routes that run along Marine Terrace).

In order to consider an increase in a service frequency, the PTA analyse the entire route, including stop bus boarding and alighting, frequencies, effects on bus dwell times along the route, general patronage numbers etc. A change in service frequency impacts on the entire route service and needs to be carefully considered as it also affects operational costs such as the provision of extra buses and drivers. Having considered the matter, PTA advised that increasing individual service routes to replicate the CAT service would not be supported as higher service priorities exist elsewhere in the metropolitan area.

### 5.4 Peripheral Parking and other Parking Investigations

The 10 June 2020 Council resolution specifically requested consideration of prioritising parking investigations in areas serviced by the CATs with the aim of generating additional funding for these services. This reflects the direction of the Integrated Transport Strategy which promotes consolidation of parking stations around the periphery of the city centre to allow visitors relatively easy access to parking (larger and easier to navigate), reducing demand for traffic to enter the city centre or the need for high volumes of inefficiently configured small parking areas. It also allows on-street bays to be dedicated to those with additional access needs, to servicing and to short term visitors, consolidating longer term parking (suitable for employees for example) on the outskirts.

<sup>5</sup> [MVA's Making public transport free will encourage use and optimal support | Public Transport Users Association \(Victoria, Australia\) \[opus.org.au\]](#)

Fearnley, Nils 'Free Fares Policies: Impact on Public Transport Mode Share and Other Transport Policy Goals' 2013

Oded Cats, Yisak O Susilo & Trini Reimal 'The prospects of fare-free public transport: evidence from Tallinn' 2016

<sup>6</sup> Krzysztof Grzelec and Aleksander Jagiełło 'The Effects of the Selective Entanglement of Fare-Free Public Transport', 2020





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Figure 8 - City and Private Off-Street Car Parks including 400m CAT Catchment

There are 12 City-managed off-street car parks and 3 private off-street car parks located directly on the Red and Blue CAT bus routes. There are further 9 off-street car-parks within 400m of the routes. These collectively provide a total of approximately 1,955 car parking bays\*. Table 3 below describes the car park, number of bays, car park type, fees/rates and an indication of the main user groups in relation to the CAT services based on location and nearby activities.

Table 3 – Car Parks on CAT Routes

Blue CAT					
Car Park Id	No. Bays	Type	Timing/Fee	Estimated Main User Group/s	Management
Marine Terrace (#60)	85	Off-Street	Free, untimed	Commuter, student, beach	City
Marine Terrace (#21A)	25	Off-Street	\$1.70ph	Visitor	City
Mews Road (#21)	64	Off Street	\$1.70ph	Visitor	City
The Esplanade (#11)	197	Off-Street	\$2.30ph \$11.50 daily	Visitor, commuter, student	City
Essex Street (#20)	26	Off-Street	\$2.30ph	Visitor	City

\* Note this does not include Victoria Quay (Port/Wilson) which provides an additional 600+ bays due to the limited accessibility of many of these.

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Marine Terrace (#2)	39	Off-Street	\$2.30ph	Visitor	City
Cliff Street (#22)	18	Off-Street	\$2.30ph	Visitor	City
Cappuccino Strip (#61)	150	Off-Street	\$2.30ph \$11.50 daily	Visitor, commuter	City
Alma Street	61	Off-Street	\$3.00 1/2 hr \$11.00 daily	Visitor, commuter	Wilson
South Terrace	Unknown	On-Street	Free, timed	Visitor	City
Marine Terrace	122	On-Street	Free, untimed	Commuter, student, beach	City
<b>TOTAL</b>	<b>787</b>				
<b>Red CAT</b>					
<b>Car Park id</b>	<b>No. Bays</b>	<b>Type</b>	<b>Timing/Fee</b>	<b>Main User Group/s</b>	<b>City</b>
Cantonment Street	165	Off-Street	\$9.00ph	Visitors	Wilson
Josephson Street (#15)	18	Off-Street	\$2.30ph, 3hr limit	Visitors	City
Leisure Centre	139	Off-Street	\$2.30ph, 3hr limit	Visitors	City
Beach Street (#12A)	42	Off-Street	\$1.70ph \$11.50 daily	Commuter, visitor	City
Beach Street (#12B)	212	Off-Street	\$1.70ph \$11.50 daily	Commuter, visitor	City
Woolstores	296	Off-Street	\$3.00ph \$10.00 daily	Visitors	Secure
Point Street (#8)	296	Off-Street	\$1.70ph \$11.50 daily	Commuter, visitor	City
Ord Street	93	On-Street	Free, untimed	Visitors, Commuter	City
<b>TOTAL</b>	<b>1,168</b>				

The off-street car parking mapping and survey indicates the CAT routes are well served by public and private car parking (or vice versa), with a number of peripheral car parks offering comparably cheap hourly and daily rates.

The analysis of usage of bays and opportunities to increase revenue from currently free bays sought by Council's resolution has identified opportunities along Marine Terrace (122 bays) and Ord Street (93 bays). The City's parking team has already been investigating options for these areas (enabled by updates to the City's Parking Local Law currently in train) however note that additional revenue generated is unlikely to be significant given the relatively low rate chargeable in peripheral locations, and modest demand. There are also likely to be flow on consequences associated with parking displacement, requiring additional management.

Extending/re-routing CAT service to include additional (existing) peripheral parking at East Street was also examined (refer Route Alternative options 7 and 10 in Appendix 2). It is considered unlikely that additional revenue raised would offset the additional cost of the route extension.

## 6. FUNDING OPTIONS

In accordance with the June 2020 Council resolution, several potential CAT funding options were investigated and consultation undertaken with key state and other stakeholders (Public Transport Authority, Department of Tourism, UNDA, Department of Education etc). Refer Appendix 3 for details. In summary:



Central Area Transit (CAT) Review 2021

- Discussion with potential third party contributors to the CAT service indicate that additional funds are highly unlikely given the economic climate, existing services and funding arrangements.
- A parking levy is considered impractical due to factors associated with acts of Parliament, management and potentially problematic given the flow on financial, economic and investment consequences.
- Some modest additional revenue may be generated through the introduction of fees for currently free peripheral parking on the routes (as discussed in section 5.4 above).
- A Specified Area Rate for properties most benefitting from the CAT service could potentially off set some of the cost of the CAT and address some of the equity concerns periodically raised by unserved ratepayers, but would be subject to consultation and would be likely to be unpopular. It would also require Council to delineate the proportion of the service deemed local (which could reasonably be allocated to benefitting residents and businesses) versus that which contributes to broader strategic objectives (which are more reasonably borne by the broader community). A 50% contribution, as an example, has been estimated to require an average payment by each property owner within 400m of a CAT route of approximately \$56 p/a (noting that a rating approach would see this apportioned based on GRV). Exclusion of commercial city centre properties which already pay an SAR relating to cleaning and safety services would increase this cost. Refer Appendix 3 for further detail.

## 7. CONCLUSIONS

The CAT review has identified the following key conclusions:

- The current CAT service has evolved over time to provide a valuable and well patronised central area transit. It serves both existing residential areas in the city centre and South Fremantle, emerging residential areas to the north east of the city centre and key commercial and visitor/tourist destinations.
- Increasing catchments and routes results in an increase in cost, which is undesirable in the current financial context. The current route represents the most efficient available for the current cost.
- Reducing the route provides cost saving opportunities but result in a reduction in service, which conflicts with the primary objective of the service identified by Council.
- Additional and/or external funding for the CAT service is highly unlikely within the foreseeable future.
- Some modest revenue generation may be achievable through introduction of fees to currently free parking on the CAT routes along Ord Street and Marine Terrace.
- The most feasible modified funding source could be a Specified Area Rate but is untested for community interest at this time, and introduces administrative complexities.
- Maintenance of the current CAT service is desirable and aligns with Council's strategic objectives but must be weighed against other priorities (also contributing to Council's goals) and opportunity cost.
- It is challenging to robustly measure the contribution of any given service option towards various strategic objectives because of the absence of data on patron profile and preference. Opportunities to address this are being investigated.



## APPENDIX 1 – HISTORY & DEVELOPMENT OF CAT SERVICE

### 1996 – 1998 Free Transit Zone (FTZ)

The early Free Transit Zone system for the city centre used the 'multi-rider' bus pass (superseded by the current Smartrider). The Free Transit Zone did not achieve a significant travel mode shift (i.e. increase in bus/public transport use) and surveys at the time indicated most customers were 'captive' users such as the elderly and young.

Cost: \$120,000 pa. NB PTA advised foregone revenue estimates were greater than \$300,000.

Funding source: City funded.

### 1997-2000 The Fremantle Clipper

The Fremantle Clipper was introduced on weekends throughout select periods of the year. The service was designed to help the transport network cope with the influx of visitors attending special events, particularly using parking in the city centre. The service ran between 10am and 6pm on weekends at a 15-minute frequency. This service was very popular and it evolved into the CAT service in 2000.

Cost: Approx. \$86,000 (Full cost) (November – June)

Funding source: 50/50 funding split between the City and PTA.



Figure 1 - Fremantle Clipper Route



Appendix I

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2000 – Present : CAT Service

The initial service operated as a 'figure 8' route to origins and destinations in the city centre and South Fremantle/South Terrace. The initial route only ran to South Street, extending to Douro Road and South Beach in 2002/2003 in recognition of the growing popularity of the beach, and South Terrace corridor. When the new Maritime Museum was opened in 2004, the CAT service was also modified to serve the tourist and visitor attraction.



Figure 2 – Figure 8 Route

2011 CAT Route Separated

In 2011, the single 'Figure 8' route was separated into the Red and Blue CAT to improve legibility (two simple 'loops') and reduce total journey times. The update also involved introduction of a second bus on the longer Blue CAT route and consequent increase in frequency (e.g. 10 and 15-minute intervals).







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Figure 3 - Current CAT routes

The initial cost was split 50/50 between the PTA and City at \$360,000 pa (City contribution). The City introduced Sunday paid parking to help off-set costs. The CAT service agreement was changed to 60%/40% split in 2004 to reflect the PTA's funding structure (local government/other stakeholders to pay the majority of cost with the PTA managing the service including bus contractor).

Cost: \$1,150,000 pa (2019)

Funding source: 60% City of Fremantle (\$669,000), 40% PTA (\$460,000).

**2007-2008 FreoStar**

The FreoStar suburban bus was started to provide a 'sister service' to the CAT, connecting residential areas to the city centre. The FreoStar ran on weekends between 10am to 6pm every 30 minutes using two small 16 seater buses owned by the City. The service consisted of two separate routes chosen to service residential areas that were not within easy walking distance of an existing high frequency transport route. One route ran from the southern part of Beaconsfield to Hilton and Sanson to the Fremantle Town Hall and the other ran from the Gibson Park Precinct and northern White Gum Valley to the Fremantle Town Hall. The service was discontinued due to low patronage.

Cost: \$105,000 pa.

Funding source: City funded.



Figure 4 - 1998 Freo Star Routes





2013 CAT Review: Extension to South Beach Village

In 2012/13, with the emerging development in and around Cockburn Coast and establishment of the 'South Beach Village', the City of Cockburn investigated the feasibility of extending the CAT service into South Beach Village in North Congee. The PTA and City gave advice on the service structure, costs and technical aspects of the CAT which Cockburn Council considered. It was not pursued due to additional cost (requiring at least one further bus to commence) and the challenges of road/subdivision layout which restricted bus access and turn-arounds.



Figure 5 – South Beach Village layout

2014 CAT Review

This review provided a summary of the service's operation in 2014 and suggested improvements. The service operation indicated good Red and Blue CAT patronage overall (almost a million passengers with 20% Red CAT and 80% Blue CAT) with day to day patronage rates relatively constant. Improvement recommendations included:

- Greater emphasis on marketing/advertising of the service and its convenient connections to City events/facilities.
- Improving user data gathering and
- Improved wayfinding signage.

There were also internal suggestions for route changes to capture the Army Museum, Monument Hill and High street, service major events and later run times on the weekend and over summer. Extension of the service to North and East Fremantle and connections to peripheral parking and a combined Red and Blue "counter flow" option was also considered.



Appendix 1

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Wayfinding signage in the city centre was installed in 2016, however CAT service marketing and passenger data collection remained unchanged. Extending CAT operating hours, additional route changes, extensions to routes and 'counter flow' services resulted in considerable increases in cost and were not pursued.

2015 Curtin Student Review

A Curtin University PhD student undertook a further review of the CAT bus service with a view to identifying improved efficiency and integration into surrounding suburbs. It included the option of extension into the suburbs of Bickton and East Fremantle in the context of council amalgamations being considered at the time. The review identified a number of issues including:

- uncertainty of patronage numbers and types of users due to lack of automated recording,
- patron uncertainty of length/duration of trips,
- lack of awareness that it is a free (subsidised) service,
- lack of data on residential needs, cost benefit
- uncertainty of local residential needs and data to define social and financial benefit,
- duplication with fee paying bus routes.

The review suggested:

- joining the Red and Blue CAT's to one 'figure-8' service and extension to include East Street,
- Reducing the size of the buses (as the majority of buses are less than half full)
- Improvements to the reach of the CAT service, integrating East Fremantle and Bickton/Palmyra and
- Extending operating hours on Friday and Saturday

Cost Estimates

Recommendation costs varied from the reintroduction of the figure 8 route with existing buses at (\$1.5 million pa, assuming a 40% City contribution of \$630,000) to \$3 million for extension of routes to include Hampton Road and along Preston Point Road in East Fremantle (assuming a 70% City contribution of around \$890,000). Costs to extend into Palmyra and Bickton were not provided and ultimately none of the suggestions were pursued.

2017 CAT service extension and Free Transit Zone investigation

An investigation was undertaken into the feasibility of a Free Transit Zone for the entire City area and city centre, including options to extend the CAT to North Fremantle and East Fremantle. The investigation also included options for free/subsidised public transport for City residents.

The review concluded that the City was well served by buses and there were few catchment gaps (although some routes are more frequent than others e.g. infrequent north-south connections from North Coogee). The study indicated that the Red CAT key destinations of the Arts Centre and Leisure Centre were not well served with regular bus public transport. The investigation stated the purpose of a CAT bus system is to have buses continuously circulating (i.e. not on a timetable) for relatively short routes within a central area. The objective is not to compete with existing bus routes or to operate like a conventional bus route (i.e. longer routes on a fixed timetable).

Discussion with PTA officers on a Free Transit Zone option indicated that, due to the Transperth fare zone banding structure (originating from Perth as a single central point) and the Smartrider ticketing software, it would be very costly to re-engineer the system to accommodate a Free Transit Zone in Fremantle. PTA indicated that even the completion of a preliminary technical feasibility assessment and fee estimate would require significant funding.



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The study recommendations included undertaking a comprehensive CAT census, improving City/event marketing and promoting CAT services, improving public awareness of other bus and transport services, investigation for City subsidisation of other bus services and further investigation to link public transport cost to parking management.

**Cost Estimates**

- North Fremantle extension additional \$365,000 pa. Total cost of CAT service \$1,380,000 pa (City's contribution \$825,000 pa).
- East Fremantle extension additional \$135,000 pa. Total cost \$1,150,000 pa (City's contribution \$690,000 pa).
- Free Transit Zone: cost would depend on ridership (to compensate PTA foregone fare revenue). Estimated at between \$300,000 - \$600,000 pa, plus set up and establishment costs (estimated at around \$1,000,000).



## APPENDIX 2 - ROUTE EFFICIENCIES AND OPTION SCENARIOS

An investigation was undertaken on the current and potential future route change scenarios taking into account route efficiencies, maximising access to residents and visitors to key destinations and services. The assessment includes estimated catchment, route length, additional or subtracted origin/destinations and cost estimates. Fourteen options were initially considered, broadly based on the features of the current CAT service as per one of the options requested by Council.

Cost estimates are high level and are based on a cost per kilometre travelled from the current CAT service cost. The cost estimates also take into account Transperth service/administration cost and bus leases. The cost estimates assume the 2019 level of frequency and number of daily trips.

### Option 1 - Return to 'Figure 8' Single CAT Option



Combined Red and Blue CAT routes



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Stopping pattern and route (2005 timetable)

**Overview**

Return to a 'figure 8' bus route, combining both Red and Blue CAT services.

Existing Route Length	10.2km total (Red 4.5km Blue 5.7km)
New Route Length	10.2km
Estimated Catchment	6448 properties
Public Transport Connectivity*	High - Fremantle station, South Terrace & South Street bus routes
Legibility*	Medium – extended loop may cause passenger confusion
Tourist/Visitor Destinations	Cruise ship terminal, Victoria Quay, Fishing Boat Harbour, Arts Centre, South Beach, Shipwreck Museum, Maritime Museum, Roundhouse
Service / Recreation Destinations	Fremantle City Centre, Leisure Centre, South Terrace, South Beach
Peripheral Parking	South Beach, Ord Street, Beach Street, Marine Terrace, Victoria Quay
Cost estimate	\$1.1 million (CoF Share: \$670,000) at current frequency (10-15 minutes)

**Comments:**

The route configuration of the CAT service has evolved over time since its inception in 2000. The current two routes of the Red and Blue CAT's have evolved to:

- Increase in catchment/route from South Street to Douro Road in South Fremantle.
- Separation from the 'figure 8' loop model to the current Red and Blue CAT routes. This was to allow greater legibility/simplicity for each route and increase frequencies in a cost-effective way e.g. two buses on the popular Blue route enable a 10 min frequency and one bus on the Red route enables a longer 15-minute frequency (with a shorter route distance).
- When the CAT service operated as a figure 8 loop, analysis and passenger feedback indicated a dissatisfaction with route legibility and times taken to reach destinations. For example, assuming a clockwise loop, a passenger boarding at the train station/Phillimore Street stops (the 'primary' stop for each CAT) and whose destination was South Terrace/South Beach would have to travel the additional distance past the Leisure Centre etc (i.e. Red CAT route) then back into South Terrace.

The figure 8 route (with 10-minute service) was often met with delays occurring because of the following:





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Central Area Transit (CAT) Review 20/21

- The Marine Terrace/South Terrace section was very popular with frequent stops. There was often a case where the later bus would be catching up to the earlier one because of the high number of stops that were being made along this route. The entire route was unbalanced in terms of demand.
- There were delays caused by the Ord Street/James Street section due to the signalised intersections at James Street/Queen Victoria Street and Ord Street/High Street.
- With only 3 buses, achieving the 10-minute interval was not possible. The entire loop journey would take a considerable amount of time and was one way. There were examples of tourists or similar not familiar with the area getting on the CAI wanting to go a short distance to popular destinations, instead having to endure a lengthy bus tour. It is understood that drivers were receiving negative feedback from users regarding buses being late.
- The PTA undertook community consultation on the CAT bus service which indicated that the separation of the CAT service to two distinct routes was supported.
- A 'contraflow' option (i.e. a bus running each way) would increase cost due to potential additional bus required and increase in kilometres travelled.

\*Connection to other bus and train public transport services

^Legibility is measure on whether the route is simple and easy to understand

**Option 2 - Blue CAT reduction to South Street**



Blue CAT route reduction to South Street

**Overview**

This reduces the Blue CAT route by 2.5 km. South Street is the only street along this route which is configured to allow CAT bus turning (e.g. streets south of South Street to Douro Road are too





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narrow or constrained by on-street parking to allow safe bus turns). The option brings the Blue CAT service more in line as a central area service.

Existing Route Length	5.7km
New Route Length	3.4km
Estimated Catchment	3586 properties – reduction by 1171 properties
Public Transport Connectivity	High - Fremantle station, South Terrace and South Street bus routes
Legibility	High – simple loop route
Tourist/Visitor Destinations	Fishing Boat Harbour, Shipwreck Museum, Maritime Museum, Roundhouse
Service / Recreation Destinations	Fremantle City Centre, South Terrace
Peripheral Parking	Victoria Quay, Marine Terrace
Cost estimate	-\$1.38k (City contribution)
Comments:	<ul style="list-style-type: none"> <li>• Reduces catchment in South Fremantle residential areas.</li> <li>• Reduction to South Beach/South Terrace activity areas and Marine Terrace commercial area and peripheral parking.</li> <li>• The South Terrace section of the route is already well serviced by existing Transperth bus services, including high frequency routes (up to South Street)</li> <li>• Route reduction would result in a reduction of cost.</li> </ul>

Option 3 - Hampton Road – Douro Road – South Street - Marine Terrace





Appendix 1

Central Area Transit (CAT) Review 20/21

**Blue CAT route expansion Marine/Douro/Hampton**

**Overview**

Option 3 removes the southern section of South Terrace and redirects the route along Douro Road, Hampton Road and South Street. The 300m catchment is still maintained along South Terrace and the catchment extends along Hampton Road.

Existing Route Length	5.7km
New Route Length	6.6km
Estimated Catchment	5989 properties – increase by 1232 properties
Public Transport Connectivity	Medium – Fremantle Station, Hampton Road, South Street, reduction from South Terrace
Legibility	Medium (circle route deviation along South Street)
Tourist/Visitor Destinations	Fishing Boat Harbour, Shipwreck Museum, Maritime Museum, Roundhouse
Service / Recreation Destinations	Fremantle City Centre, South Terrace, South Beach, South Fremantle shopping centres
Peripheral Parking	Marine Terrace, Victoria Quay
Cost estimate	+\$54k (City contribution)
Comments:	<ul style="list-style-type: none"> <li>• Extends Blue CAT catchment to other side of Hampton Road</li> <li>• Adds 2 popular shopping centres in 300m catchment</li> <li>• Removes residential and activity area along South Terrace, south of South Street</li> <li>• Increases route length which increases cost</li> <li>• Replicates high frequency bus routes of the 99B and 99B (as well as seven routes on Hampton Road)</li> <li>• Limited opportunities for bus stops on Douro Road, particularly close to shopping centres</li> <li>• Removes bus service along South Terrace south of South Street only served by the low frequency 532.</li> </ul>



Appendix 2

Central Area Transit (CAT) Review 20/21

**Option 4 Hampton Road – Douro Road – South Street – South Terrace**



Blue CAT route expansion Hampton Road / Douro Road /South Street /South Terrace

**Overview**

Option 4 redirects the Blue CAT from the southern section of Marine Terrace and includes the Douro Road, Hampton Road and South Street loop; extending the route catchment and links to shopping centres on Hampton Road, whilst maintaining the Marine Terrace catchment.

Existing Route Length	5.7km
New Route Length	7km
Estimated Catchment	5978 properties – increase by 1221 properties
Public Transport Connectivity	High - Train Station, South Street and Hampton Road bus routes
Legibility	Medium - circle route deviation along South Street
Tourist/Visitor Destinations	City centre, Fishing Boat Harbour, Shipwreck Museum, Maritime Museum, Roundhouse
Service / Recreation Destinations	Fremantle City Centre, South Terrace, South Beach, South Fremantle shopping centres
Peripheral Parking	Section of Marine Terrace
Cost estimate	+\$76k (City contribution)
Comments:	<ul style="list-style-type: none"> <li>• Extends Blue CAT catchment to eastern side of Hampton Road</li> <li>• Adds 2 popular shopping centres in 300m catchment</li> </ul>



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- Increases the route length from 5.8 to 7 km which increases cost.
- Duplicates Transperth bus services on Hampton Road and South Street.
- Limited opportunities for bus stops on Douro Road, particularly close to shopping centres.
- Reduced catchment to Marine Terrace peripheral parking.

**Option 5 - South Terrace – Hampton Road Loop**



**Blue CAT/Red CAT merge with South Terrace/Hampton Road Loop**

**Overview**

Option 5 is a modified 'figure 8' route and expands the Blue CAT loop route to Douro Road and Hampton Road, taking the Red CAT route of Old Street/Parry, Beach Street, Cantonment Street and Queen Street; expanding the catchment east of Hampton Road, whilst maintaining the Marine Terrace catchment.



Appendix 2

Central Area Transit (CAT) Review 20/21

Existing Route Length	5.7km
New Route Length	7.5km
Estimated Catchment	7905 - increase by 1457 properties
Public Transport Connectivity	High - Train station, connection to Hampton Road and South Terrace bus
Legibility	High - simple loop routes
Tourist/Visitor Destinations	City centre, Fishing Boat Harbour, Shipwreck Museum, Maritime Museum, Roundhouse
Service / Recreation Destinations	Fremantle City Centre, South Terrace, South Beach, South Fremantle shopping centres
Peripheral Parking	Marine Terrace, Victoria Quay, Beach Street
Cost estimate	+\$108k (City contribution)
Comments:	<ul style="list-style-type: none"> <li>• Combines sections of the Red and Blue CAT routes and extends CAT catchment east of Hampton Road</li> <li>• Still captures Marine Terrace catchment</li> <li>• 2 shopping centres at South Fremantle</li> <li>• Captures Hampton Road neighbourhood centre</li> <li>• Catchment reduced for city centre destinations such as Notre Dame and museums</li> <li>• Additional route length increases cost</li> <li>• To maintain 10-15-minute frequency it is likely to be a contraflow service which increase distance travelled and bus numbers which will increase service cost.</li> <li>• Duplicates high frequency bus services along Hampton Road and South Terrace (north of South Street)</li> </ul>

**Option 6 - Red CAT Extension East Street**





Appendix 2

Central Area Transit (CAT) Routes 20/21

**Red CAT East Street expansion**

**Overview**

Option 6 extends the catchment of the Red CAT route from Ord Street/Parry Street to East Street and down Vale Street/Finnerty Street to serve the R160 high density Burt Street redevelopment. Maritime Museum loop is removed.

Existing Route Length	4.5km
New Route Length	4.6km
Estimated Catchment	3620 – increase by 380 properties (note – ToEF property base unavailable)
Public Transport Connectivity	Low – Train Station (with limited high frequency bus routes on High Street)
Legibility	High – simple loop route
Tourist/Visitor Destinations	City centre, Arts Centre
Service / Recreation Destinations	Two secondary schools, Leisure Centre
Peripheral Parking	Beach Street
Cost estimate	+\$4k (City contribution)
Comments:	<ul style="list-style-type: none"> <li>Increases residential catchment to a small section of East Fremantle and Fremantle</li> <li>Serves new high density development on Burt Street</li> <li>Increases catchment to tourist destination of the Army Museum and residential destination of Cantonment Hill</li> <li>Re-directs the route away from the Fremantle Leisure Centre</li> <li>Road geometry at East Street/Vale Street and Finnerty Street/Ord Street may not accommodate bus turning</li> <li>Additional route length increases cost</li> <li>Reduced service to Maritime Museum and Victoria Quay.</li> </ul>





Appendix 2

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**Option 7 - Red CAT East Street – Beach Street Loop**



**Red CAT expansion East Street/Beach Street**

**Overview**

Option 7 increases the Red CAT route to East Street and along Beach Street to extend the catchment and connect the river foreshore with peripheral parking and the north east end of the city centre. Maritime Museum loop is removed.

<b>Existing Route Length</b>	4.5km
<b>New Route Length</b>	5.8km
<b>Estimated Catchment</b>	3608 - increase by 286 properties (note - ToEF property base unavailable)
<b>Public Transport Connectivity</b>	Low - Train Station, limited access to high frequency bus routes
<b>Legibility</b>	High - simple loop route
<b>Tourist/Visitor Destinations</b>	City centre, Beach Street reserve/Containerbow
<b>Service / Recreation Destinations</b>	Leisure centre, two secondary schools
<b>Peripheral Parking</b>	Beach Street, East Street Jetty
<b>Cost estimate</b>	+\$52k (City contribution)
<b>Comments:</b>	<ul style="list-style-type: none"> <li>Increases catchment into East Fremantle (would likely require ToEF monetary contribution)</li> <li>Connects new tourist/visitor to Beach Street, Containerbow and Cantonment Hill/Naval Store</li> </ul>



Appendix 2

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- Increases access to East Street Jetty peripheral parking
- Connects to Monument Hill.
- Beach Street catchment (west) does not have a large resident/visitor presence (though is zoned for redevelopment)
- Additional route length increases cost
- Reduced service to Maritime Museum and Victoria Quay

**Option 8 - Red CAT East Street - Canning Highway**

**Overview**

Option 8 seeks to connect a greater catchment area and peripheral car park to the north (East Street jetty) in a loop configuration. It extends the route to East Street to Beach Street. This option has the route running along Canning Highway. A further option iteration could include deviation along James Street to Beach Street (catchment and route length remain the same), Maritime Museum loop is removed.



Red CAT expansion East Street/Canning Highway

Existing Route Length	4.5km
New Route Length	4.1km
Estimated Catchment	3674 - increase 292 properties (note - ToEF property base unavailable)
Public Transport Connectivity	Medium - Train Station, connection to high frequency bus on High Street/Canning Highway
Legibility	High - simple loop route
Tourist/Visitor Destinations	City centre, Beach Street reserve/Containerbow



Appendix 2

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<b>Service / Recreation Destinations</b>	Two secondary schools, primary school, Beach Street reserve, Monument Hill, Cantonment Hill
<b>Peripheral Parking</b>	Beach Street, East Street Jotty
<b>Cost estimate</b>	~\$1.6k (City contribution)
<b>Comments:</b>	
<ul style="list-style-type: none"> <li>• Extends the catchment to East Fremantle including East Fremantle Primary School and George Street activity area.</li> <li>• Extends to the East Street Jotty car park (underutilised during weekdays)</li> <li>• Connects to the Containerbow visitor attraction.</li> <li>• More direct connection to John Curtin College.</li> <li>• Connects to Monument Hill and Cantonment Hill/Naval Store.</li> <li>• Beach Street catchment (west) does not have a large resident/visitor presence (though is zoned for redevelopment)</li> <li>• Re-directs the route away from the Fremantle Leisure Centre and Arts Centre</li> <li>• Slight reduction in route length results in cost saving.</li> </ul>	

**Option 9 - Red CAT Fremantle Suburb Extension**



**Red CAT expansion Eastern Fremantle**

**Overview**

Option 9 is a suggestion from a resident to reconfigure the Red CAT loop to include Finnerty/Vale Streets, East Street, High Street, Swanbourne Street, Knutsford Street and Arnhurst Street. The intention is to extend the service to increase the catchment into the eastern section of Fremantle, Monument Hill and new redevelopment at Burt Street and Knutsford Street/Swanbourne Street.

**Additional information – Ordinary Meeting of Council  
23 March 2022**



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Existing Route Length	4.5km
New Route Length	5.7
Estimated Catchment	4030 – increase of 448 properties
Public Transport Connectivity	Low - Train Station and minor connection to high frequency bus service on High Street
Legibility	Low - multiple route changes
Tourist/Visitor Destinations	City centre, Arts Centre,
Service / Recreation Destinations	Two secondary schools, primary school, Monument Hill, Leisure Centre
Peripheral Parking	Beach Street
Cost estimate	+\$48k (City contribution)
<p>Comments:</p> <ul style="list-style-type: none"> <li>• Extends catchment into the eastern section of the suburb of Fremantle</li> <li>• Extends catchment to new development areas (Knutsford and Swanbourne redevelopment areas)</li> <li>• Monument Hill access is improved</li> <li>• Includes access to Fremantle Primary School</li> <li>• Includes Burt Street high density residential redevelopment</li> <li>• Duplicates bus routes on High Street</li> <li>• Increase in route length results in cost increase</li> <li>• Likely to require an additional bus to maintain service frequency due to increase route and dwell times/multiple intersections</li> <li>• Road geometry of Finnerty Street/Ord Street might not allow bus movements</li> </ul>	



Appendix 2

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**Option 10 - Extend Red CAT to northern peripheral car park at Beach Street**



**Red CAT 'Turnaround' at Beach Street**

**Overview**

Option 10 retains the existing Red CAT loop route but extends the Beach Street route section to the Beach Street Reserve to capture peripheral parking, cafes, Containerbow destination and extends the catchment to Cantonment Hill and into a section of East Fremantle. Maritime Museum loop retained.

<b>Existing Route Length</b>	4.5km
<b>New Route Length</b>	5.4km
<b>Estimated Catchment</b>	4014 – increase in 432 properties
<b>Public Transport Connectivity</b>	Low – Train Station and high frequency bus service only on High Street
<b>Legibility</b>	Medium – Deviation to serve Beach Street/East Street jetty
<b>Tourist/Visitor Destinations</b>	Victoria Quay, Containerbow, Arts Centre, Cat
<b>Service / Recreation Destinations</b>	City centre, two secondary schools,
<b>Peripheral Parking</b>	Victoria Quay, Beach Street, East Street Jetty
<b>Cost estimate</b>	+58k (City contribution)
<b>Comments:</b>	
<ul style="list-style-type: none"> <li>• Connects to Beach Street peripheral parking</li> <li>• Serves east end redevelopment area (currently lower population density)</li> <li>• Connects visitor destinations of the Containerbow and Cantonment Hill/Naval Store</li> </ul>	



Appendix 2

Central Area Transit (CAT) Review 20/21

- Addition to route length increases cost.
- Could result in passenger confusion due to extension to East Street Jetty and route configuration

**Option 11 - Reduce route length service by removing Victoria Quay**



Red CAT reduction – Victoria Quay

**Overview**

Option 11 for the Red CAT route removes the extension into Victoria Quay to reduce the overall route length. It assumes passengers and visitors would enter Victoria Quay via the existing bus stops on Phillimore Street adjacent to the train station and the existing rail pedestrian crossing.

Existing Route Length	4.5km
New Route Length	4km
Estimated Catchment	3225 – reduction 357 properties
Public Transport Connectivity	Low – train station and section of high frequency bus route on High Street
Legibility	High – simple loop route
Tourist/Visitor Destinations	City centre
Service / Recreation Destinations	Leisure centre, two secondary schools, Arts centre
Peripheral Parking	Beach Street
Cost estimate	-\$20k
Comments:	





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- Reduces visitor/tourist destination at Victoria Quay
- Reduces link to peripheral parking at Victoria Quay
- Slightly reduces the catchment
- Slightly improves legibility by removal of the Maritime Museum loop by simplifying the route
- Reduction in route length reduces cost

**Option 12 – Blue CAT Shuttle Service**



**Market Street – South Terrace Shuttle Route**

**Overview**

Option 12 changes the Blue CAT loop service to a shuttle service from the Fremantle Train Station to South Beach, along Market Street, South Terrace and a turnaround at Douro Road



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Note - a Red CAT shuttle service was investigated and the current route configuration and road network cannot accommodate a 'turnaround' or connection to key destinations and the current loop configuration was deemed the most efficient.

Existing Route Length	5.7km
New Route Length	5.4km
Estimated Catchment	4649 – reduction in 108 properties
Public Transport Connectivity	Low – train station, connection to high frequency bus service on South Terrace at South St
Legibility	High – simple straight shuttle route
Tourist/Visitor Destinations	City centre, South Beach, South Terrace entertainment/hospitality
Service / Recreation Destinations	South Beach, city centre
Peripheral Parking	Marine Terrace
Cost estimate	-\$12k
Comments:	<ul style="list-style-type: none"> <li>Retains a similar catchment but reduces catchment to Marine Terrace and surrounding maritime land uses</li> <li>Reduces public bus service along Marine Terrace (no current bus service)</li> <li>Reduces connection to the Esplanade, Fishing Boat Harbour and sections of the City centre</li> <li>Increases walking distance from popular bus stop at South Beach</li> <li>Reduction of route length results in a reduction of cost</li> </ul>

**Option 13 - Discontinue Red CAT Reinstates Blue CAT 10min Frequency**

The advantage to Option 13 (similar to the current service reduction) is that it will reduce cost and that the Red CAT is the least patronised (20% of CAT patronage). The disadvantage is that it would reduce service to eastern and central area of the city centre including John Curtin College Arts, Christian Brothers College, eastern residential areas (including vulnerable residents) Fremantle Arts Centre, Leisure Centre and Maritime Museum. It would also reduce a seasonal service to the cruise ship industry. Approximately \$284k City contribution (saving of \$385k). Cost estimate is based on current (COVID-19) operational costs with increase in bus.

**Option 14 - Reduce Red and Blue CAT to 15/20min service**

The advantage in the overall reduction to the Blue and Red CAT frequency would be the overall reduction in operational cost as it would likely result in the reduction of bus and driver requirements from 3 to 2 (one bus each service). The disadvantage in this option is that it reduces to service by reducing the convenience associated with a higher frequency, legible bus service. Cost estimate savings are based on the current CAT service variation of 60% contribution of 240k assuming only two buses required on 2 routes, with a saving of \$135k.

**Additional information – Ordinary Meeting of Council  
23 March 2022**



Appendix 3

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*Notre Dame University*

NDU representatives advised of its support for the service for its students and staff, as well as the community and advised they will discuss service and funding options internally. Further communication is being pursued however without any clear conclusion to date. Given the current tertiary sector funding challenges, is considered unlikely to realise an outcome in the short to medium term.

*Department of Education and John Curtin College of the Arts*

The Department of Education and John Curtin College of the Arts advised that public transport is a PTA/Transperth responsibility. John Curtin advised that whilst they support the service, most students do not use the CAT, except occasionally in wet weather.

*Fremantle Chamber of Commerce*

Fremantle Chamber of Commerce comments (in summary) include:

- Service Requirements, the importance of connecting residents and commuters to South Fremantle and South Beach, North Fremantle and potentially East Fremantle's George Street back into Fremantle (looking at shared funding models with the Town of East Fremantle to co-fund one route out to George St and the City of Cockburn to co-fund bus down South Beach, North Coogee & Port Coogee).
- Some consideration of business users for movement for meetings across Fremantle (low volumes but an important service)
- Tourists and visitors (hard to define in post COVID-19) but monitoring will be required as borders will open up. Note if Fremantle Tourist Trains don't continue the CAT becomes a more important service for access for Cruise Ship arrivals, Rottnest Terminal arrivals, Prison, Fishing Boat Harbour and other attractions
- Future considerations and planning strategies e.g. Port development - Victoria Quay or North Port, Southern Corridor and what this means for service routes and volumes.
- Free Transit Zone - a logical and good option. Question centres around who pays for this? Proposal to fund by car parking like City of Perth less than desirable
- Levying of costs on businesses not supported.
- Some members suggest extending hours of operation of the Blue CAT to serve hospitality venues along the route.

*Town of East Fremantle*

Preliminary discussion with the Town of East Fremantle was held in late December 2020. The Chamber of Commerce advised a CAT extension and/or service was identified in recent community visioning engagement. Town of East Fremantle officer was briefed on the background and progress of the CAT review and that any extension of a CAT service would require additional funds. Officers to continue to liaise with the Town on the outcomes of the CAT review and any route and funding opportunities pertinent to the Town.

*Tourism WA*

Tourism WA have been contacted but have not responded at the time. It has been noted that whilst the CAT provides an additional service to tourists and has been recognised as a positive in some publications such as Lonely Planet and comments on Trip Advisor, it is not considered a significant draw card to Fremantle for this sector.



### APPENDIX 3 - FUNDING MODEL INVESTIGATION

Several CAT service funding models have been explored, ranging from fee paying to Specified Area Rates (SAR).

#### State/City Funding Options

City officers wrote to Tourism WA, the Department of Education and the PTA regarding the value of the CAT service and opportunities to review funding apportionment. Responses indicated that what the value of the CAT is appreciated, there is no appetite to increase state funding towards it. The PTA noted that the 40% contribution currently paid exceeds its contribution towards other similar services, and its model of a 1/3 : 2/3 split.

#### Fare Paid Option

A fare paid option was investigated, similar to the Rockingham Shuttle (555) and Subiaco Route (96/97). Due to the relatively short route lengths, both CAT routes would be in a '2 section' fare zone which incurs an adult Smartrider fare of \$1.98 or a cash fare of \$2.20. Concession Smartrider fare is 90c or a \$1 cash fare. Using an average annual CAT bus boarding estimate and an estimated split of concession use (e.g. student and senior use) cash and Smartrider use, an annual fare income is estimated in the table below.

Average Annual Boardings 2000-2020 - 846,291				
Fares	% Users	Boardings	Annual Fares	Total Fare Income
Adult Smartrider at \$1.98	60	507,774	\$1,005,393	\$1,530,094
Concession Smartrider at \$0.90	20	169,258	\$152,332	
Adult Cash at \$2.20	20	169,258	\$372,368	

This estimate indicates if the CAT service was fee paying and patronage levels were maintained, it could cover the cost of the existing service. If 100% of annual users were concession holders paying cash (e.g. \$1.00 fare) it still would cover over 50% of the overall cost of the current service. However, there are limitations:

- The Fremantle, Perth and Joondalup CAT services have always operated as a 'free' public bus service. There is a local and metropolitan wide experience and expectation that a CAT service is free, this adding to its appeal and perception of ease of use. Introducing a fare paid system is highly likely to result in a reduction in patronage.
- Discussion with the PTA staff indicates they would not support a fare paid option. The PTA consider the city centre to be well served by bus public transport (particularly compared to many other locations) and, as such, its continued subsidization of the additional (but paid) CAT service could not be justified.

#### Other Contributors and CAT Service Input

City officers met with Notre Dame University (NDU) Department of Education/John Curtin College of the Arts, Fremantle Chamber of Commerce and Town of East Fremantle to discuss the CAT review and to gather wider input into the service as well as investigate future opportunities for funding.



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#### Destination Marketing Working Group

Liason with the Destination Marketing Working Group was undertaken in February 2020. In summary, the Group supported the CAT service as an important service to businesses and tourism/destinations, including connectivity, dispersal and accessibility. Other points/suggestions included:

- Feedback from people is that there is understanding of COVID restrictions but would be disappointed if the service was not returned.
- Anecdotal evidence that the Blue CAT is well used by people getting to and from South Beach (back-pickers, tourists, travellers).
- Extensions to other destinations such as Fremantle Prison and Monument Hill, including (ideally) North Fremantle and East Fremantle.
- The Maritime Museum have requested the re-instatement of the link to the museum and Victoria Quay.
- More effective/targeted marketing on the accessibility and service in line with the visitor experience (e.g. visitor centre, tactical marketing, signage, media platforms, bus graphics, wayfinding etc).

From an economic development perspective, whilst the CAT represents a positive service and contributes to Fremantle's image as a sustainable lifestyle and an iconic tourism destination, it represents just one of the many factors contributing to the attraction, servicing and dispersal of residents, workers and visitors.

#### Specified Area Rate

A Specified Area Rate funding model was assessed using rate paying properties within 400m walking distance of both CAT routes. There are approximately 4851 rateable properties along the CAT routes. Non rateable properties such as state government land, education, religious and parks/reserves, right of ways and public access ways have been excluded in the cost estimates.

The table below provides an additional average rate cost estimate per property for different funding proportion allocation options.

Rateable Properties	CAT Cost	Cost Per property	General Municipal Contribution
6005	\$670,000		
<b>SAR Contribution %</b>			
100%	\$670,000	\$112	\$0
90%	\$603,000	\$100	\$67,000
80%	\$536,000	\$89	\$134,000
70%	\$469,000	\$78	\$201,000
60%	\$402,000	\$67	\$268,000
50%	\$335,000	\$56	\$335,000
40%	\$268,000	\$45	\$402,000
30%	\$201,000	\$33	\$469,000
20%	\$134,000	\$22	\$536,000
10%	\$67,000	\$11	\$603,000

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Because the service is recognised to benefit users outside of the catchment, full (100%) cost apportionment through Specified Area Rates to local properties would be difficult to justify. However, a contribution from those in closest proximity could be seen as appropriate given the localised value of the service. Consultation on this option would be required if pursued by Council.

Exclusion of commercial properties already paying a Specified Area Rate would increase the average cost per property: by approximately 24% (to around \$34) assuming a 25% contribution.

#### **Parking Levy**

Under the *Perth Parking Management Act (1999)* all non-residential parking bays within the Perth Parking Management Area are licensed and an annual levy must be paid on these bays where applicable. This was introduced to reduce traffic congestion in the Perth city centre and encourage active transport use and applies a levy of around \$4.68 per bay per working day to public parking providers (which includes development that provides parking the general public can use and includes private and public development). Money raised by the Perth Parking Levy is spent within the Perth Parking Management Area to deliver services such as four CAT bus services and the Free Transit Zone for public transport. It also funds active transport projects and new or improved services that reduce the need for cars within the area (e.g. contributed to the new Perth Busport).

The Fremantle City Centre includes 2977 bays (around 2135 by Wilson and Secure, and 842 by the City).<sup>9</sup>

Introduction of this methodology to Fremantle is inhibited by:

- The need for an act of Parliament
- The lesser commercial demand for real estate in Fremantle
- The limited price elasticity for parking in Fremantle
- The conflict with the City's investment objectives
- The high administrative needs of the scheme, further reducing revenue.

<sup>9</sup> For this purpose the border of the City Centre is Marine Terrace, Norfolk Street, Parry Street, Elder Place, Phillimore Street and Little High Street.