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17th September, 2005

The Chairman
House of Representatives Standing Committee on Transport and Regional Services
Parliament House
CANBERRA, ACT 2600

Secretary: *J. Luthman*

RECEIVED

22 SEP 2005

HOUSE OF REPRESENTATIVES
STANDING COMMITTEE ON
TRANSPORT AND
REGIONAL SERVICES

Dear Mr Neville

Enclosed is Gladstone City Council's submission to the House of Representatives Standing Committee's Inquiry into Integration of Regional Rail and Road Networks and their Interface with Ports.

It was a pleasure to meet with you and your members during your visit to Gladstone earlier this year and I am sure the Committee could not fail to be impressed with the progress being made in the City as it continues to develop as a key industrial and Port City in Australia.

Our submission to you focuses on just three issues, which we believe are fundamental to the matters being examined by your Committee.

First and foremost, the major component of the submission is for funding towards the continued construction of **KIRKWOOD ROAD**, which will provide a by-pass route for heavy traffic from the Gladstone-Benaraby Road leading into Gladstone from the South, to join Don Young Drive and Red Rover Road leading to the industrial and port precincts to the north of Gladstone.

With the State and Federal Government having funded the strategic Callemondah Overpass on Don Young Drive connecting to Red Rover Road, the importance of the by-pass route for heavy traffic cannot be disputed.

The City's priority for Kirkwood Road has been unwavering over the last two decades, and the level of industrial development to the north of the City is now making the project's completion essential in the immediate future.

Further support for the project has been reinforced by the GIRTP (Gladstone Integrated Regional Transport Plan) signed off by the State Minister for Transport and the two Mayors of the regional local governments (Gladstone City and Calliope Shire). The Plan recommends Kirkwood Road in its outlined Capital Works Program as detailed in the submission.

Only recently, the importance of the project in a regional context, has been validated through the Central Queensland Regional Road Group, whose initial modelling indicated that the \$20million (approx) for Kirkwood Road was ranked as **PRIORITY 1** out of 97 projects in CENTRAL QUEENSLAND, by the Technical Group.

The project has withstood the passage of time, and Council's support of the project has been unwavering, with significant investment by this Council towards the project. With the extraordinary benefits to the State and the nation of this strategic transport link, it is only right that the residents of Gladstone not be burdened with the full cost of what will service both the state and the nation through facilitating industrial and port development.

The submission also makes reference to future priorities for the city being the continuation of the Port Access Road to complete the next stage of its construction to Blain Drive.

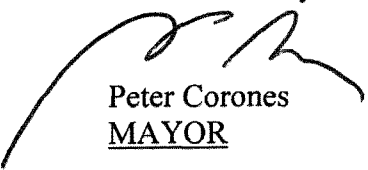
The third issue is a reflection of a much broader discussion regarding the modal split between road and rail for the transportation of bulk goods. I hope some examples quoted in our submission will bring a very practical insight into the consequences of the lack of full costing, both physical and environmental, that are part of this debate.

We further provide our support to the Inland Rail aspects of the Gladstone Area Promotion & Development Ltd's submission.

Resolution of these issues will go a long way in allowing the City to meet the future demands that will be placed on it as it develops further in the future, and I trust that your Committee will take them into account in its reporting.

I look forward to learning the outcome of your Committee's deliberations.

Yours faithfully



Peter Corones
MAYOR



GLADSTONE CITY COUNCIL

**SUBMISSION TO THE HOUSE OF REPRESENTATIVES
STANDING COMMITTEE ON TRANSPORT AND
REGIONAL SERVICES**

**INQUIRY INTO INTEGRATION OF REGIONAL RAIL
AND ROAD NETWORKS AND THEIR INTERFACE
WITH PORTS**

September 2005

THE CITY OF GLADSTONE

The City of Gladstone, and the neighbouring Calliope Shire, have over the past forty years, been the focus of considerable industrial development, particularly in relation to the processing of bauxite to alumina and then on to aluminium, and the enormous coal resources of the Bowen Basin.

Two alumina refineries and a smelter make the City a world centre for the aluminium industry. The Port of Gladstone is one of Australia's leading ports in terms of the tonnage of coal exported as well as being a multi-cargo facility.

Gladstone has had a Strategic Plan for the whole area of the city in place for many years to guide the growth that has occurred. The strength of this Plan is evident in that there have been, with the exception of the genesis of the Port Access Road, no fundamental changes to it in the past 25 years. This Plan sets out the desired land use pattern for the City including its residential, commercial and industrial needs. It has also been the basis for the development of the City's road network during this time and again, with the exception of the Port access Road, no fundamental changes have been found necessary.

This forward planning has allowed the City to develop in a way that has avoided the significant debates on land use issues, which have been a hallmark of many Australian cities. It has allowed the City to develop in a way that has kept land use conflicts between industry and other uses to a minimum, although it must be acknowledged that the location of the Queensland Alumina plant, established more than 40 years ago, is now seen as less than ideal.

THIS SUBMISSION

This submission will concentrate on just three issues that are seen as important in the context of the Committee's Terms of Reference. These issues are:

- The need for continued construction of Kirkwood Road as an essential heavy vehicle route from the south to the industrial areas to the north of the City including port facilities;
- The need to continue the construction of the Port Access Road from the Port Central precinct beyond its current termination at Glenlyon Road; and
- The impact on the road network and City environment of heavy traffic carrying commodities that are better suited to rail transport.

KIRKWOOD ROAD

Background

This submission has previously discussed the long term planning that has underpinned the on-going development of Gladstone. An integral component of this long term planning, since at least the 1980's, has been provision for Kirkwood Road.

Kirkwood Road is primarily intended to provide a by-pass route for heavy traffic from the Gladstone-Benaraby Road leading into Gladstone from the south to join Don Young Drive and Red Rover Road leading to the industrial and port precincts to the north of Gladstone. A map is attached showing the Road and other important elements of the City's road network, Refer to Appendix 3 – R3175 Gladstone City Arterial Road Network.

Over the years, Council has progressively ensured that the corridor for the road has been acquired and protected. The existing corridor from Gladstone Benaraby Road to Glenlyon Road provides for two-lanes plus a heavy vehicle-climbing lane with limited access, and from Glenlyon Road to Dawson Highway provides for a limited access 4-lane facility that can accommodate heavy vehicles as well as locally generated residential traffic.

The GIRTP (Gladstone Integrated Regional Transport Plan) **signed off by the State Minister for Transport, and the two Mayors of Gladstone and Calliope** identifies Kirkwood Road in its *Recommended Capital Program in Action Plan 4 Road Network* as Items *C-Ro10, C-Ro14 & C-Ro15*.

Current Status

While the need for Kirkwood Road has been identified for a long time, it has only been in the past 2-3 years that its construction has become a priority. Initially, this has been the result of activity arising from the construction and operation of Comalco's alumina refinery to the north of the City.

The point has now been reached however when the road network to service this expansion has needed to be augmented. Following a detailed planning and traffic study of the area carried out in 2004, Council committed itself to construction of the first stages of the long-planned Kirkwood Road. This commitment was to construct the northern carriageway of the ultimate 4-lanes; initially to construct the road from Dixon Drive to Harvey Road by the end of 2006 and considerable progress has been made to date on this construction.

Improvements that are soon to be undertaken to Red Rover Road, in particular grade separation of the road and the rail lines at Callemondah, will have a significant effect on traffic patterns in the City. To date, the poor quality level crossings and significant time delays to traffic at those crossings has deterred significant traffic use of that road. The imminent construction of an overpass will remove those obstacles and have considerable benefits to the City including use as a B-double route.

The first will be the potential to reduce pressure on the existing Dawson Highway by diverting heavy freight traffic, including B-doubles, from the west.

The second benefit is that it provides an alternative route for commuter traffic from the south western suburbs of the City, which as previously mentioned will be the focus of residential growth for some time, to existing and developing major industry to the north of the City.

The provision of better access from Dawson Highway along Don Young Drive and Red Rover Road has made it obvious that the section of Kirkwood Road from Harvey Road to the Dawson Highway will be required shortly and Council has included construction of this link in its 2007/08 Forward Works Program.

The result of all of this is that Council will have funded, and constructed about 4.7 km (approximately half) of Kirkwood Road from the Dawson Highway to Dixon Drive by the end of 2008.

There are no development pressures within the City to construct Kirkwood Road from Dixon Drive to Gladstone-Benaraby Road. **The primary and only purpose of this section road for a considerable period, will be to allow Kirkwood Road to function in a manner consistent with its original intent as a bypass route for heavy traffic from the south to the major industrial and port projects to the north of the City.**

Having invested heavily in part of Kirkwood Road, Council will not be in a position to fund further sections of the road in the short to medium term future.

Its function as a heavy vehicle by-pass cannot be achieved until the entire length of this road is built from Gladstone-Benaraby Road to Dawson Highway.

Council's submission is that Kirkwood Road from Dixon Drive to Gladstone-Benaraby Road is an essential link in the traffic network and should qualify for Auslink funding.

This submission asks that the Inquiry conclude that full funding for Kirkwood Road from Gladstone-Benaraby Road (State Road) to Dixon Drive be allocated from Auslink Funds. Refer to Appendix 3 – Map 1 Kirkwood Road / Don Young Drive, Western Ring Road (Gladstone Benaraby Road to Port Curtis Way).

Council has been willing to devote the resources it has been capable of marshalling and has *'put its money where its mouth is'* in allocating funding to a significant proportion of the total road.

Without funding input from the Federal and State Governments this transport link, which is essential to the good planning of the City and support to the major industrial development expected, will not be provided in the timeframe essential to support the industrial and port development.

Appendix 1 sets out the estimated costs of the various sections of Kirkwood Road. **These estimates were prepared in 2004 and it has to be recognised that they will not reflect current costs which, due to development pressures in the region, and indeed in Australia, are likely to be at least 25% higher than previously estimated.**

Costs

Council has spent \$4.8m (including \$0.955m Roads to Recovery Funding) on this road to date excluding corridor acquisition costs. Council's current budget includes a further \$1.31m in this financial year with a further \$2.0m planned for the years 2006/7 and 2007/8. This expenditure will result in the western end of the road being constructed from Dixon Drive to Dawson Highway.

No detailed costing has been undertaken for the section from Gladstone Benaraby Road to Dixon Drive however indicative costs (based on current expenditure) of construction on a per kilometre basis have been used to give an indicative cost of this remaining section in the vicinity of \$13.1 million (Refer to Appendix 1 – Costs).

PORT ACCESS ROAD

Gladstone City Council, together with Calliope Shire Council and the Department of Main Roads developed a strategic road report, GATS (Gladstone Area Transport Study) in 1993, which set out the anticipated development requirements and priorities for the major road network in the Gladstone Region. That report highlighted the need for a specific Port Access Road to give direct heavy vehicle access from the major highways to and from the Port Central precinct.

Glenlyon Road and the Dawson Highway are arterial roads and provide the network link between the southern, northern and western exits to Gladstone. At that time, heavy vehicle access to the port precinct was via Flinders Parade or Auckland Street. These routes included local traffic streets within the CBD area and created a dangerous mix of heavy vehicles with general use traffic and pedestrians, including schools and other community facilities.

Stage 1 of this road has now been constructed and was opened to traffic in 2004. The connection point to Glenlyon Road has been strategically positioned to allow the future extension of the Port Access road to connect it to Blain Drive and potentially to Kirkwood Road/Don Young Drive and Red Rover Road heavy vehicle routes.

Once this network is complete, including the connection to the Port Access Road, virtually all heavy vehicle movements through Gladstone will effectively be confined to a designated point that will remove these vehicles from urban and residential streets and largely bypass the City. The North Coast railway corridor constitutes an existing heavy transportation corridor through the city and therefore provides a logical and practical route location for the Port Access Road and its extensions to the Kirkwood/Don Young/Red Rover Road corridor.

Current Status

The road has now been constructed from the Port Central precinct to Glenlyon Road and has already been successful in removing heavy traffic from inappropriate routes.

There is currently no funding in place, or anticipated, to continue its construction. The second stage of the road is envisaged to be from Glenlyon Road to Blain Drive and completion of this section will remove considerable heavy port traffic from the Dawson Highway and reduce traffic conflicts with schools, commercial and residential areas adjacent to the highway.

Need

The need for the Port Access road was established in 1993 and there have been no developments since that time to invalidate the conclusions of that report.

Having constructed the first section, and upon completion of the Kirkwood Road segment, attention should then be turned to construction of the second stage of the Port Access Road.

Costs

No detailed costings of the extension of the Port Access Road to Blain Drive have been carried out as yet. Indicative costings suggest that a reasonable estimate to construct the 2.6 kilometres of road from Glenlyon Road to Blain Drive (Part A) would be in the order of \$13 million with an eventual extension to Red Rover Road (Part B) costing in the order of \$42 million because of the severe constraints (lake, railway line and planned industrial developments) in this section. Indicative costs are shown in Appendix 1.

At this time, it is clearly unrealistic to expect any commitment to the construction of the whole of the Port Access Road to Red Rover Road. It will be important however to do everything possible to maintain the corridor necessary for the road and Council will do what it can to assist in this aim. It is realistic however to begin detailed planning for construction of the road from Glenlyon Road to Blain Drive. This will allow diversion of port bound traffic from the west, and from Kirkwood Road, to bypass at least a major part of the arterial road network which can then function better in its purpose.

CROSS CITY HEAVY GOODS TRAFFIC

Bulk Heavy Traffic

Council is well aware of the significant debate regarding the allocation of full costing to road and rail traffic. However, it does not have the expertise or resources to contribute to this discussion in a technical way. At the same time, Council is firmly of the view that the current allocation of costs clearly favours road transport in circumstances where it is obvious that rail will provide an economical and, importantly, a far better environmental outcome. In support of this, we offer two examples.

Magnesite

About 10,000 tpm of magnesite from Kunwarara is currently transported from a mine site to Port Central, this amount may increase significantly with future expansion of the mine planned. It is unlikely that in the near future that this traffic will be impacted upon by any local processing of the ore. This freight haulage currently results in about 6 -7 B-double truck movements per day from the mine site, through Rockhampton, along about 70 kms of the Bruce Highway and eventually through light industrial areas and the arterial road network in Gladstone. The mine site is close to the North Coast rail line and there is therefore a direct rail route from the mine site through to the Port Central precinct.

The removal of this traffic from the road system would very clearly have benefits for every user of the Bruce Highway, and the road from Mt Larcom to Gladstone as well as residents and businesses in Rockhampton and Gladstone.

Limestone

Significant quantities of limestone are hauled from Tarcoola to QAL and Comalco refineries and to CQL at Fishermans Point. Again, all these facilities are served by, or are close to, existing rail lines. Much the same arguments apply to this traffic as to the traffic generated by the magnesite traffic.

Conclusion

There is no doubt that heavy road traffic contributes towards the cost of using the road system. What is not clear to the Council is whether all these costs have been calculated and a 'level playing field' established in terms of competition with rail transport. It seems to Council unlikely there is a level playing field at present.

We would urge the Committee to support further examination of the issue so that there can be more transparency in considering all the costs of bulk materials' transport.

Council also confirms its support of the Gladstone Area Promotion and Development Limited's submission to the Standing Committee, specifically in respect of the Inland Rail aspects of the submission.

APPENDIX 1 – COSTS**KIRKWOOD ROAD – GLADSTONE BENARABY ROAD TO DIXON DRIVE
(2-lane Limited Access Road Construction)**

Item	Description	Amount \$
A	Construction – Gladstone Benaraby Rd to Glenlyon Rd	
	Earthworks, Drainage, Paving & Surfacing (2.3 km)	4,600,000
	Modifications to North Coast Railway Overpass Intersection (Gladstone-Benaraby Rd)	150,000
		250,000
	Service alterations/protection	500,000
	Noise Abatement	500,000
	Sub Total	6,000,000
B	Construction – Glenlyon Rd to Dixon Dr	
	Earthworks, Drainage Paving & Surfacing (2.0 km)	4,000,000
	Bridge Structure (Police Ck)	500,000
	Service alterations/protection	50,000
	Intersection (Glenlyon Road)	300,000
	Noise Abatement	500,000
	Sub Total	6,550,000
C	Design & Contract Administration	
	Review design & prepare construction documentation	600,000
	Contract Administration and Supervision	
	Total	13,100,000

NOTE: EXTRACT FROM PAGE 4 OF SUBMISSION

“Appendix 1 sets out the estimated costs of the various sections of Kirkwood Road. These estimates were prepared in 2004 and it has to be recognised that they will not reflect current costs which, due to development pressures in the region, and indeed in Australia, are likely to be at least 25% higher than previously estimated”.

Total Estimated Costs

Gladstone City Council Segment	\$8.11 million
Gladstone-Benaraby Road – Dixon Drive	<u>\$13.1 million</u>
	\$21.21 million

PORT ACCESS ROAD (PART A) – GLENLYON RD TO BLAIN DRIVE
(2-Lane Limited Access Road)

Ref	Description	Amount \$
A	Conceptual Design/Feasibility Study	100,000
B	<u>Construction</u>	
	2-lane limited access carriageway (2.6 km)	3,900,000
	Glenlyon Rd (Grade separated overpass plus on/off ramps)	3,500,000
	Scenery St turning circle (rail closure)	100,000
	Park Street (Grade Separated underpass/modifications to existing bridge)	750,000
	Blain Drive Intersection	500,000
	Drainage	750,000
	Noise Abatement	1,500,000
C	Engineering Fees	700,000
D	Acquisitions	1,000,000
	Total	12,800,000

PORT ACCESS ROAD (PART B) – BLAIN DRIVE TO RED ROVER ROAD
(2-Lane Limited Access Road)

Ref	Description	Amount \$
A	Conceptual Design/Feasibility Study	300,000
B	<u>Construction</u>	
	▪ 2.0 km limited access road	4,000,000
	▪ 1.0 km bridge over Lake Callemondah & railway	30,000,000
	▪ Blain Drive Overpass	6,000,000
C	Engineering fees	1,200,000
D	Acquisitions	1,000,000
	Total	42,500,000

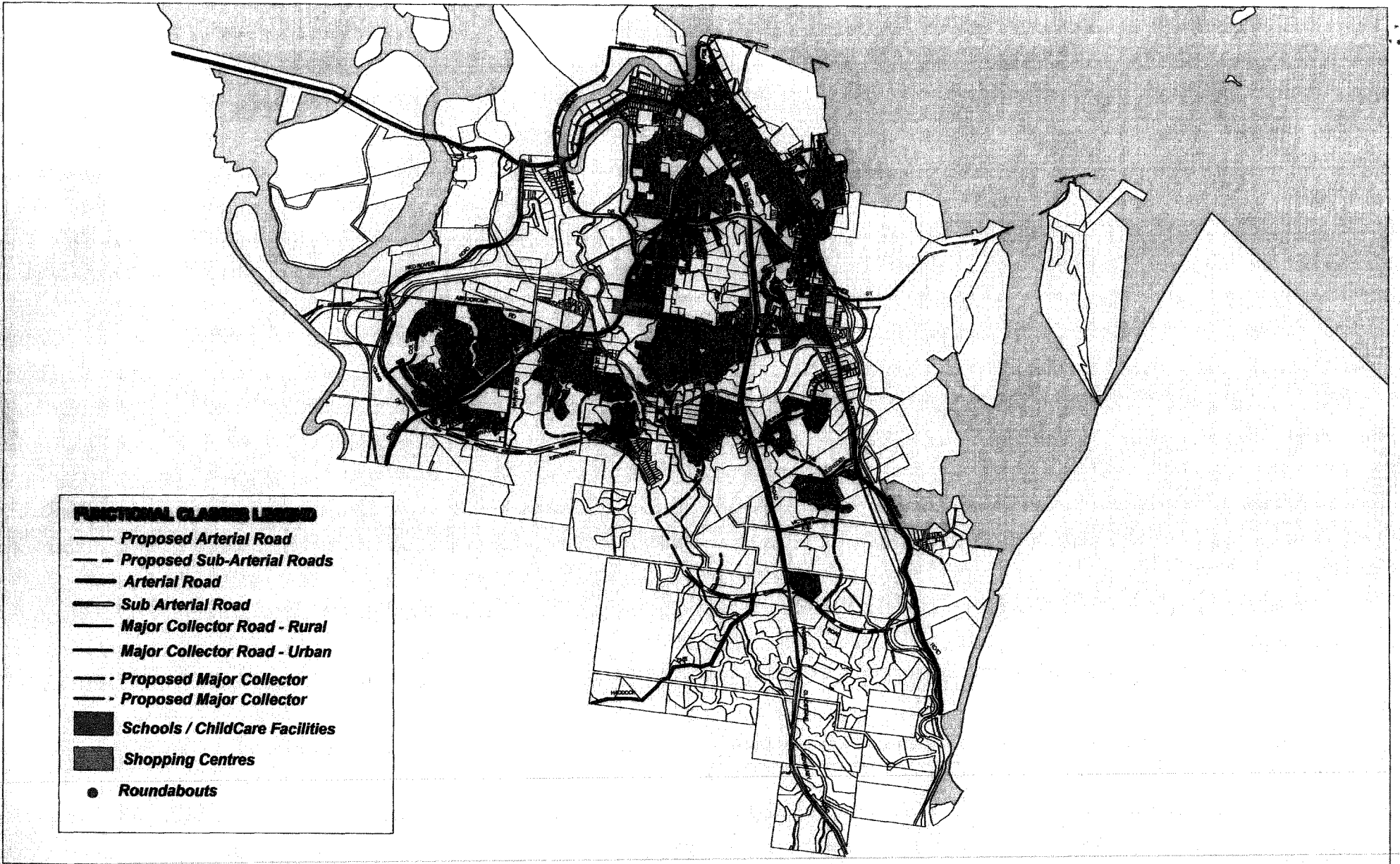
APPENDIX 2 – REFERENCES

1. ***Gladstone Area Transport Study.*** Queensland Department of Transport, Gladstone City Council and Calliope Shire Council. 1993.
2. ***Gladstone Area Road Freight Study.*** Queensland Transport, Department of Main Roads, Gladstone City Council, Calliope Shire Council. 1998
3. ***Gladstone Integrated Regional Transport Plan 2001–2030.*** Queensland Transport, Department of Main Roads, Gladstone City Council, Calliope Shire Council, Gladstone Port Authority, Queensland Rail and Gladstone Calliope Aerodrome Board. 2001.
4. ***Don Young Drive Roadworks and Rail Overbridges Design Report.*** Gladstone City Council, Graham Scott & Associates Pty Ltd. June 2000.
5. ***Port Access Road Summary Document.*** Gladstone City Council, Brown & Root Services Asia Pacific Pty Ltd. July 2000
6. ***Submission: House of Representatives Standing Committee on Transport and Regional Service Inquiry into Integration of Regional Rail and Road Networks and their Interface with Ports.*** Gladstone Area Promotion and Development Limited.

APPENDIX 3 – DRAWINGS

R3175 – Gladstone City Arterial Road Network

Map 1 – Kirkwood Road / Don Young Drive, Western Ring Road (Gladstone Benaraby Road to Port Curtis Way).



Appendix 3 - R3175
 Gladstone City Arterial Network



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Author	Designer	Checked	Date

SCALE

SCALE Not to Scale

Map Produced on : 12/11/2003

Full Size A3

PLAN REFERENCE / LOCATION

Sheet of sheets

NORTH
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