

# INFRASTRUCTURE COMMITTEE MEETING

## **AGENDA**

## 18 APRIL 2017

Your attendance is required at a meeting of the Infrastructure Committee to be held in the Council Chambers, 232 Bolsover Street, Rockhampton on 18 April 2017 commencing at 12.30pm for transaction of the enclosed business.

CHIEF EXECUTIVE OFFICER

12 April 2017

Next Meeting Date: 16.05.17

#### Please note:

In accordance with the *Local Government Regulation 2012*, please be advised that all discussion held during the meeting is recorded for the purpose of verifying the minutes. This will include any discussion involving a Councillor, staff member or a member of the public.

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#### 1 OPENING

#### 2 PRESENT

#### Members Present:

Councillor A P Williams (Chairperson)
The Mayor, Councillor M F Strelow
Councillor R A Swadling
Councillor N K Fisher
Councillor C E Smith
Councillor C R Rutherford
Councillor M D Wickerson

#### In Attendance:

Mr P Kofod – General Manager Regional Services (Executve Officer)

#### 3 APOLOGIES AND LEAVE OF ABSENCE

#### 4 CONFIRMATION OF MINUTES

Minutes of the Infrastructure Committee held 14 March 2017

# 5 DECLARATIONS OF INTEREST IN MATTERS ON THE AGENDA

#### **6 BUSINESS OUTSTANDING**

#### 6.1 BUSINESS OUTSTANDING TABLE - INFRASTRUCTURE COMMITTEE

File No: 10097

Attachments: 1. Business Outstanding Table

Authorising Officer: Evan Pardon - Chief Executive Officer

Author: Evan Pardon - Chief Executive Officer

#### **SUMMARY**

The Business Outstanding table is used as a tool to monitor outstanding items resolved at previous Council or Committee Meetings. The current Business Outstanding table for the Infrastructure Committee is presented for Councillors' information.

#### OFFICER'S RECOMMENDATION

THAT the Business Outstanding Table for the Infrastructure Committee be received.

# BUSINESS OUTSTANDING TABLE - INFRASTRUCTURE COMMITTEE

## **Business Outstanding Table**

Meeting Date: 18 April 2017

Date	Report Title	Resolution	Responsible Officer	Due Date	Notes
21 June 2016	Webber Park Preliminary Drainage Investigation	THAT Council take the following action:  a) proceed to preliminary design and cost estimating for Stages 1B and 1A of the Webber Park Drainage Scheme;  b) include the Webber Park Drainage Scheme in the Stormwater Project Prioritisation process and list for consideration for future capital budgets;  c) enter into discussions with members of the public directly impacted by the proposed Webber Park Drainage Scheme; and  d) advise interested residents of the results of the preliminary investigation and the actions being undertaken in accordance with the recommendations above.	Martin Crow	05/07/16	AECOM are currently progressing the preliminary design works. The Webber Park drainage scheme has been prioritised and stages 1A and 1B have been included in the forward works program. Preliminary discussions have taken place with the Bluebirds Sports Club management representatives. Further consultation is to happen when preliminary design work is nearing completion.

19 July 2016	Updated Fitzroy River Flood Mapping	<ol> <li>THAT Council:         <ol> <li>Adopt the attached Fitzroy River Flood Maps;</li> <li>Incorporate the attached Fitzroy River Flood Maps into the proposed Major Amendment of the Rockhampton Region Planning Scheme;</li> <li>Review planning and development controls in the North Rockhampton Flood Management Area during the proposed Major Amendment of the Rockhampton Region Planning Scheme;</li> </ol> </li> <li>Make the attached Fitzroy River Flood Maps available on Council's web site and communicate them to the Insurance Council of Australia; and,</li> <li>Recognise the North Rockhampton Flood Management Area in Council's Flood Searches and Planning and Development</li> </ol>	Angus Russell	02/08/16	Awaiting adoption of major amendment by Council to implement revised mapping and planning controls.  Maps are available on Council's website. Insurance Council has been contacted but awaiting return of nominated liaison officer before sending mapping to them.  NR flood management area recognised in flood searches through manual correction. Automation to be pursued in future. Not available in planning certificates until major amendment is completed.
16 August 2016	Updated Splitters Creek Flood Modelling	Certificates.  THAT Council:  1. Adopt the Splitters Creek Flood Maps as attached to the report;  2. Incorporate the Splitters Creek Flood Maps attached to the report into the proposed Major Amendment of the Rockhampton Region Planning Scheme; and  3. Make the Splitters Creek Flood Maps available on Council's website and communicate changes to the Insurance Council of Australia.	Angus Russell	30/08/16	Awaiting adoption of major amendment by Council to implement revised mapping and planning controls.  Maps are available on Council's website. Insurance Council has been contacted but awaiting return of nominated liaison officer before sending mapping to them. NR flood management area recognised in flood searches through manual correction. Automation to be pursued in future. Not available in planning certificates until major amendment is completed.

18 October 2016	Somerset Road Drainage	THAT Council proceed with negotiating the acquisition of land outlined in this report.	Angus Russell	01/11/2016	Both Council and DTMR have obtained property valuations and are currently discussing differences. Preliminary discussions have been held with Powerlink in relation to co-use of the electricity easement for the proposed detention basin.
14 February 2017	Transport and Main Roads Project Update	THAT Council invite the Department and Main Roads to an upcoming Council meeting to present on projects within the Rockhampton Region.	Martin Crow	28/02/2017	
14 March 2017	Bus Stops Compliance with Disability Discrimination Act 1992	THAT the update on the Bus Stop Disability compliance program be received; and THAT an additional report be presented to the Infrastructure Committee on the Bus Stop Shelters program and its implementation.	David Bremert	28/03/2017	

## 7 PUBLIC FORUMS/DEPUTATIONS

Nil

#### **8 OFFICERS' REPORTS**

#### 8.1 BLACKSPOT FUNDING PROGRAMME

File No: 5252

Attachments: 1. AlmaSt StanlevSt Design

2. DenhamSt\_CampbellSt\_Design

3. DerbySt\_EastSt\_Design

Authorising Officer: Martin Crow - Manager Engineering Services

**Peter Kofod - General Manager Regional Services** 

Author: Stuart Harvey - Coordinator Strategic Infrastructure

#### **SUMMARY**

The following is a report containing the procedures and rationale behind the Blackspot Program submissions made over the last few years. The intent of this document is to highlight the process followed and the treatments applied to Blackspots in the region. The report will also detail the projects submitted for the 2017-18 Blackspot Round.

#### OFFICER'S RECOMMENDATION

THAT Council receive this report on the Blackspot Funding process.

#### **COMMENTARY**

Improving Blackspot intersections forms an integral part of the Rockhampton Regional Councils Road Safety Strategy 2012-2022. This strategy aligns with the National Road Safety Strategy which follows the Safe System approach. The Safe Systems approach aims to provide safe roads and roadsides, safe speeds, safe vehicles and safe road use. The Blackspot programme attempts to create safer roads and roadsides in the region through the improvement of unsafe intersections.

Blackspot intersections are identified through an online software package called Webcrash. Webcrash is a mapping based program that is linked to the Police and DTMR traffic accident databases. Due to a recent lag in data, Webcrash was not the most up-to-date when it came to crash data, however a recent push from the State Government has seen a release of a significant amount of recent crash data. The data included in Webcrash includes, but isn't limited to:

- Date of crash
- Road Details
- Crash Details
- Time of Day,
- Weather conditions
- Contributing circumstances
- Severity of crash

Within the Webcrash program, there is a function that can group crashes within a certain radius together and ranks the location based on the number of crashes and the crash severity. This allows Council to determine the top 50 locations by crash history. Council have also nominated projects that arise from Road Safety Audits however historically these have not been as successful as submissions with a strong crash history. This is how RRC have determined which locations are nominated for Blackspot. Officers have been progressively nominating locations in the list, on Local Government Roads, and addressing the safety issues identified for each one.

Analysis of the Region wide crash data, provided in the Road Safety Strategy, found that 'failure to give-way or stop' was the predominant cause of casualty crashes in the region. This highlights the need for intervention at uncontrolled intersections. As a result of this analysis, one of the key Actions from the Road Safety Strategy was to improve intersection and street scape design to increase compliance with the urban default speed limit and the give way and stop controls. The data from the Road Safety Strategy highlights that there are recurring crash types throughout the region. The top 5 most common crash types are through-through crashes, rear end crashes, through right crashes, left off carriageway into object crashes and right-rear crashes.

The predominant causal factor of crashes in the region is driver behaviour. This is something that is very difficult to correct and it is not always an infrastructure solution that will improve a driver's behaviour. However the Road Safety Strategy safe system approach emphasises that although driver behaviour is a causal factor, engineers should make the road forgiving and improve driving conditions where possible and feasible.

Once a location is identified, an appropriate treatment is then proposed on the basis of the crash history presented in Webcrash. In these situations, an understanding of the causal factors surrounding the crash and an understanding of how the site currently operates is necessary. Engineering judgement is needed to determine which treatment is most suitable for the Blackspot site. DTMR provide a list of treatments and their assumed crash reduction factors as a guide for treatment selection however a thorough understanding of the issues and causal factors should be the primary tools to propose a treatment. As part of the application process, a benefit cost analysis is performed on each proposed site. This is based upon the benefits of the proposed treatment measured against the crash history and is expressed as a Benefit Cost Ratio (BCR). To be eligible for blackspot funding, the proposed treatment must score a BCR of 2.0 or greater. This often limits the scope of works for Blackspot intersections.

Across the region, the aforementioned recurring crash types and contributing circumstances are occurring at similar type intersections. For consistency across the road network, a similar approach has been applied to treatments for intersections with similar crash types and contributing circumstances. It is important to note that each intersection is assessed first before a solution is applied, this is not a "cut and paste" solution and some intersections have slightly different treatments based on each individual case. The following are some treatments that have been applied at intersections.

#### **Kerb Extensions / Narrowing Carriageway:**

Crashes at uncontrolled intersections are identified in the road safety strategy as the predominant crash type in the region. From analysis of these crashes it is understood that this is largely a result of a failure to stop or give-way from the vehicles on the minor leg. As mentioned above, this is one of the key actions outlined Council's Road Safety Strategy and is something that Council officers have been systematically addressing in each Blackspot funding round. Council has a legacy of very wide streets, particularly in the older areas on the south side of Rockhampton. There are two common issues arising from wide streets and they are speeding and a perception of the minor road being the major road at an intersection.

A large proportion of these intersections with a history of through-through crashes do not have sufficient volumes to warrant the construction of a roundabout or signalised intersection and therefore a treatment is required to highlight the intersection without changing the way that it currently operates. The preferred treatment has been to highlight the presence of the intersection with kerb extensions, or centre medians, and reinforce the priority with additional signage. The kerb extensions narrow the road at the intersection and the increased linemarking highlights drivers awareness of the intersection. At these wide intersections, vehicles often form two informal lanes and this increases the potential for conflict as vehicles can often obscure another vehicle's vision. Kerb extensions are also constructed to bring forward the minor leg hold line into the intersection. This allows vehicles on the minor road to see past parked vehicles, increasing their sight distance, and it also decreases the distance travelled through the intersection. This treatment has been applied at several locations

across Rockhampton in various formats. Bolsover and Stanley St, East and Stanley Street are examples of where this treatment has been applied. Due to these intersections being on B-Double routes, treatments had to allow for large vehicle swept paths. Similar treatments have been utilised at Derby St and Murray St, Caroline Street and Davis Street and Campbell and Cambridge Street. The intersections may look different, due to different road environment and conditions however the treatment intent remains the same. Since the implementation of this treatment at Cambridge and Campbell Street intersection, there has been a reduction in through-through crashes. In the 2 years before implementation, there were 8 casualty crashes at this intersection. Since implementation of this treatment, in December 2012, there has been 1 crash.

#### **Removal of Filtered Right Turns:**

The region has a high volume of through-right crashes, particularly at signalised intersections. Filtered right turns provide the greatest capacity for an intersection however, when the through volumes opposing the right turn are high, it is known to increase the number of crashes. This is due to right turning vehicles failing to perceive a gap in the through traffic to perform the manoeuvre, forcing vehicles to turn in a smaller gap or to turn on the orange or red light. It is also known that vehicles turning right in a filtered movement can often obscure the through moving vehicles sight distance.

Across the state and throughout the region, DTMR and Council have been looking to remove filtered right turns at intersections where the traffic volumes for turning movements and through movements are significant. This results in the provision of a specific right turning lane and a dedicated phase allowing right turning vehicles to perform the movement without any opposing conflict.

Evidence of the implementation of this treatment can been seen at the intersections of High and Berserker St, Dean and Elphinstone St and Berserker and Elphinstone St. Since implementation, these through-right crashes have decreased. These are all intersections with significant through traffic volumes. Where there is less through traffic, and no history of crashes, these filtered right turns would be retained.

#### **Construction of Roundabouts:**

There are a series of intersections in Rockhampton where there is a history of through-through and through-right crashes. These intersections often have substantial centre medians or centre parking, and even traffic volumes on the major and minor legs. Crashes at these intersections are likely caused by a lack of sight distance, obstructed by centre medians and centre parking. In these instances, vehicles are required to perform a staged crossing whereby the vehicle crosses one direction of traffic, holds in the median, and then crosses the second direction of traffic when it is safe to do so. Unfortunately, in many cases, drivers do not perform this manoeuvre and crashes ensue. The proposal of a roundabout forces all drivers to slow on approach to the intersection and, given the centre median / centre parking, allows vehicles to safely perform all movements despite the reduced sight distance. This treatment has previously been applied at the intersection of Denham and Kent Street.

In June 2016 Council applied for a range of projects in the 2017/18 Round of Blackspot funding. The projects nominated were:

- Denham and Campbell Street: A high number of through through crashes as a result of a wide intersection obscured with centre parking. The application proposed the construction of a roundabout estimated at \$935,719 to construct.
- Derby and East Street: A high number of through through crashes as a result of a wide intersection. The application proposed the construction of a roundabout estimated at \$921,537 to construct.
- Alma and Stanley Street: High number of through through crashes as a result of a
  wide intersection. The application proposed the construction of blister islands on the
  approaches to the minor road to highlight the minor legs, increase sight distance and
  allow for heavy vehicle movements. This was estimated to cost \$222,162.

It is anticipated that the outcome of our applications will be announced around May 2017 and the next round of applications 2018/19 will be opened shortly after.

#### **BACKGROUND**

The Federal Blackspot Program is a federal funding grant, administered by the State, to improve the safety at Blackspot locations. A blackspot intersection is defined as an intersection with over 3 casualty crashes in the past 5 years. The blackspot program aims to fully fund the works submitted in the application and the works must be completed within the nominated financial year.

Rockhampton Regional Council adopted the *Rockhampton Regional Road Safety Strategy* 2012 – 2022 in November 2012 and the associated Action Plan in June 2013. The Strategy outlines shared road safety priorities for stakeholder agencies based on consultation, a comprehensive analysis of crash trends, and an understanding of local transport needs.

The Strategy also provides a governance framework that increases the strategic focus of the Regional Road Safety (3E) Committee to better facilitate cross-agency decision-making and delivery in the road safety domain.

#### **PREVIOUS DECISIONS**

Nil

#### **BUDGET IMPLICATIONS**

Projects nominated under the Federal Blackspot Fund will receive up to \$2.0M in funding. Although Council can elect to contribute to the project, a contribution to Blackspot proposals is not mandatory.

#### **LEGAL IMPLICATIONS**

Nil

#### **RISK ASSESSMENT**

The Federal Government Blackspot Funding programme assists Council and State Government Departments to reduce the number of casualty and fatality crashes within the Rockhampton Regional Council area. The systematic treatment of Blackspot identified intersections reduce the overall crash risks within our region.

#### **CORPORATE/OPERATIONAL PLAN**

3.1.1 Consult on, advocate, plan, deliver and maintain a range of safe urban and rural public infrastructure appropriate to the Region's needs, both present and into the future.

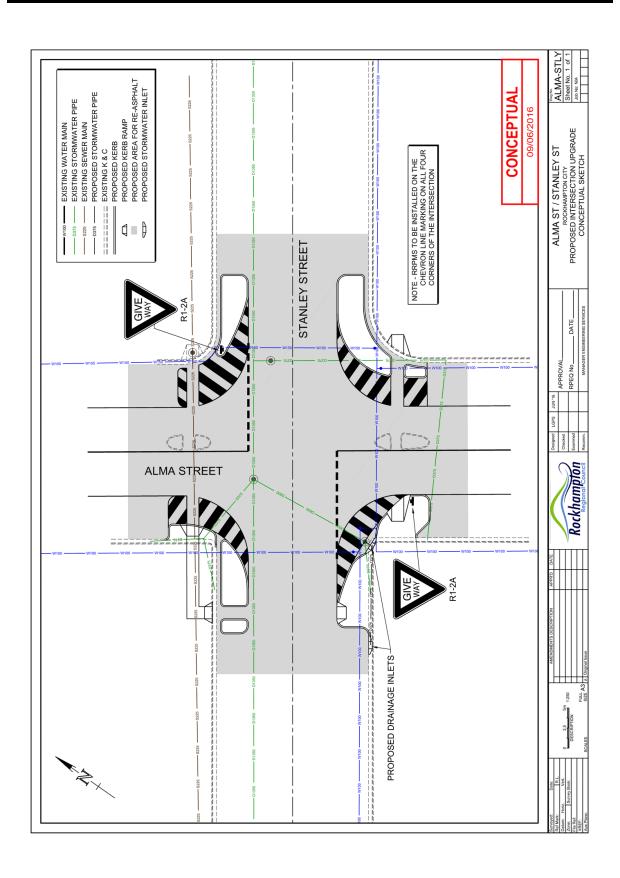
#### CONCLUSION

Rockhampton Regional Council continues to submit applications for the Federal Blackspot funding each year to progressively address some of the unsafe intersections in the region. This report outlines some of the processes followed during the application process and examples of past and future projects nominated for Blackspot funding.

## **BLACKSPOT FUNDING PROGRAMME**

AlmaSt\_StanleySt\_Design

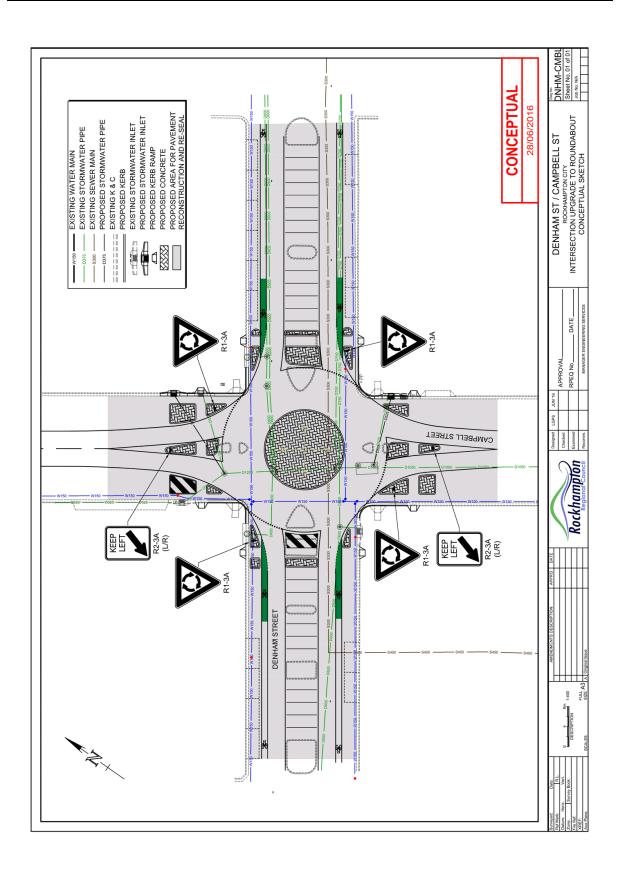
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## **BLACKSPOT FUNDING PROGRAMME**

# DenhamSt\_CampbellSt\_Design

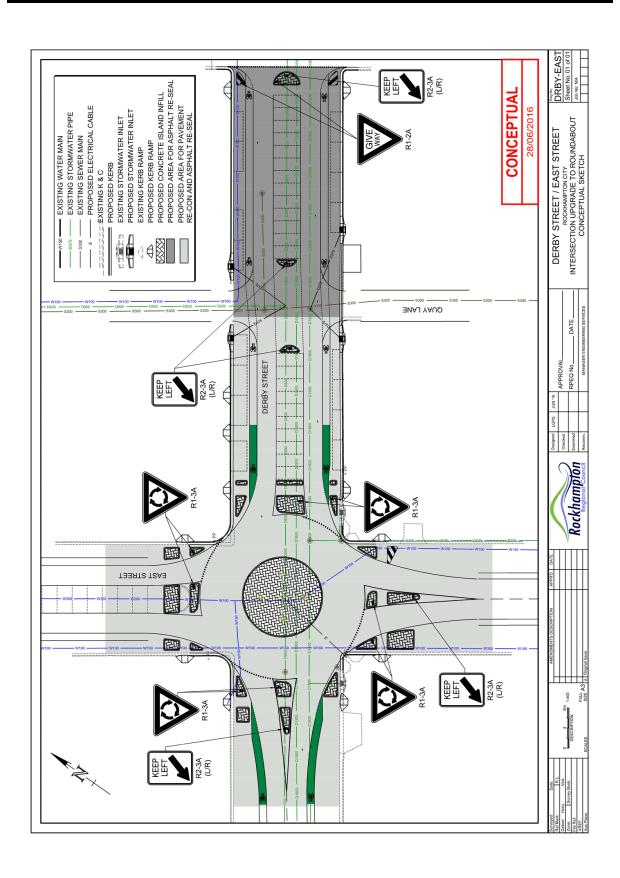
Meeting Date: 18 April 2017



## **BLACKSPOT FUNDING PROGRAMME**

DerbySt\_EastSt\_Design

Meeting Date: 18 April 2017



#### 8.2 ROCKHAMPTON HOSPITAL CAR PARK

File No: 5252

Attachments: 1. North Street Option 1

2. North Street Option 2

Authorising Officer: Martin Crow - Manager Engineering Services

**Peter Kofod - General Manager Regional Services** 

Author: Stuart Harvey - Coordinator Strategic Infrastructure

#### **SUMMARY**

Queensland Health has given financial approval for the design and construction a multistorey parking facility at the Rockhampton Base Hospital. This report provides an update of Queensland Health's current proposal, since their last meeting with Councillors, for the Infrastructure Committee's information.

#### OFFICER'S RECOMMENDATION

THAT Council endorse the proposed Option 1 for works in the North Street and Canning Street corridors and request that the completion of the Option 1 works be included by the Central Queensland Hospital and Health Service in the current scope of works for the multistorey carpark development at the Base Hospital.

#### **COMMENTARY**

Queensland Health has submitted a business case to the Hospital Board for the design and construction of a multi-storey parking facility on the Rockhampton Hospital site. The project is financially approved and aims to provide a total of 597 parking spaces (an additional 390 spaces). The facility will be designed to allow for a future addition of 2 levels and 290 spaces if and when Queensland Health decides to increase parking yield on site. The facility is proposed on the current, at-grade car park.

The construction of the multi-storey facility will have a significant impact on the local road network. As part of the project, Queensland Health is proposing some changes to intersections along North Street to cater for the changes in traffic. Council Officers received a Traffic Impact Assessment from Jacobs, who are the Central Queensland Hospital and Health Services (CQHHS) engineering consultant. Council officers had reviewed the initial traffic impact assessment and as a result proposed the relocation of a proposed North Street and Quarry Street roundabout to North Street and Agnes Street intersection. With this proposed change, Council Officers were comfortable that the proposed changes to the network would largely mitigate the impact of the proposed car park. Option 1 (attached) shows the network changes deemed appropriate, by Council Officers, to mitigate the impact of the car park.

On 14th February 2017, the Central Queensland Hospital and Health Service (CQHHS) gave a presentation to Council regarding the project. Feedback from Council during this presentation highlighted some possible concerns from local residents due to the proposed closure of some movements to and from North Street. A revised option (Option 2 attached) was developed by Jacobs for North Street which does not include any changes to the road network west of the proposed North Street and Canning Street roundabout. Discussions with CQHHS staff have since indicated that any works outside the North Street and Canning Street roundabout are likely to fall outside of the scope of this project.

Officers have read the revised Traffic Impact Assessment submitted by Jacobs for Option 2 and have identified issues with this report.

 In the traffic impact assessment there is mention of the problematic U-turn movements at Millroy Street intersection, however there is no mention of how they might be mitigated. Furthermore these U-turn movements have been excluded from the SIDRA analysis which does not provide a realistic assessment of the intersection performance.

- The Canning Street and North Street roundabout operates at an acceptable level of service however the queue for the Canning Street leg of the roundabout extends past the Canning Street exit to the car park. In the event that this is regularly blocked by the queue, vehicles may use the North Street exit and add to the number of vehicles performing the problematic U-turn at the North Street and Millroy Street intersection. This could lead to unsafe practices by motorists including the blocking of the westbound lane on North Street.
- The right turn out of Livermore Street and North Street intersection achieves a level of service (LOS) D in 2028. This is considered unacceptable in our desired standards of service. Given the proximity to Canning Street (30m) it would be advisable for the right turn to be prohibited out of Livermore and vehicles can perform the manoeuvre at the North Street and Canning Street roundabout. This is consistent with previous advice given by Council officers to CQHHS. Additionally, allowing a right turn out of Livermore Street and the consequential break in the centre median, will likely encourage vehicles to perform an illegal U-turn at Livermore Street intersection rather than at the North and Canning Street roundabout.
- The intersection of North Street and Agnes Street fails in both the AM and PM peak in 2028. The right turn and the through movement on Agnes Street fail with a LOS D that increases to LOS E in the 6 Level scenario. Jacobs have tried to substantiate this by proposing a staged crossing. It is unclear in the report as to what this would mean, however one would assume that they mean that vehicles will cross the Westbound traffic lanes, queue in the median and then cross the Eastbound lanes. The staged crossing modelling has inconsistencies with the actual intersection configuration. This is not considered to be an acceptable way to model this intersection.

Given the issues mentioned above, Council officers believe that Option 1 is provides the best outcome for Council and the community. CQHHS have mentioned that the project's scope of works may not include anything west of the North Street and Canning Street roundabout. Officers recommend that Council request that the completion of Option 1 be included in the current scope of works. If that is not possible, then Council should then seek a commitment from CQHHS that in the event that the additional 2 storeys of car parking are added to the facility as part of their future growth scenario, that they will upgrade the intersection of North Street and Agnes Street as part of these works. Officers also recommend that Council include the intersection of North Street and Agnes Street in the forward works program in the event that CQHHS does not increase the facility size before 2028. Upon endorsement from Council, these comments and recommendations will be provided to CQHHS.

#### **BACKGROUND**

Parking at the Base Hospital site has been an ongoing issue for staff, hospital patrons and residents surrounding the hospital site. Queensland Health has recently given financial approval for the design and construction of a multi-storey parking facility on the Base Hospital site.

The Base Hospital currently provide 371 parking spaces on the hospital site and utilize up to 654 parking spaces on the surrounding residential streets. As parking spaces on-street are not all marked with line marking, this often leads to illegal or inconsiderate parking in residential streets near the hospital site. Currently there are approximately 36 on street, time restricted parking spaces in the area and the remaining spaces are unrestricted all day parking.

CQHHS and Jacobs group presented to all Councillors at an informal meeting on 14<sup>th</sup> February 2016. At this meeting, they detailed the car park project and external roadworks for Council's information.

#### **PREVIOUS DECISIONS**

In January 2017, Council resolved to "receive the report and seek a deputation from Queensland Health representatives at a future Infrastructure Committee meeting regarding the proposed parking facility and associated works."

#### **BUDGET IMPLICATIONS**

Provision in the forward works program for the upgrade of the North Street and Agnes Street intersection will be required in 2028. This is expected to cost over \$1,000,000 depending on the scope of works.

#### **LEGISLATIVE CONTEXT**

Nil

#### **LEGAL IMPLICATIONS**

Nil

#### **RISK ASSESSMENT**

There is a risk that the proposed works in Option 2 will not adequately mitigate the impacts of the proposed car parking facility at the Rockhampton Hospital. In the event of this occurring, Council will be required to mitigate these impacts.

There is a risk that the proposed intersection upgrade at North Street and Agnes Street may be required earlier than 2028, due to growth along the North Street corridor. Should this occur, this project will need to be brought forward in the capital works program.

#### **CORPORATE/OPERATIONAL PLAN**

This report supports the Corporate Plan to "consult on, advocate, plan, deliver and maintain the range of urban and rural public infrastructure appropriate to the region's needs, both present and future"

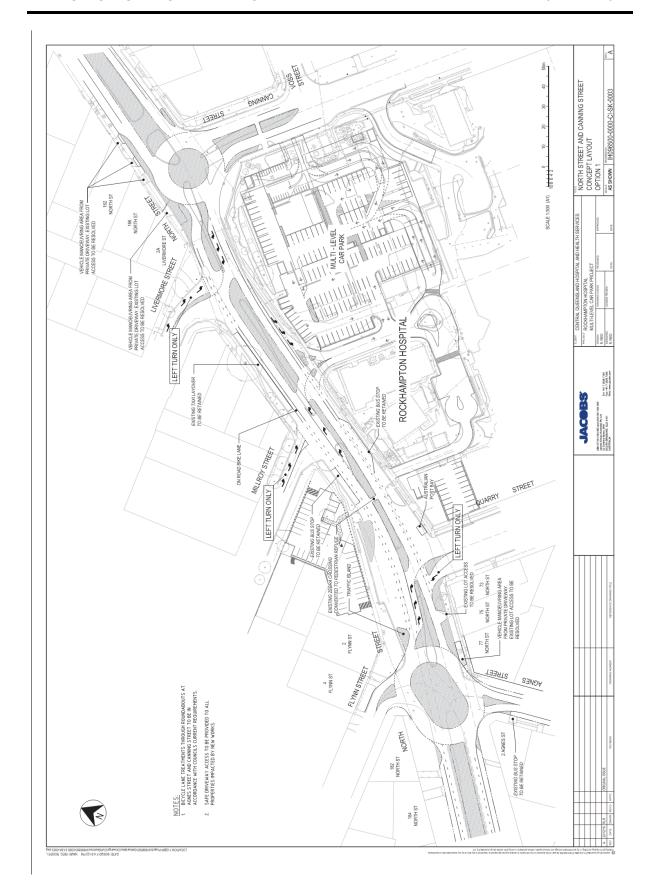
#### CONCLUSION

Queensland Health has proposed to construct a multi-storey parking facility on the Base Hospital site with the intent to meet current and future parking demand. This report highlights the proposed changes to the external road works subsequent to a previous meeting with Councillors.

# ROCKHAMPTON HOSPITAL CAR PARK

**North Street Option 1** 

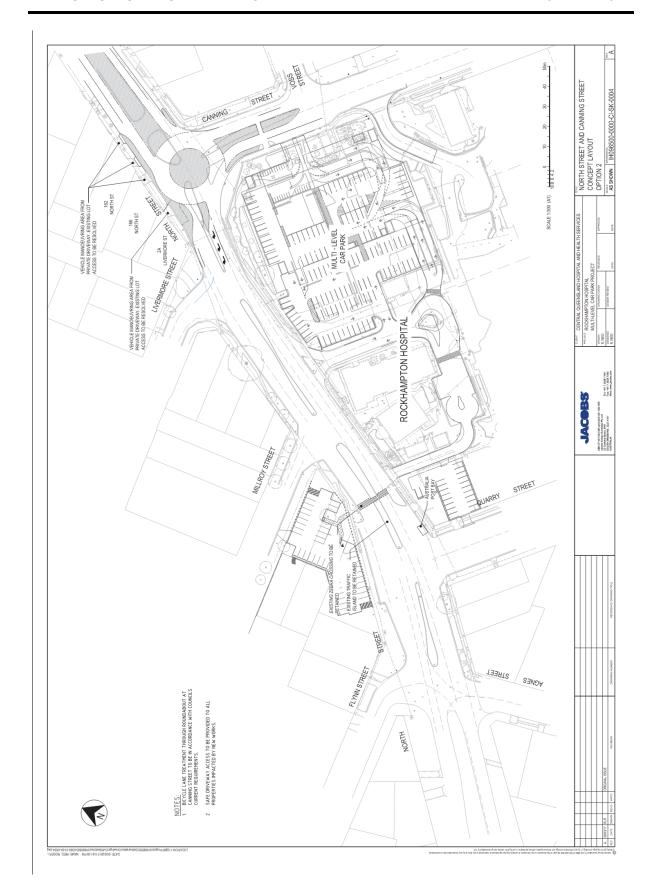
Meeting Date: 18 April 2017



## ROCKHAMPTON HOSPITAL CAR PARK

**North Street Option 2** 

Meeting Date: 18 April 2017



## 9 NOTICES OF MOTION

Nil

#### 10 URGENT BUSINESS/QUESTIONS

Urgent Business is a provision in the Agenda for members to raise questions or matters of a genuinely urgent or emergent nature, that are not a change to Council Policy and can not be delayed until the next scheduled Council or Committee Meeting.

## 11 CLOSURE OF MEETING