

Nation Building Program

Nation Building Program - Bruce Highway- Blackspots (Safety Initiatives*) Blackspot Project Administration Guidelines

*also referred to as Building Australian Program Safety Initiatives (BAPSI)

December 2009

Background

The Australian Government has made three funding commitments to fix blackspots on the Bruce Highway; the combined value of these commitments is \$250 million over the period of the Nation Building program 2008-09 to 2013-14.

The three commitments comprise of:

- 1. \$105 million to fix blackspots between Sarina and Cairns The commitment is to target the top 10 blackspots; places like the intersection with Dalrymple Road in Townsville, Innisfail-Japoon Road south of Innisfail and showgrounds intersection in Mackay. The funding will also target rural intersections building left and right turning lanes, and provide new signs and line-marking.

 (media release 5 November 2007)
- 2. \$115 million to fix blackspots between Childers and Sarina The commitment is to target the top 10 blackspots; places like Apple Tree Creek north of St Lawrence and the 5.2 kilometre section from 8 Mile Creek to St Arnaud Creek. The funding will also target rural intersections building left and right turning lanes, and provide new signs and line-marking.

 (media release 6 November 2007)
- 3. \$30 million to fix Highway blackspots in Caboolture and the Sunshine Coast The commitment is to target the top 10 blackspots, such as: between the Caloundra turn-off and the Buderim turn-off, from Cooroy to Gympie and on the Nambour Bypass. (media release 13 November 2007)

The three funding commitments are included on Schedule A to the Memorandum of Understanding for the Nation Building Program between the Australian and Queensland governments (MOU). The commitments are fully funded (capped) by the Australian Government.

Department of Infrastructure, Transport, Regional Development and Local Government Process

The Department of Infrastructure, Transport, Regional Development and Local Government (the Department) administers projects on the MOU in accordance with the *Nation Building Program (National Land Transport) Act 2009*, regulations as applicable and the *Notes on Administration for the Nation Building Program* July 2009.

While the use of the Notes on Administration and the legislation provide for all projects identified on the MOU, given the nature of these Australian Government commitments, due to multiple components for each commitment, further processes to support project administration have been developed and agreed with the Queensland Government. The Blackspot Project Administration Guidelines (Guidelines) reflect the sublinks and numerous

"treatments" that will be undertaken over the life of the Nation Building Program 2008-09 to 2013-14. Beneath these Sublinks the Blackspot Guidelines provide the framework for scoping, development and delivery of the various treatments which comprise the Sublinks.

In developing the Guidelines consideration was given to:

- Selection/identification of locations and treatments to implement projects by the Queensland Department of Transport and Main Roads (QDTMR);
- PPR development and submission by QDTMR;
- Assessment of PPRs by the Department;
- Project approvals by the Minister for Infrastructure, Transport, Regional Development and Local Government;
- Delivery of the projects by QDTMR;
- Project management and monitoring by the Department; and
- Overall Nation Building Program management by the Department.

Administration

These Blackspot Guidelines outline the agreed process between the Department and QDTMR in relation to the submission of Project Proposal Reports (PPRs); the processing of project and funding approvals and ongoing arrangements for proposed blackspot projects on the Bruce Highway. These Guidelines complement but do not override pre-existing legislative or administrative arrangements for administration of the Nation Building Program.

Requirements/administrative arrangements 2009-10

There will be three separate PPR submissions in 2009-10 with three separate approvals provided. Funding approval will be for the 2009-10 allocation to the projects as outlined in column one and two of table 1:

Table 1

Blackspot Projects – Bruce Highway	2009-10 A.G. funding	Total A.G. funding 2008-09 to 2013-14						
Caboolture to Curra (Sunshine Coast) – Sublink 1	\$6.51 million	\$30 million						
Curra to Sarina – Sublink 2	\$15 million	\$115 million						
Sarina to Cairns – Sublink 3	\$10 million	\$105 million						

N.B. these projects are fully funded by the Australian Government

The three umbrella projects (or Sublinks as above) and 2009-10 funding for those projects will be considered for approval by the Minister on the basis of a PPR submission for each Sublink.

Attached to each Sublink PPR will be a table of proposed top 10 blackspots related to that Sublink which are to be funded in 2009-10.

Where the top 10 blackspots in each Sublink do not exceed the yearly funding allocation, additional non top 10 blackspots may be considered for approval. However, only fully scoped (and costed) non top 10 blackspot treatments or components of non top 10 blackspot treatments such as a quantifiable stage 1 type of works (e.g. signage, line-marking, guideposts, roadside clearing) will be considered on the basis that these type of works will provide immediate safety improvements and complement further upgrade works.

Funding may be provided to scope the top 10 blackspot treatments, where required. Where funding is provided to scope the top 10 blackspot treatments in 2009-10, these treatments are required to commence development and delivery in 2010-11. In addition, stage 1 type works that are proposed such as signage, line marking, etc... may be funded. The total blackspot treatment cost on the attachment to the PPR is to provide the total blackspot treatment cost to the 30 June 2010.

The top 10 blackspots are to be prioritised by QDTMR for funding, for each Sublink. Proposed blackspots that are not in the top 10 will be considered only after the top 10 in the relevant Sublink have been identified and allocated funding for treatment.

All works identified in an annual funding submission must be able to be completed within the life of the blackspot program (2008-09 to 2013-14).

The attachment to the PPR, in addition to the identification of the location and problem, will specify the proposed treatment and should include an indication of the type of treatment that is to be undertaken in 2009-10. The agreed format for this indication is to colour code blackspot treatments in the attachment by status, as follows:

- GREEN Fully scoped and costed for delivery (construction scheduled for commencement).
- YELLOW Partially scoped and costed; for example, line-marking, guideposts, signage, etc... (stage 1 type works) are scoped and costed with future stage 2 construction type works, if required, to be scoped and cost to be determined. Where stage 2 type works are required further funding will be sought as part of future annual PPR funding submissions, provided these works complement stage 1 type works. Such works will be a funding priority under future annual submissions.
- PINK Currently, treatment is un-scoped and un-costed, funding is to undertake scoping/pre-construction activity and costing of the appropriate blackspot treatment for the top 10 blackspots, further funding for delivery of these treatments will be sought as part of the 2010-11 PPR funding submissions.

In addition, it is recommended that a comment column be included in the attachment to clarify the proposed works, especially for those works proposed in the YELLOW and PINK categories.

Table 2 provides indicative comments that may be appropriate to clarify works in YELLOW and PINK categories:

Table 2

Ref No	Total Project Cost (\$) to 30 June 2010	Comment
Caboolture t	o Curra	
207-0002	\$250,000	Rank 3 \$250,000 to provide for blackspot treatment preconstruction to develop the project scope. Blackspot treatment to be fully scoped and costed and submitted in 2010-11.
212-00014	\$1,000,000	Rank 10 Project fully scoped for construction in 2010.
Curra to Sari	na	
205-00227	\$200,000	Rank 2 \$200,000 to provide for identification of locations for treatment on 184.45 km section. Locations and treatments to be fully scoped and submitted in 2010-11.
204-00002	\$2,500,000	Rank 1 \$2,500,000 to provide for urgent safety works identified in safety audit and pre- construction activity for the remaining 2km section. Blackspot treatment for the remaining 2km section to be fully scoped and costed and submitted in 2010-11.

Table reflects sample format for attachment to the PPR at Annexure 1.

Any individual blackspot identified as part of a Sublink and that is funded for scoping is to be constructed from the funding envelope for that Sublink.

QDTMR is to use its best endeavours to bring about projected completion of the top 10 blackspots in each Sublink.

QDTMR is to provide technical review of proposed blackspot treatments to ensure all treatments are wholly within the project scope and achieve the aims of improving safety and efficiency to the national network by fixing blackspots.

Where the 2009-10 PPR or attachment to the 2009-10 PPR identifies 2010-11 funding these figures are for information only and are provided in order to determine the total blackspot treatment cost. 2010-11 Sublink PPRs will be submitted for approval separately and those submissions will constitute the 2010-11 request for project funding.

Requirements/administrative arrangements 2010-11 and subsequent years

In order to have funding approved in 2010-11 and subsequent years three PPRs (one for each Sublink) and revised attachments outlining progress achieved in 2009-10 and the proposal for 2010-11 are to be submitted for assessment in order for further funding approvals to be considered as part of the budgetary process. This process is to re-occur annually through the life of the Nation Building Program 2008-09 to 2013-14 and/or until allocated funds are exhausted.

In accordance with 5.1 of the *Notes on Administration*, QDTMR is required to submit cash flow projections for the three blackspot Sublinks by 28 February each year.

To ensure completion of the blackspot treatments which commence in 2009-10, the 2010-11 PPRs and attachments will include, in order of priority – the top 10 blackspots continuing project costs; costs of construction for works on top 10 blackspots that are/were scoped in 2009-10; and continued funding for other (non top 10) blackspots that have been approved to commence, or have commenced construction works in 2009-10, as appropriate.

Any of the top 10 blackspots that require scoping in 2009-10 must be included on the 2010-11 submission and have an identified commencement of construction and end of construction (funding year when construction will end).

The total blackspot treatment cost on the attachment to the PPR is to identify the total blackspot treatment cost, for the relevant Sublink, to the 30 June 2011, or the 30 June for each relevant year (financial year), as appropriate.

Substantial blackspot treatment costs – further requirements

These three Sublinks to address blackspots on the Bruce Highway can be construed as packages of works to achieve the project aims. The package of works consists of multiple individual blackspot treatments that are low cost, high safety benefit solutions which generally are to be works of a minor nature.

However, where it is determined that the most appropriate blackspot treatment that can be applied would involve substantial works, the Department, following consultation with QDTMR, may seek further requirements/information.

If substantial works are to be considered as a proposed blackspot treatment, the individual blackspot would need to be considered under separate arrangements, which may involve the submission of a separate PPR for any such substantial individual blackspot treatment. A

proposed treatment that involves substantial works will be subject to increased scrutiny to determine if it is within the scope of the Australian Government funding commitment to fix crash blackspots. Proposed treatments deemed to be of a nature that would require substantial construction (i.e. duplication of lanes, major bridge construction, land resumption) would need robust evidence to support its inclusion in the overall Sublink funding envelope and timing.

QDTMR is to ensure that if any substantial blackspot treatment works are identified, works will be balanced as a part of the Sublink package of blackspot treatments and the aim of fixing multiple blackspot locations, including the top 10 blackspots will still be achieved.

Tender requirements

Tendering requirements must comply with the *Nation Building Program (National Land Transport) Act 2009*, regulations as applicable and the *Notes on Administration for the Nation Building Program* July 2009.

Individual blackspot treatments may be grouped together as packages for construction and tender purposes, or where appropriate considered individually.

In order to achieve the aims of the individual Sublink it may be necessary to consider tender exemptions on individual blackspot treatments or stages of individual blackspot treatments.

Tender exemptions are to be considered in the context of a package of blackspot treatments that form the Sublink project (project as identified on the MOU, see Table 1).

Tender exemption requests are a decision for the Minister for Infrastructure, Transport, Regional Development and Local Government and cannot be assessed or considered retrospectively.

Where possible, QDTMR is required to identify those projects for which tender exemptions may be required at the time of submitting the (annual) PPRs for approval. Due to the nature of the package of works and the likely hood that stage 1 type works such as signage, line-marking, roadside clearing and guidepost treatments, among others, being required at multiple locations along the Sublink, often with an estimated low individual value (\$20,000-\$100,000), it is appropriate for Main Roads to identify those such works that may be packaged and delivered together; or alternatively, identified as individual blackspot treatments for tender exemption consideration.

Main Roads is required to identify tender exemption requirements as an attachment to the Sublink (annual) PPR, or as soon as practically possible following the submission of the PPR, but prior to Ministerial approval. In addition to current procedure for tender exemption consideration, a blackspot Sublink tender exemption request must include, at least, the following information:

Sublink name													
Ref Num	Project	Stage 1	Stage cost	Total	Is tender	Reasons							
	Name	type	(\$)	Blackspot	exemption	(as per							
		works		Treatment	requested	Act)							
		only (Y/N)		Cost (\$ est)	(Y/N)								

Tender exemption will only be considered outside of this process in exceptional circumstances.

Reporting Requirements

In addition to normal reporting requirements (i.e. Infrastructure Management System (IMS) monthly reports on project expenditure on the three Sublinks) QDTMR is to provide a monthly status report on the progress of blackspot treatments that have been approved, by the 14th of each month. Three reports, one for each Sublink are required. The reports are to contain the following details of each individual blackspot treatment approved within the Sublink:

- Construction commencement date (including any stages).
- Construction completion date (including any stages).
- If dates are not known estimated dates are to be provided.
- Percentage of project complete at time of report.
- Any issues that impact progress of the project/treatment.
- If scoping a project progress of scoping (% complete).
- The first report will be required by 14 February 2010 (subject to prior funding approval).
- Job numbers supported by the individual blackspot treatment.

A proposed reporting format for monthly status reports is to be agreed. Monthly status reports are to be submitted as part of the monthly status reports provided to the Department by the National Programs Branch of the Program Development and Management Division of QDTMR.

Miscellaneous

Further administrative matters may be considered for inclusion under these guidelines with the agreement of the Department and QDTMR.

To the extent of any inconsistency, the *Nation Building Program (National Land Transport) Act 2009*, regulations as applicable, the MOU and the *Notes on Administration for the Nation Building Program* July 2009 take precedence over these Guidelines.

9 December 2009

•							
А	n	n	e.	ΥI	П.	r	ρ

Sample attachment to PPR

Bruce Hwy – Sub-link 1 Caboolture to the Sunshine Coast																									
<u>comment</u> Region	Ref Num	Project Name	Project Location	TRSI or Proactive	Fatal I	losp. T	Medical reatment	Minor Injuries	Property Damage	Total Accidents	Total Crash Costs (\$)	Problem Diagnosis	Proposed Treatment	Length (km)	Project BCR	Nominated KSI Segmen Code	NetRisk Analysis Carried out?	Road Safety Audit Carried out?		Total Project Cost (\$) to 30 June 2010	NBP Contribution	2009-10 (\$)	2010-11 9\$)	Recommendation by Technical Review Panel	Blackspot rank (Top 10) Comment
North Coast	207-00005	Bruce Hwy Median Treatment	Bruce Hwy (10A 101.61 to 138.28 km, 10B 3.01 to 12.35 km (Coorcy to Gympie Section)	TRSI	15	28	11	é	20	80	19,141,563	This nomination relates to the single carriageway from Coordy to north of Gympie and only includes the existing 90km/hr Black Link zone. It excludes the built up area of Gympie and its immediate surrounds. The distance of this section is approx 47 km. The crash reports show the significant number and severify of crashes that are comprised of head-on and off-carriageway to the right. Vehicles crossed the road centre line in at least 21% of all crashes (excl. Out of Control crashes). These types of crashes result in 61% of all fatals on this section of Highway. With increasing traffic volumes, any vehicle that crosses the centreline has an extremely high risk of colliding head-on into another vehicle. The outcome of such a crash most likely involves a high severity outcome (fatal or severely injured). The crash reports show the frequency and severity of head-on and off-carriageway are realated to the DCA Codes 201, 501, 702 and 704 – excluding crashes on curves DCA Code 800 series). The report also shows there is no specific isolated location where these crashes occur. Rather that these crashes occur on the entire section.	will reduce the risk of motorists travelling close to the centre line and the possibility of accidentally crossing into the opposing carriageway. The proposal also provides greater scope for evasive action when they							2,200,000	2,200,000	1,290,000	910,000	Approved. Overtaking signage to be boosted along the length.	Ranking 1 - 10A Ranking 2 - 10B
North Coast	207-00002	Frizzo Rd to Sippy Creek Rd	Bruce Hwy 10A - 63.0 to 64.6 km (Caloundra to Buderim Section)	Proactive	0	4	4	2	5	15	5	This nomination relates to a section of the Bruce Highway between 1.1 and 2.2 km north of the Glenview Interchange. The existing highway is constructed to a four lane divided standard with access generally provided via grade separated interchanges to both the north and south. The posted speed is 110km/N. Sippy Creek Road intersects with the highway from the west at a T-intersection 2.2km north of the Glenview Interchange and provides access to a precinct of predominantly nural/residential, community facility and industrial land uses. A major generator of traffic is a waste management facility that contributes over 20% heavy vehicle traffic to the side road volumes at peak times.	existing Sippy Creek Road intersection with the Bruce Highway. All traffic will be redirected via a new western service road to connect with the northern end of Frizzo Road where a new intersection is proposed. This change to the		0.02				0.37	250,000	250,000	250,000	0	\$250k approved for project preconstruction to develop scope and cost. Resubmit in next year program.	3
Wide Bay/Burnett	212-00004	Traveston Crossing Rd intersection	Bruce Hwy 10A chainage 127.85 - 128.5 km (Coorcy to Gympie section)	TRSI	3	2	3	(4	12	2 2,328,401	This normination relates to the approaches to the Traveston Crossing Road Intersection 24km north of Coordy. The posted speed in rural areas between Coordy and Curra has recently been reduced to 90km/h to improve road user safety. Traveston Crossing Road intersects with the Bruce Highway from the west. The intersection is channelised with painted medians and flag lighting provided. There is a long, level straight prior to a tight horizontal curve on the southern approach to the intersection. The northern approach is via a generally curved alignment through undulating terrain. The horizontal alignment immediately either side of the intersection is a lower standard than further to the north and south. Visibility on all approaches to the intersection are deficient. This visibility is obscured by a roadside cutting on the southbound approach and by roadside vegetation on other approaches.	The proposed treatments involve significant improvements to sight distance by benching the face of the cutting to the north of the intersection and vegetation clearing on all other approaches It is anticipated that this will provide motorists with a much greater awareness of the intersection environment and the curved alignment through this road section. Resurfacing the intersection and approach curves with Open Graded Asphalt will improve skid resistance. Improved delineation of the road alignment will be addressed with additional signage.	n	1.06					1,190,000	1,190,000	1,190,000	0	Approved.	4
North Coast	207-00004	Bruce Hwy - Pomona Connection Rd to Gardners Rd	Bruce Hwy 10A - 111.70 to 112.35 km (Cooroy to Gympie section and part of Cooroy to Curra realignment)	TRSI	0	4	1	1	5	11	1,831,696	This nomination relates to the Pomona Connection and Gardners Road Intersections at about 7.7 km to 7.9 km north of Cooroy. These intersections connect with the Bruce Highway from the east and west respectively. The posted speed in rural areas between Cooroy and Curra has recently been reduced to 90km/h to improve road user safety. The southern approach to the Pomona Connection Road intersection is via more than a 1km long down-hill gradient. Mino widening opposite the intersection is used for through traffic to pass traffic turning right at the intersection and also as a deceleration lane to a minor Service Road to the west. The northern approach is via a relatively flat section of highway. A dedicated left turn lane is provided for traffic turning into Pomona Connection Road. There is no separate provision for traffic turning right into the Service Road. The development of a southbound climbing lane also occurs on the northern approach to and through this intersection.	provide for overhead lighting of both intersections and climbing lane development. The proposed treatments are expected to improve current road user safety issues		1.43					250,000	250,000	0	250,000	Scope to be developed after the finalisation of Coorey - Curra job.	5
North Coast	207-00007	Bruce Hwy (10A, 10B) Road Side Hazards	Bruce Hwy (10A, 10B) from Caboolture to Curra	TRSI	14	133	112	46	243	548	75,624,416	This normination relates to the Bruce Hwy from Caboolture to north of Gympie excluding the built up area of Gympie and its immediate surrounds. The distance of this section is approx 130km. Crash data has been broken into two sections: - Dual carriageway section north of Caboolture (Caboolture Northern Bypass to end dual carriageway in Cooroy, Chainage 25.47 Km to Chainage 101.61 Km) - Single carriageway sections north of Cooroy with 80km/h or greater speed limit (end dual carriageway in Cooroy to old district boundary north of Gympie excluding 60km/h urban areas, Chainge 101.61 to 143.13 and Chainage 1.95 Km to Chainage 14.03) The crash reports illustrates a high number and severity of off-carriageway crashes into fixed objects (namely large trees) Refer DCA Groups 16 and 19. Many trees in this section are within the clear zone and non-frangible (>100mm trunk diameter). These trees pose a significant hazard to motorists if they leave the roadway at the posted speed limits.	hazard from priority areas as funding permits along the highway, and provide roadside protection where cost effective. The removal of	10A - Chainage from 26.12 to 145.66 (119.54) 10B - Chainage to 19.0 (19.0)		Full length from Caboolture to Curra				4,250,000	4,250,000	2,780,000	1,470,000	Approved. Funding accelerated in Year 1.	Ranking 6 - 10A (Mid Chainage 51.1) Ranking 7 - 10A (Mid Chainage 80) Ranking 8 - 10B Ranking 9 - 10A (Mid Chainage 141.1)
Wide Bay/Burnett	212-00014	Bruce Hwy & Wide Bay Hwy intersection		Proactive	1	0	1	1	4	7		This intersection is 12.2km north of Gympie. The Wide Bay Highway intersects with the Bruce Highway from the west. The posted speed in rural areas between Cooroy and Curra has recently been reduced to 90km/h to improve road user safety. The primary traffic movement through the intersection is between the north and south along the highway. Turning movements between the west and south through this intersection are relatively very high while those between the west and north are relatively low. The intersection is channelised with a combination of raised and painted medians. Visibility of northbound highway traffic can be obscured by traffic in the left turn lane for motorists stopping on the terminating leg of the intersection (Wide Bay Highway). The current provision for left turn traffic from the Wide Bay Highway toward the north does not meet current standards. Overhead lighting of the intersection also does not meet appropriate standards.	terminating leg of the intersection (Wide Bay Highway). These changes will also ensure a	0.19	1.11		Yes		0.49	1,000,000	1,000,000	1,000,000 6,510,000		Approved	10

Election Commitments

Unscoped and uncosted scoped and Costed for construction

Mr Ken Beattie General Manager Program Development and Delivery Queensland Department of Main Roads GPO Box 2595 BRISBANE QLD 4001

Dear Mr Beattie

Please find attached the *Nation Building Program - Bruce Highway- Blackspots (Safety Initiatives) Project Administration Guidelines* (Guidelines). These Guidelines represent the agreed administrative arrangements for the three Australian Government commitments under the Nation Building Program to fund blackspot projects on the Bruce Highway.

The three commitments comprise of:

- 1. \$105 million to fix blackspots between Sarina and Cairns The commitment is to target the top 10 blackspots; places like the intersection with Dalrymple Road in Townsville, Innisfail-Japoon Road south of Innisfail and showgrounds intersection in Mackay. The funding will also target rural intersections building left and right turning lanes, and provide new signs and line-marking.
- 2. \$115 million to fix blackspots between Childers and Sarina The commitment is to target the top 10 blackspots; places like Apple Tree Creek north of St Lawrence and the 5.2 kilometre section from 8 Mile Creek to St Arnaud Creek. The funding will also target rural intersections building left and right turning lanes, and provide new signs and line-marking.
- 3. \$30 million to fix Highway blackspots in Caboolture and the Sunshine Coast The commitment is to target the top 10 blackspots, such as: between the Caloundra turn-off and the Buderim turn-off, from Cooroy to Gympie and on the Nambour Bypass.

The Guidelines are the formalisation of discussions at offer lever to ensure streamlined administration of these three "umbrella" projects. The Guidelines are to be used in conjunction with the requirements of the *Nation Building Program (National Land Transport) Act 2009*, regulations as applicable, the Memorandum of Understanding for the Nation Building Program between the Australian and Queensland governments (MOU) and the *Notes on Administration for the Nation Building Program* July 2009.

I look forward to the submission of Project Proposal Reports to progress these projects.

Yours sincerely

Cheryl Johnson

General Manager

North West Roads

Nation Building - Infrastructure Investment

8 January 2010