ROADS connecting queenslanders
A strategic long-term direction for the Queensland road system and Main Roads
Translation Services

If you need help interpreting this publication please contact the Translating Service on 131 450.

German
Sollten Sie beim Übersetzen dieser Publikation Hilfe brauchen, so rufen Sie bitte den Übersetzungsdiens - gebührenfrei 131 450 - an.

Vietnamese
Nếu quý vị cần người giúp đỡ thông dịch văn bản Please 프린트된 dịch vụ sẽ miễn phí 131 450.

Spanish
Si necesita ayuda para entender esta publicación, llame al Servicio de Traducciones, al 131 450.

Italian
Se ti serve aiuto per comprendere questa pubblicazione, telefonai al Translating Service al numero con chiamata gratuita 131 450.

Chinese
若需帮助为翻译本资料，请电询问服务处，免费电话131 450。

Greek
Αν χρειάζεστε βοήθεια για να καταλάβετε τα παράγοντα εντύπωσης, επικοινωνήστε με τη Μεταφραστική Υπηρεσία στο 131 450 (Ωδικήν κλήση).

Filipino (Tagalog)
Kung kinakailangan ninyo ng tulong sa pagasalang ilo mangyaring makipag-ugnay sa Pagsasaling Serbisyo sa libreng tawag sa 131 450.

Japanese
この出版物を翻訳する必要のある方は、翻訳サービス（Translating Service）まで、無料ダイヤル131 450に電話して下さい。

Polish
Jesli potrzebujesz pomocy w przetłumaczeniu niniejszej publikacji, zadzwon do Służby tłumaczy pod numer 131 450 (rozmowa bezpłatna).
ROADS

connecting queenslanders

A strategic long-term direction for the Queensland road system and Main Roads

Queensland Government
Department of Main Roads
Roads are essential to connecting Queenslanders. They form part of the state’s transport system and link people by providing travel options and the transport of goods and services.

Roads contribute to the government’s priorities:

- More Jobs for Queensland, Skills and Innovation, The Smart State
- Safer and More Supportive Communities
- Community Engagement and a Better Quality of Life
- Valuing the Environment
- Building Queensland’s Regions

The Transport Portfolio, which consists of Main Roads and Queensland Transport, is working in partnership to deliver the Queensland government’s priorities for roads and transport. Both departments work closely to deliver their shared vision of an integrated, effective and efficient transport system for Queenslanders.

_Roads Connecting Queenslanders_ puts Queenslanders first. It outlines the role of roads in linking Queensland’s communities now and into the future. It frames how we can better meet the many outcomes that communities, industry and government expect from roads.

_Roads Connecting Queenslanders_ has been developed within the framework of the _Transport Infrastructure Act 1994_, which requires strategies across and between transport modes. As the strategy for roads, the document ensures that road system management and infrastructure investment supports the government’s social, economic and environmental priorities.

The Transport Portfolio aims to provide consistent, coherent leadership in the development and management of innovative transport solutions in Queensland that connect people, goods and services. A shared vision has been developed by Main Roads and Queensland Transport to provide the way forward and achieve the transport systems of the future.

**Transport Portfolio Vision**

_Contributing to government outcomes through consistent, coherent leadership in the development and management of innovative transport solutions in Queensland that connect people, goods and services._
The principles, intent and commitment of the Transport Portfolio to achieve its shared vision follow.

- The departments will act in partnership to ensure an innovative, integrated transport system.
- The portfolio will contribute to achieving government outcomes, while balancing competing interests.
- The portfolio will act in a socially responsible way.
- The portfolio will contribute to a high quality of life by providing each community with the infrastructure and services required to meet its particular transport needs.
- Queensland’s transport system will be developed with a whole-of-government perspective.
- People have the right to expect reasonable access and choice in transport.
- Queensland’s transport system will be developed through a statewide approach.
- The portfolio is committed to regular reviews by stakeholders of its strategic choices.
- The portfolio plays a critical role in building community capacity.
- The portfolio will use public funds wisely in achieving its objectives.
- The portfolio will implement innovative solutions in ways that realise the opportunities, and avoid the potential adverse consequences, of emerging technologies.

Main Roads will work closely with Queensland Transport, other state agencies and other levels of government to ensure that transport policy is integrated with land-use, infrastructure, environmental, social and other policy areas to contribute to better community outcomes.

*Roads Connecting Queenslanders* reflects the commitment of Main Roads, as part of the Transport Portfolio, to contribute to government outcomes for the next decade and beyond.

The Hon. Steve Bredhauer  
Minister for Transport  
and Minister for Main Roads  
Member for Cook
Main Roads has played, and continues to play, an essential role in connecting Queensland and its people through roads.

Queensland’s roads are more than just the physical network. They contribute to the state’s economic prosperity and our quality of life.

**Main Roads Vision**

*A road system that enhances the social, cultural, environmental and economic well-being of Queensland’s communities.*

*Roads Connecting Queenslanders* is the blueprint for achieving this vision. It is the strategy to enable Main Roads to undertake a total road system focus, adopt a stewardship role of the state's roads, efficiently deliver road projects and manage road operations.

Our future emphasis is on investing in outcomes, not just investing in roads.

In achieving our vision, we face a number of challenges. We need to anticipate and respond to the changing transport needs and expectations of our many stakeholders. It is likely that these needs and expectations will exceed resources, requiring a greater focus on priority setting and efficiency.

To meet the many challenges facing Main Roads, we will behave in the following ways.

- **Listen** – find out what our stakeholders value and expect to enable us to better respond.
- **Position** – shape our direction, identity and capabilities in response to our core business and stakeholder expectations.
- **Align** – achieve success as a roads agency by developing our capabilities and conducting our business with efficient organisation alignment and through effective relationships.
- **Lead** – through knowledge, relationships, creativity and will.
- **Learn** – enhance our capability through learning, reflection and knowledge management.

We are committed to building on our organisational strengths and technical and professional capabilities, to continue to be a highly competent road agency and a valued government agency.
As our key strategy document, *Roads Connecting Queenslanders* provides the policy directions that we will pursue to help realise our vision for Main Roads over the next decade and beyond.

The document focuses on four key outcomes for the Queensland road system, which contribute to the government’s priorities for the state:

- safer roads to support safer communities
- efficient and effective transport to support industry competitiveness and growth
- fair access and amenity to support livable communities
- environmental management to support environmental conservation.

The key to making these outcomes a reality will be our partnerships and working relationships with communities, federal and state government agencies, local government, industry and the private sector.

I have confidence that *Roads Connecting Queenslanders* will help us meet the challenges we face and achieve our vision.

Stephen Golding  AM RFD
# Table of contents

Figures .................................................................................................................................8
Tables ...................................................................................................................................8

Executive Summary .............................................................................................................9

Part One - Setting the Scene ..............................................................................................15
What is Roads Connecting Queenslanders? .................................................................15
Travel the journey ..............................................................................................................15
What is driving our roads? ...............................................................................................16
Roads shaping Queensland ...............................................................................................16
Main Roads - more than just a road builder ..................................................................16
An evolving road strategy ...............................................................................................16
A focus on the transport portfolio ..................................................................................18
Driven by whole-of-government outcomes ...................................................................18
Delivery of whole-of-government outcomes ...............................................................19
Main Roads planning ......................................................................................................20

Knowing our stakeholders ............................................................................................22
Listening to and engaging with stakeholders ...............................................................22
Understanding community needs and expectations ...................................................22
Understanding industry needs and expectations .........................................................23
Understanding government needs and expectations ...................................................24

Road system challenges ...............................................................................................27
Population dynamics .......................................................................................................27
Industry dynamics ..........................................................................................................30
Changing travel patterns and work places ..................................................................33
Environmental protection and ecologically sustainable development ......................35
Living in a global economy .........................................................................................37
An ageing and vast road asset ......................................................................................37
Seeking value for money from limited funding ............................................................38
Government initiatives .................................................................................................38
Meeting the challenges in an uncertain world ...............................................................39

Part Two - Shaping Main Roads ......................................................................................41
Building on our strengths ...............................................................................................41
A decentralised organisation driven by local needs and consultation .......................41
An organisation built on professional and technical excellence ...................................41

Being a good road agency and a good government agency ..........................................43
Main Roads identity ........................................................................................................43
Working with others ......................................................................................................45
Building our organisational capability .........................................................................47

Part Three - Making Choices about Queensland’s Roads ...........................................49
Overview ..........................................................................................................................49

Investing in roads to contribute to government outcomes ..........................................50
How to use the outcomes sections ...............................................................................51
Safer roads to support safer communities ...................................................................53
Efficient and effective transport to support industry competitiveness and growth .......58
Fair access and amenity to support liveable communities ...........................................62
Environmental management to support environmental conservation ......................67

Achieving outcomes through road choices .................................................................72
Road system choices ......................................................................................................74
Road corridor choices ....................................................................................................82
Roads operation choices ...............................................................................................87
Roads project choices ....................................................................................................91

Evaluating and reporting on performance ....................................................................94
What does Main Roads do now? ....................................................................................94
How can Main Roads improve its processes? ...............................................................94
Reporting on our performance through the right measures .......................................94
The next steps ...............................................................................................................95

References and Index ....................................................................................................99
References .......................................................................................................................97
Index ...............................................................................................................................99
Figures and Tables

Figures

Figure 1 Main Roads building on solid foundations ................................................................. 16
Figure 2 How integrated planning helps to achieve whole-of-government outcomes ................. 19
Figure 3 Projected resident population, Main Roads districts, share of state populations from 2001 to 2021 and share of state growth to 2021 ......................................................... 28
Figure 4 Age sex profile of estimated resident population, Queensland, 2001-2021.................... 29
Figure 5 Percentage contribution of industry to Gross State Product at factor cost, 1994-1995 ........ 30
Figure 6 Contribution of industry to Gross Regional Product, Queensland, Gross State Product at factor cost, 1994-1995 .................................................................................. 31
Figure 7 Main Roads outcomes and outputs for roads ............................................................... 50
Figure 8 Main Roads outcomes and policy priorities ............................................................... 52
Figure 9 Main Roads products and services ............................................................................. 72
Figure 10 Example of the multi-factor evaluation process ......................................................... 94

Tables

Table 1 Average annual percentage increase — persons aged 65 years and over ......................... 29
Table 2 Greenhouse gas emissions, all sectors, Australia, 1997 ............................................... 36
Table 3 Energy consumption and greenhouse gas emissions, road sector, Australia, 1997 ........ 36
Transport in Queensland is managed by two principal state government agencies, Main Roads and Queensland Transport (supported by Queensland Rail and the Port Authorities) and local government. Together, they deliver integrated transport outcomes for all Queenslanders along with other service providers.

Main Roads is responsible for stewardship of the state-controlled road system, the corridors that comprise this system, the system’s operation and the delivery of projects for enhancement and maintenance. This is integrated within an overall transport system, connecting people and places and delivered within the context of the Queensland government’s social, economic and environmental objectives.

Queensland Transport is the lead agency responsible for developing and managing the land, air and sea transport environment in Queensland. Queensland Transport provides transport leadership through developing and ensuring the implementation of a strategic transport policy agenda, transport planning and stewardship of the entire transport system in Queensland.

Introducing Roads Connecting Queenslanders

Queensland has a widely dispersed population, from sparsely settled communities in rural and remote areas to more densely settled communities along the eastern seaboard in regional towns and metropolitan areas. All rely in various ways on roads.

Main Roads is responsible for the state-controlled road network which consists of more than 34,000km of the state’s 177,000km road network. The state-controlled road network comprises 20 per cent of Queensland’s road network, yet carries 80 per cent of its traffic. It has a replacement value of $25 billion.

As a steward of a road system that links people by providing travel options and the transport of goods and services, Main Roads is essential to connecting Queensland. To do this it must have a blueprint for the future.

Roads Connecting Queenslanders has been developed to meet the challenges ahead, contribute to Queensland’s well-being, proactively respond to the needs of communities, industry and government and contribute to an integrated transport and land-use system.

In this role, Roads Connecting Queenslanders sets the organisational identity of Main Roads – that of a good road agency and a good government agency – and the necessary capabilities for the organisation.

The document recognises the important partnership between Main Roads and Queensland Transport in providing and managing an integrated transport system for Queensland.

What are the Objectives of Roads Connecting Queenslanders?

As the strategy for roads, Roads Connecting Queenslanders primary objectives are to:

- provide road outcomes that contribute to the Queensland government’s priorities and outcomes
- provide a strategic, long-term direction for roads in Queensland
- guide decisions for roads as part of a total road system and in an integrated transport and land-use planning context
establish a policy and planning framework to guide decision making and business processes for:
- the Strategic Plan
- investment and corridor planning
- the Roads Implementation Program and Business Planning.

What are the outcomes for Queensland's roads?
The four road outcomes are:
- safer communities
- industry competitiveness and growth
- livable communities
- environmental conservation.

How will Main Roads achieve the intent of the document?
The document provides policy directions under each of the four road outcome areas. These are supported by priorities and choices across the department's products and services. The directions, priorities and choices will ensure that roads contribute to the social, cultural, economic and environmental well-being of Queenslanders, now and in the future.

Knowing our Stakeholders
Roads Connecting Queenslanders places great importance on knowing our stakeholders and listening and responding to them. Communities, industry and government each have different needs to be met and expectations to be managed within Main Roads capacity to do so.

The Queensland government is working to ensure that community engagement and participation are undertaken across all decision-making levels. As part of Main Roads responsibility as a good government agency, it will strengthen its capacity as an engaging organisation, by developing stronger relationships with communities and community organisations and seeking their views in planning Queensland's roads.

Main Roads will also develop stronger relationships with industry, the road construction sector, private developers, peak road and transport bodies, and academic and research bodies.

The Challenges Ahead
The environment for the road system is constantly changing and presenting many challenges. The road network must be more flexible, reliable and responsive to these challenges.

The demographic characteristics of Queenslanders are also changing. Population projections show high growth in the south-east and coastal centres, while in other parts of the state, especially in rural and remote Queensland, the population is stable or experiencing low growth. Society is ageing and diverse. Main Roads must meet this challenge by providing basic travel options for all communities.

Queensland has many traditional industries that contribute to the state's economy. Many of these are in rural and remote areas and require a road network that gets goods and services to markets. Queensland also has a strong tourism industry and many new and emerging industries that have transport needs different from the more traditional industries. The pace of global technological change in freight and logistics will challenge Main Roads to provide a road network that contributes to industry competitiveness.

Queensland is experiencing changing work patterns and travel patterns as the nature and distribution of home and work change.
There is a continuing strong emphasis placed by communities and government on ecologically sustainable development to protect the environment for now and for future generations. As well, there is an emphasis on the environmental impacts of transport to be mitigated through an ecologically responsible transport system and changing user behaviours.

There is a strong emphasis placed by communities and government on the social impacts of infrastructure investment so that communities remain vital and livable.

Importantly, the road asset is ageing. It is also vast, covering a large geographic area and many climate zones. These are considerable challenges for Queensland now and in the years ahead.

Main Roads Identity
Since the 1920s, Main Roads has been connecting Queenslanders. This has been a formidable task, given the vast geographic spread of Queensland and the remoteness of many of our communities and industries. Core to this is Main Roads identity as a good road agency. Main Roads has a stewardship role of the road system, delivers road projects and manages road operations.

A good road agency
As a good road agency Main Roads:
• has a stewardship role over the state’s road system
• has a strong community engagement capability
• is a provider of roads, a road network operator, a road corridor manager and a road asset manager
• has reliable delivery through client leadership
• has strong technical and professional capability across multiple disciplines (for example, road safety, engineering, planning, environment)
• works collaboratively, including in partnerships and alliances across the Transport Portfolio, and with other levels of government.

A good government agency
With community expectations and a government commitment to delivering demonstrable community outcomes, Main Roads must also be a good government agency:
• ensuring that roads contribute to whole-of-government outcomes
• sharing our organisational capabilities on other whole-of-government projects and initiatives for better community outcomes
• ensuring that whole-of-government considerations for which Main Roads does not have a direct influence or responsibility, are part of developing and managing a total road system for stakeholders.

Future Directions
Being a good road agency and a good government agency will require Main Roads to build on its strengths as a decentralised organisation driven by local needs and consultation, and an organisation with professional and technical excellence.

The department will adopt:
• a road system management focus – building and managing roads within the wider land-use environment and community interest
• an outcome focus to deliver the government’s social, economic and environmental objectives
• a whole-of-government focus
• a transport portfolio focus
• a total network focus
• an innovative role in financing roads
• a good citizen role in social and environmental issues.
Investing in Main Roads capability

As a good road agency and a good government agency, Main Roads will build its organisational capability to deliver the policies outlined in this document. Roads Connecting Queenslanders provides the direction for capability development for Main Roads over the longer term.

Main Roads will foster its core engineering, asset management and delivery capabilities throughout its decentralised organisation – across fourteen district offices and four regional offices. The department will also broaden its technical and professional skill base to become more multi-disciplinary and meet the more complex needs of its operating environment.

Contributing to Whole-of-government Outcomes

In meeting stakeholders’ needs and the challenges to achieve a more sustainable future for Queensland from roads, Roads Connecting Queenslanders has identified four road outputs to support four complementary road outcomes. These will contribute significantly to the Queensland government’s priorities. The four interrelated road outputs and road outcomes are:

<table>
<thead>
<tr>
<th>Main Roads Outputs</th>
<th>Main Roads Outcomes</th>
</tr>
</thead>
<tbody>
<tr>
<td>Safer roads</td>
<td>Safer communities</td>
</tr>
<tr>
<td>Efficient and effective transport</td>
<td>Industry competitiveness and growth</td>
</tr>
<tr>
<td>Fair access and amenity</td>
<td>Livable communities</td>
</tr>
<tr>
<td>Environmental management</td>
<td>Environmental conservation</td>
</tr>
</tbody>
</table>

**Safer roads to support safer communities**

Means investing in a safer road network by setting standards and interventions that achieve the best impact for the whole road system, through:

- improved road network safety using a risk-management approach
- safer travel for all road users
- safer access to the road system for cyclists and pedestrians
- safety for the community
- worksite safety
- considerations with other government agencies in partnership.

**Efficient and effective transport to support industry competitiveness and growth**

Means maximising the effectiveness of the existing road system and improving consistency of road travel across the state through:

- a strategic approach to an efficient and effective road system
- links to other transport modes
- considerations with other government agencies in partnership.

**Fair access and amenity to support livable communities**

Means investing in roads for community quality of life, including access, employment, cultural heritage and amenity, through:

- fair access across Queensland
- roads programs that contribute to employment objectives
- respecting culture and conserving cultural heritage
- integrating roads into the community
- considerations with other government agencies in partnership.
Environmental management to support environmental conservation

As stewards of the land in roads, Main Roads will encourage sensible development and use of roads and surrounding land, through:

• minimising land degradation
• maintaining biodiversity
• managing road system and societal impacts
• resource conservation
• considerations with other government agencies in partnership.

Achieving Road Outcomes through Investment Choices in Four Key Products and Services

The investment choices are shared between four key products and services:

• road system
• road corridor
• road operation
• road project.

Main Roads strategy is to link outcomes for roads with the road system, corridor, operation and project choices it makes to improve Queensland’s roads.

The strategy is to:

• have a greater focus on road system choices for Main Roads that drive corridor, operation and project choices
• engage with stakeholders across all decision-making levels
• have a primary focus on road safety and efficient and effective transport outcomes
• support regional and community development across Queensland

• fully participate in the management of the total road corridor, including its environment, utilities and use
• have better integration between roads, transport and land-use
• gain the most from the existing road assets within available funds through both supply and demand measures, and an increased focus on maintaining the existing asset
• develop a seamless road network across state-controlled and local government roads
• have a stronger focus on planning for road use and the day-to-day operations of the road system
• seek additional federal government funds for roads and review emerging trends in Australia and overseas, including concepts such as public-private partnerships
• achieve and demonstrate quality and best value for delivery and development of road projects.

Measuring our Performance

As an indication of our performance, the department will relate how its four key products and services contribute to stakeholders’ needs and Main Roads own capability.

Main Roads will assess whether the consequences of choices and decisions it makes are achieving desired outcomes.

Implementing Choices

Investment choices provide the direction for the department’s rolling five-year strategic plan, detailed policies, planning and delivery processes. Roads Connecting Queenslanders is an evolving document and will be reviewed every two to three years.