

5.6. MACROSSAN STREET - STATE ROAD DESIGNATION

REPORT AUTHOR Michael Kriedemann, Executive Manager Infrastructure

MANAGER Mark Stoermer, Chief Executive Officer

DEPARTMENT Infrastructure

RECOMMENDATION

That Council resolves to:

- 1. Support the concept of Council ownership of Macrossan Street - Port Douglas, between Wharf and Davidson Streets;**
- 2. Delegates authority under section 257 of the *Local Government Act 2009* to the Chief Executive Officer to negotiate and finalise the transfer of ownership of Macrossan Street with the Queensland Department of Transport & Main Roads.**

EXECUTIVE SUMMARY

Macrossan Street, Port Douglas is a State Controlled Road and whenever Council plans improvements along the street it must seek approval from the Department of Transport and Main Roads approval (DTMR).

At the Council Workshop held Tuesday 3 December 2019, Councillors discussed the idea of negotiating ownership of Macrossan Street with the Department of Transport & Main Roads. At this workshop, Councillors agreed that the Executive Manager Infrastructure was to discuss the idea with the DTMR corridor manager to gauge their appetite for relinquishing State Control of Macrossan Street.

Some of the advantages to Council controlling Macrossan Street include:

- Council has final say on improvements;
- Council can close the road for events without seeking DTMR approval;
- The community see it as a Council road so this would enshrine this belief;
- Council can implement streetscape improvements such as 'shared zones', coloured pavements and textures, in accordance with contemporary standards, without seeking DTMR approval.

BACKGROUND

Section 24 of the Transport Infrastructure Act 1994 enables the Queensland Government to declare a road to be a State Controlled Road. Section 25 of the Transport Infrastructure Act 1994 states that "Before making or revoking a declaration under section 24, the Minister must be satisfied each local government that would, in the Minister's opinion, be affected by the proposed declaration or revocation has been:

(a) made aware of the proposed declaration or revocation; and

(b) given a reasonable opportunity to make submissions to the Minister on the proposed declaration or revocation.

Below is an extract from a map of the Far North District State Controlled road network (refer to attachment for the full map). Figure 1 below shows that Macrossan Street, between Davidson and Wharf Streets, is a State Controlled Road.

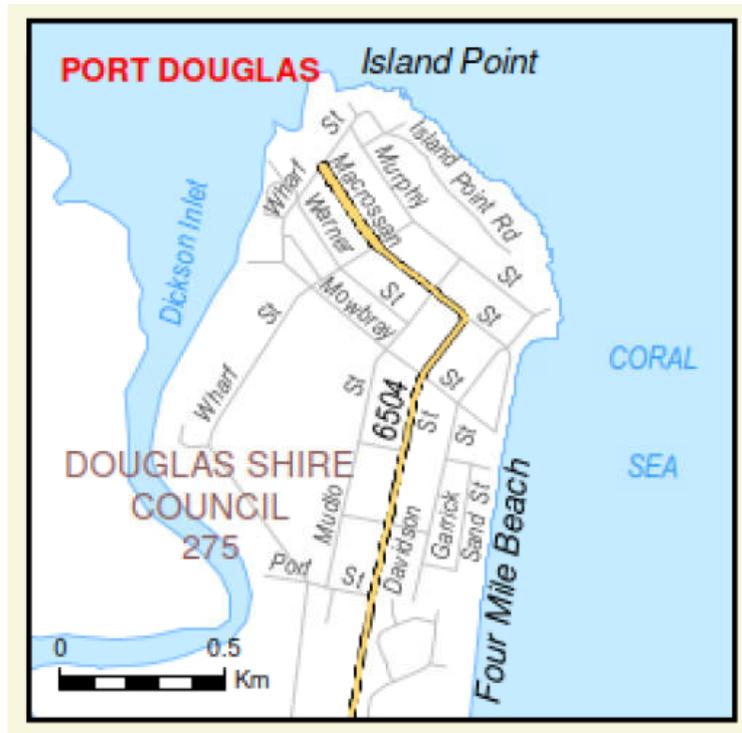


Figure 1: State controlled roads in Port Douglas

At the Council Workshop held Tuesday 3 December 2019, Councillors discussed the idea of negotiating ownership of Macrossan Street with the Department of Transport & Main Roads. At this workshop, Councillors agreed that the Executive Manager Infrastructure was to discuss the idea with the DTMR corridor manager to gauge their appetite for relinquishing State Control of Macrossan Street.

The Executive Manager Infrastructure met with DTMR to discuss this issue on Thursday 12 March 2020. The Manager Project Planning & Corridor Management from DTMR was responsive to the idea and indicated that to progress the discussion, Council should resolve to enter into negotiations.

COMMENT

DTMR are responsible for the effective and efficient movement of people and goods along State Controlled road corridors. State Controlled Road Corridors traverse Local Government areas and both levels of government must work together to achieve this aim. These objectives and responsibilities have been documented into a Cost Sharing Arrangement (MOU) between the Local Government Association of Queensland (LGAQ) and DTMR. This MOU has numerous examples of infrastructure management responsibilities assigned to Councils and DTMR.

For example, in Macrossan Street, Council is responsible for carparking, streetlighting, footpaths and streetscape embellishments. DTMR are responsible for the through lanes, intersection configurations, route lighting and have final say in approving Council works. This is illustrated in Figure 2 below.

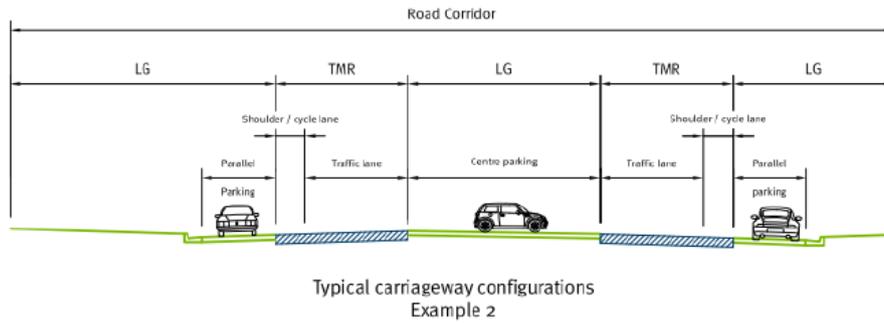


Figure 2. Example of cost sharing (similar to Macrossan Street)

An example of this demarcation occurred in 2016 when DTMR allocated funds to resurface the road with asphalt. DTMR were proposing to resurface the through traffic lanes and not complete the centre parking and kerbside parking areas. Council Officers negotiated for the entire road surface to be resurfaced and contributed Council funds towards the carparking areas. If the carparking areas were not resurfaced, there would have been stormwater pondings in the centre parking and trip hazards along the edgelines.

Many roads in Queensland have been declared State Controlled roads. In decades past, Councils were very small and not able to maintain many of the key transport routes through their shire. DTMR declared a number of routes across Queensland to support commerce and connect regions. It is likely that Port Douglas Road and Macrossan Street have been declared to support commerce (Sugar Wharf) in Port Douglas.

As Queensland towns and regions have developed, the need for some of the State Controlled road declarations has diminished. This is true for Macrossan Street. This street acts as a “high street” and is the main shopping street in the Port Douglas CBD. The through traffic function is limited in that it does not provide a connection across a region but is merely a ‘dead end road’ within the state road network.

Council maintains the assets outside the edge lines (at its own cost) and has a Road Maintenance Performance Contract (RMPC) with DTMR to maintain the through lanes.

Some of the advantages to Council controlling Macrossan Street include:

- Council has final say on improvements;
- Road recently resurfaced and in good condition;
- Council can close the road for events without seeking DTMR approval;
- The community see it as a Council road so this would enshrine this belief;
- Council can implement streetscape improvements such as ‘shared zones’, coloured pavements and textures.

Some of the disadvantages to Council controlling Macrossan Street include:

- Council would have to account for the through lane asset value, including depreciation;
- Council would be responsible for capital renewal of the through lanes.

Usually, Councils ask for some contribution towards future maintenance costs from DTMR in finalising the negotiation. In some cases this can be for resurfacing of the road traffic lanes or any other imminent maintenance. This will form part of the negotiations.

PROPOSAL

That Council resolves to:

1. Support the concept of Council ownership of Macrossan Street - Port Douglas, between Wharf and Davidson Streets;
2. Delegates authority under section 257 of the *Local Government Act 2009* to the Chief Executive Officer to negotiate and finalise the transfer of ownership of Macrossan Street with the Queensland Department of Transport & Main Roads.

FINANCIAL/RESOURCE IMPLICATIONS

The section of Macrossan Street, between Davidson Street and Wharf Street is about 660 metres long. DTMR maintain the 2 traffic lanes, which has a pavement area of 5,300m².

Road asset management includes 3 components: wearing surface, pavement and formation. Based on the condition assessment of the 3 components, the written down value of the traffic lanes is \$257,000, the replacement value is \$334,000 and the annual depreciation is \$7,000.

Currently, Council maintains the road under a RMPC contract with DTMR. Between January 2014 and June 2018 Council has spent, on average, \$3,000 per year on road surface maintenance. All other maintenance costs are paid by Council, including

- Drainage cleaning;
- Street sweeping;
- Footpath repairs;
- Vegetation management;
- Linemarking & signage;
- Streetscape embellishments etc.

Council Open Spaces and Civil Works crews already perform the maintenance functions within Macrossan Street. There would not be a human resource increase if Council was to take ownership of the street.

RISK MANAGEMENT IMPLICATIONS

The current arrangement does not provide Council will full control of its main shopping street in Port Douglas. Streetscape improvements proposed by Council are approved or rejected by DTMR. If Council was the owner of this street, it could implement streetscape improvements, close the street for community events and would have full control of its destiny.

SUSTAINABILITY IMPLICATIONS

Economic: It is acknowledged that ownership will include small increases in maintenance of the traffic lanes and additional depreciation. This increase is estimated to be in the order of \$10,000 per year. The asphalt road surface will not require renewal for 15 years from when it was resurfaced (2016 – 2031).

Environmental: Nil

Social: The majority of road users would assume it is a Council controlled road. Ownership will allow Council to manage the space as it sees fit, including community events, outdoor dining and public art improvements.

CORPORATE/OPERATIONAL PLAN, POLICY REFERENCE

This report has been prepared in accordance with the following:

Corporate Plan 2019-2024 Initiatives:

Theme 1 - Celebrating Our Communities

Douglas Shire Council embraces the diversity of our communities and values the contribution that all people make to the Shire. We recognise that it is a core strength of the region. We acknowledge our past so that it may guide us in the future. We recognise the wrongs done to our Indigenous community and we actively seek to reconcile so that we may all benefit from and enjoy our Shire. We acknowledge early European settlers who forged an agricultural base for our economy and we welcome all new arrivals as part of our broader community.

Goal 1 - We will celebrate the diversity of our community and ensure that all infrastructure, programs, and services are underpinned with inclusiveness and accessibility.

Theme 2 - Fostering Sustainable Economic Growth

A robust economy is at the heart of a thriving community and enables investment in environmental protection. While our remoteness is a key attribute, it also presents challenges for attracting new business and investment. We must also meet the challenges of fierce competition in the tourism sector. Council will partner with industry to build, diversify and promote the Douglas economy. Council will design and deliver infrastructure, strategies and services that support the local economy and businesses.

Goal 1 - We will build appropriate infrastructure and deliver services that connect and support businesses.

Theme 5 - Robust Governance and Efficient Service Delivery

Strong governance and financial management are the foundations of the way in which Council will conduct its business and implement the initiatives of the Corporate Plan.

Goal 1 - We will conduct Council business in an open and transparent manner with strong oversight and open reporting.

Goal 3 - We will make sound financial decisions by ensuring robust strategic planning, financial management and reporting.

COUNCIL'S ROLE

Council can play a number of different roles in certain circumstances and it is important to be clear about which role is appropriate for a specific purpose or circumstance. The implementation of actions will be a collective effort and Council's involvement will vary from information only through to full responsibility for delivery.

The following areas outline where Council has a clear responsibility to act:

Advocate Council makes representation on behalf of the community on important issues, funding opportunities, projects and programs. Council will use its influence to seek the best outcomes for the community.

Builder/Owner Council makes a significant investment every year in the infrastructure that underpins the Shire through its capital works program. Council will manage its assets with appropriate frameworks and deliver its projects through robust project management.

CONSULTATION

Internal: Internal consultation has been completed with:

- Coordinator Public Places;
- Coordinator Civil Operations.

External: Preliminary discussions have been undertaken with the DTMR Manager Project Planning & Corridor Management.

COMMUNITY ENGAGEMENT

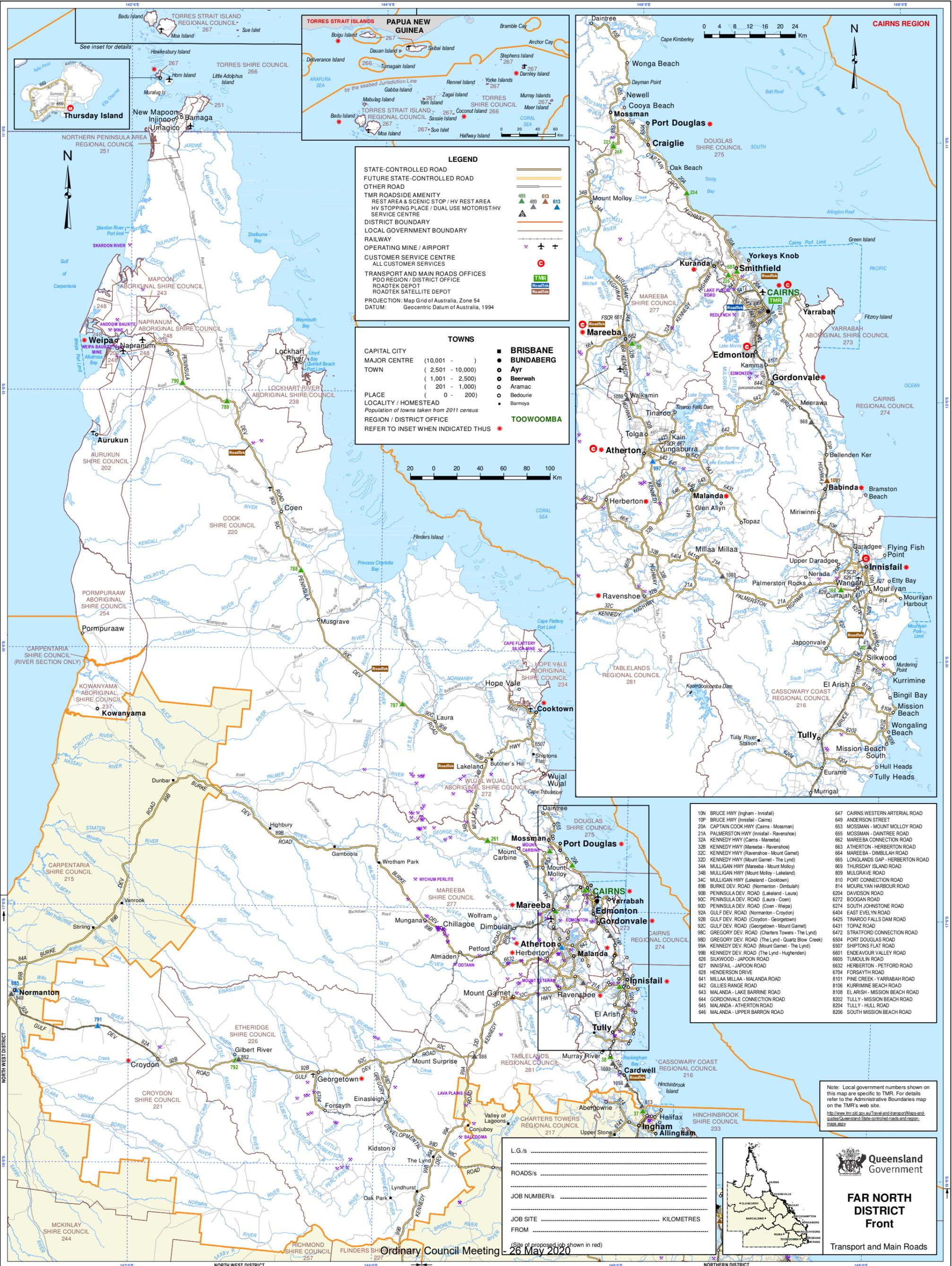
No community engagement has been undertaken or is proposed for this work. Road users would assume that Council already has control / ownership of this area and this simply formalise these beliefs.

ATTACHMENTS

1. Map - far north district state controlled roads [5.6.1 - 2 pages]

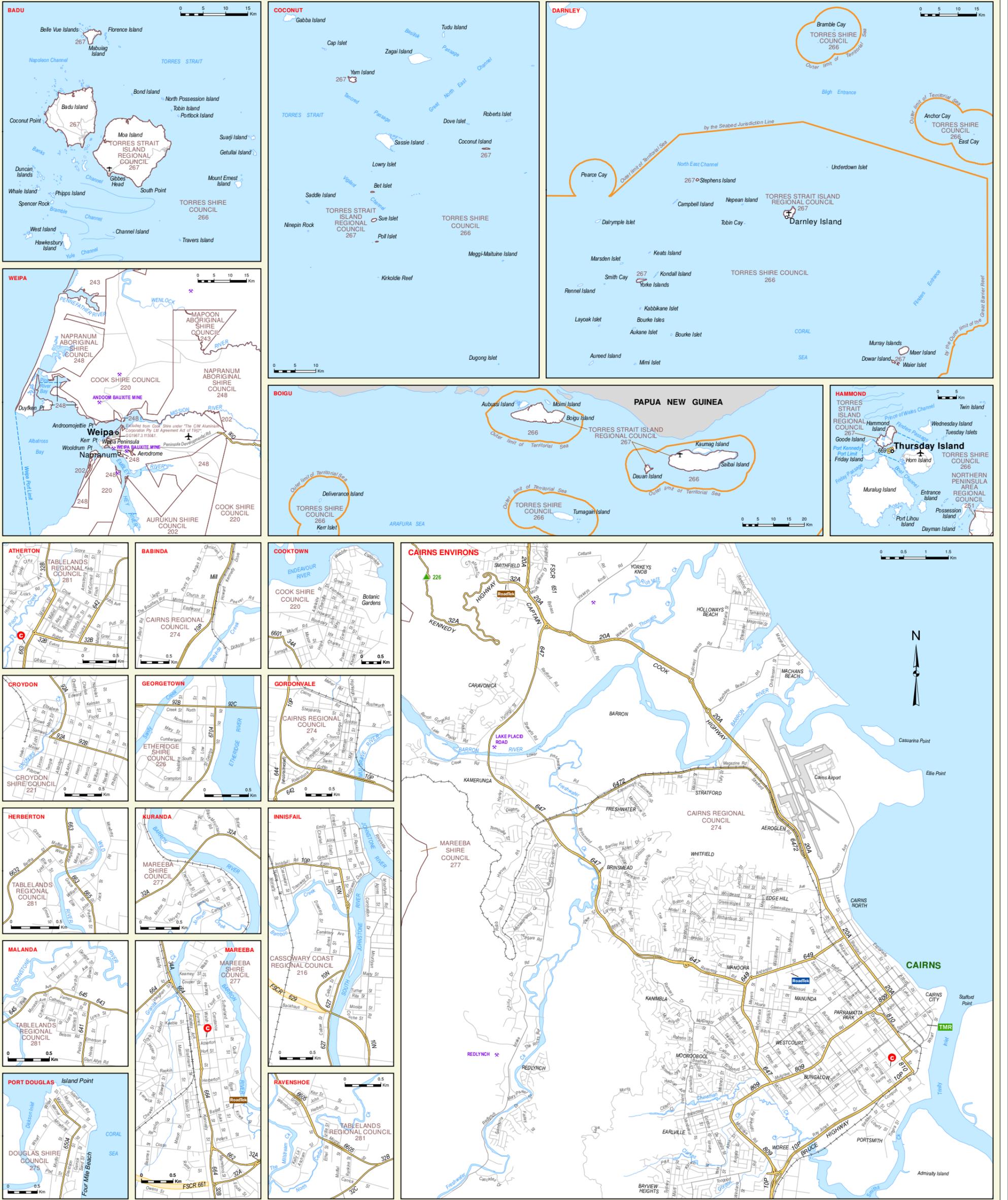
© The State of Queensland, 2019 © Piney Bowes Australia Pty Ltd, 2019 © OR Limited, 2015 Based on [Dataset - Street Pro Nav] provided with the permission of Piney Bowes Australia Pty Ltd (Current as at 12 / 18), [Dataset - Rail_Centre_Line, Oct 2015] provided with the permission of OR Limited and other state government datasets

Disclaimer: While every care is taken to ensure the accuracy of this data, Piney Bowes Australia Pty Ltd and/or the State of Queensland and/or OR Limited makes no representations or warranties about its accuracy, reliability, completeness or suitability for any particular purpose and disclaims all responsibility and all liability (including without limitation, liability in negligence) for all expenses, losses, damages (including indirect or consequential damage) and costs which you might incur as a result of the data being inaccurate or incomplete in any way and for any reason.



© The State of Queensland, 2019 © Piney Bowes Australia Pty Ltd, 2018 © QR Limited, 2015 Based on [Dataset - StreetPro Nav] provided with the permission of Piney Bowes Australia Pty Ltd (Current as at 12/18), [Dataset - Rail_Centre_Line, Oct2015] provided with the permission of QR Limited and other state government datasets

Disclaimer: While every care is taken to ensure the accuracy of this data, Piney Bowes Australia Pty Ltd and/or the State of Queensland and/or QR Limited makes no representations or warranties about its accuracy, reliability, completeness or suitability for any particular purpose and disclaims all responsibility and all liability (including without limitation, liability in negligence) for all expenses, losses, damages (including indirect or consequential damage) and costs which you might incur as a result of the data being inaccurate or incomplete in any way and for any reason.



10N BRUCE HWY (Ingham - Innisfail)	92B GULF DEV. ROAD (Croaydon - Georgetown)	649 ANDERSON STREET	6431 TOPAZ ROAD
10P BRUCE HWY (Innisfail - Cairns)	92C GULF DEV. ROAD (Georgetown - Mount Garnet)	653 MOSSMAN - MOUNT MOLLOY ROAD	6472 STRATFORD CONNECTION ROAD
20A CAPTAIN COOK HWY (Cairns - Mossman)	98C GREGORY DEV. ROAD (The Lynd - The Lynd)	655 MOSSMAN - DAINTREE ROAD	6504 PORT DOUGLAS ROAD
21A PALMERSTON HWY (Innisfail - Ravenshoe)	98D GREGORY DEV. ROAD (The Lynd - Quartz Blow Creek)	662 MAREEBA CONNECTION ROAD	6507 SHIPTONS FLAT ROAD
32A KENNEDY HWY (Cairns - Mareeba)	99A KENNEDY DEV. ROAD (Mount Garnet - The Lynd)	663 ATHERTON - HERBERTON ROAD	6601 ENDEAVOUR VALLEY ROAD
32B KENNEDY HWY (Mareeba - Ravenshoe)	99B KENNEDY DEV. ROAD (The Lynd - Hughenden)	664 MAREEBA - DIMBULAH ROAD	6605 TUMOULIN ROAD
32C KENNEDY HWY (Ravenshoe - Mount Garnet)	626 SILKWOOD - JAOON ROAD	665 LONGLANDS GAP - HERBERTON ROAD	6632 HERBERTON - PETFORD ROAD
32D KENNEDY HWY (Mount Garnet - The Lynd)	627 INNISFAIL - JAOON ROAD	669 THURSDAY ISLAND ROAD	6704 FORTSAYTH ROAD
34A MULLIGAN HWY (Mareeba - Mount Molloy)	628 HENDERSON DRIVE	809 MULGRAVE ROAD	8101 PINE CREEK - YARRABAH ROAD
34B MULLIGAN HWY (Mount Molloy - Lakeland)	641 MILLAA MILLAA - MALANDA ROAD	810 PORT CONNECTION ROAD	8106 KURRIMINE BEACH ROAD
34C MULLIGAN HWY (Lakeland - Cooktown)	642 GILLIES RANGE ROAD	814 MOURILYAN HARBOUR ROAD	8108 EL ARISH - MISSION BEACH ROAD
89B BURKE DEV. ROAD (Normanton - Dimbulah)	643 MALANDA - LAKE BARRINE ROAD	8204 DAVENSON ROAD	8202 TULLY - MISSION BEACH ROAD
90B PENINSULA DEV. ROAD (Cairns - Mareeba)	644 GORDONVALE CONNECTION ROAD	8272 BOOGAN ROAD	8294 TULLY - HULL ROAD
90C PENINSULA DEV. ROAD (Laura - Coen)	645 MALANDA - ATHERTON ROAD	8274 SOUTH JOHNSTONE ROAD	8206 SOUTH MISSION BEACH ROAD
90D PENINSULA DEV. ROAD (Coen - Weipa)	646 MALANDA - UPPER BARRON ROAD	6404 EAST EVELYN ROAD	
92A GULF DEV. ROAD (Normanton - Croaydon)	647 CAIRNS WESTERN ARTERIAL ROAD	6425 TINAROO FALLS DAM ROAD	

L.G./s _____

ROADS/s _____

JOB NUMBER/s _____

JOB SITE _____

FROM _____ KILOMETRES

Site of proposed town in red

Queensland Government

FAR NORTH DISTRICT Back

Transport and Main Roads