Presented to His Excellency the Governor pursuant to the provisions of the Public Works Committee Act 1914.

MEMBERS OF THE COMMITTEE

LEGISLATIVE COUNCIL

Mr Wing (Chairman)
Mr Harris

HOUSE OF ASSEMBLY

Mr Green
Mr Hidding
Mr Kons
To His Excellency the Honourable Sir Guy Stephen Montague Green, Companion of the Order of Australia, Knight Commander of the Most Excellent Order of the British Empire, Governor in and over the State of Tasmania and its Dependencies in the Commonwealth of Australia.

MAY IT PLEASE YOUR EXCELLENCY

The Committee has investigated the following proposal: -

TASMAN HIGHWAY AT PARADISE GORGE – BLACK BRIDGE TO ORFORD

and now has the honour to present the Report to Your Excellency in accordance with the Public Works Committee Act 1914.

1. INTRODUCTION

This reference sought the approval of the Parliamentary Standing Committee on Public Works for selective improvements to the Tasman Highway at Paradise Gorge – Black Bridge to Orford.

1.1 BACKGROUND

The section of Tasman Highway through Paradise Gorge is noted for its spectacular setting. The road is located immediately adjacent to and south of the Prosser River and retained by substantial dry stone walls on the river side with the dolerite faces of the Gorge alongside and above the road, opposite the river. The Highway is also noted for its narrow, winding alignment through the Gorge due to these same topographic constraints.

As the Tasman Highway has been progressively upgraded over the past 20 years or so, improvement works in the Gorge area have been put aside in preference to other projects due to the significant construction issues posed by the topography and the high costs of widening or realignment.

Consequently the standard of road through Paradise Gorge is now significantly lower than the adjacent sections of the Tasman Highway.
Traffic on the Highway is a mix of local vehicles, tourist traffic and log trucks accessing the woodchip mill at Triabunna to the north. The AADT for this section of the Highway is 1,550 vehicles per day of which 265 or 17% are trucks.

The Highway through the Gorge has a speed limit of 100km/h which progressively reduces to 80km/h and then 60km/h at entry to Orford. The average vehicle speeds at both the western and eastern ends of the Gorge have been measured at 72km/hour. There are some low speed curves within the Gorge, which reduce speeds to the order of 35km/h.

1.2 PROPOSAL

The objectives of this project are to:

- Improve travel safety through Paradise Gorge for all road users;
- Facilitate the use of B-double and other high productivity vehicles to the Triabunna Woodchip Mill.

A budget of $2M has been set aside for improvement of this section of Highway with $1M being provided from Regional Forestry Agreement Funds and $1M from State Roads Funds.

The provision of funds from the Regional Forestry Agreement has arisen due to the need for the Triabunna Woodchip Mill to improve utilisation of the Mill. Currently the Mill is operating at approximately 60% of its capacity production and access to the Mill for high productivity vehicles (B-doubles) is considered to be crucial in ensuring international competitiveness for the Mill.

Development of the project has entailed detailed reviews of existing documentation into road improvement options considered in the past, including environmental and geotechnical studies. The Paradise Gorge area is rich in flora and fauna species, historical features and Aboriginal artifacts and the assessment included an evaluation of the impact of various upgrade options on the environment. Where possible options resulting in significant detrimental impact were discarded and removal/destruction of features was kept to a minimum.

Consultation with stakeholders has included discussions with Glamorgan/Spring Bay Council, a meeting with Heavy Transport representatives, discussions with Forestry Industry representatives and a public display at Triabunna. A Risk Management Workshop was held at North Forest Products Mill, involving commercial road users, emergency services and local community stakeholders.

A structural methodology was adopted to critically assess and rank improvement options in priority and to fit the scope of works to the project budget.

The proposed works involve selective improvements to alignment, width, safety barriers, delineation and sight distances. The removal of rock protrusions, which
currently limit available road width and form local ‘squeeze points’, are also proposed.

The improvements are targeted at areas of poorest alignment and where ‘groupings’ of accidents have been recorded. Removal of rock protrusions and increase in width provisions are targeted at areas which can realistically be improved within the project budget. Some of the higher faces of the Gorge immediately adjacent to the Highway would involve major engineering works to widen, which are clearly beyond the scope of this project.

1.3 PROPOSED WORKS

The areas of Highway selected for improvement and corresponding proposed works are as follows:

i) 35km/h Curve Above the Lower Prosser Dam
Realignment and widening of the horizontal curve is proposed with improvement of the horizontal and vertical alignment to 50km/hour standard. Improvement to sight distance through the curve and improved access to the Water Treatment Plant at the Lower Prosser Dam is also proposed.

ii) 55km/h Curve at ‘Valiant Bend’
Improvement of the vertical alignment, widening and sight line improvements through the curve are proposed.

iii) Sight Distance Improvements
Sight distance improvements are proposed at two short horizontal curves, including road widening and pavement crossfall improvements.

iv) Realignment and Provision of a New ‘T’ Junction at ‘Alice Street’, Near Orford
Horizontal and vertical alignment improvements are proposed with widening for a new junction at ‘Alice Street’. The Department of Infrastructure, Energy and Resources are proposing to construct the junction, whilst Glamorgan/Spring Bay Council concurrently construct “Alice Street” itself.

v) Safety Barrier Improvements
Improvement of the existing post and cable barrier is proposed with provision of a second cable on the existing barrier, throughout, and new barrier alongside unprotected sections adjacent to the Prosser River. Improvements are proposed to the existing rock wall which forms the barrier between the Highway and the River over limited sections.

vi) Removal of Rock Protrusions
This work includes the removal of sections of rock which currently protrude into the shoulder width available to vehicles on the Highway. Areas where the higher faces of the Gorge are close to the road edge, and the cost to set back these rock faces from the road edge is outside the scope of this project, have
been targeted for removal of protrusions rather than excavation of the entire rock face.

vii) **Delineation Improvements**
Improved delineation in the form of linemarking, reflective pavement markers, delineators, signs and guide posts are proposed to improve day and night delineation.

viii) **Provision of Lay-Bys**
A tourist lay-by is proposed near the river to provide a viewing point of the more spectacular section of the Gorge where the Prosser River is close to the Highway and the drystone retaining wall is visible alongside the road below. A second lay-by will be included near “Valiant Bend” (Section 4). The lay-bys will also serve a safety function in giving drivers width to pull off the road, clear of trafficked lanes, in areas where width is generally narrow.

1.4 MANAGEMENT OF ENVIRONMENTAL AND SOCIAL IMPACTS

A number of Environmental and Cultural Heritage surveys have been undertaken through the Gorge as part of previous studies into roadwork improvements. These surveys and reports have been augmented and updated to specifically address the current proposal and changes to Environmental Legislation since the earlier reports were commissioned.

These studies allow the designer to avoid areas of cultural and botanical significance where necessary or alternatively make adequate provision for minimising the impact of the works on these features.

The Gorge area is rich in flora and fauna species, historical features and Aboriginal artifacts and where possible, options which would have entailed significant impact on these values were modified so as to keep removal/destruction of Botanical sites and Cultural Heritage sites to a minimum.

The Lower Prosser Dam forms the water supply to Orford and particular care will be taken throughout the works with regard to siltation control and management of construction activities so as to avoid the possibility of contamination of the water supply.

Environmental clearances will be required from the Department of Primary Industry Water and Environment ( DPIWE) and development approval will be required from Glamorgan/Spring Bay Council (GSBC) prior to proceeding to construction.

Whilst no dwellings are in close proximity to the works, limited acquisitions will be required at areas proposed for widening and discussions have been entered into with landowners in this regard. Property acquisition, in the form of a frontage set back, will be required at areas selected for widening.
The provision of a junction at ‘Alice Street’ will allow the development of a number of existing private allotments which have previously been denied access to the Highway due to safety concerns.

A number of critical areas of environmental and social impact were raised in the Risk Management Workshop held in Triabunna on 25 October 2000. Particular areas of risk which were raised during the workshop included:

- Risks to Environmental and Cultural Heritage Values;
- Risks to the Orford water supply, at the Lower Prosser Dam;
- Risks to the structural stability of the Lower Prosser Dam;
- Geotechnical risks to the stability of new earthworks and the existing dry stone walls alongside the Prosser River;
- Traffic Management risks in control of traffic through the site and delays due to blasting and clearing of rock;
- Risks to the scheduled program of works associated with obtaining the required planning permits and landowner approvals;
- Risk in ensuring that the general public are well informed about the project and potential traffic delays;
- Ensuring that construction methodologies are adopted which minimise inconvenience to motorists and the potential for adverse impacts on the local environment.

Management strategies were identified at the workshop to control risk, and these will be put in place through the detailed design phase and in specification of the Contract Works.

1.5 COSTING

The cost of the project referred to the Committee is $2M, with $1M in Regional Forest Agreement Funds available for expenditure in 2000/2001 and $1M in State Roads Funds available for expenditure in 2001/2002. The scope of works has been focused to meet this budget.

2. EVIDENCE

The Committee commenced its inquiry on Friday 21 December 2000. The submission of the Department of Infrastructure, Energy and Resources was received and taken into evidence. The Committee inspected the site of the proposed works. Following such inspection, the Committee commenced hearing evidence. The following witnesses appeared, made the Statutory Declaration and were examined by the Committee in public:-
2.1 BACKGROUND

The Project Director, National Highways, Department of Infrastructure, Energy and Resources, Mr Philip Cantillon provided the Committee with the background to the project:

“This project was first mooted in 1993 as part of an RFA proposal that had been put together by North Forest Products; council had an involvement with it. That considered making improvements to the Paradise Gorge area as an off-road alignment to the south of the current Tasman Highway. At the time the proposal that had been worked up was thought to be costing in the order of about $1.9 million for essentially a 6 kilometre construction from the current overtaking lanes to the west near the quarry, where we were, extending back and coming in south of the highway and coming out at Charles Street in Orford. If we then consider, parallel to that and shortly after that period, the Department of Transport and Works at the time had commissioned a report that was carried out by the same consultants - SEMF.

At that time there was a full analysis of the gorge upgrading and at the time it considered not necessarily the full 5 kilometres of the existing highway but a substantive component of it. In the process of its evaluation it considered the options that were available and those included an off-road alignment and, at that time, they had considered they would follow the old convict road to the north of the Prosser River. It also considered upgrading the existing alignment and various permutations and combinations associated with that. One being maintaining a certain road width and design speed throughout the whole location and then there were other combinations of it where at particular locations you accepted, say, the 35 kilometre an hour bend, you had lower design speed through there, 50 kms. There were other subtle combinations that were considered.

At the time the evaluation extended to include an environmental assessment before a development proposal and an environmental management plan - a similar practice to what is done traditionally at the moment. The evaluation at the time suggested that there was no substantive, economic or other benefit to issue an off-road alignment. I believe the fundamental justification for that was that it was just a very significant cost to go outside of the current road reserve because you already have a road reserve that provides a footprint for a new road and all you would be doing would be upgrading that footprint. It was perceived that to go outside that footprint was going to be a significant cost; in addition to that, there would be a significant cost in upgrading along the existing section as well.
So this report was done and the two remained basically, if I could say, in the system for a number of years, essentially because the Department of Transport report at the time had indicated that it was a very significant cost to accomplish any major upgrading for the gorge area. So it remained in the system under consideration on what was the best way to tackle it for a number of years. Coupled within there was progressing access to the RFA funds. About 1998, if we move forward to that year, there was a meeting between the Department of Premier and Cabinet, Forestry Tasmania and ourselves, which recommended that the improvements to the Paradise Gorge take place and what that recommended was that it be a $2 million project and that would be accessing the $1 million of Regional Forest Agreement funds that had become available back in 1998 and we would be matched on a dollar-for-dollar basis by the State, hence that became the genesis for the $2 million project that we have now got.

About April 1999, this project formally came out of our planning area to what is our road programs branch, which I am in, and at which point there was a consultancy awarded to Pitt and Sherry but in doing so it was necessary to work out exactly what were the objectives, the micro-objectives, if you like, the detailed objectives for the project: what it should achieve to obtain best value for the $2 million. And at the time, through our evaluation within the department and based on previous documentation that was available, there were two high level objectives that were sought for the project: one was that the project achieve improved road safety and travelling conditions for the road travelling public, but also that there would be improved access to, among other things, the Triabunna Woodchip Mill for high productivity vehicles, such as B-doubles and the like.”

2.2 KEY ISSUES

The witness went on to provide the Committee with evidence on the main issues:-

“We then had to consider what were the issues associated with the environment that we were building a project and to best decide how the money should be spent and there was a number of key issues that we have seen on-site this morning and they involve the alignment - the poor standard of alignment, being the vertical alignment - the dips and highs in the road - and also the horizontal geometry. There is also the environmental constraints with the site: the Prosser River comprising the water supply for the Glamorgan/Spring Bay Council in Orford and the heritage issues associated with the current rock wall that provides the road formation and also the number of Aboriginal archaeological and plant species, et cetera, that are captured within that road corridor.

Other issues are logs passing with the narrow environment and logs passing one-by-one, which we actually saw this morning, and how difficult that is in particular areas and some of the rationale for why that is so difficult. And
also the other issues were ensuring that we provided the earliest benefits for, among other things, the Triabunna Woodchip Mill and recognising the fact that one of the aims of the Regional Forest Agreement moneys; part of the project aim is to ensure that we can improve access and therefore utilisation of the mill to ensure and provide for its future international market competitors. There are reports and studies that have been done previously that indicated that it is probably only operating at about 60 per cent to 70 per cent of its potential capacity at this stage and a lot of that is hamstrung by the fact that they are not getting access to the high productivity vehicles.

"...The way we approached it was that the primary aim was to ensure, with the $2 million, that whatever we implemented was going to be a raft of treatments that would try to provide as much as possible a homogeneous section of road pavement through that entire 5 kilometre section."

### 2.3 ALTERNATIVES

The Committee questioned Mr Cantillon further on what were the alternatives to the project:

“In terms of conceiving the project scope or refining the project scope, what the project involves is a number of key benefits to provide selected improvements over the entire 5 kilometres and in those areas where we're not carrying out major improvements to carry out cosmetic ones, like day and night-time visibility et cetera. It gets to a point in the project scope that beyond which you carry out these selected improvements it then becomes that you would do the entire 5 kilometres and shoulder widening and to necessarily do that in the environment that we're in with the risks that we have and the sheer rock faces and the water supply issues, you're looking at a $7 million, $8 million or maybe even a $9 million project associated with that entire 5 kilometres and also the issues of disposal of rock, key issues where for that to go.

"...So there is really not a lot of middle ground. You might decide, for example, the project involves at the far western end carrying out some shoulder widening should moneys be available - subject to the prices that come in on the contract we believe we'll be able to carry out a couple of hundred metres of shoulder widening, but where we are ending that shoulder widening is at an appropriate sort of merge point. To carry out the shoulder widening beyond that is increasing the project budget quite significantly, particularly because as you go further east you're getting into some high rock cut faces and particularly on some of the very high ones that are more challenging you could be spending as much as $800 000 to $900 000 for typically a 200 or 300 metre extended roadway. So it's really allocating the money to those locations which provide the highest benefit without necessarily improving the entire 5 kilometres because you're ultimately spending $8 million or $9 million to do the lot.”
Michael Pollington, Environmental Scientist gave the following evidence in relation to the key issues that were addressed during the assessment stage of the project:

“The area in which the proposed works are to occur have significant botanical, historic heritage and Aboriginal heritage values and, as has also been pointed out, it is the water supply collection and storage area of the Orford township. In terms of botanical significance, there are six major communities of vegetation throughout the gorge and there are eight species that are on the threatened species list, under Tasmanian threatened species legislation. There are none that are covered by the new Commonwealth Environment Protection and Biodiversity Conservation Act.

In terms of fauna, there are a number of threatened species recorded in the area - in the general area - but nothing has been located specifically to the areas that the proposed works are in. From an historic heritage point of view, as you have pointed out, there are significant issues in terms of the dry stone walls which the council is very keen on preserving, as also is the Heritage Commission. There is at least one culvert of value and there's also a concrete mile post that's been listed by the consultant concerned. There are other heritage values further afield, as has been mentioned, like a convict grave and convict station and so forth. The other major, I suppose, environmental issue is the water quality of the Prosser River dam.

In terms of impacts from the proposed works there is obviously going to be impacts on topography because we are going to take the sides off in some cases, level up or drop down in other places. There is always the potential for impact on the Prosser River dam itself - and this has been dealt with by both Phil and Russ in terms of how that is being dealt with - and the water supply itself.

Impacts on botanical values: four species on the threatened species list, eight that we have in the area, we have to destroy and so we have had to seek permits to destroy under the specific legislation. I probably should have said this earlier. In relation to botanical and historic heritage surveys, there was a lot of work done in the early 1990s, as indicated. When we had undertaken surveys this current year, the surveys were directed towards specific questions, if you like. So in terms of threatened species plants, they set out to determine what the population was, estimate how many plants there were, in what area and so forth, so that we could then estimate what percentage the impact was going to be on those particular species in applying for a permit to destroy. So there was a different focus, if you like, a more specific focus for the surveys carried out just recently.

There are a very significant number of Aboriginal heritage sites scattered throughout the gorge, ranging from single artefacts to clusters of artefacts and
to middens and so forth. Some of the sites are almost certainly not in situ; single artefacts and two or three together may well be relocated but, nevertheless, they are still of importance to the Aboriginal community.

There is the potential for impact on the historic heritage sites, as has been indicated - the walls. Another thing which has been of issue is the narrow 1930s aspect of the road...

.......There is the potential for impact on the lower Prosser Dam and the water supply - I think I might have mentioned that. The other key issue from an environmental point of view is the disposal of the rock and what we do with it.

In terms of ameliorative measures or how we dealt with those, I think the major measure has been - and that has come through in what has been said - the modification of the proposed works to avoid sensitive areas, in the first case, or to significantly reduce the impact on sensitive areas.

.........In terms of actual construction of the works, all the sorts of things that have been mentioned to date, in particular inclusion zones will be set up to protect sensitive species or sensitive sites or whatever. So, for instance, at the Alice Street junction there are Aboriginal sites within close proximity and they will be fenced off and established as inclusion zones. So the use of inclusion zones, the use of appropriate fencing in those inclusion zones, siltation controllers, which Russ has mentioned, to control silt movement. The requirement has been put in for the contractor to be in a position to respond to what we might call ‘rainfall events’, so if there are significant rainfall events to shut down, close off works to reduce the potential for sediment flow into the river and so forth. Structural assessment survey and so forth for the dam has already been mentioned. The cleaning of all equipment has been prescribed as being an action that has to be taken away from the site and the storage, as Russ has mentioned, of all equipment and hazardous materials and so forth downstream from the site or appropriately protected right upstream in the quarry area. Increased monitoring of the water supply, which has also been mentioned, will be the responsibility of the council.

There are a couple of other important issues. I think I mentioned the presence of an Aboriginal heritage officer to locate sites. Similarly, if necessary, the same thing will apply for location of any significant plant species, if that is appropriate.

.........Finally, I would point out that we have extensive discussions with the Department of Primary Industries, Water and Environment (DPIWE), with the Threatened Species Unit at DPIWE, with the Aboriginal Heritage Unit and also with the Heritage Commission and all those discussions have come to satisfactory conclusions such that at this point in time DPIWE are ready to sign off on the project. The Threatened Species Unit has approved of our applications for permits to destroy. TALC - the Tasmanian Aboriginal Land Council - have addressed our permits to destroy Aboriginal sites and they have been passed on to the Minister for appropriate signing off. At this point
in time DPIWE is ready to actually sign off on the project from an environmental point of view.”

2.5 RISK MANAGEMENT

Mr Cantillon detailed the management of potential problems in the following evidence:-

“We mentioned on the tour on site that the works themselves aren’t particularly complex in terms of the scope but necessarily the environment that those works are being conducted in introduces significant risks which need to be addressed. The key risks, I suppose, for the project - we have had a risk-management workshop, we have involved the community and key stakeholders, and my experience with the major projects that I have been with in the department is that I look very quickly to what the key risks are. So we are not looking at necessarily the fluffy and woolly ones but looking to what are the key risks to be managed and how are they effectively managed. If I could say I personally believe that the number of risks for the project that are representative are the fact that doing the rock work involves some blasting - the rock removal - and one of the consequent risks of that is the dam stability for the Prosser River. The way we would address that is we have already done extensive analysis in terms of what blasting can be reasonably undertaken and how it can be undertaken and we have written that into the contract. We have also consulted with the owner of the dam and the operator of the dam. The owner is the Rivers and Water Supply Commission and the operator effectively is the Glamorgan/Spring Bay Council. We have written their requirements as much as possible, into the contract.

The other issue is contamination of the water supply when we carry out the works. We have written key measures in the contract to make sure that the methodology is as it should be, to control the works, and we have also written in there how that should be controlled and what the measures are. In addition to that, there is also the fact that when you carry out rock work - and they are very sheer rock faces up there - is there any loose rock material that may be dislodged in addition to that. So part of the provisions that we have in the topography contractor, actually carrying out his activities with due diligence, is that there will be substantive monitoring through the works by qualified people, essentially Michael Pollington or equivalent, to ensure that the substantive environmental controls are met and achieved and complied with. We will also have specialists who will be auditing the blasting and just making sure that the blasts are done in accordance with what the requirements are; and also geotechnical people looking at rock stability on an ongoing basis through the works to ensure that the product that is being built totally complies and manages the risks associated with the project itself.

I believe that those risks have been addressed; they have been looked at thoroughly.
The Committee questioned the witnesses on the likely disruption to traffic during the project. Mr Cantillon gave the following evidence:-

“There is quite a significant number of provisions that we have written in the contract associated with the way the traffic arrangements should work and what disruptions are allowed and the number of lanes. Fundamentally there is only allowed to be a total road closure available for two 20 minutes periods per day - that is between 9 a.m. and 4 p.m. There are a number of protocols associated with those total road closures occurring in terms of communication with those key stakeholders that would be affected: the local bus companies, North Forest Products et cetera. Those road closures are there to enable him to carry out, for example, his blasting activities et cetera. Outside of that, he has to facilitate traffic arrangements that basically do not necessarily impede or unduly delay traffic travelling to the site. In addition to that, the third element is that we have made arrangements with North Forest Products for the Wielangta Road to be made available as an alterative route throughout the entire contract and project. That was communicated during the project display and was well received and we have certainly been advertising that through forthcoming project brochures and the like. So it is all about providing alternatives and ensuring that traffic management arrangements are effective and carried out in compliance with appropriate standards.

……..We believe that those measures that are in place will obviously incur some disruption but not inordinately more than what you would expect to see under construction and other parts of the network, for example, on the Bass Highway or the Midlands Highway.”

Mr Russell Grierson – Project Design Manager also provided the following:-

“Basically most people said the same thing, if they can get some consistency through the timing of the road closures rather than the contractor trying to work around every individual in the community; if the contractor used a relatively consistent time frame for the road closures then people will know in advance when they are going to be held up and work around it themselves.”

The Committee questioned the witnesses on the timing of the project and traffic disruption from the tourism viewpoint. Mr Cantillon gave the following evidence:-

“We did talk about the fact when the works were being done. Probably the window is driven by a number of things: one, the construction we know is driven by cost but it is also driven, I suppose, by recognising the tourism aspects. I think we are better to build the works during the shoulder season as much as we can, rather than disrupt the core summer. But also we have to take into account the seasonal limitations - that is the third element - because we don't necessarily want to be building in July and August. We want to try to give the contractors as much opportunity to build at maybe not some summer times but at least get there
in the autumn and the spring, but not necessarily having to build in winter unless he is doing things that he can reasonably do. So we are not necessarily controlling the way he conducts his activities but we are certainly saying, contractually, that he has to show due diligence in the way he packages it and he has to make sure that it can be constructed at that time of the year and that he is dealing with traffic management and seasonal issues.”

3. CONCLUSION AND RECOMMENDATION

The evidence presented to the Committee clearly demonstrated the need for selective improvements to the Tasman Highway at Paradise Gorge. The road standard is currently significantly lower than other sections of the Highway and increased commercial, local and tourism traffic in the area add to the need for the project.

Accordingly, the Committee recommends the project, in accordance with the plans and specifications submitted, at an estimated total cost of $2m.

Parliament House
HOBART
8 January 2001

Hon. D. G. Wing M.L.C.
CHAIRMAN