West Tamar Highway Duplication – Freshwater Point Road to Acropolis

Drive

Public Works Committee Submission



Final to PWC 29 May 2023



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Introduction

This document is a submission to the Tasmanian Parliamentary Standing Committee on Public Works (PWC) for its hearing into the West Tamar Highway Duplication – Freshwater Point Road to Acropolis Drive Project.

This submission has been developed by the works proponent, the Department of State Growth (the department) Tasmania.

The proposed works are located on West Tamar Highway between Freshwater Point Road and Acropolis Drive as shown below.



Figure 1 - Project Location



Figure 2 - Project extents and key intersections

Need for Works

The West Tamar Highway Duplication – Freshwater Point Road to Acropolis Drive project is funded from the \$84 million commitment for the East and West Tamar Highway Upgrades.

The West Tamar Highway is the main traffic route connecting the suburbs in the locality of the West Tamar Council with the City of Launceston. The highway is currently experiencing increased congestion due to urban growth in the municipality and a lack of alternative transport choices.

In 2022 the department completed a corridor study for the West Tamar Highway between Launceston and Legana. From this, a Corridor Improvement Plan was prepared which identified 14 improvement solutions, packaged within eight project components for improving the safety, traffic efficiency and corridor connectivity for this section of highway.

The highest priority project identified as part of the Corridor Improvement Plan was the duplication of the West Tamar Highway between Freshwater Point Road and Acropolis Drive and improvements to the Bridgenorth Road intersection.

The works include duplication of travel lanes in each direction, upgrading of key intersections at Acropolis Drive and Freshwater Point Road to dual lane roundabouts, installation of a new roundabout at Bridgenorth Road, two

new signalised pedestrian crossings, a central median with safety barrier, a new shared path along the highway for cyclists and pedestrians and on-road bicycle lanes on both sides of the highway..

Related Works

Currently the department is extending corridor planning for the West Tamar Highway to provide a long-term strategy for the entire length of the corridor from Launceston to Beauty Point. Further details of this plan can be found online at transport.tas.gov.au/westtamar

Proposed Works

Capital Works

The works proposed for this project include duplication of existing highway (approximately 2.4 kms), the upgrading of intersections, inclusion of improved cycling and walking facilities and safety measures including median barriers. The scope of works identified include:

- two lanes in each direction between Freshwater Point and Acropolis Drive
- upgrading intersections at Freshwater Point Road, Acropolis Drive and Bridgenorth Road
- two new signalised pedestrian crossings
- new shared path along the highway for cyclists and pedestrians
- on-road bike lanes on both sides of the highway
- a central median with safety barrier to separate traffic travelling in opposite directions.

The concept design drawings are included in Appendix B: Concept Design Drawings.

Options Evaluation

West Tamar Highway Corridor Improvement Plan

During development of the West Tamar Highway Corridor Improvement Plan, workshops were held with stakeholders in September 2019, followed by two stages of community consultation in April/May 2020 and in July/August 2021.

Reflecting on the key themes arising from this consultation, together with technical analysis, State Growth formulated 14 opportunities for improvement along the corridor. The opportunities relevant to this project are included below:

- 4. Duplication and shoulder widening between Freshwater Point Road and Acropolis Drive
- 6. Improvements to Bridgenorth Road intersection
- 12. Review of on-road cycling facilities between Launceston and Legana including feasibility for off road trail.

The 14 improvement opportunities were packaged into eight project components. Improvement opportunity 4 and 6 were packaged into one project. Projects were then prioritised based on feedback from stakeholders and the community, an engineering review of current and future road demand, an assessment of project benefits, value for money, and how easily the projects can be implemented and/or constructed.

The outcome of this assessment resulted in the selection of this project – the duplication of the West Tamar Highway between Freshwater Point Road and Acropolis Drive and improvements to Bridgenorth Road intersection, as the highest priority project.

West Tamar Highway Duplication – Freshwater Point Road to Acropolis Drive – Concept Design Phase

Intersection treatment option selection

During the concept design phase, a multi criteria assessment (MCA) was undertaken for a shortlist of different intersection treatments.

At Freshwater Point Road and Acropolis Drive, roundabouts with midblock pedestrian crossing signals (between Freshwater Point Road and Bridgenorth Road and between Bridgenorth Road and Acropolis Drive) were ranked as the most feasible upgrade options.

At Bridgenorth Road a signalised intersection was ranked slightly higher than the roundabout with midblock pedestrian signals. However, to provide a more consistent corridor it was recommended that dual lane roundabouts be provided at all three intersections with two midblock signalised crossings. Providing consistency along the highway would have traffic flow, reliability, and safety benefits. A roundabout was also proposed to better accommodate the midblock pedestrian crossing between Acropolis Drive and Bridgenorth Road.

Based on the scoring and ranking of outcomes from the MCA, it was recommended roundabouts be adopted at Freshwater Point Road, Bridgenorth Road and Acropolis Drive, with midblock signalised pedestrian crossing facilities provided in two locations between these intersections.

Pedestrian crossing option assessment

Signalised pedestrian crossings were selected based on consideration of factors such as traffic flow, pedestrian crossing frequency, feasibility of construction and value for money. Other options like pedestrian underpasses and overpasses were also considered but were not selected due to these factors.

Building an underpass would require a large amount of land to provide accessible ramps and may be costly due to pumping systems and ongoing maintenance required due to the low-lying ground. In comparison, signalised pedestrian crossings are cheaper and easier to construct. These crossings are considered appropriate for the expected pedestrian demand, and inclusion was not observed to have a significant impact on corridor travel time during traffic modelling.

Materials

The road design has been completed in accordance with Austroads Guidelines with the road pavements designed for a service life of at least 40 years and the bitumen surfacing, being sprayed or asphalt seal, a service life of at least 15 years.

The works are substantially road construction with the majority of the materials being aggregates sourced from local quarries that have been certified in accordance with Transport Victoria specifications as adopted by the department. These aggregates include the crushed rock used to build the underpinning structure of the road (the pavement), as well as stone used in sealing (when mixed with bitumen) and used in concrete elements (when mixed with cement and water).

All road construction must meet the department's road and bridge specifications which have been developed from the Transport Victoria specifications as amended to reflect Tasmanian conditions, industry products and construction methods. The quarries are certified under a Quality Assurance process administered by Transport Victoria which includes regular audits.

Concrete structures, line marking, road barriers and other traffic furniture are likewise designed and constructed in accordance with Austroads Guidelines and sourced from local suppliers where available. Commonly steel is fabricated elsewhere on the mainland or overseas, with some final fabrication in Tasmania. For example, poles and sheet metal inputs for signage are imported into Tasmania with the final signs being printed and assembled here.

Benefits

The expected positive outcomes and benefits to be delivered by the project are as follows.

- Improvement in road safety for all road users (motorists, cyclists and pedestrians).
- Greater connectivity and safety for active transport users.
- Increased road capacity and overtaking opportunities leading to greater transport reliability.
- Greater resilience to crashes within the corridor, with lower severity and impact of crashes on travel time.
- Increased future capacity of the road network allowing for future population and traffic growth.
- Improved access to and across the highway for connecting roads and active travel pathways.
- Greater active transport access to the proposed new Legana Primary School.

An economic assessment for this project determined a Benefit Cost Ratio (BCR) of 0.69. This means that for every dollar spent on these works, there is a \$0.69 benefit to the community.

While this is not a strong result, the economic assessment considers this project in isolation when it is part of a larger highway upgrade program. The benefits are expected to be greater once other projects in this program are completed, such as providing additional cycling opportunities between Launceston and Legana, as they will increase the general connectivity of the area.

Progress to Date

The works are currently in the detailed design stage. Completed activities include:

- geotechnical investigations
- land survey
- environmental (flora and fauna) investigations
- desktop heritage assessment (Aboriginal and historic)
- concept design
- The West Tamar Council has been consulted regarding the planning requirements and it is expected that a
 development application will not be required. This will be confirmed with West Tamar Council following
 the completion of preliminary design.

Impacts arising from the investigations and engagement are addressed in the section below.

Future activities are discussed in the section on Timing later in this document.

Key stakeholders and the community have been consulted throughout the development of this project and will continue to be through its delivery. A range of online and in-person consultation opportunities have been offered, with information about the project shared in print, on social media and the Transport website. Key stakeholders include:

- Property and business owners and occupiers next to the highway or potentially impacted by parking and access changes
- West Tamar Council
- Department for Education, Children and Young People
- Public transport operators
- Cycling advocacy groups

The department consulted on the concept design with key stakeholders and community members in late 2022. Community members were able to view the concept design and provide feedback at the West Tamar Council offices in Beaconsfield and Riverside. Feedback was also encouraged via email and phone. The consultation period was promoted in local newspapers, on the Transport website and on the RoadsTas Facebook page. Notification letters were sent to 2,105 Legana properties (including residences and businesses).

Feedback from this process was considered, and the concept design was updated based on this feedback prior to developing the preliminary design. A summary of the feedback received was published on the department's website in May 2023 and is provided in Appendix A. A summary of the community impacts identified is provided in the Potential Impacts section below.

Potential Impacts

Community

The stakeholder engagement to date has identified the following community impacts, with mitigations detailed below.

Community impact	Affected parties	Mitigations already implemented	Potential Mitigations (to be resolved during design finalisation)	Notes
Property Acquisition	Land to be acquired from three titles, held by 2 businesses and I individual. Total extent of acquisition to be confirmed.	On-going liaison with landowners	Acquisition area to be reduced as far as practical while maintaining benefit of works. Ongoing engagement with landowners regarding details. Ongoing engagement with Office of Valuer General (OVG)	OVG determines compensation and is independent of State Growth.
Property Accesses Property accesses - central median	I property access impacted (used by 2 titles) Properties and businesses	On-going liaison with landowners Notification letter to landowners	Ongoing engagement with landowners regarding details Ongoing engagement with landowners and	Highway access may be less convenient
barrier prevents right turns in and out	along the highway between	and businesses advising of change	businesses regarding details	due to the central median, however access will be safer

Community impact	Affected parties	Mitigations already implemented	Potential Mitigations (to be resolved during design finalisation)	Notes
	Freshwater Point Road and Acropolis Drive			and there are three roundabouts within this section of highway for vehicles to turn around
Changes to existing parking arrangement along highway, near Fulton Street	Businesses near Fulton Street (staff and customers)	On-going liaison with business owners and operators	Ongoing engagement regarding details	
Removal of ability to park along road shoulder between (between Acropolis Drive and Bridgenorth Road)	Community	Consultation with community on proposed changes (concept design phase)	Further communication with impacted businesses/residents	Removal of parking may be less convenient, however it will lead to safer design outcomes for all road users
Changes to bus stops (relocation and removal)	Adjoining properties, bus operators, customers	Consultation with community on proposed changes (concept design phase)	Meetings with bus operators Letter to adjoining properties informing them of the bus stop relocations and when work is anticipated to take place	
			Communication with impacted public transport users when changes are implemented	
Potential noise impact	Nearby properties		Noise assessment will be carried out in June/July 2023. The project will be assessed under the Tasmanian State Road Noise Guidelines (2015)	
Traffic management during construction	Through traffic Local traffic		Location specific traffic management requirements being developed for construction contract documents	

Environmental and Heritage

The investigations to date have identified the following community impacts with mitigations to date and proposed.

Environmental / Heritage Topic	Potential Impact	Mitigations already implemented	Potential Mitigations (to be resolved during design finalisation)	Notes
Tasmanian wedge- tailed eagle	Eagle nest previously identified within I km of project	Drone and ground nest search undertaken both during breeding and non-breeding seasons No nests identified within I km of the project from these searches	Construction contract includes requirement if eagle nests are discovered during construction State Growth Eagles and Raptor Management guidelines apply to all projects	
Green and gold frogs	The nearby Tamar River wetlands is a known breeding area for the green and gold frog. Creek lines within the project area are a potential habitat for frogs	Survey was undertaken and suitable breeding habitat was not observed in the project area	Further consideration during design development	
Eight species listed as 'declared' weeds under the Tasmanian Weed Management Act 1999 have been identified				All projects require a Weed and Hygiene Management Plan to ensure best practice weed management and compliance with relevant legislation
Cultural Heritage		A Dial Before You Dig enquiry was carried out. No Aboriginal relics were identified within the study area from this enquiry. No State or locally listed heritage		All projects require an Unanticipated Discovery Plan in the event that an item, site or object of Aboriginal Cultural Heritage is discovered that could not have otherwise been anticipated.

Environmental / Heritage Topic	Potential Impact	Mitigations already implemented	Potential Mitigations (to be resolved during design finalisation)	Notes
		places, precincts, landscapes, or potential archaeological sites in the project area were identified through a desktop assessment.		

Funding and Cost

The West Tamar Highway Duplication between Freshwater Point Road and Acropolis Drive project proposed upgrades are funded from the \$ 84 million commitment for the East and West Tamar Highway Upgrades.

The concept design cost estimate is summarised below.

Item	P50 estimate	P90 estimate	Notes
Base Estimate	\$26,259,880	\$26,259,880	Works including investigations, design, community engagement, acquisition (including related compensation), project management and construction.
Contingency	\$4,144,582	\$7,668,862	Contingency 16% - 29% of base estimate.
Escalation	\$5,344,140	\$5,963,597	Escalation 20% - 23% of base estimate. Refer below for discussion.
Total	\$35,748,602	\$39,892,339	

Contingency

The contingency allowance provides for contingent events – that is events which may or may not occur. For this project, key contingent risk items include:

- retaining wall is required to allow split level of carriageways north of Fulton Street
- tendered rates are unexpectantly higher
- subgrade replacement is required
- discovery of latent conditions
- disposal of contaminated soil is required.

Escalation:

The escalation allowance is a provision in costs for changes in economic and market conditions over time.

Estimates of escalation are not intended to be precise forecast of future prices; they are approximations intended to represent the average trends for a large group of projects in a broad region.

The escalation rate for Australian and Tasmanian Government funded projects is determined by the Australian Government and is included in the project cost estimates as part of funding submissions.

Timing

Past and current activities are described in the "Progress to Date" section above. Future activities include:

Activity	Timeline
Submission to PWC	June 2023
Noise assessment	June/July 2023
Detailed Design	November 2023
Tender	Late 2023
Commence construction	Early 2024

These works are being presented to the Public Works Committee at this time because the project scope has been finalised following public consultation at the end of 2022. The preliminary design will be completed soon which will provide more certainty to the design and cost implication to the project. The project is also ready to proceed with land acquisition and service relocation works, with the intention to tender for construction works in late 2023.

Conclusion and Recommendation

The West Tamar Highway Duplication between Freshwater Point Road and Acropolis Drive project proposed upgrades are funded from the \$ 84 million commitment for the East and West Tamar Highway Upgrades.

The proposed works comprise of duplicating the existing highway (approximately 2.4 kms), upgrading intersections, inclusion of improved cycling and walking facilities and safety measures including median barriers. Key benefits of these works include:

- improvement in road safety for all road users
- increased road capacity and overtaking opportunities leading to greater transport reliability
- improvement in pedestrian amenities
- greater resilience to crashes within the corridor, with lower severity and impact of crashes on travel times

• consideration of access to the proposed new Legana Primary School.

The works are at detailed design phase and construction tenders are scheduled to be advertised late 2023, subject to receipt of PWC and other relevant approvals.

The estimated cost of the works is \$36 million, which is within the budget for the \$84 million commitment for the East and West Tamar Highway Upgrades. The current cost estimate is considered reasonable for the scale and scope of works proposed.

These West Tamar Highway Duplication between Freshwater Point Road and Acropolis Drive works are considered to be a fit for purpose and value for money solution to address the existing community needs of improving road safety, accessibility and traffic efficiency along the West Tamar Highway between Acropolis Drive and Freshwater Point Road.

Appendix A: Consultation and Feedback Findings Summary

Consultation and Feedback Findings Summary West Tamar Highway – Duplication between Freshwater Point Road and Acropolis Drive – April 2023

Background

The West Tamar Highway is a key freight and tourist route and offers road users connection for commercial and residential purposes.

In 2022, the Department of State Growth (the department) completed a corridor study along the West Tamar Highway between Launceston and Legana. As a result of the corridor study, a Corridor Improvement Plan was prepared. This plan identified 14 options for improving the safety, traffic efficiency and corridor connectivity of the West Tamar Highway between Launceston and Legana. The projects will be completed on a priority basis. Priority has been decided based on feedback from stakeholders and the community, an engineering review of current and future road demand, an assessment of project benefits, value for money, and how easily the projects can be implemented and/or constructed.

The West Tamar Highway – Duplication between Freshwater Point Road and Acropolis Drive (the project) has been selected as the highest priority for completion.

Project overview

This project aims to improve traffic flow and safety along the corridor by duplicating and widening the West Tamar Highway between Freshwater Point Road and Acropolis Drive. Improvements will also be made at the Bridgenorth Road, Freshwater Point Road, and Acropolis Drive intersections.

Key features of the concept design include:

- two lanes in each direction between Freshwater Point Road and Acropolis Drive
- upgrading intersections at Freshwater Point Road and Acropolis Drive
- a new roundabout at Bridgenorth Road
- two new signalised pedestrian crossings
- a central median island with safety barrier to separate traffic travelling in opposite directions
- new shared path along the highway for cyclists and pedestrians
- on-road bike lanes on both sides of the highway
- new bike paths at the Freshwater Point Road, Bridgenorth Road and Acropolis Drive intersection, for road cyclists to use to negotiate the roundabouts
- removing the ability to park along the road shoulder between Acropolis Drive and Bridgenorth Road to improve road safety for all road users
- changes to parking arrangements outside businesses on the corner of Fulton Street and the West Tamar Highway.

Consultation on the concept design

Between 23 November and 14 December 2022, key stakeholders and community members were asked to provide feedback on the concept design for the West Tamar Highway Duplication between Freshwater Point Road and Acropolis Drive.

A static display at West Tamar Council (both the Beaconsfield and Riverside office) was held during the consultation period, where feedback forms were provided. Community feedback was encouraged via email, phone and the feedback forms. Feedback was mainly received via email.

Notification of the opportunity to provide feedback on the concept design was delivered through the following channels:

- advertising placed in The Examiner newspaper on Wednesday, 23 November 2022 and Saturday,
 November 2022
- information published on the department's Transport website
- two social media posts published on the RoadsTas Facebook page
- by letter, phone call and meetings to directly impacted landowners and business owners
- by letter to 2,105 Legana properties (residents and businesses) on 23 November 2022
- by email to key stakeholders including cycling, and transport organisations.

Who participated?

Consultation method	Engagement
Facebook – two posts showing concept design plans	75 comments, 69 reactions and 35 shares
Emails – feedback could be sent via email to westtamaplan@stategrowth.tas.gov.au	33 received
Feedback Forms from Council static displays	2 received
Meetings with key stakeholders and landowners	9

Consultation themes and outcomes

What did we hear?	Our response?
There were 21 comments suggesting a grade-separated pedestrian crossing such as a pedestrian overpass or underpass, would be a safer alternative to signalised crossings. These comments included concerns that a signalised pedestrian crossing may impact intersection performance.	 Signalised pedestrian crossings were selected based on consideration of traffic flow, pedestrian crossing frequency and feasibility of design. A pedestrian underpass and overpass were considered as an alternative option, however, were not selected due to consideration of these factors. The amount of land required to provide accessible ramps for an underpass is significant. Expensive pumping systems and ongoing maintenance would be required as the underpass would be located in an area of low-lying ground.

What did we hear?	Our response?
There were six comments asking why a roundabout had been selected at Bridgenorth Road, rather than signals.	• In 2022, the Department of State Growth carried out a corridor study along the West Tamar Highway between Launceston and Legana. The Bridgenorth Road roundabout option was selected as a result of community feedback received during the study, engineering assessments, considerations of traffic flow, and crash history. Alternative options, such as signals, were also considered as part of this assessment.
There were two comments asking if the single lane north of Freshwater Point Road be duplicated to improve traffic flow.	The dual southbound lanes will be extended between Bindaree Road and Freshwater Point Road as part of this project.
There were two comments asking if the merge lane on the eastern side of the highway from Fulton Street will be extended as part of the duplication project.	Treatments at Fulton Street will be confirmed during detailed design phase.
We received four comments from community members and key members stating that the bicycle lanes and shared pathways are a welcome addition.	 On both sides of the highway, a bicycle lane is proposed for cyclists who wish to ride on the road. Alternatively, cyclists will be able to use a new off-road shared path on the eastern side of the highway. This project focuses on the area between Freshwater Point Road and Acropolis Drive. Provision of additional cycling infrastructure was recommended as part of the improvements within the Corridor Improvement Plan. To view the plan visit: www.transport.tas.gov.au/westtamarplan
There were five comments asking if traffic accessing the new primary school will negatively impact on safety and traffic flow on this section of the West Tamar Highway.	The Department of State Growth will continue to work with the Department for Education, Children and Young People to ensure access points are designed to provide safe pedestrian and vehicle access.
There was one comment that expressed concern for electric wheelchair users, that when crossing Outreach Drive there is an existing barrier that impacts visibility and requesting that this be addressed through the project	A signalised pedestrian crossing facility has been proposed in the new design to improve the safety for pedestrians crossing the highway.
We heard one comment that Outreach Drive residents will be	A median barrier is proposed along the highway to separate traffic travelling in opposite directions and to improve safety. Median

W	hat did we hear?	Our response?
	inconvenienced by the right turn ban when accessing the shopping centre and receiving assistance from emergency services.	barriers reduce the severity of crashes if motorists lose control and veer into the path of oncoming traffic. These barriers will prevent traffic from turning right to enter and exit the highway, other than at controlled intersections.
•	There was one comment that turning out of Outreach Drive is currently dangerous and has poor visibility.	The roundabouts at Freshwater Point Road, Bridgenorth Road and Acropolis Drive, will allow road users to make U-Turns. Some road users may need to travel further to access properties and businesses because of the median barrier.
•	There was one comment requesting that the department progress previous plans put to West Tamar Council for a link road between Sunrise Drive and Outreach Drive.	Both Outreach Drive and Sunrise Drive are local roads, owned by West Tamar Council. The suggestion for a link road connecting Sunrise Drive and Outreach Drive will be provided to the West Tamar Council.
•	We received one comment from nearby property owners expressing opposition to a bus stop being relocated to outside their property.	 The relocation of bus stops has been proposed to help improve the accessibility to buses for residents along the West Tamar Highway, and for school children attending the new Legana Primary School. Location of bus stops will be confirmed during detailed design.
•	There was one comment asking if there would be more frequent bus services or a park and ride service.	A review of West Tamar Highway bus services occurred in 2018 and resulted in increased service frequencies for this corridor. There are currently no plans to review the bus services operating along the corridor. The proposed upgrades account for the needs of current services.
•	There were two comments requesting bus shelters be upgraded to ensure users are protected from the weather while waiting for the bus.	Some bus shelters will be provided. New bus stops will comply with the Disability Discrimination Act 1992.
•	There were four comments stating that the area would benefit from a speed limit reduction.	There will be a speed limit review during the detailed design phase.
•	There were four comments about the potential for the project to increase noise in the area.	 This project will follow the Tasmanian State Road Traffic Noise Management Guidelines (2015). Noise modelling and monitoring will be done before construction to predict changes to noise levels, and any potential mitigation measures will be discussed with impacted residents and landowners.

What did we hear?	Our response?
There were three comments from community members wanting to know when the project will be built.	Construction for this project is expected to start in 2024. The duration of the construction period will be determined, following completion of the detailed design.
There were 14 comments in support of the project, stating that it is an improvement and much needed.	The Department appreciates and thanks the community for taking the time to provide feedback.

What's next?

This report has been provided to the project team for consideration. Once finalised, a copy of the Summary Consultation feedback report will be available for community members to view on the RoadsTas website. Community members who provided feedback via email will also receive a link to the report.

The project has progressed to the detailed design phase.

The final design will be published on the department's website in late 2023.

Construction is expected to begin in 2024.

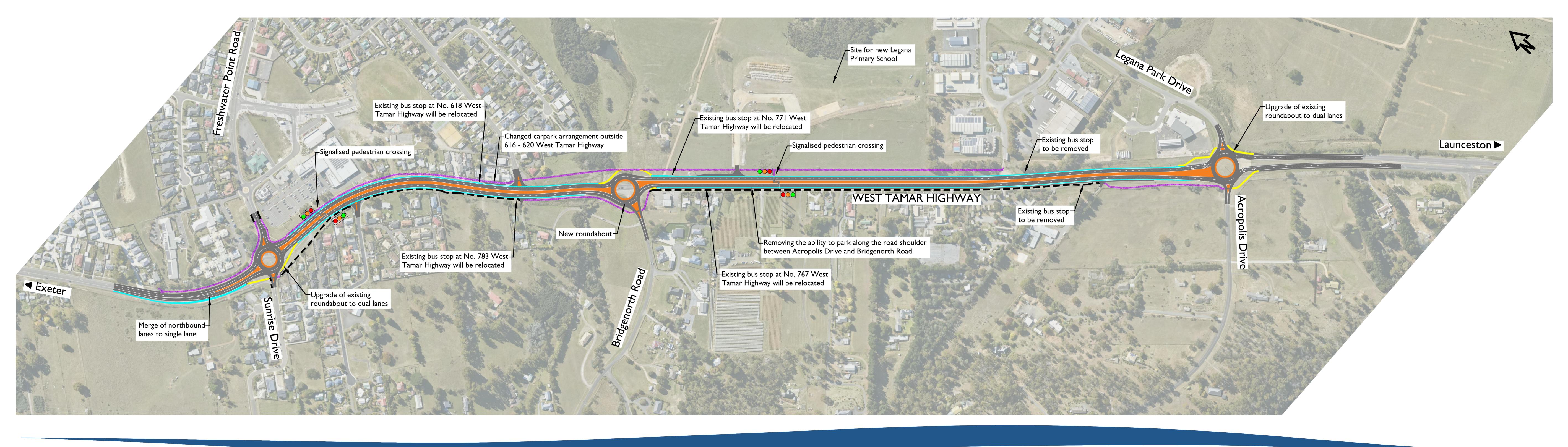
Contact

If you have any questions regarding this report, please contact our Stakeholder Engagement Consultant, Kate Reilly on 6210 0662 or westtamarplan@stategrowth.tas.gov.au.

For more information on our projects, visit transport.tas.gov.au.

Appendix B: Concept Design Drawings

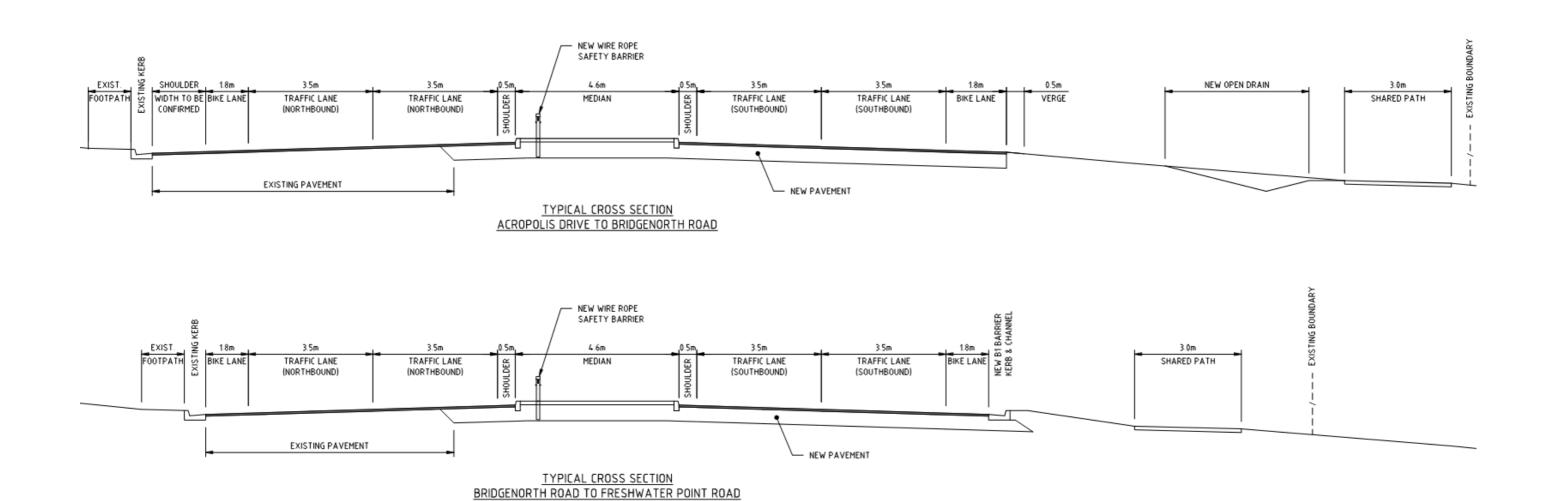
West Tamar Highway Duplication - Freshwater Point Road to Acropolis Drive







Typical section







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