

## **TOWNSVILLE OCEAN TERMINAL**

# **ENVIRONMENTAL IMPACT STATEMENT SUBMISSION RESPONSE**

## **RESPONSE TO QUEENSLAND POLICE SERVICE**

**August 2008**

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## QUEENSLAND POLICE SERVICE

Note: This submission response document has been prepared by means of duplicating the individual submission received and inserting response clauses where relevant.

1. On the 7.1.08 I received the attached file requesting comments on potential impacts on policing as a result of the proposed Townsville Ocean Terminal (TOT). The proponents of the Townsville Ocean Terminal provided a sizeable Environment Impact Statement (EIS) on a CD that included information that could have a policing impact both during construction and once the site is fully developed. From my reading of the material I consider there are three areas that will have a policing impact, those being:
  - a. Traffic management both during and post construction;
  - b. Emergency management post construction; and
  - c. Security as it relates to protection of United States naval assets should they opt to use the ocean terminal facility.
2. The TOT is planned to be constructed by reclaiming land on the western side of Ross Creek as an extension of the land area currently occupied by the Townsville Entertainment and Convention Centre (TECC) and Jupiter's Hotel and Casino complex. The locality also is the site for the Townsville Volunteer Coast Guard, public boat ramp and the Sunferry Terminal.
3. Access to this area is by Sir Leslie Thiess Drive which is the only access/egress road. Access to Sir Leslie Thiess Drive is by either The Stand or Flinders Street East. Egress from Sir Leslie Thiess Drive is only by Flinders Street East. Flinders Street East is the entertainment strip for the CBD consisting primarily of restaurants and night clubs with further development of this area either under way or under consideration.
4. Apart from normal cars Sir Leslie Thiess Drive carries buses and light trucks that service the Casino, Jupiter's, TECC and Sunferries including the transit centre for inter and intra-State passenger coaches.
5. The EIS indicates the overall development will cover four areas being the cruise ship terminal, a residential area called Breakwater Cove, a commercial marina and parklands and public areas. The Breakwater Cove residential area will consist of 700 water front residential properties comprised of 200 detached dwellings and 500 high density dwellings up to 6 stories high and one up to 9 stories high.
  - a. This residential development with its resultant increase in population close to the CBD should have no significant impact on policing other than consideration of an increase to current staff numbers for the Townsville Police Station as the population to police ratio increases.
  - b. The establishment of the residential area will have minimal impact on traffic management but this issue will be discussed in the traffic management section of this report.

## RESPONSE

**The Queensland Police Service (QPS) position in relation to the impact on policing (5(a)) is noted.**

## TRAFFIC MANAGEMENT

6. Section 1.2 at page 1.4 confirms Sir Leslie Thiess Drive as the only access / egress roadway to service existing facilities and the proposed TOT development. This issue is further identified in section 2.2.1 and also identifies the intersection of Denham Street and Flinders Street East (FSE) as a particular problem as it already has capacity constraints.. The EIS suggests the TOT development will not materially adversely impact on the current traffic management system. This section also suggests the Townsville City Council (TCC) is considering constructing a bridge from Ross Street to the Strand however there is no firm commitment from the TCC regarding the actual construction or the timelines possibly involved. It is suggested this bridge, if constructed, will assist in the disbursement of traffic coming from the TEC on the occasions that special events are held at that facility.
  - a. There are no policing issues regarding the project once it is completed or substantially on the way towards completion. I have some reservations on the effectiveness of the Ross Street bridge to disperse traffic coming from the TECC as the street leads into the South Townsville industrial area and away from the main arterial routes of Ingham. Road, Woolcock Street and Charters Towers Road.
7. Section 3.4.4 refers to the various material delivery options for the project and specifically for earthwork materials such as rocks from the various surrounding quarries. It is anticipated that quarry material will be delivered by truck to the construction site on the basis of 10 hours per day and 6 day per week. The delivery rate will be approximately 4 to 10 trucks per hour.
8. Section 4.3.1.1 suggests most of the vehicles used to transport the quarry material will be either B-double or semi trailers. Four options for the delivery of quarry material have been suggested being:
  - a. Option 1
    - i. This option proposes that the bulk of the material will be delivered from Roseneath, Pinnacle and Marathon Quarries via Boundary Street to a temporary bridge across Ross Creek and then to the Project Site during Construction Stages 1, 2 and 3.
    - ii. *Delivery from Pinnacle Quarry to City Limits.* Trucks delivering material from Pinnacle Quarry will use the haul route along Gumlow Road turning east on Hervey Range Road then continuing along Ross River Road. Trucks will then turn left onto Nathan Street (Bruce Highway) and then right onto Woolcock Street.
    - iii. *Delivery from Roseneath and Marathon Quarries to City Limits.* Trucks will use the northern haul route from Roseneath and Marathon Quarry along Flinders Highway then turn right onto the Bruce Highway. Trucks will then turn left onto Abbot Street and continue north onto Railway Avenue.
    - iv. *Delivery from City Limits to Temporary Bridge at Ross Creek.* Trucks from Roseneath and Marathon Quarries will turn right at Boundary Street then left onto Archer Street and continue on to Ross Street. Trucks from Pinnacle Quarry will continue west from Woolcock Street onto Boundary Street then left onto Archer Street and continue on to Ross Street. Trucks from all quarries will then turn left from Ross Street into the present Curtin Brothers Marine site continuing over temporary haulage roads and bridge (openable for marine traffic). Once over the temporary bridge, trucks will turn right onto Sir Leslie Thiess Drive to the Project Site. Trucks will return to the quarries via the same route.
      1. This is the preferred option for the developer and from a policing traffic management perspective is also the preferred option as it has the least impact on suburban and CBD traffic.

b. Option 2

- i. It is proposed that material will be delivered from Roseneath Quarry via The Strand directly to the Project Site during Construction Stage 1 and from Roseneath, Pinnacle and Marathon Quarries via Boundary Street to the Barge Point site then by barge to the Project Site during Construction Stages 2 and 3.
- ii. *Stage 1 - Delivery from Roseneath Quarry to the Project Site via The Strand* - Trucks will use the northern haul route from the Roseneath Quarry along Flinders Highway then right onto the Bruce Highway. Trucks will then turn left onto Abbot Street and continue north onto Railway Avenue/ Saunders Street/ Dean Street. Trucks will follow Dean Street to Oxley Street then turn right onto The Strand then left onto Sir Leslie Thiess Drive onto Entertainment Drive and continue to the Project.
- iii. *Stages 2 and 3 - Delivery from Roseneath, Pinnacle and Marathon Quarries to Barge Point Site* - Trucks from Pinnacle Quarry will utilise the haul route to the city limits as described for Option 1 and will then continue west onto Boundary Street. Trucks from Roseneath and Marathon Quarries will utilise haul routes to the city limits as described for Option 1 and will then turn right at Boundary Road. Trucks from all quarries will continue along Boundary Street to the Barge Point barge landing site at the junction of Boundary Street and Benwell Road.
  1. The impact on policing for this option is difficult to determine. I consider the main impact will be potential traffic crashes and obstruction to traffic during stage 1 if B-double and semi-trailers are to transit the CBD area particularly around Denham Street and the Strand. There does not appear to be any significant traffic management issues for stages 2 and 3 from a policing perspective.

c. Option 3

- i. Warburton/Bundock Street Haul Road and Barge Transport. It is proposed that material will be delivered from Roseneath Quarry via Warburton/Bundock Street directly to the Project Site during Construction Stage 1 and from Roseneath, Pinnacle and Marathon Quarries via Boundary Street to the Barge Point site then by barge to the Project Site during Construction Stages 2 and 3.
- ii. *Stage 1 - Delivery from Roseneath Quarry to the Project Site via Warburton /Bundock Street*. Trucks will use the northern haul route from the Roseneath Quarry along Flinders Highway then turn right onto the Bruce Highway. Trucks will then turn left onto Abbot Street and continue north onto Railway Avenue. Trucks will turn left onto Boundary Street/Woolcock Street then right onto Hugh Street/Percy Street. Trucks will follow Bundock / Warburton / Eyre Street then turn left onto Oxley Street then right onto The Strand. Trucks will follow The Strand and turn left onto Sir Leslie Thiess Drive then take Entertainment Drive to the Project Site.
- iii. *Stages 2 and 3 - Delivery from Roseneath, Pinnacle and Marathon Quarries to the Barge Point Site* Trucks from Roseneath, Pinnacle and Marathon Quarries will utilise haul routes to the Barge Point site as described for Option 2.
  1. As for option 2 the impact on policing for this option is difficult to determine. I consider the main impact will be potential traffic crashes and obstruction to traffic during stage 1 if B-double and semi-trailers are to transit The Strand. There does not appear to be any significant traffic management issues for stages 2 and 3 from a policing perspective.
  2. I note this option has been discounted by the proponent.

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- d. Option 4
- i. Southern Haul Road (Future Port Access Route). This option would involve haulage of quarry materials along an existing unsealed road located within the Townsville State Development Area to the south of the Ross River. Haulage during Stage 1 would be as described in Options 2 and 3 as material would need to be delivered directly to the project site via The Strand or via Warburton/Bundock Street. Haulage during Stages 2 and 3 would be via the unsealed road to a new barge landing point to be constructed within the Ross River, then delivery by barge to the project site.
1. As for option 2 the impact on policing for this option is difficult to determine. I consider the main impact will be potential traffic crashes and obstruction to traffic during stage 1 if B-double and semi-trailers are to transit The Strand. There does not appear to be any significant traffic management issues for stages 2 and 3 from a policing perspective.
9. Section 4.3.1.1 also refers to the development potentially aggravating the existing traffic flow problems created by the one way system in the area of the Strand, Knight Street and Wickham Street.
- a. From a policing perspective once the development is complete there should be no major issues for normal daily activities related to the Casino, Jupiter's, the TOT and the Breakwater Cove residential area.
- b. During the times cruise and military ships are in port the increase in bus and truck movement could have an impact on traffic management particularly in FSE:
- i. Earlier sections of the EIS advise the berth at the TOT will be capable of carrying armoured vehicles up to 65 tonnes. These will predominately be Abrams main battle tanks which weigh 65 tonnes and are 4m wide.
1. From a traffic management perspective a tank transporter carrying an Abrams will have difficulty manoeuvring along FSE and attempting to turn left into Dean Street. I consider this type of activity will require a police presence and whilst not an issue will require pre-arranging.
- ii. Earlier material also suggested fuel tankers will be required at the TOT. From past experience cruise ships do not require refuelling whilst at port in Townsville however military ships regularly do. Refuelling of military ships will have to be conducted one of two ways either by road tanker as suggested or the vessel moving into the port area and refuelling at berth 1.
1. Either method of refuelling will not have an impact on policing but the use of road tankers may have an emergency management issue.
10. In section 5 at page 13 the section entitled CEMP element 4 - traffic and transport refers to the truck operator contacting local police in the event of an unplanned vehicle stop to gain traffic control assistance.
- a. It should be noted that any police assistance requested will be prioritised against other calls for service current at the time of the request.

## RESPONSE

**The comments and recommendations of QPS are noted. Specific comments in relation to these points are set out below:**

- (6) The Ross Street bridge is planned by the TCC as a long term solution to increasing congestion in the city and at the Flinders Street/Denham Street intersection in particular. The additional traffic studies done for the Supplementary EIS, have considered the scenario of conservative development in the city precinct in the context of the Townsville Ocean Terminal development not proceeding.

The studies show that a bridge over Ross Creek (or perhaps some other traffic improvement) will be necessary even if the Townsville Ocean Terminal development does not proceed. Refer Holland Traffic Consulting report at Appendix A21 in Volume 2.

The exact design and integration of a new bridge to the roads network is a matter for the TCC at the time a decision to proceed with this bridge is made. The need for the bridge is not triggered by the Townsville Ocean Terminal development, although the Townsville Ocean Terminal development will contribute its fair share to the cost.

- (8) QPS comments acknowledged.
- (9bi1) QPS comments about transport of large vehicles and tanks are noted. This will be an operational matter for the military and the Port if and when such an event occurs.
- (9bii) Noted. The State is considering a dedicated fuel line for the Townsville Ocean Terminal.

#### EMERGENCY MANAGEMENT

11. Section 4 of the EIS indicates the TOT and Breakwater Cove residential area will each have a disaster action plan. For the Breakwater Cove residential area the Body Corporate will be responsible for development of the disaster action plan and reviewing it in consultation with the TCC.
- a. Overall the proposed project will not provide any significant issues for policing from an emergency management aspect. Any incident or event can be managed either under the current disaster management arrangements or major incident guidelines.
12. The primary scenarios that could require a significant response by emergency response agencies include:
- a. Natural events - primarily cyclones;
- b. Major structural or ship fire - at the TOT, Breakwater Cove, Townsville Port or the ferry terminal;
- c. Major chemical incident - primarily at the Townsville Port;
- d. Major traffic crash --- e.g. collision between a bus/coach and a fuel tanker;
- e. Criminal 1 terrorist activity - e.g. explosion or barricaded offender.
13. Any of these events potentially could close Sir Leslie Thiess Drive for several hours or longer.
14. The HTC report notes that access in and around the site by emergency vehicles (eg ambulance, fire and rescue) is not expected to be a problem. The report, which is Attachment 9 of the EIS, at section 10 reinforces the unacceptability of Sir Leslie Thiess Drive as the only means of access by road.
15. The report indicates there are constraints to the construction of a secondary road assess on the basis of lack of available land on the northern side of the Casino and a perceived desire by the population to retain the existing marina. It is suggested alternative evacuation by helicopter, private vessels or ferry is viable.

- a. From a policing perspective where evacuation of Breakwater Cove, Jupiter's and the TECC is required the use of a helicopter would be impractical assuming it was not tasked for a medical emergency elsewhere. Use of vessels and ferries may be possible but would take time to arrange and initiate.
- b. The proposal suggests the construction of a bridge capable of carrying maintenance /emergency vehicles between the Mariner's North complex and the proposed western breakwater. I suggest a similar bridge be considered between the Mariner's North complex and the land that is currently vacant on the western side of Jupiter's. This will allow mass evacuation by foot if necessary plus provide an alternative access for emergency vehicles should Sir Leslie Thies Drive be closed for any reason.

## RESPONSE

**(11-15) The QPS comments are acknowledged as well as the input, advice and review by the QPS and other emergency services agencies to the development of a draft proposed DMP (DMP) for the Breakwater Cove development. The DMP addresses most of the QPS issues in this section and it is acknowledged that the DMP is a draft which will be developed into a final document by the Developer and the Body Corporate with the emergency services agencies including the QPS, over the next few years before any resident occupation in the precinct.**

**At the suggestion of the emergency services group, requests have been made to the adjoining developers to include similar and co-ordinated DMPs that will then cover the whole precinct.**

## SECURITY

16. The Townsville Port Authority (TPA) Security Plan documents the western edge of the waterside restricted zone runs along the eastern bank of Ross Creek out to the edge of berth 1 and berth 11. Comment is also made the TOT security plan will work in with the TPA security plan. It is assumed the TOT security plan will only come into operation when a ship is about to berth. The TPA waterside restricted zone cannot be extended to include the TOT as Ross Creek needs to be accessible to all other water craft. Whilst this is not strictly a policing issue it does have an impact as outlined below.
17. Section 3 commencing on page 3.75 refers to security requirements to comply with the Maritime Transport and Off-Shore Facilities Security Act (MTOFSA). Whilst this is not strictly a policing issue there is an impact on policing when US Naval ships visit. Under current arrangements Townsville police no longer has a security role for cruise ships. Up to early 2007 Townsville police and specifically the Water Police provided waterside security to allow cruise ship operators meet their security requirements under MTOFSA. In the latter part of 2007 this responsibility shifted to private security companies.
18. The issue the cruise ship operators will need to consider once the TOT is operational is whether private security companies will be able to provide an adequate waterside security presence. Under current arrangements cruise ships berth in the Townsville Port which has a full time waterside restricted zone thus making it easier to keep unauthorised vessels away from cruise ships. This may not be the case for the TOT as security providers do not have the authority to direct pleasure and other craft away from the cruise ship. Should this become an issue it may be necessary for police to again become involved in the provision of waterside security for cruise ships.
  - a. If police are required to again provide waterside security it will not be an issue as arrival dates can be factored into the roster to ensure a vessel and crew is available for the visit All police involvement is on a full cost recovery basis.
19. Section 1.3 at page 1.8 under Primary Objectives indicates that use of the TOT by US Naval vessels is an important factor from an income generation perspective. It is noted from reading of the EIS there is no reference to consultation with the United States Consulate and specifically the US Navy regarding use of the TOT.



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20. Section 4.3.1.3 outlines that naval vessels require a 100m exclusion zone around the vessel whilst berthed at the TOT wharf. This requirement is currently provided by the Port of Townsville when a naval vessel is at berth. This requirement will be provided within the TOT Precinct by construction of security fencing on the landward side and by maintaining moveable exclusion zone transition lights on the seaward side of the vessel.
- a. The provision of exclusion zone lights will only be an addition to the requirement for a police presence on the water. It is not known what consultation took place between the proponent and the TPA regarding the provision of physical security for US military shipping but I am not aware of any consultation with local QPS personnel on this issue.
21. This will impact on a free movement of other water craft as the EIS executive summary indicates the distance between the centre of Platypus channel and the TOT berth is 46m. In effect Ross Creek will need to be closed to all water craft whilst a US military vessel is in port to meet the 100m security zone. This is obviously not possible and has the following implications:
- a. US navel vessels will not use the TOT and will continue to use the Townsville port facilities. This is a comment that has been made to me personally by US Navy representatives.
- i. It is not a policing issue as police will provide waterside security wherever the vessel is berthed;
- b. The US Navy will not use private security to provide waterside security and insists on a police presence as police are fully armed, able to enforce any direction given and have Harbour Master authority delegations which private security providers do not. Some ship commanders also insist on a police presence landside to supplement private security.
- i. This is not a specific issue for police as the security operation is on a full cost recovery basis and the Water Police operational plan and roster is managed to accommodate US Naval visits;
- c. US navel vessels will use the TOT and insist on the 100m security restricted zone. This will have a policing impact potentially from a very negative public relations perspective. If the US Navy insists on the full 100m security restricted zone the impact on the police operation is as follows:
- i. The police piquet vessel will be anchored at least part way into Ross Creek. This will obstruct water craft such as the ferries, barges and pleasure craft navigating along Ross Creek. This will cause adverse comment against the Police Service, TOT, TPA and the US Navy.
- ii. A full enforcement of the 100m waterside security restricted zone will see Ross Creek closed off and forcing vessel operators to detour into the TPA waterside restricted zone thus causing the vessel operators to commit offences against the MTOFSA. Again this will cause adverse comment against the Police Service, TOT, TPA and the US Navy.
- iii. In either scenario above the US ship commander could insist on a floating barrier around the ship to reduce the risk of water borne improvised explosive devices such as occurred with the USS Cole. The floatation barrier would need to be some distance off the naval vessel to be effective and again will impact on the free movement of water craft along Ross Creek and again with the negative comment described above.
- d. Overall the decision on whether US military vessels use the TOT or not is a commercial and security issue to be resolved between the TOT operator and the US Navy. Given the potential adverse public opinion on restriction of the use of Ross Creek the US Navy will either opt to continue using the Townsville Port or withdraw their Townsville port visits. No reference is
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made to Australian warships in the EIS and it is assumed they will make use of the TOT given no police orientated security is currently provided.

- i. The overall issue for police is the potential adverse public comment regarding restricting movement of vessels in Ross Creek and possible enforcement action for breaches of the TPA waterside restricted zone.

22. I recommend this report be forwarded to the Acting Assistant Commissioner, Northern Region for his information and recommendation to the Acting Manager, Property and Facilities Branch.

## RESPONSE

**(16-22) The comments by the QPS are acknowledged. As part of this supplementary report, further consultation has been undertaken particularly with the US Navy. Refer to the report by Admiral R Natter US Navy Retired (R Natter & Associates) at Appendix A23 in Volume 2. It is clear from feedback from the US Navy and the Australian Navy that the establishment and policing of the exclusion zone on the water side of the ship is flexible and subject to determination on a case by case basis including liaison with QPS.**

**Although this is an operational matter, solutions for which are clearly available, the crucial issue is that the consultation undertaken with the US Navy has provided very positive feedback from the most senior levels of the US Navy, indicating that the Navy will be very happy to use the Townsville Ocean Terminal.**