

**INFRASTRUCTURE SERVICES COMMITTEE****17 NOVEMBER 2010****13****CAIRNS BASE HOSPITAL REDEVELOPMENT - PROPOSED ROAD UPGRADE WORKS**

Natasha Murray : 8/23/17-01: #2765575v2

**RECOMMENDATION:**

**That Council notes the report and the proposed road upgrades associated with the Cairns Base Hospital Redevelopment Project.**

**INTRODUCTION:**

The Department of Public Works on behalf of Queensland Health is undertaking the redevelopment of existing facilities and the expansion of the Hospital over 165 The Esplanade, 249-251 Lake Street, 2-4 Grove Street and 8 Digger Street, North Cairns.

The \$446 million Hospital redevelopment will result in an additional 168 beds and improved facilities for the region including:

- An ambulatory cancer care centre with a new radiation oncology service;
- Additional cardiac care facilities;
- Additional surgical capacity including day surgery;
- Expanded intensive care capacity;
- Expanded birthing services, special care babies unit and a new low risk birth centre;
- Additional aged care and rehabilitation services;
- Additional beds for mental health services;
- New pathology facilities.

The key traffic elements of the redevelopment include:

- Relocation of the main entrance from The Esplanade to Lake Street, opposite Grove Street.
- A new multi-storey car park on the corner of Digger Street, Grove Street and Lake Street with approximately 670 parking spaces. An overhead pedestrian bridge is proposed over Lake Street to connect the car park with the hospital main building.

The project has been divided into four phases to ensure the Hospital can continue to be functional through the construction process. These phases are illustrated in Attachment 1 and include:

Phase 1: Expansion of the emergency department and medical imaging.  
 Phase 2: New cancer centre & multi-storey car park (referred to as Block E).  
 Phase 3: New clinical services building for in-patients (referred to as Block D).  
 Phase 4: Refurbishment of the existing blocks (Blocks A, B & C).

Phase 1 & Phase 2 are near completion with Phase 3 to commence in November 2010. It is expected that the project will be completed by 2014.

An important component of the redevelopment project is a package of road upgrades to facilitate safe access.

### **BACKGROUND:**

The Department of Public Works released a notification of intent to undertake a Ministerial Designation of land at 165 The Esplanade, 249-251 Lake Street, 2-4 Grove Street and 8 Digger Street, North Cairns in May 2009 to facilitate the redevelopment of the Hospital. The designation was considered by Council at its Ordinary Meeting held on 24 June 2009. A copy of Council's response to the Department is attached (refer to Attachment 1).

Following the Ministerial Designation, a Traffic Working Group was established to resolve outstanding traffic issues. This group consists of representatives from the Hospital project team and their sub consultants, Department of Transport & Main Roads and Cairns Regional Council.

### **COMMENT:**

In order to ensure a safe and functional vehicle, pedestrian and cycle network, the following package of road upgrades are considered necessary:

- New roundabout at Digger St / Grove St / Grafton St intersection;
- One-way northbound treatment in Digger St from the car park entry to Charles St;
- Grove Street upgrade between Lake Street and Grafton St/ Digger St;
- New traffic signals at the Lake St/Grove St intersection.

The proposal is illustrated in Attachment 3.

Earlier this year, Queensland Health wrote to Council to initiate discussions on the establishment of an Infrastructure Agreement for the delivery of the required road upgrades discussed above.

### ***Digger St/Grove St/Grafton St intersection:***

The Digger Street / Grove Street intersection currently operates as a staggered T-Intersection with priority for Grove Street traffic. It generally experiences low traffic volumes with the exception of the school peak periods when traffic is generated by Cairns State High School located on the south west corner of the intersection.

As a result of the Hospital redevelopment, in particular the relocation of the main entrance of the Hospital to Lake Street and the new entry / exit to the car park off Digger Street, traffic volumes are expected to increase significantly.

The Hospital upgrade team explored various options including traffic signals and an oval shaped roundabout. The team's traffic consultant recommended a roundabout configuration as the most functional and safest solution.

Council's current planning for this intersection, as adopted in Cairns Transport Network Plan, was a left in / left out arrangement for Grafton Street and Digger Street at a time when Grove Street required upgrading to a median divided road.

The funding of these works is subject to negotiations with the State Government.

***Digger Street configuration:***

Digger Street currently operates as an 'Access Street' in accordance with Council's road hierarchy classification, with two way traffic providing access to several residential properties at its northern end and the future hospital car park at the southern end.

In order to minimise the impact on the residential properties, Queensland Health proposed a midblock closure for southbound traffic so that vehicles wishing to access the car park had to enter from Grove Street rather than travelling south from Charles Street.

The proposal however did not allow for an appropriate turn around at the closure point. The limited road reserve width prevents a vehicle larger than a car which has entered from Charles Street from being able to satisfactorily turn around.

During construction of the car park structure, the midblock closure arrangement was implemented in temporary form. Queensland Police Cairns Traffic Branch advised that it was requested by residents to enforce the "No Entry" restriction at the closure point as several motorists ignored the restriction. Queensland Police dedicated resources to this issue resulting in a number of infringements being issued. As a result Queensland Police Cairns Traffic Branch has advised that it is not supportive of the arrangement and has requested an alternative be considered.

An alternative to this arrangement that will still provide protection to the residents at the northern end from car park traffic would be to restrict Digger Street at Charles Street to exit only. This will require the section of Digger Street between the car park entry and Charles Street to be converted to one way northbound. It will also potentially provide the opportunity to increase parking in Digger Street by converting the existing parallel parking on one side of the road to perpendicular.

Given the inconvenience this arrangement may create for residents of Digger Street, it is subject to community consultation prior to further design and implementation. A temporary arrangement will be installed to allow for the opening of the carpark in mid-November.

Although the final arrangement has not been decided, Queensland Health is prepared to fully fund the work associated with a midblock closure.

***Grove Street upgrade between Lake Street and Grafton St / Digger St:***

A porte cochere arrangement is proposed within road reserve on the north side of Grove Street, adjacent to the entrance to the new Oncology Unit to provide pick up and drop off opportunities. As part of the project, Queensland Health proposes to upgrade the streetscape.

It is expected that Queensland Health fully funds this upgrade at no cost to Council.

***New traffic signals at the Lake St/Grove St intersection:***

The Lake Street / Grove Street intersection is currently an unsignalised T-Intersection. The Hospital development will trigger the upgrade of the above intersection with the addition of a 4th leg providing access to the new porte cochere to be built underneath Block D. A traffic signal configuration has been proposed. This is generally consistent with Council's future planning for the form of this intersection with the exception of the fourth eastern leg.

Given that Council has been collecting contributions for the upgrade as part of its Infrastructure Contribution Policy, a component of the work is considered eligible for credit. Consideration however, must be given to the timing of the upgrade. Council's current planning has not recognised this intersection upgrade to be required on capacity or safety grounds in the short to medium term. The requirement for upgrade has been brought forward by the Hospital redevelopment project. The relocation of the main entrance and car park has also resulted in an increase in traffic at this intersection. The expected traffic volumes will be significantly higher than previously envisaged by Council and will require a more detailed intersection configuration. The design and funding of these works is still subject to negotiations with the State Government.

***PARKING:***

The on-street parking losses as a result of the Hospital re-development and associated road works are in the order of 50 spaces in Grove Street and Lake Street. The new off street car park however will result in an overall increase in parking opportunities in the area. The existing Hospital car park has approximately 405 spaces, whereas the new car park will have 670 spaces - an increase of 265 spaces. It should be noted that demand for parking is also likely to increase over time due to the additional facilities to be provided by the Hospital.

A parking analysis undertaken by the traffic consultant Arup on behalf of Queensland Health suggests that there will be sufficient parking supply in the immediate vicinity of the hospital to accommodate the demand. They do note that that the level of on-street parking occupancy is expected to increase and extend beyond Charles Street. The issue related to parking in the Hospital vicinity has been considered in Council's recent Car Parking Strategy.

Queensland Health has advised that the proposed new car park would operate as follows:

- 113 spaces out of the 670 spaces will be reserved for fleet vehicles leaving 557 spaces available to staff and visitors;
- Staff will be offered a discounted rate of \$2.50 per day;
- General public will be required to pay \$2 per hour up to a maximum of \$5 per 24 hour period;
- The Hospital is considering some operational arrangements (i.e. reserved spaces) for staff that work after hours (e.g. nurses with afternoon shifts between 3:00pm & 11:00pm).

***PUBLIC COMMUNICATION:***

Council has agreed to undertake public communication activities on behalf of Queensland Health in relation to the proposed road upgrades as they will occur on Council's road network. An information fact sheet has been prepared detailing the proposal and contact details for further information (refer to Attachment 4).

It is proposed to advertise the proposal in local newspapers, letter drop affected properties in the vicinity of the Hospital and have the fact sheet available on Council's website.

***THE ESPLANADE:***

Queensland Health and the Hospital upgrade team have recognised the importance of considering the interaction between the Hospital and The Esplanade foreshore. They have therefore been consulting with Council Officers in relation to the development of a concept for the redevelopment of The Esplanade roadway to provide a safer, low speed environment given the high level of activity in the area.

Council Officers will continue to work with the Hospital upgrade team to further develop the concept which will be presented to Council at a later date.

**CONSIDERATIONS:**

Corporate and Operational Plans:

The proposed Cairns Base Hospital redevelopment project and associated road upgrades is in keeping with the following Corporate Plan Goals:

- Building vibrant communities
- Delivering Integrated Planning
- Delivering Services and Infrastructure
- Creating a Prosperous Region

Statutory:

The proposed road upgrades will be in accordance with all relevant Australian Standards and Legislations.

Policy:

The redevelopment of the Hospital is being undertaken under Ministerial Designation given under CairnsPlan as well as Council's Operational Plans.

Financial and Risk:

There is no perceived risk with Queensland Health providing the proposed infrastructure to the community under this designation.

Cairns Regional Council is currently in negotiation with Queensland Health regarding an Infrastructure Agreement for road infrastructure works. The financial implications for Council are still to be resolved. At this stage, there are no design plans available for the proposed roundabout at Digger Street or the traffic signals at Lake Street.

Sustainability:

The provision of this infrastructure contributes to a sustainable community with enhanced access to improved community health facilities. The Cairns Base Hospital is also a key employer in the region offering additional opportunities as a result of its expansion.

**CONSULTATION:**

Cairns Regional Council has been an active participant in a Traffic Working Group for the Cairns Base Hospital Upgrade Project which also includes representatives from the Hospital project team and associated sub consultants and Department of Transport & Main Roads.

Cairns Regional Council will be undertaking communication with the community in regards to the proposed road upgrades and providing feedback to Queensland Health.

**CONCLUSION:**

Road upgrades in Lake Street, Grove Street and Digger Street are required to facilitate the Cairns Base Hospital redevelopment project being undertaken by Queensland Health. The upgrades will improve accessibility and provide a safer environment for all road users. Council Officers will continue to work with Queensland Health throughout the remaining stages of the project to ensure an optimal outcome is achieved.

**ATTACHMENTS:**

1. Cairns Base Hospital Redevelopment – project phases (#2767883)
2. Council resolution Ordinary Meeting 24 June 2009 (#2140439)
3. Proposed Road Upgrades (#2767876)
4. Public Communication fact sheet (#2745303)

Natasha Murray  
**Traffic Engineer**

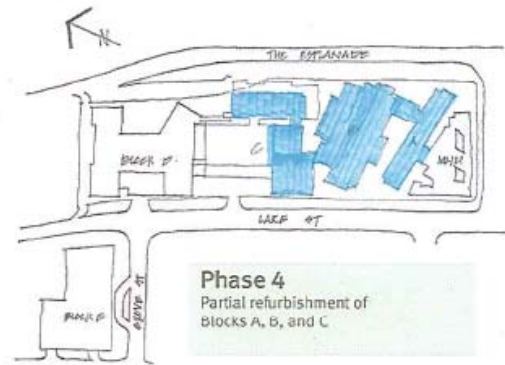
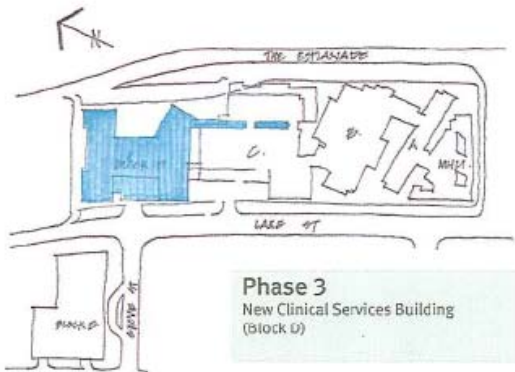
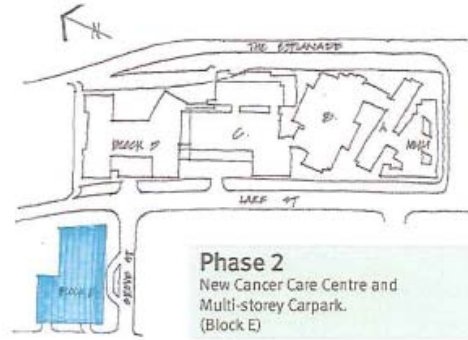
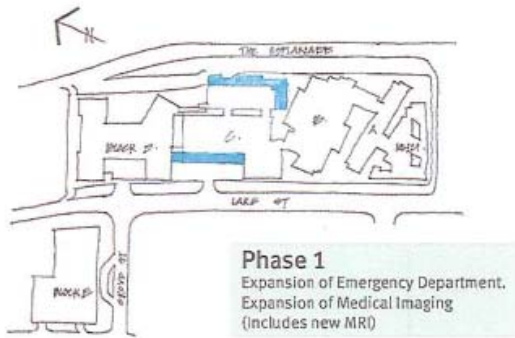
Terry Armit  
**A/Manager Infrastructure Management**

Ross McKim  
**General Manager Infrastructure Services**

## **ATTACHMENT 1: Cairns Base Hospital Redevelopment – project phases**

### **Project Phases**

The Master Plan provides for a staged program of works in order to maintain full operational capability of the hospital at all stages of the redevelopment and to allow the earliest delivery of priority services.





**ATTACHMENT 2: Council Resolution – Ordinary Meeting 24 June 2009**

**11. PROPOSED MINISTERIAL DESIGNATION OF LAND FOR COMMUNITY INFRASTRUCTURE – CAIRNS HOSPITAL – 165 THE ESPLANADE, 249-251 LAKE STREET, 2-4 GROVE STREET, 8 DIGGER STREET, NORTH CAIRNS – LOT 1 SP216459, LOT 1 SP149860, LOT 2 RP701240, LOT 1 RP709792, LOT 2 RP709792, LOT 6 RP701240 – DIVISION 7..... 93  
Kelly Coppin: 8/27/3: #2123469**

FORSYTH / BLAKE

1. Acknowledge the Department of Public Works intentions to seek a Ministerial Designation for Community Infrastructure (Cairns Hospital) over Lot 1 SP216459, Lot 1 SP149860, Lot 2 RP701240, Lot 1 RP709792, Lot 2 RP709792, Lot 6 RP701240 located at 165 The Esplanade, 249-251 Lake Street, 2-4 Grove Street and 8 Digger Street, North Cairns; and
2. Provide the following comments to the Department of Public Works regarding the Proposed Ministerial Designation:
  - a. Support is provided to the establishment of improved hospital facilities under the Ministerial Designation; and
  - b. Concern is raised about the delivery of the project in terms of the omission of detailed planning relating to the following (and as discussed in greater detail in the attached report):
    - i. mitigating adverse impacts of building form and use (particularly Building E for car parking);
    - ii. providing for functional vehicle and public transport movements and circulation;
    - iii. providing for appropriate car parking regimes both on-site and on-street;
    - iv. providing for improved pedestrian and cycle connectivity;
    - v. providing adequate street lighting;
    - vi. managing stormwater flows and achieving appropriate flood immunity;
    - vii. ensuring the water and sewerage networks have appropriate capacity and rationalised to maximise efficiency; and
    - viii. coordinating works with Cairns Regional Council to achieve the desired outcomes in a coordinated and cost effective manner.
  - c. Council would like to establish a close working relationship with the Queensland Government in relation to resolving the above concerns.

*carried with Councillors Leu, Cooper and Pyne voting against the motion*

**ATTACHMENT 3: Proposed Road Upgrades**





**ATTACHMENT 4: Public Communication fact sheet**

# Road upgrades around the Cairns Base Hospital

When complete in 2014, the redevelopment of the Cairns Base Hospital will provide new and expanded health services for far north Queenslanders, including 168 additional beds. Due to the expansion of the hospital, road upgrades are necessary to help ensure the safety of all road users.



#### What will the changes include?

1. New multi-storey car park (660 spaces) to open late 2010 & new Cancer Care Centre to open in 2011. Existing car park (400 spaces) will close when the new multi-storey car park is open.
2. Entry to the new multi-storey car park.
3. Proposed one-way north bound only treatment in Digger Street from the car park entry to Charles Street.
4. Proposed new clinical services building and new main entrance to the hospital. This will include an undercover drop-off zone (expected to open 2013).
5. Future pedestrian walkway over Lake Street linking the new multi-storey car park with the main hospital (expected to open 2013).
6. New traffic signals at the Lake Street/Grove Street intersection. A signalised intersection will provide safe access for all road users to the hospital's new main entrance and drop-off zone.
7. New roundabout at the Digger Street/Grove Street/Grafton Street intersection to improve safety for all road users.
8. The existing Sheridan Street/Grove Street intersection.

### When will the road upgrades occur?

To minimise disruptions, the improvement works will be carried out in three stages.

#### Stage One—Nov 2010 to Feb 2011

**Digger Street/Grove Street/Grafton Street intersection:** New roundabout to improve safety at the intersection (shown as item 7 on the plan on page 1). Resurfacing works in Grove Street between Lake Street and Sheridan Street.

**Digger Street:** Community consultation regarding proposed one-way northbound only treatment in Digger Street from the car park entry to Charles Street. This will ensure that motorists do not use this residential street to access the new multi-storey car park (shown as item 3 on the plan on page 1).

#### Stage Two—2011

**Lake Street/Grove Street intersection:** Installation of temporary traffic signals throughout construction of the new clinical services inpatient building (shown as item 4 on the plan on page 1).

#### Stage Three—2013

**Lake Street/Grove Street intersection:** Opening of the new main entrance to the hospital, including permanent traffic signals (shown as item 6 on the plan on page 1).

### How do I find out more about the Cairns Base Hospital redevelopment?

Please contact the Cairns Base Hospital redevelopment project team by either:

Telephone (07) 4226 5887

Email [cbh\\_redevelopment@health.qld.gov.au](mailto:cbh_redevelopment@health.qld.gov.au) or visit the Website at [www.health.qld.gov.au/cbhredevelopment/](http://www.health.qld.gov.au/cbhredevelopment/).

### How do I find out more about the road upgrades?

If you have any comments or require further information about these improvement works, please contact Council's Public Consultation and Communications Officer before **Friday x x 2010** by either:

Telephone (07) 4044 3303

Email [feedback@cairns.qld.gov.au](mailto:feedback@cairns.qld.gov.au) or Post PO Box 359, Cairns Qld 4870.

