CHAPTER ONE
PROJECT BACKGROUND
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CHAPTER SUMMARY AND CONCLUSIONS:

- First proposed in 2010, the Cross River Rail (CRR) Project is the Queensland Government’s highest priority infrastructure project and is deemed as a High Priority Initiative by Infrastructure Australia.

- Numerous investigations into South East Queensland’s (SEQ) public transport network undertaken over the past decade have identified the capacity of the inner-city rail network as a key constraint to the transport network’s expansion.

- In May 2012, the Queensland Government commissioned an expert independent panel to review the CRR Project. The panel concluded that the assessment of the CRR Project had been comprehensive over a period of time and exhibited no obvious major flaws.

- In the seven years since the CRR Project was first proposed, additional studies investigating solutions to SEQ’s transport challenges have been undertaken. Key findings from these studies include:
  - The Queensland Government has investigated and implemented many reform options to improve the efficiency of the transport network.
  - Rail is the backbone of the region’s future passenger transport system.
  - New generation signalling will enable the existing network to more effectively meet forecast increases in demand and is the preferred way to improve network efficiency.
  - The CRR Project is the preferred infrastructure investment option to meet demand for future capacity.

- In June 2016, the Queensland Government completed the CRR Detailed Business Case 2016, which was subsequently submitted to the Australian Government. Policy and other changes have occurred since then that require consideration, such as the following:
  - The Queensland Government has committed funding to deliver a new inner-city rail signalling system through the European Train Control System (ETCS) – Inner City Project. Recent Analysis confirms that the CRR Project provides substantial net benefits over and above the benefits of the ETCS – Inner City Project (refer section 1.4).
  - In December 2016, the Department of Transport and Main Roads (TMR) lodged a request for project change application with the Queensland Coordinator-General. The Coordinator-General’s published response concluded that the CRR Project, together with amended conditions, would result in acceptable overall outcomes.
  - In response to the recommendations of the independent Fare Review Taskforce, the Queensland Government introduced the Fairer Fares package, which took effect from 19 December 2016.
PROJECT BACKGROUND

1.1 Purpose and Overview of this Chapter

The purpose of this chapter is to provide an overview of the history of the CRR Project. This chapter outlines:

- previous studies, reports and business cases completed that identified the CRR Project as the preferred infrastructure solution and confirmed the strategic need for the project
- related projects that may be impacted by, or have an impact on, the delivery of the CRR Project.

1.2 Project Background

First proposed in 2010, the CRR Project is the Queensland Government’s highest priority infrastructure project. It ranked number one on the Queensland Government’s list of projects submitted to Infrastructure Australia in September 2015.

In 2012, Infrastructure Australia nominated the CRR Project as one of the nation’s most critical projects, recognising the CRR Project’s capacity to transform Brisbane, support critical freight networks and grow the state’s economy. Infrastructure Australia assessed the first stage of the project (the north–south core) as ‘ready to proceed’ in February 2012.

In June 2016, the Queensland Government completed the CRR Detailed Business Case 2016. In preparing the CRR Detailed Business Case 2016, expert advisors were engaged to undertake transport patronage modelling (Jacobs/PwC) and economic modelling (KPMG), which contributed to the key findings of the CRR Detailed Business Case 2016. The transport patronage and economic modelling were subject to independent peer review by leading industry experts including Bitzios Consulting (transport patronage modelling) and Douglas Economics (economic modelling).

The CRR Detailed Business Case 2016 was subsequently submitted to the Australian Government for consideration.

1.2.1 Activities Following Completion of the CRR Detailed Business Case 2016

The business case prepared for the CRR Project in September 2011 was used as the basis for the approval granted by the Queensland Coordinator-General on 20 December 2012.

On 5 December 2016, TMR lodged a request for project change application with the Coordinator-General. It outlined the key changes made to the CRR Project since 2011, the potential impacts of these changes on the natural environment and surrounding communities and how they would be managed.

The proposed changes included:

- reducing the total project length from 18 kilometres to 10.2 kilometres, including some alterations to the underground alignment of the tunnel
- reducing the extent of underground tunnelling from 10 kilometres to 5.9 kilometres
- changing the location of the southern and northern portals
- slightly altering the location of the proposed Albert Street, Boggo Road, Woolloongabba, Roma Street and Exhibition stations
- pedestrianising sections of Albert Street between Charlotte Street and Elizabeth Street
- changing the tunnel construction method from bored to mined for some sections
PROJECT BACKGROUND

- reducing the number of surface properties requiring acquisition from 108 to 29 (no residential properties are now required)
- realigning Roma Street Station
- increasing the number of spoil placement locations from one (Swanbank) to five potential sites (Brisbane Airport, Swanbank, Pine Mountain, Larapinta and Port of Brisbane).

In June 2017, the Coordinator-General published an evaluation of the proposed project changes. The Cross River Rail Project: Coordinator-General’s Change Report (Change Report) concluded that the changes to the CRR Project, together with amended conditions imposed in the report, would result in acceptable overall outcomes. The Change Report, including details of conditions and recommendations, can be found on the Department of State Development webpage.

Following the finalisation of the CRR Detailed Business Case 2016, a number of assumptions and parameters underpinning the transport and economic analysis changed. These changes, and their impacts on the CRR Project analysis, were outlined to the Coordinator-General.

Changes include the following:

- Revised SEQ demographics: In April 2016, Queensland Treasury publicly released revised demographics (population and employment) for the region (2015 edition). The previous set of demographics was initially used as the basis for analysis in the CRR Detailed Business Case 2016.
- Confirmation of funding for the ETCS – Inner City Project: In June 2016, the Queensland Government approved the ETCS – Inner City Project to proceed to procurement. The economic appraisal conducted for the CRR Project initially did not include the ETCS – Inner City Project as part of the central (or ‘most likely’) case, given the project was unapproved at the time. However, the ETCS – Inner City Project was included in other economic scenarios to better understand its potential impact.
- Announcement of the Fairer Fares scheme: In June 2016, the SEQ Fare Review was completed and the Queensland Government announced a revised fare scheme. Fairer Fares adopted a simplified public transport zoning structure and reduced fare levels to make fares more affordable for commuters. The modelling and economic analysis conducted for the CRR Project initially used the previous public transport zone system and fares as the basis for forecasting patronage numbers.

The economic analysis conducted for the CRR Project was updated in July 2017 to incorporate these changes. Further detail can be found in Chapter 7: Economic Analysis.

Refinements to the CRR Project’s design and engineering have also been made since June 2016. These are reflected in the Reference Project presented in Chapter 5: Reference Project.

In June 2017 the Queensland Government committed to fully fund the CRR Project.

1.2.2 Background Studies

A number of previous studies have assessed SEQ’s public transport network over the past decade. Key studies, reports and projects include:

- Inner City Rail Capacity Study (2008)
- Rail Assessment of Capacity Alternatives Study (2008)
PROJECT BACKGROUND

- Rail Strategy for South East Queensland (2010)
- Cross River Rail Business Case (2011)
- Brisbane Inner Rail Solution (2012-2014)
- Cross River Rail Business Case Addendum (2013)
- Bus and Train Project (2014)
- South East Queensland Capacity Improvement Project (2014).

These studies and business cases reached the common conclusion that the capacity of Brisbane’s inner city to grow and support the region’s population, employment and economic growth will be limited if transport constraints are not addressed.

1.2.2.1 Inner City Rail Capacity Study

The Inner City Rail Capacity Study (ICRCS), released in October 2008, identified that the limited capacity of the inner-city rail network significantly constrains the number of additional trains that can be introduced on rail lines servicing the region. It also found that additional capacity is needed to meet forecast passenger demand.

The ICRCS assessed various options to increase rail services through the inner city. These were considered as part of an integrated inner-city transport network that would support the future expansion of the central business district (CBD) and inner city.

The ICRCS identified two new rail links to meet inner-city rail capacity requirements. The CRR Project is the first of these projects and is designed to provide additional north-south corridor capacity through the inner city. A tunnel to address western line capacity constraints, further expanding inner-city capacity, is the second link. Three corridor options for each of the two new rail links were identified in the ICRCS. The assessment of a north-south river crossing constituted pre-feasibility work for the CRR Project 2011.

1.2.2.2 Rail Assessment of Capacity Alternatives Study

The Rail Assessment of Capacity Alternatives Study (RACAS) was commissioned in 2008 by the then Queensland Transport and TransLink Transit Authority. It sought to identify and investigate the feasibility, impact, cost and capacity benefit of operating policy options and any associated infrastructure measures to improve rail capacity. RACAS recognised that the relatively long lead time for proposed major rail infrastructure upgrades meant that urgent alternative action was required to prevent significant erosion of service levels on the rail network.

RACAS recommended a prioritised program of alternative capacity measures for possible implementation over five to seven years. The measures were designed to preserve current capacity, change passenger travel demand patterns and ultimately enhance network capacity. This package of initiatives included peak spreading, eliminating Mayne Yard stabling conflict movements, active management of passenger loading and unloading, rescheduling the Express Passenger Train service and fine-tuning inner-city headways.

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1 Not formally considered by government.
RACAS noted that these solutions alone would not fully meet the forecast capacity and demand gap on all lines, nor remove the need for major investment in passenger rollingstock and infrastructure (above and beyond that currently committed). RACAS did, however, identify significant opportunities to narrow the gap.

1.2.2.3 Integrated Transport and Land Use – Inner City Strategy

The 2009 Integrated Transport and Land Use – Inner City Strategy (ITALICS) considered capacity constraints faced by rail and bus and the difficulties associated with increased demand in and through Brisbane’s CBD. The strategy informed Connecting SEQ 2031 (CSEQ) (transport policy supporting the regional plan) and the detailed feasibility phase of the CRR Project 2011.

The strategy examined how gaps in the transport network could be addressed in a coordinated way and aligned with preferred land-use development patterns, along with planned and committed investments. Key findings include:

- Brisbane’s inner city will experience significant intensification of land-use activity and development, as will areas adjacent to the CBD along major transit corridors.
- With coordinated land-use planning and provision of adequate public and active transport, inner Brisbane has the capacity to accommodate a significant proportion of employment and dwelling targets outlined in the South East Queensland Regional Plan 2009–2031 (SEQRP).
- Accessibility between nodes within the inner city will be key to the future success of Brisbane’s CBD. Inner-city employment forecasts will only be realised if travel to and within the inner city remains convenient and reliable.

The preferred ITALICS strategy proposed a new north-south rail link via Park Road, Woolloongabba, the CBD and the Exhibition line (initially). Ultimately the line would extend to the north-west. This strategy was considered the most complementary to the preferred land-use strategy by serving areas most in need of additional capacity and most likely to grow first.

The ITALICS also suggested a program of policy interventions, network improvements and additional infrastructure to address capacity issues facing inner Brisbane, particularly the inner-city passenger distribution task over the short, medium and long-term.

Recommendations implemented by state and local government include:

- better integration between regional land-use planning and transport planning
- developing a CBD master plan for Brisbane
- implementing neighbourhood plans
- delivering sections of the Eastern and Northern busways.

1.2.2.4 Rail Strategy for South East Queensland

The Rail Strategy for South East Queensland (Rail Strategy for SEQ), completed in 2010, was an input to CSEQ. Key guiding principles for the rail network identified by the strategy include: safety; ecological sustainability; financial responsibility; and supporting government priorities.
Taking a long-term view (50 years) of the rail network, the Rail Strategy for SEQ proposed a master plan that:

- supports the optimum performance of the total network
- supports the rail transport needs of the community
- supports the rail transport needs of industry
- exploits opportunities for future growth
- provides the framework for informing Queensland Government investment in the rail network
- facilitates external investment in the rail network
- facilitates effective management of the rail network asset.

The key relevant issues and emerging challenges identified include:

- Population growth: Increased population is driving a significant increase in travel demand, placing further pressure on the capacity and performance of the existing system.
- Economic growth: Commercial and industrial activity is driving significant growth in freight volumes, including international, interstate, inter-regional and local freight.
- Congestion: Transport activity associated with population and economic growth may exceed the capacity and performance of the transport system, with consequent congestion limiting the network’s overall capacity and performance.
- Cost of infrastructure: Planning must consider innovative solutions to maximise the use of existing infrastructure capacity. This emphasises the importance of investing in the existing network to maintain it to a fit-for-purpose standard.
- Competitiveness of Queensland industry: Industry must be supported by a transport system that delivers higher standards of freight transport.

**1.2.2.5 Cross River Rail Business Case 2011**

Infrastructure Australia assessed the CRR Business Case 2011 and gave the project ‘ready to proceed’ status in mid-2012. The Queensland Government undertook a comprehensive assessment of the impacts of the CRR Project to prepare an environmental impact statement (EIS). The process involved extensive consultation with key stakeholders, including the broader community. The Coordinator-General approved the EIS in December 2012 and indicated that, subject to the conditions of the EIS being met, project impacts could be avoided or minimised to an acceptable degree.

The CRR Project 2011 consisted of 10 kilometres of twin single-track tunnels between Yeerongpilly (in the south) and Victoria Park (in the north). Four new underground stations were proposed at Woolloongabba, Boggo Road, Albert Street and Roma Street as well as five kilometres of additional surface tracks south of Salisbury. At the southern end, a new surface station at Yeerongpilly and minor upgrades to Moorooka and Rocklea stations were proposed.

At the northern end, a new surface station at the Exhibition site was planned. From the northern portal at Victoria Park, three kilometres of two additional surface tracks on the Exhibition Loop was proposed, plus additional track construction and realignment through Mayne Yard.
1.2.2.6 Independent Panel Review – Cross River Rail

In May 2012, the Queensland Government commissioned an expert independent panel to review the CRR Project. The panel concluded that the assessment of the CRR Project had been comprehensive over a period of time and exhibited no obvious major flaws.

The panel noted that the cost estimates and business case appeared robust and that the CRR Project would deliver significant benefits and a step-change in public transport capacity to support future growth. The panel also recommended implementing, as a priority, a program of short to medium-term initiatives to increase rail capacity and optimise the use of existing infrastructure and services.

The panel recommended developing more accurate capital costings for the CRR Project, confirming the extent of capacity enhancements and developing a detailed implementation plan, including funding arrangements.

1.2.2.7 Brisbane Inner Rail Solution

The Brisbane Inner Rail Solution (BIRS) is a program of works and initiatives to accommodate growth and address inner-city capacity constraints in the existing rail system. It was initiated in light of the findings of the independent panel appointed to review the CRR Project.

The program includes delivery of an early capacity works program – a package of value-for-money, short to medium-term solutions that include capital works such as signal enhancements – and routine operational improvements such as revisions to timetabling to defer the need for the CRR Project from 2016 to approximately 2021. The BIRS also includes delivery of the CRR Project between Yeerongpilly and Victoria Park.

The Queensland Government submitted the BIRS (both early capacity works and the CRR Project) as part its 2012 submission. Key elements of the early capacity works program have now been delivered.

1.2.2.8 Core Cross River Rail Business Case Addendum (2013)

The CRR Business Case 2011 recommended proceeding with the core of the CRR Project (10-kilometre tunnel section only) as the first stage. The core CRR Project had a significantly reduced capital spend compared to the full Reference Project 2011 while still playing a key role in achieving the required transport goals.

In March 2013, TMR developed an addendum to the CRR Business Case 2011 (the CRR Addendum). The CRR Addendum focussed on the core CRR Project. Assessment included in the CRR Addendum confirmed the core CRR Project as a viable project in its own right. The core CRR Project did not change the full reference design proposed in the CRR Business Case 2011, but rather offered a staged solution to deliver the full project, with minimal redundant works. It also indicated the core CRR Project could be delivered within the conditions of the EIS report and approvals for the CRR Project.

The core CRR Project consisted of 10 kilometres of twin single-track tunnels between Yeerongpilly and Victoria Park, four new underground stations at lower Albert Street, Roma Street, Woolloongabba and Boggo Road Urban Village and southern and northern surface works.

1.2.2.9 Bus and Train Project (BaT Project)

From late 2013, TMR, as part of an integrated project team including Projects Queensland, Queensland Rail and Brisbane City Council (BCC), developed a reference design for the BaT Project. Concurrently, an EIS process commenced, including several rounds of community consultation on the reference design.
PROJECT BACKGROUND

The BaT Project combined previous planning for the CRR Project with BCC’s Suburbs 2 City study. It proposed a bus and rail solution to capacity constraints at key inner-city locations, including the inner-city rail network, Merivale Bridge, Central Station, Cultural Centre bus precinct and Captain Cook Bridge.

The BaT Project proposed a four-kilometre integrated bus and rail link extending from Dutton Park (in the south) to Spring Hill (in the north). Passing under the Brisbane River and CBD, the BaT Project included new underground bus and rail stations at Woolloongabba, George Street and Roma Street.

The BaT Project commenced but did not complete the business case phase. It was afforded ‘threshold status’ by Infrastructure Australia in 2014.

Recent investigations have confirmed the value of a rail-only solution and the Queensland Government has selected the CRR Project as the preferred solution (see further discussion in Chapter 4: Options Analysis).

1.2.2.10 South East Queensland Capacity Improvement Project

The South East Queensland Capacity Improvement Project (SEQCI), undertaken by TMR in 2014, assessed network improvement scenarios available to meet future passenger and freight demand. The SEQCI project aimed to:

- identify infrastructure and operational options that align with, and realise, passenger and freight benefits and support efficient operations over the next 10 and 20 years
- undertake a holistic, integrated assessment of operational and infrastructure options to identify the most cost-effective, value-for-money investments for passenger and freight travel
- develop 10 and 20-year investment options for the SEQ rail system to support passenger and freight requirements
- provide the basis for the development and implementation of a 10-year rail investment strategy for the SEQ rail network (a priority initiative for TMR), having regard to the development of the SEQ rail network.

SEQCI considered infrastructure and non-infrastructure enhancements that would be required if demand for trains reached certain levels. (Strategic transport models were undertaken for 2021 and 2031.)

SEQCI provided a range of potential options to improve network capacity in the northern, southern, eastern and western rail corridors. These options all offered incremental improvements, rather than the step-change afforded by a major new infrastructure solution.

1.3 Options Assessment

Before Building Queensland commenced the CRR Detailed Business Case 2016, TMR assessed various options to meet the region’s transport needs in consultation with other Queensland Government agencies.

This options assessment drew on previous studies and analysis, as well as relevant policy documents such as the State Infrastructure Plan (SIP), SEQR and CSEQ. As required by the SIP, the assessment considered reform, network efficiency and infrastructure investment options. Options and sub-options were assessed through a multi-criteria analysis as required by the Queensland Government’s Project Assessment Framework.

Options for a solution to meet identified needs were assessed at multiple levels that considered strategic options, infrastructure investment options, rail infrastructure options and details regarding alignment, length and connection points.
The options assessment confirmed that transport services to Brisbane’s CBD are compromised, with all modes either at, or near, their effective capacity. High-capacity public transport is needed to support the inner-city economy, given the city’s spatial constraints and limits on private vehicle travel. More is required from rail given its high capacity and suitability for longer distance travel from residential areas to employment centres. Currently, rail is unable to perform its role given the limited capacity of the rail system through the heart of the network (that is, through the CBD). If left unaddressed, this will lead to delays with unacceptable costs and lost opportunities.

Options to address these challenges and issues were categorised as reform, network efficiency or infrastructure investment options. Identified reform options have been largely implemented to the extent possible.

Rail has been identified by the SIP and other strategic and planning studies as the backbone of the region’s future passenger transport system (refer to Chapter 2: Strategic Context).

New generation signalling (see Section 1.4.1) will enable the existing network to more effectively meet forecast increases in demand and, as such, was identified as the preferred network efficiency option. The CRR Project was identified as the preferred infrastructure investment option to address the investment need.

1.4 Related Projects

1.4.1 ETCS – Inner City Project

In June 2016, the Queensland Government approved the ETCS – Inner City Project to proceed to procurement. The ETCS – Inner City Project will deliver ETCS Level 2 (L2) technology within Brisbane’s inner city. The ETCS – Inner City Project is expected to become operational in 2021, bridging existing capacity constraints on the SEQ rail network and the medium-to-long term capacity benefits of the CRR Project. The signalling system will boost inner-city rail capacity by allowing trains to travel more frequently.

Introducing ETCS L2 in advance of the CRR Project will reduce implementation risks associated with bringing CRR into service by ensuring key enabling activities are completed and that stakeholders are familiar with tunnel systems (as ETCS L2 signalling must be delivered in the tunnel section).

The CRR Project delivers substantial net benefits to rail passengers and the SEQ rail network over and above the benefits delivered by ETCS L2. The scope of the ETCS – Inner City Project is the area of rail network between Northgate and Milton, including both mains and suburban lines. This encompasses the key network section through which all trains must pass and includes the railway stations of Roma Street, Central, Fortitude Valley and Bowen Hills. While the ETCS – Inner City Project will improve the network capacity in the northern and western corridors, it does not provide additional capacity to the Gold Coast and Beenleigh lines.

1.4.2 Queensland Rail Stabling Program

Additional stabling facilities are required to meet the growing demand for rail services in SEQ. The Queensland Rail Stabling Program will provide purpose-built, modern train stabling facilities across the network and increase stabling capacity to accommodate expansion of the passenger train fleet.

Well-located stabling facilities increase reliability, reduce network operating costs, improve network capacity (relieving pressures, junction conflicts and freeing up valuable track space) and ensure faster response times in case of track or train failure.
Trains return to the stabling facility at the end of service and are parked on the site throughout the night (or when they are not in use). At night, trains parked on the site are cleaned and prepared for the next day’s service. Sometimes this might include minor maintenance activities, removing waste, decanting and routine inspections.

Queensland Rail has begun delivering the first stage of this project, which includes constructing new facilities at:

- Banyo (capacity for four six-car trains)
- Elimbah (capacity for eight six-car trains)
- Robina (capacity for four six-car trains, additional to current capacity)
- Woombye (capacity for four six-car trains).

A fifth stabling facility has been constructed at Kippa-Ring (10 six-car trains) as part of the Moreton Bay Rail Link Project.

TMR is progressing planning for an upgrade to the existing Mayne Yard stabling facility.

**1.4.3 Brisbane Metro**

Brisbane Metro proposes a 21-kilometre metro system on the existing busway linking Eight Mile Plains, Royal Brisbane and Women’s Hospital (RBWH) and UQ Lakes busway stations.

It features two new high-capacity metro lines:

- Metro 1 – Eight Mile Plains busway station to Roma Street busway station
- Metro 2 – RBWH busway station to UQ Lakes busway station.

Brisbane Metro will introduce a new fleet of around 60 metro vehicles, each with the capacity to carry up to 150 passengers, which can use the busway alongside regular bus services.

Brisbane Metro will also deliver:

- a new underground metro station at the Cultural Centre
- metro services to 18 existing busway stations
- interchange opportunities at 11 locations
- conversion of Victoria Bridge to a ‘green bridge’ for metro and bus services, as well as pedestrians and cyclists
- a new depot facility for metro vehicles.

The complementary nature of Brisbane Metro and the CRR Project would help connect people to where they want to go at times they want to travel in and around the city and create options for the future. By unlocking the core of the transport network, the CRR Project and Brisbane Metro would underpin future economic, urban and social development within Brisbane, in surrounding areas and beyond. Together, they would achieve greater integration of the public transport network and higher customer demand than either solution on its own.

There is the opportunity for the Brisbane Metro Project to be configured to complement both the CRR Project and the extensive network of busways. Impacts and interdependencies of both projects were considered in the Brisbane Metro Business Case (May 2017) which was developed by BCC. For example, the
business case proposed interchange opportunities between bus, metro and rail at Boggo Road and Roma Street and avoided impacting on land in the CRR corridor, including the Goprint site at Woolloongabba.

The CRR Delivery Authority (CRRDA) is working with BCC to ensure an appropriate level of planning and coordination as the two projects are implemented.

1.4.4 Inland Rail

Inland Rail is a new 1,700-kilometre freight rail connection between Melbourne and Brisbane that avoids the congested Sydney network and travels via regional Victoria, New South Wales and Queensland. It will connect Australia’s capital cities, farms, mines and ports, creating jobs, reducing supply chain costs and making Australian exports more competitive. The Australian Government committed $594 million in the 2016-17 budget towards land acquisitions and environmental studies for the project. As part of the 2017–18 budget, the Australian Government committed to the full delivery of Inland Rail (excluding a connection to the Port of Brisbane), with an additional $8.4 billion equity investment in the Australian Rail Track Corporation.

Ultimately, the delivery of Inland Rail will increase the demand for rail freight on the SEQ rail network, particularly to the Port of Brisbane. Under the CRR Project, passenger and freight services will continue to share rail track through Brisbane, with a curfew on freight during peak passenger demand periods. This is manageable in the short to medium-term, based on existing freight forecasts and provision of minor rail infrastructure upgrades in the corridor to improve operational efficiencies.

A long-term solution for rail freight access to the Port of Brisbane will still be needed. A recent study undertaken by the Australian Rail Track Corporation concluded that the existing rail corridor to the port will be insufficient to meet long-term freight demand and investing in a dedicated route to the port will be required.