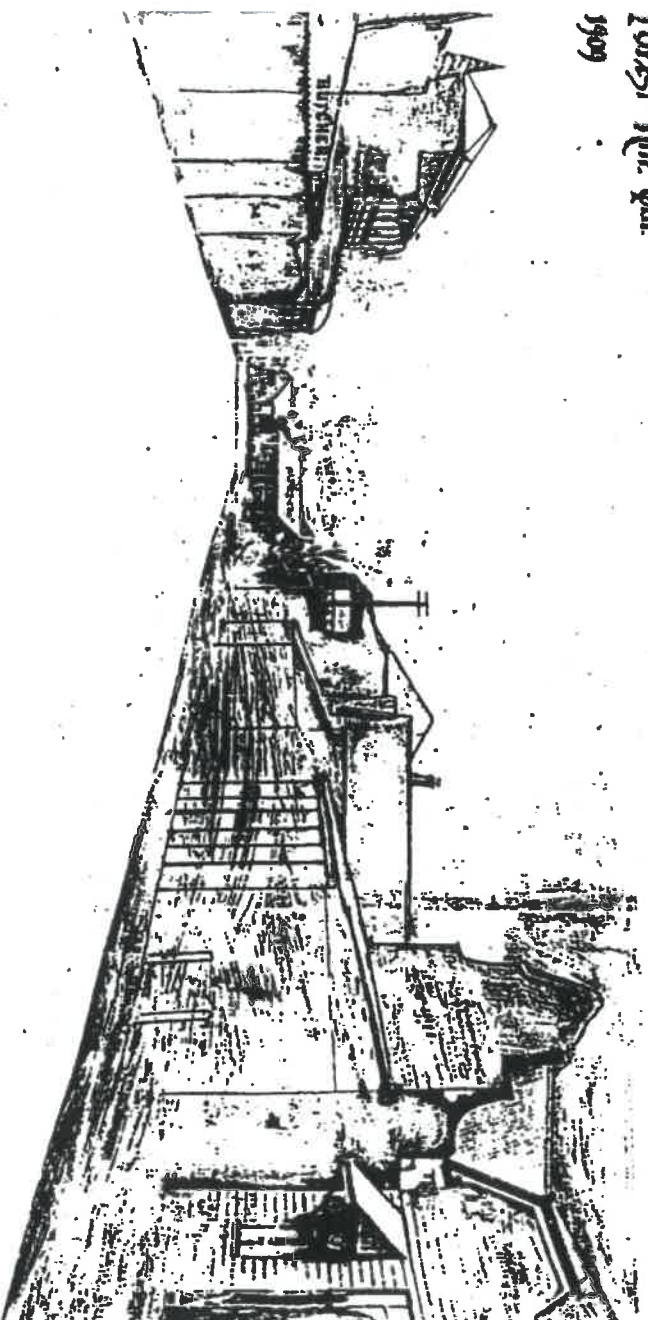


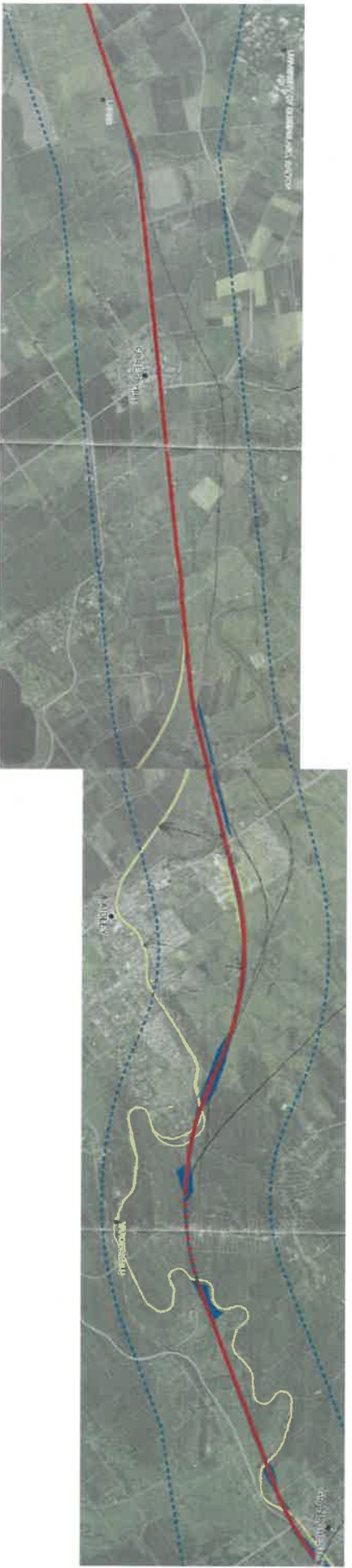
FOREST HILL COMMUNITY DEVELOPMENT ASSOCIATION INCORPORATED

Victoria St,
Forest Hill. Qld.
1909



Points of Agreement

- Construction of Inland Rail is undertaken through a Bilateral agreement between the Federal Government and the States of Vic, NSW, and Qld.
- ARTC can only explore railway route alignments in easements or land controlled and dictated by the State of Qld inside the dotted blue line.



Documented Flood Events Forest Hill and Laidley

1910 Railway line damming water and breach failure

1956 Railway line damming water

1959 Railway line damming water and breach failure

1974 Railway line damming water and breach failure

1996 Railway line damming water

2010 Railway line damming water

2011 Railway line damming water and breach failure

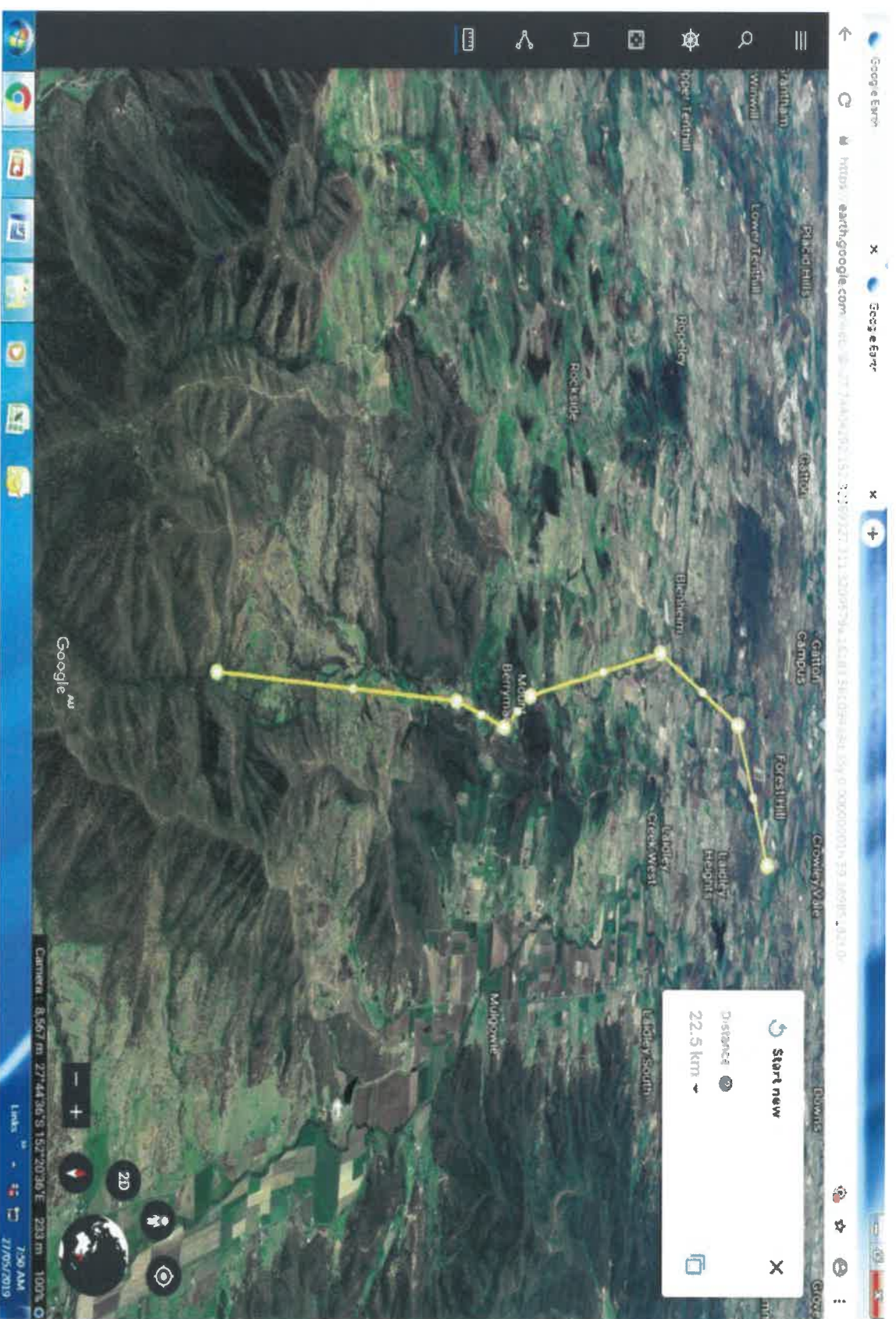
2013 Railway line damming water and breach failure

2017 Railway line damming water

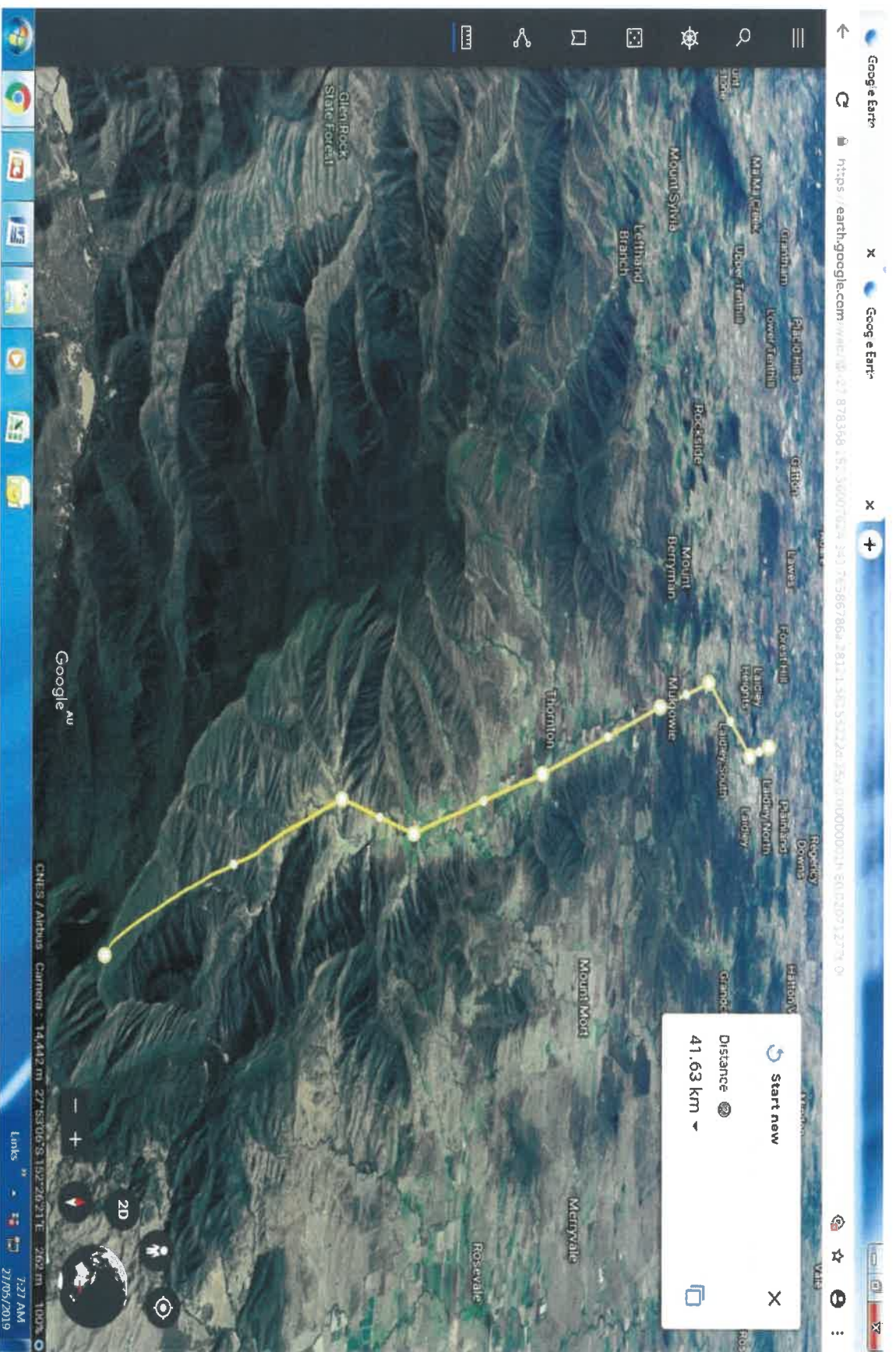
The Bilateral Agreement between Federal and State Governments

Queensland State Government Compliance:

- Sustainable Planning Act 2009
- Sustainable Planning Regulation 2009
- Infrastructure Act 1994
- State Planning Policy – Mitigating the adverse impacts of flood, bushfire and landslide



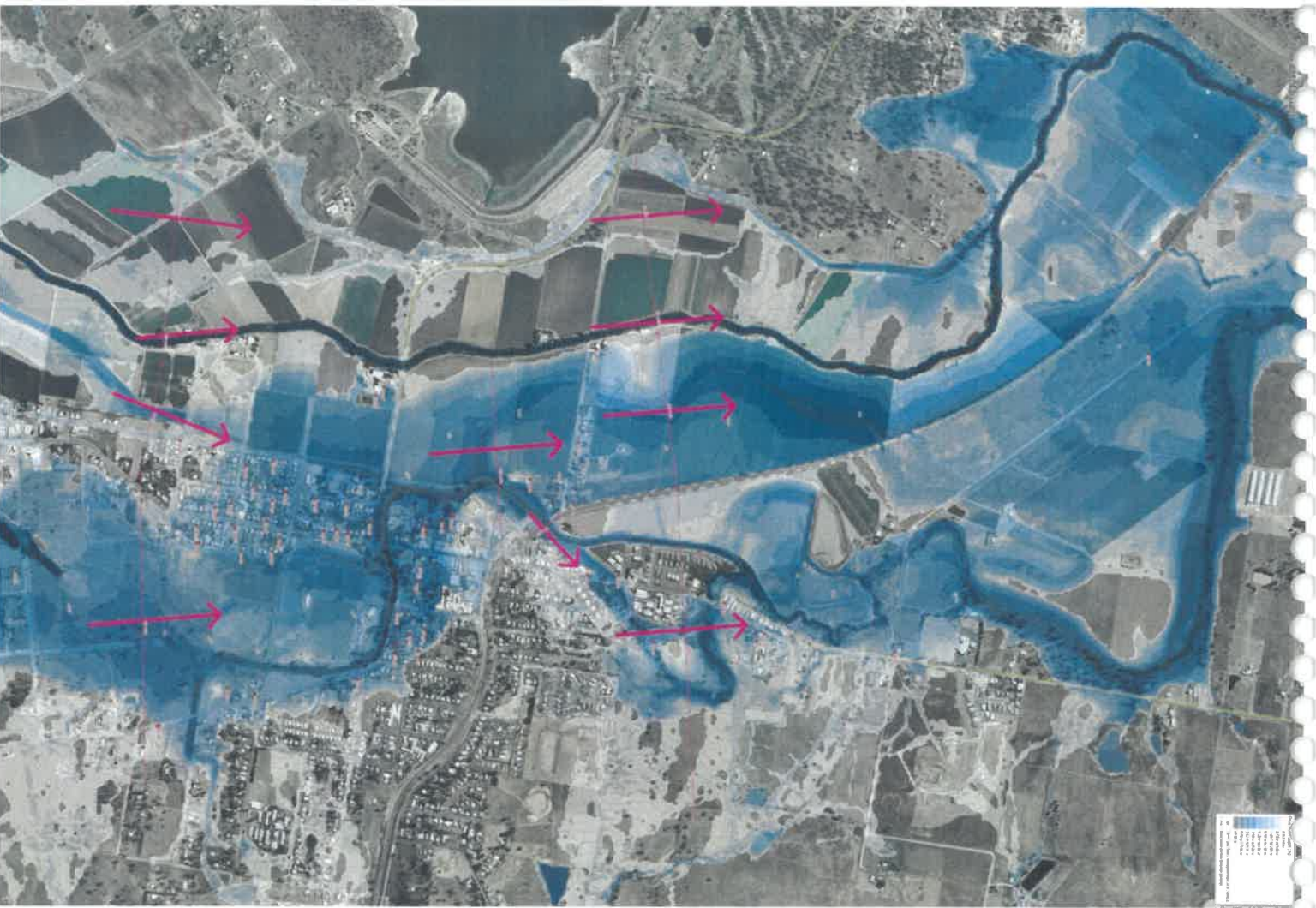
The Forest Hill / Sandy Creek catchment source is 22.5 kilometres and runs south to north



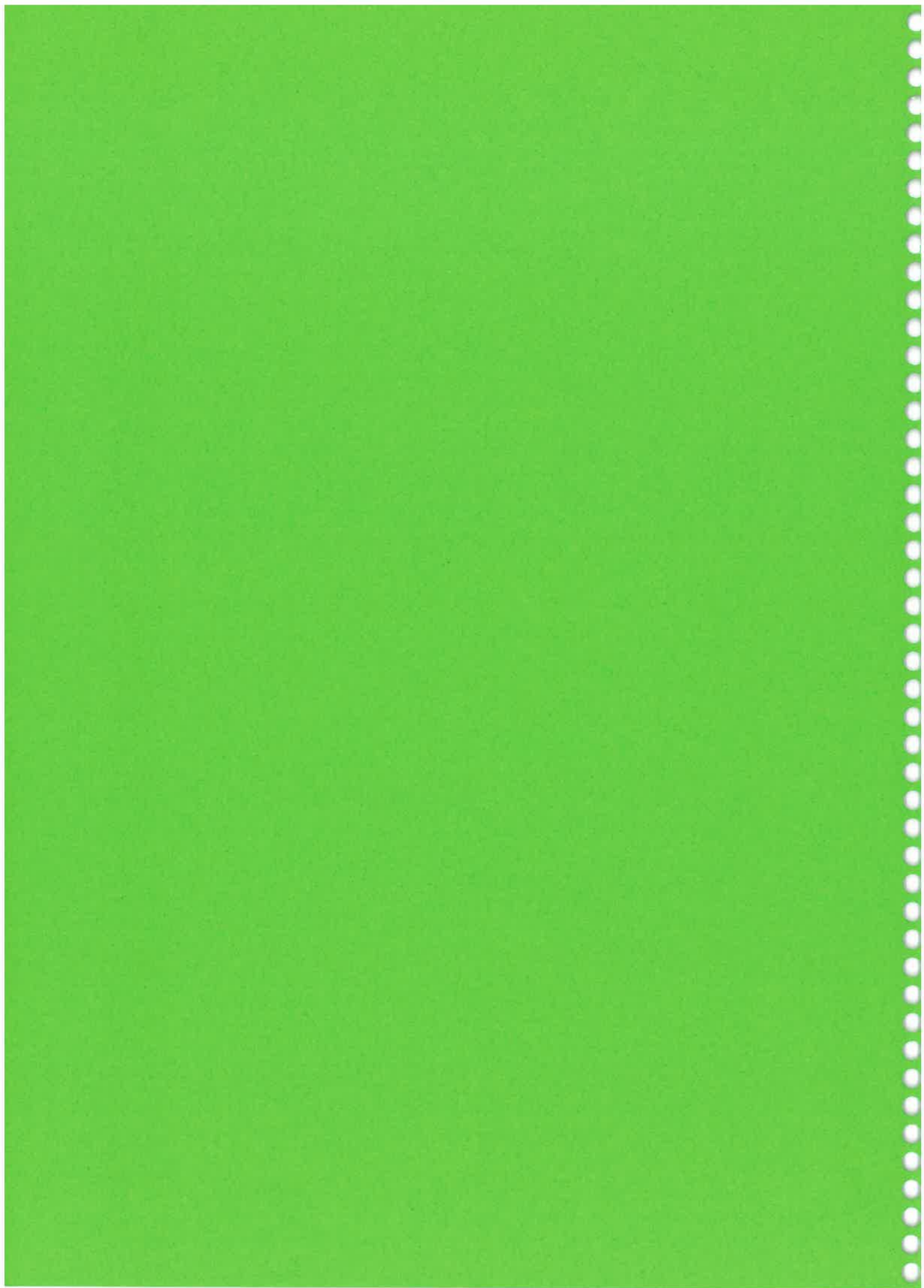
The Laidley catchment source is 41.63 kilometres and runs south of Laidley

Perspective

How much Water ?



- Forest Hill 2011: 307 cubic metres per sec
- Laidley 2013: 930 cubic metres per sec
(excludes Laidley Creek flows)
- Flood Event Average: 8.9 years
- Major Flood Event Average: 17.3 years



QFCI

Date:

11/11/11

Exhibit Number:

1013

STATEMENT OF GRAHAM MARK BROWN

Graham Mark Brown of Level 8, 295 Ann Street, Brisbane in the State of Queensland, General Manager - Network Regional in the employ of Queensland Rail Limited solemnly and sincerely affirms and declares:

Background

1. This statement is provided to the Queensland Floods Commission of Inquiry (the Commission) in response to the requirement to provide a statement to the Commission dated 11 October 2011 (the "Requirement") directed to me, Mr Graham Brown.
2. I have sought to answer each of the questions posed by the Commission in the Requirement in providing the following account.

Question 1: My role and position within Queensland Rail.

3. I have been an employee of the entity which is now Queensland Rail Limited since 1984 and the General Manager Network Regional since July 2010.
4. As General Manager - Network Regional I am responsible for asset management of the Queensland Rail Network outside the South East Queensland corner.

Question 2: The principles and processes attaching to the development of new rail network infrastructure:

5. In relation to question 2, I am informed by General [redacted] Manager Environment Queensland Rail, and verily believe that the principles and processes attaching to the development of new rail network infrastructure within Queensland Rail have a statutory basis as found in the following key laws, policies and schemes: *Sustainable Planning Act 2009* (Qld) ("SPA"), *Sustainable Planning Regulation 2009* (Qld) ("SPR"), *Transport*

Infrastructure Act 1994 (Qld) ("TIA"), State Planning Policy 1/03 Mitigating the adverse impacts of flood, bushfire and landslide ("SPP 1/03") and various local government planning schemes ("Planning Scheme").

6. In relation to questions 2(a) to 2(c) of the Requirement, I am further informed by [REDACTED] and verily believe the following matters.

Question 2(a): The applicable legislative framework, state planning instruments (including State Planning Policy 1/03) and developmental approval requirements:

7. Under SPA, development is defined to include various aspects. Two aspects are particularly relevant to land use planning and the adverse impacts of flooding: 'carrying out operational work' ("OPW") and 'making a material change of use of premises' ("MCU") (s7 SPA). Both making a material change of use of premises and carrying out operational work are further defined in SPA (s10 SPA).

8. SPA includes an Integrated Development Assessment System ("IDAS") and binds all persons including the State. Under IDAS there are various categories of development including 'exempt development' and 'assessable development'. Regulation may further prescribe assessable development as requiring code or impact assessment.

9. Development can be made assessable development either through regulation or through a Planning Scheme. Schedule 4 of SPR further defines development that cannot be declared to be development (exempt development).

10. Of relevance to Queensland Rail, exempt development includes:

- a. OPW carried out by a public sector entity authorised under a State law;
- b. OPW performed by a railway manager;

Signed:

Taken by:

c. All aspects of development associated with rail transport (or "network" in the context of this question) infrastructure as defined in Schedule 6 of TIA.

11. Exempt development is not subject to assessment under IDAS or local planning schemes.

12. Although the definition of rail transport infrastructure is broad in context,

some network infrastructure (such as maintenance facilities) are not covered by this definition. Any development of such infrastructure (an MCU) may be assessable development meaning consideration of the provisions of any relevant Planning Scheme(s) against the assessment type would be necessary as per schedule 3 SPR. Local planning schemes may often prescribe that an MCU for a "public utility" or similar definition encompassing new railway development is exempt development. If no such exemption is provided (or not adequate) proposed development may be referred for Community

Infrastructure Designation ("CID") or accepted as assessable development for referral under the local government Planning Scheme.

13. CID is currently carried out by the Minister for the Queensland Department of Transport and Main Roads ("DTMR").

14. The Coordinator-General ("CG") may declare a proposal to be a Significant Project under the *State Development and Public Works Organisation Act 1971* ("SDPWOA"). Not having the lead coordination role for transport planning in Queensland (this would normally be the DTMR), Queensland Rail is rarely the proponent of such Significant Projects and therefore, has no jurisdiction over such transport infrastructure planning. Once the CG conditions for a rail transport infrastructure Significant Project has been issued, Queensland Rail is only responsible for incorporating them into the design, construction and operations. This is via the Environmental Design Review ("EDR") and the Environmental Management Plan ("EMP") steps outlined in Queensland Rail's Environmental and Planning Processes Manual ("EPPM"). Further detail in this regard is provided at question 2(c) below.

15. Before designating land for a CID, the Minister (or a delegate) must be satisfied of certain matters as prescribed in SPA. Certain matters include, amongst others, evidence that an adequate environmental assessment has been carried out, that proper consideration has been directed to relevant State planning policies (including SPP 1/03) and relevant local Planning Schemes. An adequate environmental assessment is taken to have been carried out if it is conducted in accordance with the Queensland Government Department of Local Government, Planning, Sport and Recreation, 'Guidelines about Environmental Assessment and Public Consultation Procedures for Designating Land for Community Infrastructure' December 2006, Version 1.1 (the "Guideline"). The Guideline provides for an initial assessment report which includes an assessment of the environmental effects of development for the proposed community infrastructure and ways proposed for managing those effects. This involves a consideration of a check list to the Guidelines set out in schedule 2 which in the present case includes reference to natural hazards and specific reference to SPP 1/03.
16. If none of the above exempt development triggers apply and development is assessable development under a planning scheme, then Queensland Rail will provide assessment reports and mitigation in accordance with the assessment manager requirements, including requests for further information.
17. If development of new rail infrastructure is declared to be exempt development under the above statutory mechanism, Queensland Rail undertakes its own environmental assessment process. This process is intended to identify and assess both environmental and planning risks, including natural hazards, and propose ways to ensure they are adequately managed.
18. These processes are described in further detail below. Rail transport (or in this context "network") infrastructure development can also be declared as a CID and therefore, an exempt development for the purpose of a Planning Scheme. Chapter 5 of SPA provides a clear description of the process required for a CID - for which "railway lines, stations and associated facilities" and

"miscellaneous transport infrastructure under the Transport Infrastructure Act..." are identified as community infrastructure.

19. Further detail around Queensland Rail's assessment processes is provided in Section 2(c) of this Statement.

20. It should be noted that in some instances the DTMR, in its capacity as leader in the role for transport planning, may undertake the first stages of environmental assessment prior to handing over to Queensland Rail for design and construction.

Question 2(b): The types and sources of information relied upon to assess whether the development is taking place on flood-prone land:

21. Schedule 2 to the Guideline identifies key sources of advice or information in relation to flood prone land. Enquiries with the relevant local councils including review of any available local mapping or assessment report, is also utilized, as appropriate, as a reliable basis for determining whether development will occur on land subject to inundation in a flood of less magnitude than a 1% Average Recurrence Interval flood ("ARI").

22. Queensland Rail's internal assessment process also considers local planning schemes, including flood mapping, and all available historical corporate knowledge. If the development in question is adjacent to an existing railway, Queensland Rail's available flood history data will also be used.

23. As a standard design requirement, Queensland Rail utilises best practice drainage manuals (e.g. Main Roads Design Manual, Australian Rainfall and Runoff 2007 ("AR&R"), Queensland Urban Drainage Manual ("QUDM")) as acceptable hydrological modelling methodologies and as sources of performance criteria.

24. In relation to question 2(c), I am further informed by Ms Moss, and verily believe the following matters.

Question 2(c): The means of assessing the likely effects of the new rail network infrastructure on any adjacent communities (particularly as to any increased risk of flooding) and the measures employed to address these effects):

25. Queensland Rail assesses likely effects associated with new rail infrastructure utilising the environmental assessment requirements established via the CID process or its own internal assessment process.
26. Responsible Project Managers refer projects to resources within Queensland Rail's Environment and/or Property sections for environment and town planning advice and subsequent assessment. The requirement for assessment may be outsourced to suitably qualified and experienced consultants, particularly where detailed studies may be required.
27. The EPPM describes the framework and processes for assessment, managing and mitigation of environmental and planning impacts and requirements, including statutory approval requirements. EPPM provides for a series of phases, summarised as:
- a. Preliminary assessment (initial scoping);
 - b. Detailed studies;
 - c. Design review (including compliance checks);
 - d. Construction Environmental Management Planning; and
 - e. Operational Environmental Management Planning.
28. A flow diagram depicting the process is shown at Figure 1 (page 0.5 of 5) of the EPPM. A full copy of the EPPM is at **Annexure 1** hereto.
29. The intent of EPPM is that risks, such as flooding, will be flagged for subsequent detailed assessment (including hydro geological studies if necessary) and detailed design by qualified engineers. Each phase of the environmental and planning assessment requires flooding impacts, along with many other matters, to be considered and as necessary triggers further assessment and mitigation through design, construction or operation.

30. In relation to question 2(d), I am informed by [redacted] Principal Engineer – Civil & Structures Queensland Rail and verily believe the following matters.

Question 2(d): The means of achieving or maximising the flood immunity of the new rail network infrastructure (including relevant engineering or design standards and features) and any constraints upon the use of these means.

Constraints

31. Major expenditure associated with the development of new rail network infrastructure ("RNT") with a view to improving flood immunity of the network is limited by the amount of funding available to Queensland Rail either through its own recurrent capital works program or by additional monies made available by the Queensland Government for infrastructure upgrades.
32. It is conceivable that the entire Queensland Rail network could be made flood free but the cost of achieving that outcome is beyond any reasonable expectation of expenditure by the Queensland Government.
33. Queensland Rail works with the Queensland Government in balancing its priorities for new works against available funding to achieve the best possible outcome for Queensland Rail's stakeholders.
34. Queensland Rail routinely undertakes a cost/benefit analysis in determining how it approaches the prioritization of new infrastructure projects taking into account such things such as customer/staff safety and the economic benefits likely to flow from the proposed infrastructure.

Principles

35. In relation to a new RNI designed to be either "flood free" or "flood proof":
a. When constructing new RNI, Queensland Rail adopts the principle that wherever possible, RNI should be above the Q100 flood level height.

Queensland Rail classifies RNI built above Q100/1% ARI as "flood free".

b. Where it is not cost effective to achieve flood free status for the construction of new RNI, Queensland Rail, to the greatest extent possible, designs the new RNI to make it "flood proof". From Queensland Rail's perspective, "flood proof" means that although the RNI may be over-topped during major flood events, that infrastructure is quickly and easily re-commissioned as it was designed to withstand the water flows associated with a range of flood events.

c. When designing new RNI to be either flood free or flood proof, Queensland Rail and its external consultants refer to the industry standard document for engineers namely the "Australian Rainfall and Runoff – A Guide to Flood Estimation" produced by the Institute of Engineers Australia ("AR&R"). The AR&R provides Australian engineers/designers with the best available information on design flood estimation.

36. Queensland Rail adopts design principles such that bridges, culverts, pipes and other water crossings are designed so that they:

- a. allow appropriate water flows to minimize afflux upstream and scouring downstream; and
- b. are resistant to damage notwithstanding high water velocities during times of extreme flooding.

- i. An example of the types of design principles adopted by Queensland Rail and its consultants in improving the flood immunity of the rail network is the Australian Standard for Bridge Design (AS5100.1 – 2004) ("AS-5100"). Attached at Annexure 2 hereto is an extract of that standard relating to waterways and flood design.
- ii. The AS-5100 states that a range of factors shall be taken into account by bridge designers. Queensland Rail, in its design

briefs adopts AS-5100 and takes into account those factors

including:

- A. The serviceability requirements of bridges, including frequency and duration of submersion by floods and the level of community dependency on the link;
- B. The serviceability requirements of the surrounding land. Land usage requirements will determine the permissible levels of afflux during floods;

- C. The serviceability requirements of the bridge, which shall remain structurally sound under the design serviceability flood effects. The effects of debris are also considered; and

- D. The strength and stability of the bridge structure, which shall not collapse under any flood up to and including the "design ultimate limit state flood effects, including debris and scour".

37. In relation to flood resistant track design, where new RNI is installed, track design incorporates various features seeking to make the track resistant to water damage (e.g. the utilisation of gabions (rock filled baskets) and flood rock (large boulders)) which are designed to keep the track and ballast in place when the track is subject to scouring caused by flooding.

Processes

38. In relation to project prioritisation:

- a. Queensland Rail has an ongoing program for the planning and prioritization of new projects. Queensland Rail works with the Queensland Government and DTMR in determining which projects are of the highest priority having regard to budgetary constraints.

39. In relation to processes for major projects:

41. In relation to questions 3, I am advised by Ms Moss and verily believe that:

rail network infrastructure:

Question 3: The principles and processes attaching to the betterment of existing

- b. Queensland Rail adopts the same design requirements and specifications as those imposed on external consultants in relation to substantive minor projects and in particular undertakes internal flood modeling adopting the AR&R in determining the flood immunity of the proposed upgraded railway infrastructure.
- a. Queensland Rail usually undertakes the design of minor projects internally; and

40. In relation to processes for minor projects:

- E. all major works are required to include an environmental impact statement which also takes into account flooding issues.
- D. any bridges are required to be designed in accordance with AS-5100; and
- C. consultants are required to design all new infrastructure taking into account the AR&R; specifications for the flood protection of embankments; Attached at Annexure 3 is Queensland Rail's standard design requirements to enhance flood immunity.
- B. the requirement to adopt Queensland Rail's specified design requirements to enhance flood immunity.
- A. the required level of flood immunity;
- i. The consultant's brief on new projects specifies a range of design criteria including:
- a. On major projects, Queensland Rail usually engages external consultants (including engineers) to assist in designing the project to meet Queensland Rail's required standards.

a. The principles and processes attaching to the betterment of existing rail network infrastructure are the same as the principles and processes identified in answer to question 2 above.

b. Schedule 4 of SPR specifically declares all aspects of development for transport infrastructure as not assessable development of a particular type under local government planning schemes and/or IDAS.

42. In relation to question 3(a) and 3(b), I am further advised by Ms Caroline Moss and verily believe as follows.

Question 3(a): The applicable legislative framework, state planning instruments (including State Planning Policy 1/03) and development approval requirements:

43. In relation to question 3(a), the applicable legislative framework to betterment, including upgrades and maintenance to existing infrastructure is broadly the same as detailed in question 2(a) above.

Question 3(b): The means of assessing the likely effects of the upgrade, including during construction, on any adjacent communities (particularly as to any increased risk of flooding) and the measures employed to address these effects:

44. The means of assessing likely impacts associated with the betterment of the rail infrastructure are consistent with that detailed in response 2(b) above.

45. Being more aligned to maintenance and upgrades, betterment of rail transport (or in this context, "network") infrastructure however is considered to be a more standard on-going requirement for a rail manager.

46. As noted above at paragraph 10, OPW carried out by Queensland Rail as Railway Manager is exempt development and is not subject to assessment under IDAS or local planning schemes. However, the EPPM process is broadly followed by Queensland Rail in the case of any substantive OPW/upgrade works, including preliminary assessment, detailed studies (if required), construction management planning, assessment and management.

47. Potential environmental issues associated with betterment are more so addressed through organizational risk assessments, procedures, tools and training. Regardless, key to such risk assessments is to demonstrate compliance with legislative and policy obligations. This reflects the differences in legislative/approval triggers for betterment of existing infrastructure compared to new development as outlined in question 2 above. Assessment and management is also provided for by a variety of guidelines and codes rather than formal approvals, an example being the Queensland Department of Environment & Resource Management's ("DERM") *'Guideline - Activities in a watercourse, lake or spring carried out by an entity'* as provided for under the *Water Act 2000*.
49. Similarly to that which is described in the response to question 2(c) above, requirements stemming from assessment or standard procedures feed into detailed design by qualified engineers.
50. In relation to question 3(c), I am advised by [REDACTED] and verily believe the following:

Question 3(c): The means of achieving or maximising the flood immunity of the rail network infrastructure to be upgraded (including relevant engineering or design standards and features) and any constraints upon the use of these means.

Constraints

51. Expenditure on the upgrading existing rail network infrastructure is limited in the same way as expenditure for new RNI (see paragraphs 31 to 34 above).

Principles

52. The principles attaching to the betterment of existing rail network infrastructure with respect to the means of achieving or maximizing the flood immunity of rail network infrastructure are the same as those specified at paragraphs 35 to 37 above.

53. That is, all substantive "betterment" works adopt the same design principles and processes during the course of any upgrade works to existing RNI as is adopted for new RNI.

Processes

54. Once again, the processes to be applied in the upgrading of existing RNI include all of those mentioned at paragraphs 38 to 40 above, but also utilise the following further processes:

- a. Structure and track monitoring programs
- i. Queensland Rail's safety programs includes a structure monitoring program which is recorded in the document titled "Civil Engineering Structures Standard Module 1 – Structure Monitoring – SAF/STD/0080/CIV" ("Structure Monitoring Module"). A copy of this document is provided at Annexure 4 hereto.
- ii. This document is a key safety document within Queensland Rail's operations as it sets out the expected standards for:

A. monitoring;

B. assessing condition; and

C. actioning repairs;

for Queensland Rail's civil infrastructure over and adjacent to its tracks.

- iii. The Structure Monitoring Module sets out in detail things such as:

A. the monitoring processes (see section 1.2);

B. a register of hazard locations (see section 1.3.5);

- Monitoring Module requires the Rail Infrastructure Manager to, its State-wide track inspection program. Queensland Rail's Structure determine increased impacts from non-adjacent developments through without Queensland Rail's knowledge. Queensland Rail seeks to
- c. Sometimes new development can occur many kilometers upstream of the existing RNI.
- b. Wherever possible, Queensland Rail seeks to be consulted on any proposed new development works that are taking place adjacent to Queensland Rail RNI. Queensland Rail endeavors to liaise with the approving authorities and the developer of adjoining developments to try to achieve an acceptable outcome in preserving the flood immunity to reduce the flood immunity of RNI.
- a. Some of Queensland Rail's rail infrastructure was designed and constructed in the 19th century. This older infrastructure is subject to changing external conditions and development that have the potential to reduce the flood immunity of RNI.
55. Assessment of surrounding development:
- for flood openings (section 1.9).
- F. the requirement to inspect culverts, pipes, drains and etc (section 1.6.3D); and
- a danger during flooding, debris endangering structures the existence of live or dead trees which may constitute such as inspections for silting, scouring or erosion from for factors that may increase the likelihood of flooding
- E. the requirement to undertake under-bridge inspections inundations (section 1.4.3);
- D. the requirement for more frequent inspections during times where this is a greater potential for washouts or (see section 1.3.7);
- C. the requirement to report infrastructure irregularities including those associated with damage caused by flood

Monitoring Module requires the Rail Infrastructure Manager to, its State-wide track inspection program. Queensland Rail's Structure determine increased impacts from non-adjacent developments through without Queensland Rail's knowledge. Queensland Rail seeks to

(amongst other things) identify and report areas of RNI which have been subjected to changed conditions during time of flood and heavy rainfall and are at risk during floods or heavy rain events.

d. As a result of that ongoing track inspection program, any areas of track that are subject to increased risks during heavy rainfall events are programmed for upgrades where appropriate.

56. In relation to question 4, I am advised by Mr Phillips and verily believe as follows.

Question 4: In relation to any design features employed to protect rail network infrastructure from the effects of flooding, the processes by which the adequacy of these features is assessed and their effectiveness maintained.

Maintaining effectiveness

57. Once again, I refer to the State-wide track inspection programs undertaken by Queensland Rail. Of particular relevance is the Structure Monitoring Module discussed above at paragraph 54(a). Some of the means to maintaining the effectiveness of rail network infrastructure are as follows:

- a. Inspections prior to the flood season:
 - i. Queensland Rail undertakes a recurrent program of inspecting its infrastructure which is at risk during flooding and major rain events prior to each wet season. Queensland Rail undertakes various activities including:
 - A. debris removal; and
 - B. assessment of sediment build up,

to determine where there is an increased risk of restrictions to water flows which may impact on the flood immunity of Queensland Rail RNI.

b. Post flood works:

Signed:

Taken by:

After a high rainfall or flood event has occurred, Queensland Rail will be informed by its regional managers and inspection crews as to the location of risk areas to RNI and any recommendations as to upgrading of various Queensland Rail flood management infrastructure.

Assessing effectiveness

58. As mentioned earlier, Queensland Rail staff across the State are required to undertake regular and detailed monitoring of RNI during heavy rainfall and flood events with a view to assessing the adequacy of that infrastructure in maintaining flood immunity. Where certain infrastructure is reported as not adequately coping with rain and flooding events, recommendations are made to Queensland Rail management for appropriate infrastructure upgrades which are then prioritized into the Network Maintenance Plan or the Capital Plan if considered appropriate.
59. In relation to questions 5 and 6 below, I have been informed of the information provided in relation to the South East Queensland Network by [REDACTED] Acting General Manager Network South East Queensland, [REDACTED] Queensland Rail, and I verily believe those matters.

Question 5(a): Any works undertaken subsequent to the rail network being submerged in the 2010/2011 floods (with specific reference to Rockhampton and Emerald), including whether those works incorporated any measures to improve the flood immunity of the network at the relevant locations and if there were such measures, the nature of those measures and the expected improvements in the level of flood immunity:

60. What was significant about the 2010/2011 flood event was the scale of the inundation in Queensland. The flood event as it eventuated in Brisbane, and in particular, in the Lockyer Valley (including Toowoomba and Grantham) were events the like of which Queensland Rail had rarely seen before. However, in Regional Queensland the particular instances of Regional flooding were not exceptional or unknown to Queensland Rail. Rather, it was the fact that the



- entirety of Regional Queensland was flooded at the same time that was exceptional rather than the level of flooding in any particular area.
61. Queensland Rail expects and prepares for flooding of parts of its Regional infrastructure on a semi-regular basis. This meant that it was a matter of business-as-usual for Queensland Rail to attend to Regional rectification works after the floods and to restore the Rail Network to operational status. The reparation works required in this instance were much more widespread than in a usual wet-season, with flooding experienced across the whole Network, but the repairs themselves were completed in a business-as-usual fashion.
62. The main issue for Queensland Rail in and around Brisbane was the protection of assets such as electrical equipment and signal boxes rather than inundation of railway lines.
63. A detailed description of the works that were undertaken in Regional and South East Queensland subsequent to the Rail Network being submerged in the 2010/2011 floods is attached at Annexure 6 hereto.
64. The works undertaken by Queensland Rail subsequent to the floods incorporated measures to improve flood immunity as follows:
- a. Measures to enhance "flood proofing" of RNI were taken where possible to enhance the ability of the network to emerge from any future inundation unscathed or with minimal damage. This was done in accordance with Queensland Rail policies as discussed at answers to questions 2 and 3 above;
- b. The Network was restored to the same "flood-free" status as before the floods but, as discussed above in relation to question 2(d), making the entire Network "flood free" is not presently viable for budgetary reasons; and
- c. As noted specifically in Annexure 5, some assets have been relocated to higher ground to protect them from future flood events, particularly in the Brisbane metropolitan area.

Works undertaken to improve flood immunity at Rockhampton

65. In relation to the Rockhampton (Rocklands) to Mackay Corridor, specifically at Yamba to Glen Geddes, Queensland Rail did not identify that any measures were required to improve flood immunity. Rather, Queensland Rail undertook works to restore the railway line to operational function as quickly as safely possible (see item 10 at **Annexure 6** hereto). The dominant concern of Queensland Rail in the aftermath of a flood event is always to recommence the supply of emergency supplies and other life essentials as soon as it is safe to do so.

Works undertaken to improve flood immunity at Emerald

66. In relation to Emerald, Queensland Rail recognised that due to altered land use over a period of time, including an increase in agricultural farming and the use of drains in this area as irrigation channels, the water discharge in this area had been altered. As a result, Queensland Rail has:

- a. installed ten (10) additional pipes to carry excess water. The reason for the installation of the pipes is to increase the natural water flow during floods under the rail line to prevent a back flow of water over the rail line (causing scouring); and

- b. is consulting with the Central Highlands Regional Council in relation to flood modelling, drainage design and evacuation plans.

67. Queensland Rail recognised that there was a need for upgraded drainage in the area and acted accordingly. In addition, Queensland Rail is consulting with the Central Highlands Regional Council in completing its hydrological study into the local area and will act in accordance with the results of this study when made available.

Question 5(b): If there were no such measures, the reasons why not.

68. At Queensland Rail we try to manage the network to be flood free, but this is impractical in all cases. Therefore, we manage the rail network so that it can

be inundated with water during a flood event, but when the waters recede, the rail Network line can be made operational in a short period of time. This is the difference between having a "flood free" and a "flood proof" network. A "flood free" network would mean that the railway line is totally immune from flooding. An example of a "flood free" network is the Brisbane Airport line which is raised on concrete pillars far above the floodplains. For the reasons expressed above, it is not viable for Queensland Rail in a budgetary sense to convert the whole of its network to "flood free" status. It is viable however, for Queensland Rail to seek to "flood proof" its network. A rail line that is "flood proof" can be restored to operational capacity quickly after a flood event with only minor works undertaken (for example, it may be necessary to remove flood debris from the railway line, repair scouring and resurface tracks). Queensland Rail has an ongoing practise of "flood proofing" its network as best as possible as inspections and maintenance take place in the usual course.

69. In my opinion, it would not be practical in Queensland to have a "flood free" network as the North Coast Line runs up the Coast along floodplains between the Great Dividing Range and the sea. To raise this line in order to "flood free" it would be cost prohibitive.

70. Other than the flood immunity measures outlined in paragraph 66 above, Queensland Rail did not identify a need to make specific improvements to its rail infrastructure in Regional Queensland as a result of the 2010/2011 floods. This situation is however being continually reassessed.

71. Queensland Rail did not identify a need to make improvements to its track infrastructure in the Brisbane/Metropolitan Region as a result of the 2010/2011 Flood event. We did as discussed above, identify that there were certain assets that could be better protected from future flood events. Further consideration for asset plans is continuing.

Question 6(a): Any works undertaken where the rail network was damaged or destroyed in the 2010/2011 floods (with specific reference to the North Coast

Line at Yamba – Glen Geddies and the Toowoomba Range Line at Spring Bluff), including whether those works incorporated any measures to improve the flood immunity of the network at the relevant locations and if there were such measures, the nature of those measures and the expected improvement in the level of flood immunity:

72. As discussed above, Annexure 6 contains a detailed review of the works undertaken by Queensland Rail to repair damage to the network subsequent to the floods. With the exception of the Toowoomba Range line, Queensland Rail's network was not destroyed and it was a matter of business-as-usual for Queensland Rail to repair damage and restore lines to operation status. To a large extent, the speed with which Queensland Rail was able to restore its lines to operational status was a testament to:

- a. the expertise and capacity of its local experts; and
- b. its practise of "flood proofing" rail lines where possible.

73. As discussed above, the restoration of the North Coast Line at Yamba – Glen Geddies was a matter of business as usual for Queensland Rail. The line here was not destroyed but damaged and repaired by Queensland Rail.

Works undertaken to improve flood immunity on the Toowoomba Range line

74. Unlike the flooding in the rest of the State, the flooding in the Lockyer Valley was exceptional, and Queensland Rail did not operate on a business-as-usual basis. The Toowoomba Range line was significantly destroyed by the floods. The focus for Queensland Rail was to safely but urgently restore the Rosewood to Toowoomba line to active service because many of its mine customers utilise this line to transport coal to port for shipping. The line was restored to operational status within 12 weeks which was an exceptional result. Some observers had suggested that it could take many months to repair. Attached at Annexure 6 is a copy of a presentation I gave in relation to the significant scope of work completed by Queensland Rail on the Toowoomba Range Line and the results achieved.

76. The extensive repairation works undertaken to the railway line in the Lockyer Valley did not fundamentally improve the flood immunity of the line. Rather, the works undertaken restored the line to its existing status prior to the floods. Flood flows however would be enhanced through all drainage structures due the waterways being cleaned. The reason flood immunity measures were not enhanced whilst the line was restored was the need for a detailed study to be undertaken and consultation with the greater Lockyer Valley community in relation to flood mapping and land use.
77. Queensland Rail is now participating in a whole of community study in the Lockyer Valley (the Lockyer Creek Flood Risk Management Study that is being carried out by SKM) as to the effects of the flooding of the Lockyer Creek on the Lockyer Valley. An outcome of this Study will be to understand the impact of rail and other infrastructure on flooding and to identify whether future amendments need to be made to any regional infrastructure in order to mitigate future flood events. It is important that this is done as a whole of community study because one of the issues for Queensland Rail is that a railway line is a static piece of infrastructure and that amendments and changes to the use of land surrounding a rail line over the years after the rail line's construction will often have a significant impact upon flooding in the local area. For example, agricultural land use, irrigation of agricultural crops, housing, residential and commercial developments, land clearing and other land uses all have an impact upon the flow of water across land. Changes to railway drainage structures are best done in consideration of the full network of waterways on a floodplain.
78. As above, the only part of Queensland Rail infrastructure that was destroyed as a result of the floods was the Toowoomba Range line and the damage that occurred here was largely a result of scour caused by extreme water flows. The difficult terrain on the range makes it virtually impossible to design for such extreme weather events. Some waterways were enhanced during the

Question 6(b): If there were no such measures, the reason/s why not.

THOMAS WILLIAM COGHILAN
525 Collins Street, Melbourne
An Australian Legal Practitioner within the
meaning of the Legal Profession Act 2004

Solicitor



Deponent

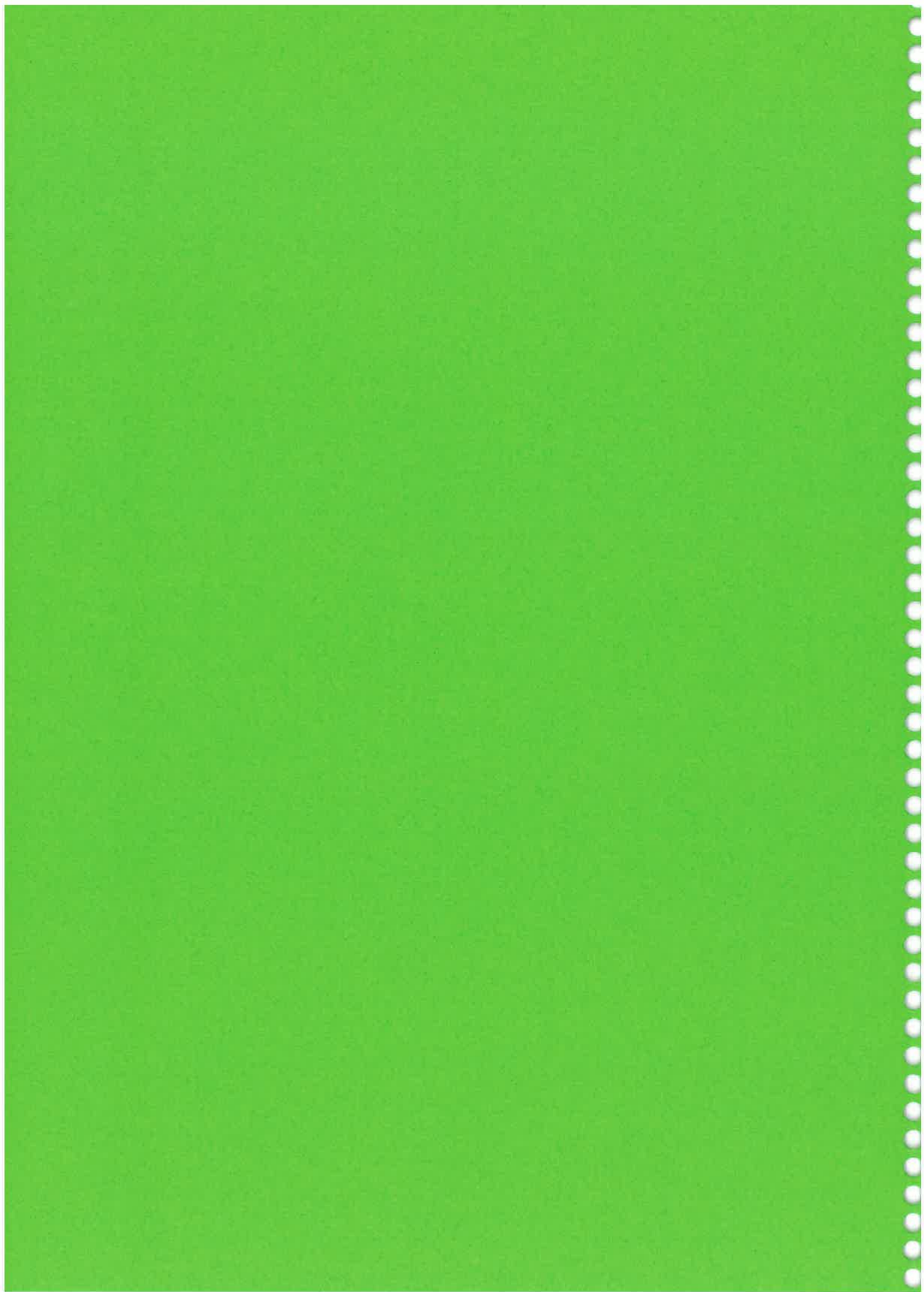


Signed: .

At Melbourne in the presence of:

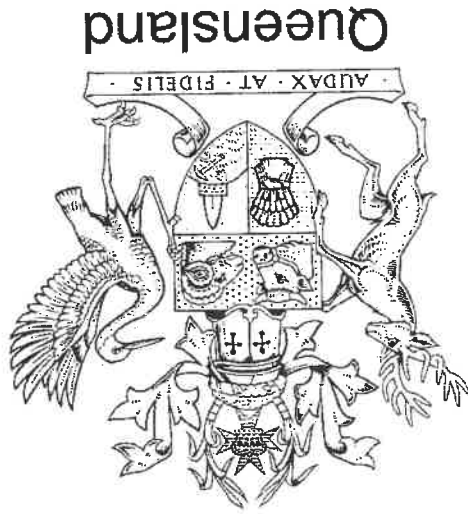
Affirmed by Graham Mark Brown on 18 October 2011

79. extensive rebuild, all were cleaned out and in many cases protection was improved. Once the Lockyer Creek Flood Risk Management Study is completed Queensland Rail will reassess any steps which may be taken to improve the level of flood immunity.
80. All the facts and circumstances herein deposed to are within my own knowledge save such as are deposed to and from information only and my means of knowledge and sources of information appear on the face of this my statement.



Transport Infrastructure Act 1994

Current as at 1 October 2017



Queensland

258B Guidelines for ss 258–258A

- (1) For the purposes of sections 258 and 258A, the chief executive may make guidelines to which a person must have regard when—
- (a) planning for, or carrying out, development under the Planning Act; or
- (b) making changes to the management of a local government road.
- (2) The chief executive must give a copy of the guidelines to each local government affected by the guidelines.

259 Fencing new railways

- (1) A railway manager need not contribute to the fencing of any part of the boundary of land that is—
- (a) a future railway; or
- (b) acquired for a widening or deviation of a railway.
- (2) Subsection (1) does not apply if—
- (a) the land acquired was substantially fenced; and
- (b) the railway's presence may make the fencing ineffective.

260 Works for existing railways

- (1) This section applies—
- (a) while a railway existing at the commencement (the *existing railway*) continues to be operated as a railway; and
- (b) to the owners and occupiers of land next to the existing railway (the *neighbouring land*).
- (2) The relevant railway manager must, within a reasonable time, construct and maintain—

- (a) works that are necessary to make good any interruptions caused by the existing railway to the use of the neighbouring land; and
- (b) works that are necessary to—
- (i) separate the existing railway from the neighbouring land; and
 - (ii) protect the stock straying from the neighbouring land onto the railway; and
 - (c) sufficient works to ensure the neighbouring land's drainage is as good, or nearly as good, as it was before the existing railway was constructed.
- (3) The relevant railway manager may satisfy its obligation under subsection (2)(b) by constructing and maintaining a fence of substantially similar quality to any fence around the neighbouring land when the railway was constructed.
- (4) This section does not require the relevant railway manager to—
- (a) construct or maintain works in a way that would prevent or obstruct the use of the existing railway; or
 - (b) construct or maintain works for owners or occupiers who agreed to receive, and have been paid, compensation in place of the works; or
 - (c) construct or maintain works for a change of use of the neighbouring land by its owner or occupier.
- (5) The Land Court must decide any dispute about the adequacy of works or maintenance under this section.
- (6) If the owner or occupier of neighbouring land considers that works carried out under this section are insufficient for the convenient use of the land, the owner or occupier may, with the relevant railway manager's agreement, carry out further works at the owner's or occupier's expense.
- (7) The relevant railway manager may, by written notice given to the owner or occupier, require the further works to be carried out—

- (a) under the supervision of a person nominated by the relevant railway manager; and
- (b) according to plans and specifications approved by the relevant railway manager.

(8) The relevant railway manager must attempt to keep the cost of the further works to a reasonable level.

(9) Until the relevant railway manager carries out the works mentioned in subsection (2), the owner or occupier of the neighbouring land, and their employees and agents, may cross the existing railway next to the land with vehicles and livestock.

(10) The crossing must be made directly, and in a way that is safe and does not damage or obstruct the railway.

(11) However, subsection (9) does not apply to an owner or occupier who agreed to receive, and has been paid, compensation in place of the works.

(12) A person must shut and lock a gate set up under this section at either side of an existing railway as soon as the person, and any vehicles or livestock in the person's care, have passed through the gate.

(13) Maximum penalty for subsection (12)—10 penalty units.

In this section—

change of use, of the neighbouring land, means a change of the use (the *new use*) of the land, if the new use would result in works that would have been required to be carried out under this section in relation to the previous use of the land being insufficient for the convenient new use of the land.

relevant railway manager means the railway manager for the existing railway.

262 Application of Land Act 1994

- (1) The following sections of the *Land Act 1994* do not apply to a lease of existing rail corridor land, new rail corridor land or

Current as at 12 September 2019

Transport Infrastructure Act 1994



258B Guidelines for ss 258–258A

- (1) For the purposes of sections 258 and 258A, the chief executive may make guidelines to which a person must have regard when—
 - (a) planning for, or carrying out, development under the Planning Act; or
 - (b) making changes to the management of a local government road.
- (2) The chief executive must give a copy of the guidelines to each local government affected by the guidelines.

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- (1) A railway manager need not contribute to the fencing of any part of the boundary of land that is—
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- (1) This section applies—
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 - (b) to the owners and occupiers of land next to the existing railway (the *neighbouring land*).
- (2) The relevant railway manager must, within a reasonable time, construct and maintain—

- (a) works that are necessary to make good any interruptions caused by the existing railway to the use of the neighbouring land; and
- (b) works that are necessary to—

- (i) separate the existing railway from the neighbouring land; and
- (ii) protect the stock straying from the neighbouring land onto the railway; and

- (c) sufficient works to ensure the neighbouring land's drainage is as good, or nearly as good, as it was before the existing railway was constructed.

- (3) The relevant railway manager may satisfy its obligation under subsection (2)(b) by constructing and maintaining a fence of substantially similar quality to any fence around the neighbouring land when the railway was constructed.

- (4) This section does not require the relevant railway manager to—

- (a) construct or maintain works in a way that would prevent or obstruct the use of the existing railway; or
- (b) construct or maintain works for owners or occupiers who agreed to receive, and have been paid, compensation in place of the works; or

- (c) construct or maintain works for a change of use of the neighbouring land by its owner or occupier.

- (5) The Land Court must decide any dispute about the adequacy of works or maintenance under this section.

- (6) If the owner or occupier of neighbouring land considers that works carried out under this section are insufficient for the convenient use of the land, the owner or occupier may, with the relevant railway manager's agreement, carry out further works at the owner's or occupier's expense.

- (7) The relevant railway manager may, by written notice given to the owner or occupier, require the further works to be carried out—

- (a) under the supervision of a person nominated by the relevant railway manager; and
- (b) according to plans and specifications approved by the relevant railway manager.

(8) The relevant railway manager must attempt to keep the cost of the further works to a reasonable level.

(9) Until the relevant railway manager carries out the works mentioned in subsection (2), the owner or occupier of the neighbouring land, and their employees and agents, may cross the existing railway next to the land with vehicles and livestock.

(10) The crossing must be made directly, and in a way that is safe and does not damage or obstruct the railway.

(11) However, subsection (9) does not apply to an owner or occupier who agreed to receive, and has been paid, compensation in place of the works.

(12) A person must shut and lock a gate set up under this section at either side of an existing railway as soon as the person, and any vehicles or livestock in the person's care, have passed through the gate.

Maximum penalty for subsection (12)—10 penalty units.

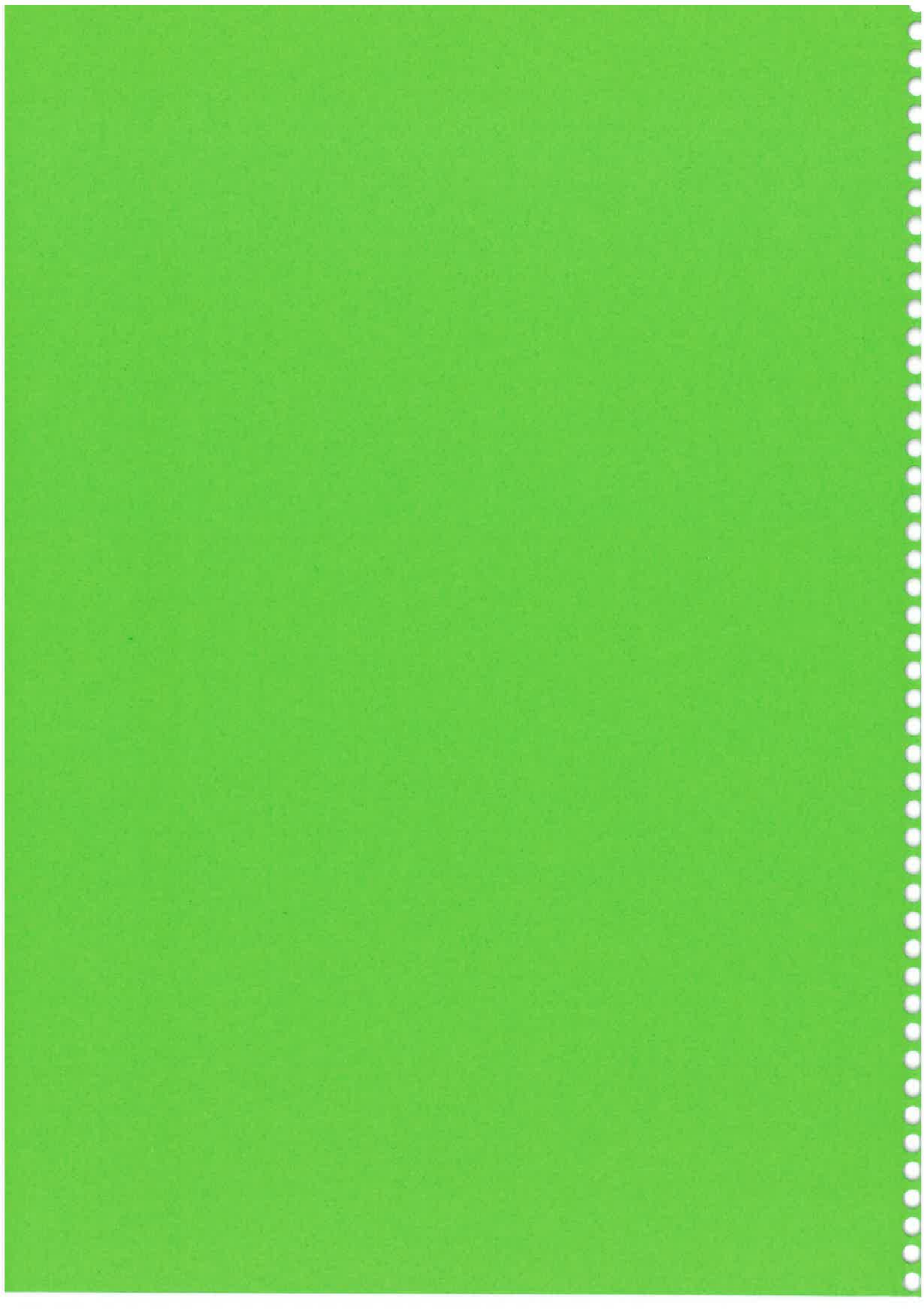
(13) In this section—

change of use, of the neighbouring land, means a change of the use (the *new use*) of the land, if the new use would result in works that would have been required to be carried out under this section in relation to the previous use of the land being insufficient for the convenient new use of the land.

relevant railway manager means the railway manager for the existing railway.

262 Application of Land Act 1994

(1) The following sections of the *Land Act 1994* do not apply to a lease of existing rail corridor land, new rail corridor land or





LAND COURT OF QUEENSLAND

CITATION:	<i>Van der Est & Anor v Queensland Rail Limited</i> [2017] QLC 55
PARTIES:	Gordon William Van der Est and Donella Maree Van der Est (applicants) v Queensland Rail Limited ACN 132 181 090 (respondent) TIA1162-16 General division
PROCEEDING:	Application to strike out proceeding; Application to re-open hearing of application to strike out proceeding.
DELIVERED ON:	20 November 2017
DELIVERED AT:	Brisbane
HEARD ON:	20 July, 30 August and 15 November 2017
HEARD AT:	Brisbane
PRESIDENT:	FY Kingham
ORDERS:	The matter is listed for review on a date to be fixed by the Registrar after consultation with the parties.
CATCHWORDS:	PROCEDURE – STATE AND TERRITORY COURTS – JURISDICTION – where the landowners brought proceedings against Queensland Rail under the <i>Transport Infrastructure Act 1994</i> – whether the Land Court has jurisdiction under s 260 of the <i>Transport Infrastructure Act 1994</i> to decide the landowners claim for damages – whether the Court has the powers conferred on it by s 7A of the <i>Land Court Act 2000</i> PROCEDURE – STATE AND TERRITORY COURTS – PROCEEDINGS – STATUTORY INTERPRETATION – whether the landowners’ land is caught by the term

neighbouring land under the *Transport Infrastructure Act 1994* – whether the literal interpretation of “next to” could be displaced – where the history of the provision assisted in ascertaining its meaning – where the beneficial purpose of the provision and the mischief it was intended to address was considered – where the literal interpretation was displaced

PROCEDURE – STATE AND TERRITORY COURTS – HEARING – Application to re-open – where after hearing and before judgment delivered the applicants applied to re-open the hearing – where it was found not to be in the interests of justice to grant the application.

Acts Interpretation Act 1954 s 14A(1), s 14C
Evidence Act 1977 s 44
Land Act 1994 sch 6
Land Court Act 2000 s 5(1), s 5(2), s 7A
Local Government Act 2009 s 251
Railway Act 1863 27 Vic c 8 s 94
Railways Act 1914 s 73
Transport Infrastructure Act (Railways) Act 1991 s 46
Transport Infrastructure Act 1994 s 2(2)(d)(ii), s 106(b)(iii), s 260, s 260(1)(b), s 260(2)(c), s 260(5), sch 6 def of rail transport infrastructure (a) & (b)
Transport Infrastructure Amendment (Rail) Act 1995 s 11

Alcan (NT) Alumina Pty Ltd v Commissioner of Territory Revenue (2009) 239 CLR 27, applied
CIC Insurance Ltd v Bankstown Football Club Ltd (1997) 187 CLR 384, applied
Cooper Brookes (Wollongong) Pty Ltd v Federal Commissioner of Taxation (1981) 147 CLR 297, applied
EB v CT (no 2) [2008] QSC 306, applied
Federal Commissioner of Taxation v Consolidated Media Holdings Ltd [2012] HCA 55, applied
Project Blue Sky v Australian Broadcasting Authority (1998) 194 CLR 355, applied
Reid v Brett [2005] VSC 18, applied
Zappala Family Company Pty Ltd v Brisbane City Council [2014] A 147, applied

APPEARANCES:

GJ Gibson QC and P Hackett of Counsel, instructed by H. Drakos & Co Lawyers, for the applicant
 DR Gore QC and J Brien of Counsel, instructed by Clayton Utz, for the respondent

Background

[1] Gordon and Donella Van der Est graze cattle on their 160 acre property which lies to the east of the Toowoomba to Brisbane Rail Line, at 11 Hall Rd, Forest Hill.¹ They say their property was damaged in 2011 and 2013 when the rail line embankment failed and flood waters which had accumulated upstream of the embankment drained across their property.² As a result they say the value of the property has been reduced by \$600,000 and they have incurred remediation costs of \$468,374.³

[2] Mr & Mrs Van der Est brought proceedings against Queensland Rail seeking an injunction requiring the respondent to construct and maintain drainage works.⁴ They also seek damages of \$1,068,374 plus interest for breach of statutory duty or nuisance.

[3] They rely on s 260 of the *Transport Infrastructure Act 1994* which imposes a statutory obligation on a railway manager to construct and maintain works which protect the interests of owners of neighbouring land. It also confers jurisdiction on the Land Court to decide any dispute about the adequacy of those works or maintenance.

[4] Although Queensland Rail applied to strike out the proceedings as a whole, at the hearing Mr Gore QC advised that Queensland Rail only sought a ruling about two arguments as they relate to Mr & Mrs Van der Est's claims for damages.⁵

[5] Firstly, Queensland Rail contends this Court does not have jurisdiction to award damages for breach of statutory duty or nuisance and an order of that nature would be beyond the Court's jurisdiction or power.⁶

[6] Secondly, it argued Mr & Mrs Van der Est are not eligible to seek relief under s 260 of the TIA because their land is not *next* to the railway and is not *neighbouring land* for the purposes of that section.

1 Affidavit of Gordon William Van der Est filed 19 May 2017, paras 2 and 12.
2 Statement of Claim filed 13 December 2016, para 5.

3 Ibid para 15.

4 Statement of Claim filed 13 December 2016, p 4.

5 These reasons, therefore, do not address issues raised in Queensland Rail's written submissions about the Court's injunctive power in these proceedings or about the way in which Mr & Mrs Van der Est have pleaded their case.

6 General Application filed 4 May 2017, p 2; Outline of respondent's submissions filed 5 June 2017, para 13.

[7] On 30 August 2017, the day the matter was listed for decision, Mr & Mrs Van der Est requested an opportunity to apply to reopen the hearing to lead affidavit evidence from a surveyor, Mr R Somerville. Their counsel argued this evidence was relevant to the second aspect of Queensland Rail's application: whether their land is *next to the railway* and, therefore, *neighbouring land*. For reasons given later, I refuse the application to reopen the hearing. Queensland Rail's application to strike out is, therefore, determined on the evidence led at the hearing on 29 July 2017. I now turn to the two questions raised by that application:

1. Does the Land Court's jurisdiction under s 260(5) include jurisdiction to hear and decide the claim for damages?
2. Is Mr & Mrs Van der Est's land *neighbouring land*?

Does the Land Court's jurisdiction under s 260(5) include jurisdiction to hear and decide the claim for damages?

[8] The Land Court is a court of statutory jurisdiction. Its jurisdiction is defined by s 5(1) of the *Land Court Act 2000* which provides that the Court has the jurisdiction conferred on it by the LCA or another Act. If jurisdiction for a proceeding is expressly conferred on the Court, it is exclusive.⁷

[9] Mr Gore referred to Queensland Rail's first argument about the Court's jurisdiction to hear these proceedings as the *s 7A point*. That is a reference to s 7A of the LCA. Queensland Rail understood Mr & Mrs Van der Est to rely on that provision, as well as s 260(5) of the TIA, as the source of the Court's jurisdiction in these proceedings.

[10] That misunderstood their position. Mr Gibson, for Mr & Mrs Van der Est, agreed s 7A confers powers, not jurisdiction.⁸ He did not contest the proposition that s 7A only applies where the Court is exercising jurisdiction conferred on it by some other provision of the LCA or another Act.

[11] The real dispute was not about the scope or function of s 7A but about the scope of the jurisdiction conferred by s 260(5) of the TIA.

⁷ *Land Court Act 2000* s 5(2).
⁸ T 1-24, line 32 to T 1-25, line 3.

[12] Section s 260(5) provides that “the Land Court must decide any dispute about the adequacy of works or maintenance under this section”.⁹ Mr Gore argued the jurisdiction is narrowly expressed. The claims for damages for breach of statutory duty or nuisance are causes of action¹⁰ which raise issues which are beyond the scope of a dispute about the adequacy of works.¹¹ He likened the Court’s jurisdiction to an arbitration in a construction law dispute with the Court confined to determining whether or not the works were adequate. He submitted s 260(5) was not a gateway for awarding compensation or damages.¹²

[13] Mr Gibson QC submitted s 260(5) should be interpreted widely. It confers jurisdiction for “any dispute about the adequacy of works”. He argued there is no reason to read down the phrase so as to exclude common law causes of action. He accepts they involve a factual enquiry which goes beyond the facts stated in s 260. Nevertheless, the source of the complaint, whether formulated as breach of statutory duty or nuisance, is the alleged failure by Queensland Rail to have done what s 260(2)(c) obliged it to do.

[14] The language used in s 260(5) does not suggest the restrictive interpretation proposed by Queensland Rail. The court’s jurisdiction to hear “any dispute” is qualified only by the phrase “about the adequacy of works or maintenance under that section”. The damages claim is brought to this Court because Mr & Mrs Van der Est allege Queensland Rail has not undertaken adequate works or maintenance as required by s 260(2)(c).

[15] The Court has express jurisdiction for disputes about such matters. Furthermore, the Court’s function is not discretionary. The provision states that the Court *must decide* any such disputes.

[16] It was open to Parliament to define the scope of the Court’s jurisdiction, or authority, to hear such disputes more restrictively if that had been its intention. It might have limited the Court’s jurisdiction by excluding certain causes of actions,

⁹ *Transport Infrastructure Act 1994* s 260(5).

¹⁰ T 1-9, lines 15 to 35.

¹¹ Outline of respondent’s submissions filed 5 June 2017, para 13.

¹² T 1-23, line 45 to T 1-24, line 6.

- such as any claim for damages arising out of such a dispute. Or it could have limited the remedies the Court could order.
- [17] Queensland Rail says s 260(5) should be read as if it limits the Court's function to deciding whether or not the works were complete. But that implies a limitation that does not appear on the face of the provision. It also reads down s 7A which provides the power to grant any relief or remedy as the Supreme Court could in a similar proceeding.
- [18] It is not evident what purpose would be served in restricting the Court to making a decision about the adequacy of the works or maintenance. On the other hand, there are sound reasons for not restricting the Court in that way.
- [19] Section 260 does not confer any particular power on the Court to grant relief to the owner if it decides the works are inadequate. If s 260(5) is read to limit the Court to making a decision about inadequacy, as Mr Gore contends, the decision has limited value and the Court's role in deciding the dispute is declaratory only.
- [20] If it can do no more than decide whether or not the works were adequate, an owner of neighbouring land who secured a favourable decision would have to bring separate proceedings in another court to get any relief from the consequences of that inadequacy.
- [21] Returning to Mr Gore's arbitration analogy, the arbitration is of value because the determination has consequence, usually because of the contract between the parties to the arbitration. Here, the dispute resolution mechanism is statutory, not contractual. It would be surprising if the legislature established a dispute resolution mechanism with no apparent consequence.
- [22] That can also be contrasted with the way in which s 260 deals with an agreement about the inadequacy of works. Where the parties agree the works are insufficient, s 260 prescribes how the further work can be undertaken and paid for. Yet, if the parties do not agree and the Court must make a decision, s 260 makes no provision for giving effect to it. The failure to so provide suggests it was unnecessary to do so because the Court has sufficient power conferred by other provisions, such as s 7A of the LCA.

[23] Queensland Rail's submissions about the scope of the Court's jurisdiction appear to conflate three legal concepts: jurisdiction, cause of action, and remedy. The concept of jurisdiction is the authority of a court to hear and decide a case. A cause of action is the definition of the facts or combination of facts that entitle a person to sue. A remedy is the method for enforcing, protecting or recovering rights.

[24] A court's jurisdiction can be limited in a number of ways, including by limiting the causes of action that may be prosecuted before it or by limiting the relief the court can order. Neither limitation is explicitly imposed by s 260(5).

[25] I accept Mr Gibson's submission that s 260(5) should not be read restrictively. The words "*any dispute about the adequacy of works*" are of wide import. In the absence of an indication the ordinary meaning of the words does not apply, I am not persuaded those words ought be read down to exclude any particular cause of action (such as claims for damages) or any particular remedy (such as the payment of money).

[26] Provided the facts or combination of facts establish there is a dispute between a railway manager and an owner of neighbouring land, concerning or in regard to¹³ the adequacy of the works or maintenance under s 260, the Court has jurisdiction to decide the dispute. In deciding the dispute, it has the powers conferred on the Court by s 7A.

[27] Putting aside procedural arguments about the adequacy of the pleadings (and assuming that Mr & Mrs Van der Est's land is neighbouring land) I am satisfied the application brings forward a dispute about the adequacy of works which the owners say Queensland Rail is obliged to undertake pursuant to s 260(2)(c).

Is Mr & Mrs Van der Est's land neighbouring land?

[28] Section 260 applies, subject to other requirements not in issue, to the owners and occupiers of land next to the existing railway (the *neighbouring land*).¹⁴ At the hearing of the strike out application, it was common ground that Hall Rd, a dedicated road, lay between the Van der Est's land and the railway. The Chief

¹³ Delbridge et al, *The Macquarie Dictionary* (The Macquarie Dictionary Publishers, 2nd Ed, 1981).
¹⁴ *Transport Infrastructure Act 1994* s 260(1)(b).

Executive of the Lockyer Valley Regional Council, Mr Church, certified that it has been and remains a dedicated road.¹⁵ That was not in contest, nor was the effect of applying a literal interpretation of s 260. Counsel agreed that, interpreted literally, Mr & Mrs Van der Est's land does not qualify as *neighbouring land*. It is not *next to* the existing railway because it is not nearest in place or position.¹⁶

[29] On the day I was to hand down my decision on Queensland Rail's application, counsel for Mr & Mrs Van der Est asked for the opportunity to apply to reopen the hearing to lead further evidence relevant to that question. The decision was deferred and both parties filed a number of affidavits, including affidavits by surveyors engaged by each of them.

Should the hearing of the strike out application be re-opened?

[30] I refuse the application to re-open for the reasons that follow.

[31] The principles that govern the Court's discretionary power to reopen a hearing are uncontroversial. The guiding principle is whether the interests of justice are better served by allowing or rejecting the application.¹⁷ The following criteria must be considered:¹⁸

- (a) The further evidence is so material that the interests of justice require its admission;
- (b) The further evidence, if accepted, would most probably affect the result of the case;
- (c) The further evidence could not by reasonable diligence have been discovered earlier; and
- (d) No prejudice would ensue to the other party by reason of the late admission of the further evidence.

[32] The evidence of Mr Sommerville, the surveyor engaged by Mr & Mrs Van der Est, was contested in some important respects. Nevertheless, counsel agreed I could determine both the application to re-open the evidence and, if I granted it, proceed to determine Queensland Rail's strike out application, without further oral hearing. They submitted I did not have to resolve any conflicts in the surveyors' evidence

¹⁵ Affidavit of Ian Bloemendal filed 4 May 2017, p 30.
¹⁶ Delbridge et al, *The Macquarie Dictionary* (The Macquarie Dictionary Publishers, 2nd Ed, 1981).
¹⁷ *Fimborough Investments Pty Ltd v Airvie Beach Pty Ltd* [1995] 1 Qd R 12 at 16-17 cited with approval in *Emas Pty Ltd v Mobil Oil Australia Limited* [2003] QCA 232 at [19].
¹⁸ *Reid v Brett* [2005] VSC 18 at [41] cited in *EB v CT* (No 2) [2008] QSC 306 at [4].

because of the narrow basis upon which Mr Hackett, counsel for Mr & Mrs Van der Est, argued the application to re-open.¹⁹

[33] That narrowed the scope of the argument from what appeared from his written submissions, in which relied on evidence which Queensland Rail contested.

[34] As well as the surveyors' evidence, the affidavits dealt with Mr Church's shifting opinions about the accuracy of his certificate about the status of Hall Rd. In his capacity as Chief Executive of the Lockyer Valley Regional Council he certified it is and has been a dedicated road. The certificate may be accepted as evidence of the matters stated in it, although it is not conclusive evidence and may be rebutted.²⁰

[35] After meeting with Mr Sommersville, Mr Church wrote him a letter in which he said he believed Hall Rd "would be correctly described as unallocated State Land".²¹ Later, he swore an affidavit in which he recanted that statement and confirmed the accuracy of his certificate.²² The surveyors' affidavits traced the history of the road and the surveyors drew different conclusions about whether Hall Rd was a declared road as Mr Church had certified.

[36] Mr Gore, for Queensland Rail, relied on records deposed to by Mr A Byrom, the surveyor engaged by his client, which show the road was depicted on survey plans from as early as 20 April 1867. Ultimately, Mr Hackett did not rely on Mr Sommersville's evidence about the status of the road. Further, Mr Hackett conceded Hall Rd is "arguably" a road as defined in Schedule 6 of the TIA. That definition includes a road which has been notified or declared to be a road for public use.

[37] Mr Hackett submitted the hearing should be re-opened to admit just one piece of evidence which he said was not in contest. It relates to land adjacent to Lot 4 on RP 25631, one of the parcels owned by Mr & Mrs Van der Est. Lot 4 is physically bounded by Hall Rd to the south and Geisman Rd to the east. Those roads intersect at the south east corner of Lot 4.

¹⁹ Counsel for Queensland Rail objected to certain passages of the affidavits of the surveyor engaged by the Van der Ests, Mr Sommersville, as swearing the issue. As the application was argued, it was unnecessary to deal with those objections.

²⁰ *Local Government Act 2009* s 251; *Evidence Act 1977* s 44.

²¹ Affidavit of Roy Sommersville sworn 30 August 2017, exh R8.

²² Affidavit of Ian Michael Church sworn 12 October 2017, para 6.

[38] The railway runs parallel to Hall Rd. Until the railway reaches the intersection of Hall Rd and Geisman Rd, it passes over land contained within Lot 341 on SP 122025. That lot ends at a point which appears to coincide with the intersection of the two roads. On the other side of that intersection, the railway passes over land contained within a different lot. Mr Hackett relies on the evidence of both surveyors that there is a gap between the two railway titles.

[39] That much is agreed, but the consequence of that gap for this proceeding is in dispute.

[40] Returning to the principles that apply to an application to reopen, Mr Hackett relied on the guiding principle that it was in the interests of justice to admit the new evidence. He did not suggest the evidence could not have been discovered earlier, with reasonable diligence. The evidence that Mr Van der Est did not appreciate the significance of Mr Church's certificate until the July hearing is not to the point, given the evidence sought to be led. In any case, he was represented by both senior and junior counsel who could be expected to have understood the relevance of the certificate given the nature of the argument.

[41] The interests of justice are served by finality in litigation. Although no particular prejudice was argued by Queensland Rail, the timing of the application, on the morning the decision was to be delivered, heightens concerns about prejudice to the administration of justice.²³

[42] Mr Hackett submitted the interests of justice favoured admitting the evidence because of its relevance. He submitted the new evidence demonstrates the Van der Est's land is *next to* the railway, even if the Court accepts Queensland Rail's literal interpretation of that phrase.

[43] I am not persuaded that follows from the limited uncontested evidence that Mr Hackett relies on. He submitted that in the gap described above the railway is on a single parcel of State land which contains both road and railway and, for that reason, Lot 4, which adjoins that parcel of land, is *next to* the railway.

[44] There are two difficulties with that argument.

[45] The first is that it glosses over a dispute between the surveyors about the tenure of the land in that gap. Although Mr Hackett argued the records show that is a single parcel of State land, his submission rests on Mr Somerville's evidence that it is *unallocated* State land.²⁴ Queensland Rail contests that conclusion. Mr Gore noted that a road is not unallocated State land.²⁵ Further, although the boundaries are not precisely defined the railway corridor is recorded on Lot 1 on CP 825707, a Perpetual Lease.

[46] The second difficulty is that his argument is that it misconstrues s 260 of the TIA. In that section, land next to the existing *railway* is neighbouring land. Railway is defined in Schedule 6 of the TIA by reference to the physical works and associated infrastructure. I accept Mr Gore's submission that s 260 does not direct attention to the underlying ownership of the land on which the railway operates. I accept that questions of control of land could well be relevant to whether land is next to a railway. However, there is no evidence that Queensland Rail has control over any land immediately adjoining lot 4. The evidence is to the contrary. Hall Rd lies between the railway and lot 4. Whether it is dedicated or notified it appears to fulfil the statutory definition of a road. Mr Church has certified that it is constructed and maintained by the Lockyer Valley Regional Council for the relevant section.

[47] I am not satisfied the evidence about the gap would most probably affect the result of the case. The interests of justice do not favour reopening the hearing to admit that limited evidence.

[48] I will now turn to the arguments made at the July hearing about the interpretation of s 260.

For the purposes of s260(c) should "next to" be read as "lying near or affected by"?

[49] Mr Gibson argued that applying established statutory and common law principles of statutory interpretation, the literal interpretation would be displaced. For s 260(2)(c) the words "land next to the existing railway" should be construed as *land lying near or affected by the existing railway*.²⁶

²⁴ Applicants' Amended Outline of Submissions, para 4.
²⁵ *Land Act 1994* sch 6.
²⁶ Applicants' outline of submissions filed 20 June 2017, paras 20 and 40.

[50] An interpretation that best achieves the purpose of the Act should be preferred over any other interpretation.²⁷ A literal interpretation can be departed from “in any situation in which for good reason the operation of the statute on a literal reading does not conform to the legislative intent as ascertained from the provisions of the statute, including the policy, which may be discerned from those provisions”.²⁸

[51] Although the task of statutory construction must begin with consideration of the text itself,²⁹ the text must be examined in its context from the outset.³⁰ The modern approach to statutory interpretation uses context in its widest sense to include the existing state of the law and the mischief the statute was intended to remedy.³¹ An alternative construction which is reasonably open and more closely conforms to the legislative intent may be preferred if the literal meaning provides an inconvenient or improbable result.³²

[52] Mr Gibson drew the Court’s attention to the following features regarding the context of the provision. The overall objective of the TIA is to provide a regime that allows for and encourages effective integrated planning and efficient management of a system of transport infrastructure. In particular, the objectives are, for rail, to establish a regime that provides for the safety of railways and persons at, or near railways.³³

[53] The TIA provides the objectives for rail are intended to be achieved by providing a framework to:³⁴

“(iii) allow rail transport infrastructure to be constructed and maintained in an effective and efficient way;”

[54] Rail transport infrastructure includes drainage works and under-track structures.³⁵

27 *Acts Interpretation Act 1954* s 14A(1).
28 *Cooper Brookes (Wollongong) Pty Ltd v Federal Commissioner of Taxation* (1981) 147 CLR 297 at 321.
29 *Alcan (NT) Alumina Pty Ltd v Commissioner of Territory Revenue* (2009) 239 CLR 27 at [47];
30 *Federal Commissioner of Taxation v Consolidated Media Holdings Ltd* [2012] HCA 55 at [39].
31 *Project Blue Sky v Australian Broadcasting Authority* (1998) 194 CLR 355 at [69]; *Zappala Family Company Pty Ltd v Brisbane City Council* [2014] QCA 147 at [52] to [54].
32 *CIC Insurance Ltd v Bankstown Football Club Ltd* (1997) 187 CLR 384 at 408; *Zappala Family Company Pty Ltd v Brisbane City Council* [2014] QCA 147 at [55].
33 *Ibid.*
34 *Transport Infrastructure Act 1994* s 2(2)(d)(ii).
35 *Ibid* s 106(b)(iii).

[55] As well as that context, Mr Gibson submitted the court should construe s 260 in the context of earlier versions of that provision. The history of a provision can assist in ascertaining its meaning.³⁶ He provided the Court with a schedule charting the history of the provision which, for ease of reference, is Appendix A to these reasons.

[56] The relevant provisions of each of the 1864, 1914 and 1991 Acts stated they applied to land *adjoining* a railway.³⁷ Unlike s 260, that phrase was not used as a definition in other parts of the provision. Historically, the subsection of the provision which imposed the obligation to undertake and maintain works (the equivalent to s 260(2)) included differing descriptions of the relevant land for different types of works.

[57] The first type of works dealt with interruptions caused by the railway to the use of the lands "through which the railway is constructed". The second type were works necessary to protect the "adjoining lands not taken" from trespass and to prevent the owner's or occupier's stock straying therefrom. The third type of works dealt with the drainage of the "lands lying near or affected by the railway". The common feature of those descriptions is that they defined the land by reference to the impacts caused by the railway that the works were intended to address. Mr Gibson argued this qualified the meaning of the word "adjoining" used at the beginning of the provision.

[58] In July 1995 the predecessor to s 260 was changed to its current format. In relation to the obligation to construct and maintain drainage works, the change apparently restricted the scope of the obligation to relate to land next to the railway, not lands lying near or affected by the railway. Mr Gibson submitted this is a material change to the operation of longstanding provisions.³⁸

[59] The point is not without difficulty. Mr Gore disagreed with the submission that the meaning of *adjoining* was interpreted by reference to the description of the scope of the obligation. He saw the descriptions as serving different purposes. The descriptors *adjoining* and *next to* determined who could seek relief and there was no

³⁶ *Cooper Brookes (Wollongong) Pty Ltd v Federal Commissioner of Taxation* (1981) 147 CLR 297.
³⁷ *Transport Infrastructure Act 1864* s 94; *Railways Act 1914* s 73; *Transport Infrastructure Act (Railways) Act 1991* s 46.
³⁸ Applicants' outline of submissions filed 20 June 2017, para 39.

difference between those concepts.³⁹ The description of the works, including the way the land is described, defined the scope of the obligation.

[60] However, accepting that argument, the effect of the change in wording must have meaning for the scope of the obligation itself. Instead of the works being sufficient by reference to “*affected* lands” the relevant land for drainage purposes is the land *next to* the railway. Mr Gore submitted the notion of lands “*affected* by the railway” (the historic formulation for the drainage obligation) is very different to the notion of land *next to* the railway.⁴⁰ At the least, then, the literal meaning of s 260 has resulted in a change to the scope of the railway manager’s obligation, although there has been no expression of a legislative intention to do so.

[61] The Explanatory Memorandum and the 2nd Reading Speech do not express an intention to alter existing rights or obligations.⁴¹ The 1995 amendment was the first time a common definition was used to both identify the application of the provision and to describe the scope of each of the three types of works.⁴² That change may be explained by a decision by the person who drafted the amendments to implement a clearer or simpler style of drafting by using defined terms within a provision. If so, that is a different legislative drafting practice which must not be taken to affect the meaning.⁴³

[62] Taking into account the beneficial purpose of the provision and the mischief it was intended to address, I accept Mr Gibson’s submissions about the way the provision, historically, applied and how s 260 should be interpreted.

[63] On that basis, the provision as formulated from 1864 until 1995 would have been interpreted, for the drainage obligation, to apply to a person who owned “land *adjoining*” the railway line, in the sense that the land was *lying near or affected by* the railway line. In the absence of a clear expression of intention to change the rights conferred and the obligations imposed by the provision, I consider s 260(2)(c)

39 T 1-46, line 1 to T 1-47, line 45.
 40 Reply submissions of Queensland Rail Limited filed 18 July 2017, para 11.
 41 *Transport infrastructure amendment (Rail) Act 1995* s 11.
 42 Section 11 of the *Transport Infrastructure Amendment (Rail) Act 1995* amended the *Transport Infrastructure Act 1994* [from 1 July 1995 – the date Queensland Rail became a Government Owned Corporation – s 2(2) and *Government Owned Corporations Regulation 1993* made under the Government Owned Corporations Act 1993] by inserting a new Chapter 5A entitled “Rail Transport Infrastructure” and in particular a new s 71ZZY.
 43 *Acts Interpretation Act 1954* s 14C.

should be interpreted as if the reference to *neighbouring land* included land lying *near to or affected by* the railway. It seems Queensland Rail accepts Mr & Mrs Van der Est are the owners of land that meets that description.

[64] There are other differences in wording which may affect the proper interpretation of s 260(2)(c) as it applies to Mr & Mrs Van der Est's claim. As Mr Gore observed, the railway manager's obligation is to ensure the *neighbouring land's* drainage is as good, or nearly as good, as it was before the railway was constructed. Historically, the obligation was described as what was sufficient to *convey the water as clearly from the lands lying near or affected by the railway*. He argued this means drainage *from the land not drainage from the railway* as appears to be Mr & Mrs Van der Est's complaint. It is not appropriate to resolve that issue at an interlocutory stage. The matter was not fully argued and the answer could well depend on expert evidence and factual findings about the cause of any damage asserted by Mr & Mrs Van der Est.

Conclusion

[65] In summary I have concluded:

1. The Court has jurisdiction to hear and decide the claim for damages made by Mr & Mrs Van der Est; and
2. Mr & Mrs Van der Est are entitled to commence these proceedings about the sufficiency of Queensland Rail's works pursuant to s 260(2)(c), because they are owners of land which is lying near or is alleged to be affected by the existing railway.

[66] As noted at the outset, some aspects of Queensland Rail's application were not dealt with at its request, including its application for an injunction and issues raised about the particulars of Mr & Mrs Van der Est's claim. The parties requested the opportunity to consult about what orders should be made once the decision is published. The matter will be listed for review on a date to be fixed by the Registrar after consultation with the parties.

APPENDIX A

SCHEDULE

History of railway legislation

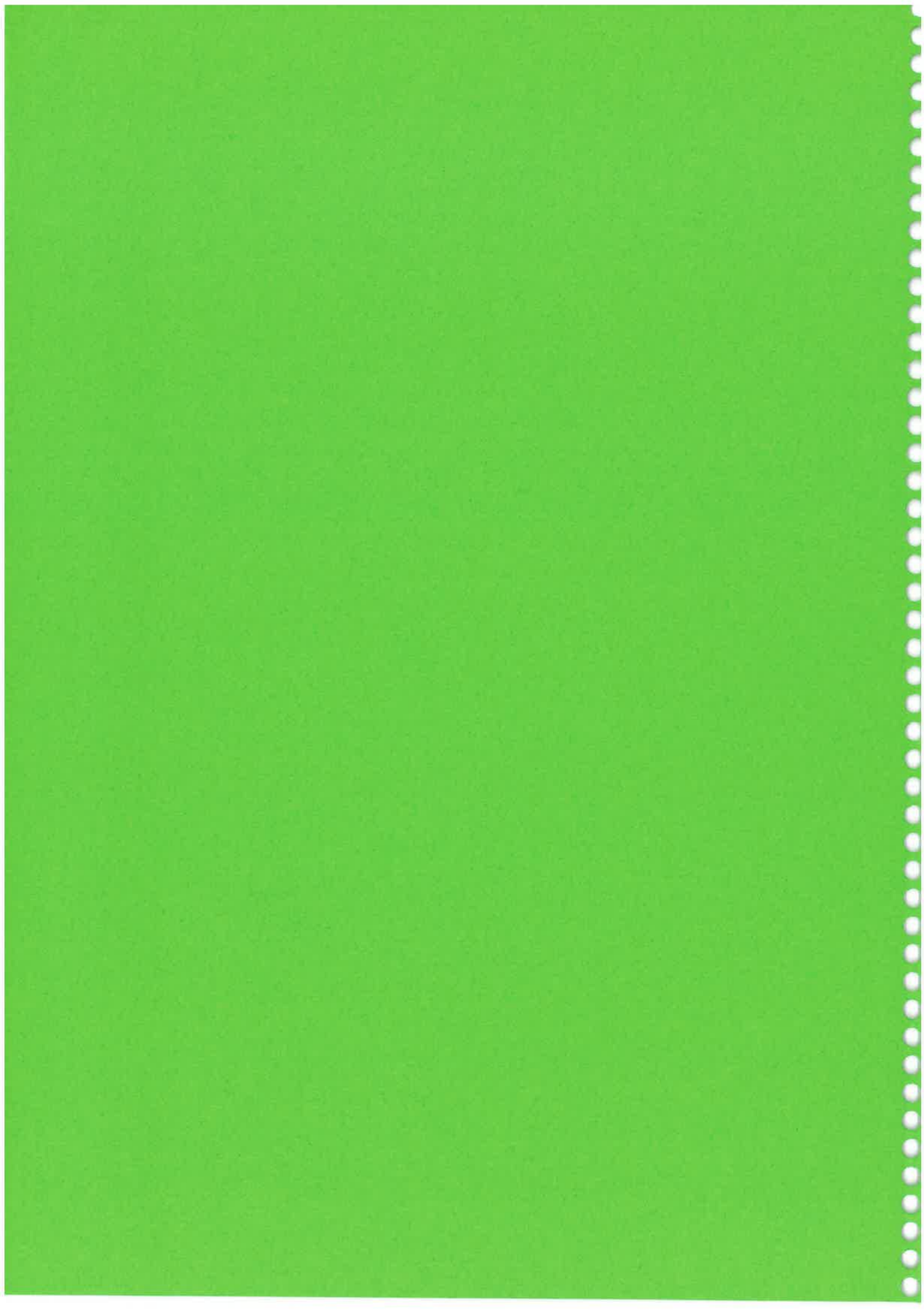
(underlining for emphasis)

Period	Legislation
1885 to 30.06.91	The Railways Act 1864 was repealed by the Railways Act 1914. Under s 4(i) of the 1914 Act all railways, structures and works constructed, maintained or used for the purposes of any State railway were deemed to have been lawfully constructed, worked and used and were to be subject to the 1914 Act. Sections 94 and 95 of the 1864 Act had equivalent provisions in subsections (1) to (4) of s 73 of the 1914 Act: (1) <i>Accommodation works. 1863, s. 94.</i> The following provisions shall apply to works for the accommodation of the owners and occupiers of lands <u>adjoining</u> a railway:- (2) <i>The Commissioner shall make and at all times thereafter maintain the following works, that is to say,-</i> (i) <i>Gates, bridges, etc.</i> Such and so many convenient gates, bridges, arches, culverts, and passages over, under, or by the sides of or leading to or from the railway as are necessary for making good any interruptions caused by the railway to the use of the lands through which the railway is constructed; Such works shall be made forthwith after the part of the railway passing over such lands has been laid out or formed or during the formation thereof; (ii) <i>Fences, etc.</i> Sufficient posts, rails, hedges, ditches, mounds, or other fences for separating the land taken for the use of the railway from the adjoining lands not taken, and protecting such lands from trespass or the stock of the owners or occupiers thereof from straying thereout by reason of the railway, together with all necessary gates made to open towards such adjoining lands and not towards the railway, and all necessary stiles; Such posts, rails, and other fences shall be made forthwith after the taking of any such lands if the owners thereof so require, and the said other works as soon as conveniently may be;

The obligation of the Commissioner under this paragraph with respect to any such fence shall be deemed to be discharged at all times during which such fence is equal in state and kind to the fence bounding the land adjoining the land taken for the use of the railway when such land was so taken; (iii) <u>Drains.</u> Necessary arches, tunnels, culverts, drains, or other passages, either over or under or by the sides of the railway, of such dimensions as will be sufficient at all times to convey the water as clearly from the lands lying near or affected by the railway as before the construction of the railway, or as nearly so as may be; Such works shall be made from time to time as the railway works proceed. (3) Proviso. But the Commissioner shall not be required to make such accommodation works in such a manner as would prevent or obstruct the working or using of the railway, nor to make any accommodation works with respect to which the owners and occupiers of the lands have agreed to receive and have paid compensation in lieu of making them. (4) Difference as to accommodation works. 1863, s. 95. If any difference arises respecting any kind or number of any such accommodation works or the dimensions or sufficiency thereof, or respecting the maintaining thereof, the same shall be determined by the Governor in Council, who shall also appoint the time within which such works shall be commenced and executed."	Transport Infrastructure (Railways) Act 1991 01.07.91 to 30.06.95 Accommodation works 46.(1) This section applies to works for the accommodation of the owners and occupiers of lands adjoining a railway. (2) Subject to subsection (3), Queensland Railways is to construct and at all times maintain such works – (a) as are necessary for making good any interruptions caused by the railway to the use of the lands through which the railway is constructed; and (b) as are necessary for separating the land taken for the use of the railway from the adjoining lands not taken, and protecting those lands from trespass or the stock of the owners or occupiers of those lands from straying from those lands because of the railway; and (c) as will be sufficient at all times to convey the water as clearly from the lands lying near or affected by the railway as before the construction of the railway, or as nearly so as is possible. (3) Queensland Railways' obligations under subsection (2)(b) are to be taken to be discharged at all times during which a fence equal in state and kind to any fence bounding the land adjoining the land taken for the use of the railway when that land was taken, exists or is erected. (4) Queensland Railways is not required to construct accommodation works in a manner that would prevent or obstruct the working or using of the railway, nor to construct any accommodation works where the owners and occupiers of the lands have agreed to receive and have been paid compensation instead of having accommodation works constructed. (5) If any difference arises in respect of any kind or number of such accommodation works or the dimensions or sufficiency of them, or in respect of their maintenance, the difference is to be determined by the Land Court, which is also to appoint the time within
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which those works are to be commenced and completed. (6) ...	01.07.95 to 30.06.07 Section 11 of the Transport Infrastructure Amendment (Rail) Act 1995 amended the Transport Infrastructure Act 1994 [from 1 July 1995 – the date Queensland Rail became a Government Owned Corporation – s 2(2) and Government Owned Corporations Regulation 1993 made under the Government Owned Corporations Act 1993] by inserting a new Chapter 5A entitled “Rail Transport Infrastructure” and in particular a new s 71ZZY as follows: Works for existing railways 71ZZY.(1) This section applies— (a) while a railway existing at the commencement (the “existing railway”) continues to be operated as a railway; and (b) to the owners and occupiers of land next to the existing railway (the “neighbouring land”). (2) Queensland Rail must, within a reasonable time, construct and maintain— (a) works that are necessary to make good any interruptions caused by the existing railway to the use of the neighbouring land; and (b) works that are necessary to— (i) separate the existing railway from the neighbouring land; and (ii) protect the stock straying from the neighbouring land onto the railway; and (c) sufficient works to ensure the neighbouring land’s drainage is as good, or nearly as good, as it was before the existing railway was constructed. (3) Queensland Rail may satisfy its obligation under subsection (2)(b) by constructing and maintaining a fence of substantially similar quality to any fence around the neighbouring land when the railway was constructed. (4) This section does not require Queensland Rail to— (a) construct or maintain works in a way that would prevent or obstruct the use of the existing railway; or (b) construct or maintain works for owners or occupiers who agreed to receive, and have been paid, compensation in place of the works. (5) The Land Court must decide any dispute about the adequacy of works or maintenance under this section (6) The Explanatory Note for this Act does not identify any intention to alter existing obligations in relation to Accommodation Works. s 71ZZY was renumbered as s 150 in reprint 4 from 1 July 1995 Works for existing railways 150.(1) This section applies— (a) while a railway existing at the commencement (the “existing railway”) continues to be operated as a railway; and (b) to the owners and occupiers of land next to the existing railway (the “neighbouring land”). (2) Queensland Rail must, within a reasonable time, construct and maintain— (a) works that are necessary to make good any interruptions caused by the existing railway to the use of the neighbouring land; and (b) works that are necessary to— (i) separate the existing railway from the neighbouring land; and (ii) protect the stock straying from the neighbouring land onto the
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... (6) maintenance under this section. (5) The Land Court must decide any dispute about the adequacy of works or receive, and have been paid, compensation in place of the works. (b) construct or maintain works for owners or occupiers who agreed to the use of the existing railway; or (a) construct or maintain works in a way that would prevent or obstruct This section does not require Queensland Rail to— (4) fence around the neighbouring land when the railway was constructed. constructing and maintaining a fence of substantially similar quality to any Queensland Rail may satisfy its obligation under subsection (2)(b) by constructed. (c) sufficient works to ensure the neighbouring land's drainage is as good, or nearly as good, as it was before the existing railway was constructed.	01.07.07 to present
s 150 of the Transport Infrastructure Act 1994 was renumbered as s 260 reprint 9 and s 260 (4)(c) was added in 2011: 260 Works for existing railways (1) This section applies— (a) while a railway existing at the commencement (the existing railway) continues to be operated as a railway; and (b) to the owners and occupiers of land next to the existing railway (the neighbouring land). (2) The relevant railway manager must, within a reasonable time, construct and maintain— (a) works that are necessary to make good any interruptions caused by the existing railway to the use of the neighbouring land; and (b) works that are necessary to— (i) separate the existing railway from the neighbouring land; and (ii) protect the stock straying from the neighbouring land onto the railway; and (c) sufficient works to ensure the neighbouring land's drainage is as good, or nearly as good, as it was before the existing railway was constructed. (3) The relevant railway manager may satisfy its obligation under subsection (2)(b) by constructing and maintaining a fence of substantially similar quality to any fence around the neighbouring land when the railway was constructed. (4) This section does not require the relevant railway manager to— (a) construct or maintain works in a way that would prevent or obstruct the use of the existing railway; or (b) construct or maintain works for owners or occupiers who agreed to receive, and have been paid, compensation in place of the works; or (c) construct or maintain works for a change of use of the neighbouring land by its owner or occupier. (5) The Land Court must decide any dispute about the adequacy of works or maintenance under this section. (6) ...	01.07.07 to present





SUPREME COURT OF QUEENSLAND

CITATION: *Michael Vincent Baker Superrannuation Fund Pty Ltd v Aurizon Operations Limited & Anor* [2017] QSC 26

PARTIES: MICHAEL VINCENT BAKER SUPERRANNUATION FUND

PTY LTD
(ABN 26 589 018 610)
(plaintiff)
v

AURIZON OPERATIONS LIMITED
(first defendant)

STATE OF QUEENSLAND

(second defendant)

FILE NO: BS12854 of 2008

DIVISION: Trial Division

PROCEEDING: Trial

DELIVERED ON: 13 March 2017

DELIVERED AT: Brisbane

HEARING DATE: 5-9 September 2016

JUDGE: Mullins J

ORDER:

1. The second defendant by its servants and agents seal the two concrete box culverts identified in Figures 9 and 10 in the report of Cottrell Cameron & Steen Surveys Pty Ltd dated 20 December 2006 which were the subject of this proceeding to prevent the discharge of water from those culverts in the direction of the land described as Lot 12 on Survey Plan 268017 in the Shire of Esk.
2. The preceding order be stayed for six months from the date of this order.
3. Liberty to the second defendant and the plaintiff to apply on three days' notice in writing to the other in relation to the operation of orders 1 and 2.
4. The first defendant pay to the plaintiff the sum of \$75,000 for damages for nuisance.
5. The second defendant pay to the plaintiff the sum of \$75,000 for damages for nuisance.

CATCHWORDS:

TORTS – NUISANCE – WHAT CONSTITUTES – PRIVATE NUISANCE – IN GENERAL – where railway conducted on land adjoining lower grazing property – where culverts constructed and maintained under statutory authority in railway embankment to discharge water from the upstream catchment in the direction of the

grazing property along the natural watercourse – where property upstream from the railway property cleared and developed – where culverts concentrated water flows onto the grazing property causing erosion and subsidence – whether occupier of railway land liable for nuisance

TORTS – NUISANCE – DEFENCES – STATUTORY POWER OR DUTY – whether nuisance was the inevitable consequence of the construction and maintenance of the culverts in the railway embankment authorised by the legislation – whether the statutory body discharged the onus of disproving negligence in the exercise of its statutory powers

TORTS – NUISANCE – REMEDIES – DAMAGES – where the owner of the grazing property that sustained damage as a result of the nuisance caused by the defendants sought damages on the basis of the costs of the reinstatement of the eroded gully – whether in the absence of evidence of the diminution in value of the grazing property caused by the nuisance, it was reasonable for the award of damages to be calculated on the basis of the costs of reinstatement – where each defendant only liable for the portion of the costs of reinstatement that can be apportioned to the period during which that defendant caused the nuisance

Railways Act 1864 (Qld), s 11, s 46, s 94, s 95
Railways Act 1914 (Qld), s 52, s 73

Transport Infrastructure Act 1994 (Qld), s 150, s 215

Transport Infrastructure (Railways) Act 1991, s 6.5, s 6.12

Bankstown City Council v Alando Holdings Pty Limited

(2005) 223 CLR 660; [2005] HCA 46, cited

Barbagallo v J & F Cateian Pty Ltd [1986] 1 Qd R 245, followed

Corbett v Pallas (1995) 86 LGERA 312, considered

Evans v Balog [1976] 1 NSWLR 36, considered

Goldman v Hargrave [1967] 1 AC 645, cited

Hunter v Canary Wharf Ltd [1997] AC 655, considered

Marcic v Thames Water Utilities Ltd [2004] 2 AC 42; [2003] UKHL 66, cited

Marshall v Director General, Department of Transport (2001) 205 CLR 603; [2001] HCA 37, considered

Nalder v The Commissioner for Railways [1983] 1 Qd R 620, considered

Rudd v Hornsby Shire Council (1975) 31 LGRA 120, considered

Sedleigh-Denfield v O'Callaghan [1940] AC 880, considered

Wenkart v Pitman (1998) 46 NSWLR 502, cited

Winky Pop Pty Ltd v Mobil Refining Australia Pty Ltd [2015] VSC 348, considered

COUNSEL:

P W Hackett and D V Ferraro for the plaintiff

J M Horton QC and M A Bade for the first defendant

D M Favell for the second defendant

SOLICITORS: Old Law Group - A New Direction Pty Ltd for the plaintiff
 Gadens Lawyers for the first defendant
 G R Cooper, Crown Solicitor for the second defendant

[1] The plaintiff is the registered proprietor of Lot 12 on Survey Plan 268017 in the Parish of Esk (the plaintiff's land). It claims the first and second defendants have permitted and continue to permit the discharge of water from two culverts onto the plaintiff's land and seeks damages for nuisance, as a result of the erosion and subsidence caused to the plaintiff's land in the form of a gully that is between the point of discharge of the water from the culverts and Sandy Creek. The plaintiff also seeks injunctions against the defendants restraining them from permitting the discharge of water onto the plaintiff's land, and requiring the second defendant to permit access by the plaintiff over its land to facilitate the reinstatement of the plaintiff's land. The plaintiff's concern is to repair the erosion, regain its vehicular access to its land north of the gully, use the paddock divided by the gully for grazing cattle, and ensure that the erosion does not continue in the future.

Background facts

[2] In about 1884 pursuant to s 11 of the *Railways Act 1864* (Qld) (the 1864 Act), the Commissioner for Railways purchased the land that became Lot 2 on RP20814 (the railway land) from Mr Henry Abbott who was a predecessor in title of the plaintiff. The Brisbane Valley railway line was surveyed, designed and constructed on an embankment by the Commissioner in about 1885 pursuant to the 1864 Act. The railway line abuts the eastern boundary of the plaintiff's land. Two timber box culverts (1.54m x 0.61m) were installed at mileage 36 mile 69.5 chains (shown on exhibit 15) to convey the flow of surface water upstream of the embankment under the railway in line with what is now identified by the eroded gully.

[3] The railway line was maintained by the Commissioner pursuant to the 1864 Act and then pursuant to the *Railways Act 1914* (Qld) (the 1914 Act). In about 1956 the timber box culverts were replaced with concrete box culverts of identical dimensions. The Commissioner was replaced by a body corporate Queensland Railways from 1991 pursuant to the *Transport Infrastructure (Railways) Act 1991* (Qld) (the 1991 Act) and the railway line was maintained from 1991 by Queensland Railways. The railway line was closed in 1993. From 1 July 1995 Queensland Railways ceased to exist and was replaced by the government owned corporation known as Queensland Rail.

[4] Between themselves, the defendants do not agree on the ownership of the railway land from 1 July 1995, but the first defendant accepts responsibility for the railway land from 1885 to June 2002 or April 2003. The railway land was declared non-rail corridor land in June 2002 pursuant to s 215 of the *Transport Infrastructure Act 1994* (Qld) (the 1994 Act) and was transferred from Queensland Rail to the second defendant on 9 April 2003. (In respect of the issue between the first and second defendants as to from which of the June 2002 or April 2003 dates the second defendant became liable for any damage caused by the culverts, that issue has little significance in light of the plaintiff's concession in submissions about the limitation defence.)

[5] The rail corridor is now used for recreational purposes of cycling, horse riding and walking and is known as the Brisbane Valley Rail Trail (Rail Trail). In the vicinity of the plaintiff's land, the Brisbane Valley Rail Trail is overseen by the second defendant in conjunction with the Somerset Regional Council.

[6] In conjunction with the construction of the railway line, two sets of box drains about 7 metres apart were constructed on either side of and within the embankment on the railway land that now incorporate the two box culverts that face directly towards the plaintiff's land. It is not in issue that the box culverts (and internal pipes within the embankment) collect water from a watershed that slopes down to the embankment from further east and that water is carried through the rail corridor and travels a distance of approximately 15 feet before it is discharged into the plaintiff's land and travels through the gully westward to Sandy Creek. Both defendants admit erosion and subsidence has occurred on the plaintiff's land.

[7] The plaintiff bought the plaintiff's land in about 1995. It has an area of 246.2 hectares. The plaintiff and a related company acquired adjoining allotments. The total area of the plaintiff's property (including the plaintiff's land) is at least 317.579 hectares. The plaintiff's property is used mainly for cattle grazing and also for growing avocados, limes and the occasional crops.

[8] Unfortunately there are no photographs of the gully and the plaintiff's land in the vicinity of the culverts at the time of the plaintiff's purchase. Mr Baker who is the sole director of the plaintiff visited the property on weekends after the plaintiff's purchase and over a period of about two years progressively moved around the property repairing fences and clearing timber regrowth. He recalls repairing the fence on the boundary of the railway land and that when he first attended the gully area, he could walk and drive his Toyota utility along the fence boundary parallel to where the culverts are, in order to travel to the northern boundary of the plaintiff's land that intersects with Sandy Creek at the railway bridge over Sandy Creek. The site contour plan which is attached to the report of engineer Mr Gerard Brennan (exhibit 1/1 at p 118) was used by Mr Baker to describe what he called the railway paddock as that part of the plaintiff's land that is bounded by Sandy Creek on the west and the rail corridor on the east and divided by the gully.

[9] During 1999 Mr Baker observed that the gully was significantly more pronounced by erosion and difficult to traverse than it had been previously. He first wrote to Queensland Rail on 8 February 2000 and complained about the erosion of the gully. By the time that Mr Baker wrote this letter, he was no longer prepared to drive his vehicle along the fence boundary to the railway land adjacent to the box culverts, because he feared that the soil would collapse under the weight of the vehicle, due to the erosion moving along the gully towards the boundary with the railway land. In order to obtain alternative vehicular access to the northern section of the railway paddock, Mr Baker had a bulldozer put in a track through the gully, but it also eroded out and Mr Baker was no longer able to use it for vehicular access. As Mr Baker does not have vehicular access for the purpose of spraying weeds and maintaining fences north of the gully, he stopped using the railway paddock for grazing cattle for which it would be otherwise suitable. Mr Baker's evidence about this consequence of the erosion was not seriously challenged by the defendants.

[10] There are aerial photographs that show the rail corridor, the plaintiff's land and the upstream land (that is adjacent to the western boundary of the rail corridor) at various intervals between 1944 and 2009 (exhibit 2). As early as 1944, there appears to be a line in these photographs consistent with the location of the gully. These photographs also illustrate the degree of vegetation on either side of the rail corridor. It appears there had been some clearing of the plaintiff's land in 1963. Up until 1985 the upstream land appeared covered in trees. It is noteworthy that in 1988 the upstream land bordering the rail corridor from further south than the culverts and going north to the railway bridge was completely cleared. A farm dam was constructed on the south eastern property adjoining the rail corridor upstream of the entrance to the culverts. Surface water runoff from this south eastern property flows into a shallow drain along the south eastern side of the rail corridor and is directed into the two culverts. Extensive clearing also appears to have been undertaken on the plaintiff's land both north and south of the gully and to the east of Sandy Creek between 1997 and 2001.

[11] By the letter dated 8 February 2000 to Queensland Rail, the plaintiff's solicitors alleged that the railway line as constructed constituted a dam and the placing of pipes under the line to remove the concentration of water subjected the plaintiff's property on the downside of the line to a torrent concentrated through those pipes which created "massive erosion". The plaintiff requested Queensland Rail to rectify and repair the environmental damage.

[12] A site inspection was carried out on the property on 3 April 2000 on behalf of Queensland Rail. The plaintiff was advised by Queensland Rail on 19 May 2000 that Queensland Rail and Queensland Transport were then negotiating the ownership and associated future maintenance responsibilities of the Brisbane Valley decommissioned rail corridor.

[13] By letter dated 29 May 2000, the plaintiff's solicitors put Queensland Rail on notice that, in the absence of a satisfactory response within 28 days, the plaintiff reserved the right to issue proceedings against Queensland Rail. A further inspection was carried out by Queensland Rail from the rail corridor on 21 June 2000. On 30 June 2000 Queensland Rail advised the plaintiff that the gully within the plaintiff's property was a natural feature distributing runoff from the catchment area to Sandy Creek, the current drainage conditions had existed for many years and there was little scope for Queensland Rail to improve those conditions, the gully was eroding back to a sandstone base from Sandy Creek to the rail corridor, and there were other examples of this erosion occurring in the area in similar type gullies away from the rail corridor. The plaintiff was therefore advised that Queensland Rail did not consider it had any liability to undertake any works on the plaintiff's property.

[14] Further correspondence was exchanged between the parties, but ultimately this proceeding was commenced on 30 July 2004 in the District Court at Southport with the plaintiff seeking damages in the sum of \$250,000.

[15] During the course of this proceeding the first defendant and then both defendants maintained the position that the plaintiff could not succeed in its claim against the defendants. The nature and quantum of the plaintiff's claim has fluctuated considerably during the course of this proceeding. The plaintiff obtained engineering

advice from Bornhorst & Ward on rectification proposals for the eroded gully in October 2007. The first report prepared by the quantity surveyor engaged by the plaintiff, Mr John Lowry, dated 18 April 2008 (exhibit 21) attached the Bornhorst & Ward proposals. The first option to fill the gully with imported rock fill over a stabilising geofabric to prevent further scour of the gully, but not to remediate the gully to a walkover condition, was costed at \$231,000. Option 2 added draining the overflow from the rail alignment to the creek in a pipe in the bottom of the existing gully to option 1 and was costed at \$334,000.

[16] When the proceeding was transferred to this Court, the amount of the claim for damages increased to \$335,000. Along the way, the plaintiff claimed \$4,629,815.22 and then reduced the claim to \$2.5m. Ultimately the quantum of the damages sought in the statement of claim was \$1.8m. Although many factual matters did not remain in dispute, the parties' respective entrenched positions on the question of liability meant the focus of the respective cases on critical issues was markedly different. The implication of this will become clear as the issues are analysed.

[17] By the time of the trial the erosion had continued headwards towards the culverts, passing the boundary between the plaintiff's land and the rail corridor. Mr Baker described (Transcript 1-53) that "It's back to the concrete apron, and the fence is hanging in mid-air". The photographs in evidence of the gully depict the substantial nature of the erosion.

Issues

[18] The following issues remain to be decided:

- (a) whether the injury to the plaintiff's land caused by the construction of the railway line was fully compensated under the statutory scheme by which the Commissioner acquired the railway land from the plaintiff's predecessor in title;
- (b) was there consultation with, or permission from, the plaintiff's predecessor in title regarding the construction and positioning of the culverts?
- (c) whether the culverts were built along the line of an existing channel traversing the plaintiff's land that connected to Sandy Creek and was a natural watercourse or whether the culverts altered the natural watercourse; whether erosion and subsidence on the plaintiff's land commenced only with clearing of land within the watershed and on the plaintiff's land in proximity to the gully;
- (e) whether the first defendant's actions in the placement and maintenance of the culverts were reasonably necessary for the use of the rail corridor as railway land;
- (f) whether the defendants continued or adopted the nuisance by failing to remedy, abate or take steps to prevent the nuisance within a reasonable time with knowledge or constructive knowledge of the nuisance or risk of the nuisance;
- (g) is the conduct complained of an actionable nuisance?
- (h) does the defence of statutory authority apply?
- (i) whether the plaintiff has failed to mitigate its loss by taking action to remedy the erosion and subsidence in, or shortly after, 1995;

- (j) what remediation works are required to reinstate and rectify the erosion and subsidence on the plaintiff's land;
- (k) whether the cost of the remediation works is grossly disproportionate to the value of the part of the plaintiff's land affected by erosion and subsidence.

Compulsory acquisition of the railway land in 1884

- [19] The resumption of the land from Mr Abbott for the railway line pursuant to s 1 of the 1864 Act divided Mr Abbott's land. A valuation was obtained by the Commissioner of the land that was resumed and compensation of £40 was offered to Mr Abbott which he accepted. Additional compensation of £3.5.0 was also paid, making a total compensation payment of £43.5.0.

- [20] Section 46 of the 1864 Act regulated the payment of compensation for the resumption of land for the purposes of the Act:

"In estimating the purchase money or compensation to be paid under any of the provisions of this Act regard shall be had by the arbitrators jury or surveyor as the case may be not only to the value of the land purchased or taken by the Commissioner on behalf of Her Majesty as aforesaid but also to the damage (if any) to be sustained by the owner of the lands by reason of the severing of the lands taken from the other lands of such owner or otherwise injuriously affecting such other lands by the exercise of the powers of this Act and they shall assess the same according to what they shall find to have been the value of such lands estate or interest at the time notice was given of such lands being required and without reference to any alteration in such value arising from the establishment of such railway and other works."

- [21] Section 94 of the 1864 Act regulated works for the benefit of owners of lands adjoining the railway:

"The Commissioner shall make and at all times thereafter maintain the following works for the accommodation of the owners and occupiers of lands adjoining the Railway (that is to say)-

Such and so many convenient gates bridges arches culverts and passages over under or by the sides of or leading to or from the Railway as shall be necessary for the purpose of making good any interruptions caused by the Railway to the use of the lands through which the Railway shall be made and such works shall be made forthwith after the part of the Railway passing over such lands shall have been laid out or formed or during the formation thereof

Also sufficient posts rails hedges ditches mounds or other fences for separating the land taken for the use of the Railway from the adjoining lands not taken and protecting such lands from trespass or the cattle of the owners or occupiers thereof from straying thereout by reason of the Railway together with

all necessary gates made to open towards such adjoining lands and not towards the Railway and all necessary styles and such posts rails and other fences shall be made forthwith after the taking of any such lands if the owners thereof shall so require and the said other works as soon as conveniently may be

Also all necessary arches tunnels culverts drains or other passages either over or under or by the sides of the Railway of such dimensions as will be sufficient at all times to convey the water as clearly from the lands lying near or affected by the Railway as before the making of the Railway or as nearly so as may be and such works shall be made from time to time as the Railway works proceed

Provided always that the Commissioner shall not be required to make such accommodation works in such a manner as would prevent or obstruct the working or using of the Railway nor to make any accommodation works with respect to which the owners and occupiers of the lands shall have agreed to receive and shall have been paid compensation instead of the making them."

[22] Section 95 of the 1864 Act provided for any difference in respect of the kind or nature of such accommodation works or the dimensions, sufficiency or the maintenance of the accommodation works to be determined by the Governor and Executive Council.

[23] The defendants submit that the additional compensation paid to Mr Abbott was for injurious affection. The defendants rely on injurious affection extending to the damage caused by the exercise of any statutory powers by the constructing authority that injuriously affected the land remaining after the resumption was effected, as explained in *Marshall v Director General, Department of Transport* (2001) 205 CLR 603 at [20] and [46]. On the basis that s 46 of the 1864 Act did not relevantly differ from the statutory provision under consideration in *Marshall*, the defendants therefore submit that the effect of the compensation paid to Mr Abbott was to buy the right to cause damage to the plaintiff's land of the kind which might result from the railway, including the culverts at any time in the future.

[24] The defendants' argument does not take into account that the Commissioner did install the subject culverts. If the argument were correct the payment in 1884 of compensation to Mr Abbott would have absolved the need for the Commissioner to construct the culverts. The fact the culverts were constructed and maintained allows for the inference that there was no agreement by Mr Abbott with the Commissioner to recover compensation instead of the accommodation works that allowed water from the upstream catchment to flow through the culverts onto the plaintiff's land. As a matter of statutory construction, the proviso to s 94 of the 1864 Act could be given effect only if it were clear either from the manner of calculation of the compensation that specific accommodation works were not required or it were possible to identify from the agreement between the Commissioner and the owner of the resumed land as to what accommodation works were dispensed with.

[25] I therefore reject the defendants' contention that the injury to the plaintiff's land caused by the construction of the railway line was fully compensated at the time of acquisition of the railway land from Mr Abbott. Although it is raised as an allegation in the first defendants' defence that there was consultation with, or permission from, Mr Abbott regarding the construction and positioning of the culverts, there is no evidence to conclude that was in fact the case and, even if it were, it could not regulate the relationship between the first defendant and successors in title for all time with changing conditions in the lands upstream from the rail corridor.

Other relevant statutory provisions

[26] The 1864 Act was repealed by the 1914 Act. Under s 4(i) of the 1914 Act all railways, structures and works constructed, maintained or used for the purposes of any State railway were deemed to have been lawfully constructed, worked and used and were to be subject to the 1914 Act. Sections 94 and 95 of the 1864 Act had equivalent provisions in subsections (1) to (4) of s 73 of the 1914 Act:

"(1) **Accommodation works.** 1863, s. 94. The following provisions shall apply to works for the accommodation of the owners and occupiers of lands adjoining a railway:-

(2) The Commissioner shall make and at all times thereafter maintain the following works, that is to say,-

(i) **Gates, bridges, etc.** Such and so many convenient gates, bridges, arches, culverts, and passages over, under, or by the sides of or leading to or from the railway as are necessary for making good any interruptions caused by the railway to the use of the lands through which the railway is constructed;

Such works shall be made forthwith after the part of the railway passing over such lands has been laid out or formed or during the formation thereof;

(ii) **Fences, etc.** Sufficient posts, rails, hedges, ditches, mounds, or other fences for separating the land taken for the use of the railway from the adjoining lands not taken, and protecting such lands from trespass or the stock of the owners or occupiers thereof from straying thereout by reason of the railway, together with all necessary gates made to open towards such adjoining lands and not towards the railway, and all necessary stiles;

Such posts, rails, and other fences shall be made forthwith after the taking of any such lands if the owners thereof so require, and the said other works as soon as conveniently may be;

The obligation of the Commissioner under this paragraph with respect to any such fence shall be

deemed to be discharged at all times during which such fence is equal in state and kind to the fence bounding the land adjoining the land taken for the use of the railway when such land was so taken;

- (iii) **Drains.** Necessary arches, tunnels, culverts, drains, or other passages, either over or under or by the sides of the railway, of such dimensions as will be sufficient at all times to convey the water as clearly from the lands lying near or affected by the railway as before the construction of the railway, or as nearly so as may be;

Such works shall be made from time to time as the railway works proceed.

- (3) **Proviso.** But the Commissioner shall not be required to make such accommodation works in such a manner as would prevent or obstruct the working or using of the railway, nor to make any accommodation works with respect to which the owners and occupiers of the lands have agreed to receive and have paid compensation in lieu of making them.

- (4) **Difference as to accommodation works.** 1863, s. 95. If any difference arises respecting any kind or number of any such accommodation works or the dimensions or sufficiency thereof, or respecting the maintaining thereof, the same shall be determined by the Governor in Council, who shall also appoint the time within which such works shall be commenced and executed."

[27] Section 73 of the 1914 Act was in force when the timber box culverts were replaced with the concrete box culverts.

[28] The 1914 Act was repealed by the 1991 Act. Subsections (1) to (4) of s 73 the 1914 Act were re-enacted in subsections (1) to (5) of s 6.5 of the 1991 Act:

"**Accommodation works.** (1) This section applies to works for the accommodation of the owners and occupiers of lands adjoining a railway.

- (2) Subject to subsection (3), Queensland Railways is to construct and at all times thereafter maintain such works-

- (a) as are necessary for making good any interruptions caused by the railway to the use of the lands through which the railway is constructed;

- (b) as are necessary for separating the land taken for the use of the railway from the adjoining lands not taken, and protecting those lands from trespass or the stock of the owners or occupiers of those lands from straying from those lands because of the railway;

- (c) as will be sufficient at all times to convey the water as clearly from the lands lying near or affected by the

railway as before the construction of the railway, or as nearly so as is possible.

(3) Queensland Railways' obligations under subsection (2)(b) are equal in state and kind to any fence bounding the land adjoining the land taken for the use of the railway when that land was taken, exists or is erected.

(4) Queensland Railways is not required to construct accommodation works in a manner that would prevent or obstruct the working or using of the railway, nor to construct any accommodation works where the owners and occupiers of the lands have agreed to receive and have been paid compensation instead of having accommodation works constructed.

(5) If any difference arises in respect of any kind or number of such accommodation works or the dimensions or sufficiency of them, or in respect of their maintenance, the difference is to be determined by the Land Court, which is also to appoint the time within which those works are to be commenced and completed."

[29] Although the defendants had made submissions that the relevant statutory power relied on by the first defendant at the time of the plaintiff's notification of the erosion was s 150 of the 1994 Act, it is apparent that that provision had no application, as according to its terms, it applied only while a railway existing at the commencement of the 1994 Act (1 July 1995) continued to be operated as a railway which was not the case in respect of this rail corridor.

[30] It therefore appears that from the time that the plaintiff acquired the plaintiff's land, the first defendant was no longer subject to a statutory obligation in relation to accommodation works for the benefit of adjoining owners to the rail corridor, because the railway was closed.

[31] Even though the culverts were installed and maintained by the first defendant respectively under the 1864 Act, the 1914 Act and the 1991 Act in which there were provisions for resolving disputes between the first defendant and the adjoining owners in respect of the nature and extent of accommodation works and also provisions for compensation to persons with an interest in land prejudicially affected by the exercise of powers conferred by the Acts (s 11 of the 1864 Act, s 52 of the 1914 Act and s 6.12 of the 1991 Act), none of these Acts approached the "elaborate statutory scheme" that was found in *Marcic v Thames Water Utilities Ltd* [2004] 2 AC 42 at [33]-[35] to be inconsistent with a common law action of nuisance.

Mr Kleis' evidence

[32] Mr Kleis is employed by the Department of Transport and Main Roads as a ranger for the Rail Trail. He is responsible for general maintenance such as arranging for slashing as required and for safety such as fallen trees and ensures all signs remain in place and are not damaged. He was first employed by Queensland Rail in 1979 as a fletcher which involved maintenance along the Brisbane Valley railway line.

He recalled that the railway line was "mothballed" in 1988 and officially closed in 1993 and thereafter the railway track was removed in sections. The railway track was built in the center of the rail corridor on an elevated foundation and after removal of the track the elevated foundation remains, although it is "not as elevated". Mr Kleis was still employed by Queensland Rail between 1996 and 2003 to do maintenance on the railway line or along the rail corridor, liaising with adjoining property owners about fences and drainage.

[33] Mr Kleis first became aware of the eroded gully on the plaintiff's property in early 2000, when it was brought to his attention when he was asked to guide people to that area. He recalls that he met Mr Baker. He acted as the liaison officer between the contractor who pulled up the railway line and Queensland Transport as the owner of the corridor. Between 2003 and 2011 Mr Kleis was working with Queensland Rail (but sometimes on secondment to Queensland Transport) and would attend the Rail Trail from time to time to attend to any issues that would come up, including liaising with property owners about fences. Between February 2011 and 30 June 2016 Mr Kleis was employed by the Department of Infrastructure, Local Government and Planning. His employment with the Department of Transport and Main Roads commenced on 1 July 2016.

[34] Mr Kleis identified the brochure (exhibit 11) that is made available for the Coominya to Esk section of the Rail Trail which includes the section that adjoins the plaintiff's land. Mr Kleis considers that the Rail Trail is increasing in popularity, as he meets people on the Rail Trail during the week and not just on weekends. He explained (Transcript 2-34) that the Rail Trail is intended to extend from Wulkuraka to Yarraman (a distance of 161 kilometres) and the majority of it has been developed into the Rail Trail.

[35] The Somerset Region Planning Scheme which covers that part of the Rail Trail in the Somerset Region including the section that adjoins the plaintiff's land specifically refers to the Rail Trail:

"The function of the Brisbane Valley Rail Trail as an important tourism and recreational asset to Somerset Region is promoted. The Brisbane Valley Rail Trail and surrounds is protected from land uses that have the potential to conflict on its use and context. Development of allied accommodation, transport and food and drink uses are encouraged, particularly at nodes along the Brisbane Valley Rail Trail to benefit users and promote the trail."

Elements of nuisance

[36] The elements of the tort of nuisance are:

- a. a substantial or an unreasonable interference with the use or enjoyment of the plaintiff's land;
- b. interference caused by the unreasonable use of the defendant's land;
- c. where the act alleged to have caused the nuisance was authorised by statute, a statutory body will only be liable if:
 - i. the nuisance was not an inevitable consequence of the authorised

undertaking; and

ii. the exercise of (or failure to exercise) the statutory powers was negligent.

[37] Negligence in the context of a statutory body's liability for negligence is used in a "special sense" and is not the same as in a tortious duty of care, but is measured by the reasonable capabilities and circumstances of the defendant: *Goldman v Hargrave* [1967] 1 AC 645, 663.

[38] The onus is on the statutory body to establish the defence, including that it was not negligent in the exercise of its statutory duty or power, as was noted: In *Rudd v Hornsby Shire Council* (1975) 31 LGRA 120, 137:

"A nuisance is justified if it is the 'inevitable consequence' of the exercise by a council of statutory duties or powers because then it is implicitly made lawful by the statute and no legal redress is available other than such redress, if any, as is given by the statute. The onus of proving 'inevitable consequence' is on the council: *Manchester Corporation v. Farnworth*. The concept of 'inevitable consequence' has caused difficulty. If a particular work and its location is precisely defined and specified in a statute and the statute either requires or permits the council to perform that work, the problem is simpler to solve because little or no choice as to the work to be done or the manner of its performance may be left to the council, with the result that damage necessarily occasioned by the performance of works so defined would have to be regarded as inevitable. The problem is more complex where the duty or power is conferred in general terms so that it remains open to the council to perform a variety of works in a variety of ways, some of which would and some of which would not cause a nuisance: see Fleming, *The Law of Torts*, 4th ed., pp 366, 377." (footnote omitted)

[39] That approach to the onus on the statutory body to disprove negligence in the performance of its statutory duty was followed in *Nalder v The Commissioner for Railways* [1983] 1 Qd R 620, 634-641. Different decisions on the liability of the council to a private owner for flooding due to inadequate drainage works were reached in *Bankstown City Council v Alamo Holdings Pty Limited* (2005) 223 CLR 660 and *Nudd*, but that was due to the different protective provisions under consideration and the above quoted statement in *Nudd* remains authoritative.

[40] Liability for nuisance may arise out of the continuation or adoption of a nuisance and something which is not initially actionable as a nuisance may become a nuisance over time by reason of natural or other causes: *Sedleigh-Denfield v O'Callaghan* [1940] AC 880, 904-905.

[41] The decision in *Gartner v Kidman* (1962) 108 CLR 12 was concerned with facts that are almost the reverse of this case in that there was blockage of water by Mr Gartner (who owned the lower land) that would have flowed away from Mr Kidman's higher land, depriving Mr Kidman of a considerable area of grazing land.

After introducing the following propositions on the basis they concerned surface waters which came naturally upon the land from which the water flowed, as distinct from water artificially brought or concentrated there and allowed to escape as in *Rylands v Fletcher* (1828) 3 Bligh NS 414, Windeyer J (with whom Dixon CJ agreed) stated at 48-49:

"With the above limitations in mind, the rights and obligations of the proprietors of contiguous closes, one on a higher level than the other, may be stated as follows: -

The higher proprietor: He is not liable merely because surface water flows naturally from his land on to lower land.

He may be liable if such water is caused to flow in a more concentrated form than it naturally would.

It flows in a more concentrated form than it naturally would if, by the discernible work of man, the levels or conformations of land have been altered, and as a result the flow of surface water is increased at any particular point.

If a more concentrated flow occurs simply as the result of the 'natural' use of his land by the higher proprietor, he is, generally speaking, not liable. What is a natural use is a question to be determined reasonably having regard to all the circumstances, including the purposes for which the land is being used and the manner in which the flow of water was increased: as for example whether it is agricultural land drained in the ordinary course of agriculture, whether it is timbered land cleared for grazing, whether it is a mining tenement, or is used for buildings and so forth.

The proprietor of higher land is not liable for a more concentrated flow from his land if it is the result of work done outside his land by someone else, and for the doing of which he is not responsible, as for example by the paving and guttering of public roads by municipal authorities.

The above statements concerning the concentration of surface waters relate to cases when the increased flow results from work done when the higher land and the lower land were held by separate proprietors. Different considerations apply when the lower land receives a concentrated flow as the result of work which was done when it and the higher land were in the same ownership and possession.

The lower proprietor: He may recover damages from, or in appropriate cases obtain an injunction against, the proprietor of the higher land who is, for any of the reasons given above, liable to an action because he has concentrated or altered the natural flow."

(footnotes omitted)

[42] These propositions and those from other authorities were adapted by Priestley JA (with whom the other members of the court agreed) in *Corbett v Pallas* (1995) 86 LGERA 312, 317.

[43] The basis for an award of damages in nuisance is the loss of the amenity of the use and enjoyment of the land: *Hunter v Canary Wharf Ltd* [1997] AC 655, 696. As for other torts which result in physical damage to land, the measure for damages for nuisance is ordinarily either the diminution in the value of the land resulting from the damage or the cost of reinstatement where the plaintiff's proposal for reinstatement is reasonable in the circumstances and provided the cost of reinstatement is not disproportionate to the amount of the diminution in the value of the land: *Evans v Balog* [1976] 1 NSWLR 36, 40; *Barbagallo v J & F Catehan Pty Ltd* [1986] 1 Qd R 245, 258, 268-269; *Winky Pop Pty Ltd v Mobil Refining Australia Pty Ltd* [2015] VSC 348 at [182]. In *Winky Pop*, Digby J analysed many Australian authorities before concluding that the appropriate measure of damages for injury done to land is the diminution in value of the land or the costs of reinstatement and that "could still wait with what the plaintiff has asked for, and then consider whether that measure of damages is fair and reasonable in light of the injury suffered, the difference between the diminution of value on the one hand and reinstatement costs on the other, and any special value in the land".

[44] *Evans* illustrates the assessment of damages where the subject matter of the claim was a dwelling house that had been built in 1900, described as "a large dwelling, of some distinction" and maintained in excellent condition by Mr and Mrs Evans. The neighbouring developer demolished the adjoining house and commenced excavating the site to provide a basement car parking area for the new premises to be built on that site. The ground subsided along the boundary of Mr and Mrs Evans' property and the fabric of their home cracked, a portion of the ceilings fell and the living room and an extension then split completely away from the building, causing Mr and Mrs Evans eventually to vacate their home. The developer accepted liability for the damage, but the issue was whether it was appropriate to assess damages as the sum reasonably necessary to restore the property to the condition in which it had been prior to the developer's tortious intervention.

[45] At first instance and on appeal in *Evans* it was confirmed that was the appropriate measure of damages. It was expressly noted by Samuels JA (with whom the other members of the Court of Appeal agreed) at 39 that it is not the case that the normal measure of damages is the amount of diminution in the value of the land in improvements where there is tortious damage to a building. Samuels JA stated at 40:

"The question is whether it was reasonable for the plaintiff's to desire to reinstate their property. In my opinion, there is only one answer. It undoubtedly was. They had, in effect, lost their family home. That is the nature of their damage, and not some diminution in the value of their land. Fair compensation requires that they be given back what they had before; and the only way in which that purpose can be achieved is to award them the sum reasonably necessary to restore their property to the condition in which it was before the defendants effectively destroyed it. This the learned judge did; and, in my opinion, he was right. It is not to the point that the diminution in value basis might on one view produce no damages, while the reinstatement basis produces a

substantial sum. The disproportion in question in cases of this kind are not always to be revealed by arithmetical comparison. The cost to a defendant of competing measures is a significant factor. But it is but one ingredient in the calculation of whether the plaintiffs' claim is reasonable or not. There are cases, and this, in my opinion, is one, where the nature of the plaintiffs' loss is such that there is only one mode of fairly repairing it. If that turns out to be more expensive than another, the wrongdoer has no one but himself to blame."

Photogrammetric evidence

[46] Mr Gillinder of Helimetrex Pty Ltd prepared a report dated April 2016 of a survey of the eroded gully using photogrammetric data collection. Mr Gillinder explained (Transcript 1-70) that photogrammetry is the science within survey to take multiple images that are overlapping to form a three-dimensional model and relating that to the ground with ground control.

[47] On the basis of the model that was produced, Mr Gillinder calculated that the volume of the gully was 4911.216 cubic metres.

[48] Mr Gillinder prepared a further report on 31 August 2016 (exhibit 3) for the purpose of providing volume reports between 2006, 2012, 2016 and pre-erosion surfaces. That report showed cross-sections at various points along the gully using 2006 survey data, 2012 LiDAR data and 2016 data from Mr Gillinder's April 2016 report.

[49] There were 10 cross-sections analysed for the purpose of the comparison data. To assist in the cross-examination of Mr Gillinder, the defendants prepared enlarged copies of printouts from the original files for Mr Gillinder's report. Exhibit 8 contains enlargements of the cross-section report comparing 2012 LiDAR data and the 2016 survey data. Exhibit 9 is an enlarged version of the cross-sections taken from exhibit 3.

Whether the culverts were built along an existing drainage line

[50] Mr Tannock of Cottrell Cameron & Steen Surveys Pty Ltd who is a registered engineering and cadastral surveyor prepared a report dated 20 December 2006 on his survey of the watercourse undertaken in December 2006.

[51] Mr Tannock describes the watercourse as commencing abruptly at the boundary fence with the railway reserve and that is marked "by a severely eroded bank that drops vertically from ground level at the fence to the bed of the stream". Mr Tannock estimates the watercourse extends for about 170 metres before it terminates at Sandy Creek.

[52] Mr Tannock's observations of the railway reserve at p 2 of his report were:

"The embankment supporting the rail track appears to act as a dam wall and channels upstream overland flow into two concrete box

culverts via table drains ... located beside the embankment. The box culverts are located opposite the head of the watercourse in question.

Downstream of the embankment, there are two separate channels which take the discharge from the culverts. These channels appear to have been constructed at the time the rail line was built. They extend from the culverts to the property fence line."

[53] Mr Tannock took sections at four points in the course of his survey. Section D was taken on the fence line between the plaintiff's land and the rail corridor. Mr Tannock concluded that section D generally approximated the profile of the natural ground surface at the time the rail was built and concluded that the regular shape and position of the two channels in this cross-section appear to be consistent with their being excavated. Mr Tannock concluded that most of the water flowing into the culverts is a result of overland flow being directed by the rail embankment, rather than by a naturally occurring watercourse. In expressing this conclusion, Mr Tannock had not had regard to the original surveys and plans for the railway. When shown them in Dr Johnson's report, he accepted that they showed a natural drainage line where the gully is, but also upstream from the gully on the higher land (Transcript 1-66).

[54] Dr Johnson, a director of Cardno Pty Ltd, is a civil engineer with particular experience in water engineering who was engaged by the defendants prepared a report dated 26 February 2016 that considered the original design drawings and extracts from the survey books for the Brisbane Valley Railway which were drawn in 1884. Dr Johnson noted the plans show a depression in the railway longitudinal section at the point where the culverts were installed and there is a note on the drawing (exhibit 15) stating "Gully. Watershed area 50ac.". The original 1884 survey book also contains the note for the point at which the two culverts were installed (36 mile 69.5 chains) in these terms "Gully, drains 50ac.". Dr Johnson noted at paragraph 12 of his report:

"The plans also confirm the existence, prior to the construction of the railway line, of a channel at the nominated location, by the requisite designation which is a hand-drawn line with an arrow showing the direction of flow, which in this case is from east to west."

[55] Dr Johnson set out his conclusion in paragraph 21 of his report:

"I conclude from all of this information that a natural channel traversed the land prior to the construction of the railway, and that the culverts designated for installation at this location corresponded to the location of the channel, or channels, which were present at that time. However, site inspection indicates that the construction of the railway embankment and associated earthworks has had an impact on the catchment area which is mobilised upstream of the culverts. This construction has effectively resulted in a bund, or wall, somewhat higher than the existing natural surface being formed on the upstream (eastern) side of the rail alignment. There are good operational reasons for this bund, in that the construction collects and diverts overland flow which would otherwise have flowed onto the railway itself; and potentially caused damage. However, the net effect of the bund is to increase the upstream catchment area

[56] Environmental scientist Mr Holland of Gilbert & Sutherland prepared a report in December 2011 on the erosion of the gully at the plaintiff's request. Mr Holland inspected the site, reviewed historical aerial photography and undertook a desktop assessment reviewing available information in the form of regional geological and soils mapping and topographical data.

[57] Mr Holland did not inspect the original plans or survey books for the railway line, but agreed (Transcript 2-88) with Dr Johnson's conclusion that the subject culverts lie along the pre-existing drainage line.

[58] Dr Phillip Shaw is a geotechnical engineer who prepared a report dated 29 February 2016, at the request of the first defendant after visiting the site. Based on his site observations, he concluded at paragraph 5.2.1 of his report that "there was a pre-existing drainage feature that collected and discharged surface runoff across the subject land to Sandy Creek".

[59] Mr Brennan of GenEng Solutions Pty Ltd who was engaged by the plaintiff to prepare an engineering and hydrology report dated 16 May 2016 is a registered agricultural and civil engineer. He also was of the view (Transcript 3-22) that the culverts were placed where there was a gully.

[60] It is therefore appropriate to conclude that the culverts were built along the line of an existing channel traversing the plaintiff's land that connected to Sandy Creek which was a natural watercourse.

Causes of the erosion

[61] Dr Shaw's report described the extent of the erosion shown in the photographs included in his report. He noted at around 8m to 10m downstream of the two culverts that the severe erosion has resulted in "two bowl-shaped areas of erosion with a protruding area between the two channels" and the erosion of the southern bowl shaped area has resulted in a "distinct, curved, concave, curved, vertical cliff line around 2.3m to 2.7m high".

[62] Dr Shaw did laboratory tests on soil samples from the erosion sites that showed that the soils were highly to moderately dispersive. He concluded at paragraph 5.1.1 that "the erosion has been caused by the action of flowing water as a combination of mechanical erosion due to the sandy nature of some of the soils and chemical erosion due to the high to moderate potential of the soils to disperse".

[63] Mr Holland noted that the site soils are predominantly comprised of sandy loams and loams with a general increase in clay content at depth. These soils are underlain by Helidon sandstone. The soils are highly susceptible to sheet and gully erosion. The subject gully drains an upstream catchment area of approximately 13 hectares.

[64] Mr Holland noted:

"Removal of the vegetation in the upstream catchment leads to increased runoff volume, increased flow velocities and destabilisation of the underlying soil material. In the case of this site, extensive land clearing in the catchment upstream of (and adjacent to) the gully has contributed to accelerated erosion within the gully, in our view.

The railway embankment has intercepted and concentrated overland flow to a defined discharge point at the culverts. By intercepting the overland flow from the entire catchment upstream of the site and directing it through the culverts and into the head of the gully, the embankment effectively concentrates increased flow into the gully, causing increased erosion."

[65] In the joint statement of experts, Dr Johnson and Mr Holland set out their agreement that "the observed erosion has two fundamental causes, namely the concentration of flow resulting from the installation of the culverts, and the clearing of the local catchment which has led to increased rate and volume of runoff. On the basis of the written statement of Mr Baker, as well as historical aerial photographs, Dr Johnson and Mr Holland also agreed that "the significant erosion observed on site commenced predominantly sometime after clearing of the land took place in the late 1980s".

[66] Dr Johnson relied on Mr Baker's evidence that when he first visited the site, the erosion was significantly less than it currently is to conclude (Transcript 2-55) that "there are two potential causes of the erosion, but for at least 100 years after the railway line was constructed, ... the concentration of flow ... as an effect of the railway line did not appear to have exacerbated the erosion dramatically". Dr Johnson also considered (Transcript 2-58) that the clearing of the plaintiff's land on the north-western side of the railway would have changed the run off characteristics from that part of the site as well, but accepted (Transcript 2-76) that the largest catchment was from the upstream area.

[67] Mr Holland noted (Transcript 2-57) that "without the railway embankment concentrating the flows, the degree of erosion wouldn't have been as high" and "with the clearing of the upper catchment, that the catchment size directing flows to those two culverts has increased, so that two working in concert ... have increased the erosion".

[68] These experts were asked to express an opinion on the impact of the crossing across the gully made by Mr Baker on the erosion in the gully. Mr Holland considered (Transcript 2-76) the impact of that crossing on the erosion in the gully upstream or downstream was minimal. Dr Johnson did not respond to the question directly, but noted (Transcript 2-76) that the track had caused some local erosion and confirmed (Transcript 2-77) that the dominant cause of the erosion in the gully was the catchment upstream with the railway.

[69] Dr Johnson and Mr Holland were asked to express an opinion about the stabilisation of the erosion and to consider the comparative cross-sections of the

gully prepared by Mr Gillinder in exhibit 9.

[70] Dr Johnson explained (Transcript 2-109) the widening of the gully was due to the deepening and what happened was that as it cut further down, the steepness of the banks became greater and made the sides of the gully more prone to tumble in. Mr Holland expressed (Transcript 2-109) that "gullies tend to stabilise over time" and that it may take 20 or 30 years, but would be decelerating over time.

[71] Dr Johnson noted (Transcript 2-111) that there was virtually no difference between the cross-sections in the 2012 data compared to the 2016 data in Mr Gillinder's work which indicated that the rate of erosion had slowed dramatically. Dr Johnson noted further than when the 2006 survey was compared to the 2016 data that showed the erosion had slowed dramatically since 2006.

[72] Mr Holland had not seen Mr Gillinder's work previously and was of the opinion that there had not been stabilisation, although he conceded (Transcript 2-114) that it may have slowed down.

[73] Mr Holland accepted (Transcript 2-115) that the presence of mature trees on the downstream side of the crossing of the gully put in by Mr Baker would be consistent with a lack of widening of the channel in the area of the mature trees.

[74] On the basis of the opinions expressed by both Dr Johnson and Mr Holland and the aerial photographs, it is more likely than not that the erosion commenced prior to the clearing of the upstream land, but was exacerbated dramatically by increased surface flow of water from the clearing of that upstream land that was concentrated through the culverts. Those experts also support the conclusion that the clearing of the plaintiff's land and the crossing across the gully made by Mr Baker were minimal contributors to the erosion in the gully.

[75] Much was made by the defendants in submissions and in cross-examination of witnesses that for 15 of the years after the construction of the culverts, there were no complaints. That does not answer the question, however, as to whether the culverts were a cause of the erosion in the gully. The fact that two causes of the erosion were identified by the experts does not mean the role of the culverts in concentrating the flows that then caused the erosion can be ignored.

Mr Brennan's hydrological modelling

[76] Mr Brennan inspected the site on 28 April 2016 and considered the likely catchment boundaries taking into account the existing rail corridor, what may have been the catchment boundaries prior to the rail construction and the mechanism of erosion and its impact on the dimensions of the gully. Mr Brennan used a detailed contour map of the catchment using the earthworks modelling package 12D which was based on LIDAR data for the site. Digital terrain models and subsequent hydrological models were generated for four scenarios: Scenario 1 modelled the operation of the existing box culverts with the rail line in operation. Scenario 2 modelled velocities in the gully downstream of the culverts to assess the impact on velocities immediately following construction of the railway and culverts. Scenario 3 assessed velocities in the natural state prior to construction of the

railway embankment and culverts. Scenario 4 assessed the Rail Trail formation hydrology and its impact on peak velocities in the gully. For all the scenarios the dam immediately upstream of the rail culverts was removed. The assumption was made for scenarios 1, 2 and 4 that all other dams were presumed full. For scenario 3, the rail formation and culverts and localised excavations were removed.

[77] Mr Brennan used a 2D TUFLOW model to analyse and predict hydraulic behaviour. His report details the other assumptions and modelling parameters that were used. The entire catchment was assumed to be heavily vegetated for the purpose of scenario 1. In scenario 2 assumptions were made based on the profile of the surface beyond the eroded surface of the gully to model an assumed shape of the depression prior to erosion. Scenario 3 used the presumed gully profile across the plaintiff's land and a uniform surface grading from boundary to boundary across the railway land and from the adjacent lots was also modelled. Scenario 4 provided gully velocities anticipated with the rail ballast removed and previous rail catch drains in their current condition.

[78] The details of the modelled peak velocities are set out in the attachments to Mr Brennan's report. A comparison of scenarios 1 and 2 demonstrated reduction in velocities in the eroded gully as it widened over time compared to the assumed natural state. Mr Brennan noted that, in comparing scenarios 2 and 3 for both the one year average interval storm and the 10 year storm, modelling demonstrated a significant increase in velocities caused by concentration of water by the rail formation to the culverts causing increased flows to the gully.

[79] Dr Johnson's employees checked the operation of Mr Brennan's modelling and Dr Johnson had no issues with the modelling or the results (Transcript 2-82).

Has the plaintiff proved actionable nuisance?

[80] The plaintiff has proved the ongoing erosion in the gully that has continued from 1999 and that it is unable to use the paddock around the gully for grazing cattle which is the obvious and reasonable use for the plaintiff's land and has therefore shown that the erosion of the gully has resulted in a substantial or an unreasonable interference with the use or enjoyment of the plaintiff's land. Although the railway land compared to the plaintiff's land is the "higher" land applying the approach in *Gartner* to the rights and obligations of the higher and lower proprietors concerning water flow in a natural watercourse, the defendants cannot take the benefit of being the higher proprietor when they have permitted the water to flow in a concentrated way through the culverts.

[81] There was no evidence called on behalf of the defendants to show that there was no other way to disperse the surface flow of water from the lands upstream of the railway corridor in the vicinity of the culverts by any means other than the culverts. It is not apparent that the nuisance was an inevitable consequence of the first defendant's statutory duty.

[82] The onus is on the first defendant to establish the statutory authority defence, including that it was not negligent in the exercise of its statutory duty or power: *Rudd* at 137. There can be no challenge to the first defendant's assertion that its actions in the

placement and maintenance of the culverts were reasonably necessary for the use of the rail corridor as a railway line at least until the land to the east of the rail corridor was cleared and developed. That circumstance resulted in accelerated flows of water through the subject box culverts that is largely the cause of the erosion in the gully. The effect of the concentration of the flows as the upstream land was cleared and developed should have been addressed by the first defendant as that circumstance affected the plaintiff's land in a significant and observable way and certainly upon notification of the erosion. The first defendant has not discharged its onus of disproving negligence.

[83] There is an issue as to whether the defendants continued or adopted the nuisance by failing to remedy the nuisance within a reasonable time of knowing of the nuisance or having constructive knowledge of the nuisance. Although the first defendant denied liability for the erosion from the first notification by the plaintiff in 2000, it had the relevant knowledge from at least that time. The plaintiff seeks to impute constructive knowledge to the second defendant on the basis of work Mr Kreis may have done for the second defendant in maintaining the rail corridor after 2003. The plaintiff does not need to rely on that route, as it must be a matter of inference that the second defendant had constructive knowledge of the plaintiff's claim of nuisance from the time it became responsible for the rail corridor.

[84] The plaintiff has proved actionable nuisance against both defendants.

Limitation defence

[85] The second defendant was joined to this proceeding on 30 September 2014 on the express basis that the joinder was effective only from 30 September 2014. To the extent that erosion was caused prior to 1 October 2008, the second defendant defends the plaintiff's claim on the basis that pursuant to s 10 of the *Limitation of Actions Act 1974 (Qld)* it is statute barred. The plaintiff concedes that its claim against the second defendant for any loss or damage that occurred prior to 1 October 2008 is statute barred.

Remediation works

[86] It became apparent during the course of the trial that the remediation works which the plaintiff was seeking were based on removal of the embankment in the rail corridor where it abuts the plaintiff's land and restoration of the gully to the levels before the construction of the railway. This was a surprising approach to the remediation works, as the land was not purchased by the plaintiff until at least 1995 when the gully was established on the land. The plaintiff's purchase price for the land must have reflected the existence of that gully in that paddock. Mr Hackett of counsel who appeared with Mr Ferraro of counsel on behalf of the plaintiff conceded (Transcript 4-33) that the plaintiff could not recover any damages for erosion that occurred prior to 1995. Submissions were made on behalf of the defendants that the plaintiff's claim was actionable only from the time the plaintiff complained of the erosion (Transcript 4-5). As damage is an essential element of the cause of action in nuisance (*Barbagallo* at 248), the cause of action did not accrue until the erosion had reached the stage where damage was suffered by the plaintiff which was during the year leading up to the plaintiff sending its first letter of complaint to the first

defendant in February 2000. The damages suffered by the plaintiff are therefore reflected by the degree of erosion from 1999 onwards.

[87] The mere fact that the contour levels in the area of the gully and its vicinity before the construction of the railway can be determined with some accuracy, because of the availability of historic records and technological aids does not make those levels relevant to this proceeding. The plaintiff's case based on remediation to the levels before the construction of the railway missed the point that the plaintiff purchased the land with an existing gully in the railway paddock. During cross-examination of some witnesses, Mr Horton of Queen's Counsel who appeared with Mr Eade of Counsel for the first defendant used the description of "farm gully remediation" that makes the point that, unlike remediation works for a family home that was the subject of *Evans*, the subject matter of this dispute was a gully in a paddock that was a small portion of a larger rural property.

[88] Mr Holland expressed the opinion (Transcript 2-82) that the best form of remediation of the problem would be to remove the source of the concentrated flow. Mr Holland considered that to remediate the gully, but not remove the source of the concentrated flow, would leave open the possibility of something similar happening again. Mr Holland also expressed the view that the culverts probably could remain, if something else was put in place to divert the flow of water. Dr Johnson expressed the view (Transcript 2-83) that "the best outcome to prevent the problem would be the removal of all the manmade objects from the location, including the railway corridor and the culverts themselves, because that would return it back to the condition that it was most like before the railway came along". Dr Johnson also expressed the view that, if the gully were remediated, the culverts could be kept in place, if the flow from the upstream catchment was diverted in another direction, which appears support Mr Holland's view that the culverts should be removed to eliminate the concentration of water flows.

[89] On the basis of the comparison of the scenarios modelled for the site hydrology, Mr Brennan expressed at paragraph 24 of his report that "diversion of flows away from the site has significant impact in reducing velocities achieved in the gully" and therefore proposes that treatment requires complete removal of cuttings, embankments and structures in the rail corridor to return the contours to their original profile and remove the concentration of water to the gully. He suggests that the eroded gully should be filled with select fill sourced offsite of suitable non-dispersive characteristics, in order to protect the underlined dispersive layers. He states at paragraph 27 of his report:

"Suitable treatment of the rehabilitated gully will include the selection and importing of suitable top soil, appropriate treatment with fertilisers and amendments to ensure the restoration of appropriate vegetation on the surface is effective. Temporary fencing of the rehabilitated area will be required to exclude stock, ongoing maintenance across two growing seasons including the provision of irrigation when required. Provision of a suitable surface treatment will also include organic blanket seeding and rock check dams to allow re-establishment of vegetation cover in the bottom of the gully."

[90] Mr Brennan was of the opinion (Transcript 3-22) that avoiding the concentration of the water flows was essential to preventing the worsening of the erosion. Mr Brennan acknowledged (Transcript 3-27) that "there would be a very large number of engineering solutions" and that an appropriately designed stormwater pipeline, delivering the water from the culverts to the creek, would seem a good option to investigate.

[91] Dr Johnson proposed repair works for the erosion damage in paragraph 43 of his report:

"I believe that it would be more economic and appropriate to repair the erosion by placing a suitable rock blanket in the bed of the channel to prevent further undercutting of the banks, and to carry out appropriate earthworks on the banks to smooth the surfaces and flatten the grade to a consistent value of say 1 in 6. The banks could then be vegetated and stabilised using imported topsoil, at a significantly reduced overall cost. This solution also has the benefit of making the affected land potentially accessible to stock. An alternative to the rock blanket would be to install a large pipe in the bed of the channel to carry the majority of flows generated, as per part of Option 2 put forward by Mr Lowry. It would be necessary to also construct a rock-lined stilling basin in the location where the vertical transition in the bed occurs just downstream of the railway corridor."

[92] In paragraph 28 of his report, Mr Brennan set out the bill of estimated quantities for his proposed remediation works. The items in the bill of estimated quantities were based on Main Roads specifications. His explanation (Transcript 3-21) for using these specifications that they are standards well accepted in the industry and easy to cost was unconvincing in the context of the nature of the remediation project for this gully which, as a matter of common sense, is not equivalent to a trafficked public road. This approach coupled with the use of quantities based on restoring the level of the gully to 1884 levels which is not justifiable as remediation for erosion sustained from 1999 onwards suggests caution in considering the scope of Mr Brennan's remediation works.

[93] Mr Lowry's amended supplementary expert report dated 1 September 2016 (exhibit 20) costed Mr Brennan's proposal at \$1.8m. The plaintiff's counsel in their written submissions adapted Mr Lowry's costings to confine them to the remediation work on the plaintiff's land with allowance for additional fill being brought in rather than taken from the railway land. This reduced the costs of Mr Brennan's remediation works to \$997,045. It was earlier costings of Mr Lowry that had resulted in the plaintiff's claim increasing at one stage to around \$4.6m. The reliability of Mr Lowry's costings was diminished by the widely varying costings that he provided throughout this proceeding, when the aim of the remediation works to reinstate an eroded gully on a grazing property was a constant factor.

[94] The defendants obtained a report from quantity surveyor Mr Malcolm Davidson dated 8 July 2016 to prepare an independent estimate based on Mr Brennan's bill of estimated

quantities and review the report prepared by Mr Lowry dated 14 June 2016. Mr Davidson's estimate was \$514,761. The plaintiff's counsel in their written submissions also helpfully adapted Mr Davidson's costings to confine them to the remediation work on the plaintiff's land which reduced Mr Davidson's estimate to \$198,679.

[95] The plaintiff submitted that the approach of Mr Lowry should be preferred to the approach of Mr Davidson, as Mr Lowry had visited the site, whereas Mr Davidson had not and Mr Lowry had applied first hand principles rather than published rates, as Mr Davidson had done. In addition Mr Davidson had made an error in one aspect of interpretation of Mr Brennan's design, assuming the length of the check dams to be 600mm, when they were considerably wider. I found Mr Lowry's approach over-generous to the plaintiff in all aspects of his costings, when consideration is given to the nature of the works being undertaken. A couple of examples will suffice. Mr Lowry went for the 75mm thick organic blanket which had been supplied by the supplier for Main Roads projects, whereas Mr Davidson contacted another supplier that advised a 50mm organic blanket would be sufficient and that it would not require the layer of topsoil specified by Mr Brennan. There are then significant variations in the costings between Mr Lowry and Mr Davidson on embankment fill and imported topsoil, as well as the supply and installation of the special embankment. Although Mr Lowry described the Bornhorst & Ward proposal as preliminary, option 1 of that proposal was to place a geofabric in the bottom of the gully to stabilize the base and to remediate the site by filling around the rock with low grade road-base and to add topsoil and seed the area. The level of that quote from 2008 is much more in line with Mr Davidson's costings, as modified by counsel for the plaintiff to limit the scope of the works to those undertaken on the plaintiff's land. I am therefore unpersuaded by the plaintiff's submissions about rejecting Mr Davidson's costings and propose to adopt Mr Davidson's adjusted figure of \$200,000 in round terms as the overall cost of remediating the erosion on the plaintiff's land to enable the railway paddock to be useable.

[96] The onus is on the plaintiff to prove its damages in accordance with the measure that applies to the cause of action. It was apparent from the formulation of its claim that it was claiming as the measure of damages the cost to reinstate and rectify the erosion and subsidence of the plaintiff's land. The first defendant expressly raised in its defence (paragraph 16f) that the reinstatement cost claimed by the plaintiff was grossly disproportionate to the value of the part of the plaintiff's land affected by the erosion and subsidence. Although the second defendant raised a defence (also raised by the first defendant) on the basis that the plaintiff's reinstatement costs were based on a scope of works that was inappropriate and excessive, the second defendant on its pleadings did not dispute the plaintiff's choice of reinstatement costs as the appropriate measure of damages.

[97] No party called expert evidence of the effect of the erosion on the value of the plaintiff's land. The first defendant did not do so, as the plaintiff's reply to paragraph 16f of its defence amounted to a deemed admission, until the plaintiff was given leave to withdraw the deemed admission and to file an amended reply to the first defendant's defence. The plaintiff did not call expert valuation evidence, as the inference could be drawn from its claim for reinstatement costs that it was asserting it was reasonable to rectify the erosion in order to regain use of the relevant paddock.

[98] Mr Baker gave evidence of obtaining a letter from a real estate agent for the purpose of satisfying a query from the Taxation Office in relation to the plaintiff. A letter from the Taxation Office (exhibit 25) recited that the plaintiff had provided a valuation dated 25 January 2012 of the Esk farm property stating that its value was estimated to be \$4.5m which it appears the plaintiff's accountants arbitrarily apportioned equally among the three allotments making up the plaintiff's land (exhibit 26). The defendants tendered a rate notice (exhibit 24) sent to the plaintiff in August 2015 in which three properties were rated (including the plaintiff's land) and the unimproved valuation was shown as \$610,000. This general type of valuation evidence is unhelpful in being able to gauge the market value of the land affected by the nuisance, namely the railway paddock, at any relevant point in time. All it does is confirm that the land had real value.

[99] What *Evans* shows is that even if the cost of reinstatement of the land affected by the nuisance is greater than the diminution in the value of that land as a result of that nuisance, that will not preclude damages calculated as the cost of reinstatement, if that is appropriate in the circumstances. Provided the cost of reinstatement of the gully is confined to what is necessary to make it useable again, what the plaintiff has in its favour is that the railway paddock must have a special value to the plaintiff, as it adjoins the balance of the plaintiff's property, making it convenient for the plaintiff to use in conjunction with the balance of its property. Reinstatement of a gully in a farm paddock does not warrant reinstatement to accord with what was there before the acceleration of the erosion. It can be contrasted with reinstatement of a family home. Reinstatement in this farm context must be sufficient to facilitate the fencing of the boundary with the railway land and vehicular access across the gully, but it does not have to be in the same place that the plaintiff used when he acquired the plaintiff's land. On that basis, in the circumstances of confining the costs of the remediation works to what is essential to overcome the damage to the gully caused by nuisance, the plaintiffs are not precluding from having damages assessed as the costs of reinstatement, in the absence of proving the reasonableness of those costs by reference to evidence of diminution of value.

[100] The preponderance of the engineering evidence favors the removal of the culverts to prevent a continuing nuisance, even if the gully is remediated. There was no offer made throughout this trial by the second defendant to mitigate the concentration of the water flows through the two boxed culverts. It is the obvious solution to stop the continuation of the nuisance. The second defendant will need some time to design alternative drainage on the eastern side of the railway land when the two culverts are blocked. I therefore propose to grant the injunction the plaintiff seeks against the second defendant, but to stay that injunction for a period of six months to enable the second defendant to implement an alternative drainage plan.

Failure to mitigate

[101] The defendants rely on the plaintiff's duty to mitigate its loss. The defendants bear the onus of showing that the plaintiff ought reasonably to have taken certain mitigating steps: *Wenkart v Pitman* (1998) 46 NSWLR 502, 523.

[102] Mr Baker conceded that the plaintiff did nothing to mitigate its loss, apart from making demands on Queensland Rail to remove the culverts and repair the damage (Transcript 1 - 53). The difficulty for the defendants to discharge the onus they bear on the issue of litigation was illustrated by the lack of mitigating steps that were suggested to Mr Baker in cross-examination. The suggestions put in cross-examination were "the placement of hay bales and other things" to disperse the water flowing from the culverts onto the plaintiff's land, the use of a geofabric blanket, or taking advice from "someone in land management about the steps ... to prevent the erosion becoming worse". In response Mr Baker made the point that the first defendant had built a concrete apron about a metre wide beneath the culverts right up to the fence line that protected the railway land and disputed that hay bales would be of any use in a heavy downpour with the water concentrated through the culverts flowing straight through onto the plaintiff's land or that any of the suggestions would make any difference, if the culverts were not removed, and Queensland Rail did not offer to do anything to help.

[103] In light of the gap between where the culverts discharge water and the commencement of the plaintiff's land, it was difficult for the plaintiff to do anything unilaterally on the plaintiff's land about mitigating the effect of the discharge of the water onto the plaintiff's land from the culverts. In the correspondence between the first defendant and the plaintiff's solicitors that took place between 2000 and the commencement of the proceeding, no suggestion came from the first defendant as to how the plaintiff should deal with the problem.

[104] The defendants have failed to discharge the onus they bear to show in the circumstances the plaintiff failed to mitigate its loss by abating the nuisance.

Orders

[105] Each of the first and second defendants are liable for nuisance occurring at different times: the first defendant from 1999 until it ceased to be the occupier of the railway land from around 2002 to 2003 and the second defendant from 1 October 2008 to the present. The plaintiff cannot attribute damages to either party for the cost of reinstating the gully to the state it was in before the plaintiff's land suffered damage in 1999, particularly as it purchased the land in 1995 with the pre-existing gully. The plaintiff cannot be compensated for the additional erosion that occurred during the time the plaintiff ceased to be liable for it around 2002 to 2003 and before the second defendant can be held liable for the nuisance as from 1 October 2008. There is an element of arbitrariness in dividing the costs of reinstatement. I will quarantine \$50,000 of the costs of the reinstatement for that portion for what the plaintiff should not be compensated. On the basis that the erosion was more severe from the time it was noticed in 1999 until the first defendant ceased to be liable for it, but has been stabilising in the longer period in recent years for which the second defendant is liable for it, I would apportion the balance of the costs of reinstatement to be borne by the defendants equally.

[106] Subject to any submissions that the parties wish to make on the terms of the injunction and the stay, the orders I propose to make are:
1. The second defendant by its servants and agents seal the two concrete box

- culverts identified in Figures 9 and 10 in the report of Cottrell Cameron & Steen
 Surveys Pty Ltd dated 20 December 2006 which were the subject of this
 proceeding to prevent the discharge of water from those culverts in the direction
 of the land described as Lot 12 on Survey Plan 268017 in the Shire of Esk.
2. The preceding order be stayed for six months from the date of this order.
 3. Liberty to the second defendant and the plaintiff to apply on three days' notice
 in writing to the other in relation to the operation of orders 1 and 2.
 4. The first defendant pay to the plaintiff the sum of \$75,000 for damages for
 nuisance.
 5. The second defendant pay to the plaintiff the sum of \$75,000 for damages for
 nuisance.

[107] I will hear submissions on the question of costs.

